Road Map to Community Resilience v2

OPERATIONALISING THE FRAMEWORK FOR COMMUNITY RESILIENCE THROUGH THE ENHANCED VULNERABILITY AND CAPACITY ASSESSMENT (EVCA)

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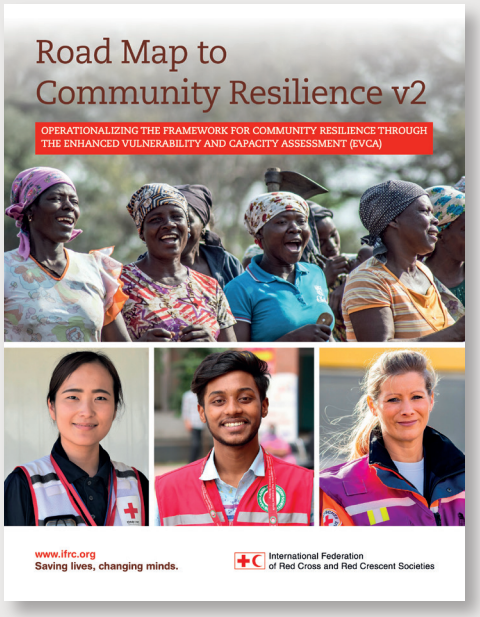

Cover
Top: Women supported by a German Red Cross agriculture and resilience programme in a village in Mozambique. Below: Our staff and volunteers reach out to the most vulnerable across the world.

Photos by Aurélie Marrier d'Unienville/IFRC | Ibrahim Mollik/IFRC | Sajid Hasan/IFRC | Philipp Köhler/German Red Cross

Back cover:
From left: Our work in Syria, Venezuela, Belarus and Pakistan.

Photos by Syrian Arab Red Crescent | Venezuela Red Cross | Belarus Red Cross | IFRC staff

Lezlie C. Morinière and Marilise Turnbull, IRMA, for International Federation of Red Cross and Red Crescent Societies

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Operationalising the Framework for Community Resilience through the Enhanced Vulnerability and Capacity Assessment (EVCA)

The International Federation of Red Cross and Red Crescent Societies (IFRC) is the world's largest humanitarian network and reaches 150 million people in 192 National Societies through the work of over 13.7 million volunteers.

Together, we act before, during and after disasters and health emergencies to meet the needs and improve the lives of vulnerable people. We do so without discrimination on the basis of nationality, race, religious beliefs, class or political opinions.

Guided by Strategy 2030, we strive to enable people to anticipate, respond to and quickly recover from crises; lead safe, healthy and dignified lives, and have opportunities to thrive; and mobilise for inclusive and peaceful communities.

Our strength is in our volunteer network, our community-based expertise and our ability to give a global voice to vulnerable people. By improving humanitarian standards, working as partners in development, responding to disasters, and supporting healthier and safer communities, we help **reduce vulnerabilities, strengthen resilience and foster a culture of peace around the world**.

ACRONYMS

1BC	One Billion Coalition
3W	Who, Where, What
ARCS	Armenian Red Cross Society
BDRCS	Bangladesh Red Crescent Society
CEA	Community Engagement and Accountability
CRT	Community Resilience Team
DRR	Disaster Risk Reduction
ERC	Egyptian Red Crescent
EVCA	Enhanced Vulnerability and Capacity Assessment
FCR	Framework for Community Resilience
HES	Household Economic Security
HR	Human Resources
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
KRCS	Kenya Red Cross Society
LGBTQ	Lesbian, Gay, Bisexual, Transgender, Queer
MEAL	Monitoring, Evaluation, Accountability and Learning
NbS	Nature-based Solutions
NGO	Nongovernmental Organisation
NS	National Society
PASSA	Participatory Approach for Safe Shelter Awareness
PKSPL-IPB	Centre for Coastal and Marine Resource Studies - Bogor Agriculture Institute
PMI	Indonesian Red Cross Society
PNS	Partner National Society
PRCS	Palestinian Red Cross Society
RCRC	Red Cross Red Crescent
RCS	Red Cross Society
RCSC	Red Cross Society of Côte d'Ivoire
RCST	Red Crescent Society of Tajikistan
R2R	Road to Resilience
SMS	Short Message Service
ToT	Training of Trainers
USAID	United States Agency for International Development
VCA	Vulnerability and Capacity Assessment
WASH	Water, Sanitation and Hygiene
ZRCS	Zimbabwe Red Cross Society

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A cyclone preparedness workshop at a refugee camp in Cox's Bazar, Bangladesh.

Photo by Shourov Sobahan/IFRC

Overview

Who is this guide for?

The *Road Map to Community Resilience v2*—operationalising the Framework for Community Resilience (FCR) through the Enhanced Vulnerability and Capacity Assessment, or **R2R via EVCA**—is for National Society staff and volunteers, the IFRC and its operational partners, who want to help communities become safer and stronger.

What is this guide for?

The *Road Map to Community Resilience* via EVCA provides step-by-step guidance on how to operationalise the International Federation of Red Cross and Red Crescent Societies' Framework for Community Resilience using the EVCA process. It will help you coordinate programme teams in your National Society or branch, and work alongside other stakeholders to enable communities to assess risk and become more resilient in the face of hazards and threats.

What is different about this version and how does it relate to the EVCA?

The key changes in version 2 of the guide include moving from 6 characteristics to 11 dimensions of resilience, using simpler language, and adding a climate smart landmark

This document, version 2 of the R2R, features changes based on learning from applying the R2R since 2017. The key changes include moving from 6 characteristics to 11 dimensions of resilience, using simpler language, and adding a climate smart landmark.[1]

A fundamental change is the integration of the Enhanced Vulnerability and Capacity Assessment (EVCA) into the *Road Map to Community Resilience*. For the first time in this document, the **two processes have been aligned**, combining the VCA/EVCA[2] experience with R2R's community-driven process and the three RCRC services: accompany, enable, connect.

This important integration aims to provide National Societies and volunteers with **one general pathway to support communities in strengthening their resilience**. Stage 2 below describes the enhanced VCA process (i.e., replacing the separate EVCA guide) and suggests some ways to strengthen communities' agency when context and volunteer skills allow.

1. Landmarks indicate key elements of our approach, and include: risk-informed, holistic, demand-driven, people-centred and inclusive, and climate smart.
2. The EVCA assessment process and tools have been adapted to better analyse the dimensions of resilient communities, and include climate change and gender and diversity considerations.

What is in this guide?

Each journey will be different so contextualise this guidance document to your setting

The R2R via EVCA includes an introduction and four sections that describe the main stages of your journey to building community resilience (see Figure 1).

- **Orientation** explains what is different about resilience when compared to other types of programming goals, and why resilience is relevant to communities in all contexts, as well as to National Society and IFRC staff and volunteers.
- **Stage 1: Engage and connect** explains how to involve all sectors of your National Society in resilience-building, how to engage communities, and how to link communities to other actors. It also provides advice on which communities to work with, and how to help them define and establish internal roles and responsibilities during the stages that follow.
- **Stage 2: Understand risk and resilience** uses the EVCA and explains how to guide communities when they identify and assess hazards or threats, exposure, vulnerability and capacity, and measure their risk and resilience.
- **Stage 3: Take action to strengthen resilience** explains how to accompany communities to develop and implement a *risk-informed community action plan,* connecting them to other stakeholders as pertinent.
- **Stage 4: Learn** explains how to guide communities as they track their progress, learn from good practices and mistakes, and adapt their plans accordingly.
- **Reference sheets** provide more detail, to keep the main text concise. EVCA toolbox materials are also included. While designed to assist readers less familiar with resilience-building, they also provide more detailed techniques, glossaries and games. **Reference Sheet A** is a reading list.

