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Concern's Knowledge Quarterly Review

KNOWLEDGE MATTERS

SPECIAL ISSUE: DISASTER RISK REDUCTION

CONCERN worldwide

Any contributions, ideas or topics for future issues of knowledge matters. Contact the editorial team on email: knowledgematters@concern.net

The views expressed are the author's and do not necessarily coincide with those of Concern Worldwide or any of its partners.

Cover Image: "Delanta, South Wollo, Ethiopia: new terraces as part of the watershed management are installed in steep slopes that tower above settlements, and reduce the impacts of floods as well as encouraging water percolation, offsetting drought impacts also". March 2013. Photo by Dom Hunt, 2013.

Contents

From the Editor

Welcome to this special thematic issue of Knowledge Matters. This issue of the publication focuses exclusively on Disaster Risk Reduction (DRR). Many of us tend to think of DRR as existing within the sphere of humanitarian actors. This is firmly debunked by the contributors to this issue. To paraphrase from one of the articles, sustainable development is not possible in the contexts where we work without timely humanitarian action, and development cannot work without addressing underlying risks. What all this points to is that in many of the contexts in which Concern operates, synergies are needed between our humanitarian and development interventions. The work we are doing in Chad shows that this is possible.

In keeping with the spirit of organizational learning, the various contributors to this issue highlight both the successes and failures that have accompanied the organization's DRR work. For example, the article by Roberta Cappieri illustrates the huge challenges that surround programming in a violent urban setting, whilst the piece by Per Andersson and Tom Dobbin shows what can go wrong with badly designed engineering interventions.

The article by Bernadette Crawford and Dom Hunt brings to our attention the fact that disasters tend to disproportionally impact negatively on the lives of women. The piece by Nena Lafuente et al provides readers with a snapshot of a very innovative programme being undertaken in Chad in the area of community resilience. Finally, I encourage you to share Knowledge Matters with partners. The next issue is planned for September.

Kai Matturi

FOREWORD

By Dominic MacSorley

I am delighted to write a foreword to this special issue of Knowledge Matters. The current issue shines a light on a topic that is particularly close to my heart, Disaster Risk Reduction (DRR). It is my firm belief that DRR is central to all of Concern's work. The thrust of the current strategic plan is for the organisation to focus its work in 'poor-vulnerable countries'. What unites these countries is their vulnerability to disasters, be they man made or natural. Hence, for Concern to have impact, we need to analyse key risks and plan to deal with them.

DRR is also being increasingly acknowledged by our peers within the humanitarian and development sectors as central to combating extreme poverty. This is evident in the recent discussions around the concept of resilience. In a very broad way, resilience is about how a system, community or individual can deal with shocks, stresses, hazards and change, which affect livelihoods and ultimately sustainable development. Whilst this definition may appear to be somewhat simplistic and relatively straightforward, a huge part of the problem of translating this theory into practice relates to the traditional divide between the humanitarian and development sectors.

I am happy to see this divide gradually being closed. The diversity of contributors to this issue of Knowledge Matters is illustrative of this change. The only way that we can deliver positive sustainable change in the lives of our programme participants in the poor-vulnerable countries in which we work is for all of us to work in a holistic, integrated manner. This way of working is possible. The work we are doing in Chad on community resilience is showing promising practice in terms of what can be achieved when development and humanitarian staff work in an integrated way. I believe this approach will increasingly become the norm.

The increasingly complex issues we face in the fight against extreme poverty require us to move beyond a siloed approach to our work. It also calls on all of us to get better at documenting and sharing our learning, be it positive or negative. For us to get better at learning from our work, it is essential that we improve our internal and external knowledge sharing and that we get the balance right between the two. In other words, knowledge is gaining momentum as the new currency and passport to success within the development and humanitarian sectors. This is why I believe that a channel such as Knowledge Matters is vital to how the organisation captures and shares its knowledge.

As I conclude, I want to thank all those who have made the current issue of Knowledge Matters a reality. I know numerous individuals have played their part in writing content, far too many to name check here. I would like to especially acknowledge the input of Dom Hunt. I believe Dom came up with the idea of compiling the issue and deserves credit for making the idea a reality. I hope you enjoy reading the articles and that they trigger an idea or two on how you might improve your practice in the area of DRR. ■

> DRR is also being increasingly acknowledged by our peers within the humanitarian and development sectors as central to combating extreme poverty.

Impressions from the field: Interesting Disaster Risk Reduction (DRR) work that I have seen on my travels

By
Dom Hunt

As part of my duties as DRR adviser for Concern, I travel to different fields, undertaking informal reviews of the DRR work that is happening, and providing training and other support to our staff.
Here is a small snap-shot of some of the great ideas and interesting work that I have been privileged to witness in the last two years, and that are not reported on elsewhere in this edition of Knowledge Matters.

Sierra Leone, May, 2011

In both rural and urban programmes, DRR work has focused on establishing disaster management committees (DMCs) in communities, and providing training to them. In the rural areas, one of the main hazards are bushfires.

The fire fighting service was asked to provide training to these committees in how to manage fire risks, leading to the establishment of firebreaks, pre-positioning fire fighting equipment in villages, and running an anti-bushfire campaign on the local radio station.

Kroo bay slum. Environmental health and floods are big issues here. Photo: Dom Hunt, 2010.

The slums in Freetown, Sierra Leone's capital, have larger issues as they are inherently risky environments to live in. Floods and health issues, especially water borne diseases and malaria, are important issues that need addressing. The DMCs have been involved in establishing community latrines and doing environmental clean-ups, and installing temporary drainage control measures using sandbags, but these need to be repeatedly rebuilt so do not present a durable solution.

India, November, 2011

A coastal embankment badly in need of rehabilition, Odisha, India. Photo: Dom Hunt, 2011.

The coast of West Bengal and Odisha states get cyclones, storm surges, earthquakes, salinization & floods. India has an early warning system (EWS) for cyclones but it is not well trusted by people – there are too many inaccuracies. To supplement the EWS, tide measurement posts are installed at key points, coupled with wind information from the met office, in order to have a locally appropriate and accessible information system to augment alerts that come from the government. Information is posted at key points like markets and passenger jetties, and used by fishermen who need to decide whether it is safe to go fishing, as well as the general population for improving their ability to predict cyclones. Concern has built a couple of cyclone shelters, made from local materials, earthquake resistant, disabled-people friendly, and with space for livestock (see the photo in the engineering article). It is designed to supplement the local schools which double as cyclone shelters, but there is not enough space for everyone.

Schools were audited with an innovative 'school safety audit system', which analyses schools from the perspective of whether they are fit for use as shelters, and what needs to be done to make them better both as schools and as shelters, including returning the building to a fit state for use as a school after it has been used as a shelter. Recommendations from this audit process were then addressed through influencing the Education Department to support their plans.

In addressing agricultural hazards (salinization, pests and diseases and floods/waterlogging) crop varietal selection has been used. Farmers realise that high yielding varieties are not tolerant to local conditions, but local and tolerant varieties are slow to mature and yield less. In order to balance risk against harvest size, farmers plant both – so the tolerant varieties will produce a minor harvest even if the high yielding varieties don't work.

Finally, some interesting work has been done with tracking of social benefit entitlements – of which there are many in India, but not all people are aware of their entitlements, or how to access them. Tracking is done with mobile phones, and when data is compiled, it is used to advocate to government for proper allocations of social benefits according to the correct entitlements.

Pakistan, April, 2012

While Pakistan has the most natural hazards, the big issue in Pakistan when I was there was the reconstruction effort after the 2010 and 2011 floods; the 2010 floods resulted in the largest displacement at one time resulting from a natural disaster – with some 14 million people affected. Many homes were lost. Traditional architecture is mud brick, stuck together with mud mortar – which dissolves and collapses in floods.

A flood resilient home constructed by Concern. Sindh, Pakistan. Photo: Dom Hunt, 2012.

A major part of the post flood reconstruction focused on rebuilding shelters. Houses are built on raised platforms, and the foundations and bottom third of the building are built with kiln-fired (waterproof) bricks with cement mortar, Water points and latrines are also raised onto platforms. Drainage and irrigation canals are de-silted with cash for work supporting flood affected households. Entire villages are surrounded by flood embankments. Waterproof seed silos were also distributed to ensure future floods don't destroy seed stocks. At the same time as the 'hardware' component is being done, training is provided to committee members and the community emergency response teams. Community awareness raising is also done. These activities seek to increase understanding of floods and how best communities can prepare for them.

Zambia, November, 2012

Where we work in the Western Province of Zambia, the main hazards facing the communities are the Zambezi river basin seasonal floods, waterlogging resulting from heavy rain, drought, erratic rains, fire and agricultural/livestock pests and diseases. The flood plain has an old system of canals – established in the late 19th century – designed to improve transportation to villages, drain the wetland floodplains, and provide access to water during the dry season.

Community members at work clearing out a canal in Zambia. Photo by Dom Hunt, 2012.

The canals hold flood water and delay flooding, as well as increasing the rate of retreat of flood water. Many of the canals have fallen into disrepair, so Concern has mobilised communities through self-help groups to rehabilitate the canals. The benefits of this work are reduced flooding, increased access to good quality agricultural land, and access to water for irrigation purposes in the dry season. This project won the Office of U.S. Foreign Disaster Assistance (OFDA) award for excellence in DRR in 2011. Congratulations!

Water is life in the Sahel – gathered around the well, Mallela, Tahoua, Niger. Photo: Dom Hunt, 2013.

Niger, April, 2013

The whole Sahel suffers from cyclical droughts which result in food crisis. Agriculture is extremely marginal, and even in good years people cannot produce enough food to last the year, so they resort to buying food from local markets, with income derived from sale of livestock, labour and migration. It is often not enough, and food crisis and malnutrition often results. Two important interventions are having a significant impact on the ability of vulnerable people to get through the food crises in Tahoua region where we work. One is through our 'cash for assets' programme where, through cash for work, half-moon shaped depressions are dug into the soil and fertilised. These depressions trap rain and reduce 'panning', when the surface becomes solid and stops water percolating into the soil. Crops are planted in the depressions and trees are planted around. The cash income from this work is important for accessing markets in times of need, reducing the severity of the hunger gap. For the most vulnerable (those who have struggled in previous food crises and have seriously depleted their assets) extra assistance is needed – so we provide unconditional cash transfers for them. This is done using mobile phone transfers. We also provide seeds with the cash, as the hunger gap coincides with the agricultural season and we want our beneficiaries to get a good harvest and use the cash we provide to feed the children.

Haiti, February, 2013

Haiti may be famous for the 2010 earthquake, but it also suffers from periodic droughts, annual hurricanes which bring storm surges, strong winds, horizontal rain and flash floods from the heavily deforested steep slopes of the islands. On top of that is a high amount of gang violence and Gender Based Violence (GBV) issues, especially in the urban areas. Concern has integrated DRR into all of their programmes, establishing disaster management committees, providing training to them, and conducting risk analysis and planning with them.

