



INCLUSIVE DISASTER RISK MANAGEMENT

A FRAMEWORK AND TOOLKIT
FOR DRM PRACTITIONERS

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AFGHANISTAN, BANGLADESH, INDIA, NEPAL, PAKISTAN & SRI LANKA



Humanitarian Aid
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*Inclusive Disaster Risk Management:
A framework and toolkit for
DRM practitioners*

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FOREWORD

South Asian countries demonstrate a high vulnerability to disasters, based on low coping and adaptive capacities, with a direct linkage between such capacities and the risk rating level for vulnerable and excluded groups. Inequality and social exclusion determine that certain social groups or sectors suffer more in extreme events and disasters because of their place within a system of unequal social power relations and underlying vulnerabilities.

Inclusive Disaster Risk Management (DRM) aims to address these underlying vulnerabilities. Inclusive DRM promotes equal rights and opportunities and the dignity of the individual. It acknowledges diversity and contributes to everyone's resilience, which means not leaving members of a community out because of their age, gender, disability or other factors.

While the need and added value of inclusive DRM is acknowledged and practiced by DRM actors across the region who recognise that inclusion is a process of doing the same things differently, the practice usually remains isolated within organisations, and its impacts are often restricted to target communities. Strategies adopted remain ad hoc, and inclusion becomes mere tokenism without bringing sustainable change to the lives of vulnerable communities.

The INCRISD DRM Framework is aspirational, demanding critical reflection of our own practice in terms of inclusion. It is rooted in actual practice, and developed from extensive consultation with persons from vulnerable communities, government stakeholders, ECHO partners, local NGOs, national and international DRM actors. It unpacks the multiple dimensions of any inclusive process, encouraging the move beyond predefined checklists and targets, to looking at the DRM process as a whole. The framework was further refined with information from pilot studies implemented by DIPECHO partners in South Asia under the DIPECHO 7th Action Plan.

INCRISD encourages project managers, project coordinators, technical and policy advisors in charge of designing, implementing and evaluating DRM initiatives at all levels and working on different components to use this framework – and to test it and adapt it. We have made a conscious effort to keep the language simple so that the resource can be easily adapted for use by field staff as a complement to existing manuals and operational resources on DRM.

During the process of development and validation, we also noted that government, academics and other actors found the framework a useful approach to their own work on DRM.

We hope that the framework will promote inclusive strategies and practices through the participation and empowerment of the excluded groups themselves.



Regional Project Co-ordinator (INCRISD)

BACKGROUND



The Inclusive DRM Framework and Toolkit is the result of two years' work as part of the regional project Inclusive Resilience for Sustainable Disaster Risk Management by the INCRISD South Asia Consortium. The project was funded by the European Commission's Humanitarian Aid department (ECHO) under the 7th DIPECHO Action Plan for South Asia.

The project was carried out in Afghanistan, Bangladesh, India, Nepal, Pakistan and Sri Lanka, with the overall objective of building safer and more resilient communities. To this end, it proposes an inclusive community-based disaster risk management framework for the South Asia region, and promotes it through longer term strategies. These longer term efforts, which go beyond the DIPECHO project cycle, include applying it at local levels and improving the framework based on the pilots.

The process of developing the framework began in May 2013. Handicap International, Action Aid and Oxfam GB came together as a consortium at the regional level to put forward a draft framework based on their own knowledge and experience in the sector. This was followed by extensive workshops and consultations carried out across the region involving a large number of people representing an equally diverse range of areas of expertise and influence. DRM actors, DIPECHO partners, communities and persons from socially excluded groups were involved in the process. In addition, with DIPECHO-supported projects in the countries, mechanisms were set up to provide technical support and to monitor and document inclusive practices on DRM. Thus began a challenging journey which was enriched with debates, reflection and learning on inclusion and the practice of disaster risk management.

Over this period, the draft framework was shaped and revised over and over again. The objective was to capture the essentials of 'inclusion' in a way that could be useful for DRM practitioners, both in order to improve the quality of their own work to reduce disasters and disaster losses and also to advocate for inclusion in collaboration with others.

The biggest challenge was to keep the framework broad enough to work as a model across very different contexts and organisational mandates, yet deep enough to reflect the many dimensions of inclusion relevant to DRM. A condition was that the framework was to be grounded in real life examples, whilst recognising that perfect practices were going to be hard to find, given the challenging nature of inclusion. Practices were sought that could help illustrate the kinds of issues practitioners face in their efforts to be inclusive, and propose ideas or 'tips' to try out what could lead to innovation and better ways of working.

The process of consolidating, collecting content for the toolkit and validating the framework was carried out in the field, in collaboration with practitioners and people from excluded groups and communities across the countries in the region. This process took place between July and September 2014 and involved visits to Bangladesh, Nepal and Pakistan. During these visits, presentations, workshops, one to one interviews and focus groups were used to explore the understanding of inclusion and to discuss the different elements of the framework. Issues such as the language, how concepts could be explained, the use or potential of the framework, and what support would be needed to realise this potential, were openly debated. Visits to Sri Lanka, India and Afghanistan by the team developing the work were not possible due to lack of time to manage visa issues.

The process of finalising the framework and developing the toolkit and training resources was open for discussion throughout. New activities were added along the way so as to seize opportunities to get further input and promote the framework. For example, a field visit to Pakistan was incorporated into the workplan to enhance the conflict-sensitivity of the framework. Another addition to the process was capturing the key messages coming out of discussions with practitioners (from government and NGOs) and representatives of the communities in very short video clips with English subtitles. These videos were then organised into a Video Learning Pills Catalogue and added to the toolkit as a resource for discussion and training on the framework.

Throughout the process, all the organisations involved in the DIPECHO Action Plan (INGOS and national partners), government officials and community members provided invaluable input into the framework. Face to face conversations were held with over 60 representatives from national and international NGOs to finalise the framework. Their input made it possible to distill the 4 dimensions of inclusion and ensure that they spoke to what people felt was important.

A similar number of people took part in a final workshop in Bangkok at the end of September, where the framework was finally signed off. This was an opportunity for DIPECHO partner organisations, academic, government and ECHO representatives to sit together and share their views on the framework; to discuss how they could use it, what challenges they could envision and how these could be overcome by the DRM community of practice.

The framework was finalised in November 2014, when the toolkit and training pack were developed to support its roll out. The entire package is available on a dedicated online platform and provides the opportunity for practitioners to continue discussing and debating and to build on the existing resources on inclusive DRM. The framework will be promoted by the regional Consortium members (Handicap International, ActionAid and Oxfam GB), DIPECHO partners, 'inclusion champions' involved in the process.

It is hoped that the framework will continue to be used, adapted, and translated as required, and that it will contribute to the gathering together of the voices of vulnerable groups as visible agents of resilience.

ACKNOWLEDGEMENT



We would like to thank all those involved in developing the framework: the communities, local NGOs, government officials, DIPECHO partners in South Asia, and the networks working on social exclusion. We are also grateful to the European Commission for its support and financial assistance.

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Communities

INCRISD would like to thank, with great humility, the community members from the following areas:

Afghanistan: Safidar Eilga, Dorang Bala , Anj Yawan District, Valik Dara, Zabz Choshma, Valik, Ragistan District, Chonar, Dari Bed, Sorkhi Lala, Kohistan District.

Bangladesh: Burigoalini, Shyama Nagar, Satkhira District, Chouganga-Kishorganj District, Kawakola, Sirajgonj Sadar Upazilla, Uri -Gaibandha, Baradal , Ashashuni Upazilla, Satkhira District, Sylhet City Corporation - Wards 1, 2, 8, 11; Dhaka City Corporation – Wards 2, 3, 34, 35.

India: 24 South and North Parganas - Boro Sahera, Sahara Radhanagar (Booths 125, 126), Tengarmari (Booths 12, 13), Kumirmari (Booths 142, 143), Tongatala (SDK II- GP; Booths 167, 168), Parbatipur (Booths 234, 235, 236, 237, 239, 240), Assam : Barpeta - Niz Bohori; Majer Char; Majuli Islands.

Sri Lanka: Ponnagar, Karachchi, Kilinochi, Urugamam, Chenkalady, Batticaloa, Vepaveduwan, Chenkalady, Batticaloa; Anakattiyavelly, Porathivu Pattu Batticaloa, Kiran , Batticaloa.

Pakistan: UC Pir Piai: Village Bela Korona, UC Kabul River: Village Wisal Abad.

Nepal: Kalikot , Kailali, Kanchanpur, Dadeldhura and Dang

Government officials

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Interviews

We would like thank those interviewed for giving up their valuable time:

Bangladesh: Alison O Connell: Acting Country Director | Handicap International; Golam Rabbani Bakul; Jacklyn Rebeiro: Christian Aid; Khemraj Upadhyaya: Narri Consortium Manager | ActionAid; Laura Sewell: Deshari Consortium Coordinator | Save the Children ; Md Monir Uddin: Action Contre la Faime; Naser Haider and Akhlaqur Rahman Mukim: Project Manager | ActionAid; Rahat Monir and Hasina Ferdows: Inclusion Programme Officer | Narri Consortium; Rizwana Hussain : Save the Children International; Sanjukta Sahany: Head of DRR and Humanitarian Response | Concern Universal; Sumi Akther: Project Officer | Concern Universal; Zahangir Alam: Danish Church Aid.

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Pakistan: Farooq Masih: Inclusion Advisor | Handicap International; Faisal Shuaib: Sector Manager | DRM Society for Sustainable Development; Hina Akbar: Inclusion Officer | Handicap International; Kamran Raza and Dilshad Begum: Social Mobilisers | SSD; Luc Bellon: Head of Mission | Handicap International; Mian Shakir Hussain , Bakth e zar , Zubair Khan , Hayat Ali Khan , Amin Jan and Ata Ullah Khan: Local NGO, DRR Forum; Mujeeb Ullah: Project HelpAge International Office; Muhammed Ali Jadoon: DRR Project Officer | Care; Nayeab Ullah: Project Manager | IDEA; Said Jehan and Intizar Ali, Field Officers | Society for Sustainability (SSD); Zakir.

Sri Lanka: Chloe Charrondiere: Consortium Manager | DRR Consortium Sri Lanka; Hendry Helen Lovely: DRR Programme Coordinator | Oxfam; Nancy Rollinson: Technical Unit Coordinator | Handicap International; Sharanya Ravikumar: Project Manager | Handicap International;

India: Veronica Sutapa Gomes: Advocacy and Documentation Officer, Samhita Mukhopadhyay: WASH Specialist | ADRA

Video testimonials

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INCRISD regional advisory committee

Atif Sheikh: Honorary Chairman | South Asia Disability Forum (SADF) and President STEP Pakistan; Dr Santosh Kumar: Director | SAARC Disaster Management Committee; Jessica Hartog: DRR and Resilience Advisor | HelpAge International; Lydia Baker: Disaster Risk Reduction Advisor | Save the Children UK; Manu Gupta: Director | SEEDS and chairperson ADRRN; Linda Pennells, GenCap advisor - Gender and DRM; Margaret Alston: Professor of Social Work and Head of Department | OAM; Madhavi Malalgoda Ariyabandu: Sub Regional Coordinator | UNISDR Central Asia and South Caucasus.

DIPECHO partners, South Asia

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Consultants

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Regional Consortium, Steering Committee and Technical Advisors

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It is hoped that the framework will continue to be used, adapted, and translated as required, and that it will contribute to the gathering together of the voices of excluded groups who are vulnerable as visible agents of resilience.

**Note: Designation and organisations mentioned are, as were, during the project implementation period*

THE FRAMEWORK AND TOOLKIT CONTAINS

Welcome to INCRISD's Inclusive Disaster Risk Management: a framework and toolkit for DRM practitioners. The framework and toolkit has been designed to support practitioners in challenging and deepening inclusiveness in their work.

The framework and toolkit has been designed in simple language, so the resource should be easy to adapt for the use of field staff as a complement to existing manuals and operational resources on DRM.

THE FRAMEWORK

- *Introduction*
- *A framework for inclusive DRM*
- *Levels of achievements (within dimensions)*
- *Assessing inclusiveness*
- *Using the framework for...*
- *Annexes*
- *Q & A*
- *Glossary*

TOOLBOX

- *Resources (Additional Tools)*
 - *Cartoon Guidance*
 - *Tools Catalogue*
- *Resources (Online Tools)*
 - *Learning Pills Catalogue*
 - *Case Study Library*
 - *Tools Catalogue*
 - *Basic E-learning module*
- *Resources (Communication Tools)*
 - *Overview of the Framework(Poster)*
 - *4D Lenses*
- *Resource CD*



THE FRAMEWORK

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This section explains the rationale for a DRM framework. It explains the very important difference between the concept of exclusion and the concept of vulnerability, and how both relate to forms of power. This section works as a prologue to the framework, as it conceptually sets the scene for readers to speak a common language on inclusion

INTRODUCTION



This section introduces 4 dimensions of inclusion in DRM as a proposed framework for inclusive DRM. It explains each of these 4 dimensions one by one, through sets of basic questions and complementing explanations. It then goes deeper into each dimension by enunciating a list of factors relevant to each of them. This section works like an overview to the framework. It is deepened in the section "Levels of achievement within each dimension of inclusion"

FRAMEWORK FOR INCLUSIVE DRM



This section elaborates further the meaning of each dimension. It introduces the levels of achievement within each dimension of inclusion in any DRM practice. That is, the different extents to which each dimension can feature in any initiative or activity, at any level, in any area of work along the DRM cycle). It does so through examples of scenes that represent each level, and through a description of the key features of each level represented. The scenes are illustrated in cartoons

LEVELS OF ACHIEVEMENTS



This section shows how to use the framework to assess how inclusive a DRM practice is. It explains the rationale for the assessment and provides guidance on how to go about it, step by step.

ASSESSING INCLUSIVENESS

This section gives pointers to resources to 'think inclusion' along:

- The DRM process
- . within all components of the DRM integral approach
- . within some specific activities

It also contains a collection of checklists on how the framework can be used and how, to shape different DRM activities. It highlights:

- How to make the activity more inclusive
- How to make the process leading to the activity more inclusive
- How to use the activity as an opportunity to share the framework, so that the buy in on inclusiveness is broadened

USING THE FRAMEWORK FOR



1. LESSONS FROM INCRISD AND PARTNERS

This section highlights the learning from the INCRISD partners that were the very starting point for the framework. The findings from the field research done to fine-tune the framework confirmed these lessons, as it is shown through the learning pills captured during the field research

3. THE INCLUSIVE DRM INTEGRAL APPROACH

This section zooms out of the framework, to provide an overview of how DRM functions as an integral approach to make people safer from disasters, and what it takes to make it inclusive

4. GUIDANCE FOR COLLECTION OF CASE STUDIES

This is a practical resource incorporated into the toolkit specifically to guide practitioners on what should be the contents of a case study on inclusive DRM. It explains what information about the practice is needed and what aspects need to be gauged to make it a strong case study.

2. INCLUSIVE DRM PROCESS

This section show how change happens in DRM work: through work on different areas, with different institutions, involving sectors, and across different levels. This section provide some pointers on how to 'think inclusion' throughout them.

ANNEXES



This section responds to the basic questions asked by practitioners and other actors involved in the process of elaborating and validating the framework and toolkit.

Q & A

INTRODUCTION





PHOTO : HANDICAP INTERNATIONAL

WHY DOES INCLUSION MATTER?

WHY DOES INCLUSION MATTER? WHAT DOES IT MEAN WHEN WORKING ON DRM?

Disaster Risk Management (DRM) aims to avoid, lessen or transfer the adverse effects of hazards through activities and measures for prevention, mitigation and preparedness. It is defined by the UN International Strategy for Disaster Reduction as a *systematic process of using administrative directives, organisations, and operational skills and capacities:*

- *to implement strategies, policies and improved coping capacities*
- *to lessen the adverse impacts of hazards and the possibility of disaster.*

DRM is a way of thinking and acting around risk. It has been conceptually evolving since the 70's allowing ground-breaking changes in the humanitarian sector. It generates awareness of the many things that can be done to prevent potential disaster losses from realising in full force.

It is really an integral approach to managing disaster risk that can make a big difference. Supported by a global movement, more and more nations around the world are adopting it.

However, existing efforts are not yet necessarily making a difference to the people at the forefront of disasters, to those who are most vulnerable. Moreover, even when communities at risk have been able to expand their knowledge and capacities and count with the needed support to prevent disasters or cope better with their impacts, some people within them have been sidelined from these processes.



As practitioners working in DRM we have found that:

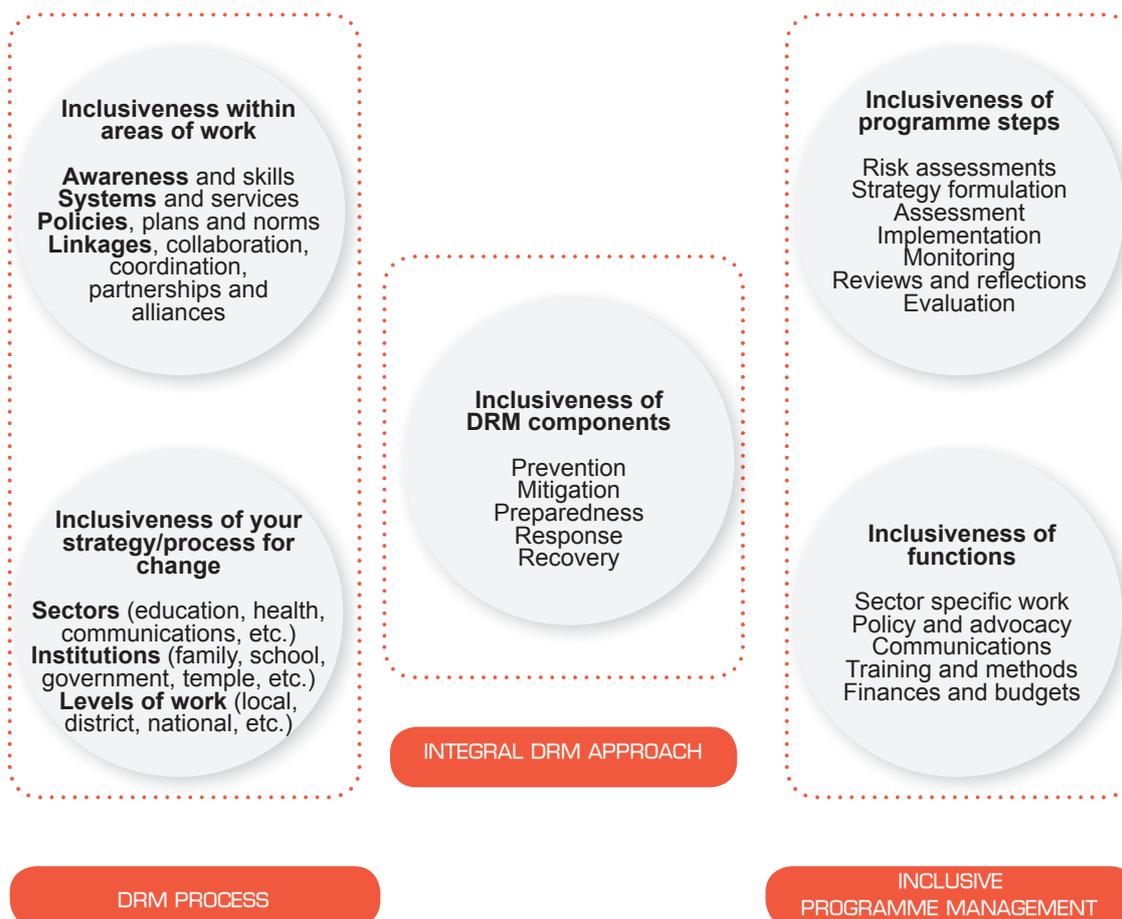
Inclusion is a condition for community resilience. A community can only be safe when all its members are able to cope better to avert disasters. Inclusive DRM recognises that people face different risks and barriers based on their capacities and capabilities. For this reason, responses should be tailored and empowering. Building equal opportunities and scope of action on risks will make a difference for excluded people, and the whole community will be more resilient because everybody will be safer (a win-win situation).

Inclusion promotes equity and rights in DRM actions so that everybody is less vulnerable. Excluded people at risk are often more vulnerable than others. DRM processes are often blind to the needs of the excluded, and they may in fact generate more risks for them. By supporting excluded people first and foremost, we can achieve the equity needed to allow everybody to enjoy the right to be safe.

This framework and accompanying toolkit provide practical guidance on how we can achieve inclusiveness in our DRM practice. You can read more about some of the thinking behind the framework in 'Lessons from INCRISD and partners'.

HOW CAN WE USE THE FRAMEWORK?

The framework can be applied to the whole DRM process (see figure below). This enables us to keep the 'big picture' in mind. It encompasses our strategies, our theories of change and our methodologies, as well as our field work. The framework is participatory in nature and creates opportunities for different stakeholders to get together and reflect on the inclusiveness of their work.



The inclusive DRM framework is relevant to the work of diverse actors

- **Ourselves, the practitioners:** we can apply it to all areas of our DRM work (across the DRM cycle, at all levels, from an activity to an international policy).
- **Other stakeholders:** we can apply it to the processes led by others (peers, government sectors, community-based organisations, etc.), to check if they are truly inclusive. This can inform our advocacy work with them, as well as the support we offer them.

The inclusive DRM framework can apply to specific practices

We can use the inclusive DRM framework to check core aspects of a practice design and results:

1. **How does the practice contribute to inclusive DRM?** This means checking how the practice - and its outcomes – support or contribute to inclusive DRM, in its given context.
2. **Is the practice itself designed to be inclusive?** This means checking if it has been designed to be inclusive. For example, whether the design of an evaluation allowed input from local stakeholders, with consideration of which ones, how, and to what extent.

Some practical applications of the framework

- Improving the **formulation/design** of DRM work, to ensure that everyone is truly involved.
- Improving our reflection on practice (e.g. in monitoring, evaluation, learning activities) to check if it leads to increased **inclusiveness of DRM**.
- Performing a **'health check' of methods, processes, strategies, guidelines, policies** to see if they are themselves inclusive.
- **Sensitising DRM actors** on what inclusion is about.
- **Learning and sharing** what works to ensure inclusiveness, what doesn't, and why.
- Gathering evidence for **advocacy on inclusion**.

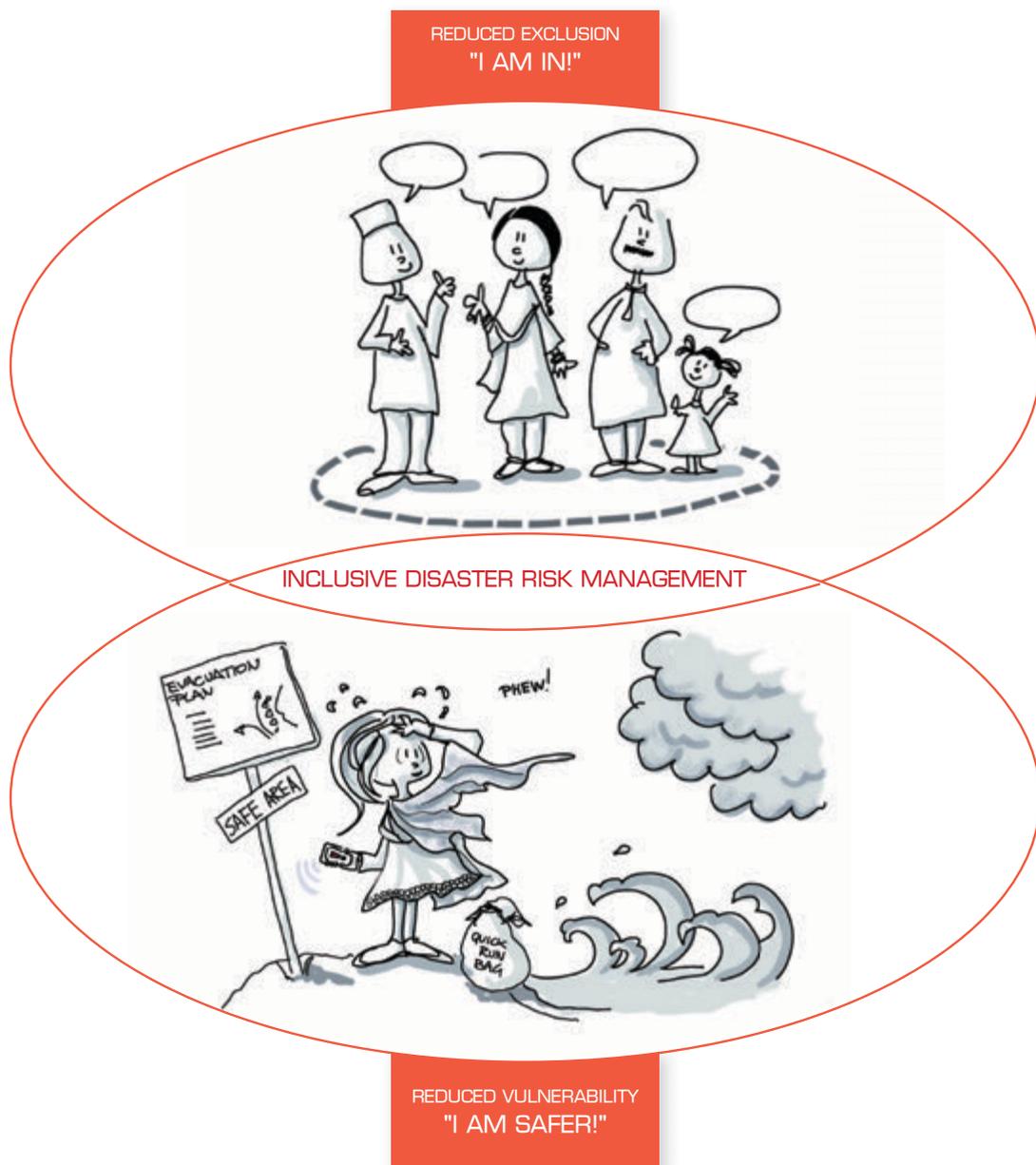
WHAT DO WE MEAN BY *INCLUSIVE* DRM?

Inclusive DRM is an **inclusive approach** to disaster risk management that is integrated in **all** DRM components and activities.

An inclusive DRM approach:

- Ensures the **full and meaningful participation and leadership of all groups** and individuals in identifying and reducing risk.
- Promotes **equality of rights and opportunities** for all in the face of risk.
- **Appreciates and responds to the diverse** characteristics, capacities and vulnerabilities of all.
- Contributes to **resilience for everyone** by transforming power relations and removing barriers that keep excluded people out.

The bottom line of inclusive DRM is that everybody is safer, and no one is left out.



WHAT ARE EXCLUSION AND VULNERABILITY?

Exclusion and vulnerability are two different concepts, and it is important to understand their difference:

- Exclusion is about **being left out**.
- Vulnerability is about **being at risk**.

EXCLUSION... IS ABOUT BEING LEFT OUT

Exclusion is when some people are **left out**. That is, they do not have the possibility to engage with others, to have a say on an issue, or to take part in joint action. It is like being outside a **circle**. There are many such circles in society, and each of us might – willingly or unwillingly – be excluded by some and included in others.