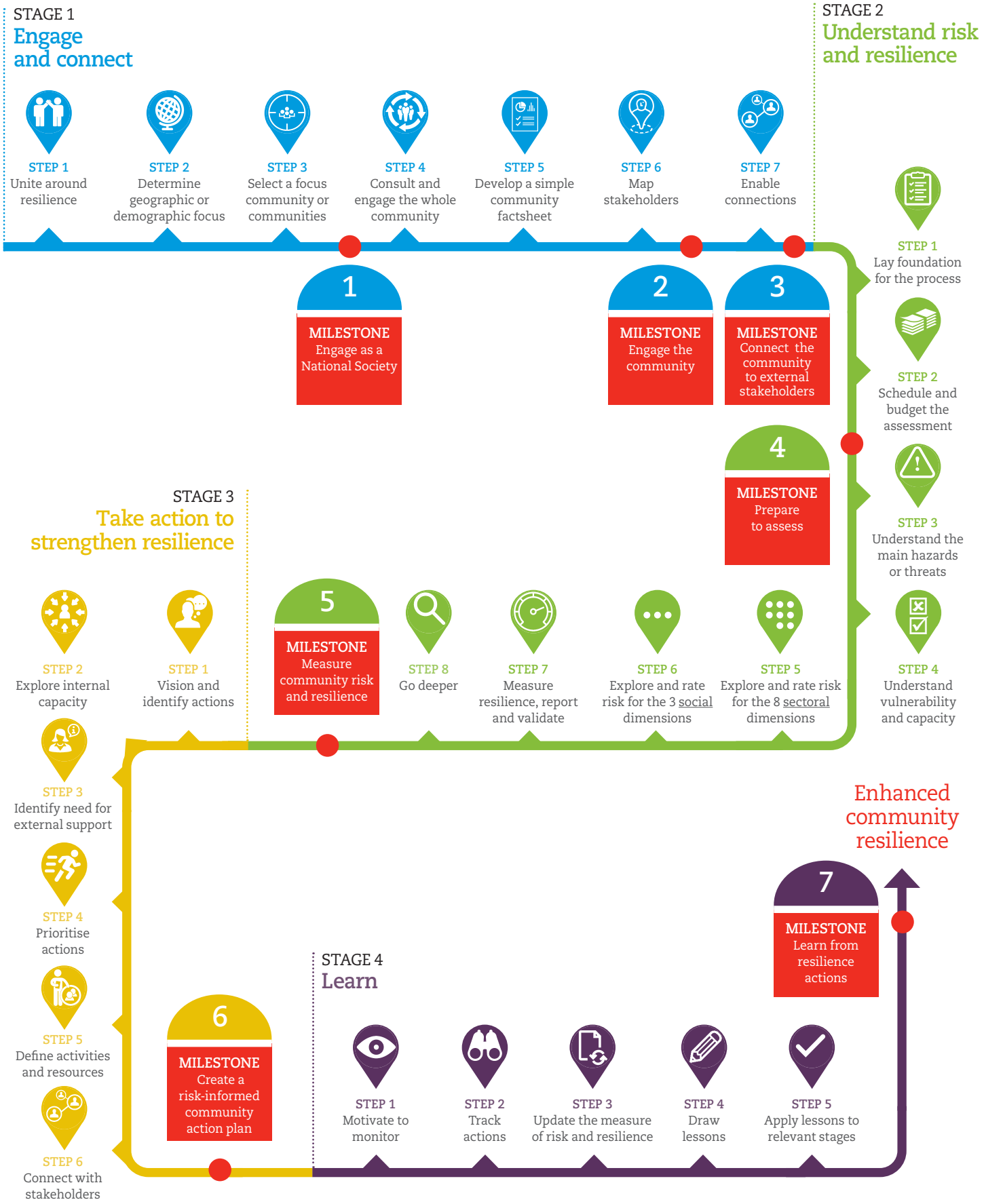
Each **stage** of the *Road Map to Community Resilience* journey includes:

- **Milestones** to aim for and to gauge progress.
- **Steps** that should be taken to reach the milestones.
- **Tips** and **examples** to ground the guidance and share learning.
- **A travel log** providing a checklist, often differentiated between a community-led and a more strongly accompanied process.
- You will also find **landmarks** to guide your approach. These are described in the *Orientation* section.

As you use the R2R via EVCA, remember that every community is unique: in each case, you will need to adapt the path you guide the community on.

Contextualise this guidance document to your setting (depending on whether you are focused on developed or less-developed contexts; urban, peri-urban or rural areas; settled or migrant communities, etc.), taking into account sociopolitical, environmental and economic factors that affect how people think and behave. Each journey will be different, reflecting a community's identity, the length of time you work with it, when you work with it, where it is located, and the diverse individuals who are its members, and each community's partners and connections.

FIGURE 1: Stages on the *Road Map to Community Resilience* through EVCA



Red Cross volunteers plant casuarina trees in Cemare, Indonesia. The trees will slow dangerous windstorms that hit the island every year. The American Red Cross has supported the planting of more than 120,000 casuarina trees.

Photo by Jenelle Eli/American Red Cross

Orientation: What is community resilience?

Resilience has become a top priority for many organisations working in humanitarian action and development, including the IFRC. This section explains the IFRC's approach to resilience, including what your National Society will need to do differently.

The IFRC focuses on **community resilience**.

Definition: Community resilience

The ability of communities—and their members—exposed to disasters, crises and underlying vulnerabilities, to anticipate, prepare for, reduce the impact of, cope with and recover from the effects of shocks and stressors without compromising their long-term prospects.

Resilience is readily aligned with the International Red Cross and Red Crescent Movement's Fundamental Principles (see **Reference Sheet B**).

Resilience is readily aligned with the International Red Cross and Red Crescent Movement's Fundamental Principles

Research carried out by the IFRC in the Asia Pacific,[3] Latin America and the Caribbean shows that resilient communities have six[4] specific characteristics (see Table 1).[5] Recent applications of the *Road Map to Community Resilience* have highlighted the need to further breakdown the **six characteristics into 11 dimensions** that reflect the RCRC's areas of work or expertise, making it applicable to programming (see Table 1).

Using these 11 dimensions, it is easier to engage and accompany communities to discuss their relevant resilience dimensions and how they relate to risk (and its determinants: vulnerability and capacity). This establishes how the community perceives its vulnerabilities and capacities, and guides them to assess these across the 11 dimensions, enabling a more measurable approach.

3. Available here via the extranet of the IFRC (FedNet).
4. Originally, six characteristics were proposed. The first—very complex—one has been separated into five sub-dimensions, and a new dimension on inclusion was added under community cohesion.
5. In the IFRC, notably in the Framework for Community Resilience, we speak of the 'characteristics' of resilient communities. These align readily with the human, social, physical, natural, financial and political capital to which the resilience frameworks of many like-minded organisations refer.

TABLE 1: The 11 dimensions inspired by the Framework

Six characteristics of a resilient community	Eleven dimensions of community resilience
1. A resilient community knows its risks, is healthy, and can meet its basic needs in terms of shelter, food, and water and sanitation	**1. Risk management** A resilient community knows and manages its risks.
	2. Health A resilient community is healthy.
	3. Water and sanitation A resilient community can meet its basic water and sanitation needs.
	4. Shelter A resilient community can meet its basic shelter needs.
	5. Food and nutrition security A resilient community can meet its basic food needs.
2. A resilient community has economic opportunities.	**6. Economic opportunities** A resilient community has diverse economic opportunities.
3. A resilient community has well-maintained infrastructure and accessible services.	**7. Infrastructure and services** A resilient community has well-maintained and accessible infrastructure and services.
4. A resilient community can manage its natural assets.	**8. Natural resource management** A resilient community has access to, manages and uses its natural assets in a sustainable manner.
5. A resilient community is socially cohesive.	**9. Social cohesion** A resilient community is socially cohesive.
	10. Inclusion A resilient community is inclusive.
6. A resilient community is connected.	**11. Connectedness** A resilient community is connected.

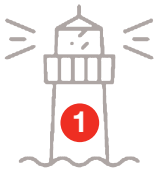
Noun Project icons: Cash by Anton Kalik | Action and Inclusion by Adrien Coquet | Cohesion by ProSymbols | Apple by Vectorstall

Rethinking our approach

To enable communities to strengthen the 11 resilience dimensions, we need to work in a different, smarter way, led by the following landmarks. We use 'landmark' to refer to prominent elements of our approach that serve as a guide, especially to travellers following the *Road Map*. The qualities expressed in the landmarks below should become automatic in the National Society, and consensus on them among partners and government counterparts should be a goal, built through relationship-building and trust.

To enable communities to strengthen their resilience, we need to work in a different, smarter way

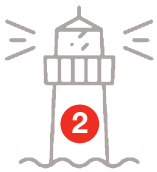
Landmark 1: Risk-informed



Resilience requires a broad understanding of risk and its consequences. Communities face many types of threats, some of which can influence other threats. For example, conflict may affect markets, causing the price of staple foods to rise. Communities must then deal simultaneously with violence and food insecurity, and eventually with poor health due to an inadequate diet.

Instead of looking at threats in isolation—as we and the aid community have tended to do—we need to identify and analyse the full range of risk components in communities. We need to capture information on all pertinent threats, as well as track evolving capacities and vulnerabilities inherent in their underlying contexts. These are likely to be related to ill health, conflict, violence, climate change, environmental degradation, poverty, poor education levels, food insecurity, and others. Only then can we and, more importantly, communities, set priorities and decide how best to address them. The process described below includes a risk-informed community action plan.

Landmark 2: Holistic (systems-oriented)



Communities are multidimensional systems within wider systems. For example, a community's water sources draw on a larger hydrological and ecological system, and its marketplace is connected to a broad economic system of supply and demand (see **Reference Sheet C** on systems and systems thinking).

The interdependence of different aspects of well-being, safety and prosperity is a critical element. For instance, good health depends on food security (among other factors), which in turn depends on social stability, natural resource management, and so on. This means that efforts focused on just one area will have a limited impact on overall resilience. **Coordinated action across key sectors and related systems can achieve more significant and lasting change.** National Society staff and volunteers can offer communities a range of expertise in food security, shelter, disaster preparedness, health, etc., as well as access to other resources and connections to partners.

We need to think and operate across various levels

We also need to think and operate across various levels. While National Society branches work mainly at the community level, a resilient society requires efforts and commitment at other levels, for example, by local and national authorities, and even internationally. Some approaches to disaster risk reduction and resilience, such as nature-based solutions (see **Reference Sheet EE**), require consideration of a broader geographical scale beyond the community. For example, how natural resources are managed by a community upstream of a river can affect the resilience of a community downstream that depends on the same ecosystem. Whereas in cities, communities may be defined demographically, by culture, habits and resources rather than bound to one geographical area. By linking communities with other levels, we empower them and help to strengthen the system as a whole. Communities should be recognized as active participants in relevant legal frameworks—such as those that address holistic risk management—and be empowered to engage at the local level.