We have been heavily involved in the post-earthquake reconstruction efforts. All houses we have built are designed to be both earthquake and hurricane resistant – even where we are not allowed to dig foundations (as has been the case in some of the urban areas; 'foundations' are a heavy concrete plinth onto which the superstructure is attached), and in the displacement camps we have also been ensuring that the drainage system can cope with floods from hurricanes.

A gabion weir which slows down flood water. Grand Ravine, Port au Prince, Haiti. Photo by Dom Hunt 2013.

In the island of La Gonave we are also carrying out watershed management in order to improve the soil water content and fertility, reforest catchments and reduce the impact of floods and droughts.

In Port au Prince, Concern has been working in the slums to reduce the intensity and impact of gang violence through a peace building process designed to increase dialogue between stakeholders *(see Roberta Cappieri's article)*. It is a slow process but the amount of violence has significantly reduced; in the aftermath of the earthquake Concern's good relations with slum community members allowed us access to areas that would have been too dangerous for us had we not been doing the peace building project. Alongside the peace building is DRR. These include establishing and supporting the disaster management committees, and addressing the deep ravines that cross the slums. We have also been carrying out protection work with displaced people, returnees and host communities, aimed at reducing the toll of sexual violence. This is the only Concern programme area where we have these aspects of risk management being implemented together.

Undercut foundations by flood wa-ter. Grand Ravine, Port au Prince. Photo by Dom Hunt 2013.

We are now joining up these initiatives under 'community platforms' which are multi-stakeholder 'umbrella' institutions where everyone is represented, under which are the various committees (peace, DRR, protection, water and so on). The community platforms will form the institutional basis for facilitating a 20 year urban redevelopment plan of the slum areas.

Ethiopia, March, 2013

The highlands of Ethiopia in Amhara region suffer from periodic, cyclical food security crises brought about by erratic rain which results in floods and droughts, and is exacerbated by a very high population density, environmental degradation, and poor infant and young child feeding practices. The result of this complex interaction of hazards is malnutrition. Concern responds on an annual basis to malnutrition. In an effort to reduce the spikes of acute malnutrition and the burden of response, Concern has been implementing an integrated programme which aims to increase community resilience to acute malnutrition.

A key part of this programme is watershed management. Terraces are formed across slopes, and planted with fodder grasses and shrubs.

Animals are excluded with a system of guarding and community cooperation so these plants have a chance of growing. Fodder is harvested on an annual basis and animals are stall-fed. The results are impressive: in 3 years the impact of drought has reportedly declined, with more water in the soil (at the base of one slope, a new spring has emerged that has never been there in living memory). Floods are also controlled as the terraces encourage water to sink into the soil instead of flowing over it.

An important lesson we can learn from the Ethiopian programming is that in order to improve community resilience, an integrated approach with multiple interventions is necessary. The watershed management component is just one of many interventions used there. Dessie Zuria, where we have been implementing our integrated approach for the last 3 years, has dropped from being a hotspot category 1 (the worst in the Ethiopian system of classifying food insecurity) to a hotspot category 3.

Cases of Global Acute Malnutrition (GAM) have also gone down, and the last response undertaken indicated fewer cases of GAM and Sever Acute Malnutrition (SAM) than expected. ■

Community members constructing terraces. Delanta, Amhara. Photo by Dom Hunt 2013.

You almost can't see the terraces, there are so many fodder plants growing there. Dessie Zuria, Amhara. Photo by Dom Hunt 2013.

Frequently Asked Questions: Disaster Risk Reduction

By
Dom Hunt

What is Disaster Risk Reduction?

DRR is the process of protecting the lives, livelihoods and assets of communities and individuals from the impact of hazards.

What are hazards?

Hazards are *potentially* damaging physical events, phenomena or human activities which may cause any or all of the following: the loss of life, injury, loss of assets, physical damage, environmental degradation, and social and economic disruption. When a hazard actually happens, causing the damages in the list above, and the community capacity to cope and recover from it is overwhelmed, we call it a disaster.

What is the relationship between hazards and the wider context?

Hazards are greatly influenced by the wider context (the political, environmental, social and economic spheres). Some of these influences are positive, and some negative, and the wider context varies according to where you are, just as the hazards do.

The frequency of natural disasters is increasing. Four 'global drivers of disaster increases' have been identified which are population growth, urbanisation, environmental degradation and climate change.

What is risk analysis?

The probability of a disaster event happening in a given time span, and the magnitude of its effects or impacts when it does occur. It is often expressed in the formula: **risk = impacts x probability.**

The magnitude of impacts of disaster events is related to a number of things, including the scale and intensity of the hazard, and the *vulnerability* of the people exposed to the hazard.

Vulnerability is determined by the extent to which people are **exposed** to a hazard, and can *anticipate*, *cope* with, *respond* to and *recover* from its effects. Vulnerability is different for every hazard or person; it varies through time (even time of day), and is influenced by numerous factors and conditions such as inequality, poverty and so on.

Why DRR is important?

In the paper 'How Concern Understands Extreme Poverty' it is shown how risk is a cause of poverty, and helps maintain people in a state of poverty: risks are obstacles that prevent people from lifting themselves out of poverty, because disasters wipe out some or all of their assets, reversing development gains. For us to be able to address extreme poverty we must address – and remove – the obstacles that prevent people from being able to lift themselves out of poverty. Without helping communities manage risk no developmental gains are likely to be sustainable.

When disasters *do* happen people need to cope and recover, and we may need to respond as well, so all of us should prepare for this eventuality. If we can anticipate incoming disasters, and respond faster, this would be better. Even better would be to reduce the vulnerability of people living in risk, so they can cope with the disaster, perhaps without the need for an emergency response from us. Best of all would be to stop disasters happening.

Addressing the underlying causes of disasters and vulnerability is inherently suited to the sustainable development process. DRR is the ideal link between the humanitarian and development sectors.

Is there a Concern DRR approach?

Yes. There are four components of DRR, which are:

- Risk analysis
- Mitigation
- Preparedness
- Advocacy

What is the international framework for DRR?

It is called the Hyogo Framework of Action (HFA), which is administered by the United Nations International Strategy for Disaster Reduction (UNISDR), part of the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA).

There are five key action points in HFA, which are:

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

What is risk analysis?

Risk analysis is the systematic gathering and analysis of information relating to the **hazards** that affect communities, their **vulnerabilities** to the impact of these hazards, and the **capacities** available to communities to reduce the frequency, scale, intensity or impact of these hazards.

Risk analysis is the fundamental starting point for DRR. Without a clear understanding of risk we would not be able to design programmes or interventions that address and reduce risk.

What can I do about the risks in my programme or area?

From a generic point of view, the three 'DRR measures' are mitigation, preparedness and advocacy, explained here:

Mitigation: this is either:

(a) reducing the frequency, scale or intensity of hazards; which means working with the hazard itself and addressing the underlying causes of them.

(b) reducing the vulnerability of the people exposed to hazards, which is often about addressing the underlying causes of vulnerability.

Preparedness: there are three sides to preparedness:

(a) anticipating hazards and putting in place appropriate plans to deal with them through early warning systems (EWS).

(b) strengthening the capacity of communities to cope with and recover from disasters.

(c) ensuring that if the communities' capacities are overwhelmed, there are mechanisms for speedy and appropriate interventions by government, implementing partners and/or Concern.

Advocacy: favourably influencing the wider context that contributes to the causes and magnitude of hazards and disasters and their impacts.

What is PEER?

PEER stands for Preparedness for Effective Emergency Response. It is an action planning process where a country team will examine all internal systems and processes, identifying what can be improved to streamline and make more effective our ability to respond in a timely and appropriate manner to emergencies. PEER also identifies sources of important information to monitor, and other actors to coordinate with.

Where do I get more information on DRR?

The best internal information source is the intranet where you will find our documentation, trip reports, photos, links and more. The DRR page can be found like this: *intranet > directorates > overseas > emergency unit > disaster risk reduction.*

If you need more information, please contact the DRR Adviser, Dom Hunt at the following email address, dom.hunt@concern.net.

The most useful external websites on DRR are:

In English: www.preventionweb.net

In French: http://www.catnat.net ■

Preparedness for Effective Emergency Response (PEER)

By
Dom Hunt

What is it?

PEER is an action planning process where a country team will examine all internal systems and processes, identifying what can be improved to streamline and enhance our ability to respond in a timely and appropriate manner to emergencies. The more we can do in advance of an emergency, the easier it will be to become operational in the event of an emergency happening. PEER also identifies sources of important information to monitor, and other actors to coordinate with.

The Peer process

A country's first PEER normally starts with a three day workshop facilitated by someone in the Emergency Unit (EmU).

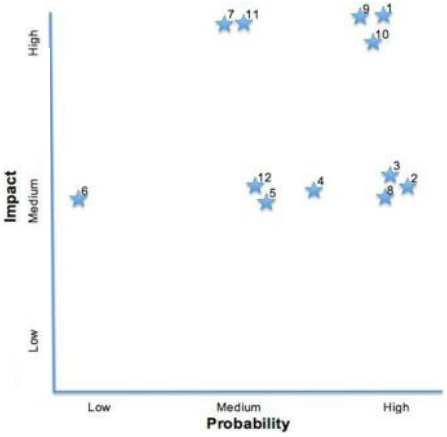
The action planning process starts with a 'hazard profile' which is a broad-sweep country-wide risk analysis, and relies on more detailed information from our programme areas. This allows us to identify what events are that would require a response, when they happen, how likely they are, and what the consequences would be.

Figure 1: Example of a hazard profile from Haiti (2013)

1. Risk Profile for Haiti (National level)

Legend:

Ref no.	Hazard	Where
1	Violent demonstrations (linked to elections)	Western department
2	Violent demonstrations (linked to end of year / before school)	Gonaives / Saut d'Eau
3	Gang violence	Slums and urban areas
4	Kidnapping	Everywhere
5	Price spikes	More in urban zones
6	Camp fires	Displacement camps
7	Earthquake	Everywhere
8	Landslide	Hills / steep slopes / coast
9	Cyclones/hurricanes/tropical storms	More important in coasts or exposed mountains
10	Floods / storm surge	Coast / flood plains
11	Drought	Rural areas
12	Cholera and other epidemics	Everywhere



From this we can determine the 'typical responses' we would be required to do, what materials we may want to procure in advance, where we should keep them, and what skills and capacities we need in order to effectively to undertake responses.

We also look at monitoring mechanisms – we need to be able to anticipate disasters and respond faster (if we can); and coordination mechanisms, so our responses 'fit' with others and we don't waste time duplicating other organisations' responses, or 'miss' any unmet need.

Figure 2: example of a seasonal calendar for disasters, showing the disaster season, from Niger

The action plans

There are three action plans that need to be developed and then implemented, which are:

- Country specific context: detail pertaining to the country itself, such as staffing issues (HR management), security, policies, coordination mechanisms, disaster monitoring mechanisms and so on
- People, money and materials: dealing with surges (a sudden increase in recruitment, financial management and procurement/logistics)
- Standards, skills and learning: the quality standards and guidelines we follow as an organisation, our capacity and field skills and how to improve them, and how we progressively monitor and learn from our experience

The action plans are sent to Dublin for validation by the EmU and approval (by your Regional Director) on an annual basis: PEER plans must be annually updated and approved.