For example, one can be included - and even a leader - within a group of peers, and yet be excluded in decision making in the neighbourhood. Or, vice versa, even local leaders might be excluded by the 'circles' formed by minorities or dissidents. The first step is to identify which circle matters for DRM. Circles can be local and small. Or they can be as big as the governance of a nation.

People are outside different circles because they face barriers to get into them. These barriers are mostly created by their environment. Barriers and exclusion arise when people's **characteristics** – such as their sex, age, caste, ability, wealth, and many others – **translate into less power and fewer entitlements**. Sometimes barriers are not openly created by the environment, but by the excluded people themselves. Issues of self-perception, lack of confidence, amongst others, might all be factors that lead people to exclude themselves from some circles. For example some people with a disability might have interiorised the fear and the shame of 'being different' and might not be willing to engage with others, even when others would welcome their participation. This is illustrated in the video given in the link below.



“You are the ones who makes us different”

In Old Dhaka, Bangladesh, a transgender talks about how they are shunned by other members of society - they feel afraid of others as others feel afraid of them.

Watch a short video here: http://youtu.be/J5Gq2if_Llg

The characteristics that translate into different forms of power are as varied as there are people out there. People can be born with these characteristics (such as their ethnicity), or acquire them during their lives (e.g. someone becoming a refugee). Some of them can be permanent (such as a physical disability), or potentially temporary (someone working as a prostitute).

How these characteristics translate into different forms of power - and make someone excluded from a circle as a result - will depend on each very specific context and circumstance. Not all people with a common characteristic will necessarily have the same power, and be necessarily excluded from the same circles, or to the same extent. Local norms, attitudes, and beliefs will matter.

This toolkit contains practical examples of how different characteristics can translate into exclusion. See the *Cartoon Guidance* and the *Learning Pills Catalogue(Videos)*, where there are many more videos to watch!

Excluded from what?

Exclusion is indeed very dynamic. Characteristics alone seldom capture the dynamics of inclusion. So it is important to distinguish **excluded from what** and **excluded by whom** when we speak about exclusion. For example, out of two women, one can be poor, and the other one better-off. Depending on this, they will have different power, face different barriers, and be in or out of different circles. These dynamics will also vary depending on what other characteristics they have.

For example, what happens if the rich woman is a low caste? In some cases, her wealth might make her included and caste will not matter much. In other circumstances, belonging to a lower caste might exclude her. How this will happen will depend on her very specific context, as well as on her personality and life story.

And will these two women always be more excluded than men? It varies. In some communities, a poor, but high caste woman might be less excluded than some men. In another, the well-off one might hold power because of her wealth.



EXCLUDED...

- From what? (from which circles?)
- By whom? (by others? By themselves?)
- Because of what? (characteristics, barriers)
- How does this all interplay?

Not all circles matter

No one will be in each and every circle that exists and therefore be 100% included. They might not want to, or they might not be allowed to, for example a teenager being stopped from joining an elderly's self-support group. This is not an issue, if the circle is not relevant to the person's safety from disasters.

This is why in the context of this framework, when we speak about 'circles' in which people have to be included, we mean the circles that matter for DRM. For example, we can ask "can people be active and have a voice on issues related to risk reduction?", and when doing so, we will in fact be asking "do they have a voice in circles that matter to their safety from disasters?"

Circles are broader than formal DRM institutions

Formal institutions, such as village development groups or national platforms, are only some of the circles in which excluded people should be represented and able to demand accountability. In some cases, formal DRM groups might not exist, and DRM-related decisions are taken by other formal and **informal** groups. Local dynamics, informal set-ups, diverse social norms, attitudes and beliefs can be expressed in different types of institutions. All of them should be identified and paid attention to, as they can be equally influential in people's safety.



“We can speak with the line departments now”

In Bela Korona Village, Khyber Pakhtunkhwa, Pakistan, the local disaster management committee was given direct contacts to the relevant government departments who supported the community during recent flash floods.

Watch a short video here: <http://youtu.be/7z93dBLjbrg>

Formal and direct participation is not always needed or meaningful

Some individuals might not want to participate formally in the institutions that exist. However they can be included through their linkages with those who are actively participating, or be represented by someone else. And this can be enough to consider them included, if strong accountability mechanisms exist. Conversely, some individuals might formally attend meetings, and yet be excluded, as their voices are not heard.



“We have a representation system”

A member of the local disaster management committee In Wisal Abad Village, Khyber Pakhtunkhwa, Pakistan explains how the committee was set up and how it chose its representatives.

Watch a short video here: <http://youtu.be/5qxzc6aLSh4>

VULNERABILITY... IS ABOUT BEING AT RISK

People are vulnerable when they **lack the power to be safe from the damaging effects of hazards**. The UNISDR defines vulnerability as 'the characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard'.

The characteristics that make people and communities vulnerable are diverse. There is no standard list of factors and conditions. It is important to understand that, broadly, vulnerability relates to:

- Exposure to a hazard: the fact that a hazard can reach people is the first condition, as otherwise they will not be vulnerable to it.
- The capacity and power (or lack of) people have to reduce the impact of the hazard on their lives, livelihoods, assets. When they are exposed, what is it that makes them susceptible to suffer negative consequences, and what can they and others do to stop or reduce this susceptibility?



VULNERABLE...

- To what? (what hazards?)
- Because of what? (what conditions makes them susceptible, what capacity / power is lacking?)

Vulnerable to what?

Because different people are exposed to different threats, when we talk about 'inclusive DRM', we must first ask: **Unsafe from what? Vulnerable to what?**

This leads to the question: **What risk? What disaster? Whose risk** are we talking about?

When each of us is exposed to many hazards, and can experience different types of disasters, how do we decide which one should be prioritised, and where resources for disaster risk reduction (DRR) should be invested?

This quandary is expressed in this cartoon.



If inclusion means that all people can have a say on DRM, then all of them should be able to define what vulnerability and which hazards matter. And this is why inclusion matters, from the onset of our analysis: when excluded people do not have a say on what makes them vulnerable, the hazards they are exposed to and which have an impact on them can become invisible. As a consequence, resources and energies are spent dealing with disasters that are important, but only for those who have the power to decide. Likewise, when excluded people do not have a say in what makes them vulnerable, their vulnerability might be misunderstood, and their capacities overlooked.

What makes them vulnerable, and in what context, needs to be defined by the people themselves. Otherwise they will continue to face the disasters that affect them unsupported, or disempowered as 'victims', in a vicious circle that further contributes to marginalising them.

THE INTERPLAY OF VULNERABILITY AND INCLUSION

As important as it is to understand the difference between **exclusion** and **vulnerability**, is to understand how they **interplay**. It is possible to be vulnerable yet included in DRM decision making processes (for example, as community leaders living in a flood prone area). And, vice versa, it is possible to be excluded from the DRM decision making process, but not vulnerable to the main threats that a community faces (e.g. excluded people who nevertheless live in 'safe areas'). The table below illustrates some of the key implications of this distinction.



"We were not consulted and now we have a big problem"

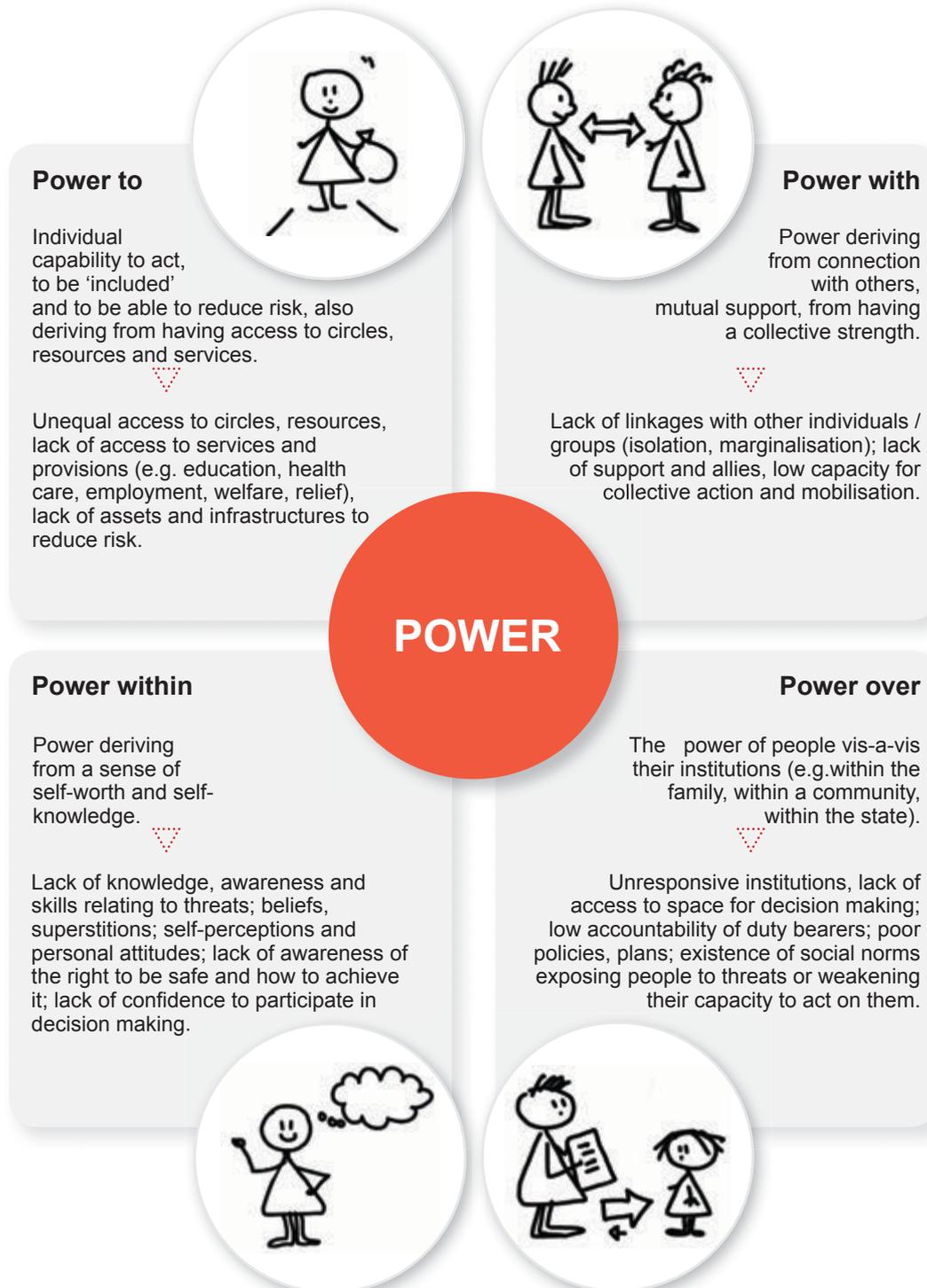
In the Kailalli region of Nepal, a ban on stone extraction was recently passed by the government to reduce disaster risk. Business people were affected, and also all the workers. People were left without a livelihood. This representative of the business sector explains that they were not consulted, nor given options.

Watch a short video here: <http://youtu.be/5wydZQcELjk>

HOW EXCLUSION AND VULNERABILITY RELATE TO POWER

It should be clear from the discussion so far that both exclusion and vulnerability are different concepts, and it is very important to be able to distinguish this difference. However, they also have things in common. Ultimately, **both vulnerability and exclusion depend on the power that people have to be 'in' and to 'be safe'.**

But how is power - and lack of power - expressed in practice?



DIFFERENT CHARACTERISTICS, DIFFERENT POWER

We have learnt from experience that different characteristics are often associated with power, and many are associated with reduced power. These can be characteristics such as sex, impairment and disability, age and caste, among many others. For example, being a child or having a disability can translate into having less autonomy to make decisions that affect your life. It can also mean being unable to access services if these are not designed in a way that facilitates your ability to access them, or which is not responsive to your needs.

Adults (including parents, teachers or authorities) might disregard children's perspectives and knowledge as irrelevant. Migrants can be seen as outsiders to a community, without a right to influence decisions on local governance. Depending on laws, cultural norms, beliefs and traditions, people's characteristics will affect their power. Many practical examples on how individuals and groups with these characteristics can be sidelined in DRM processes (or can be brought in by inclusive DRR) are provided in the *Learning Pills Catalogue(Videos)*.

Sex and gender

Sex is one of those characteristics that can translate into different kinds of power. Sex refers to the physical differences between males and females that are determined by biology. These characteristics can also be translated into different **social attributes and opportunities** for males and females. These attributes, opportunities and relationships that apply to males and females and are **socially constructed, learned, and changeable over time** is what we call **gender**.

Gender inequality is a fundamental challenge for disaster risk management and development as a whole. Gender roles and gendered power relations directly influence who has access to and control over which resources and opportunities, and who makes decisions. This can render women more vulnerable than men to the impacts of disasters. Understanding how gender relations (i.e. power) shape women's and men's lives, vulnerabilities, capacities and what threats they are exposed to, is therefore critical for inclusive DRM.



“I did not leave because I had no permission”

In a village near Nowshera, Khyber Pakhtunkhwa, Pakistan, a member of an all female disaster management committee tells how during the last big floods in 2010, she and other female members of her family were unable to evacuate the house to safety.

Watch a short video here: http://youtu.be/pXf_FRcb-Jk

Impairment and disability

Like the concept of gender, **disability** is also a construct that emerges out of the combination of several factors. These factors have partly to do with a **physical, mental, intellectual or sensory** impairment that a person can have, and with how that and other characteristics translate into what people with impairments **can and cannot do (their power)**.

The resulting disability depends both on the person that has the impairment, and on his/her environment. The impairment compounds the aptitudes and attitudes of the person to determine to what extent it becomes a disability (less power). Likewise, the environment will create opportunities or barriers for someone with an impairment to be included in the 'circles' that can be relevant to him/her.

Disaster risk management is part of the environment that can create additional barriers for persons with a disability. Therefore, making the distinction between impairment and disability – and acknowledging and addressing the barriers that lessen the power of people with impairments – is also essential to inclusive DRM.



“I need support”

A community member of the disaster management committee in Bangarapatti, Shreepur, Mahendranagar, Nepal talks about how it is difficult for her to reach safe spaces during floods because of her leg impairment.

Watch a short video here: http://youtu.be/CAbKLmsCG_s

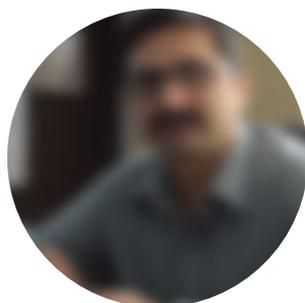
Other characteristics leading to exclusion and vulnerability

The experience of INCRISD and its partners has shown that other characteristics are often linked to an increased likelihood of vulnerability and exclusion, for example:

- Caste
- Ethnicity
- Chronic diseases (e.g. HIV/AIDS)
- Age (e.g. children, older people, youth are exposed to different dynamics of exclusion)
- Economic status
- Geography (where people live)
- Political affiliation
- Life stories and circumstances (e.g. prostitution).

All these characteristics can lead to exclusion in certain contexts - yet not necessarily in all of them, or to the same extent. Likewise, we must realise that people will have a number of characteristics, and not just one. This combination is what will determine the power relations with the rest. A woman will never be 'just a woman', but a woman of a certain age, ethnic and religious background, economic status, and she will live in a place in which all this will mean something specific to that context.

Likewise, a fisherman can be better or worse off depending on whether he belongs to the dominant religious group in his community. The bottom line is that we need to analyse how these characteristics translate into different forms of power before we can identify who is vulnerable to disasters and/or excluded from DRM processes.



“Who are we talking about?”

This government advisor on DRM says it is important to be careful when identifying which groups need to be included. For example, in his province there are almost 4 million internally displaced people (IDPs) and refugees, but the draft INCRISD Guidelines on Inclusive DRM had a list that did not mention them.

Watch a short video here: <http://youtu.be/CMsghfAAzc>

FRAMEWORK FOR INCLUSIVE DRM





PHOTO : HANDICAP INTERNATIONAL

A FRAMEWORK FOR INCLUSIVE DRM

This section introduces 4 dimensions of inclusion in DRM as a proposed framework for inclusive DRM. It explains each of these 4 dimensions one by one, through sets of basic questions and complementing explanations. It then goes deeper into each dimension by enunciating a list of factors relevant to each of them. This section works like an overview to the framework. It is deepened in the section 'Levels of achievement within each dimension of inclusion'.

The inclusive DRM framework supports practitioners in challenging and deepening inclusiveness in their work.

Although many of us are already working on some aspects of inclusion, our own understanding of inclusion might be failing to encompass its different dimensions.



WHY A FRAMEWORK FOR INCLUSIVE DRM?

To make the concept of 'inclusion' more comprehensive, yet manageable

Many existing resources and experiences in disaster risk management already tackle inclusion – explicitly or implicitly. Yet, there is often a danger that the 'inclusive approach' is narrowly depicted and reduced to **checklists**, skipping some essential parts of an inclusive DRM process.

The framework helps overcome this by spelling out what inclusion implies. It does so by breaking inclusion into manageable components, proposing a framework with 4 core dimensions of DRM.

To make inclusion something we can assess

The framework shows that there are different levels of achievement for each dimension and provides questions and guidance at each level. We can use it as a tool to assess how inclusive any DRM initiative or activity is. It also helps us to reflect if this is 'good enough', and to identify next steps, whilst taking note of how the change was achieved, so that the outputs can be useful to others too. The first assessment becomes a baseline against which we can measure our progress, according to our own circumstances.

To have a common base to discuss and learn

The framework is inspired by practice and learning from the field. It helps to ground us and give more meaning to concepts that can easily stay theoretical and generic. The accompanying toolkit, packed with insights in the form of short videos and case studies, illustrates what inclusive DRM can feel like in diverse contexts. The toolkit also points to existing resources that can be adapted to rise up to the inclusion challenge (a never ending struggle!) in different aspects of our work.

To have a resource for advocacy

Inclusion has been recognised as a real need in the sector and very concrete spaces are opening up to transform the way we do DRM. As we write, this includes the new International Framework for Disaster Risk Reduction (coming up in 2015), where inclusiveness already features strongly – along with the concerns of specific groups such as women, children, people with disabilities, etc. This toolkit captures many challenges to inclusion, ideas to discuss or advocate for with government officials, donors, peers and with communities themselves. It can be used to call for better DRM, one that works for all people who are at risk from disasters, with ideas that are grounded in practice.

THE PHILOSOPHY OF THE FRAMEWORK

- Acknowledges that inclusion in DRM is a **never ending process**.
- Sets out **levels of achievement and aspiration** with regards to each dimension of inclusive DRM.
- Focuses on capturing the **inclusion process and its quality** (and not only on results and indicators).
- Stresses the importance of **critical reflection**.
- Avoids ready-made answers, thereby **challenging our mindsets**.
- Promotes sharing and learning based on evidence, showing the **value of the 'how to'**.

THE 4 DIMENSIONS OF INCLUSION: A FRAMEWORK FOR INCLUSIVE DRM

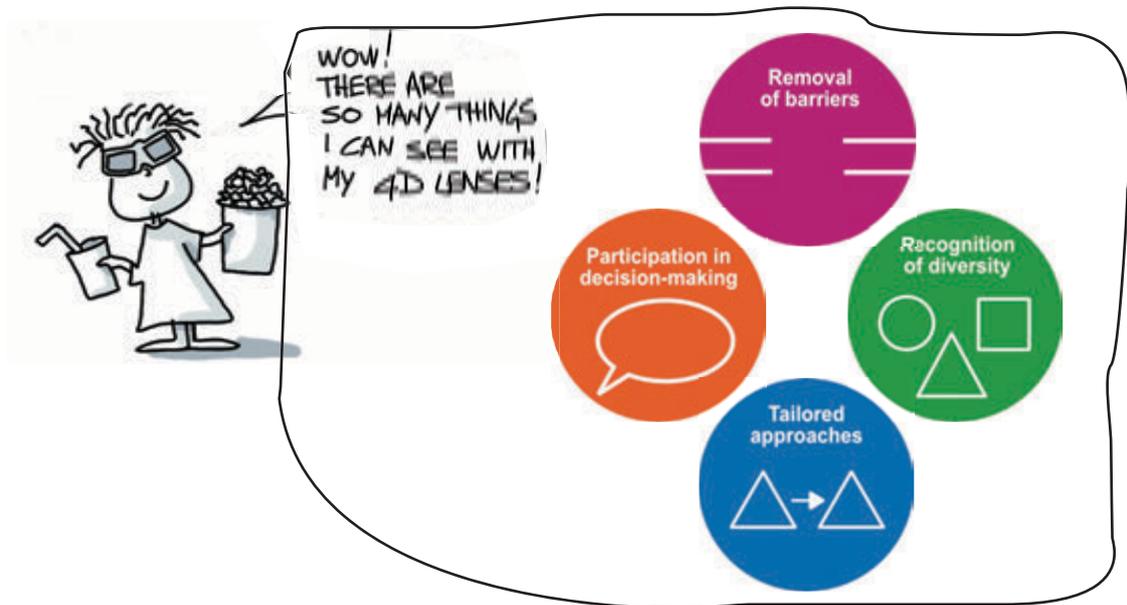
WHAT ARE THE 4 DIMENSIONS OF INCLUSION?

Inclusive DRM is a broad concept. Sometimes it is oversimplified, and it becomes a 'checklist'. When addressed in depth, it is hard to pin it down, as many aspects speak to the quality of inclusion in DRM. How can we tell that something is inclusive?

The framework shows what we want to see in our DRM work to call it inclusive. The 4 dimensions of inclusion are like '4D lenses' that we can put on to look at our practice. Wearing these 4D lenses increases our sensitivity to the aspects that make an inclusive approach different from standard DRM work – one that reduces risk for all vulnerable people, leaving no one behind.

The 4 dimensions were elaborated in discussions with practitioners, and looking at practices. The ideas put forward were tested through field research. These dimensions, articulated here as a framework, capture a very rich understanding and many perspectives of inclusion that go beyond checklists and narrow definitions. We hope that it will be of use to DRM practitioners and beyond.

The four dimensions of the framework are:



These dimensions are a framework, a 'pack' – and they always travel together. They are **not** a sequence of things that we need to do, one after another, as if they were a 'project cycle'. To be inclusive, we need to address them all in each activity we do when we work on DRM. This means in each phase of our programme cycle (e.g. in our assessments, in our programming, in our evaluations), and for each component of the DRM cycle (e.g. when we work on prevention, on relief, on mitigation). We will list these dimensions in different orders throughout the toolkit - to remind us that there is no 'right order'.

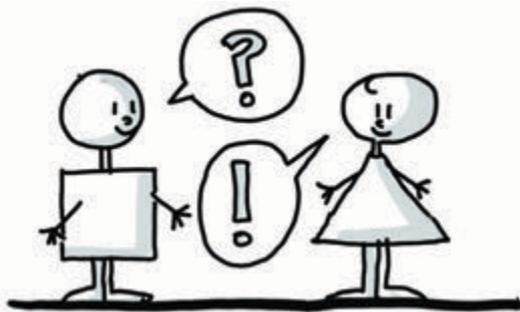
THE 4 DIMENSIONS, ONE BY ONE

PARTICIPATION IN DECISION MAKING



CAN (AND DO) ALL PEOPLE PARTICIPATE IN DECISION MAKING?

- Can they be actively involved?
- Do they have a voice?
- Can they hold institutions accountable?



• **Involvement:**

Participation in decision making means people are involved. This means that people are or can be **active participants** in DRM initiatives. Participation might take different forms: it is not limited to 'sitting in meetings'. Citizens might be also involved and active when effective mechanisms for representative participation are in place. People can consciously decide not to be actively involved. What matters is that they can be involved, if they wish to be.

• **Voice/influence:**

Participation in decision making happens when people have voice and influence. This means having a claim and/or in agenda setting, being able to speak out, and feel motivated and capable to stand in front of relevant institutions. People having a voice can advocate for issues that matter to them, promoting change.

• **Accountability:**

Accountability allows people to influence DRM processes even when they choose not to participate directly at all stages. Accountability means that: 1) institutions inform people about their entitlements and resources, plans, decisions; 2) citizens are in a position to have a say and to give feedback; 3) their feedback is responded to or acted upon.

Delving deeper into participation in decision making

To tell whether all people can and do participate in decision making (i.e. if they are actively involved, have a voice, and can hold institutions accountable), we need to think about:

What decisions can people take?

- What can they decide on?
- To what extent can they define their own priorities? Within what limits?

What options for participation are in place?

- For example: participation in meetings, membership of groups and task forces, mechanisms for effective representation and accountability.

What institutions can they influence?

- Can excluded groups participate in decision making within all relevant institutions for DRM?
- Which ones are they more likely to influence? (For example government institutions, but also traditional social and governance structures, religious institutions) .

What arenas exist for decision making and influence?

- To what extent do citizens know and have access to the diverse spaces where decisions are taken or influenced? (For example that decision making is increasingly influenced through activism, campaigning, advocacy, networking) .

What resources are available for participating in decision making?

- To what extent can citizens access resources to support their participation?
- What money, time, personal capacities, information and analysis can they count on?



“Inclusion is about getting what is their right and for the long term, not just presence”

A Red Cross volunteer from the local disaster management committee in Tikapur, Kailali, Nepal talks about how inclusion is not just about being present; it is about being able to exercise your rights.

Watch a short video here: <http://youtu.be/cF0oat-kOBi>



“What room for a different DRM structure?”

The chair of a local village disaster management committee in Wisal Abad village, KPK, Pakistan talks about adapting the structure of the committee and how to make use of the DDR forums.

Watch a short video here: <http://youtu.be/VLVDlpYCjn4>



“I cannot understand what they say”

Nepal has about 120 local languages and this member of the community disaster management committee in Mahendranagar speaks only Tharu, but the meeting is conducted in Nepali. How can she represent her community when she cannot express their needs?

Watch a short video here: <http://youtu.be/aiQOFD7r6uA>

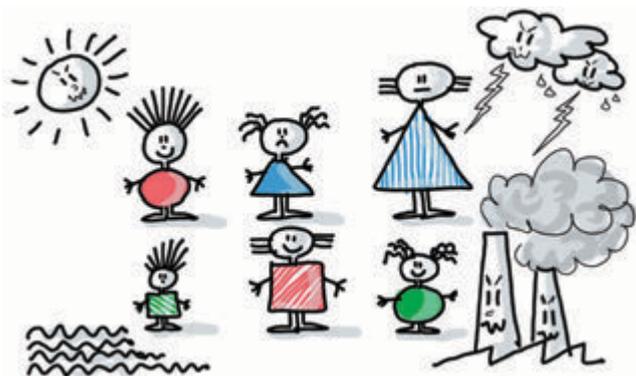
RECOGNITION OF DIVERSITY



DO DRM PRACTICES RECOGNISE DIVERSITY?

Do they recognise that there is...

- ... diversity of people with different power?
- ... diversity of risks and disasters?
- ... diversity of barriers?
- ... diversity of institutions, sectors and levels?



• Diversity of people with different power

Recognising the diversity of people means acknowledging that each person has characteristics that make them different from others, and thinking about how such characteristics impact on the power people have. As discussed in the section *What is inclusion, what is vulnerability*, power matters because it influences who is 'in' (inclusion), and who is at risk (vulnerability).