Landmark 3: Demand-driven

Support for resilience by the National Society should be directed towards at-risk communities that recognise their needs enough to voice them. Articulating a demand demonstrates a certain level of awareness and understanding. Getting a community to this position may require a long history of accompaniment by the Branch office before embarking on the Road to Resilience.

Support should also respond to the community's own understanding of their risks. While studying secondary data and lessons learned elsewhere is important, National Societies must address what the community identifies as their problems. The community needs to create their action plan, not us.

Example: People-centred, inclusive programming

In the Bajo Lempa region of El Salvador, communities are affected by flooding, landslides, drought and social violence.

The Salvadorean Red Cross implemented a resilience-building project in the municipality of Jiquilisco that benefited over 19,000 people, thanks to a strong focus on inclusion. Women, youth, older people and people with disabilities were encouraged and enabled to participate in community structures, such as community civil protection committees, health committees and garden committees, and as climate monitors. These groups implemented disaster preparedness measures; health promotion; income-generating activities such as vegetable gardens, fruit orchards and chicken coops; and distribution of fuel-efficient stoves for vulnerable households.

Not only did the project respond to the wide range of needs prioritised by community members through participatory risk assessments, it also strengthened social cohesion in a region that, in recent years, has seen a rise in gang violence.

Landmark 4: People-centred and inclusive[6]

A people-centred approach is central to the IFRC's Strategy 2030, and our work on resilience is no exception. This means at all times listening to and understanding what people think, rather than imposing ideas, projects or technology on them. Ask people in your community what they think are their most vital challenges and solutions. Describe the actions in this resilience journey and ask them how they think those actions should be adapted to their context. The IFRC's commitment to the Core Humanitarian Standard also affirms this approach. On the journey, EVCAs build on local and traditional resources and knowledge to further understand phenomena, and identify local solutions to address risk.

A people-centred approach is central to the IFRC's Strategy 2030, and our work on resilience is no exception

The IFRC is mandated to prevent and alleviate human suffering without discrimination. This commitment, rooted in the principle of impartiality and a people-centred approach, means that all Red Cross Red Crescent community resilience work should be inclusive. It should analyse and address the needs and interests of all groups in a community, being sure to consider gender and diversity.

A volunteer at a Turkish Red Crescent community center. Gender is an important consideration when analysing and addressing the needs and interests of a community.

Photo by Turkish Red Crescent

Members of a community often share the same natural resources and culture, and are often exposed to the same hazards and threats. They may also share key vulnerabilities. However, communities are not homogenous entities, and their members do not have the same access to assets and services, opportunities and interests. The extent to which a community possesses resilience in all its dimensions depends on all its members. You will find that the groups featured in Table 2 are often among the most vulnerable. When a risk materialises, the groups are likely to require additional assistance to cope and recover. If left unattended, their unmet needs can destabilise or negatively affect others. At the same time, if their special skills are nurtured, minority groups can support others during a crisis (see second column of Table 2). Thus, minority groups should be a shared focus for all, and their needs and skills should be monitored throughout the process.

Our inclusive programming approach extends across both humanitarian and development work. In our humanitarian action, we are primarily concerned with ensuring equitable access to services based on an approach that is sensitive to gender and diversity, and does no harm. Where our longer-term programmes focus on social inclusion, they aim to establish and maintain equal status for excluded people, giving them the same access to resources, opportunities and rights as other members of society.

6. See also: Community Engagement and Accountability work and the Community Engagement Hub.

TABLE 2: Achieving inclusive resilience

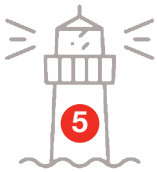
Vulnerability	What groups may offer to community resilience
Women and girls. Many societies limit the access of women and girls to education and information, perpetuating their economic dependence. This affects their ability to anticipate and recover from crises and disasters.	Women have many perspectives on risk given their productive, reproductive, social, political and other roles. They are often key networkers and household managers, and have a good understanding of community dynamics. They are also predominantly carers and are able to reach people who may be more at risk. Draw on these perspectives to make a holistic assessment and develop appropriate resilience-building actions. Ensure that women are actively represented in risk governance.
Low-income households are particularly vulnerable to threats (such as ill health) that require resources to address them, because they cannot afford the extra expense. The financial systems in many societies prevent such households from accessing credit. To reduce non-essential investments, poor households adopt negative coping strategies, such as selling assets in order to afford meeting basic crucial needs (such as shelter), adding to their vulnerability.	Those with few resources are often, by necessity, resourceful. Nurture these skills and include them in community learning. Many poor households have strong social capital, with collective action organised to produce mutual benefits.
Marginalized (including LGBTQ) and minority groups may be unable to access the information and services they require to manage risk, because they face language, cultural or political barriers.	Include their perspectives in any community risk assessment, as an important objective of resilience action is to remove barriers to inclusion.
People living with disabilities. Not all communities are able to ensure that all their members have physical access to services and information. For example, early warning systems may not be coordinated with resources for early action, such as assistance to evacuate.	Every person has important skills to offer and is entitled to be taken into account in community resilience plans. Having a physical impairment does not prevent a person from developing skills that reduce risk. Those who do develop such skills may also be particularly aware of others' vulnerability and capacities, increasing the value of their contribution to risk assessment.
Migrants. Often cut off from their social networks and traditional safety nets, migrants can be vulnerable to many threats, from ill health to lack of safe shelter. If they do not know the local language, they may be unable to read information signs or understand radio messages.	Migrants have experience outside of the community and have seen what works and does not work in other societies. If shared, this knowledge can enhance preparedness and response options.
Older people, youth and children may be overlooked in public policies, excluded from decision-making, and lack access to the information they need. Their dependence on others may also expose them to violence during a crisis.	The life experience of the elderly, and the fresh perspectives and energy of young people are valuable assets that should be included in discussions and activities to build resilience.

Plans to strengthen resilience should capitalise on the diverse experience, skills and knowledge of the entire community.

After taking part in an emergency simulation conducted by South Sudan Red Cross to build the community's resilience, women in South Sudan's Western Bahr el Ghazal State celebrate with traditional songs and dance.

Photo by Juozas Cernius/IFRC

Landmark 5: Climate smart and environmentally sustainable[7]



Our focus will be on reducing the current and future humanitarian impacts of climate and environmental crises, and supporting people to adapt and thrive in the face of them. This means climate adaptation and mitigation are high on our collective agenda, integrating climate risk management across all programmes, operations and advocacy. We are also looking to reduce the environmental impact of our actions and to green the humanitarian sector, as well as exploring how best to prepare for all environmental crises, including those that are not, or are only partially, climate-related. A climate-smart and environmentally sustainable approach across all resilience dimensions is critical.

A Red Cross volunteer in Australia helps a project participant register to find loved ones, after extreme temperatures, dry conditions and winds escalated hundreds of bushfires across five states. Climate adaptation and mitigation are high on our collective agenda.

Photo by Australian Red Cross

To be climate-smart, any risk-informed community action plan needs to take into account past and current risk, and also the increasing frequency and severity of extreme weather events, rising temperatures and the longer-term impacts of climate change. Communities will need to be better prepared to manage forecast weather events and new climate extremes through climate-smart disaster risk reduction (DRR), preparedness and early action; address the longer-term impacts on health and migration; and enable climate-resilient livelihoods, infrastructure and sustainable water management. The International Red Cross Red Crescent Movement *Ambitions to address the climate crisis* (2020) sets out in further detail how we can step up our climate action through our community-based plans and programmes.

We are part of and have a stewardship responsibility for the ecosystems in which we live. By preventing environmental degradation, we reduce the risk of landslides, flooding, drought and other hazards, including those increasingly caused by climate change. Any efforts a National Society makes to increase communities' resilience should actively contribute to protecting and improving the ecosystems on which we all depend. Nature-based solutions promote the protection, management and sustainable use of natural resources linking humans and nature in socio-ecological systems. This approach will build collective self-governance and achieve resilience to both climate and environmental crises by investing in social and natural capital.

The 2019 IFRC environmental policy and the 2014 IFRC Green Response extends the fundamental humanitarian principle of 'do no harm' to the environment and ecosystems, which the people we seek to assist are reliant on, recognizing that sustainability is generated through environmentally sound actions. Aligned with the IFRC environmental policy, our humanitarian action must identify, avoid and minimise adverse impacts on the surrounding environment and ecosystems, and work proactively in preparedness to establish cost-efficient, effective, equitable and environmentally sustainable solutions.

7. 'Climate smart' refers to incorporating climate and weather information in assessing risk and vulnerability, enabling early warning early action, and sustainably addressing climate risks and trends. ('What is climate-smart programming and how do we achieve it?', RC Climate Centre).

Example: Protecting Ecosystems

In northern Java, Indonesia, coastal erosion has been accelerated by the creation of ponds for salt evaporation, and shrimp and milkfish farming. Destruction of mangroves to make way for these commercial activities has adversely affected local ecosystems and increased disaster risk for local communities.

To address this growing problem, the Indonesian Red Cross Society (PMI) implemented the Integrated Coastal Community Resilience and Disaster Risk Reduction project from 2015 to 2018 with the support of the United States Agency for International Development, the American Red Cross and the Bogor Agriculture Institute Centre for Coastal and Marine Resource Study. Following the recruitment and training of local volunteers, PMI conducted vulnerability and capacity assessments in all the affected coastal communities and produced an action plan. Over the following three years, task forces from the communities planted mangroves to restore the ecosystem and reduce coastal erosion, and supported alternative livelihood projects in ecotourism to discourage income-generating activities that damaged the ecosystem. PMI also provided training on disaster preparedness and climate change adaptation, and connected the communities and village authorities with scientists from the regional university, to enable them to access advice and technical support.