Thresholds of intervention

We can't respond to everything – this would overwhelm our capacity, there may not be access to people in need (due to insecurity, lack of funds or physical barriers) and we must take care not to detract from the capacity building we are doing in our communities or with our partners. However, we follow the humanitarian imperative and so we are obliged to respond, where we are able to, to humanitarian needs as they emerge.

Guiding the decision regarding when we will consider a response is the purpose of the thresholds of intervention. A threshold is an indicator of severity of a disaster event. For example, in our programme villages, we may want to respond to small events as we have personal relationships with the people who live there, we are well connected with the power structures and institutions, and have our long term programmes to consider; whereas we may only respond to very large events on the other side of the country where we have logistics capacity or a network with local people and institutions.

Progress so far

The strategic plan aims for every Concern country to have a PEER plan by the end of 2013. While we probably won't meet this deadline we are getting close. All countries in the Horn of Africa and Asia regions have PEERs; and by the end of this year we'll have PEERs in the remaining 'priority countries' which were identified as Haiti, Niger, Kenya and DRC. This leaves us with Uganda, Zambia, Mozambique, DPRK, Burundi and Rwanda to do in 2014/2015.

Not all countries are updating their PEERs, so some work needs to be done, and as PEER has no reporting requirement attached to it, other than the annual updates, it is somewhat difficult to determine how well PEER implementation is going.

Some common themes that are emerging

Most countries identify similar activities, such as:

- Making sure our humanitarian obligations are central in our recruitment processes in advertising, JDs, contracts and induction
- Identifying sharing mechanisms for essential information from coordination meetings, early warnings and cluster meetings – information needs to be shared more widely than within our programme teams, and especially shared with systems staff who also need to know if an emergency response is coming
- Putting in place manuals that also cover emergency conditions – HR, finance, procurement and fleet management, for example
- Establishing an emergency organogram – identifying appropriate people who have the skills to lead emergency assessments and responses, and having other people able to 'take over' these people's normal duties when they are responding to an emergency
- Establishing a roster of pre-assessed emergency personnel for speeding up rapid recruitment when we have a sudden increase in staff needs
- Adjusting annual work plans to ensure there is flexibility in the 'disaster season' so as to minimise negative impacts of responses on our long term programming
- Undertaking capacity assessments (internally and with partners) to identify the field skills we have, and putting in place mechanisms to allow us get the skills that we require
- Identifying potential partners for emergencies (where partnership is appropriate)
- Identifying focal points for some standards to maintain in-house capacity in these (eg Sphere and HAP)
- Putting in place mechanisms for learning from our experiences after responses ■

Risk Analysis

By
Dom Hunt

Risk analysis is the systematic gathering and analysis of information relating to the hazards that affect communities, their vulnerabilities to the impact of these hazards, and the capacities available to communities to reduce the frequency, scale, intensity or impact of these hazards.

Risk analysis is the fundamental starting point for Disaster Risk Reduction (DRR). Without a clear understanding of hazards, vulnerability and capacity, you would not be able to properly design programmes that reduce risk; nor would you be able to maintain high quality programmes, nor would the communities you work with be able to reduce the risks they live with. To this end it is an organisational requirement that all Concern programme staff are able to systematically conduct risk analysis.

Field trips are vital: showing the flood water high point, Char region, Bangladesh. Photo by Dom Hunt, 2011.

Risk analysis is variously referred to as: Hazard, Vulnerability and Capacity Assessment (HVCA), Vulnerability and Capacity Assessment (VCA), or Community Risk Assessment (CRA), but they all mean roughly the same thing. In Concern, it is usually referred to as Risk Analysis (RA), within which there are three components: **hazards**, **vulnerability** and **capacity**; and is this is followed by **planning**.

These components are:

Hazard Analysis - identifying hazards and then understanding them: what causes them? When and where do they happen? Are they decreasing or increasing in frequency and why? What are the impacts of these hazards on people, their assets and their livelihoods?

Vulnerability Analysis - identifying who is vulnerable and why: hazards affect different people and things in different ways, so we need to identify who or what might pay the bigger price in disaster events (specific vulnerability), and understand why.

Capacity Analysis - identifying what can be used by the community for risk reduction: past experiences, coping strategies where these are not destructive, assets and networks are all important for managing risk, as are other organisations (including government) that can help.

Risk Informed Planning - plans that contribute to a reduction of risk, which could be integrated into community development plans: which focus on addressing the causes of hazards, the causes of vulnerability, preparing for disasters to happen, and influencing the wider context.

It is important to note that while there are three components to risk analysis, this is a conceptual distinction only. Doing separate analyses of hazards, vulnerabilities and capacities would take too long and be repetitive. The key to speeding up the process, whilst retaining the richness of a comprehensive risk analysis, is to analyse the three components using the same tools, at the same time.

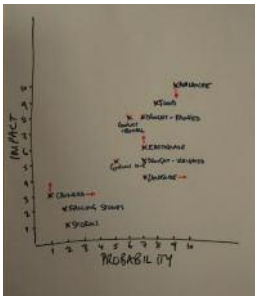
Risk analysis can be done in many ways. It is always a good idea to start on the internet, checking out risk maps, satellite images, data from prior disasters and so on, and visit experts in your country, before embarking on community level risk analysis. Experts may be scientists, policy makers, or counterparts in other organisations. Most countries have a national platform (the national level institution charged with having overall responsibility for disaster reduction in the country) in the government that should have a detailed understanding of risk in their country.

When you get to the community you will need to use Participatory Rural Appraisal (PRA) methods to make the research empowering and inclusive. To guide the use of PRA for risk analysis, Concern has developed the Risk Analysis Guidelines which are on the intranet (on the DRR page), although they have also been sent to every country – check with your Assistant Country Director of Programmes.

These guidelines are a useful source of hints and ideas on how to go about doing a full risk analysis, with many key questions posed, and methodological assistance given. The annexes are where you will find the analytical frameworks we use to tabulate and compile the information gathered in the risk analysis process. These frameworks are really useful in identifying knowledge gaps and analysing large amounts of information. ■

Community risk map, Odisha, India. Photo by Dom Hunt, 2011.

Assessing seasonality of hazards, Taloqan, Afghanistan. Photo by Dom Hunt, 2012.



Risk assessment and prioritisation chart, Afghanistan. Photo by Dom Hunt, 2012

Disaster Risk Reduction and Engineering

By Tom Dobbin & Per Andersson

Retaining / protection wall, Haor region, Bangladesh. Photo by Dom Hunt 2011.

Engineering is an important feature in many Disaster Risk Reduction (DRR) projects; many risks can be mitigated through the design and construction of certain structures. Examples include retaining walls to reduce or prevent the risk of landslides, river embankments which channel flood water, keeping it in the river embankments to stop storm surges or floods from entering into village areas, protection walls to ensure that infrastructure such as irrigation schemes are not destroyed by floods, or that protect banks from erosion. Water supply schemes and latrines can also be seen as forms of risk reduction, as they both reduce the likelihood of water sources being contaminated with water borne diseases.

Addressing vulnerability to hazards through engineering

The vulnerability of people exposed to hazards can also sometimes be addressed by engineering: examples include rehabilitation of roads and bridges that link people to the outside world, enabling access to markets and emergency services/relief; constructing or retro-fitting buildings to be tolerant of local hazards (earthquake-proof buildings, for example); and constructing shelters for people to use in times of flood or storm.

A cyclone shelter constructed by Concern, West Bengal, India. Photo by Dom Hunt

Some of these functions can also be achieved through the use of vegetation and soil shaping – slope stabilisation and flood control through terraces / swales and planting of trees and grasses, for example. We also often find that these initiatives complement and strengthen engineered solutions to risk.

Engineering may be a solution to some DRR problems, but DRR can be a solution to some engineering problems too. Many well intentioned people full of passion and drive have embarked on the construction of clinics, schools and roads over the decades but sadly shortly after completion they deteriorated quickly or were destroyed by

nature's forces. Structures need to be engineered to withstand the hazards posed by the context; and survive for the minimum period of time determined by the design. The question arises - should we design for all possible identified scenarios at whatever the cost?

Identifying hazards for engineering projects

Tom Dobbin has developed a simple matrix for identifying local hazards, and what the impacts of these hazards might be on the structure that needs to be built or rehabilitated, so as to guide the design process and make more resilient structures; wherever possible we need to anticipate the loads our structures will be faced with. In some contexts we deal with phenomenal loads – water pipes buried 1.5m underground were easily uprooted and destroyed by hurricane floodwater run-off in Haiti; Haitian structures need to withstand earthquakes, hurricane-force, horizontal rain and floods!

Poorly made gabions, East Timor. Photo by Per Andersson 2010.

For a building project we must involve specialist consultants to carry out structural design work and necessary calculations for combined loads. We engage a geologist to investigate soil mechanics where the building will be erected, and for larger buildings even to check for potential cavities underground.

For some projects we need more accurate and detailed information, which we can get from satellite imagery, soil maps and so on; and we are developing our internal mapping capacity to ensure that our engineers have sufficient and up-to-date information. We must be vigilant when supervising our engineering interventions so as to ensure our structures are being built to the highest possible standards; many problems have arisen simply out of shoddy workmanship.

Water supply scheme avoiding the run-off zone, La Gonave, Haiti. Photo by Tom Dobbin 2013.

Avoiding common challenges

Even for some apparently simple interventions there are technical aspects that cannot be ignored:

- Gabions (wire mesh cages filled with rocks): the size and type of mesh give different loads and durations. Gabions must be laid on solid ground, and packed properly (it is not enough just to throw rocks into the cage)
- Foundations: important for any building, a badly constructed foundation will result in a weaker superstructure
- Drains and canals: moving water is a very powerful eroder; runoff can cause erosion down slopes or roads – we must design appropriate drainage and run-off in our water supply schemes and shelter projects
- Pipes – pipes crossing areas where erosion is likely (like across roads or cattle tracks) need extra reinforcement

Concluding remarks

Identifying hazards and designing appropriate projects might sound easy, but even to get the translation and understanding of the words hazard, disaster and risk is not straightforward. This has to do with the diverse array of countries in which we operate.

This knowledge gap is being addressed through training workshops and field support visits by Dom Hunt (and formerly by Peter Crichton and Will Devas). To build up capacity in the application of DRR principles in engineering projects, and the use of engineering to address some of the hazards we find in the field, Per Andersson has been conducting engineering workshops over the last three years, with those responsible for engineering within Concern.

What we are finding is that all of these processes need to be in place before we get satisfactory engineered results – as has happened in Afghanistan, which is the subject of the next article *"Afghanistan's DRR story".* ■

Afghanistan's Disaster Risk Reduction Story

By Aaron Ginsberg-Clark & Tom Dobbin

Incorporating Disaster Risk Reduction (DRR) into programmes does not occur unintentionally but takes resources, knowledge, and most importantly commitment to action. With these in place, DRR can be used to help lift people out of poverty. Concern's engineering work in Badakhshan and Takhar in North-East Afghanistan illustrates this point.