• Diversity of risks and disasters

Hazards might be the same for everyone. Risk depends on the circumstances and on the characteristics of individuals. People who are excluded are likely to experience different risks, based on their unique experience and circumstances. And yet, precisely because they are excluded, the risk they face might not be prioritised or addressed by their communities.

• Diversity of barriers

Recognising diversity of barriers is acknowledging that there are many different things that prevent vulnerable people from being safer. These 'barriers' can limit people's participation in the decisions that are relevant to their safety. But also, at a very concrete level, prevent their physical access to safe places, services, systems and other deliverables available to the rest. There are very different types of barriers, and they are not always imposed by others (see Box 2).

• Diversity of institutions, sectors and levels

Recognising diversity of institutions, sectors and levels means acknowledging that different institutions and sectors will have a say on DRM at different levels (from the local to the global). As there are different people facing different risk, there are different actors and institutions that hold keys to DRM.

Delving deeper into a recognition of diversity...

To tell whether diversity is recognised (diversity of characteristics, diversity of power, diversity of risks, diversity of barriers) we need to think about:

What diversity is looked at?

- Is diversity of characteristics / power / barriers considered?
- Are diverse groups within communities identified, as well as diverse people within these groups?
- Is diversity of risks understood, recognising that different people face different risks?
- Is the diverse role of stakeholders considered? For example, their different competencies and skills? Their role in society? The level / sector they operate at?

What different types of exclusion are considered?

- Are the diverse 'circles' that can influence DRM recognised?
- Are circles beyond the usual ones (such as village committees, DRM government bodies, the business sector, academia) recognised?

Is diversity understood as a 'broad brush' or at high definition'?

- To what extent is information disaggregated?
- Are the multiple facets of a context explored?
- Is diversity recognised through a broad and growing number of factors and characteristics, or is it based only on narrow, pre-established indicators?
- Is the process of recognition of diversity incremental? For example, does it ensure that long term involvement in a context is also an opportunity to fine tune the recognition of diversity?

What different types of knowledge inform a recognition of diversity?

- Is information derived from a variety of sources and methods? For example by triangulating information and views from different spheres - from science to academia to indigenous knowledge?
- Are we building on the experience on how to include people that is already available in toolkits and in lessons from previous work?

Is diversity looked at with diverse eyes?

- Does recognition of diversity itself stems from multiple perspectives and from 'diverse eyes'? Who is included in recognising diversity? How are different perspectives brought together?



“Working here is very different”

This practitioner explains that the working environment in the region of Khyber Pakhtunkhwa (KPK) is different from other parts of Pakistan. Here it is very difficult to work with women, because of cultural barriers.

Watch a short video here: <http://youtu.be/d5EaY6QTNKk>



“Bringing other 'excluded' ones into the picture”

This video shows how in Nowshera, KPK, Pakistan, the nomadic community, who are usually excluded from the wider community, are now represented on the disaster management committee.

Watch a short video here: http://youtu.be/SHEnUrSp_qw



“There are more disasters than the natural ones”

A social mobiliser in Nowshera, KPK, Pakistan talks about the different types of natural disasters, says there are many types of natural disasters, but also conflicts and terrorism in the region. Donors are prioritising the bigger problems, but the smaller problems need funding.

Watch a short video here: <http://youtu.be/VwvkhT-bWgE>

BOX 1

Data on diversity: creation of bottom up, participatory statistics

One challenge of working on ‘exclusion’ is that - because of its very nature - exclusion is often invisible or poorly captured. Excluded people are often not recognised and not counted. It is hard to find data on exclusion, and this has consequences on policies and provisions. Making the excluded visible by numbers and data is an important step towards advocacy for their rights. We can do this by aggregating data and analysis about them, and ensuring that this data and analysis can reach decision making spheres. Work carried out to recognise diversity has the potential to feed into **participatory statistics**. To do this:

- **Find and use existing data:** make sure that you use existing data, including monitoring systems and assessments from previous programmes in the area (we found that often people had engaged in social mapping or information gathering which can be useful materials for recognising diversity). Remember that local communities might have data and information worth harvesting and consolidating, which might highlight the perspectives of excluded people.
- **Generate strong data:** if you – possibly working together with at risk and excluded people - generate data on diversity, make sure that it is properly collected, and can be aggregated at the broader scale. Your work might feed into broader shared datasets, enriching national statistics (see some examples of the growing body of work on participatory statistics in the *Tools Catalogue*)
- **Ensure that data are known and used:** if you collect and generate data on diversity, never keep them buried in your own computers. Make sure that the data is open, used and shared. Access to information might be power for excluded people, and can feed into their advocacy and planning.

BOX 2

Recognising diversity of barriers

There are many different types of barriers. People might belong to the same group, and yet face different barriers. Barriers can be:

- Physical barriers: e.g. natural environment (distance, topography...); built space (e.g. lack of ramps, quality of infrastructures...).
- Social - political/cultural: personal characteristics and life stories, perceptions and attitudes (including self-perceptions), social norms, religion; appurtenance to minorities, clans, factions, parties.
- Economic: lack of income, access to resources and services.
- Legal, political: existing laws, policies, and institutional setups.
- Communication: access to information and knowledge.

Hidden barriers: It is also important to distinguish that some barriers can be easily acknowledged as such: (for example the existence of stairs, as a physical barrier for people with disabilities). Others have been internalised and seen as ‘normal’. For example, an outcast might have accepted that they cannot do some activities or access some areas. We call these barriers which are accepted as a fact of life ‘hidden’, because they are very hard to identify. Yet, they can be tremendously powerful. They are rooted in prejudice. They might lead to discrimination or self-exclusion.

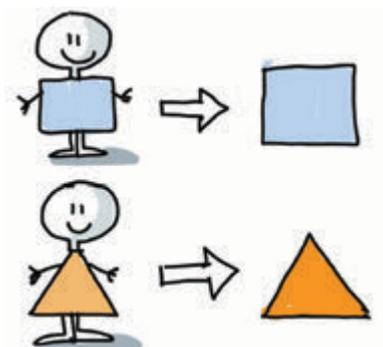
Our own barriers as DRM practitioners: As DRM practitioners (from civil society, governments, other institutions), we face our own barriers. These can be organisational barriers (organisational set up or a culture averse to change, limitations of resources and technical capacities, etc.). We can also face barriers within ourselves. For example, if we have internalised certain norms and beliefs that might act as ‘filters’ to look at inclusion, our ability to recognise unequal power dynamics and forms of exclusion will be constrained. These barriers can be very hard to identify and tackle, as we are not used to thinking of ourselves as part of the problem! However, as individuals and as organisations, we are all part of the power dynamics that generate forms of exclusion. We need to recognise these dynamics so that we can manage them.

TAILORED APPROACHES



ARE DRM PRACTICES AND STRATEGIES TAILORED TO CHALLENGES?

- Are they suitable? Sensitive?
- Do they 'do no harm'?
- Are they flexible to changing contexts?



• Suitable

A tailored approach is suitable when strategies, processes and assistance offered and promoted are relevant and appropriate for excluded people. That is, they are adapted to their specific needs and capacities. There is no end to how much tailoring you can do, as no two places or people are the same.

• Sensitive approach (and 'do no harm')

A tailored approach is one that will not create problems for the groups of excluded people and for the people who work with them. Inclusive DRM interventions will be aware that potential tensions/conflict can arise from the empowering process, and we need to manage them to reduce the risk of doing harm to the people we work with.

• Flexible

An approach is tailored when it is not set, but adapted and adaptable to respond to changing environments, patterns of exclusions, needs and opportunities.

Delving deeper into tailored approaches

Factors to consider when looking at tailored approaches

To be able to tell whether DRM practices and strategies are tailored to challenges (suitable and sensitive, do no harm and flexible), we need to think about:

What is that we are tailoring?

- Does tailoring only refer to how the assistance is 'delivered'? Or does it also ensure the way in which organisations work – for example, are their assessments, management, participatory processes - tailored?
- How is assistance delivered? Through a blanket cover approach or with specific strategies for specific needs and capacities?

What guides the tailoring?

- Are we tailoring based on previous experience or also through up to date context analysis?
- Does the tailoring respond to the organisational context including the identification of operational risks?

Is tailoring alerted to sensitivities and conflict?

- Does the tailoring consider local sensitivities? (e.g. 'do no harm'). This is an important concern, because changing power dynamics is likely to cause conflict. This needs to be factored in as part of change. A tailored approach will provide support and ensure people are protected through adequate risk management strategies.

Who tailors the approach?

- What is the space for excluded people to contribute?
- Do strategies and deliverables respond to people's voices and capacities? Do they provide opportunities for their involvement?
- To what extent is the approach tailored to local processes?

Is there space for change along the way?

- How much can the approach be (or was) adjusted along the way?
- How does the design enable adjustments in response to ongoing analysis?



“Three tips to working in conflict-sensitive areas”

This local NGO leader oversees projects in areas in Pakistan that are very volatile and conflict-sensitive, and where NGO work is seen with great suspicion, which puts the workers at risk. In this video he shares some advice he received about working in the community.

Watch a short video here: <http://youtu.be/roGdWhwVLxo>



“Training must be rooted in the community”

This trainer in Nepal says that currently, NGOs are the ones who design the trainings, but here he talks about how the communities themselves should be involved in adapting the training to the local context.

Watch a short video here: <http://youtu.com/watch?v=Z2F1Zr1jHZQ>

REMOVAL OF BARRIERS



DOES DRM REMOVE BARRIERS TO INCLUSION?

- Do practices address causes of exclusion?
- Are they leading to power shifts?
- Will gains be sustained?



• *Addressing the causes of exclusion*

The removal of barriers is when DRM addresses the causes of exclusion as part of the process. It does not always do so openly (that is, for example, saying to the community that an activity is directly aimed at generating social cohesion to reduce discrimination against *dalits*), but it does so **intentionally** by removing barriers to inclusion as an explicit objective of the work.

• *Power shift*

The removal of barriers is when DRM supports excluded people to renegotiate their power relations with others in the community to level up the ground.

• *Gains are sustained*

Removal of barriers is when inclusion gains are sustained as they do not depend on temporary arrangements with things falling back to the way they were beforehand after a period of time.

Delving deeper into removal of barriers

To be able to tell whether DRM practices and strategies remove barriers to inclusion and safety (address causes, lead to power shifts and can be sustained), we need to think about:

How significant is the barrier?

- How significant is (or would be) the impact of the barrier we are removing? Different barriers have different implications for exclusion and for DRM. Building a bridge is not the same as changing a national policy. A bridge can bring very concrete results but to a small number of people, whereas policies can potentially change the lives of many more – yet perhaps it will never be implemented!

How does the removal of the barrier contribute to equity and resilience?

- How does the removal of the barrier help shift power?
- How does it contribute to overall resilience by bringing in and supporting the most vulnerable?

What can be the potential ripple effect?

- Some barriers travel in groups. You remove one and the rest follow (for example, barriers to accessing information on rights and laws). Once people have information, a whole revolution can unfold. What other barriers are we helping to remove?
- On the flipside, we might assume that removing one barrier will cause others to vanish. Are we checking these assumptions?

What capacities are in place to sustain the removal of the barrier?

- Is the removal of barriers anchored on local capacities? What about mindsets?
- Do excluded groups and those supporting change have enough power to sustain the inclusion gains?



“Negotiating spaces for transgenders”

In Old Dhaka, Bangladesh, a volunteer working with the Civil Defence Fire Service to train people on earthquake and other disaster preparedness, and a member of the local school management committee, tells how he arranged for transgenders, who are usually ostracised, to join his training sessions at the school.

Watch a short video here: <http://youtu.be/2Co06HPFWWE>



“Some groups try to create problems in the process of change”

A master trainer on inclusive DRM in Dhangadhy, Kailali, Nepal explains that there are groups that do not want to collaborate with the rest of the community, but they will come to meetings and try to oppose change. He tells how they work with these groups to give them the support needed.

Watch a short video here: <https://www.youtu.be/-8yPKwI3cYQ>



“Things we cannot talk about”

This NGO project officer talks about how in Pakistan, particularly in the Pashtun areas, there are some sensitive words that they cannot use when working with the communities.

Watch a short video here: <http://youtu.be/-8ypkw13cYq>

LEVELS OF ACHIEVEMENTS

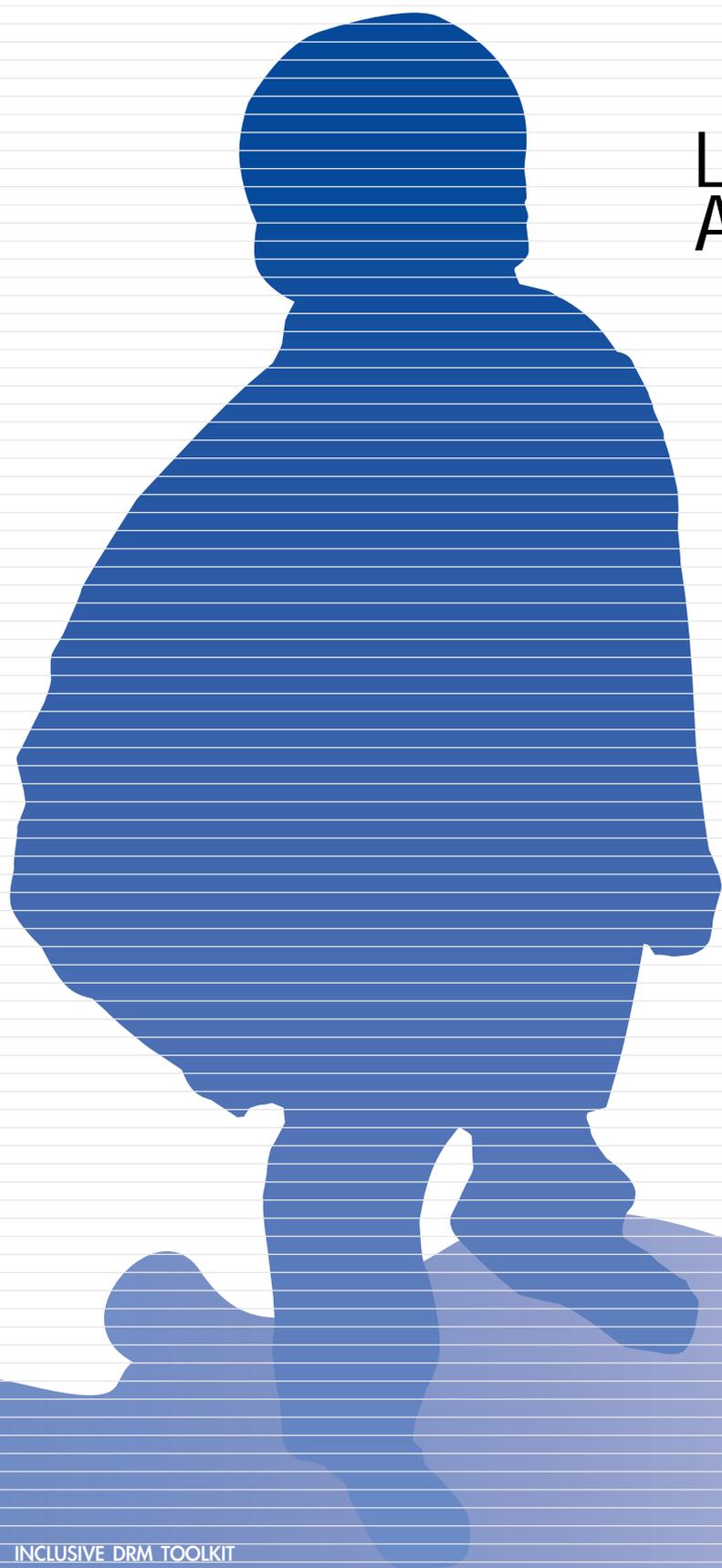




PHOTO : HANDICAP INTERNATIONAL

LEVELS OF ACHIEVEMENT WITHIN EACH DIMENSION OF INCLUSION

The **4 dimensions** work like entry points to reflect on our practice and experience in DRM. To what degree are we using them? In reality, there are many different levels of participation in the decision making of excluded people and groups. There are also different degrees to which barriers for them are removed - both for their inclusion, and for their safety from disasters. Recognition of diversity, and of the different types of diversities (of people, sectors, institutions, levels, barriers, risks, etc.) we are able to see, also varies greatly across our work. Finally, the extent to which we are tailoring our approaches will also vary across practices.

This is natural, as DRM work is complex and influenced by the people we work with, the risks they face, our understanding of DRM, our organisation's priorities, its capacities and history, the context, the politics and the opportunities we feel are in place to take on (amongst many other factors!). It also shows that inclusive DRM is still a goal that we are working towards, so some actors will be closer to working inclusively and others only starting the journey. It is important to reflect on what is our **level of achievement**. What matters is not to so much achieving the highest level, but rather checking that the level of achievement realistically matches our aspiration and capacities, and if it is good enough within the context in which we operate. The levels of achievement are described below, together with questions guiding their assessment.

LEVELS, SCENES AND CARTOONS

Levels of achievement within each dimension can go from 'low' to very high'. We illustrated them with cartoons that show scenes inspired by real challenges and practices. Remember that these are just examples, and the same level of achievement might be reached with very different processes and activities!

Each cartoon is accompanied by a basic description of the features of the level.



PARTICIPATION IN DECISION MAKING

Participation in decision-making



Can (and do) all people participate in decision making?

- Can they be actively involved?
- Do they have a voice?
- Can they hold institutions accountable?



People are informed about decisions or offered opportunities to access decision-making spaces (e.g. through transparency boards, invitations to meetings).

Their participation is expressed by their physical 'presence', or by their provision of information through extractive exercises to inform decisions. Decisions are ultimately taken by traditional power-holders.

At this level, excluded people will often still lack willingness, capacities or confidence to have a voice in decision-making. Attitudes of decision makers might alienate them and the environment might not encourage their participation in decision-making.

LOW



People are consulted and informed about decisions taken, and mechanisms to provide feedback on them are in place.

Excluded people might have started to claim their own spaces (e.g. setting their own groups / task forces) aside other existing decision making spaces.

At this level, priorities and plans are still largely driven by traditional power-holders (e.g. local leaders, NGOs) who define broader agendas and structures.

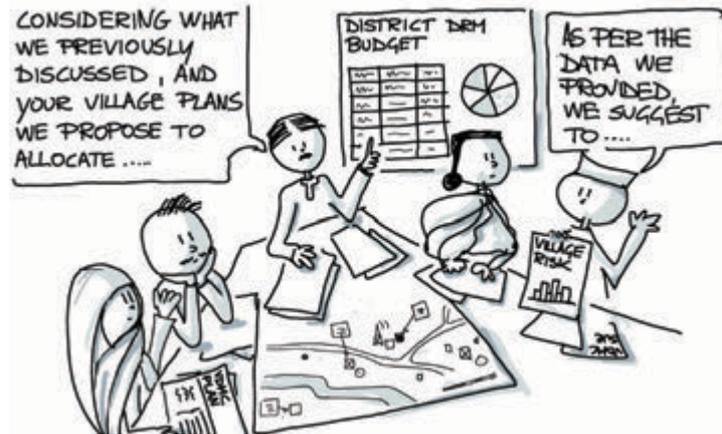
MEDIUM

PARTICIPATION IN DECISION MAKING



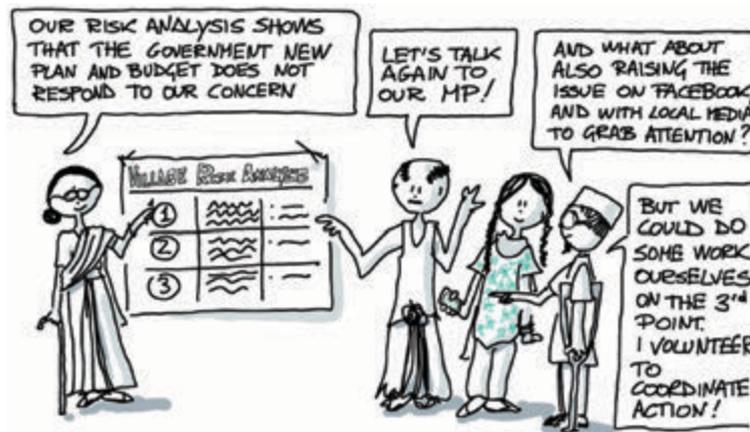
Can (and do) all people participate in decision making?

- Can they be actively involved?
- Do they have a voice?
- Can they hold institutions accountable?



HIGH

Excluded people are part of decision-making processes within set boundaries. They can influence the agenda, across different levels, ensuring that their priorities are addressed. They are aware of their rights and increasingly confident and capable to make their voice heard. Institutions create spaces for this to happen, encouraging the participation of excluded groups and being accountable and agendas and structures become negotiable.



VERY HIGH

(Formerly) excluded people are now into DRM circles. They can lead change and influence priorities and action at different levels.

They use different means to challenge hidden and invisible forms of power, influencing the status quo beyond the local level (from participation in traditional decision-making to lobbying, advocacy, campaigning).

They are connected and integrated within existing decision making spaces and can claim and use new ones.

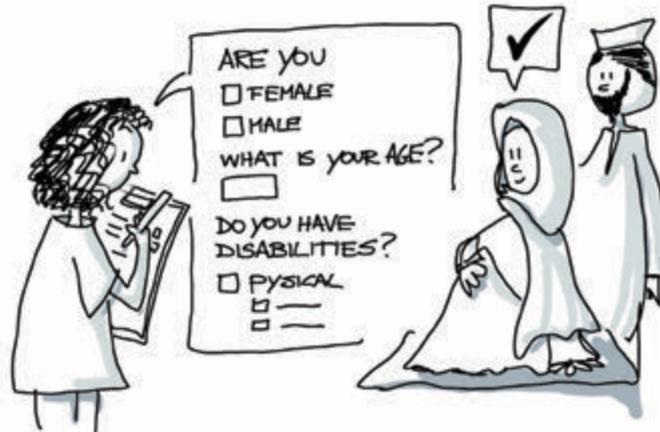
RECOGNITION OF DIVERSITY



Do DRM practices recognise diversity?

Do they recognise that there is...

- ... diversity of people, with different power?
- ... diversity of risks and disasters?
- ... diversity of barriers?
- ... diversity of sectors, institutions and levels?



LOW

Recognition that people have different characteristics is predominantly based on pre-identified categories / checklists.



MEDIUM

Adaptation of pre-identified categories and checklists to better reflect local context.

Recognition that individual characteristics translate into forms of exclusion of groups and individuals that are not captured in the 'off the shelf' list.

Exclusion is attributed to belonging to a category.

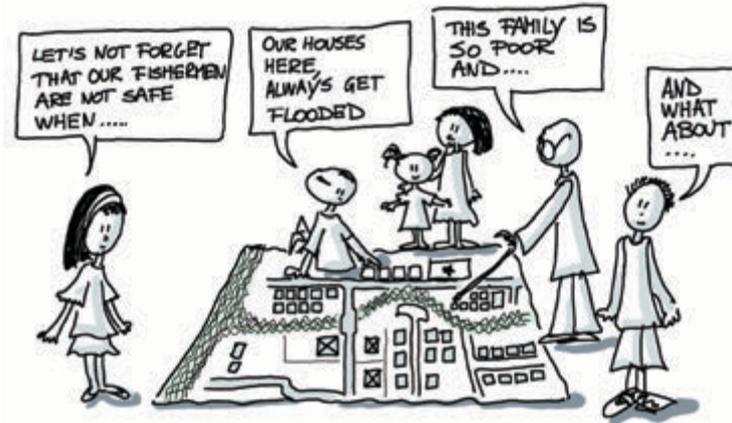
RECOGNITION OF DIVERSITY



Do DRM practices recognise diversity?

Do they recognise that there is...

- ... diversity of people, with different power?
- ... diversity of risks and disasters?
- ... diversity of barriers?
- ... diversity of sectors, institutions and levels?



HIGH

Recognition that diverse characteristics translate into different power relations and that these are the ones that underpin exclusion dynamics.

Recognition of how 'diversities' (e.g. of characteristics, threats, capacities, vulnerabilities, approaches, barriers, knowledge, priorities, sectors, institutions) interplay within a context to determine who is excluded, and from what.



VERY HIGH

Recognition of diversities (of issues, risks, people excluded) that are hidden or taboo in society (e.g. prostitution, drug addiction, mental disability, local feuds, superstition, etc.), along with the traditional priorities of DRM.

These will often be linked to invisible, hidden forms or unspoken forms of power relations that undermine people's resilience to disasters.

Such recognition might challenge beliefs and attitudes of the very actors involved in inclusive DRM practices.

TAILORED
APPROACH



Are DRM practices and strategies tailored to challenges?

- Are they suitable? Sensitive?
- Do they 'do no harm'?
- Are they flexible to changing contexts?



LOW

DRM interventions employ standardised approaches that respond to pre-determined broad categories of beneficiaries.



MEDIUM

DRM interventions are 'by the book' but broadly adapted to the local context. Care is taken to address local sensitivities, to avoid 'doing harm'.

TAILORED APPROACH



Are DRM practices and strategies tailored to challenges?

- Are they suitable? Sensitive?
- Do they 'do no harm'?
- Are they flexible to changing contexts?

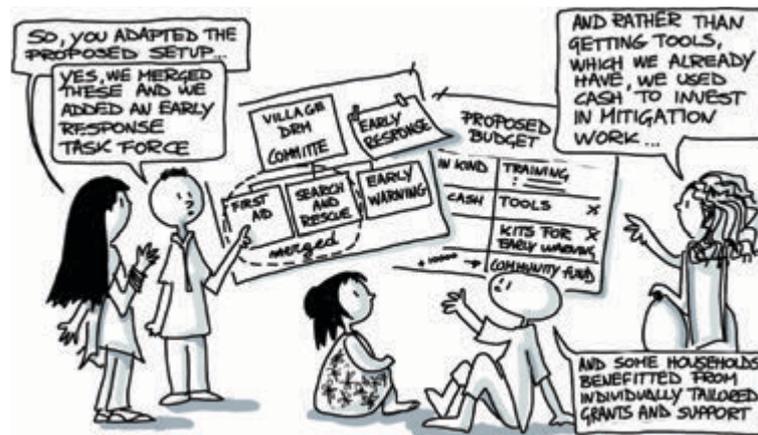


HIGH

Approaches are fine tuned to specific needs, capacities and opportunities, on a 'case by case' basis. Both context and individual and group preferences are addressed.

Outputs (e.g. the project deliverables) and the DRM process itself (e.g. what methodologies to use) are tailored to overcome challenges. Excluded groups have a space to contribute to defining both outputs and processes.

Sensitiveness of the intervention is increased to appreciate invisible and hidden power dynamics.



VERY HIGH

Approaches and outputs can address preferences and capacities of individuals. They are built into the process with space for excluded people to be in a position to contribute.

Designs ensure flexibility and responsiveness, and devolve decision making processes to the affected communities. This is to reduce any time lags and to ensure accountability to excluded people.

Approaches are continuously adjusted in response to ongoing checks on needs, priorities and opportunities. This is supported by strong local capacity for both context and power analysis, and by capacity to react to them.