Through their participation in the project, the communities developed contingency plans, disaster risk reduction plans, and early warning and early action systems. Many households increased their income from ecotourism and eco-friendly crab farming, and are continuing these livelihoods activities. Their success has been noticed by local government and other institutions that are now aiming to replicate the project model in other coastal communities in Java.

Rethinking key Red Cross Red Crescent services

Our approach to resilience will strengthen communities and build bridges across entire systems

Our approach to resilience seeks to create transformational change that will strengthen communities and build bridges across entire systems. To achieve this, we need to adapt our working methods and consider new RCRC services, drawing on the concepts of **accompanying, enabling and connecting**. The term 'service' means something different in each context, but here we refer to it as the *offer by the National Society of something demanded by the public* (see **Reference Sheet D** for information on National Society organisational development and how you can shape messages for your volunteers). The **three services** are described below. A **game** to reinforce their meaning and to support other stages in this guidance is found in **Reference Sheet E.**

To accompany communities

To 'accompany' is to join in action and influence. To foster resilience, National Societies **join rather than lead**, and actions are owned by the community. Accompanying is not a passive role, however. It involves actively stepping aside and encouraging communities into the centre, enabling them to take control of their futures. Accompanying is most meaningful once you have built trust and drawn closer to a community. When we accompany, we also nurture, empower, encourage, support, catalyse, orientate, provide role models and accommodate. **No external actor (and no National Society) can build resilience for a community.** Members of a community must want to change their situation and progressively take responsibility for managing their change process.

You may need to start by accompanying a community closely and then, as they grow, begin keeping a wider distance. As National Societies, our efforts should promote leadership capacity in communities so that, over time, they depend less on our support. **The resilience journey is not a quick one.** We need to be prepared to accompany communities for several years or until they are in a position to find their own long-term solutions.

We need to be prepared to accompany communities for several years or until they are in a position to find their own long-term solutions

To enable communities

'Enabling' implies providing the means—human and other resources—to act. Our approach is to **enable communities to both learn and apply their knowledge, experience and capacities** to solve problems, and to instil a sense of confidence in communities to use their resources. When we enable, we also train, teach, instruct and facilitate. National Societies should continually seek opportunities to enhance the understanding and skills of a community.

To connect communities

When National Societies strengthen resilience, one of their key roles is to **connect communities to the outside**. We must introduce them to, or reinforce their knowledge of, principles, processes, systems and structures that can help them build resilience. To achieve resilience, many stakeholders from different levels, sectors and disciplines must work together. While National Societies play a role in building social capital *inside* a community, here we focus on connecting better with entities, people and resources *outside* the community. When we connect, we also convene, bridge, unite, introduce, network and link.

Access to information saves lives. At refugee camps in Cox's Bazar, Bangladesh, internet and mobile connections are sporadic. RCRC volunteers go door-to-door to tell people how to prevent COVID-19 and access help.
Photo by Ibrahim Mollik/ IFRC

Connecting can be achieved partly through convening. Convening means bringing relevant people or groups together for a purpose. You can convene one-off events, such as a meeting or an activity, or longer-term processes, such as community development planning. Convening facilitates and generates connections between actors, sectors, levels of governance and other forms of social organisation. It builds bridges to entities with which communities have not traditionally interacted.

We should also enable communities to interact with government at different levels. In both international and domestic law, National Societies are recognized as humanitarian auxiliaries of public authorities. This unique status enables National Societies to dialogue with government while maintaining independence and participating in civil society forums.

When used effectively, this status can enable communities to access public resources, obtain training and other types of expertise, participate in policy and legislative change, and contribute to decisions that will affect them.

The RCRC's role as an auxiliary to government calls us to support, complement and facilitate a government's mandate to protect its citizens and communities, and ensure that community voices are taken into account and acted upon. It provides a platform to ensure that communities are engaged actively in decisions on risk management (see **Reference Sheet F** on the auxiliary role and advocacy).

National Societies are well-placed to be connectors, as described in Stage 1.

Travel log: Orientation

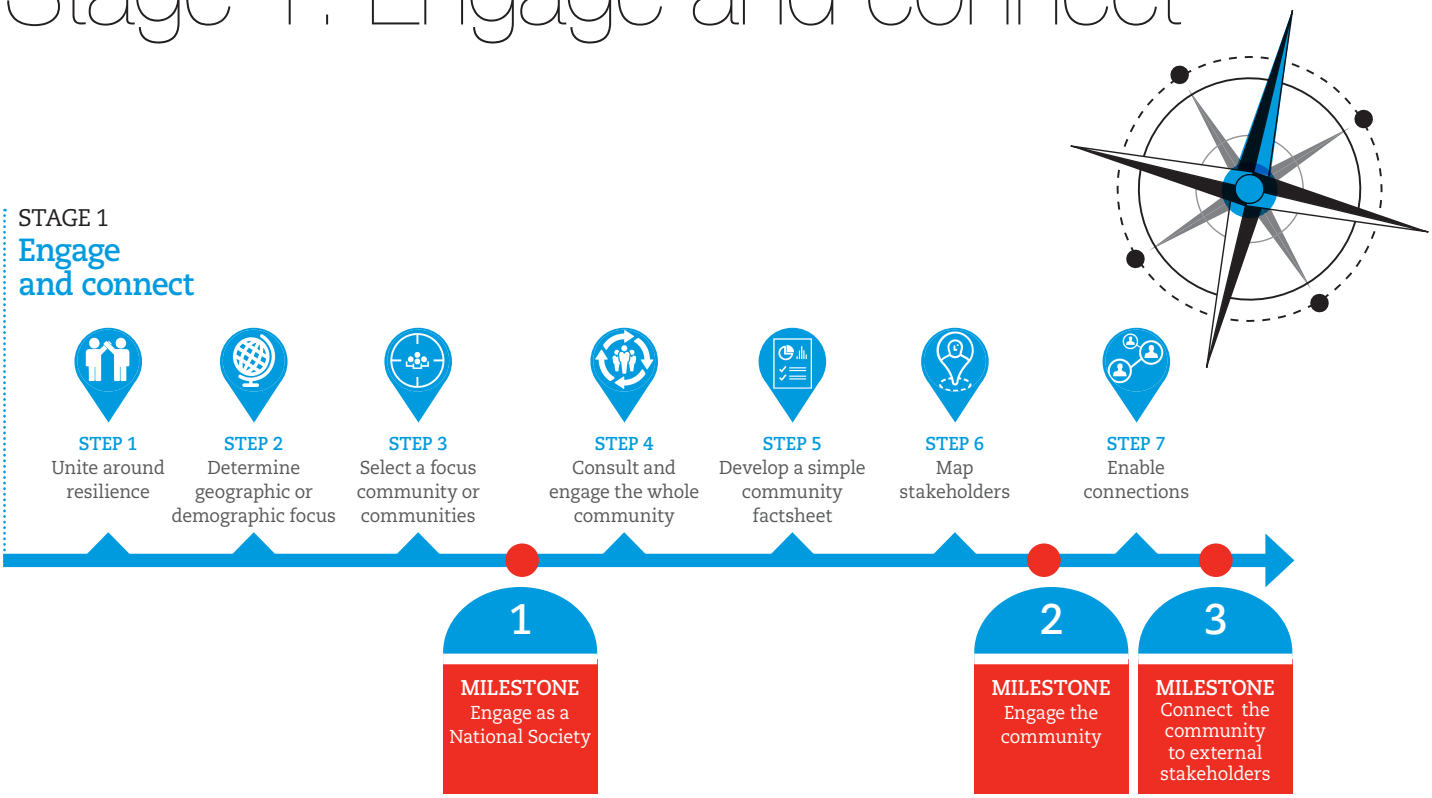
Before moving to the next stage, check your progress to see whether you have achieved the minimum requirements for a smooth journey. In the left column is a summary of the recommended approach; and in the right, suggestions to help you adapt the journey to overcome specific challenges in your context or to enhance the community engagement in the process.

Recommended in this *Road Map*	Adapted journey
Your National Society has:	**Community**
☑ Agreed on the 11 dimensions of community resilience.	☑ Adapts the 11 dimensions to the context (deciding whether all 11 are pertinent, adding descriptions, etc.).
☑ Agreed on the 3 key services of an NS: to accompany, enable and connect.	☑ Determines which of the 3 services the NS is ready and able to commit to.
☑ Gained consensus on the 5 landmarks to guide you on the road to community resilience. Our approach is risk-informed, holistic, demand-driven, people-centred and inclusive, and climate smart.	☑ Redefines the 5 landmarks to be most meaningful to NS and readily understood by partners.

If you cannot check the boxes in either of the above columns to move to the next phase, don't worry. Every NS, context and process is unique and will advance at a different pace. Check back through the chapter to see where you can build momentum to move forward.

Red Cross staff engage a typhoon-hit community in the Philippines. Photo by MJ Evalarosa/IFRC

Stage 1: Engage and connect



Milestone 1: Engage as a National Society

You will reach this milestone when you have achieved all of the steps below.

Strengthening resilience is an integrated, multi-sectoral, multilevel process

Our *Framework for Community Resilience* makes it clear that strengthening resilience is an integrated, multi-sectoral, multilevel process. If your National Society wants to contribute to community resilience, every staff member, volunteer, branch, department and partner needs to understand that **resilience is everybody's business**. It cannot be the domain of the disaster management section, or the health department, or any sector-specific team. Instead, just as hazards or threats affect all aspects of life, building resilience requires a holistic vision and complementary, coordinated actions from all parts of your National Society.