Badakhshan and Takhar are home to a number of frequently occurring hazards, but the main ones from an engineering perspective are flash flooding, landslides, soil erosion, avalanches and rock falls. There are a variety of options for addressing these hazards such as gabions, masonry walling, geotextile defence systems, Hesco cells, slope stabilisation and bioengineering. Each option has different load bearing capabilities and durability, and is suited to different conditions.

> "Concern Afghanistan took the time to learn and improve.

Like many other places in the world, poor engineering standards are common in this part of Afghanistan *(see the DRR and engineering article),* and poor quality gabions litter the sides of rivers. Poor workmanship not only wastes money, but can magnify hazards and lead to larger disasters (the failed levees following Hurricane Katrina being a classic example).

We used to use inferior 3 mm gabion cages but their life expectancy is only three years. Recognising this problem, Concern Afghanistan has made concerted efforts to improve its engineering over the past few years. Concern first introduced DRR to Afghanistan in 2004 with training provided by Peter Crichton, with further distance support provided by Will Devas.

Concern's emergency engineering manager Per Andersson visited the country in 2011 to increase general understanding and practical application of DRR among all staff and stakeholders and build the capacity of Concern engineers in DRR engineering. A policy decision to mainstream DRR was rolled out in January the following year. This was followed by engineering-focused trainings and hazard mapping by Per in April, DRR trainings and a Preparedness for Effective Emergency Response (PEER) workshop was provided by Dom Hunt in May, evaluation of hazard maps in October, and emergency proposal and implementation from August-December, led by Tom Dobbin. All these activities occurred with close support from Concern headquarters.

Above: A failed 3mm gabion cage. Photo by Tom Dobbin 2012.

The results were engineering projects that are durable, location appropriate, cost efficient, and based on a solid understanding of hazards. Concern in Afghanistan has rebuilt footbridges and irrigation system take-off points destroyed by floods, installed check-dams, rehabilitated flood protection walls and installed slope stabilising structures.

Interventions were designed based on a comprehensive hazard assessment of the area, and used material and techniques selected specifically for assessed impacts. For example, to reduce flood risk, high wear 4 mm galvanised weld mesh gabions were built in some areas. The 3 mm ones were not lasting long enough. Masonry was used in other areas experiencing higher wear rates. This approach required more money compared to traditional approaches focused on building gabions. High wear gabions and masonry are both more expensive than traditional gabions. From a time based comparative cost perspective, the interventions were less expensive as they could last decades rather than just years.

This would not have been possible without a commitment from all stakeholders to improve their work in relation to DRR. Concern Afghanistan took the time to learn and improve. Concern provided training and donors provided the additional funds necessary. Beneficiaries learned new skills and were willing to try new ways of operating.

Above: Multiple defence types: masonry and Hesco cells. Photo by Tom Dobbin 2012

Above: Flood defence made from geotextile cells filled with earth. Photo by Tom Dobbin 2012.

Above: Landslide-prone slope stabilised using Hesco cells. Photo by Tom Dobbin 2012.

The engineering team is working towards making high quality, risk-centred, engineering easier for all countries. To this end it has developed standard operating procedures for engineering and is in the process of developing mapping guidelines for engineering projects. It is the hope of the team that these guidelines will help staff build quality products and also help build Concern's overall approach to DRR engineering. ■

Gender and Disaster Risk Reduction

By Bernadette Crawford & Dom Hunt

You would be mistaken if you think that disasters affect everyone equally. They don't. I find that when I ask "who is vulnerable?", the answer is often "everyone", but this answer misses the reality – some are more vulnerable than others. Perhaps a more appropriate question is "who is *most* vulnerable?". It is not only a matter of *where* you are ('exposure'), but also *who* you are. Even with equal exposure, some people tend to pay more than others.

Who?

It is generally acknowledge that natural disasters on average kill more women than men. The stronger the disaster, the stronger this effect on the gender gap. Two examples will help to illustrate this point:

- The Bangladesh cyclone of 1991 killed between 138,000 and 150,000 people. 90 per cent of the casualties were women and children.
- The 2004 South-East Asian tsunami killed some 220,000 people. Oxfam found that up to four times more women died than men.

World Health Organisation research shows that women constitute up to 80 per cent of refugee and displaced populations worldwide, and in emergency situations women and children may typically make up 70 to 80 per cent of those needing assistance.

It is not only during disasters, but also in the aftermath, where we find gender differences; chiefly in the increase in sexual gender based violence, particularly when families have been displaced and are living in overcrowded emergency or transitional housing where they lack privacy. Reasons include men's loss of control in the aftermath of a disaster, and women adopting new strategies for survival that can place them at risk.

> "It is important to recognise that disasters tend to intensify all existing inequalities.

Who?

Gender roles dictate that women become the primary caretakers for those affected by disasters – including children, the injured and sick, and the elderly – substantially increasing their emotional and material workload. The substantial increase in household workload can force many girls to drop out of school and help with chores.

However, women and girls are not a homogenous group, a range of factors such as poverty, age, ethnicity, caste, disability, geographical location and HIV status will intersect with gender. It is important to recognize that disasters tend to intensify all existing inequalities.

Why?

A study by the London School of Economics, entitled '*The gender nature of natural disasters: the impact of catastrophic events on the gender gap in life expectancy, 1981-2002'* analyzed disasters in 141 countries and concluded that gender differences in loss of lives due to natural disasters are directly linked to women's economic and social rights. The study also found that in societies where women and men enjoy equal rights, losses in lives due to natural disasters were more gender balanced. Women's greater vulnerability is due to the widespread disadvantage, and at times formal discrimination, that they experience in many societies. Women's access to and control over resources, economic or social, are more limited than those of men; their earnings are usually lower, and the burden of caring for family members falls mostly on their shoulders.

Exclusion from decision making, limited mobility, and the threat and experience of various forms of violence against women and girls are all pre-existing conditions that determine their greater vulnerability in disasters and crises. Age, class, ethnicity, caste, marital status, sexuality and disability all combine with gender to determine an individual's vulnerabilities.

> In societies where women and men enjoy equal rights, losses in lives due to natural disasters were more gender balanced.

Returning to the two examples cited earlier, in the Bangladesh case, reasons for the higher female mortality has been shown to be about cultural norms:. A report by the Institute of Development Studies entitled '*Gender and climate change: mapping the linkages'* found that "... partly because women were not informed about the threat of a cyclone, as warning information was transmitted by men to men in public spaces...Women were not allowed to leave the houses without a male relative and many perished waiting for their relatives to return home and take them to a safe place" and those who did were unable to swim in the flood waters."

Similarly, during the 2004 South East Asian Tsunami, values of nudity and shame prevented women from running to safety as their clothes had been removed by the waves. These women drowned in the waters rather than be rescued naked by men. A briefing note by Oxfam entitled, '*The Tsunami's impact on women',* found further reasons given for the higher death toll in the tsunami to include "... they stayed behind to look for their children and other relatives; again men more often than women could swim; men more often than women could climb trees to safety.

The extreme poor are often more vulnerable to disasters and it is recognised that people's vulnerability to risks depends to a large extent on levels of poverty and the assets that they have available. Women and girls constitute 70 per cent of the global poor and the combination of poverty and prescribed gender roles, lack of access to and control over resources and exclusion from claiming basic entitlements increase women and girls vulnerability and undermine their ability to cope with the impacts of disasters.

What we can do about it

The first step is recognising the problem, closely linked to doing a proper risk analysis. We must understand as much as possible the dynamics of inequality before, during, and after disasters so that we can address not only the broad needs of the affected population, but also the specific needs of certain groups. Conflicts and natural disasters have differentiated impacts on women, girls, boys, men and older people, so it is key to collect data about/ from each different group.

Once we have identified the problems, we must do something about them – addressing specific needs in plans is one important step, as is challenging power dynamics between men and women. Other examples of things we can do include making shelters disability friendly (wheelchair access, for example), and ensuring men and women are segregated in cultures where this is important. Committees should identify and provide special assistance for those who need it – disabled and elderly people, women, children and so on. In addition to meeting practical needs we should be looking out for opportunities to address strategic gender needs. In some instances opportunities for positive change in disasters can be harnessed, enabling men and women to take on new and more progressive gender roles - for example when men have to share caring responsibilities, or when women assume prominent roles in peace building and mediation.

In programme design and implementation we should consider:

- Promoting meaningful participation of women in disaster and climate risk management, including in leadership roles
- Utilising inclusive gender sensitive community consultations that engage women and men, young and old, to ensure that responses meet actual and not perceived needs
- Collecting and maintaining gender and age disaggregated data
- Carrying out a gender sensitive analysis which informs programme design and implementation.
- Utilising international and national policies and institutional mechanisms to raise and promote the rights of women and girls in disaster response and preparedness
- Tackling the gender inequalities that shape women's and men's roles, responsibilities and status in order to bring about long term change that transforms the lives of women and men living in poverty

Conclusion

Programmes that ensure that women as well as men are fully involved in planning DRR strategies and are full participants in recovery efforts are more likely to succeed. Disaster response strategies that protect and assist women as well as men are better for the community as a whole. A gender-sensitive approach is a smart approach in that it enables the resources of all members of an affected community to be fully utilised. We need to think beyond 'women as victims' to 'women as agents'. ■

Documenting our Disaster Risk Reduction work

By
Dom Hunt

We're doing some interesting work around DRR in most of our countries, but we're not very good at documenting it. However, we believe we have something interesting and valuable to share – internally with our other country teams, and externally, with donors and peer NGOs. It is rare to find someone with enough time to devote to high quality documents that can be published externally, never mind someone with the time to photograph and capture the richness of our DRR work.

To this end, we have entered into a two year partnership with University College Dublin and are lucky to have Aaron Clark-Ginsberg helping us with our documentation needs.

Aaron will be travelling to a number of countries documenting what hazards we are addressing and how, and identifying the good (and bad) practice in our DRR programming. He will document what we are doing – for us – and use this huge volume of data for his post graduate research.

Aaron will be preparing a country report for each country he visits, which will be made available for the country team to share, or append to proposals, as they see fit. Over and above the country reports will be **five thematic papers** organised according to contexts, and a **synthesis paper** to tie them all together:

- DRR in mountain regions: using examples from *Afghanistan* and *Ethiopia*, with a focus on hazards such as flash floods, landslides and soil erosion, being addressed with techniques such as slope stabilisation, watershed management and structural engineering interventions.

- DRR in coastal areas: using examples from *Bangladesh, Haiti* and *Mozambique*, with a focus on hazards such as cyclones, storm surges, sea level rise, salinisation and floods, being addressed with techniques such as the establishment or strengthening of Disaster Management Committees (DMCs), evacuation planning and shelters, early warning systems, the development of coastal embankments, and appropriate crop selection.

- DRR in riverine areas: using examples from *Mozambique*, *Bangladesh*, *Zambia* and perhaps *Pakistan*, with a focus on hazards such as seasonal floods, being addressed with raised and flood-proofed housing, drainage, DMC establishment and strengthening, evacuation planning and shelters, EWS, and short duration crop selection.