REMOVAL
OF BARRIERS



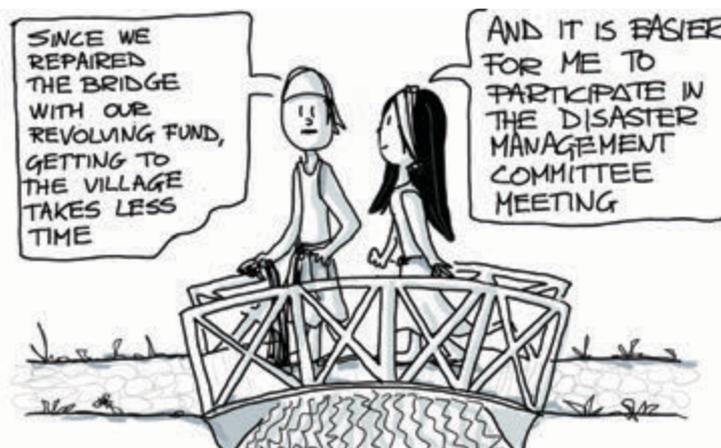
Do DRM practices remove barriers to inclusion?

- Do practices address causes of exclusion?
- Are they leading to power shifts?
- Will gains be sustained?



LOW

Basic barriers are patched. But such patching is unlikely to be sustained due to strong dependency on ongoing external support that will not be available in the future.



MEDIUM

Basic barriers are removed for the long term. Deeply rooted and/or linked to hidden and invisible forms of power remain unidentified and unaddressed.

REMOVAL
OF BARRIERS



Do DRM practices remove barriers to inclusion?

- Do practices address causes of exclusion?
- Are they leading to power shifts?
- Will gains be sustained?



HIGH

Deeper barriers are identified and tackled. Excluded individuals become conscious of barriers linked to hidden and invisible power (e.g. social norms, self-exclusion) and are in a better position to address them. The potential impact of this often extends beyond the DRM intervention itself (ripple effect).



VERY HIGH

(Formerly) excluded people have removed barriers. Gains are sustained as they are anchored in more equal power relations between groups. There is also awareness that exclusion dynamics are never fully removed within society, and willingness to be vigilant to keep them at bay.

Former excluded people and their communities acquired the capacity to identify and tackle deeper barriers to exclusion as part of an ongoing and never-ending process. Institutions are proactive both in identifying and removing barriers and in creating an enabling environment for this.

HOW WERE THE LEVELS OF ACHIEVEMENT DEFINED?

Based on experience: The scenes that are shown as cartoons broadly show the different levels of achievement within each dimension. They were inspired by the work of DRM practitioners on the ground - by what they highlighted as their biggest challenges and successes in inclusive DRM, and by their experience on what inclusion means in practice.

As scenarios, not steps: Like the dimensions, these levels are not steps nor do they represent a process. Practitioners might, and do, move from low levels to high without having gone through the scenes described in the levels in between. Likewise, we can easily drop down to a very basic level, even if we were higher before. For example, a practitioner can apply the same assessment technique that worked well before and end up with a very poor result, if the context analysis was not updated and incorporated in the design of the assessment.

Cartoons as examples: The cartoons, created especially for this framework, are meant to give a gist of the level; the same level can be achieved in many different ways and not just by the one depicted in the cartoon. This is why a description of the basic features of the levels has been added next to each one. This will allow you to think of your own examples and 'scenes' to illustrate your practice.

Inspired by the power framework: Both the scenes and the description of the basic features of each level were also inspired by the different levels of power people can have, according to the power framework 'power cube' (www.powercube.net). It is important that we keep in mind that at the higher levels of achievement within each dimension, people are more included and powerful, and therefore more resilient. This is because resilience is a quality of the people, structures and systems to avert and withstand hazards, and bounce back from disasters, and this in itself is a form of power.



ASSESSING INCLUSIVENESS



PHOTO : HANDICAP INTERNATIONAL

ASSESSING INCLUSIVENESS: 4 BASIC QUESTIONS

This section shows us how to use the framework to assess the inclusiveness of our DRM practice. The method consists of 4 basic questions - each needs to be answered in order. Each question includes a series of tips to answer it in the best way. This assessment should happen throughout our programme - when we assess a context, when we create a baseline, when we check our progress. It should be used alongside all components of our work (our methodologies, our processes, our implementation, our advocacy...). Only then can we understand where we are at, what action is needed, what difference we are making, and what is left to do. And we can share our learning!

By 'practice' we mean anything we do from designing an assessment to contributing to an international policy framework. The framework works as a means to assess them all using the same 4 dimensions and levels within each.



**Where are we at, on this dimension?
(and why do we rank it as such?)**

Ranking one dimension at a time, to understand the level of achievement, and justify it.

Is it good enough?

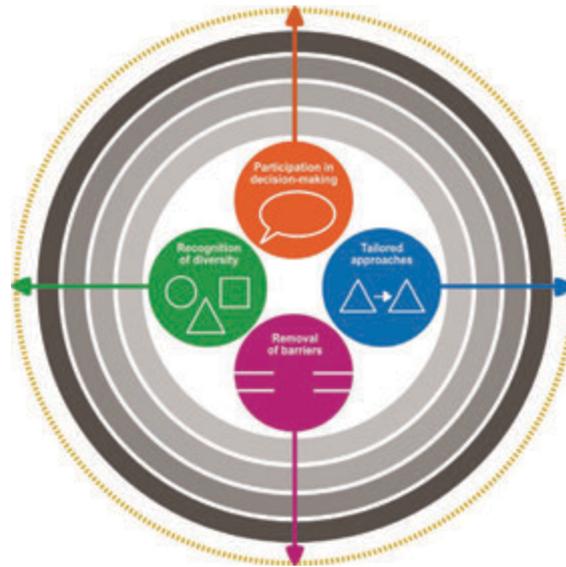
Put the scoring in context: given the nature of our work, the capacities and challenges on the ground and the context where we work... is this achievement good enough? Is it too little? Or are we trying to go too far too quickly?

What else could be done?

Given that inclusion is a never ending task, what else could be done to improve inclusiveness of DRM initiatives? How can we work strategically across the dimensions, combining them in a stronger overall approach to become more inclusive?

How did we get there?

Do we know exactly 'how' change was achieved? This question is useful for documenting practices and stories of change. It involves looking back and explaining how and why a dimension changed.



The purpose of assessing how inclusive a DRM practice is, is not to get a mark, (and not to get the highest mark!). Answering these 4 basic questions can reveal what efforts have been done, what process was put in place, and what was achieved - considering the particular circumstances, challenges and opportunities of inclusion in a given context. Assessing the level of inclusion leads to critically reflecting on practice and capturing learning, and ultimately improving the quality of DRM work.

The following provides more information and tips on how to answer the 4 basic questions

1. Where are we at on this dimension? And why do we rank it as such?

Rank each dimension – independently - from 'low to very high' and explain the rationale for this (we ranked it as such because...")

- **The measurement scale: from low to very high**



This measurement scale is the same one used to classify the scenes in the cartoons. It goes from 'low' to 'very high'. Very high is aspirational, and is likely to represent an ideal goal rather than what we can manage to achieve in the practice. The arrows we can see after 'very high' express the fact that 'inclusion' is never ending. The world is always changing so we should expect new forms of exclusion to arise, and that there will be new challenges to overcome to sustain any gains, as well as new barriers... The scale has a 'blind to' (no level), which applies when there is actually no trace of that dimension in the practice (practices can easily completely miss a dimension!).

- **To rank, we need to know the facts**

To rank a practice, we need to have enough information about it. We need to know the process, and have facts and details. And we need to derive the information from multiple sources and processes. The views of different actors need to be represented (in particular those of the people at risk of exclusion).

- **One by one**

The 4 dimensions are not steps. They always travel together and are all present in each practice. When gauging how inclusive a practice is, each dimension needs to be considered. We cannot say "this dimension is not relevant to this practice". If we discover that we are blind to a dimension, we will

have to look for more facts and evidence, and question how inclusiveness and DRM were affected by not considering it. For instance, if we are assessing the formation of a task force, we need to consider separately how strong was the recognition of diversity (of people, of task forces, etc.), how much was the approach tailored to include people, what barriers were removed or tackled, how people participated in decision making, etc..

- ***The score can be low in one dimension and high on another***

Dimensions will be present in different degrees. It is very possible that a practice is high in one dimension, and weak in another. So we cannot assume that because a practice ranks high in one dimension, it will rank high in the others! For example, in a practice, participation in decision making can feature very strongly, with some excluded people being really influential in a process, yet recognition of diversity of who else should have been included, or what other processes were relevant to influence it, can score very low because a check list approach was used.

- ***Scoring is pointless, if we do not explain it***

The levels are not indicators. So we cannot just 'tick boxes' by saying "we are very low on this". We should say "we are low on this because...". It is the 'because' that really matters, and it will lead you to make a case, and to aggregate meaningful evidence on your practice. Otherwise it will just be an opinion! It is the process of explaining why a practice matters that can also ultimately lead to identifying what information and indicators are worth looking at. It will add rigour to our assessment, whilst leaving the space to set parameters that can be renegotiated, broadened and adapted.

- ***To make the case, we need detailed examples***

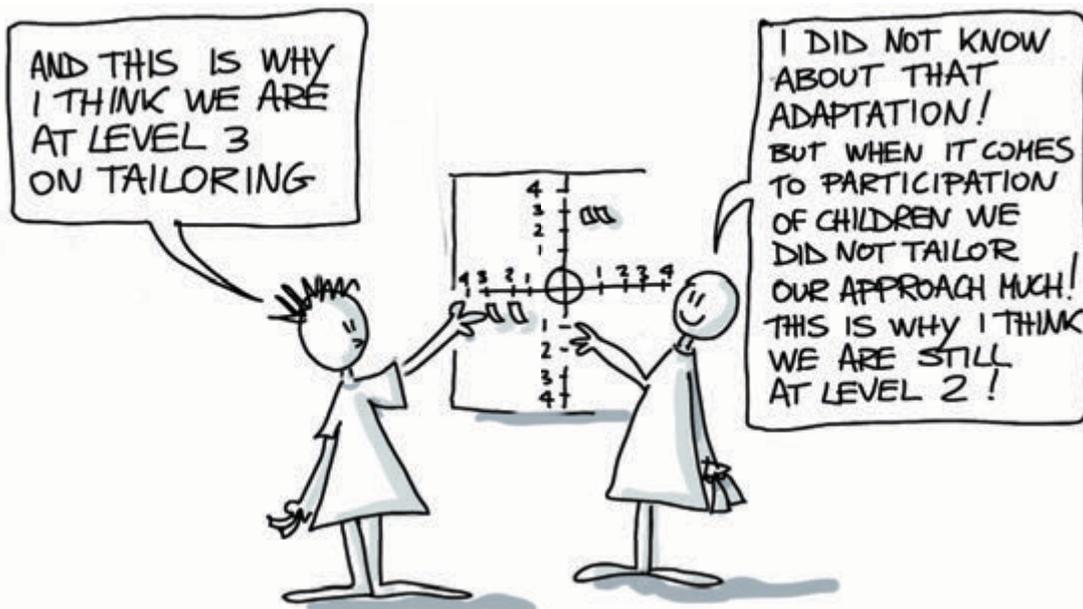
We will need to give examples, and detailed ones. For example, if we are scoring participation in decision making in relation to a DRM plan, we should have examples of how meetings were organised and held, who took part doing what, what other consultations were held and how. Knowing for instance, if there were door-to-door consultations or other public meetings, and any other detail that allows us to picture the 'scene'. Only then we will be able to cross check this 'scene' against the descriptions of the levels, and score the practice accordingly.

- ***Different actors might have different views on the ranking***

This is fine, and should be taken as an opportunity to better understand the inclusiveness of a practice. Participation is about creating a space for discussing different views (and reasons for a ranking!). This creates a better and deeper understanding as a result.

- ***Our first ranking is our baseline!***

Baselines do not need to be a 'quantitative measuring on indicators'. Baselines are assessments of situations that capture evidence against which progress can be gauged. As we assess our situation, we are building a baseline which we can refer to in the future. What matters is that when we explain our ranking, we collect facts and evidence, based on which we can track change.



Why a framework and not a set of numbers to monitor quality of inclusion?



We are too used to ending the discussion once we have the number! Yet when we do so, we never really know what the number actually means...

Analysis is what tells

There is an unfortunate tendency to identify monitoring and evaluation of inclusive DRM with the collection of a set of pre-established indicators. Such indicators are often referred to as outputs, and fail to capture the **quality** of inclusion. For example, an indicator such as 'x% of participating women in a group meeting' tends to recur in log frames. This indicator could only have meaning if we know the following: Is it easy to bring women into meetings in this context? Who are these women? Are they the better-off ones or the most marginalised ones? Do they actually have a say at the meeting? Can they take action? Are they likely to continue coming? And what are the other existing opportunities for participation?

It is clear that collecting all the data that might matter, is a cumbersome and never ending process. And the effort of trying to collect 'all possible data' is not justifiable or realistic. The way to tackle this is to start from the other end, i.e. with the analysis, which will tell us which data matters. This is what the framework proposes. Analysis can lead to building a narrative of change, linked to evidence, to make a strong case.

Indicators (which, by the way are not only 'numbers!') and facts, are worthless if they are not connected to a story of change. And in the iteration of building a narrative and substantiating it, the best indicators are developed incrementally.

Baselines can be 'blind to'

Trying to show progress on the baseline commonly leads to continued focus on the categories assessed initially rather than tackling exclusion as it unfolds. Therefore this framework moves away from 'checking progress against a baseline'. A baseline captured at the beginning of a project might be blind to many forms of inclusion - such as exclusion (or power!). We must recognise that the categories that are usually catalogued as 'excluded' are actually very diverse and can only be understood with increased exposure and openness to the dynamics of a community. Setting them from the start might lead to the exclusion of people 'because they are not in the logframe'.

The risk of perverse incentives

The wrong choice of evidence and indicators, might lead to perverse incentives. They might make the projects blind to new forms of exclusion and limit the space to work in dialogue with affected communities. Some examples of perverse incentives for inclusive DRM are:

- **Looking for big numbers** - Numerical indicators are a perverse incentive when they can lead to looking for 'high numbers' to show success. In the context of inclusion, this can make it look better to work with the easiest groups so that we can meet the quota. Indicators on attendance in meetings are a case in point. Focusing on having large attendance of an 'excluded group' might distract from the need to check if there are others who should be there too, and if the ones there have a voice. We can have a room full of people with disabilities who have no influence on decision making. We can have a room with many elderly people, but they were the ones already holding the power in a community. Despite the obvious flaws, these indicators are very often found in project log frames, as they are the 'low hanging fruit' in terms of measuring something.
- **Small numbers can mean a lot** - Because inclusion is not 'business as usual', one person with a voice who is accountable to their peers can make a huge difference. Building leadership of excluded groups rarely results in large numbers. But it can be very effective. To justify our strategy, we need to know that value will be given to the case we can make, as numbers alone will look unimpressive.
- **The same number has a different meaning in different contexts** - Because Asia-wide/ regional numbers will make little sense in local contexts, such as: how many women is a good amount of women in India? And in Afghanistan? What happens if most men in the location we are working have migrated elsewhere, such as to border areas? Is having 90% women's engagement, when men are not around, really outstanding in terms of inclusion? Also, challenges to inclusion depend on context; even at the very local level there will be differences from village to village.

2. Is it good enough?

This question checks if the level achieved is good enough - considering the context/ circumstances

- **Context matters**

Inclusive DRM is always challenging, but in some places, with some people, in some circumstances, it can be much more challenging than in others. It is not the same to include women in decision making in a liberal neighbourhood in Sri Lanka, as it is in remote Afghanistan. Cultural norms, history, politics are just a few of the contextual factors that can tamper or support an inclusive DRM practice.

- **'Good enough' is actually enough!**

The framework has been designed to be aspirational. It proposes a direction and a level of ambition on inclusion. It recognises that 'inclusion' will always be work in progress. It requires that those engaging in DRM understand and embrace a rights-based approach and understand why equity is so important in the context of DRM. Asking if something is 'good enough' is not rhetoric, it means... good enough. It means that we are satisfied with what it is, and that we can explain why, for example because it is a good achievement given where we started, our resources, the opportunities and challenges we encountered.

- **A low score can be fine...**

There can be very good reasons for scoring low in one or more dimensions. For example, in contexts where forms of exclusion are very deeply ingrained in cultural norms held by the community as a whole (including the 'excluded groups'), it could be wise not to try to remove barriers from the onset of the work. The risk is, otherwise, to be rejected by the community, or to do harm. What matters in these cases, is to be aware of the issue, and have a long term strategy towards inclusiveness.

- **... and a high score can be too high!**

It is very common that processes are rushed because there are set deadlines and goals to achieve within them. We need to check that we are not going too quickly for what we are aiming to achieve. **Inclusion is about excluded people being able to renegotiate their power relations.** It also rests on continuously deepening the understanding of social dynamics, discovering who is excluded and why, beyond broad-brush understandings. This might require time, a gradual process with space for dialogue within the community and beyond. Imposing interaction between groups of people can result in further exclusion and conflict. Acknowledging that a level can be too high and too hurried should not be taken as an excuse for lowering our aspiration. It rather highlights the need to be strategic in inclusion, and to work out how to combine work along the dimension to achieve our goals.

- **Consider the interplay of different dimensions**

When assessing if a project is 'good enough', consider also how the different dimension interplay. We might justify a low achievement in one area because considerable energies were invested in another. Or, conversely, we might realise that what impedes an area to be 'good enough' is that we did not address another dimension sufficiently. The interplay of different dimensions is very important, also when it comes to the next question: what else can be done?

3. What else could or can be done?

This question helps identify options for next steps

- **There is always a next step**

Even if a practice scores 'very high', there will always be a next step when talking about inclusion. It's a never ending challenge and even if we manage to include everyone who should be in on one particular day, the next day new groups of excluded people will arise. In each scenario, the analysis derived from the first two questions should lead to ideas on things that could be done differently in the future, to make DRM even more inclusive.

- **We can skip levels**

As mentioned, levels up do not represent steps: there is no need to go through each level until we reach the highest one. For example, if a practice is currently 'blind to' tailored approaches, the next step can well be that the approaches are very tailored, even to the point of scoring 'high' or 'very high', in one go.

- **Sometimes awareness is all that is missing**

Sometimes practices are blind to a dimension and to its implications simply because there was no awareness of its importance, rather than due to technical and financial constraints. For example, during the workshops where we introduced the framework, some participants recognised that they had narrowed down participation in decision making to government decisions, rather than also considering the participation of excluded people in the design of their own projects. When identifying the next steps, there will always be things within our own reach that you can improve on.

- **Is there any other combination / strategy that would work better?**

When we are asked to check if our inclusion is 'good enough', it also means taking a minute to think 'is my strategy, the way the dimensions play out in my work, the best one that I can have?'. The framework does not tell us what is the right combination for our case, as each case is unique! But it tells us what should be the ingredients of your recipe so that it tastes like inclusion. The rest is up to you to decide (and justify!).



4. How did we get there?

Once an understanding of inclusion within a practice is being reached, it is important to track the process, so that it is clear how it was achieved. This leads to understanding impact and that can feed into learning and better practices.

- **A story of change**

This last question is about tracking the process of change that leads to a situation. What happened? Who did what? What were the defining moments of change? What unfolded as planned? What unexpected turns happened? All these questions will enable us to tell the story of a practice. But this question is also relevant at the assessment phase: what was the story of change so far? **It is important for inclusive DRM work to recognise and build on the processes that are already in place.**

- **How could future change unfold?**

We might also want to look ahead, and tell ‘how will we get further’? Sharing the story of the change we want to see is very useful for making explicit our aspirational goals as well as the process we anticipate. It is a powerful way to build common aspirations and directions amongst different stakeholders. **Does our narrative for change match the aspirations and capacities of excluded people and their communities?**

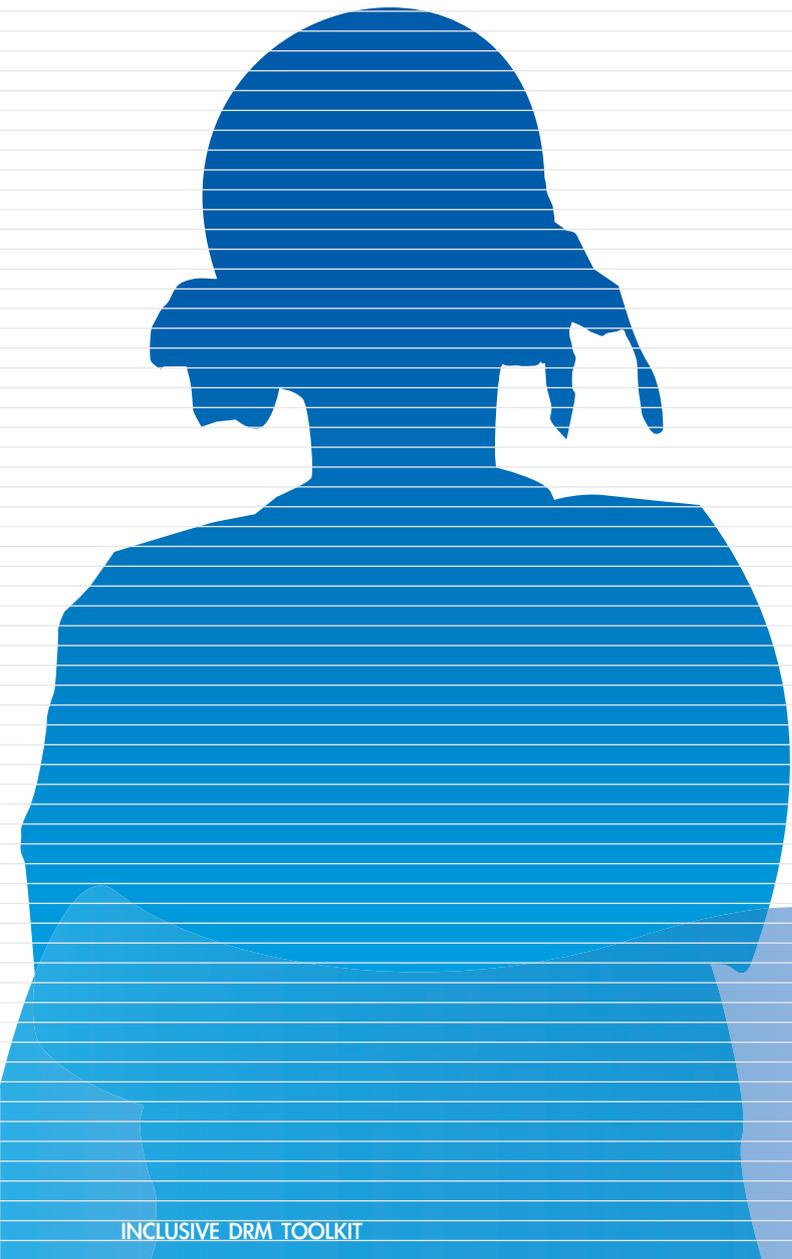
- **What do we see now that we did not see earlier?**

Knowing the current picture is useful to knowing where we are, but it does not show what change had happened. Impact can only be understood by looking at is the difference of **now and before**. Tracking what we have done, and illustrating what change happened, will help to understand who contributed to it and how. As in the point above, it is also worth asking, when thinking of the changes ahead “what will we see that we have not seen earlier”?

- **Share the findings!**

As we answer the 4 question, we should have gained worthy knowledge about change and the process of change. If we did so through participatory processes, many people already benefit from the insights. We can also consider further sharing our learning and understanding with other practitioners and communities. Do not feel that all this should feed only into traditional reporting. The framework is designed to encourage our own way to document and share information... experiment with it!

For further guidance on how to document an inclusive DRM practice for learning and tracking change, please refer to the document *Guidance for reflecting and collecting DRM practices*.



USING THE FRAMEWORK FOR



PHOTO : HANDICAP INTERNATIONAL

WHAT CAN WE USE THE FRAMEWORK FOR?

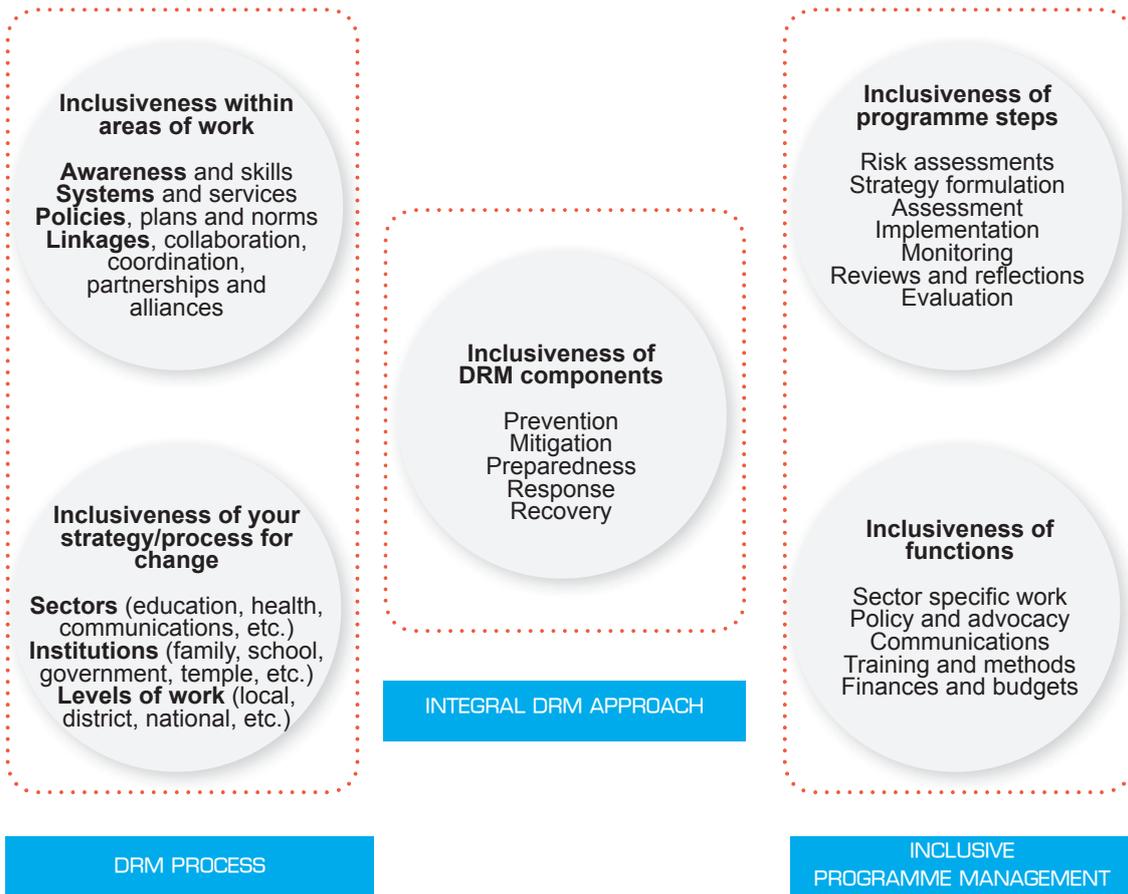
This framework and toolkit can be used by practitioners working on people-centred DRM/DRR, and adapted to the different areas of action, across sectors and levels of implementation. It can be used to guide the assessment, design, implementation, monitoring and evaluation of DRM initiatives. It may also be used to collect evidence for advocacy, to frame discussions for learning, as a health check of government policies, or of organisation,

The framework was designed primarily for practitioners. However, the framework and toolkit can be adapted to discuss inclusion with communities as well – using the visual aids – such as cartoons and videos, available in the toolkit, to illustrate complex concepts related to inclusion.