Step 1: Unite around resilience

Start a conversation on resilience in your National Society. Using this guide as your main reference, gather a small group of colleagues from different technical sectors who are or could be interested in resilience, and discuss:

Gather a small group of colleagues from different technical sectors who are or could be interested in resilience

- What being resilient means.
- What commitments to community resilience the RCRC has made and how these reflect our mission and mandate.
- The basics of our approach: three services and five landmarks.
- The 11 dimensions of community resilience.
- What we need to do differently to enable all the communities we work with to strengthen their resilience.
- How the proposed approach to strengthening community resilience incorporates the RCRC's Enhanced Vulnerability and Capacity Assessment (EVCA).
- The implications for funding, existing programming, current priorities and organisational development (see **Reference Sheet D**).

Approach managers and explain what you have discussed, in particular, how the National Society's knowledge and skill sets could help communities strengthen their resilience, building on the RCRC's successful approach to the EVCA, but takes it much further. Give them a copy or summary of this guidance and ask whether you may hold a wider discussion for all interested staff and volunteers. If the NS leadership is in agreement, organise information and discussion sessions with an open invitation to all. Share this guidance, and welcome questions.

Remember that it may take time for some to:

- Believe communities can and should lead processes to strengthen their resilience and that they should own every step of the process.
- Accept that a National Society's role in resilience-building is to accompany, enable and connect, rather than lead, although in some cases it may need to lead initially, with a view to handing over once the community feels ready.
- Understand that, to strengthen community resilience, they need to work together throughout the programme cycle, each contributing their skills and knowledge to a joint plan of action.
- Be committed to seeking and allocating resources for community resilience, not just for their own sector or area.
- Work out how to adapt existing programming.
- Want to engage and connect with other stakeholders in community resilience.

Invite some or all of those interested to become part of a resilience team that will promote and lead this process on behalf of your NS. Ideally, this team will include representatives from all key sectors and support functions (HR, finance, funding), especially those with good facilitation, communication and training skills. Make sure the resilience team is balanced in terms of gender and diversity.

Purposefully reread, discuss and decide how to contextualise this guidance document to your specific national, cultural and community context. Think about ways to improve its fit with your workplace culture, and any religious or social aspects that would aid volunteers' and community members' understanding and increased engagement.

Consider what funding you have available for this process, what additional funding you might be able to secure, and proceed in accordance with your available and likely budget. This means taking plans step by step and proportionate to your resources, and managing expectations in your National Society and the communities with whom you will work. Also, brainstorm what is needed for the team to function (time, resources, communication channels, etc.), and discuss this with relevant managers. Their agreement, and the appropriate resources, will be key to success.

Draw up terms of reference to clarify the purpose and responsibilities of the newly formed resilience team within your National Society, and the resources agreed, and obtain a clear commitment from those involved and the relevant levels of management.

Example: United around resilience

A Kenya Red Cross Society (KRCS) staff member participated in a training of trainers on the *Road Map to Community Resilience* in Korea in March 2017. On her return, she briefed the National Society's management and leadership on the workshop outcomes and discussed the *Road Map* approach of accompanying, enabling and connecting communities along their resilience journey.

The KRCS management and leadership approved the way forward for a new resilience approach and appointed her as a focal person. She then formed a team of four staff members who were interested in resilience. These resilience champions developed a plan of action and a training programme to promote resilience within the NS. They organised and conducted a training of trainers event for 25 staff and volunteers to support the training and integration of resilience-building in KRCS projects in all the eight regions countrywide.

Thanks to the support of the NS' management and leadership, this small team of resilience champions started a process that successfully united the NS around resilience.

Step 2: Determine geographic or demographic focus

As the resilience team, you now need to gather reports, statistics and other studies on risk, vulnerability and threats to people's lives, health and well-being across your country to **identify the geographical areas or population groups at highest risk**, as described in Step 3. First seek this risk knowledge in official studies (often available on government websites), and also use your own knowledge, reports from other organisations including previous Partner National Society programmes, 510 data, and other sources. **Reference Sheet G** provides links to some useful sites and sources of secondary literature and data. The Community Resilience Dashboard's Scan also provides guidance on secondary data.

Identify groups at highest risk. An International Red Cross medical team on board a Mediterranean search-and-rescue vessel, provide treatment, blankets, food and water to families attempting to reach Europe.

Photo by Yara Nardi/Italian Red Cross

Step 3: Select a focus community or communities

Use the criteria in Figure 2 on the next page, as applied by the Zimbabwe Red Cross Society (see example), to help you **prioritise one or more focus communities**. It is important to consider the capacity of your National Society and branches when you decide with how many communities (see definition) or population groups you can work to foster resilience.

Definition: Community

For the RCRC, a community is '*a group of people who may or may not live within the same area, village or neighbourhood, and shares a similar culture, habits and resources*'. Communities are '*groups of people exposed to the same threats and risks such as disease, political and economic issues and natural hazards*'. (Framework for Community Resilience)

Accompanying a community through the process of becoming more resilient can take several years, and your National Society or branch needs to be sure that it has sufficient capacity and resources to provide support for as long as it is needed. If the community you choose to work with is urban and large, you may need to select certain neighbourhoods or sub-sections of the community and gradually add others. If several communities share the same ecosystems, such as a coastal area or river basin, consider using a 'landscape or ecosystem' approach. Use groups of communities in clusters—either together or gradually scaling up—to avoid perceptions of unfairness, and create opportunities for joint action and involvement with local authorities. If funding and other capacity will enable to you to take a scaling-up approach, consider working with communities or clusters that are representative of others at risk with whom you would like to work in the future.

FIGURE 2: Criteria for community selection

1. Risk Level	Secondary data and first-hand knowledge are sufficient to guide you to areas and communities that face high risk and/or multiple sources of risk, and for which you can work through the other criteria in this list. Remember that you will do a thorough assessment in Stage 2.
2. Access	If conflict or other issues prevent NS staff and volunteers, etc. from reaching the community, humanitarian assistance may be more urgent than resilience-building. Confirm access and seasonal limitations.
3. Interest	It is crucial for community members to want to invest their own time and effort in improving their situation. Resilience is not a quick fix, nor can it be brought about by the RCRC. Confirm action and commitment from the community itself. Be ready to change the list of communities.
4. Funding	You may already have funding for certain types of communities or programmes. Confirm that the community meets criteria 1 to 3 above and that the donor is open to using the programme as a holistic entry point for broader work on resilience.
5. Current programming	Always build on ongoing work. If your NS is already implementing a health programme, for example, you can build on this by addressing other types of vulnerability. Fostering resilience is easier when the community knows and trusts us. Use this familiarity as a bridge to the resilience Road Map.
6. Complementarity	Strengthening resilience requires actions in many sectors. Working with others is key to success, as long as there is no duplication, and other very vulnerable communities nearby are not left unattended.
7. Impact potential	Working with groups or clusters of communities, particularly those within the same risk landscape, contributes to a larger impact as it provides an opportunity to examine the many interactions and interdependencies between ecosystems and human socioeconomic systems. This is true of both rural and urban communities.

Example: Using selection criteria

The Zimbabwe Red Cross Society used the following selection criteria when deciding a geographic focus and which communities to work with:

- **Risk level:** As shown by the *2016 Urban Livelihoods Assessment Summary Report*,[8] Mwenezi district is prone to both sudden and slow-onset disasters, and has poor service facilities for health and education.
- **Access**: Direct road access is a major challenge during rainy season, although other longer routes exist.
- **Interest**: Keen interest from all sectors of the community, i.e. volunteers, leadership, women and men.
- **Funding**: The ongoing Zimbabwe Community Resilience Project could accommodate some activities, and pledged funds could be used for others.
- **Current programming**: Many communities were already working on a long-term resilience-building programme funded by the British Red Cross.

The ZRCS also had good relationships with the district and provincial governments, which would help to establish connections with the relevant ministries.

8. Food and Nutrition Council. 2016. *Zimbabwe Vulnerability Assessment Committee (ZimVAC) 2016 Urban Livelihoods Assessment Summary Report*.

Talk to both formal and informal leaders of the prioritised communities, without raising expectations, and **discuss potential collaboration**. Because each community will need to learn to lead the processes in which it is involved, it must actively participate in final decisions. Tell community leaders that your National Society hopes to help communities such as theirs become stronger and more able to cope with adversity. Mention types of hazards or threats, such as storms, disease outbreaks and drought, and explain what being resilient means for them. Make clear that it is not a type of project or activity, but rather an approach that seeks resilience as the outcome. Use the community resilience dimensions to explain and encourage leaders to consider them in relation to their own context.

Explain that the National Society's role is to support and accompany the community, not lead the process, although it is prepared to enable them until the community feels ready to do so. Use the discussion to **gauge the level of commitment of both community leaders and the wider community**. Remember, it is up to both to decide whether to become involved. If they do not show a willingness to actively participate in the process, it may be better to consider a different community.

Also, if major political events such as elections are imminent, discuss the implications with community leaders and within your National Society to **decide whether it is prudent to go ahead** or if it would be better to wait until after the events.

Document what you are doing and share the information with staff, volunteers, interested communities and other stakeholders.

A meeting of volunteers of the Sudanese Red Crescent Society. The National Society accompanies rather than leads.