- DRR in arid and semi-arid land areas: using examples from *Niger*, *Kenya, Ethiopia* and *Chad*, addressing hazards such as drought with complementary foci on livestock and malnutrition; being addressed with livestock vaccination, fodder improvement and stockpiling, improvements to agricultural productivity, WASH interventions, nutrition and health, and early response which includes CMAM surges and cash transfers.

- DRR in urban areas: using examples from *Haiti*, *Bangladesh*, *Kenya* and *Sierra Leone*, addressing hazards such as flash floods, waste, conflict and human insecurity, being addressed with drainage and flood protection measures, DMC strengthening, vulnerability surveillance and conflict resolution.

- A sixth paper that is a synthesis of above topographical papers, with a focus on community resilience, with examples of how Concern programmes for community resilience (which goes beyond just DRR, also focuses on extensive risk, and includes interventions in health, WASH, FIM, etc.); an analysis of what is working, and identified lessons to be applied in other Concern programmes.

Aaron has already visited Ethiopia and is currently in Afghanistan; 2 down, 8 more to go! ■

Early Warning Systems

By
Dom Hunt

Did you know that early warning systems are the number one contributor to the decline in mortality associated with disasters?

Early warning systems (EWS) let you know in advance that a problem is coming, and gives you time to do something about it. Nowadays there are a number of elaborate EWS established for a number of different hazards.

A famous one is FEWSnet – FEWS stands for Famine Early Warning System. They monitor environmental conditions and weather patterns, agricultural production, market prices and regional trends and make predictions on where and when they think acute hunger will emerge.

Predicting hazards

Not every hazard can be predicted in advance: for example we do not yet have a method for accurately predicting earthquakes, but we can have early warnings of tsunamis. Why? We know where earthquakes are likely to happen, and we can tell which fault lines have not yet slipped (and are likely to slip), so we can identify areas which have a high risk of an earthquake, but the actual moment of slip cannot yet be predicted.

However, we can measure, very accurately, the moment and location of the earthquake, and can predict whether a tsunami will form as a result. If a tsunami forms it will travel relatively slowly through the ocean before reaching a coast; so the amount of warning we have is related to how far away from the coastlines the earthquake was. This is the 'lead time' and this is the window of opportunity for people to flee inland and up hills.

What makes for a successful EWS?

For an EWS to be successful, four components are needed:

1. Risk knowledge: a clear understanding of the dynamics and science behind the hazards and their effects. This is a detailed extension of risk analysis

2. Monitoring and warning service: hazards must be monitored carefully, and alerts and warnings issued when needed.

3. Dissemination and communication: alerts and warnings must be communicated to vulnerable people exposed to the hazard, as well as to responding organisations.

4. Preparedness planning: on receipt of a warning, the vulnerable people (and responding organisations) should know what to do – where to go, who can help, what to do to protect assets and so on.

One of the best EWSs is in Bangladesh – the cyclone EWS. Cyclones are monitored via satellite as they form in the Bay of Bengal. When a cyclone forms it is not known which direction it'll take, or how big it will become; nonetheless having one in the Bay immediately puts the coastline of Bangladesh on alert – the information is passed from the meteorological office, through disaster management committees, to communities along the coast, who erect one flag, which means that there is a cyclone in the bay. As the cyclone starts moving towards Bangladesh, it becomes clearer which part of the coast is vulnerable, and in those areas this information is provided; two flags go up. This tells people it is time to start preparing for evacuation. When the cyclone is getting close, and the part of the coast that will get hit by the cyclone becomes clear, the order to evacuate is sent out. The areas in the path of the cyclone are informed of the impending cyclone, and three flags go up. This tells rickshaw drivers and others to go around the community telling people to evacuate to the cyclone shelter. An hour or so later, the cyclone hits, and for the next six hours or so confusion reigns outside.

Some EWS difficulties?

Successful EWS require excellent coordination and cooperation between different stakeholders. In East Timor Concern installed flash flood EWS (see photos) but the monitoring of the water levels was done where the flooding would occur – so the lead 3

Public display explaining the meaning of the flags, Teknaf, Bangladesh. Photo by Dom Hunt 2010.

In Niger and Ethiopia there are elaborate EWSs for food insecurity, but the information is analysed at district or regional levels, and warnings are not communicated back to vulnerable communities. The community members have not done any contingency planning, so even if they did know that a drought/food crisis is coming, they wouldn't be clear on what to do.

At the moment, these systems are only benefiting NGOs and government responders, with the vulnerable people somewhat disempowered and unable to do much more than be passive victims. Concern, in both countries, is planning to undertake detailed risk analysis followed by contingency planning in communities, so as to determine what they can do if/when they receive warnings.

Cyclone shelter for 2000 people, also used as an office, Bangladesh. Photo by Dom Hunt 2011.

It's one thing providing an early warning facility, but another thing getting early action. In October 2010 FEWSnet were already predicting a food crisis in the Horn of Africa – which became the 2011 famine. NGOs, UN and donors only started responding in June, when the crisis had already struck. A multitude of reasons have been given for this delay- ranging from political interference to donor inflexibility.

One important thing we can do for the communities we work with is to make sure they get access to EWS information in a format that they can understand. In Pakistan the Indus river has a flood EWS, but water levels are communicated in terms of 'cusecs'; many community members have no idea what a 'cusec' is, and so can't understand the warnings; never mind their preparedness planning. ■

Monitoring system for flash floods, East Timor. Photo by Tom Dobbin, 2009.

Monitoring system explained: normal – monitoring – preparation – evacuation. East Timor. Photo by Tom Dobbin 2009

A Fresh Food Voucher Programme Piloted in Ethiopia

By Pankaj Kumar, Anne-Marie Mayer & Elizabeth Molloy

Background

Wolaiyta zone in the Southern Nations, Nationalities and People's Region (SNNPR) of Ethiopia is one of the most densely populated zones in the region and is one of the most vulnerable and famine-prone due to chronic poverty and food insecurity caused by high, and increasing, population density, diminishing landholding sizes, intensive cultivation leading to soil infertility, periodic rain failure, flooding, landslides, crop pests, livestock diseases, and lack of alternative income sources.

In 2011, rural households in Wolaiyta zone faced critical food shortages for more than six months. In 2012, the food security situation was similarly precarious. By the end of April 2012, SNNPR had received only 25 to 50 per cent of its expected rainfall, which led to a very poor harvest and resulting food shortages.Kindo Koysha woreda, one of 13 woredas (districts) in Wolaiyta zone, was ranked a "number one hotspot" woreda in 2012. A Concern baseline survey conducted in December 2012 found that the average household 'food gap' in Kindo Koysha is seven months.

Concern's programmes in Kindo Koysha Woreda

In July 2012, Concern began supporting Community-based Management of Acute Malnutrition (CMAM) in five woredas, including Kindo Koysha in SNNPR, as part of an emergency response, which also included infant and young child feeding practice (IYCF) behaviour change, hygiene activities and distribution of seeds for cultivation. Kindo Koysha was also selected for the pilot of Concern's Fresh Food Voucher Project (FFVP). Recently Concern has initiated a resilience project in Kindo Koysha, which is a multi-sectoral approach to poverty reduction involving emergency nutrition, livelihoods, WASH and DRR.

Fresh Food Voucher Project (FFVP)

The FFVP was initiated to supplement food provided by the targeted supplementary feeding programme (TSFP). The FFVP offered a practical means of exposing mothers to nutritious local fresh foods while actively demonstrating how to incorporate them into their children's meals. Fresh Food Vouchers were exchanged for fresh fruit, vegetables and eggs at weekly distributions.

A voucher scheme was considered more appropriate than a cash distribution due to the limited availability of fresh foods in local markets and limited existing knowledge of the importance of fresh fruit and vegetables and eggs in a child's diet.

Process

Prior to initiation of the activities, a market assessment was undertaken to assess available fresh foods in the community and to identify vendors. Beneficiaries were provided with weekly coupons redeemable for two eggs, four kg of fruits, and 3.5 kg of vegetables. Ration size was based on the recommended daily intake for children aged 6 - 59 months and based on two to three children below five years of age per household, and also considered that sharing would occur within the household due to the food insecurity situation that prevails in the area.

During the fresh foods' distribution, TSFP also took place which included health education sessions on basic nutrition, infant and young child feeding, good hygiene, care-seeking for illness, and other topics. Cooking demonstrations to explain how to prepare different recipes with the fresh foods also took place at each distribution site. Recipes showed how to mix and cook vegetables and egg with the Corn Soy Blend (CSB) and oil ration. Additional messages were developed such as how to store the foods correctly and how to wash and prepare the items. Cost of the fresh foods for the programme was on average 17 Euro per person per month. The cost included transport cost and other related cost, excluding Concern staff that had to monitor the programme.

Results

Monitoring of the FFVP involved baseline and endline surveys to measure whether there was improved dietary intake amongst the children who received support. Figure 1 shows the results of the surveys.

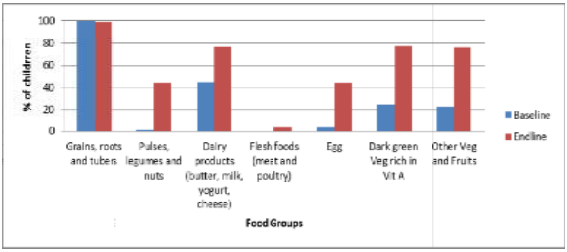
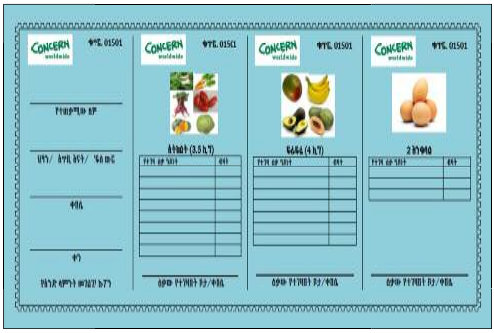


Figure 1: Percentage of children who ate at least one item of the food group the previous day (24 hours dietary recall)

Conclusions

The FFVP was well received by communities. The beneficiaries reported health and nutrition benefits for their children above those from the TSFP alone. During an emergency, the FFVP is a good model for introducing fresh foods to communities that do not have money or access to markets. Such a project, which sources local foods for distribution as part of a surge response, also has the potential to provide longer lasting social and economic benefits than a distribution sourced externally. ■



A food voucher

Community Resilience

By
Dom Hunt, Dominic Crowley, Peter Crichton & Naomi Baird

You have, no doubt, heard the term 'Community resilience' being repeatedly used over the last couple of years, but what does it mean? It is another one of those elusive concepts that are hard to pin down, but we have been working in Concern to come up with something for the organisation.

Firstly, we have defined it, thus: "Community Resilience is the ability of a country, community, household or individual to **anticipate, respond to, cope with, and recover from the effects of shocks**, and to *adapt to stresses in a timely and effective manner* without compromising their long-term prospects of moving out of poverty."