Here are a few ideas on how the framework could be used.



As illustrated in the introduction, we can use the framework to look at all that you do for DRM!



Here are some pointers to additional resources (in Annexure) that can be used as guidance when applying the framework:

| | |
|---|---|
| <p>The inclusive DRM process</p> | <p>How inclusion lenses can be applied:</p> <ul style="list-style-type: none"> • On different areas of action • With different institutions • With different sectors • At and across different levels • When working on a rights-based ' twin-track approach' |
| <p>The DRM integral approach</p> | <p>How can inclusion lenses be applied on prevention, mitigation, preparedness, response, recovery?</p> |

CHECKLISTS FOR DRM ACTIVITIES

In the following Checklist for DRM activities you will find ideas:

| | |
|---|--|
| To manage and implement DRM activities | <ul style="list-style-type: none"> • Assessments • Evaluations • District level / national plans • Supporting the proposal of a partner • Checking the inclusiveness of a policy • Setting up an early warning system • Elaborating an advocacy strategy • Forming groups/committees/task forces • Checking a methodology • Sharing practices and learning |
|---|--|

Assessments

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|---|--|
| <p>Participation in decision-making</p>  | <ul style="list-style-type: none"> • Does it show to what extent excluded people are now participating in decision making? • Does it say how? Through what processes? • With what accountability? With what representation? | <ul style="list-style-type: none"> • Are excluded people involved in designing the assessment? • Are the results of the assessment shared transparently, to allow all stakeholders - and in particular excluded people - to participate in decision making? |
| <p>Removal of barriers</p>  | <ul style="list-style-type: none"> • Does it show what barriers need to be overcome for inclusion and safety? Does it identify what mechanisms can remove barriers, which ones might aggravate it? • Does it explore what is needed to sustain the gains? | <ul style="list-style-type: none"> • Are barriers that might prevent people from participating in the assessment addressed? For example, timing is carefully defined and activities are chosen so that women who might be prevented from participating can also have a say. |
| <p>Recognition of diversity</p>  | <ul style="list-style-type: none"> • Does it explore who is exposed, to what risk, and to what extent? • What power do different people have? How can they use it to prioritise and address threats? • Does it recognise what barriers to inclusion and safety different people face? • Does it show and justify who needs to be involved in DRM work? | <ul style="list-style-type: none"> • Does the assessment employ diverse tools and methods – of a participative nature - to involve diverse people, and to recognise the existing diversity threats, attitudes, power - within the community and outside? • Are assessment teams diverse? |
| <p>Tailored approaches</p>  | <ul style="list-style-type: none"> • Does it explore how existing (indigenous or not) approaches to risk management are being tailored for different people, at different levels to respond to disaster? How do they respond to the risks faced by different groups? • Does it show how they respond to the challenges and barriers encountered by the people at risk, in particular the most excluded? Which ones could be improved? • Does it identify who could be put at risk by an intervention and how harm can be avoided? (do no harm) • Does it show if such approaches are flexible and whether there are other options that could better serve the diverse groups and the diverse threats? | <ul style="list-style-type: none"> • Are methodologies tailored to ensure participation by all (for example, designing special assessment activities suitable for children...)? |

How can this practice promote the framework?

- We can include the framework in the terms of reference so that practitioners become familiar with it
- We can bring in the 4 Dimensions in participatory discussions as a means to talk to communities about it and so they can have their say on their own level of participation in decision making, what barriers they face, how approaches could be tailored to suit their circumstances.
- We can share the assessment with peers, authorities, donors and with the communities, and emphasize what methodology and 'inclusion lenses' were used.
- We can share the result of the assessment through the INCRISD website and through community information boards, linking the results to the different dimensions of inclusion.

Evaluations

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|---|--|
| Participation in decision-making  | <ul style="list-style-type: none"> Does it show to what extent the practice involved people – in particular the most excluded ones at risk- in decision making? Does it enquire how excluded people were brought on board? What decisions were they able to influence? How? With what representation, accountability? Does it discuss with what effect? How did this transform their power? | <ul style="list-style-type: none"> Did excluded people participate in the design of the evaluation? Were results of the evaluation shared in a transparent way, allowing excluded people to participate in decision making on actions following the findings and recommendations? |
| Removal of barriers  | <ul style="list-style-type: none"> Does it show to what extent barriers to inclusion are removed or at least tackled? With what effect? If this transformed people's power? Reduced risk and exclusion? Does it ask what measures were taken to sustain the gains? Does it identify remaining barriers? New ones that emerged? For whom? | <ul style="list-style-type: none"> Were barriers that might prevent people from participating in the evaluation addressed? For example, seasonal activities were considered, to ensure that evaluations happen at a time when excluded people most exposed to risk can actively participate? |
| Recognition of diversity  | <ul style="list-style-type: none"> Does it show what capacity the programme had to recognise diversity of characteristics / hazards/power/threats? Does it enquire what diverse groups, institutions, sectors, levels were addressed by the intervention? Does it explore if there was a diversity of risks? And which other characteristic /threats had emerged as relevant for DRM in the course of the programme/project? Does it ask if diversity of barriers to inclusion and safety was acknowledged? | <ul style="list-style-type: none"> Did the evaluation employ diverse tools and methods – of a participative nature - to involve diverse people: they can better express what changes they experienced regarding the risk they face, and on their power to reduce it? Were evaluation teams/contributions diverse in nature? Was diversity of people, power, risks, barriers, information types and sources, levels, sectors and institutions reflected when defining the evaluation criteria and expected outcomes? Did the evaluation stay open to unexpected findings, as an opportunity to recognise diversity that might not have been addressed by the interventions? |
| Tailored approaches  | <ul style="list-style-type: none"> Does it ask how practices and approaches were adapted to respond to specific hazards, challenges and barriers encountered by different people? Were they flexible? What other options could have been employed? Does it explore how the programme addressed local sensitivities and avoided doing harm? | <ul style="list-style-type: none"> Were methodologies tailored to ensure that diverse people could have a say in the evaluation (for example, ad hoc participatory activities are designed to better invite honest feedback from different groups...)? Were local sensitivities addressed when defining evaluation activities, to avoid the fact that some participants might be put at risk for expressing their opinion (or feel afraid of doing so)? |

How can this practice promote the framework?

- We can include the framework in the terms of reference of the evaluation so that practitioners become familiar with it.
- We can share the learning with peers, authorities, donors and with the communities, and emphasise what methodology and 'inclusion lenses' were used.
- We can share the result of the evaluation through INCRISD website and through community information boards, linking the results to the different dimensions of inclusion.

District level/national plans

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|---|--|
| Participation in decision-making  | <ul style="list-style-type: none"> Does the district/national level plan establish processes and actions for DRM where everyone can participate actively, and have a say? Is it translated and communicated in formats that are easy to understand by all groups? | <ul style="list-style-type: none"> Is the planning process open so that formerly excluded people are able to participate in the design of the plan (directly, or with proper representation)? Is the plan shared in a transparent way with citizens, in particular with all of the ones at risk? Are there mechanisms for accountability? Do citizens know how the plan will be implemented, by whom, and with what resources, and how to provide feedback on it? |
| Removal of barriers  | <ul style="list-style-type: none"> Does the district/national level plan acknowledge and explicitly consider the barriers to people's safety and inclusion in the analysis and actions proposed? (Whether for immediate action or as part of longer term strategy). Does it put services and systems in place, that can remove or overcome barriers to inclusion and safety? | <ul style="list-style-type: none"> Are barriers that might prevent people from participating in the planning process tackled? For example, are language barriers tackled either through translation and dissemination of the plan or by having someone to explain the plan to different groups, piggybacking on other communal activities? |
| Recognition of diversity  | <ul style="list-style-type: none"> Does the district/national level plan have norms and criteria recognising diversity? Does it recognise diversity of locations and groups, institutions and sectors within them? Is there recognition of the diversity of threats, vulnerabilities and capacities available, at different levels? Is there diversity of information sources about threats and priorities? | <ul style="list-style-type: none"> Is the process geared to ensure adequate representation of diverse groups, identified in consultation with communities? Does the planning process ensure that different institutions (of different sectors, at different levels, formal and informal) are identified and consulted? |
| Tailored approaches  | <ul style="list-style-type: none"> Are the approaches and activities of the district/national level plan tailored to the local contexts (for example, for different districts, if it is a national plan). Are they responsive to the different needs and capacities at different levels? Does the district/national level plan articulate alternatives for action and responses that respond to the diverse needs and capacities of different groups (but also ensure that alternatives can be linked and have a broader remit of action)? Is the plan flexible and adaptable to respond to changes in the context? Are there mechanisms to ensure that conflict and disputes around DRM practices can be timely identified and dealt with in accordance with local institutions? | <ul style="list-style-type: none"> Does the planning process involve citizens at all stages by making use of participatory practices and methods tailored to them? Are alternatives for action in the plan sought and discussed across different contexts and levels? Are the modalities for defining and monitoring the plan in line with local practices (for example, considering local governance systems)? Does the planning process include risk management actions to timely identify and address any tensions that might result of the process of defining the plan's priorities, resource allocation, etc.? |

How can this practice promote the framework?

- When we directly participate in the formulation of plans, we can introduce the framework to key partners and representatives of community based organisations.
- We can check existing plans to provide suggestions to improve their quality, and explain what framework we are using to peers, authorities, donors and with the communities.
- We can carry out training workshops on specific aspects of the plans (e.g. accountability mechanisms) and explain how they lead to increase inclusiveness.
- We can capture our learning on planning through the INCRISD website and through community information boards, linking the results to the different dimensions of inclusion.
- We can refer to the inclusive DRM framework on advocacy efforts to influence the formulation of plans.

Supporting the project proposal of a partner

| How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|--|---|
| <p>Participation in decision-making </p> <ul style="list-style-type: none"> Does the proposal define activities promoting participation in decision making on DRM by excluded people? Does it include project management mechanisms that can ensure that participation extends from the assessment throughout the lifetime of the project? | <ul style="list-style-type: none"> Is the proposal supported in true partnership, i.e. allowing space for decision making to the partners, whilst ensuring that the result of community consultations are taken on board? Is the partner supported to allow all – but in particular the excluded people – to inform the design of the project with their analysis? Is the partner supported to share the proposal with all stakeholders and to establish accountability mechanisms so that people know how the project would be implemented, by whom and with what resources, and they will know how to give feedback on it? (e.g. with a public hearing, inviting community representatives..). |
| <p>Removal of barriers </p> <ul style="list-style-type: none"> Are barriers to people's safety and inclusion acknowledged and explicitly considered (whether for immediate action or as part of longer term strategy) in the analysis and actions proposed? Will services and systems envisioned consider access by all people who need them? Will actions in other areas (e.g. provision of knowledge, mobilisation, advocacy) be sensitive to the existence of barriers and apt to remove them when possible? Are there measures in place to ensure that the removal of barriers is sustained . | <ul style="list-style-type: none"> Does the supporting organisation provide sufficient support to partners so that they can remove barriers? |
| <p>Recognition of diversity </p> <ul style="list-style-type: none"> Does the proposal recognise diversity of locations and groups within them, diversity of threats and sources of information on threats, diversity of vulnerabilities and capacities available, at different levels? Does the proposal recognise diversity of people, power, risks, priorities, institutions, sectors, levels and barriers? | <ul style="list-style-type: none"> Is the partner supported to step up its capacity for analysis and recognition of diversity? Will they recognise diversity of people and groups, of threats, and of barriers for people's safety and inclusion? Are representatives of different groups invited to take part in consultations? Is the process left open to acknowledge unexpected diversities (e.g. characteristics putting people at risk of threat / of exclusion, diversity of risk), and to address them? Is the partner supported in working with diverse institutions and with diverse sectors, based on a robust stakeholder analysis? |
| <p>Tailored approaches </p> <ul style="list-style-type: none"> Does the resulting proposal feature activities tailored to local contexts and power dynamics, challenging them for the benefit of excluded groups at risk? Does it include provisions to keep it so that communities and individuals at risk can do further tailoring and adaptation? Does it include measures to resolve potential conflict and do no harm? | <ul style="list-style-type: none"> Does the planning process involve citizens at all stages by making use of participatory practices and methods tailored to them? Are alternatives for action in the proposal sought and discussed across different contexts and levels? Are the modalities for defining, implementing and monitoring the project in line with local practices (for example, considering local governance systems)? Does the proposal writing include measures to timely identify and address any tensions that might result in the process of defining the project's priorities, resource allocation, etc.? Is the supporting organisation ready to be flexible, and adapt its own objectives and strategies to better support local partners? |

How can this practice promote the framework?

- Throughout the process we should spend some time to introduce the framework to key partners and representatives of community based organisations.
- We can revise the process with partners and community representatives, as a way to also make them aware and equip them with 'inclusion lenses'. This can happen, for example, with a practical workshop illustrating how the framework works, and applying it on the proposal.

Checking the inclusiveness of a policy

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|---|--|
| Participation in decision-making  | <ul style="list-style-type: none"> Does the policy include mechanisms supporting decision making on DRM by excluded people? How are they brought on board? With what power? What decisions can they influence and how, within the policy? With what effect? Will the policy include strong accountability mechanisms, to ensure that citizens can have a say in it? | <ul style="list-style-type: none"> Is the process of checking the policy open to the participation of people from excluded groups? Does the process of checking the policy include public hearings or any exercises to allow excluded people to have a say? |
| Removal of barriers  | <ul style="list-style-type: none"> Does the policy explicitly seek to remove barriers to inclusion and safety (short or longer term strategies), proposing lines of action capable of shifting power so that excluded people are safer? | <ul style="list-style-type: none"> Are barriers to the involvement of people in the process removed? Are options for transport to ease attendance provided, or (even better) are decentralised consultations taking place so that all people have the chance to have a say? Does the timing and seasonality of consultations on the policy consider the likelihood of excluded people to engage? |
| Recognition of diversity  | <ul style="list-style-type: none"> Does the policy recognise diversity of people and groups, of threats, and of barriers for people's safety and inclusion? Does it echo different perspectives on risks, including that of excluded groups? | <ul style="list-style-type: none"> Is the process informed by a strong stakeholder analysis, ensuring that the policy can be checked vis-à-vis the aspirations of different groups? Are representatives of identified groups invited to consultations, whenever possible? |
| Tailored approaches  | <ul style="list-style-type: none"> Does the policy make provisions for at risk groups and excluded people, and does it have mechanisms allowing adaptation to their needs and capacities? Does it enable tailored actions, responsive of local context and power relations, so that community resilience can be supported by directing efforts to where they are most needed? Does it envision clear mechanisms for sanctioning violation of the policy? Does it include provisions for working both on individuals at risk and on their environment as a part of an integral strategy? | <ul style="list-style-type: none"> Is the policy translated and/or shared in easy-to-read forms, allowing people lacking a legal background to also have a say? |

How can this practice promote the framework?

- Both when doing the check and when sharing the results, we can ensure we spend some time to introduce the framework to key partners and representatives of community-based organisations.
- We can carry out training workshops and check how inclusive the policy is as a practical exercise to illustrate how the framework works.
- We can share the result of the 'health check' of the policy through INCRISD website and through community information boards, linking the results to the different dimensions of inclusion.
- We can refer to the inclusive DRM framework in advocacy efforts to influence the policy or call for its implementation.

Setting up an early warning system (EWS)

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|--|--|
| Participation in decision-making  | <ul style="list-style-type: none"> Will the system include mechanisms supporting decision making on the EWS by excluded people? How are they brought on board? What decisions can they influence and how, within the policy? With what effect? Will the system be monitored, and linked to strong accountability mechanisms, to ensure that citizens can have a say in it? | <ul style="list-style-type: none"> Can all individuals and groups in the community participate in deciding what kind of system they want, who has to be reached by it, in what forms and when? How are excluded people brought on board? What decisions are they able to influence on the system? How can this transform their power? Is the system monitored with the involvement of excluded groups? Can they contribute to its improvement over time? |
| Removal of barriers  | <ul style="list-style-type: none"> Is the system based on a strong assessment of what barriers (physical, but also social and cultural) excluded people encounter to information and safety, and does it address them? | <ul style="list-style-type: none"> Are there barriers to people's involvement in defining the structure, functioning, management overcome (e.g. timing of meetings)? |
| Recognition of diversity  | <ul style="list-style-type: none"> Does the system recognise that there are different people with different power facing different risks and challenges and that the system needs to work for all of them? Does it recognise that there are different sectors and institutions that can and should contribute or should benefit from it? At different levels? | <ul style="list-style-type: none"> Are mechanisms for participation and consultation in place to ensure that the specific risks (different from mainstream perhaps) and challenges for excluded groups and individuals within the community are recognised and addressed by the system? |
| Tailored approaches  | <ul style="list-style-type: none"> Is the system tailored to give early warning to different people on different risks in ways that are suitable for them, according to their circumstances? Are alert levels defined considering different reaction times and informed by different types of knowledge? Is the system also adapted to complement and support systems at other levels? Is the system designed to recognise diversities, even at the individual level, and to respond to them? Working both with individuals and their environment as part of an integral strategy? | <ul style="list-style-type: none"> Do people have options to adapt the system by engaging in its management, monitoring or evaluation? |

How can this practice promote the framework?

- We can coach task forces and authorities in charge about how to set up inclusive systems.
- Both when doing the check and when sharing the results, we can ensure we spend some time to introduce the framework to key partners and representatives of community-based organisations.
- We can carry out training workshops and check how inclusive the system is as a practical exercise to illustrate how the framework works.
- We can share the result of the health check of the system through the INCRISD website and through community information boards, linking the results to the different dimensions of inclusion.
- We can refer to the inclusive DRM framework in advocacy efforts to influence the system.

Forming groups, committees, task forces

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|---|--|
| Participation in decision-making  | <ul style="list-style-type: none"> • Will the group ensure adequate and meaningful participation of excluded people (i.e. participation that is not tokenistic)? • Will the group have clear mechanisms for decision making and accountability so that decisions by the groups are properly tracked, shared, monitored? • Will there be clarity about its responsibilities vis-à-vis the community? By them and the community? • If the group represents others, will it have mechanisms for sharing decisions of the groups to the people they represent in a transparent way, and for addressing feedback on it? | <ul style="list-style-type: none"> • Can all individuals and groups in the community participate in deciding what groups, committees or task forces they want, who has to be / can be involved by it, in what forms and when? • Are they discussing how to bring excluded people on board? • Is the process of forming groups accompanied by activities that strengthen the capacity of excluded people to participate, and to ensure that their participation is not tokenistic? • Is there awareness that the same dynamics that made people excluded can be at play in the group formation for DRM and that this is to be prevented? • Will therefore evaluations of the group performance be openly shared so that any such dynamics that can prevent participation in decision making by excluded groups be spotted? |
| Removal of barriers  | <ul style="list-style-type: none"> • Is the group able to overcome any barriers for people's inclusion and safety? And sustain the wins? | <ul style="list-style-type: none"> • When the group is formed, is it equipped with capacities/support to remove barriers? • Are there any efforts to work both with the individuals and their environment to address specific barriers that might prevent participation in the group? |
| Recognition of diversity  | <ul style="list-style-type: none"> • Does the group acknowledge the diversity of people in the community, with different power, needs, risks, etc.? • Does it recognise diversity of barriers to inclusion and safety that can limit participation within it, and the achievement of the group goals? • Does it recognise that there are other groups and institutions that they could link with, perhaps also across sectors and levels? | <ul style="list-style-type: none"> • Does it have mechanisms for participation and consultation in place from the onset? Remembering that excluded people are often hidden / forgotten – consciously or even unconsciously by other community members? • Before the group is formed, are participatory approaches, such as stakeholder and power analysis and other tools used to identify the type of groups possible, and the different potential participants that should join? |
| Tailored approaches  | <ul style="list-style-type: none"> • Does the group formed respond to the diverse aspirations and needs of people (e.g. they can include people of different gender / age / profession)? • Does it link up with other groups and institutions avoiding duplication and working in silos? • Is the group flexible enough to allow space to evolve, adapting their structure and purpose to changing context, needs, hazards? With adaptable coordination mechanisms to link up with others in their new formats? • Do they have clear mechanisms for conflict resolution and agreed mechanisms for sanctioning inappropriate behaviours / actions? • Is the group sensitive to the context and works in ways that do no harm? | <ul style="list-style-type: none"> • Does the process offer different models / options to form a group with space for people to define what structure, functioning, membership works best for the issue at hand and for the needs of all people? • Is the process open to the interests of excluded people so that their risks and circumstances are also considered important, so that they are more eager to get involved? |

How can this practice promote the framework?

- Both when doing the check and when sharing the results, we can ensure we spend some time to introduce the framework to key partners and representatives of community based organisations.
- We can carry out training workshops and check how inclusive the groups/task forces and committees set are, as a practical exercise to illustrate how the framework works.
- We can share the result of the 'health check' through the INCRISD website, forums and through community information boards, linking the results to the different dimensions of inclusion.
- We can refer to the inclusive DRM framework in advocacy efforts to influence the formation of groups/task forces/committees.

Elaborating an advocacy strategy

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|---|---|
| Participation in decision-making  | <ul style="list-style-type: none"> • Are claims and asks supported by the strategy defined with the participation of excluded groups? Are they based on local realities? • Does the advocacy strategy promote accountability to rights and equity of excluded people at risk? Does it define clear roles and responsibilities? • Does it consider the use of local media or any other resources to ground the efforts, create awareness and increase the legitimacy of the advocacy in the name of the groups of people at risk? Does it offer opportunities for excluded people to speak up for themselves? | <ul style="list-style-type: none"> • Are there mechanisms in place to support the participation of different groups in defining priorities, outputs and outcomes, as well as how advocacy pushes will be articulated (activities, messages, channels, timing)? • Are there systems that allow excluded people to work side by side with 'advocacy experts'? • Are there systems to track emerging claims, modalities for action and progress? Are results shared with all groups at risk in a transparent way? |
| Removal of barriers  | <ul style="list-style-type: none"> • Does the advocacy strategy aim to remove barriers for inclusion and safety? | <ul style="list-style-type: none"> • Does the process of defining it include measures to allow excluded people to overcome barriers to getting involved (transport language, timing, other support)? • Are the inner barriers that can prevent people from asserting their demands (lack of confidence, lack of familiarity with decision making process, lack of access to decision makers) addressed? |
| Recognition of diversity  | <ul style="list-style-type: none"> • Is the advocacy strategy founded on a strong analysis of the different needs, power and priorities of different people? • Does it recognise different risks and stakeholders (across sectors, institutions, levels) who could address them? And that these diverse risks and their root causes are easily side-lined or concealed unless conscious efforts uncover them? • Does it recognise diverse power that the advocacy could help transform? | <ul style="list-style-type: none"> • Does the process consider discussions and other participatory spaces that can allow the identification of different needs, power and priorities? Does it include exercises to unveil hidden diversities? |
| Tailored approaches  | <ul style="list-style-type: none"> • Does the advocacy strategy respond to each context and specific challenges identified and flexible to changes? Is it tailored to best address specific claims and asks? • Does it respond to power analysis, allowing excluded people to convene issues and persuade duty bearers to address them? • Is it equipped to address potential conflict arising from claims and demands? To protect people from retaliation by those in power? | <ul style="list-style-type: none"> • During the elaboration of the strategy is there space for people experiencing different risks, with different power and characteristics, with different claims to engage? • Does the process include an open discussion on options for advocacy (e.g. lobbying, work with media, public meetings)? |

How can this practice promote the framework?

- Both when doing the check and when sharing the results, we can ensure we spend some time to introduce the framework to key partners and representatives of community based organisations.
- We can carry out training workshops and check how inclusive the advocacy strategy is as a practical exercise to illustrate how the framework works.
- We can share the result of the 'health check' through the INCRISD website, forums and through community information boards, linking the results to the different dimensions of inclusion.

Checking a methodology

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|--|---|
| Participation in decision-making  | <ul style="list-style-type: none"> Does the methodology support the participation of excluded people in decision making? | <ul style="list-style-type: none"> Does the process of checking or validating a methodology allow people to discuss diverse ways of working and what are the advantages or disadvantages of each? Can fieldworkers, volunteers, people from affected communities have a say so that direct experiences of using it can lead to an output that resonates with local contexts and experience? |
| Removal of barriers  | <ul style="list-style-type: none"> Does the methodology aim to support the removal of barriers to inclusion and safety? Does it highlight the means to remove barriers for excluded people at risk that can arise from the analysis? | <ul style="list-style-type: none"> Is the process designed to avoid creating barriers for people? (e.g. excessive demands on people, over-complicated tools...) Are there measures in place to respond to organisational barriers to develop or roll out new methodologies that can better support inclusion? Are there specific actions taken that help overcome inner barriers such as self-confidence or perception of lack of knowledge, or the right to have a say on the methodology that can affect the practitioners and communities themselves? |
| Recognition of diversity  | <ul style="list-style-type: none"> Does the methodology include tools and processes that can lead to the recognition of diversity (participatory power analysis, stakeholder analysis, risk analysis, etc.)? Does the methodology support in-depth analysis to unpack power relations and exclusion dynamics as well as diversity of vulnerabilities and risks and barriers? | <ul style="list-style-type: none"> Does the process of revising the methodology recognise diversity of stakeholders, institutions and perspectives within them, that the methodology should apply to, or that should use the methodology? |
| Tailored approaches  | <ul style="list-style-type: none"> Does the methodology respond to what was needed? Does it add value to existing methodologies already in use? Is the methodology fine-tuned for the groups that should use it? Does it resonate? Speak to their experience and interests? Does it offer the potential to transform power relations to achieve inclusion in ways that are sensitive to local contexts and challenges? Can it be adapted to best respond to specific challenges and opportunities that can arise? Does it contribute to building trust and other conditions for long term strategies? | <ul style="list-style-type: none"> Is the process of checking the methodology reflective and critical, allowing people to learn from each other and past experience to strengthen the methodology? Does the process of checking a methodology include testing in diverse contexts with different people facing different risks? Does the process include mechanisms to track diverse perspectives and consensus reached and to share this with transparency? |

How can this practice promote the framework?