Photo by Juozas Cernius/IFRC

Example: Advantages to introducing R2R

There are advantages to working in communities where your National Society has worked before. For example, the Kenyan Red Cross had worked for seven years in certain communities on DRR projects. It used the *Road Map to Community Resilience* as an exit strategy, building on existing trust and knowledge while ensuring communities were able to lead from thereon, and were connected with others. In other cases, bringing in a new approach can reinvigorate projects as long as the change is fully explained and introduced following consultation with community leaders.

Milestone 2: Engage the community

You will reach this milestone when you have achieved all of the steps below.

Once you have selected one or several communities, it is time to **fully engage them**.

For resilience to be authentic and sustainable, every member of the community needs to have the opportunity to engage in the process

The members of a community are people of different ages, gender, ability and ethnicity, and every person has an equal right to participate in decisions that affect their safety, well-being and future. For resilience to be authentic and sustainable, every member of the community—and the most vulnerable in particular—needs to have the opportunity to engage in the process. Your National Society has an important role to play in making sure that community members can participate and engage in a sustainable manner (see **Reference Sheet H** on sustainability).

In addition to engaging the broader community, it is likely that a smaller group of people will need to lead the community towards resilience, and especially to drive the EVCA process. A community can move forward more efficiently when it empowers some of its members to take decisions and act on everyone's behalf for the overall benefit. This group is called the community resilience team (see Reference Sheet I on criteria for selection).
It is very important, therefore, that the members who are chosen to lead and manage resilience processes represent the interests of all community members and are committed to a participatory approach and an accountable relationship with the community as a whole. They should demonstrate general leadership and communication skills and be willing to develop them further.

A Cameroon Red Cross volunteer participated in Community Engagement and Accountability training as part of a distribution of vital household items to internally displaced people.
Photo by Stéphanie Picard/ IFRC

The Movement has a guidance and training package on Community Engagement and Accountability (CEA), to strengthen communication with and accountability to people and communities, and promote community engagement in the design and delivery of programmes and operations. Guidance and training associated with the IFRC's Better Programming Initiative–Do no harm also explains how support of community resilience may affect power relationships in a community, and how to maximise the positive and minimise the negative consequences of such effects. It also provides guidance on how to understand and manage conflict within communities.

Follow Steps 4, 5 and 6 below to help a community engage its members and organise to build resilience. Links to further resources on community engagement, accountability and conflict management are provided in **Reference Sheet H** on sustainability.

Step 4: Consult and engage the whole community

Explain to community leaders that building a resilient community requires broad community engagement and a dedicated group to take the community's plans forward. This group may be a team or committee that the community had already formed for another reason. The group may wish to take a new name, such as 'community resilience team', or use one that links it into national institutional mechanisms. Encourage it to clarify that the name and purpose are not focused solely on disasters, because resilience is about more than managing natural hazards.

Engage the whole community. A community disaster preparedness committee and volunteers meet in Bangladesh.

Photo by Shehab Uddin/Drik/ British Red Cros

Suggest calling a meeting or another event to inform the community about the proposal to promote resilience and get organised. Encourage leaders to use formal community forums or platforms to convey that this needs to be a community-led initiative. Ask the leaders to **actively involve people from all sectors of the community**, including women and men, young people and the elderly, and minorities, such as people with disabilities and different ethnic groups. This may involve going to find them, and holding meetings or activities in their homes or places that are accessible to them (see tip on next page on inclusive representation and CEA guidance).

Arrange the meeting at a time and in a place that will be accessible to most people, and hold separate additional meetings for those who cannot attend. In an urban setting, you may need to organise several meetings at different times of the day to enable people who work shifts or work outside of the community to attend.

Example: Consult and engage the whole community

In line with its strategy for active participation in community capacity-building, resilience and disaster mitigation, the Palestinian Red Cross Society's (PRCS) staff and volunteers engaged community leaders of Beit Fajjar in initial decision-making and planning, and subsequently involved the whole community in project implementation. They organised several community meetings to disseminate the resilience approach and explain the PRCS' role to support and accompany the community on its journey towards greater resilience. A total of 25 formal and informal leaders participated in these meetings, together with other community members. Communities consequently expressed their willingness to adopt and engage in the project approach. A member of the local municipality who was also a PRCS volunteer was selected to lead the process, with the support of 15 other volunteers representing subgroups of the community, including women, youth, people with disabilities and workers, as well as community organisations such as women's clubs, youth clubs, schools and trade unions. They were tasked to make decisions on behalf of the community with regard to the resilience project, ensure a participatory approach and an accountable relationship with the community, and enable equal access to services for men and women of different ages, as well as the elderly and people with disabilities.

The PRCS Bethlehem Branch assisted the Beit Fajjar community to conduct a stakeholder analysis and engage the local authorities and other stakeholders. The engagement approach of the PRCS with both the community and the municipality was instrumental in the Governorate of Beit Fajjar providing support to the community for its plans to build resilience.

Tip: Inclusive representation

Unless they are very small, communities will probably need to select a group of individuals to lead their plans to strengthen resilience. A resilience team may be selected in a variety of ways, including by vote, from among volunteers, by invitation (of minorities, for example), or by a mix of these. Whichever method is used, the community must consider it to be fair and open, and every person in the community, irrespective of age, social status, gender and ethnicity, should have an equal opportunity to participate.

This ensures legitimacy, reflects the social cohesion dimension of a resilient community, and is crucial for resilience-building to be community-owned and sustainable.

See **Reference Sheet I** for ideas on what skills, knowledge and attitudes are important to include when forming the resilience team. After forming this team, be sure to set aside time to train them on the concepts and steps in this *Road Map* so that they are confident of the purpose of their actions and know how to explain them to the wider community.

Every person in the community—irrespective of age, social status, gender and ethnicity—should have an equal opportunity to participate in the resilience team

Introduce resilience: Assist the leaders to **explain to the wider community the concept of resilience and the support your National Society can offer**. Support them by creating a simple presentation of the ideas and key points beforehand, in a notebook, using a poster or board, or without materials if they prefer. Encourage members of the community to describe the resilience dimensions in their own words. Contextualising means making ideas real and familiar to the community. Sometimes the name of a dimension can also change according to the local language and context. It might help to make some drawings or create local symbols so that everyone can understand it. Use Table 1 for simple explanations of the 11 dimensions.

Organise a team: If the community show an interest and agree to engage, **explain the potential value of selecting a small, representative group** (see Reference Sheet I on criteria for selection) **to drive the initiative forward**. The group will become the **community resilience team** and will work hand in hand with the National Society or Branch resilience team.

Be clear that your National Society has limited resources and is not likely to have competencies in all areas of the plan the community will develop. Explain that you will be able to provide accompaniment and guidance, connect the community to other stakeholders, and, depending on their priorities, may be able to offer some of the services or resources they seek. If you are able, offer a small fund for a simple project that will help the community create bonds around the concept of resilience and show that you are serious about your commitment.

Tip: Ensure an understanding of gender and diversity

To ensure the team is knowledgeable about gender and diversity concerns, it is highly recommended that all team members complete the IASC's **Different Needs - Equal Opportunities** gender and diversity online training course before conducting EVCA. When this is not possible, it is important to have at least one person in the team who has an in-depth knowledge of gender and diversity.

Consider drawing up a written agreement between the two parts of the resilience team—the NS and the community representatives—as an important reference for guidance and a potential way to resolve any tensions or misunderstandings as you progress on this journey. See **Reference Sheet J** for guidance on preparing such an agreement in contexts in which this is appropriate.

Training: Because enabling is one of the key services, at this stage you should consider conducting introductory training of the community resilience team. It should at least include risk terminology, the 11 resilience dimensions, the EVCA process, and the importance of inclusion. Any relevant skills that you feel the team is missing or needs to develop further (using **Reference Sheet I**) should be built into the training. You may wish to add details of the training to the agreement above and the importance of their participation.

Consider conducting introductory training of the community resilience team

Sufficient time must be allocated to training. EVCA highlights the value of two distinct but complementary training methodologies: classroom training and learning by doing. Experience has shown that **at least three full consecutive days are needed to train the team on the EVCA**. Traditional classroom training can be done in three days, based on an average of eight hours of intensive sessions per day. It includes practical fieldwork, but this is not considered part of the EVCA assessment phase, which is expected to take place after the training.

Learning by doing recognises that communities may have limited time to offer or that community members cannot all be available at the same time, and therefore integrates both training and implementation of an EVCA at the same time. A learning-by-doing process can be undertaken over six days. The sessions are flexible and can be organised to best suit individual community needs or capacities, whether over one intensive week or at regular intervals over a longer period. Learning by doing is only possible when well-trained EVCA practitioners understand the methodology and are able to use the EVCA toolbox in a dynamic and creative way.

Step 5: Develop a simple community factsheet

Working with the resilience team selected by the community, encourage them to **collect basic facts** about the community on:

- **Demographics**, including gender, age, disability and ethnicity (as long as this does not raise any sensitivities or dangers).
- **Hazards/threats** and recent disaster events, including patterns and causes of conflict and violence.
- **Health** and morbidity, and health services.
- **Water** sources and supply, and sanitation.
- **Housing** stock and materials, communal buildings/shelters.
- **Food** security.

- The local **economy** (principal occupations/livelihoods, land tenure, income, industry, etc.).
- Basic **infrastructure** and **services**, school attendance and literacy levels.
- The **natural environment and natural resources**.
- **Social organisation** (intra-community), political structures.
- **Relationships** with other communities and organisations.