As explained in the livelihoods framework, shocks (single events with negative consequences, such as natural disasters or some types of conflict), and stresses (gradual changes with negative consequences, such as climate change, or slow changes in the economic or political context) erode people's ability to accrue livelihoods assets or maximise returns from the assets they have, and keep people poor. Resilience therefore is the ability to *bounce back better* from a shock, as well as being able to adapt to a changing and increasingly unpredictable environment through increased livelihoods *diversity*, *learning* from experience, and *innovation*.

Where does this come from? Resilience is, in many ways, a new articulation of what we have been trying to achieve with Linking Relief, Rehabilitation and Development (LRRD) and DRR over the last 10 years, with social protection and adaptive capacity added; all of which have, as their goal, resilience.

There are three components highlighted in the definition of Community Resilience (in bold, italics or underlined):

Anticipate, respond to, cope with, and recover from the effects of shocks: to achieve this, we need to improve vulnerable people's access to early warning systems, encourage the development of preparedness and contingency plans for both responding organisations and communities, get better at effective and timely responses to disasters, and build back better in the aftermath of disasters.

Adapt to stresses in a timely and effective manner: this is about understanding the context and learning to predict, and adapt to, long term change while removing obstacles that prevent people from doing so. Many of these changes come from the wider context (environmental, political, social and economic) and we must also recognise that there is a lot we cannot predict – this is the

concept of *uncertainty*. However, because of the key issues of climate change, changing demographics, and human resource use patterns, the *situation will get worse* – we need to start doing something about it now, before it becomes too late.

Part of becoming more able to adapt to uncertainty is through enhancing our (and vulnerable communities') ability to *innovate* – through better access to knowledge and a 'spirit of trying things out' – and ensuring that livelihood systems are *diverse,* building on existing tried-and-tested community strategies for resilience.

"Sustainable development is not possible in the contexts of where we work without timely humanitarian action, and development cannot work without addressing underlying risk.

Without compromising their long-term prospects of moving out of poverty: this is where we must address the underlying causes of shocks and stresses, poverty, inequality and vulnerability: building up assets and returns from assets so as to create enough resources to be able to 'weather future storms', addressing unequal power dynamics that leave some people in greater need than others, and building up the governance institutions necessary to achieve resilience. For those people who are less able to build assets themselves social protection mechanisms need to be in place to ensure that nobody falls through the cracks.

The implications of resilience on our programming

Integration

There are many inter-related causes of poverty which need to be addressed through long term programming. At the very least we need to do detailed multi-sector analysis of the situation, properly identify these underlying causes and seek to address them. This implies that we may need to increasingly work through integrated programmes (often referred to as reducing the 'silo effect' – this means linking up different sectors and approaches so they work together). This is exactly what we are trying to achieve through our contextual analysis process and Irish Aid Funded Programmes.

Blurring the lines between humanitarian and development work

Sustainable development is not possible in the contexts of where we work without timely humanitarian action, and development cannot work without addressing underlying risk. We need to understand the relationship between sustainable development and resilience building, and that this will require emergency interventions from time to time. We need to achieve better synergies between humanitarian and development programming so that they help each other: that humanitarian responses are done in such a way that negative coping strategies are avoided, recovery is less of a burden and results in the situation being better than before, so that the development process can be restarted more quickly (or, even better, not stopped or reversed).

Development needs to be continuously addressing and removing the factors that require an emergency response, keeping the reduction of risk central to development thinking and

programming, so that development gains are not continuously being eroded by repeated disaster events. From an equality and pro-poor perspective, this makes absolute sense, and is what Concern has always been trying to do with our clear targeting of the extreme poor in the poorest/most vulnerable contexts in the world.

Linking emergencies to development work

Although the rhetoric and theory above sounds good, it is often difficult to put into practice. There are many ways we can do this: doing risk analysis with communities is always a good place to start, from which risk informed plans, contingency plans and so on can be developed with, links forged to Early Warning Systems, local mitigation measures implemented, assets built up, vulnerabilities addressed and social protection provided so that there are sufficient resources to get through crisis. All of these actions happen in the 'development phase'.

A framework for community resilience

To make things easier and more practical, we have developed a framework for community resilience, which is discussed below. If you follow this framework when designing your long term programmes, or doing monitoring and evaluation, you will find that you are designing and implementing for community resilience, doing both long term programming and emergency responses when needed, but doing this in a more integrated manner, taking the future into consideration, and making sure that the most vulnerable are not excluded.

- Systematically undertake risk analysis including analysis and planning for future uncertainty and worse case scenarios
- Reduce the scale, intensity and frequency of shocks and stresses
- Address drivers of inequality
- Reduce vulnerability and the causes of vulnerability including asset building and diverse livelihoods
- Build coping and recovering capacity - including enhancing access to safety nets, contingencies and social protection
- Build and enhance response capacity for effective and timely emergency responses when needed
- Build institutions for governance and a culture of innovation, learning and influencing of the wider context ■

Community Resilience to Acute Malnutrition Model - Chad

By
Nena Lafuente, Silvia Risi & Chris Pain

Chad is one of the poorest countries in the world. Concern has been operational in the Dar Sila region in the east of Chad since 2007, primarily intervening in response to short-term emergencies.

During the 2012 Sahel food crisis, Dar Sila suffered from high Global Acute Malnutrition (GAM) (16.3%) and Severe Acute Malnutrition (SAM) (2.5%) rates – both above 'crisis' thresholds. Although the food crisis is officially over, the malnutrition rates remain alarmingly high - our baseline survey in November 2012 showed a GAM rate of 14% and SAM rate of 3% in our project area. This underlines the fact that malnutrition in Chad is a result of many factors, not just food insecurity, and that we need to address the multiple factors through an integrated programme if we hope to have an impact.

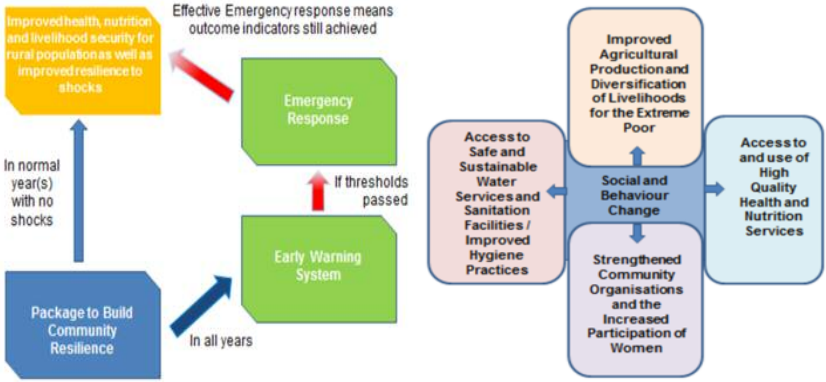
Using our organisational definition of resilience the country team in Chad designed a medium term intervention (running from 2012 until 2016) that brings together activities related to water, nutrition, disaster risk reduction (DRR), livelihoods and inequality ***to improve the overall health, nutrition and livelihood security of the rural population of Dar Sila (Eastern Chad) while improving their resilience to shocks***. Taking an integrated approach means the Community Resilience to Acute Malnutrition (CRAM) programme will be able to deliver a range of interventions across different sectors which address multiple needs in a coordinated way, focusing on achieving the common goal of enhancing people's long-terms prospects of moving out of poverty.

> "Globally there is a lot of interest in systems to build resilience at community level; unfortunately there is not much rigorous data that shows whether any particular intervention package works.

Success will be assessed through measuring household wealth (through proxies such as livestock ownership and household assets), which in turn is expected to lead to increased dietary diversity, reduced negative coping strategies, and increased food security. Improvements in health and nutrition will be measured by improved practices around child health and childcare behaviour, while improvements in water and sanitation will be measured by increased access to potable water and latrines and improved hygiene practices. The impact of the whole programme will be reflected in terms of improvements in nutritional status of children and maternal health. Our contextual analysis revealed that about one year in three brings large-scale weather related shocks, so the programme has also incorporated a comprehensive community based Early Warning System (EWS).

The intention here is to identify when we need to deliver an emergency response package that can be rapidly scaled up for delivery in the most effective manner possible, thus bringing together humanitarian and development programmes in an integrated manner.

Figure 1: Linking humanitarian and development programming in an integrated manner



Focusing on the first part of the intervention, we will provide an integrated package to our target communities that build their longer-term resilience. The five areas of intervention are:

- Improving agricultural production and diversifying livelihoods and assets. Activities include promoting conservation agriculture and homestead gardening, improving soil fertility, enhancing the delivery of extension messages to farmers and working with Community Animal Health Workers. At the same time we will work with beneficiaries in enhancing their links to local and regional markets.
- Improving access to health services through community health outreach, community case management and care groups and the effective management of moderate acute malnutrition at that level. At the same time we will work with the Government to strengthen the management of the formal health system.
- Increasing access to safe water and promoting improved sanitation and sanitary practices at community level.
- Working with community groups at all levels, including establishing overall apex bodies for better governance, to enhance their capacities, and to ensure that women participate fully in these. One of the outputs from this will be the production of a disaster management plan.
- To achieve all of this it will be necessary to promote social and behaviour change amongst those we work with – this comes across all elements of the programme, including changing feeding practices, encouraging better hand washing techniques and changing how farmers plant their crops and what they plant.

Globally there is a lot of interest in systems to build resilience at community level; unfortunately there is not much rigorous data that shows whether any particular intervention package works. Concern is delighted to be collaborating with the Feinstein International Centre (FIC) at Tufts University to test rigorously the CRAM model in Chad and generate evidence to contribute to international discussions around the concept of resilience.

Tufts will lead an impact evaluation of Concern's programming using a household survey approach to answer the following research questions:

a. To what extent has the implemented CRAM package of activities contributed to improvements in specified outcome indicators?

b. After an emergency, to what extent has the CRAM package of activities enabled the participating households and communities to withstand specific shocks or improve speed recovery?

c. To what extent does the CRAM package of activities reduce the need for external response following a shock?

Observations gathered through the household survey will be further investigated through qualitative research following the implementation of the baseline survey.The challenges to the country programme team are huge - carrying out an integrated multi-sectoral development programme, while moving quickly and smoothly between development and humanitarian assistance when called upon, and at the same time hosting a rigorous research component will not be easy to deliver in such a challenging environment. The significant level of support from Dublin has been, and will continue to be, a key factor in our ability to deliver this and make a lasting impact on the lives of our beneficiaries. ■

Community Resilience to Slow Onset Food Crises

By
Naomi Baird

Following the food crises in the Horn of Africa in 2010 and the Sahel in 2012, it has become obvious that a serious game change in policy and practice is needed if predictable and preventable food and nutrition crises are to be averted. No longer can the vulnerabilities of the extreme poor be neglected by states and international donors through discriminatory policies and neither can governments, donors and aid agencies fail to appropriately respond when early warning systems are triggered.

In 2011, Concern set out to identify a suitable topic to be developed as an advocacy initiative for the organisation. Chatham House (a London based think tank) was brought on board and carried out consultations with the Dublin, New York and London offices, as well as with five different country offices and communications, technical advisers, and senior management. From this process a number of topics were identified and three were shortlisted. The topic finally settled upon was that of 'resilience and early action'.