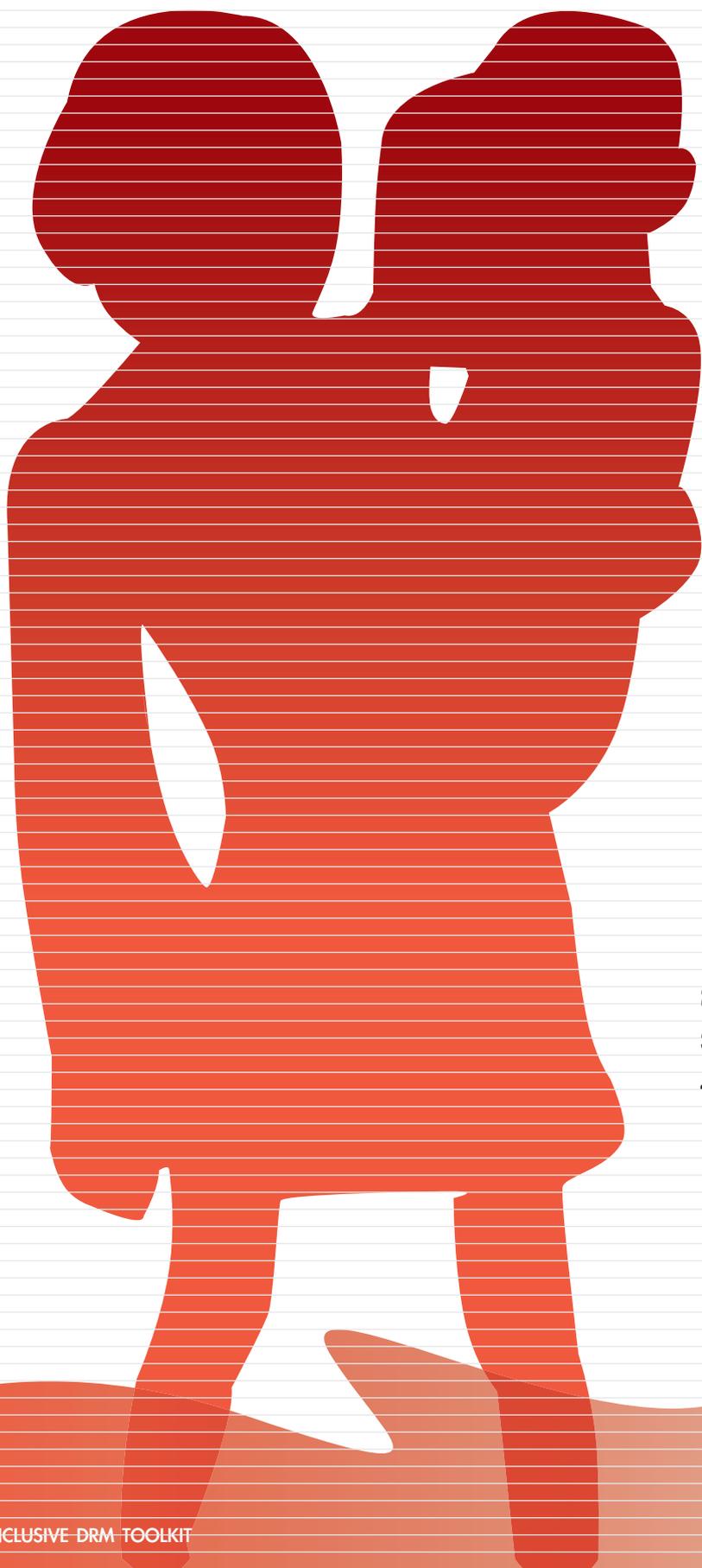
- Both when doing the check and when sharing the results, we can ensure we spend some time introducing the framework to key partners and representatives of community based organisations.
- We can carry out training workshops and check how inclusive the methodology is as a practical exercise to illustrate how the framework works.
- We can share and promote the revised methodologies as a resource through the INCRISD website, forums and through community information boards.

Sharing practices and learning

| | How does the practice contribute to inclusive DRM? | Is the practice itself designed to be inclusive? |
|---|--|---|
| Participation in decision-making  | <ul style="list-style-type: none"> Does the sharing of practices and learning reflect on participation in decision making? Exploring who has a say, on what, through which means, with what effect, accountability, representation? Does it contribute to understanding dynamics of power and exclusion and how these can be overcome in the context of DRM? | <ul style="list-style-type: none"> Can all groups of people help decide good ways to share practices and learning? Is the process of capturing the practice open to different people and does it promote frank discussion? Are there mechanisms to track diverse views and to monitor actions on any next steps/ changes agreed as a result of the reflection? Are the results captured in accessible formats and shared proactively with others? Including communities at risk and particularly the excluded ones within them? |
| Removal of barriers  | <ul style="list-style-type: none"> Does the shared learning reflect on the barriers encountered and overcome or on what issues prevented the removal of barriers? | <ul style="list-style-type: none"> Does the process of capturing practices offer options to support overcoming inner barriers to learning and sharing practices, such as fear of recognising challenges and limited success, fear of looking ineffective in front of donors, competition amongst peers, etc.? Such as building trust and safe environments? Showing how such learning can help others? |
| Recognition of diversity  | <ul style="list-style-type: none"> Does the sharing and learning consider lessons from diverse contexts, groups, affected by different risks, with diverse power? Does it reflect on the work across diverse sectors, levels, institutions? Does it consider learnings on diverse barriers? | <ul style="list-style-type: none"> Does the process involve different people with different experiences including people from the excluded groups at risk and others who can enrich the process? |
| Tailored approaches  | <ul style="list-style-type: none"> Does the learning reflect on the approaches put in place? How suitable they were, how responsive to challenges and flexible to changes in the context or new ideas? Does the sharing of practices include experiences on how to manage potential conflict that can arise from pressures towards greater inclusion of marginalised groups at risk? | <ul style="list-style-type: none"> Are the modalities and timing for the discussions shaped to generate a suitable environment for sharing, reflecting and learning from each other? Reflecting people's preferences as well as experiences from other processes on what works? For example through a mixture of options as part of a flexible approach (face to face or online/email, peer exchanges, forums, trainings, workshops, listservs, coaching, etc.)? |

How can this practice promote the framework?

- Both when doing the check and when sharing the results, we can ensure we spend some time introducing the framework to key partners and representatives of community-based organisations.
- We can carry out short training sessions on the framework when there are learning and sharing events/ workshops and check how inclusive the learning and sharing practices are, as a practical exercise to illustrate how the framework works.
- We can create a small network of inclusion champions that can act as resource persons for others who might want to learn more about inclusion.
- We can share and promote the ideas to improve our learning and sharing around inclusive DRM as a resource through INCRISD website, forums and through community information boards.



ANNEXES

- 1 LESSONS FROM INCRISD AND PARTNERS
- 2 THE INCLUSIVE DRM PROCESS
- 3 DRM INTEGRAL APPROACH
- 4 GUIDANCE FOR REFLECTING ON
& COLLECTING DRM PRACTICES



LESSONS FROM INCRISD AND PARTNERS

ANNEX 1

LESSONS FROM INCRISD AND PARTNERS

In order to be inclusive, DRM needs to identify the power dynamics that drive exclusion and address them.

These lessons from INCRISD and partners highlight three ways of addressing exclusion in DRM. Recommendations are made for each of them:

- A. Understanding the root causes of exclusion in disaster contexts, identifying excluded groups, and involving them meaningfully in reducing their disaster risks.
- B. Creating a conducive and enabling policy environment that recognises the causes of exclusion and promotes inclusive strategies and allocation of resources.
- C. Creating an implementation architecture that involves all stakeholders, and ensuring community resilience through accountable risk governance.

A. Understanding the root causes of exclusion in disaster contexts, identifying excluded groups, and involving them meaningfully in reducing their disaster risks

Exclusion is not an isolated process and excluded persons are not mere beneficiaries. Excluded persons need to be defined better from a change agent perspective, exclusion needs to be recognised as a driver of risk, specifically in the South Asian context; and excluded persons need to be seen as proactive participants and leaders in the resilience process. The political perspective needs to be considered for this purpose, with in depth power analysis in the complete disaster risk management cycle.



“What room for a different structure?”

The chair of a local village disaster management committee talks about how they can adapt the structure of the committee if needed, by talking to the government administration (the line departments). He also explains that they can use the DRR Forum.

Watch a short video here: <http://youtu.be/VLvDlpYCjn4>

Existing policies need to deliver better results. For this, policies need to be responsive to regional learning and disaggregated knowledge related to different kinds of excluded groups, for which the creation of regional and national databases is required. Progress needs to be tracked based on inclusive indicators linked to this data and the HFA2 monitor needs to be inclusive and responsive to such progress.



“It is important to have the data”

A local practitioner says that the DRR Forum needs to have data on the local communities. His organisation works with people with disabilities and they collected data on more than 6,000 people. In the interview he also explained that they linked up with the Social Welfare Department who are using this data to provide assistance

Watch a short video here: http://youtu.be/1LIGnYQ_bq0

Inclusion needs to go beyond explicit measures related to disaster management and include specific areas that require customised solutions, such as appropriateness and safety of built environment, cross-cutting disaster mitigation measures for day to day stresses, and slow onset disasters and climate change. Detailing of requirements within each of these has to be carried out. For example, it needs to be ensured that a universal design for disability is understood in a broader context than the mere building of ramps.



“Inclusion requires holistic approach”

A government representative talks about the importance of a holistic approach to inclusiveness. He explains that often the communities do not understand ‘inclusiveness’, ‘barriers’ and ‘participation’. So it is best to have a project as an example; such as retrofitting a school, or a house of a vulnerable family, or making a washroom or a hand pump accessible to the community. He explains that other techniques could also be very important, such as using GIS. This could help make better use of primary data and secondary data available, and achieve greater outputs by adding layers of information.

Watch a short video here: <http://youtu.be/vJk-eRzOCVg>

B. Creating a conducive and enabling policy environment that recognises the causes of exclusion and promotes inclusive strategies and allocation of resources

It has been proven time and again how emergencies affect excluded people much more than others. Emergency response needs to trigger inclusive risk reduction in the post disaster context from day one. Aid has to reach the excluded people who cannot reach it on their own and inclusive DRR has to be triggered from there on, moving on to subsequent phases of the disaster management cycle.



“We learnt who the vulnerable and excluded are in the last flood”

A local disaster management committee member explains that in the 2010 floods, some groups (especially IDPS, refugees, old people and women) experienced many problems and were neglected. He feels that they are now better able to organise themselves because of the training they received, and the community now knows who the excluded people are.

Watch a short video here: <http://youtu.be/-4bVEYrmSh4>

Meaningful participatory processes are needed to give voice to the concerns of the excluded groups and promote their leadership. Done with an understanding of economic and exclusionary contexts, this needs to be institutionalised for influencing policies and practices in an ongoing manner.



“A space where we can raise our issues”

A man who represents an indigenous tribe on the Local Disaster Management Committee (LDMC) received some funds through the committee to work on climate change. They have been able to carry out training and awareness-raising for school children, and have held campaigns with political parties. They would like to raise their status to be equal to other groups.

Watch a short video here: <http://youtu.be/kAos2G3dmCE>

Implementation of inclusion provisions in existing policies, legal instruments and enshrined rights is a primary need. Gaps need to be identified and addressed through appropriate provisions. Policies need to be followed up with legislation, administrative apparatus, planning and allocation of financial and human resources.



“The government and the politicians need to listen to the people”

This head of a local NGO says that a lot of people are affected by disasters. They try to manage these disasters through local DRM committees but funds are scarce. Their plans are submitted to higher levels but the voices of the marginalised communities are not listened to. He says the government and politicians should listen to people in the communities.

Watch a short video here: http://youtu.be/MGOK6as_kj0

C. Creating an implementation architecture that involves all stakeholders and ensuring community resilience through accountable risk governance

Programmes and projects need to coordinate and collaborate with each other closely and meaningfully, mainstreaming inclusiveness across themes. Experiences need to be brought on board using platforms and networks involving institutions and movements working on inclusion. The approach also needs to recognise prevailing social structures and target the strengthening of positive and enabling community based systems, practices and policies.



“We are strong together because we trust each other”

A local NGO practitioner says that the DRR Forum formed with other NGOs is an effective space for DRM collaboration and that there is mutual trust. The forum gives them an opportunity to coordinate with each other and to approach the government jointly to solve their problems. He says that it helped that the forum built on previous collaboration during the 2010 floods.

Watch a short video here: http://youtu.be/hL8q78H_oP0

An accountability framework needs to be put in place to ensure inclusive service delivery for risk management, through instruments related to risk governance, building community resilience and sustainable development that also address climate change. Inclusive social audits need to be institutionalised, covering allocations, deployment and outcomes.



“We did a social audit”

A member of the community disaster management committee talks about the funds that were allocated for the embankment constructed in his village. They carried a social audit and the process was transparent. He has all the information on the amount spent in the meeting minutes and the register.

Watch a short video here: <http://youtu.be/nQIScr9q2qA>

Academia needs to be engaged and efforts need to be made to include validated and replicable indigenous knowledge, local innovations and science as vehicles for strengthening inclusive DRR in research, training and education. Data sharing across stakeholders and sectors needs to be built using academic spaces. Long-term capacity building measures are needed towards this, with appropriate resource for research, dissemination and advocacy made for this purpose.



“If they shared information on vulnerable groups”

A government official says that NGOs should share data on the communities, since they could make good use of information about vulnerable groups or about vulnerability of the locations related to disasters.

Watch a short video here: <http://youtu.be/pKdwoP3EXuw>

The private sector needs to be sensitive and responsive, fulfilling its responsibility and sharing its expertise towards inclusive DRR through playing a partnership role that includes imparting skills, supporting livelihoods, and developing assets through infrastructure and development. The business case for inclusive DRR needs to be recognised, acknowledging that excluded people have a role to play in the economy, and that DRR is an essential part of good business.



“There are many small things we can do”

A business woman says that the DRM training inspired her to think about the many small things that can be done. Before she used to think disasters were always about big things, but communities can work with the businesses to do small things that can contribute to reducing disasters. For example, reducing the use of plastic that blocks the drainage and causes more floods. She explains that in her region, flooding is largely due to the drainage system getting blocked. She mentions working with companies like Coca Cola on this.

Watch a short video here: <http://youtu.be/MaolXSw3D2U>

**Source of the Lessons:
Briefing paper Making Disaster Risk Management Inclusive.
Available at www.incrisd.org**



THE INCLUSIVE DRM PROCESS

ANNEX 2

THE INCLUSIVE DRM PROCESS

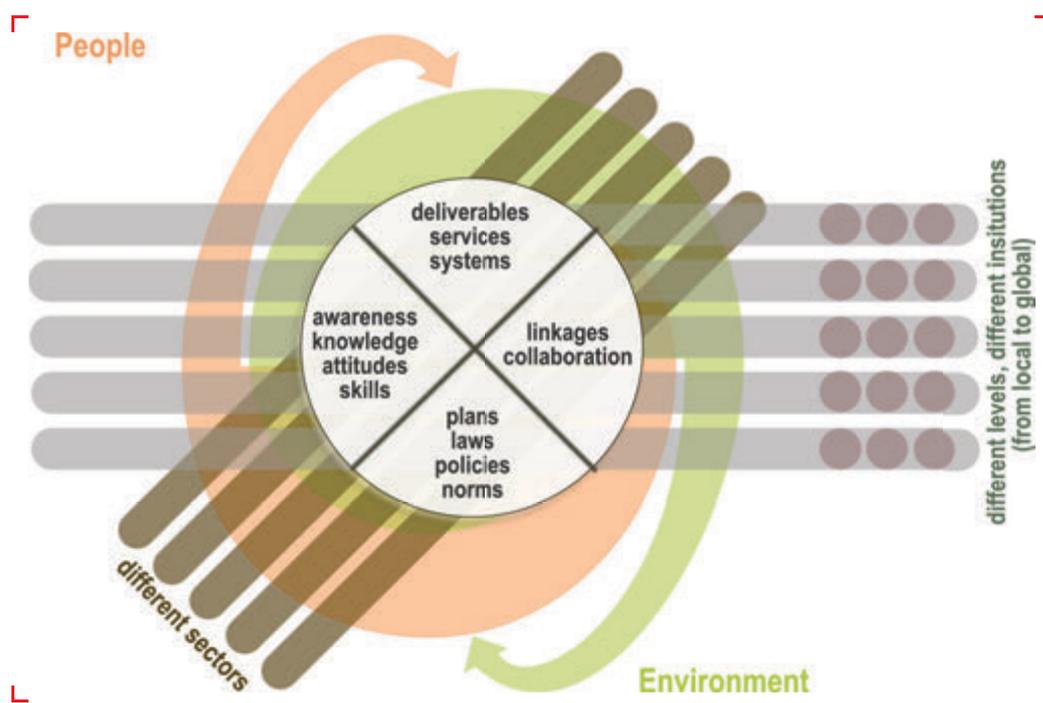
A DRM process can be defined in different terms but it is broadly the **organised** series of actions which aims to reduce disasters and disaster losses. Each organisation or actor can have different representations of what a DRM process looks like, but all these processes are normally underpinned by a theory of change. That is, an understanding of how change will happen throughout the project or programme (or through the work of the organisation as a whole, if the theory of change is embraced across programmes).

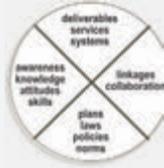
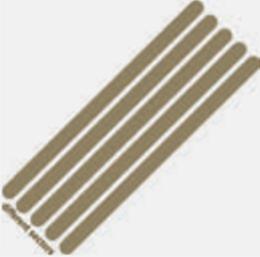
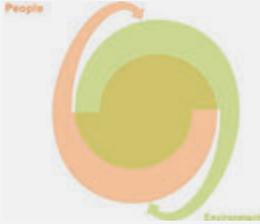
Experience from DRM practitioners reveals that a standard DRM process normally involves:

- **Working on different areas:** such as building skills, or facilitating the elaboration of plans.
- **Working with different institutions and at different levels:** such as schools, CBOs, government departments, self help groups, networks, universities, etc. (from local to global).

If this is a standard DRM process, what does an inclusive DRM process look like?

An inclusive DRM process is one in which we work on all areas, levels, sectors and issues with excluded groups at risk, in ways that empower them so that they can stop being excluded. The diagram and text box below provide an overview which will be explained in detail later:



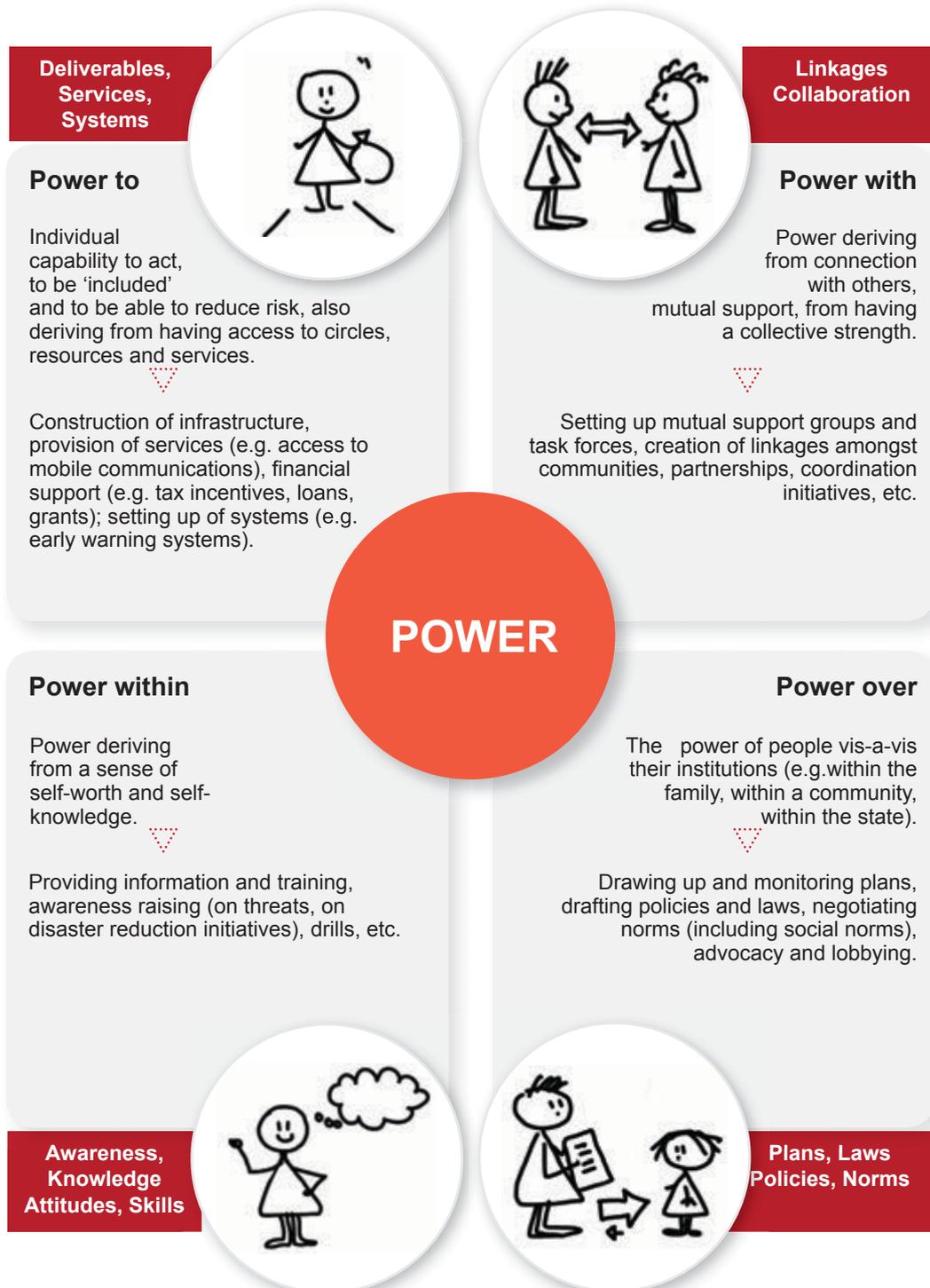
| The components of the process | Standard DRM... | Inclusive DRM... |
|--|--|--|
| <p>Areas of work</p>  | <p>works in different areas, recognising that DRM work can only be effective when it works in all areas needed to make people safer.</p> | <p>ensures that the work happens in all these areas, as each of them represent a form of power that excluded groups need to have in order to be safer from disasters.</p> |
| <p>Institutions and levels</p>  | <p>works with different institutions at different levels, from the household to the local to national to global level. It acknowledges that different levels are important, because the root causes of disasters are often beyond the control of a single community, and different institutions have the duty and the power to tackle them. It also recognises that 'institutions' are not limited to government ones; traditional, religious, non-governmental ones also matter.</p> | <p>works with all relevant institutions that represent the set of norms and beliefs that cause exclusion by giving a common identity to some people whilst leaving others out. It looks at the dynamics of exclusion across different levels (household to global), acknowledging that power dynamics vary across levels and those who are duty bearers at one level might be the excluded ones at another. It checks if there are varied spaces and opportunities where excluded people can have an informed dialogue with other actors so that DRM is not only driven from 'above'.</p> |
| <p>Sectors and issues</p>  | <p>works with different sectors, on different issues. It recognises that DRM should not be tackled as a stand-alone issue, but should interface, crosscut and be mainstreamed with work on health, education, housing, transport, markets...</p> | <p>works with all relevant sectors that can help reduce people's vulnerabilities, recognising that excluded people might require new cross-sectoral alliances than the ones needed to work with other vulnerable people.</p> <p>It works on all the issues that can put excluded people at greater risk, even if they are specific to them.</p> |
| <p>Twin track</p>  | <p>N/A. It might work with people and the environment in which they are part of, but not necessarily with a 'twin track' approach that strategically combines these efforts to generate specific changes.</p> | <p>ensures that the DRM process is a truly transformative one, and changes the power of excluded individuals in their environment.</p> <p>This happens by:</p> <ul style="list-style-type: none"> • empowering individuals, in particular the most excluded ones – so that they can change their own environment. • changing the environment, so that it is more responsive to excluded people, and creating an enabling environment for their meaningful participation. <p>Note: <i>this dynamic between citizens and the environment is characteristic of the rights-based approach. But it is only truly inclusive when care is taken to ensure that excluded people are brought in.</i></p> |

AREAS OF WORK WITHIN THE DRM PROCESS

Within the DRM processes there will be action along different areas of work. These can be grouped as follows :

| | | | |
|--|---|-------------------------------|------------------------------------|
| Deliverables, Services, Systems | Awareness, Knowledge Attitudes, Skills | Linkages Collaboration | Plans, Laws Policies, Norms |
|--|---|-------------------------------|------------------------------------|

Each of these areas of work can be equated to a form of power: **power to, power within, power with and power over**. An inclusive DRM process works on these four areas to seek change in all four forms of power of excluded groups:



Keys to understanding power and inclusion when working on the different areas

- **Working in more than one area might be required:** Delivering training alone will not necessarily result in a power shift. Only when training increases the sense of self-worth or changes the attitudes of excluded people has transformed power within. When working inclusively, we need to go beyond the outputs of an area of work, to gauge the impact on people, before we can say “people were empowered”.
- **Empowerment requires diverse expressions of power:** Interventions need to respond to what forms of power excluded people have, and what power they lack. For example: if excluded people lack knowledge of the interventions and willingness to act on them (power within), inclusive laws and plans (power over), might not actually mean much to them.
- **All expressions of power build on and reinforce each other:** power flows so work carried out on one area (e.g. creating awareness or ‘power within’) might ultimately lead to people autonomously developing other forms of power (e.g. getting together and strengthening their ‘power with’). Inclusive DRM initiates dynamics that should eventually strengthen all forms of power.

Why does power matter?

Because ultimately inclusion is about power: all the dimensions of inclusion speak to power. We discussed this when we talked about the difference between vulnerability and exclusion in the section *What is exclusion, what is vulnerability?*

What is the relation between power and the dimensions of inclusion?

These forms of power are present in each dimension of inclusion. For example, ‘Participation in decision making’ requires that people have the means (power to), the confidence and awareness (power within), the linkages and connections (power with) to interact with their institutions (power over) to influence decisions.

Similarly, ‘Removal of barriers to inclusion’, ‘Recognition of diversity’, or ‘a Tailored approach’ are all means to ensure DRM empowers excluded people so that they can have equity and enjoy their rights to be safe from disasters.

WORKING ACROSS INSTITUTIONS AND LEVELS IN THE DRM PROCESS

DRM processes often include working with different institutions at different levels. For example, one project might consider working with groups in the community, including local CBOs and schools, to set up task forces. At the same time, and to ensure these groups are adequately resourced and taken into account, the project may support advocacy for policy changes at the national level. An inclusive DRM process works with all institutions that incarnate the systems of beliefs and norms that reinforce exclusion or that can support power shifts to overcome it.

Keys to understanding power and inclusion when working with institutions and across levels

- **Institutions do not have to be formal to be powerful:** Institutions are not only governments, but anything that represents a system of belief and norms. A family, a self-help group, a church, temple, mosque or school are all institutions that can perpetuate exclusive power dynamics - or promote equity and rights.
- **DRM processes might be inclusive at one level... but not at another:** In the example above, the process might be inclusive at the village level, ensuring that all groups have a say in the local DRM plans... but might not be inclusive at the national level – for example if advocacy is NGO-driven rather than led by people from the excluded groups at risk and their priorities.
- **People included at one level can be excluded at another:** A family head might have power within the household and be able to, for example, stop a woman within his family participating in DRM processes because he thinks this is not appropriate. And yet the family head himself may be excluded as a person, because he is not respected and not heard due to his lower social status in the eyes of others. Village leaders often have a lot of power within their areas, and are excluded in decision making at the higher levels because of their political loyalties, their ethnicity or because there is no downwards accountability...and so on.
- **Duty bearers and rights holders are fluid categories:** As in the example above where we show that we can be included and excluded at the same time, we can also be duty bearers and rights

holders at the same time. A duty bearer within an institution (such as the village leader, for example), might be the rights holder within another (vis-à-vis the Prime Minister or President). Another example is a headmaster, who can be a duty bearer within the school, but he/she is also a rights holder vis-à-vis the local government.