Encourage the community resilience team to pool their knowledge and consult secondary data (see **Reference Sheet G** on secondary literature and data, and the EVCA toolbox), especially in urban areas where data are more likely to be available.

Remind the team of the community resilience dimensions and encourage them to organise and document the information they find using the dimensions, as in the example in the tip below. This document becomes a reference against which progress and change can be measured.

Tip: Sample community factsheet using the 11 dimensions

Table 3 on the following page shows how data collected about the community relates to and should be organised according to the 11 dimensions.

Step 6: Map stakeholders

Assist the community to **map stakeholders** using a brainstorming exercise with diverse groups, or the IFRC EVCA toolbox using a Venn diagram or similar tools.[9] Remind them that the goal is to make a list of who can contribute to the community's resilience. Help organise the resulting list in terms of the 11 dimensions of community resilience.

9. See VCA Toolbox with reference sheets and Research Reference Sheet (RRS) 12-14, p. 121-134 and IFRC VCA resources on Venn diagrams.

TABLE 3: Basic facts by dimension of community resilience

Dimensions	Sample of facts and sources
General	Of 678 inhabitants (351 females and 327 males), 405 are under the age of 18, 35 are over the age of 65, 621 are mestizo (mixed Hispanic/indigenous), 57 identify as indigenous Wilu (government census 2016).
1. Risk management A resilient community knows and manages its risks.	Cholera and dengue outbreaks occur annually during each rainy season (Municipal health records). The river floods approximately 10% of homes each year, and larger floods affect up to 40% of homes every 5 to 10 years (local knowledge). Plagues of rats occur every 5 to 10 years (local knowledge). Homicides have risen (2 in 2015, 4 in 2016), attributed to gangs in the capital city (local knowledge).
2. Health A resilient community is healthy.	Last year, 321 cases of diarrhoea were reported, 225 of flu, 189 of skin disease, and 35 of sexually transmitted diseases (plus 77 'other') (municipal health records). The community health post is often overwhelmed and makes referrals to municipal health authorities, but many people do not go or cannot afford the treatment (local knowledge). 12% of children under 5 years are malnourished (Ministry of Family Welfare).
3. Water and sanitation A resilient community can meet its basic water and sanitation needs.	Over 90% of homes have and use a latrine; most families boil water from the well before drinking it, but diarrhoea is common among children; in dry months, water is scarce (local knowledge).
4. Shelter A resilient community can meet its basic shelter needs.	About 80% of houses are constructed from wood and have corrugated metal roofs, and over 50% require repairs; no one in the community is homeless (local knowledge).
5. Food and nutrition security A resilient community can meet its basic food needs.	12% of children under 5 years are malnourished (Ministry of Family Welfare). Part of crops and income are lost to floods every year, preventing the poorest families from meeting their needs (local knowledge and media). Women work in domestic service in the town, and men seek seasonal work on farms and in construction to earn income for food (report by local NGO).
6. Economic opportunities A resilient community has diverse economic opportunities.	Some 50 to 60 men are employed by Star mining company (local media); the company, Jug o' Juice, buys the citrus fruit harvest; farming households sell corn, melons and avocados in the municipal market 1 to 2 hours away by road (local knowledge).
7. Infrastructure and services A resilient community has well-maintained and accessible infrastructure and services.	There is mobile phone coverage (local billboards). Electricity service is available (local knowledge). Buses to town run twice daily (bus route posters).
8. Natural resource management A resilient community has access to, manages and uses its natural assets in a sustainable manner.	A large native forest nearby is accessed by the community (especially women) for gathering food and fuel. The forest has also provided protection from upstream flooding. Illegal logging is threatening the forest (local knowledge and environmental NGO report).
9. Social cohesion A resilient community is socially cohesive.	Rival gangs from the capital are starting to recruit young mestizo males, reducing the general feeling of safety (police post). There are no known land disputes and no racial, ethnic or religious tensions (local knowledge). The community works together on some issues for mutual benefit (local knowledge).
10. Inclusion A resilient community is inclusive.	A religious youth group has 20 to 30 members aged 11 to 14, but older youth do not attend; there is an active women's association that organises events for children; no women are on the community development committee (local knowledge).
11. Connectedness A resilient community is connected.	Leaders participate in the sub-regional assembly; the women's association wants to connect with other associations but is not aware how; local government officials visit every 3 to 4 months (local knowledge).

Milestone 3: Connect the community to external stakeholders

Community resilience depends on the connections between people and the social networks, organisations, institutions and businesses around them

You will reach this milestone when you have achieved all of the steps below.

Community resilience depends on the connections between people and the social networks, organisations, institutions and businesses around them.

Your National Society should accompany the community and help connect it with local stakeholders. For most communities, key stakeholders (who have an interest in and can contribute to strengthening resilience) include government authorities, community-based and non-governmental organisations, private companies, and religious institutions. See the tip below for a sample list, by dimensions of community resilience.

Because of their mandate and **auxiliary role**, National Societies are in a good position to obtain and hold the attention of governments (see **Reference Sheet F**).

TABLE 4: Stakeholders by resilience dimension

Dimensions of a resilient community	Resilience stakeholders (examples)
1. Risk management A resilient community knows and manages its risks.	School teachers, health outreach workers, municipal officials
2. Health A resilient community is healthy.	Health centre staff, school lunch programme staff, members of the mothers' union, mining company staff (for water)
3. Water and sanitation A resilient community can meet its basic water and sanitation needs.	Municipal officials, large landowners whose plantations consume water, women and girls who buy and transport water, water sellers
4. Shelter A resilient community can meet its basic shelter needs.	Local construction company, carpenters and masons association, managers and staff of timber yards and logging companies, hardware stores in town
5. Food and nutrition security A resilient community can meet its basic food needs.	School lunch programme staff, mothers and grandmothers, government childcare programme staff, church leaders, local traders and shopkeepers
6. Economic opportunities A resilient community has diverse economic opportunities.	Managers and staff of the mining company, members of the farming co-operative, members of the women's savings group
7. Infrastructure and services A resilient community has well-maintained and accessible infrastructure and services.	Developers, road maintenance officials, managers and staff of the mining company (affects water), municipal officials, managers and staff of the electricity company
8. Natural resource management A resilient community has access to, manages and uses its natural assets in a sustainable manner.	Environment ministry officials at the national and local levels; environmental research institutes; environmental NGOs; local natural resource management groups, e.g., forest user groups and water management groups
9. Social cohesion A resilient community is socially cohesive.	Members of the farming co-operative; members of the women's savings group, the mothers' union, parent-teacher groups, the football club; people associated with gangs in the capital city; members of youth groups; members of the community council; the priest; members of the neighbourhood watch group; NGO staff working on gender issues
10. Inclusion A resilient community is inclusive.	Members of the indigenous community council
11. Connectedness A resilient community is connected.	Officials of the municipal roads authority, local political leaders, staff of the internet café, staff of the mobile phone company

Step 7: Enable connections

Assist the community to arrange meetings with organisations they have identified during the stakeholder mapping above. At these meetings, the community resilience team should explain its desire to become more resilient to shocks and stressors (and give locally relevant examples of these) and explore potential collaboration after the community has carried out a risk assessment (Stage 2). See more detail on connecting as a service in **Reference Sheet K.**

Rwanda Red Cross worked closely with the Rwandan government to distribute food to families in a COVID-19 response. Government is often a vital stakeholder in community resilience efforts.

Photo by Thierry Uwamungu/ Rwanda Red Cross

Before each meeting, coach the community resilience team members who will take lead roles in basic presentation, negotiation and advocacy skills. Help them to practice through role-play and imagining possible scenarios. Accompany them to meetings if they wish, but do not take over the leadership role. If they do not feel ready to fully lead, encourage them to lead parts, and provide complementary input and back-up support where needed. After each meeting, help those who participated to **record the results** (see example in **Reference Sheet L**). Take note of the level of interest displayed or any commitments made, for example, since such information can contribute later to the risk-informed community action plan (see Stage 2).

Tip: Develop your pitch

It is a useful exercise for the community resilience team (with branch support) to develop a short pitch to explain the *Road Map to Community Resilience* through EVCA in simple local language. Ensure the team can, in a couple of minutes, explain the objectives, the process and what the community's role will be. This message repeated widely by community volunteers will also help manage expectations.

Travel log: Engage and connect

Before moving to the next stage, check your progress to see whether you have achieved the minimum requirements for this stage. In the left column is a summary of the recommended approach; and in the right, suggestions to help you adapt the journey to overcome specific challenges in your context or to enhance the community engagement in the process.