The Chatham House report explored dimensions at play that negatively impact on the worlds' poor and keep them locked in cycles of crisis, eroding their ability to bring themselves out of poverty. The report helped determine the obstacles to effective preventative interventions. It identified multiple constraints and barriers affecting donors, implementing agencies and national governments that impede the translation of early warning information into early and appropriate action.

In line with the way in which Concern is programming at country level and the way Concern's approach is moving towards more integrated programming, Chatham House identified what is required as:

"*…. system wide change within the humanitarian system, the development system, national governments and donor governments. At its heart is a paradigm shift that moves us away from debates about humanitarian versus development and focuses on building resilience and reducing risk. Programmes need to become integrated, and more flexible and more scalable, such that they can shift between Disaster Risk Reduction and preparedness, early action and humanitarian response interventions according to early warnings and needs assessments. Agencies must develop new ways of working internally and externally. Donors must develop more flexible funding mechanisms. National governments must do more to build resilience among vulnerable populations and be more accountable for their actions, or lack of actions.*"(Concern's Early Response Preparedness paper, p.3).

Consultation with country offices in the Sahel and Horn/East Africa has taken place to determine the extent to which the issue of building community resilience to slow onset food and nutrition crises resonates with country programming. It was found that models for developing community resilience through integrated multi-sectoral programming were being piloted, tested and developed and that the topic is highly relevant to Concern's way of working.

In July 2012, a concept note was prepared and agreed across head offices for a joint London-Dublin advocacy approach to community resilience, with linked strategies to the US and country offices specific to their context. Tom Arnold, then CEO of Concern, endorsed the initiative. The focus on community resilience to food and nutrition crises was felt to fit well with Concern's focus on hunger, DRR advocacy, and with the strategic goals of the organisation. It is a strong fit with the exciting and innovative programmatic work being carried out on community resilience and under nutrition in several Concern countries of operation. The topic is also useful in helping Concern bridge our humanitarian and development work internally, and provides a framework for communicating our work externally.

"The launch of the GHI, planned for this October, is very much viewed as Concern formally entering global discourse on community resilience to under nutrition.

Initial objectives at concept stage included "*policy and practice change in relation to (i) the scale-up of investment in tackling extensive and intensive risks that are specific to food and nutrition insecurity in fragile or failed states; (ii) early action based on early warning; (iii) the post-2015 framework alongside (iv) specific policy or practice outcomes in relation to community resilience for food and nutrition security in two target countries*"(p.1). However, the concept note also flagged the need for more consultation with country offices, technical advisers and policy leads in order to develop strong coherent objectives that would be relevant at country and international level to bring about change in the lives of vulnerable people at risk.

Following this, Concern UK commissioned a literature review undertaken by Peter Gubbels from Groundswell International. The paper was reviewed in the last edition of Knowledge Matters. This paper examined the policy and programming issues affecting community resilience in the Sahel and the Horn of Africa, particularly Niger and Kenya, and has acted to inform subsequent organisational thinking in terms of the strategic development of the organisation's advocacy initiative.

This year, Concern and Alliance 2015 organised a roundtable on "Scaling Up EU Impact on Community Resilience and Nutrition", and it has been confirmed that the Global Hunger Index 2013 will focus on Community Resilience. The launch of the GHI, planned for this October, is very much viewed as Concern formally entering global discourse on community resilience to under nutrition. A number of documents are in production that will support Concern's position with regards to community resilience to slow onset food crises, including an internal advocacy position paper and an external report derived from the Literature Review. Concern's advocacy on *Community Resilience to Slow Onset Food Crises* is still very much a work in progress. If you feel that this initiative links to your own work or to any national advocacy your office is engaged in, please feel free to contact us and get involved. For more information please drop me a line (naomi.baird@concern.net). ■

Reflections on Disaster Risk Reduction Programming in Somaliland

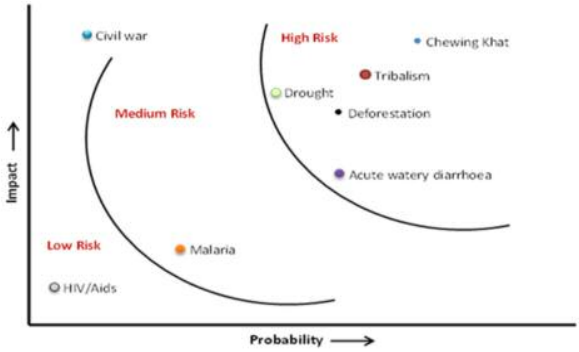
By Rachel Thompson

Concern has had a base in Hargeysa, Somaliland since 2010. After consultation with the government, an in-depth contextual analysis was undertaken in Gabiley region, from which the Strengthening Household Economy and Reinforcing Resilience in Somaliland (SHERRIS) programme was designed. Integrating Water, Sanitation and Hygiene (WASH) and Food, Income and Markets (FIM) sectors, this DRR based programme aims to build resilient communities able to cope with hazards and shocks.

Hazards

A participatory hazard mapping exercise was conducted. The findings show that communities consider themselves more vulnerable to the social hazards of chewing khat and 'tribalism' (clan conflict) than to natural hazards such as deforestation and drought.

Figure One: Community ranking of hazards



Vulnerabilities

Poor water resource management: Despite low precipitation, rainwater is the main source of water in Somaliland. Communities try to conserve rainwater but structures are poorly designed and managed. Most only hold water for a few weeks; thus the failure of a rainy season causes water scarcity and the failure of a second rainy season can lead to severe drought.

Poor management of livestock feed: Pastoralists and agro-pastoralists rely on natural vegetation, but its quantity and quality severely declines with protracted droughts, and rural communities lack the ability to reseed or improve pastures. Mass movement of nomadic herders also contributes to land degradation from overgrazing. Institutional regulatory measures to control livestock movements are weak.

Low capacity of communities: Communities tend to lack knowledge of effective rainwater harvesting techniques, sustainable pasture management, efficient management of food and fodder supplies, and modern technologies for pest control and management of epidemics amongst livestock require strengthening.

Weak Early Warning Systems: Due to lack of timely warning, communities, government and humanitarian organisations cannot undertake effective response measures. The Ministry of Agriculture is maintaining a network of manual and automatic weather stations but no meteorological service exists to provide regular weather forecasting.

Weak institutional systems for disaster mitigation and preparedness: Although the Somaliland government has passed a disaster risk management law and set up the National Disaster Council (NDC) and the National Environment Research and Disaster (NERAD) Preparedness Agency, to deal with disaster issues, these institutions have weak technical, organizational and financial capacities. Therefore disaster risk management is not fully operational yet at the regional and district levels.

Weak financial capacities of Somaliland Government: Somaliland is a resource poor economy. In addition, its lack of international recognition makes Somaliland ineligible for global funding streams such as the UN's National Adaptation Programmes of Action.

How Concern is intervening

A DRR approach underpins the SHERRIS programme and Community Based Disaster Risk Management (CBDRM) is also being implemented. Concern will work with line ministries to build their disaster preparedness capacity. Under the programme's risk and vulnerability outcome, '*Reduced vulnerability of communities through increased knowledge and capacity on preparedness and mitigation'*, specific DRR activities are planned as follows:

1) **Disaster Vulnerability Assessments led by Village Development Committees (VDCs)**: Hazard mapping will be conducted in every village to identify hazards, their intensity and probability. To ensure women's participation, separate groups will be held with women and men. This mapping will form the basis of mitigation plans.

2) **Disaster Planning and Preparedness training**: Training on community based disaster risk reduction measures will be conducted for Community Based Organisations (CBO) representatives including how to identify hazards, plan mitigation measures and emergency response planning.

3) **Disaster Planning and Preparedness Plans**: CBO representatives will disseminate DRR learning to the wider community and will facilitate annual disaster planning and preparedness at village level. This may include the provision of a community fund for early disaster response.

4) **Fuel efficient technology**: Pilot projects will be conducted on alternative fuels and energy (bio-briquettes, solar and wind technology).

It is hoped that the adoption of these technologies at household level will reduce air pollution and will provide alternative clean energy sources, reducing reliance on charcoal and therefore reducing deforestation.

Lessons

Discussions with communities revealed the central role religious beliefs and practices play in predicting disasters and mitigating the impacts of natural hazards. The power and influence of religion in Somaliland's rural communities should not be disregarded but rather engaged with, for example, by including Sheikhs in CBDRM activities.

Defining indicators and collecting baseline data was a complex exercise, requiring significant consultation at field and Dublin levels. Tracking the indicator, '*average distance by which targeted gullies have eroded each year',* will involve a labour intensive data gathering process. However, by engaging with the community directly through participatory M&E practices, it is hoped that this will serve to reinforce DRR learning and create ownership of the programme, thus contributing to the sustainability of the programme.

"

The power and influence of religion in Somaliland's rural communities should not be disregarded but rather engaged with, for example, by including Sheikhs in CBDRM activities.

At micro level, other communities have witnessed the success of Concern's approaches (manual earth bunding, Self Help Groups (SHGs), crop diversification) and have begun replicating these.

At macro level, the Ministry of Agriculture has praised Concern's achievements so far, even recommending that other agencies learn from and replicate our community watershed management approach. ■

Genuine dialogue helps communities

By
Hassan Olow & Amina Abdulla

Concern Kenya has been implementing Disaster Risk Reduction (DRR) activities in the pastoralist communities of Marsabit County in the Northern Arid and Semi-Arid lands (ASALs). The team has been making use of Community Conversations (CCs) in its DDR activities.

Community Conversations (CC) are organised forums in which community members inclusively and systematically identify and address local development challenges through dialogue, decision and action. They galvanise communities to address underlying causes of risk and vulnerability through community engagement and participation.

Community Conversations shift the balance of power in decision making from a few selected members to the broader community with specific emphasis on the poorest and most vulnerable. They are facilitated through the use of participatory tools and skills that evoke learning, ownership and responsibility for community development. Community Conversations invoke indigenous knowledge and resources to redress root causes of exclusion, powerlessness and underdevelopment.

Community Conversations start with a community entry stage running for six to eight weeks facilitated by development practitioners who spearhead attitude change and participation among a wide cross section of the community using Participatory Rural Appraisal tools. Its objective is to evoke a sense of independence, initiative and responsibility among communities. The desired outcome is for communities to dispel dominant notions that external experts, local elites or dominant groups have a monopoly of knowledge and solutions to community concerns.

The Participatory Disaster Risk Analysis (PDRA) tool is introduced at the end of the entry phase when communities are starting to clarify their development priorities. The PDRA tool serves to guide the consideration of disasters in their priorities. The tool spurs communities to take into account factors that hamper development and helps communities analyse the inter-linkages between hazards, vulnerabilities, and capacities. This leads to a prioritisation of strategies that will build community resilience to hazards. Arising from all this are community action plans that clearly elucidate community derived resources along with external technical and financial support requirements.

Dialogue sessions form the second stage of CCs are facilitated by trained community based facilitators. The monthly CC dialogue sessions help monitor the implementation of the community action plans, attitude change, and offer a forum for continued dialogue of community development concerns.