WORKING ACROSS SECTORS AND ISSUES IN THE DRM PROCESS

An inclusive DRM process will work across sectors and on different issues because risk factors are diverse and require action on multiple fronts. For example, containing flood impacts might require the involvement of the emergency and welfare departments to support people who have lost their homes. Yet often agricultural departments have better access to meteorological information that can inform early warning systems. Involving these sectors can also mean access to information on climate risk trends that are important for DRM. An inclusive DRM process will work on all sectors and issues that matter for the safety of excluded people from disasters.

Keys to understanding power and inclusion when working across sectors and issues

- **Sectors also need to be 'included':** Disaster risk is multidimensional and reducing it requires joining forces and making alliances across sectors. Although emergency and DRM departments are key stakeholders, others need to be involved too, especially when we want to tackle root causes. When doing so, it is important to realise that there are also power relations between sectors. Some of them will have more influence and be supported by bigger budgets, others might have less leverage or fewer capacities.
- **Supporting the excluded can require referral:** Excluded people at risk will often face very specific issues that compound their vulnerability to disasters. This might require very specific services and expertise that traditional DRM actors will not be able to provide. For example, a paperless migrant, in addition to being exposed to natural hazards, might be exposed to abuse by people who might want to take advantage of his/her condition. DRM processes need to establish links with actors that can provide such specific support. In this example it could be human rights specialised NGOs and migration or welfare departments.
- **Who defines what an 'issue' is, is also a matter of power:** People will have different concerns, as well as shared ones. Excluded people will have their own issues, and these will reflect what makes them vulnerable to hazards and compound their level of risk. An inclusive DRM process will ensure that their issues are taken on board and that DRM priorities arise from a dialogue with the excluded people at risk, with a view to achieving greater equity by supporting them first and foremost.

WORKING ON TWO TRACKS

When working on the different areas (awareness/skills, plans/policies, services, collaboration), an inclusive DRM process works both with the individuals and on their environment. It does so in a dynamic way which has been referred to as the 'twin track approach' (see text box below).

The twin track approach is closely related to theories of change and rights-based approaches, calling simultaneously for:

- Individual change (e.g. information and awareness of right holders regarding their rights, opportunities, access to resources and services, etc.)
- Environmental/systemic change (institutional reforms promoting equality of rights in laws, policies, awareness of community members on inequitable practices and ideologies, resource allocation and monitoring, etc.)

The twin track approach provides a useful insight on how women, persons with disabilities (PWD) and other socially excluded groups can be included at all stages of the disaster risk management process:

- At individual level, specific measures such as targeted training and skills building, provision of assistive devices, household preparedness, etc., should be taken to inform, guide, orient, capacitate and empower the excluded. This is to enable them to come together and voice their concerns, set the agenda and be involved in decision making processes with regards to disaster risk management, so that their capacity to participate and act effectively in the event of a disaster is strengthened. An important way to empower the excluded is through the provision of personalised social support that assesses what is needed for them to get involved within mainstream activities and services, whether basic, or specialised.

- At environmental/systemic level, general disaster risk management systems and services (e.g. early warning systems, community shelters, or search and rescue services) should ensure equal access for the excluded. Specific services should be developed to address the additional needs of such individuals / groups in the event of a disaster. For that purpose, direct and indirect causes embedded in social systems and institutions (including in terms of access to resources, services...), which result in restricted participation should be identified and addressed.

Source: Preliminary Inclusive DRM Framework. Available at www.incrisd.org

Examples of practices that support a...twin track...approach

The following table illustrates how DRM can look along these two `tracks' and provides some practical examples collected during the drafting of the framework.

Awareness, knowledge, attitudes, skills (working on power with)

| Creating an Enabling Environment | Empowering Individuals |
|---|---|
| <p>Institutions are aware of the importance of DRM</p> <ul style="list-style-type: none"> For example, putting disaster on the agenda of small DPOs in India through training on disaster risk. Doing `resource mapping' to help identify best targets (i.e. institutions that can provide resources or are closer to the communities because they have work committees and structures that are more grounded), as has been done in Bangladesh. | <p>Individuals are aware of risk (as something that can be acted on/managed)</p> <ul style="list-style-type: none"> For example by creating a community-based platform to discuss risks with people in the community and challenge views that disasters cannot be prevented. Making the link amongst existing life concerns (e.g. on livelihoods) and DRM more obvious, so that people see the relevance of DRR in their daily life, such as in Sri Lanka, where DRM and livelihood projects are connected. |
| <p>Awareness of rights of excluded people by duty bearers on DRM (and of linked norms, legislation)</p> <ul style="list-style-type: none"> For example, by building a rapport with some duty bearers (key people, e.g. the provincial authority in Pakistan), or informing all members of an institution about a legislation on rights they are mandated to comply with through a circular, as has been done in India. | <p>Individuals are aware of their own rights/of a life free from fear</p> <ul style="list-style-type: none"> For example, by using participatory methods such as social mapping, asking precise questions of who is `in' and who is `out' that lead to identifying who deserves the most assistance can contribute to awareness of exclusion. Translating `rights' into something that people are interested in. |
| <p>Institutions have the mechanisms to carry out disaggregated analysis of risk, taking into account exclusion</p> <ul style="list-style-type: none"> Use of GIS maps/risk simulation with disaggregated data (there are pilots in Sri Lanka). Inputting collected data into government systems as has been done in India and Pakistan. Advocating for disaggregated data on people and not only infrastructure, as done in Bangladesh. | <p>Involvement in analysis processes to understand risks</p> <ul style="list-style-type: none"> For example, through participatory risk assessments that acknowledge different risks for different people planned at times that do not interfere with livelihoods (and in which risks to livelihoods also have a space in the analysis). |
| <p>Awareness of the need to provide (specific) services for excluded people in the context of DRM</p> <ul style="list-style-type: none"> Using risks assessments to identify what services might be needed (and then link with resource allocation within the plan) and participating in committees where those issues can be raised. | <p>Awareness of existence of services / responsible institutions</p> <ul style="list-style-type: none"> For example, sharing available information on government services with local committees. In Nepal, for example, there is technical assistance available to check the quality of local mitigation initiatives that communities do not use. Looking at these documents, making a simplified version, identifying the ones that are relevant to them, and sharing with the CBO might be a good way to go about it. |
| <p>Institutions identify and remove barriers to services/systems and facilities needed for DRM</p> <ul style="list-style-type: none"> For example, in Bangladesh business associations are employing people who have a physical disability, thereby giving them a livelihood option. | <p>Excluded people/groups can identify barriers to services/systems/facilities needed for DRM (and overcome them)</p> <ul style="list-style-type: none"> For example, by participating in a community level risk assessment. Pocket chart or other exercises that they can use to share past disaster stories. What did they do? Where did they get the information? Mapping how it was during the last disaster at the individual level, can help people to identify barriers. |

| Creating an Enabling Environment | Empowering Individuals |
|--|--|
| <p>Motivation to set and maintain services / systems (understanding their obligation and benefit)</p> <ul style="list-style-type: none"> For example, by making public any promises and commitments made through media, social networks and through local information boards. In Nepal, authorities have been invited to radio talk shows where they have been prompted to make concrete commitments. As many people listened to the programme, authorities felt compelled to act on their words. | <p>Motivation to access / use services / systems</p> <ul style="list-style-type: none"> For example, by doing mock drills that allow people to see how EWS will work. Involving people from the start in creating the services. In India, when making a cyclone shelter, people were able to choose the land and think about how they could use it in normal times. |
| <p>Institutions have the technical capacities and skills to fulfill responsibilities for inclusive DRM</p> <ul style="list-style-type: none"> For example, finding out ways to complement existing training, with information on how to deal with excluded people. Looking at existing training providers (e.g. Civil Defence / Red Cross) to insert inclusion within the training. Such training has been piloted and then revised. Before the training starts, work with other participants so that they have a more positive attitude towards participants from excluded groups. This can be done by talking to their leaders. | <p>Excluded people have the technical capacities and skills for inclusive DRM</p> <ul style="list-style-type: none"> For example, working with volunteers (in liaison with the fire/rescue departments). This helps when discussing e.g. how do you work with women in disasters in contexts when it is not appropriate to touch them? How can they become involved as volunteers? Building the confidence of excluded people whilst working with other participants so that the stigma is reduced. |
| <p>Institutions promote / facilitate / support training</p> <ul style="list-style-type: none"> For example, approaching the fire department to develop joint training programmes, or to show the need for developing a training scheme with specific targets, based on risk analysis information. | <p>Opportunities for training and accessing training (and other entitlements)</p> <ul style="list-style-type: none"> For example, making use of different training formats, considering also the time that is spent in training (when most excluded people need such time for their livelihoods), training people locally instead of in other locations/towns. |
| <p>Institutions are willing to listen/respond to the asks of excluded people/groups</p> <ul style="list-style-type: none"> For example, finding and approaching like-minded people within institutions willing to 'open doors'. Show what people can do, through evidence, or by doing something new to capture their attention. For example showing 'achievements' so that the institutions might become more interested, and change perceptions that excluded people have capacities that can be boosted up in dialogue with the institution. Showing, for example, that they are 'not just beggars'. | <p>Excluded people/groups are confident to claim their rights with those in power</p> <ul style="list-style-type: none"> For example, start by identifying key people who can be spokespersons, give them support, coaching, capacities to deal in negotiation. Start interaction in a non-threatening way, so that the interaction can start on an easy ground. Giving an institutional form to groups and initiatives might improve the likelihood to be heard. |
| <p>Channels to share DRM-related information reach that can be used by excluded people</p> <ul style="list-style-type: none"> For example, to take information from risk assessments to persons with disabilities or groups who will not normally attend DRM meetings, use courtyard meetings, targeted caregivers, religious gatherings, celebrations or reunions where they may go. Or go to their houses, door to door, as is done in Pakistan to reach out to refugee women who are not allowed to go out. | <p>Excluded people/groups are capable of articulating their asks/concerns on DRM and communicating them</p> <ul style="list-style-type: none"> For example, supporting excluded people's participation in public activities such as rallies or collecting their stories in formats that can be shared, and involving them in defining the process (for example making radio shows or videos). Use theatre, songs and other artistic expressions. In Sri Lanka, theatre groups had a basic script for a street performance and then participants could interact with the play. |

Engaging with others (linkages, collaboration...)

| Creating an Enabling Environment | Empowering Individuals |
|--|--|
| <p>Different institutions (govt. and other) get together and coordinate on DRM</p> <ul style="list-style-type: none"> For example, identifying key people within institutions that are responsible for maintaining contact helps coordination, e.g. in the face of disasters and having regular contact with them. In Bangladesh, there are joint assessment forms for disaster response that have helped coordination. | <p>Organised groups/CBOs representing the most vulnerable and with a DRM agenda exist (local task forces, self-help groups (SHGs))</p> <ul style="list-style-type: none"> For example, ensure that in group formation guidelines, there is an explicit mention of involving people who are excluded (however be careful not to get tokenistic participation to 'increase the numbers'). Work with existing groups and help them to 'see' the importance of DRM by involving them in a risk analysis that speaks to their own concerns (livelihoods, threats to the characteristics they share as a group such as age, or background, etc.). |
| <p>There are external conditions that help groups of excluded people come together</p> <ul style="list-style-type: none"> For example, working with leaders to open up spaces for women to get together or participate in mixed training sessions (with men) in Pakistan. | <p>Excluded people/groups able to ally / work together with like-minded organisations to claim their entitlements</p> <ul style="list-style-type: none"> For example, supporting the formation of forums like the district level DRM forum in Pakistan that interacts with line departments. |
| <p>Space for representation of DPO/CBOS in coordination mechanisms</p> <ul style="list-style-type: none"> For example, working with different stakeholders to revise guidelines or protocols of coordination mechanisms at district level so that community representatives and authorities can sit together, as has been done in Bangladesh. | <p>There are DPOs, CBOs or other groupings that represent excluded people and they become institutionalised</p> <ul style="list-style-type: none"> For example, providing support to community-based organisations to institutionalise (share information on formal registration processes, legal requirements, providing legal advice to them, etc.). |
| <p>Institutions representing excluded groups are accountable to their needs and aspirations</p> <ul style="list-style-type: none"> For example, working with institutions to translate information on decisions, plans and budgets into language and styles that can be understood and channeling it to the communities (radio, information boards, inviting institution representatives to visit local communities, involving them in social audits). | <p>Excluded people can influence and feel represented by groups that act on their behalf</p> <ul style="list-style-type: none"> For example, through representation systems that include complaint mechanisms which can lead to removing representatives, such as in Pakistan. |
| <p>There are spaces/platforms that enable civil society and rights holders to collaborate on DRM and share learning</p> <ul style="list-style-type: none"> For example, mixed committees at different levels, such as the ward disaster management committee set-up in Bangladesh, which helps to raise awareness with communities about disasters, and also ensures that there is more representation of community members in DRM processes. | <p>Excluded people/groups able to form alliances/work together and with like-minded organisations on issues that concern them and share learning</p> <ul style="list-style-type: none"> For example, in Pakistan, village-level disaster committees address not only flood disaster but also other community concerns and support individuals in the communities through a revolving fund. At the district level, a DRM forum involves representatives of community-based organisations of groups that are normally excluded (in this case PWD), that now liaise with line departments. |

Plans, laws and policies to support inclusive DRM exist

| Creating an Enabling Environment | Empowering Individuals |
|--|--|
| <p>Institutions make, implement and monitor plans and systems considering excluded people and groups, involving them throughout the process</p> <ul style="list-style-type: none"> For example, advocating for this by working in collaboration with a number of organisations (e.g. developing asks/policy briefs). Undertaking parallel work with national government (through targeted contacts with whom relations have been built over time. People who were already sensitive to these issues, the 'soft spots' in the institutions because of previous work, personal experience, etc.) to open up contacts / spaces with others. | <p>Excluded people/groups participate in the elaboration, implementation and monitoring of plans and systems and can influence them</p> <ul style="list-style-type: none"> For example, 'translating' norms and laws so that excluded people within the community can understand well and participate in the discussion. |
| <p>Policies and plans are supported by adequate and transparent resource allocation</p> <ul style="list-style-type: none"> For example, in Sri Lanka the planning process is carried out after the vulnerability capacity assessment. A number of actions are identified and prioritised together with all members of the community. Generally speaking, the government often has dedicated funds for preparedness activities. Actions identified in the plan need to be linked to resources under different sectors. For example, if the road needed to be elevated, funds for this were secured from other departments. | <p>Excluded people/groups have the capacity to influence and monitor allocation</p> <ul style="list-style-type: none"> For example, transparent/participatory budgeting. |
| <p>Control and accountability mechanisms are in place for inclusive DRM (ombudsman, watchdog, ...)</p> <ul style="list-style-type: none"> For example, India has ratified the United Nations Convention on the Rights of Persons with Disabilities (CRPD), but not the optional protocol. In this case, civil society organisations have come together to provide a shadow report on the performance of the state with respect to the UNCRPD. Article 11 is specific on situations of risk. The shadow report goes to the UN. | <p>Excluded people/groups have the capacity to monitor the implementation of policies</p> <ul style="list-style-type: none"> For example, in India, Disabled Peoples Organisations have prepared the shadow report for the UN and reported on how the state has performed in terms of the various articles in the UNCRPD including Article 11. |

Services/systems/ for inclusive DRM

| Creating an Enabling Environment | Empowering Individuals |
|--|--|
| <p>Existence of services / systems/ facilities to support inclusive DRM</p> <ul style="list-style-type: none"> For example, the work has contributed to improving the database that the district Welfare Department manages, so as to provide special support to people with disabilities. | <p>Access to services / systems/ facilities</p> <ul style="list-style-type: none"> For example, excluded groups have early warning systems designed with their involvement. In Nepal, people in the community (the elderly, widows, PWD) are accessing government support schemes. |
| <p>Services/systems and facilities are designed and managed responding to the needs of excluded people and needs</p> <ul style="list-style-type: none"> For example, in Pakistan organisations are working with the government on guidelines to ensure that services provided are sensitive to the needs of excluded groups including IDPs. | <p>Excluded people/groups have tailored services and systems</p> <ul style="list-style-type: none"> For example, in Bangladesh, some organisations support PWD to meet government officers of different departments (responsible for services that they might need or have adapted to meet their needs). In this way government officials know that PWD have issues that they need to address. |
| <p>Referral systems are in place to support inclusive DRM</p> <ul style="list-style-type: none"> For example, in India, (ADRA) quotas in poverty alleviation schemes implemented by the government (MNREGA) have been identified and eligible women and persons with disabilities have used these schemes and in the process increased the visibility of persons from socially excluded groups among service providers. Most often these schemes are underutilised as service providers seldom find the 'eligible socially excluded person'. | <p>Excluded people use referral systems</p> <ul style="list-style-type: none"> For example, in India, women and the elderly have used these services, encouraged by community volunteers from ADRA, who worked through a combination of methods, such as speaking with the person on a one on one basis, interacting with the decision maker in the family and in the community. In the case of the elderly accessing the poverty alleviation scheme, the 'job' was adapted to suit the person's capacity. |



THE DRM INTEGRAL APPROACH

ANNEX 3

THE DRM INTEGRAL APPROACH

DRM provides an integral approach to handling disaster risk. The thinking and conceptualisation around it emerged in the 1970s, and has been evolving ever since. This has allowed it to integrate new knowledge and also reflect new contexts such as climate change.

Getting too bogged down with definitions might therefore be unhelpful, but a basic understanding of the core concepts is key to understanding its potential to make people safer from disasters.

Disaster and disaster risk

Disaster is defined by the UNISDR as: a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of [the affected person], community or society to cope using its own resources.

Disaster risk, on the other hand, is defined as the potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period'.

Disaster Risk Management (DRM)

Disaster risk management is the systematic process of using administrative directives, organisations, and operational skills and capacities:

- *To implement strategies, policies and improved coping capacities*
- *To lessen the adverse impacts of hazards and the possibility of disaster.*

*DRM aims to **avoid, lessen or transfer the adverse effects of hazards** through activities and measures for prevention, mitigation and preparedness (UNISDR).*

DRM, as an integral approach, is comprised of different components or 'entry points' to tackling disasters and disaster risk. Practitioners work on different components of the approach (according to their organisational mandates, strengths and interests and funding possibilities, etc.).

The table in the following page, lists and defines some of the key ones and provides an insight into the opportunities for inclusion that each of them offer. Many of these ideas relate directly to what is discussed in other parts of the toolkits. Here we present them as an overview of some key issues to ignite further thinking and debate.

| | |
|---|---|
| Response | Thinking inclusion |
| <p><i>The provision of emergency services and public assistance during or immediately after a disaster in order to save lives, reduce health impacts, ensure public safety and meet the basic subsistence needs of the people affected [from the UNISDR glossary]</i></p> | <p>Who is provided with assistance and services?</p> <ul style="list-style-type: none"> • Excluded communities and individuals might be harder to reach, and often encounter significant barriers in accessing assistance and relief. • Excluded communities and individuals are likely to have specific needs, which might be forgotten in the hype of response. Is assistance targeted and tailored to them? • Excluded communities and individuals often already experience limited participation in decision making. Is their voice and space further reduced by the modalities of response? |
| Recovery | Thinking inclusion |
| <p><i>The restoration, and improvement where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors [from the UNISDR glossary]</i></p> | <p>Whose facilities, livelihoods and living conditions are improved? Whose risk is reduced?</p> <ul style="list-style-type: none"> • Excluded groups might compete with other groups to access resources, opportunities and to take important decisions for the future of their communities. Can inclusive DRM ensure that they have a say in the process, and is that recovery ultimately an opportunity for their empowerment? • Excluded groups often rely on intricate and complex livelihoods. For example, they might earn their living by having many small jobs, or having niche specialisations. Can DRM programmes appreciate the specificity and complexity of their livelihoods, rather than focusing only on the mainstream ones? • The aftermath of a disaster offers opportunities to reshape the environment and the social set up. Is the potential for reducing exclusion considered by recovery programmes? Are we using recovery as an opportunity to mitigate or reduce future disasters, for example by ‘rebuilding better’, do we also ‘rebuild more inclusively’? |
| Prevention | Thinking inclusion |
| <p><i>The outright avoidance of adverse impacts of hazards and related disaster [from the UNISDR glossary]</i></p> | <p>What preventable disasters do excluded people experience?</p> <ul style="list-style-type: none"> • Many preventable threats to excluded groups are often ‘invisible’ and not prioritised by decision makers. For example, the impact of repeated waterlogging might be more damaging to the health and livelihood of marginalised families than major flooding, and yet not addressed even when easily preventable. • Prevention builds on strong territorial planning, but excluded people might encroach precisely those areas that are marked as less safe and unfit. For example, migrant to urban areas might settle in mountain areas prone to landslides, river banks, and other hazardous places. How can DRM/DRR be better integrated in territorial and developmental planning to reduce risk for excluded people and yet support their livelihoods and aspirations? |

| | |
|--|--|
| Mitigation | Thinking inclusion |
| <p><i>The lessening or limitation of the adverse impacts of hazards and related disasters [from UNISDR glossary]</i></p> | <ul style="list-style-type: none"> • When we cannot remove a threat, or eliminate vulnerability, we can mitigate the potential impact of risk. We can build things that protect people from the hazards (such as a flood defence). Or we can leverage capacities so that people can respond better to risk and make themselves safe. Capacity building is a very important component of mitigation. Capacities are linked to the power that excluded people have. A focus on inclusive DRM enables practitioners to improve their capacity to analyse and work on power, opening up more possibilities to mitigate disaster. • Prevention or mitigation? The same risk might be tackled through prevention / mitigation / preparedness, and truly inclusive DRM/DRR would require that excluded people have a say also on these strategic choices. For example, people who are at risks from tsunamis would be safer if they moved further inland (prevention). But fishermen would lose their livelihoods (and would potentially become more excluded), and might prefer to invest in mitigation measures instead. • Both prevention and mitigation address root causes of disaster, and in many cases root causes of disasters might have commonalities with root causes of exclusion. Wearing inclusive lenses when working on DRM/DRR can lead to the strengthening of the impact of the work. It might lead not only to averting disaster, but also to creating positive changes in the lives of these who are excluded. |
| Preparedness | Thinking inclusion |
| <p><i>The knowledge and capacities developed by governments, professional response and recovery organisations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions. [from UNISDR glossary]</i></p> | <ul style="list-style-type: none"> • Not all threats can be prevented or mitigated. There will always be things that trigger disasters. Preparedness makes it possible to reduce the effect of a disaster by ensuring that communities know what to do to protect themselves, their livelihoods and their assets in the best possible way. • Some communities had willingly accepted threats (or consider them a 'lesser evil') and relied on preparedness as the option of choice. For them disaster is 'business as usual' and they might have developed coping mechanisms. For example some communities might accept they have to face floods and have learned how to cope with them, in exchange for easy access to more fertile land. Inclusive DRM/DRR brings these dilemmas into the open, and discusses options. It should ensure that reliance on preparedness is a choice, not a last resource. Inclusive DRM/DRR aims to give all people the chance to prevent and mitigate disasters, and to have 'preparedness' as a complement and not as a singled out option. • The reason that makes people excluded might also make them harder to reach by preparedness work. People with low literacy might find it hard to access information. Women in conservative societies might not have a chance to flee, even when informed of an impending threat. |

The bottom line is that reducing disaster risk and losses requires a systematic approach that integrates these components. This is because in reality, one component on its own may be sufficient to effectively protect people's lives, livelihoods, assets and environment.

For instance, if we work on flood preparedness, training communities to keep their assets protected and evacuate on time, this will not be of much help if early warning systems do not function properly. Likewise, our preparedness work will be like trying to cover the sun with our thumb, if the risk of flooding keeps rising because natural draining systems are intervened due to bad land planning or settlements interfere with the natural course of a river.

Therefore, investing in prevention can support preparedness and response and become a more sustainable and impactful way to tackle risk, especially when the number of disasters and disaster losses are on the rise. It is possible, for example, to work on prevention in the long term, and use preparedness as a stop gap measure.

Inclusive DRM or inclusive DRR?

The framework applies to both DRM and DRR because in practice both concepts focus on the idea that future disasters can be avoided or at least reduced, by reducing risks and containing impacts. Both DRM and DRR propose an integral **systematic** approach to managing and reducing risk that emphasises that there are many things that can be done so that disasters do not materialise, or their impacts are contained (tackling risks through prevention and mitigation, and reducing impacts through preparedness, and rebuilding back better).



GUIDANCE FOR REFLECTING ON AND COLLECTING DRM PRACTICES

ANNEX 4

GUIDANCE FOR REFLECTING ON AND COLLECTING DRM PRACTICES

This guidance will help to strengthen a collection of **practices of inclusion** in disaster risk management. It can be used:

- to **collect** evidence and document a practice;
- to **organise** the information when data collection has already taken place;
- to **spell out the most significant** aspects and lessons of DRM inclusive practices.

The guidance is based on sets of questions. These questions are organised around 4 main areas of enquiry:

- 1) An overview of context and 'inclusion' in the broader intervention.
- 2) The practice, its results and process.
- 3) Checking the quality of the inclusiveness of the practice.
- 4) Significant learning.

Selecting a practice to document

- These guidelines are for documenting practices **for reflection and peer to peer learning**. This is different than writing a case study for fundraising or media work.
- By 'practice' we mean a **specific initiative boiled down to the detail**, i.e. so that other people can 'see' and picture your activities. 'Mobilising people' or 'Raising awareness' are not practices but areas of work. And using jargon means that it is not possible to picture them!
- When selecting your practice, you might choose something that you think **went well...** but don't make your work sound easy by making it sound all good! We know this is never the case... You can also choose **something that did not go as expected**, but that you learned a lot from. Or something that is very new, and **has not been tried out much in the sector**. Whatever you choose, always remember this is for learning, not for 'showing off'!