Concern introduced CCs among 43 communities which are about to embark on the second stage of dialogue. Of these, 20 have initiated implementation of their action plans with their own resources. Below is a selection of actions implemented by communities and serve as key examples of how CC has strengthened the Community Managed Disaster Risk Reduction (CMDRR) process.

One consequence of an increasing number of development actors has been ***committee proliferation.*** Often, NGOs demand for the creation of a committee with which to interface: Environmental Management Committees, Village Peace Committees, etc. A great many of these committees become dysfunctional after NGOs withdraw their funding. CCs spurred communities to critically analyse and define what structures and composition is needed to sustain such committees. This leads to community defined and driven priorities and structures which function organically with or without external support.

> “Community Conversations shift the balance of power in decision making from a few selected, members to the broader community.

Peace Committees comprising elders, whose mandate has been to resolve conflict and promote peaceful resource sharing, have failed to reach an agreement on access to land. The effectiveness of peace committees in Kenya has been questioned not only around their ability to fulfill their mandate but also on their role in instigating conflict. Following CCs, one community decided to lead a process of reconciliation through its own channels. In collaboration with local government, this community organised a summit and carefully negotiated through the sticking points, including the foregoing of past retribution. Both sides of the conflict have now been accessing their pasture for the past three months.

Concern has been promoting ***DRR activities*** among Marsabit’s pastoralists including de-silting of water catchments, protection of dry land grazing areas, and early destocking. While some of these interventions were traditionally practiced by pastoralists, they have slowly eroded due to a combination of increased drought frequency and aid dependency. However, communities have reintroduced traditional enforcement mechanisms to protect dry land grazing resulting in increased resilience by two months; and an explicit commitment to engage in market destocking has been voiced.

From the above experiences, the initial results are promising when analysed against the benchmarks of community driven development and sustainability. Crucially, it is important to use development tools in combination with a process that builds sustainability and ownership among extremely vulnerable communities. This is what Community Conversations endeavour to achieve. ■

Peace building in Haiti - Lessons Learned

By Roberta Cappieri

Concern's Peacebuilding project was heralded at a ceremony in Haiti to mark the awarding of the Nobel Peace Prize to the EU in 2012. The project was a culmination of Concern's peace building work which began in 2004 in response to the violence and criminality faced in the slums of Saint Martin and Martissant, Port au Prince. The project was implemented in partnership with Glencree, Irish Centre for Peace and Reconciliation, which was founded in response to the violent conflict in Northern Ireland.

Human-derived hazards such as social conflict and gang violence impoverish and drastically deteriorate the living conditions of the population, particularly the most vulnerable groups in society.

> Unique in Haiti at that time, Concern chose to work with gang members, in order to reduce violence.

In addition to loss of access to livelihoods, access to services and support was suspended in certain areas of Port au Prince as government and NGOs workers were largely unable to enter due to insecurity. That we consider social conflict and violence as a hazard is very much within our thinking on Disaster Risk Reduction (DRR), where we take a wider understanding of hazards and include conflict, and issues derived from the social, political and economic domains also to be hazards. We can address social hazards such as gang violence using the same DRR logic of risk analysis – mitigation – preparedness – advocacy.

In a peacebuilding workshop in Dublin, from left to right: Nasson (former gang member), Brid Kennedy (Regional Director), Collette Nkunda (Glencree), James (former gang member), Aine Nic an Ri (Trocaire), a translator (Synzy Dadie), Roisin Gal-lagher (desk officer) Sean Boyle, (Concern-PM). Photo by Roberta Cappieri, July 2011.

In 2004, the UN declared Saint Martin a 'no go' area. Concern was faced with the decision to either pull out of one of our project areas, compromising our access to some of the most vulnerable people, or try to find a solution to the problem. It was through this need that the innovative peace building project was developed.

Working in the disadvantaged areas of Saint Martin and Martissant in Port au Prince, the project aimed to contribute to a reduction in violence, thereby mitigating the hazard of social violence. The project also aimed to improve community capacity to withstand and respond to social conflict. The underlying approach taken was of training and dialogue, complemented with collaborative actions. The intention was to build and expand relationships across the communities resulting in positive changes in the conflict dynamics. The dialogue process included all stakeholders to the violent conflict, including the gang members, community based organizations, business sector and elected officials.

A good example given of increased capacity to deal with violence was when a new gang called '117' emerged during 2011 and started fighting with existing gangs in Saint Martin. A health committee member took the initiative to facilitate discussions between this new gang and the ex-leader of the major gang in Saint Martin to agree a solution. Although '117' is still active, this initiative certainly helped to reduce tensions.

> "Participation can be far more sustainable if someone is involved for selfish reasons.

In 2012, an external evaluation of the project took place. Overall findings have been positive, despite major disruptions to project activities in the aftermath of the 2010 earthquake. The project played a vital role in enabling Concern to deliver support to vulnerable populations. For example due to Concern's engagement with various actors through the Peacebuilding project, we were able to safely access restricted areas in order to deliver aid to earthquake affected populations.

Highlights and Challenges/ Tips for other programmes

Unique in Haiti at that time, Concern chose to work with **gang members**, in order to reduce violence. This approach was not without its challenges and raised complex issues around the perception of criminal impunity within communities - through targeting and working with gang members, the project was effectively supporting impunity for criminal behaviour rather than allowing the legal system to take its course. The evaluation affirms the decision to work with gang members, particularly as this project resulted in three gang leaders renouncing violence. Changes in violent actors' attitudes and behaviour are a key element in achieving increased peace and security, and excluding them is likely to marginalise them further. The lack of specific **livelihood activities** to accompany the training and dialogue was a key point raised in the evaluation. It was felt that addressing the widespread extreme poverty in the urban slums would have made the programme more effective. Livelihood activities would act as a deterrent for former gang members to return to violence and/life of crime.

However, a major success of the project was the creation of the **Partnership for Peace and Prosperity of Saint Martin (3PSM)**, which brings together representatives of Saint Martin with members from the private sector operating within and around Saint Martin.

Now, within an extremely stratified society, some of the poorest people in Haiti have a mechanism through which they can collaborate with some of the richest and most influential people in Haiti for the improvement of their neighbourhood, and this should not be underestimated. Through engaging the private sector, the project highlighted the **potential benefit** to private sector actors. Participation can be far more sustainable if someone is involved for selfish reasons: one entrepreneur explained his involvement as his own 'security management plan' as businessmen and their families are often at risk of kidnap in Haiti.

People in transition are not going to have linear, smooth change without hitches and setbacks along the way. A lesson for **staff management** is to accept that the nature of this type of work requires deep personal commitment for it to be successful, but to be fully aware of the risks this entails, such as burnout and overreliance on key staff. There is a need to find experienced people to **mentor** and accompany other staff when they embark on difficult facilitation and mediation work.

This project established a conflict **Early Warning System (EWS)**. As this project shows, one of the most common problems in conflict EWS initiatives is their inability to effectively respond to prevent a potential outbreak of violence. In practice, the EWS functioned as an excellent conflict information system, providing up to date and on-going analysis of the context that can be used to inform programming and security management.

To conclude, significant progress has been made against the objectives of reducing violence, and increasing local capacity in Saint Martin and Martissant. Given the shocks the programme has endured, especially the earthquake and its knock-on consequences, this has been an extraordinary and innovative project with remarkable results, and has great potential for influencing and informing other Concern urban or conflict related programmes.

Contributing Authors

Amina Abdulla works as the Programme Manager of the Urban Livelihoods and Social Protection Programme in Kenya.

Aaron Ginsberg-Clark works as the DRR Documentation Officer in Dublin.

Anne-Marie Mayer was a Nutrition Adviser based in the UK.

Bernadette Crawford works as the Equality Adviser and is based in Dublin.

Chris Pain is the head of the Social and Economic Development Unit in Dublin.

Dominic Crowley is the head of the Emergency Unit in Dublin.

Dom Hunt works as the DRR Adviser and is based in the UK.

Dominic MacSorley is the Chief Executive Officer of Concern Worldwide.

Elizabeth Molloy works as the Programme Support Officer in Ethiopia.

Hassan Olow works as the Project Officer on the Rural Livelihoods Programme in Kenya.

Naomi Baird works as the Humanitarian Policy Officer based in the UK.

Nena Lafuente works as the Country Director in Chad.

Pankaj Kumar works as the Assistant Country Director in Ethiopia.

Per Andersson works as the Emergency Engineering Manager.

Peter Crichton works as the Emergency Preparedness Coordinator.

Roberta Cappieri was a Programme Support Officer for Haiti and was based in Dublin.

Rachel Thompson works as the Programme Support Officer for Somalia/Somaliland.

Silvia Risi works as the Area Coordinator in Chad.

Tom Dobbin works as the Emergency Programme Coordinator.

Evaluation Digest

Here is an overview of evaluation studies done over the last quarter:

Evaluation of the Peace Building Partnership Project in Haiti by William Devas.

Evaluation of the Enhancing WASH Activities for Communities and Schools Project in Sierra Leone by Paul Byars.

Evaluation of the Food, Incomes and Markets Programme in Zimbabwe by Martin Whiteside, et al.

Evaluation of the Strengthening Community Development and Local Governance Programme in Cambodia by Howard Dalzell.

Evaluation of the Urban Livelihoods and Social Protection Programme in Kenya by Ian MacAuslan, et al.

Evaluation of the Lahiya Yara Child Survival Project in Niger by Kathy Tilford, et al.

Research Digest

Here is an overview of research studies done over the last quarter:

An assessment of Village Savings and Loans Groups in Malawi

Cash or Coupons—Testing the Impacts of Cash versus Vouchers in the Democratic Republic of Congo

Community based barriers and opportunities to promote reading in Rwanda

Improved Livelihood Security through provision of Vocational Skills in Uganda

Value Chain Analysis for Petty Business in Kenya

Knowledge Matters basics

Knowledge Matters is a Concern Worldwide internal organisational peer reviewed publication. The publication is committed to encouraging high quality analysis and fostering intellectual excellence in the understanding of Concern's work. It does this by reviewing all of Concern's evaluative and research work, as well as commissioning articles by Concern staff members. Published quarterly by the Programme, Approaches and Learning Unit, it seeks to collect and connect Concern's knowledge.

For whom is the publication

All staff involved in designing, implementing , managing, monitoring, evaluating and communicating Concern's work. This publication should also be shared with partners.

What this publication includes

- Promising practice
- Organisational learning
- Promotion of multi-sectoral and integrated approaches to programming
- Links to full reports

What it doesn't include

- Targeted recommendations
- Additional evidence not included in the papers cited
- Detailed descriptions of interventions or their implementation

Editorial Working Group

Key words

Advocacy, Pastoralists, Disaster Risk Reduction, Resilience, Community Resilience, Engineering, Documentation, CRAM, Emergencies, PEER, Risk Analysis, Gender, Community Conversations.

CONCERN WORLDWIDE

52 – 55 Lower Camden Street
Dublin 2
Tel: 01 417 8028
Charity number: CHY 5745

CONCERN worldwide