1. PROVIDING AN OVERVIEW OF THE CONTEXT AND OF THE BROADER INTERVENTION

To situate the practice, provide information about:

- The context where the DRM practice has happened and
- Important features about the broader intervention

Context

| | |
|-----------------------|--|
| Overview | <ul style="list-style-type: none"> • Where is the DRM practice taking place? • What are the main features of the context? What is special / noticeable about it? • What DRM work is needed there? For whom? • In a nutshell, what is noticeable about the practice with regards to inclusion? |
| Power analysis | <ul style="list-style-type: none"> • Who is excluded? By whom? From what? • What specific barriers make the groups/individuals excluded? Consider: <ul style="list-style-type: none"> ○ location, status, ethnicity ○ access to services and infrastructures ○ level of information, knowledge, skills ○ personal attitudes ○ isolation, lack of linkages, low social capital ○ inadequate policies, laws (or implementation), social norms ○ institutional barriers (different institutions or mechanisms of social order such as government. but also family, educational, religious, traditional institutions) • What impact has exclusion had on their resilience to disasters? Do you have examples? |

The broader intervention

Explain how the practice fits into the broader intervention (the full DRM project or response)

| | |
|--|---|
| Risk / Vulnerability analysis | <ul style="list-style-type: none"> • What risk does the broader intervention address? How were these risks chosen? By whom? • Who is at risk? How? • Can you provide examples? |
| Stakeholder analysis | <ul style="list-style-type: none"> • Who has a stake in this DRM intervention? How are different actors being involved in the process? • What are their roles and responsibilities? |
| Inclusiveness of the intervention | <ul style="list-style-type: none"> • What aspects of the DRM intervention (e.g. risk identification, planning, targeting, participation of stakeholders, monitoring...) are inclusive? • What specific groups were included? How? • Did the 'inclusiveness' of the intervention evolve as it was implemented (e.g. new needs /new groups discovered; new modalities to ensure participation; new activities...) • What difference does 'inclusion' make for the intervention? • Can you give details and provide examples? |

2. TELLING THE STORY OF THE PRACTICE: 'The results and the process to get there'

It is important to present both

- the results (= the 'what') and
- the process leading to them (= the 'how').

Looking at results means explaining what CHANGE happen as a result of the practice, and for WHOM. Knowing the HOW is what actually makes a practice useful to other practitioners!

Looking at results: what change was achieved through the practice?

| | |
|---|--|
| Demonstrated changes when disaster strikes | <p>If a hazard hits individuals / community...</p> <ul style="list-style-type: none"> • Were individuals / communities more resilient and capable to respond to disasters, because of the practice? Is there any evidence? Can you give examples? |
| Anticipated changes | <p>If a hazard did not hit individuals / community:</p> <ul style="list-style-type: none"> • Are individuals / community more likely to avert / respond / cope with disaster? Which ones? Why? Is there any evidence? Can you give examples? |

Looking at process: how was change achieved?

Looking at process means explaining:

- How did change happen? Who did what? Who supported change? Who limited it?
- What challenges were encountered? How were they tackled?

| | |
|------------------------|--|
| Overall... | <ul style="list-style-type: none"> • ... did the process help to strengthen the power of excluded people to address disaster risk? • ... did the process manage to achieve any changes on groups and institutions around the excluded people (their environment)? |
| Specifically... | <ul style="list-style-type: none"> • ... on what areas did the practice intervene? (e.g. creating needed service systems and infrastructures, working on capacities, creating groups, partnership and linkages or by working on plans, norms, policies)? • ...did action take place at all necessary levels (from local to national)? With what institutions did it work? How was work at different levels linked? • ... with what sectors did the processes work to remove these barriers? • Can you provide details and give examples? |

3. CHECKING THE INCLUSIVENESS OF THE PRACTICE 'By looking at the 4 dimensions'

Having looked at results and processes, we need to double check how inclusive the practice was. Please reflect to what extent these 4 dimensions of inclusive DRM were considered in practice:



In this practice, can (and do) all people participate in DRM decision making? Can you give examples?

- Did all people have a **voice** to express all their concerns?
- How was **accountability** of the DRM process to them ensured? Consider for example: were they transparently informed about decisions? Could they give feedback? How was their feedback responded to?

Note: participation in decision making does not mean that people 'will sit in on meetings'. There are many ways in which people can be part of decision making. It also entails decision making about all project activities and processes and not only vis à vis government/other actors.



In the practice, does the process recognise diversity?

- Does it recognise that different people have **different power** and that they confront **diverse barriers**? Did the process recognise these people? And their barriers?
- Does the practice recognise that **risks are different** for different people? And that excluded people can face different threats?
- Does the practice recognise that there are **different sectors, institutions and levels** that can be relevant to the change sought?



In the practice, were DRM process / methodologies / strategies / outputs tailored to challenges?

- Are they **suited to the diverse groups and issues** identified?
- Are they **sensitive to different dynamics** - e.g. gender, conflict? And are there approaches for 'doing no harm'?
- Are they **flexible to changing contexts**?
- Can you give examples?



Did the practice achieve (or significantly contribute towards) the removal of barriers to inclusion?

- Do practices address causes of exclusion?
- Are the gains translating into power shifts?
- Can they be sustained? Are they owned by excluded people now more 'in'?
- Can you give examples?

4. SIGNIFICANT LEARNING

| | |
|--|---|
| What are the key learning points? | <ul style="list-style-type: none">• What are the most significant learnings on inclusion from this practice, regarding inclusive DRM, both before and after disaster struck? (focus both on successes and challenges) <p><i>Note: by 'learning' we mean something different from 'impact'. Impact is what you achieve. Learning is what you did not know before, that you discovered in the process. It does not matter if nothing was achieved, because things did not go as planned. It is about whatever could make you do things better in the future, now that you know.</i></p> |
| What 'tips' can be extracted? | <ul style="list-style-type: none">• Try to extract small tips on inclusion within the practice that can be used elsewhere. Say: "If you are working on inclusive DRM, one thing we tried out that worked very well is..." |

GIVE EXAMPLES!

It is important that as many points as possible are backed up with evidence.

Each example should **ideally**:

- contain basic information: names of people involved, location...
- be factual: should contain the relevant data and information to back up the point
- indicate its representativeness: is it an example that 'stands out' (if so, why?). Is it an example of a common practice? (if so: is it an example of what the majority of people do / think? Is it a smaller minority?)
- be accompanied by direct quotes when available
- be linked to other materials (e.g. pictures, videos, audio...) when available
- If you have a relevant example, but you have not got all the information, do share it regardless, with as much basic information as you can.

Note: these examples are not to be understood as long case studies! One well attributed quote accompanied with the information highlighted above, would be a relevant example. See the videos listed below for examples on examples!

5. TIPS FOR DOCUMENTING THE PRACTICE

There is not a standard way to document practice. Documentation does not need to be long, but try to cover as many points of the above as you can. Ensure that your documentation of the process can effectively capture the learning (how, why). You can use written reports, but also videos, photo essays and other means of communication.

Ensure that your documentation contains

- Acknowledgements
- Information about the sampling (How were the locations chosen? Who were the key informants?)
- Information about the methodology (What approach did you use for the study?)
- Samples of tools used, when relevant (e.g. questionnaires, guiding questions)
- List of abbreviations
- List of places visited and people interviewed

Using clips / videos to capture examples / evidence

Examples from the field work done so far. Each video is very short and accompanied by brief information that puts it in context.

Videos from Bangladesh:

<https://www.youtube.com/playlist?list=PL4UoaNPvyAp6L5aAMcOOoMhITzulBMq1y>

Videos from Nepal:

https://www.youtube.com/playlist?list=PL4UoaNPvyAp5EJnNySVf_pZ0PF9iVlzLW

Videos from Pakistan:

<https://www.youtube.com/playlist?list=PL4UoaNPvyAp5vqDE8ePQV8oLPNL1o-EkE>



Q&A



PHOTO : HANDICAP INTERNATIONAL

Q&A

This section responds to certain basic questions asked by practitioners and other actors involved in the process of elaborating the framework. The Questions and Answers (Q&A) are arranged into five broad topics - General, Dimensions of Inclusion, Assessing the level of inclusion in DRM practices, Cartoons and Toolkit that further explain concepts related to inclusion and Inclusive DRM, clarifying concepts related to the framework and the tools used to illustrate the framework.

The Q&A, also, briefly explains the use of the toolkit and provides pointer to additional web-based resources that the practitioner may use and contribute to.



TOPIC: GENERAL

• Who is this framework and toolkit for?

This framework and toolkit are first and foremost for practitioners working on people-centred DRM/DRR. The contents of the resources assume that audiences have experience in the sector, such as is the case with the DIPECHO partners, and that they want to build their capacity on inclusion. The framework and toolkit will be especially relevant to project managers, project coordinators, and technical and policy advisors in charge of designing, implementing and evaluating DRM/DRR at all levels, and who are working on different components of integral approaches to these initiatives. During the process of developing and validating the framework, government officials, academics and other actors found it a useful approach to their own work on DRM. The framework has also been helpful when talking about inclusion in other sectors, such as education, or health. There are many ideas on how to make the framework 'speak' to other actors in the toolkit (check the section '*Using the framework for...*').

• What is inclusion?

Inclusion is about 'being in', i.e. having the possibility to engage with others. It is about having a say on an issue, or taking part in joint action. It is like being in a 'circle'. Since there can be many different types of circles, it is important to ask 'inclusion **in what?**' and 'included **by whom?**'.

• What is inclusive DRM?

Inclusive DRM ensures the full and meaningful participation of all groups and individuals in identifying and reducing risk. In doing so, it promotes equality of rights and opportunities in the face of risk, appreciating and responding to people's diverse characteristics, capacities and vulnerabilities. By removing barriers that keep excluded people out and transforming power relations, it contributes to everybody's resilience. The bottom line of inclusive DRM is that everybody is safer, and no one is left out.

• Don't we need to make a case for inclusive DRM?

Many practitioners and government officials were consulted when the framework was being developed to see if they thought there was a need to make a stronger case for inclusion. People said that the challenge was not to convince people about the need to make DRM inclusive, but to show how to go about it. This is the aim of the toolkit.

• Is this framework for inclusive DRM or also inclusive DRR?

Both disaster risk management and disaster risk reduction are integral approaches to reduce disaster risk and disaster losses. The difference between them can be a subject of discussion, as there are some schools of thought that make more distinctions between them than others. But any such differences do not affect the applicability of the framework to either approach. The framework focuses on what 'inclusion' is in the context of any work to reduce risk and diminish disaster impacts. Moreover, because the framework focuses on inclusion, it can be adapted to any other sector. The toolkit is DRM/DRR specific in that it is constructed on the basis of DRM/DRR examples and processes within the areas of work where DIPECHO partners have greater experience.

TOPIC: DIMENSIONS OF INCLUSION

- **Are all the dimensions of inclusion equally actionable?**

All dimensions are equally actionable. How much you do on each will depend on your vision, your ambition, your capacities and your context, at a given time.

- **Why do the dimensions of inclusion appear in a different order throughout the toolkit?**

The four dimensions are essential aspects of inclusion that travel together; they are not steps to follow in a process. The toolkit presents them in a particular order. However, in some parts of the toolkit we have intentionally changed this, so that readers remember that they can go in any order. They are not a sequence of actions, but things we want to see in **each** step of what we do to call our DRM work 'inclusive'.

- **What can I use the framework for?**

For anything you can imagine! To guide the assessment, design, implementation, monitoring and evaluation of a DRM initiative. To collect evidence for advocacy, to frame discussions for learning, as a health check for government policies, or for your own organisation. In the framework and toolkit there are many examples of what you can use it for, particularly in the section *Using the framework for...*

- **How can I share the framework with the communities?**

The framework was designed primarily for practitioners. However, the framework and toolkit can be adapted to discuss inclusion with communities and any other stakeholders. The dimensions and levels within each are illustrated in a set of cartoons to make this easier. The text in the cartoons is short and each cartoon has an accompanying description of the 'features' it represents. This description can be used as guidance to draw new cartoons that speak more to each local context. The cartoons can be changed as long as they depict and capture the features for each level.

- **Why do I need to look at all 4 dimensions of the framework instead of selecting the ones that are most important to me?**

Inclusion requires all 4 dimensions. They are 'essentials' to any DRM action. What you can choose is how to combine them (more of one, less of another). If you are blind to one dimension, your work will not be inclusive. But if you do not tackle a dimension but you are aware of it, your work might still qualify as 'inclusive DRM'. For example, you might choose not to challenge sensitive social norms at the beginning of your engagement in a community, and rather work to create trust and opportunities to tackle them at a later stage. What matters is that your long-term strategy for engagement looks at all 4 dimensions.

- **Why can't we have quantitative indicators for each level of achievement for the dimensions?**

An indicator alone – quantitative or qualitative – cannot capture the quality of inclusion. An example is 50% of women participating in a group meeting. This indicator could only have meaning if we know the following: "Is it easy to bring women into meetings in this context?" "Who are these women?" "Are they the better-off ones or the most marginalised ones?" "Do they actually have a say at the meeting?" "Can they act on decisions made?" "Are they likely to continue coming?" A regional framework cannot answer these questions for each particular context. In the section *A Framework for Inclusive DRM* there is a text box with more discussion points. The bottom line is that the dimensions will lead you to ask questions about what inclusions you are achieving. And these questions will lead you to design your indicators.

- **Why is one dimension called 'participation in decision making' and not just 'participation'?**

Participation is a very broad concept, which is understood in many different ways. In this framework, 'participation' applies to all dimensions. 'Tailoring Approaches', 'Removal of Barriers', 'Recognition of Diversity' all involve participation. Other forms of participation (such as being involved in one activity) are also important for DRM. 'Participation in Decision Making' spells out one specific aspect of participation. It means that people are able to influence the decisions that affect them and can renegotiate power relations that underpin exclusion.

TOPIC: ASSESSING THE LEVEL OF INCLUSION IN DRM PRACTICES

- ***What do you mean by 'DRM practices'?***

By 'practices' we mean any DRM initiative or activity, in any specific area, at any level, by any actor. The important thing is that it needs to look like a 'practice'; that is, it must boil down to the level of detail that will allow us to 'see' what the initiative or activity is about and how it was done. For example, 'Mobilising people' or 'Raising awareness' are not 'practices', because we cannot visualise them. In general, the jargon stops us from picturing what we are talking about. We need to describe the work so that we can tell 'how' people were mobilised, step by step. Then we can assess if the process was inclusive.

- ***How can I use the scoring?***

The scoring alone is meaningless. It is the entire assessment that matters; this includes the scoring and justification, assessing whether the level of achievement is good enough, identifying what else could be done and documenting how change happened (or did not happen). If we are unable to show any change, documenting what we did becomes very relevant for learning.

- ***What do we do if different people score the dimensions differently for the same DRM practice?***

It is very likely that different people will score things differently. Their understanding of the dimensions will be different, and they will interpret the information they have in various ways. You can focus on the 'because' and check if the case is strong enough to justify the scoring. The description of each level and the cartoons should allow you to identify the strengths of the practice and to what extent the features of each dimension are present.

- ***If the assessment can be subjective, will I be able to compare results over time?***

You can use the assessment to track progress over time by applying the framework to your work over the years. The scoring may be subjective because you do not have a good understanding of the dimension, or because you understand it too well and realise that its potential was not achieved. However, the narrative - the story you tell - can allow you to track changes in the way a DRM initiative or activity was conceived and implemented from an inclusion perspective. It does not matter if, for example, the second time you apply the assessment the score is lower, since you have increased your capacity to challenge yourself or you notice forms of exclusions that you did not consider at the start. What you want to do is to tell the story of your effort. This is what counts.

- ***How were the levels of achievement defined?***

The levels were inspired by real examples from DRM initiatives in the region and beyond. The features of each level were discussed in meetings and workshops with practitioners. The final fine-tuning was influenced by the 'power cube', a framework that defines different levels of power which underpin inclusion/exclusion dynamics. You can find a link to the power cube in the section *A Framework for Inclusive DRM* and in the *Tools Catalogue*.

- ***Are the higher levels of achievement realistic?***

Higher levels are aspirational. That is, it will probably be very hard to find many examples of those levels in our practice today. They represent a level of achievement that we should aim for, that we think could be attainable in the future. Notwithstanding that, there will always be room to become more inclusive, even after that! This should not be considered frustrating. It is actually more honest, and might help us to conceive long-term strategies to achieve this ambition.

- ***Does a higher level of achievement require going through the other levels to get there?***

No, you do not need to go through lower levels of achievement first. Levels of achievement are representations of different scenarios of inclusion, not steps or a process. A DRM intervention can indeed start at a medium or high level of achievement because of the way it was designed and implemented, without it having gone through the processes depicted at lower levels.

- ***Can a practice score low in one dimension and very high in another?***

It is likely that practices will score differently in different levels. A practice can be very strong in recognising diversity, but the approach might still be very much blanket cover and therefore it will rank low on the 'Tailored Approach'. Likewise, Participation in Decision Making' can be ranked very high, but if only one group is participating, 'Recognition of Diversity' will be low because diversity was not recognised.

- ***Will people become frustrated if they do not score high?***

The framework was designed as a thinking tool, to challenge our mindsets, and to promote critical reflection and learning. The framework helps us to visualise how the work could look. It does not say 'this is easy'. Otherwise we would not have identified the need to strengthen our capacities in this area. This framework and toolkit arose from the realisation that inclusion, when working in the challenging contexts where we operate, is actually hard to achieve, and takes time, effort, and expertise. Frustration can only arise if the framework is misunderstood. If it is used how it was intended, a practice that scores low will enable practitioners to see the opportunities that lie ahead to make it become more inclusive. And this will be good news.

- ***How can we track impact without number-based indicators?***

Number-based indicators hardly ever track impact. They can measure how many people attend a meeting or a rally, or how many people receive training. But this does not equal 'change', which is what you need to show in order to talk about impact. Impact is the positive change that results from what you do. In this context, it is the difference between what it was before, and how it is now as a result of efforts, in terms of inclusion and safety of people at risk. In order to use numbers to monitor that change, you would need to set up very complex statistical systems and even then, you would not be able to explain how change took place. And if you can explain it, you cannot attribute it to your actions. This is why the framework focuses on the explanation of the process as a means to measure efforts.

TOPIC: CARTOONS

• *What are the cartoons?*

Cartoons illustrate scenes that represent the different levels of achievement for each dimension of inclusion proposed by the framework. Each level of achievement could have been represented by many other scenes. What is important is to focus on the basic features of the level. These basic features of each level of achievement have been described in the framework and can be used as guidance to discuss what other scenes could represent that level. You can contextualise all cartoons using this guidance.

• *What can I use the cartoons for?*

The cartoons can be used to learn about the dimensions in a fun way. Characters, scenes, and the issues highlighted have all been designed to help us go deeper into the different aspects of each dimension of inclusion without having to resort to long explanations. They can be used in workshops, meetings and presentations to build understanding on inclusion and how it relates to DRM. Cartoons can also be used to score a practice (and by 'practice' we mean literally everything we can imagine that relates to DRM, from the smallest activity to an international policy framework). Cartoons can also give us a sense of direction, of 'what next', when we look at the higher levels represented. There are many ideas hinted at in the cartoons that can inspire practitioners wishing to become more inclusive.

• *What should I pay attention to when looking at the cartoons?*

Every detail of each cartoon is there to represent something. The characters, what they say, where they are, how they talk, to whom, what specific issues they are raising, etc.

• *What if a cartoon shows something that is also relevant for another dimension?*

All cartoons have elements of other dimensions than the one they are primarily meant to illustrate. This is because the scenes represent real examples and in real life dimensions are interlinked. You are first and foremost meant to look at them through the lens of the dimension it proposes. However, you can make a note about what you 'see' in relation to other dimensions in the cartoon you are analysing and use this as a discussion point during training. The key would be to discuss 'why' you think that cartoon applies to another dimension. You can also check the cartoon against the features of the other dimension you think it relates to, to decide to which level it corresponds. This can also be an interesting discussion in a training session!

• *What happens if some of the scenes do not apply to my reality?*

The framework was designed to apply to an entire region so cartoons will never apply fully to one particular country or context. This does not have to be a problem as long as you are able to use them to discuss what each dimension might entail and the features of each level of ambition. However, you can also adapt the cartoons, using the features described for each level as guidance.

• *What happens if my practice shares some of the features of the cartoon, but not all?*

If you can see some features of the level of achievement in your practice, but not all of them, look at the cartoon below that and check if it represents where you are better. You are allowed to score somewhere in the middle too. What is important is not to become too concerned with the scoring, but pay attention to the case made to justify it. When making the case you can bring in information (quantitative and qualitative) that will help you assess whether you are at a lower or higher level of ambition.

• *Where do the cartoons come from?*

Cartoons were drawn by one of the consultants who developed the framework in consultation with INCRISD partners. They are inspired by real examples from different countries visited and have been fine-tuned after being tested in workshops.

TOPIC: TOOLKIT

• **Who is the toolkit for?**

The toolkit is aimed at practitioners wishing to improve the quality of inclusion in their DRM work, or to promote inclusion in other programmes, projects and policies through advocacy, by building capacity, etc. However, other types of actors - such as government officials - have found it useful. The toolkit can be adapted by any type of actors engaged in DRM. In the section *Using the framework for...* there are practical tips on how the framework can be used for different activities, and how these activities can be used to share the framework with others. Also, cartoons can be adapted according to the local context for use with local communities. The descriptions of the features of each level of achievement explain what the scene needs to represent. As long as this is respected, all the cartoons can be replaced with scenes that fit the context.

• **Why is there no checklist of excluded people in the toolkit?**

Because of its nature, exclusion cannot be pre-determined or pre-identified through a checklist. To know who is in and who is out, we need to have a process informed by strong context and power analysis. Checklists are shortcuts that do not lead us where we need to go for inclusive DRM.

• **What happens if I cannot find the tool that I need in the catalogue?**

The list of tools in the *Tools Catalogue* is not exhaustive. It is there to show that there are many tools out there that can be used when working on inclusive DRM. If you need a tool that is different from the ones listed, you can start by checking with your colleagues and partners. There are also many knowledge management portals, such as www.preventionweb.net/english/professional, where you can search for specific tools and resources. You can 'screen' tools by using the framework to check if they are suitable and robust enough for inclusion. If you find one that you like, please contact info@incrisd.org so that it can be added to the catalogue.

• **Why is my tool not in the catalogue?**

The tools in the catalogue were proposed by INCRISD and partners and screened by the team who put the toolkit together. New/alternative tools are welcome! If you have another tool to share please send a link and basic information about the tool to info@incrisd.org so that it can go in the online *Tools Catalogue*. You can check beforehand to see what information will be required.

• **Why are there no videos or examples of practices from my country?**

Videos are from Bangladesh, Nepal and Pakistan because those were the countries visited by the team who fine-tuned the framework. It is hoped that the repository will grow over time and include videos and examples from all countries in Asia and beyond.

• **How can I include my videos in the catalogue?**

To include your video in the *Learning Pills Catalogue (Video)* please upload it to YouTube. Contact info@incrisd.org with the relevant information for each video and the link so that it can be added to the catalogue. You can look at the catalogue to check what information will be required. If you are unsure about something you can leave that box empty, but try to give as much information as you can.

• **How do I get my practice included in the case studies?**

There are guidelines at www.incrisd.org to help you put together a case study to include in the toolkit. Please refer to them, write up your case study and send it to info@incrisd.org so that it can go online.

• **What is the difference between a case study and a success story?**

A **success story** highlights what went well, and the impact of an initiative or action. Success stories are normally used to show impacts, attract funding, or to profile the work of an organisation in front of their audiences (including the media) more generally. A **case study** is an in-depth analysis. It explores both what went well and what did not go so well. Case studies are usually used to capture how change (impact) was achieved for the purpose of learning and critical reflection. The emphasis is on the process, not just the results.

• **What can I do if I have questions that are not answered in this Q&A or in the toolkit?**

You can go to the *Forum* at www.incrisd.org and ask your question there so that we can help you.



THE TOOLBOX

THE TOOLBOX

The Toolbox is a collection of resources that is available in this folder, or as an online resource, to support users while using, promoting, adapting, debating on and providing training on Inclusive DRM.

It is hoped that the online resources will be enriched by contributions from users.

RESOURCES : ADDITIONAL TOOLS



This tool is a collection of cards with cartoons illustrating the levels of achievement within each of the 4 dimensions of inclusion. It may be used as a reference aid for trainers conducting their own training programmes on the Inclusive DRM Framework.

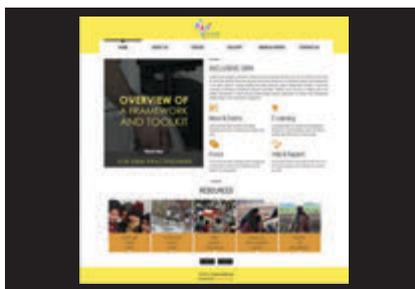
CARTOON GUIDANCE _____



This catalogue presents a selection of guides and manuals on different aspects of DRM work. These products can be adapted and used to learn how to tackle inclusion challenges, including working with specific groups such as people with a disability, women, children, elderly, people who are displaced, etc. It also includes general DRM resources that can orient newcomers to the sector. It is hoped the catalogue will be expanded based on contributions from practitioners on resources that they have found useful to do inclusive DRM.

TOOLS CATALOGUE _____

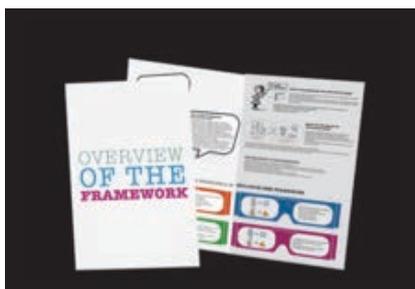
RESOURCES : ONLINE TOOLS



The online resources contain training tools for practitioners to conduct and adapt the resources to their own training on Inclusive DRM. It includes 'Learning Pills Video Catalogue' that indexes a series of short clips collected to highlight aspects of inclusion, a 'Case Study Library' and 'Tools Catalogue' that presents a selection of guides and manuals on different aspects of DRM work.

ADDITIONAL ONLINE RESOURCES _____

RESOURCES : COMMUNICATION TOOLS



A poster that sums up the framework, 4 dimensions of inclusion and the key questions.

OVERVIEW POSTER _____



A short leaflet illustrating 'dimensions as lenses'.

4D LENSES _____

RESOURCES



The resource CD contains soft copy of the framework and toolkit and necessary resources relevant to project managers, project coordinators, technical and policy advisors for designing, implementing and evaluating DRM initiatives at all levels, and working on different components.

RESOURCE CD _____



Handicap International is an independent and impartial international aid organisation working in situations of poverty and exclusion, conflict and disaster. Working alongside persons with disabilities and other vulnerable groups, our action and testimony are focused on responding to their essential needs, improving their living conditions and promoting respect for their dignity and their fundamental rights.



ActionAid is a global federation working to end poverty and injustice with thousands of communities and millions of people across the planet. We are committed to using human rights based approach to development, transforming power relations in every community and country where we work. Our distinctive approach prioritises the active agency of people living in poverty, supporting them to become conscious of, organise and claim their rights, holding the powerful to account.



Oxfam is an international confederation of 17 organizations networked together in more than 90 countries, as part of a global movement for change, to build a future free from the injustice of poverty. Oxfam works directly with communities and we seek to influence the powerful to ensure that poor people can improve their lives and livelihoods and have a say in decisions that affect them.



Humanitarian Aid and Civil Protection

The EU's humanitarian aid funds relief operations for victims of natural disasters and conflicts outside the European Union. Aid is provided impartially, directly to people in need, without discrimination of their race, ethnic group, religion, gender, age, nationality or political affiliation.

Disclaimer: This document covers humanitarian aid activities implemented with the financial assistance of the European Union. The views expressed herein should not be taken, in any way, to reflect the official opinion of the European Union, and the European Commission is not responsible for any use that may be made of the information it contains.

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