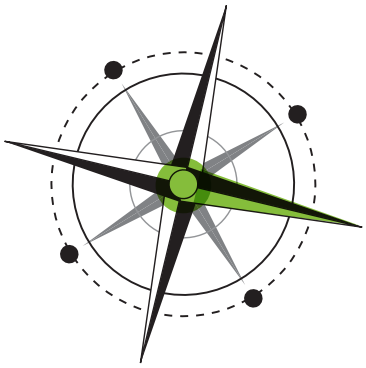
National Society	
☑ Senior managers and NS units expressed willingness to work together to strengthen community resilience	
☑ Identified appropriate areas or at-risk communities	
☑ Selected the communities to work with, based on agreed criteria	
☑ Engaged directly with community leaders to discuss what strengthening their resilience could mean and the approach to use	
Community	
Recommended in this *Road Map*	**Adapted journey**
☑ Branch team and community leaders discuss resilience concept with a positive response.	☑ Discuss capacities required and lobby for their recruitment with partners.
☑ Whole community is made aware of resilience concept and 11 dimensions of community resilience with a favourable response.	☑ Accompany the branch-office level awareness-raising sessions, including the motivation of community volunteers.
☑ Community chooses a resilience team or equivalent.	☑ Enhance the branch office's ability to motivate the community team, including inviting another community to share stories with the young team.
☑ Community prepares a community fact sheet.	☑ Support the branch office in its development of community fact sheet.
☑ Resilience team discusses plans with stakeholders outside the community and asks them to collaborate.	☑ Accompany branch offices as they organise meetings between the community and stakeholders.

If you cannot check the boxes above to move to the next phase, don't worry. Every NS, context and process is unique and will advance at a different pace. Check back through the chapter to see where you can build momentum to move forward.

Haiti Red Cross Society volunteers meet representatives of the American Red Cross, the Federation and the Dominican Red Cross.

Photo by Johnny César Etienne/IFRC

Stage 2: Understand risk and resilience



This stage will guide communities to discuss and assess the relevant community resilience dimensions and how they relate to risk and its determinants, especially vulnerability and capacity. These establish how the community perceives itself and determines the level of community risk. The community risk assessment process generates a holistic understanding of the risk a community faces so that it can plan appropriate solutions to reduce the risks and strengthen its resilience.

For definitions of key terms such as *risk*, and the **principles of risk management** that underpin this stage of the journey, see **Reference Sheet M**. For more information on **knowledge management** in general, see **Reference Sheet N**.

Too often, assessment is purely extractive: an outsider goes into a community to ask questions and takes the answers out for independent analysis. In our approach to resilience, the participatory process and ownership of an assessment are as important as the data collected and information shared, if not more important. For this reason, it is critical to review with the community the **assessment purpose and perspectives** (see more detail in **Reference Sheet O**).

Over the last 30 years, the RCRC network has developed more than a dozen **approaches to assessing communities** (see **Reference Sheet P**). One of these, the **Vulnerability and Capacity Assessment (VCA)** was designed specifically to assess community risk. The VCA's original holistic vision, endorsed by the General Assembly in 1999, described it as "*a self-reflection process … highlighting the unfulfilled needs of new vulnerable groups*" and "*an opportunity for National Societies … to ensure programmes are kept relevant to ever changing needs of the vulnerable*". Grounded in the values of the Red Cross Red Crescent Movement, VCA was the first and only assessment method to be recognized at this level and was ahead of its time in acknowledging that risks and vulnerabilities—and vulnerable groups—evolve. The VCA has inspired many of the other assessment approaches that the RCRC uses today.

The **Enhanced VCA (EVCA)** is the result of an extensive review of the VCA guidance and toolbox and its application within the Red Cross Red Crescent Movement. It has been placed within the *Road Map to Community Resilience* as the main assessment approach, with tools, analysis and reporting adapted to facilitate the collection and analysis of community resilience dimensions. The EVCA process and EVCA toolbox (included in the Reference Sheets) also now include climate change and environment as well as gender and diversity considerations, and provide guidance for assessing in urban and conflict contexts with appropriate technology or digital tools.

Below, we use EVCA and community risk assessment interchangeably, as EVCA is the Movement's main community risk assessment package. The **R2R adaptation** boxes provide **advice** that you may want to explore, and encourage you to build capacity to use more flexible and enabling assessment techniques. Depending on your level of facilitation experience, you may wish to incorporate these adaptations.

R2R adaptation 1

It may take time for your NS resilience team to feel comfortable to fully equip a community resilience team to embrace and measure the definitions of resilience expressed directly by the community.

When you begin the steps below, support the community resilience team to lead the community to its own conclusions. Compare their findings with secondary data but do not allow their opinions to be biased by those of outside actors or donor funding.

One of the National Society's key roles is to develop capacities that strengthen community resilience, starting with encouraging the community to critically analyse the causes and consequences of the risks they face. Keep probing the 'why' and the 'how'! Be sensitive to different views and the needs of different groups within the community, and aim to connect people rather than divide them.

Tip: How does building community resilience capacity differ from sectoral capacity building?

The capacity to strengthen community resilience is different from skills in a technical sector like health, first aid, WASH or food security. Resilience is much broader than any single sector. Also, problem-solving is far more important for resilience than the technical mastery of any single tool or sector.

Train and nurture volunteers and members of the community to be strong problem-solvers. Also, nurture a willingness to innovate. Learning and improving are accomplished by innovation, asking questions, and trial and error. Those leading the community's resilience efforts should:

- Focus on the solution, not the problem.
- Keep an open mind.
- Innovate and embrace novel approaches.
- Challenge and change assumptions.
- Think laterally and cross traditional boundaries.
- Keep things simple.

While many of the above elements have often been used with success, they need to be made more systematic to enhance resilience.

Remember that the community may prioritise elements of risk that fall outside of the typical basket of services your National Society provides. This should not feel threatening but should encourage you to focus on accompanying, enabling and connecting, services that are equally important.

Follow the steps below to enable the community to understand its risks and resilience. Try to encourage understanding of the full community risk assessment process, and the fact that it is not necessarily linear. Due to particularities of contexts and dynamics, you should also contextualise the *Road Map*; you may find that a different order makes better sense in your context, or that some steps may be skipped or merged.

R2R adaptation 2

The IFRC believes that the process of strengthening resilience must start by asking the community to **define the concept in its own words**, judging itself how resilient it is. This places the term firmly in context and catalyses community leadership of the process.

Once community members describe ways to recognize whether and how they or their neighbours have what is needed to bounce back from a hazard or threat, they can use those dimensions to develop indicators that measure, and later monitor resilience.

Example: Explaining *resilience*

In the communities where it planned to work in Fulchari Upazila and Gazipur City Corporation, Bangladesh Red Crescent Society (BDRCS) staff and volunteers introduced the concept of resilience with a practical demonstration. They used a bicycle tyre covered with a cloth (representing the community), connected with elastic ropes (representing the functional resilience dimensions) and a watermelon (representing a stressor). Community participants were asked to make a circle around the tyre and each hold a rope. Each resilience dimension represented by the ropes was explained and discussed. Then, when they dropped the watermelon on the cloth, they showed how the cloth also dropped, demonstrating the impact of a stressor or hazardous event on the community. By holding the elastic ropes tighter, the cloth dropped less and bounced back to its former position. They explained how this showed the importance of the resilience dimensions.

This provided a critical foundation for introducing the *Road Map to Community Resilience*. They also discussed Bangla terms for the concept of resilience, pointing out-that resilience programming should identify and build on existing capacities as much as possible.

Milestone 4: Prepare to assess

You will reach this milestone when you have achieved all of the steps below.

Step 1: Lay foundation for the process

Enable the community to own the objectives and the process by supporting the community resilience team to:

- Check whether the **objective of the community risk assessment is clear** to everyone in the community and resonates with them. Clarify that the community must create a risk profile that informs and leads to their **risk-informed community action plan** (Stage 3), aligned to the community's existing development plans.
- Verify whether the community has been involved in **similar community risk assessments** in the past and ask what their experience was, what worked well and what they would like to see changed.
- Clarify the expected **role of the community** and the different actors in the assessment and planning process.
- Clarify which **voices, subgroups or profiles** need to be accounted for in the assessment processes. For example, if certain groups live far away, or different ethnic groups are not comfortable speaking in front of each other, a focus group discussion would need to be repeated for each, and often also conducted separately for men and women.
- Explain clearly the **practical aspects** linked to the EVCA, for example, if lunch and/or money for transport will be provided during and after the community risk assessment.
- If the community has **questions**, take time to address them. **Ask whether the community is happy to proceed with the community risk assessment**, and if so formally invite them.
- Reconfirm **community consent** to take photographs or videos if needed. If the EVCA works with school children, the advance written consent of teachers and parents is required, and an adult or official must be present throughout; this point is non-negotiable. If it is not possible to obtain consent or supervision, the exercise must be cancelled and, where possible, rescheduled.
- Explain available options for **feedback and complaints mechanisms** set up by the community resilience team (e.g., daily debriefing session, complaints and suggestion box, phone line). See the Community Engagement Hub for guidance and resources on setting up a feedback and complaints mechanism.
- Obtain relevant **permissions** and clearances from the authorities for collecting data. This process will be different depending on the country in which you are operating. As a rule, you always need the permission of participants to collect data; however, in some countries, you will also need the permission of the authorities to enter an area and collect primary data. When collecting data, especially if it is digital, bear in mind country regulations on data sensitivity, as well as privacy and confidentiality.

Noting community feedback and complaints is vital. A Red Cross volunteer in the Democratic Republic of the Congo engages with community members to respond to their concerns and questions.

Photo by Corrie Butler/IFRC

Step 2: Schedule and budget the assessment

Schedule the EVCA process in close collaboration with the community

Work with the community to make a **schedule and workplan**. The more time you allow for the overall assessment, the more likely community buy-in will be. EVCAs typically run for three to four days, not including time to prepare tools, plan sessions and finalize reports.

Typical sequencing for both rural and urban contexts is shown in the table.

R2R adaptation 3

Ownership takes time. To ensure the community resilience team can lead their own assessment, they may need more intensive training, and more flexibility in the time needed for the collection and analysis phases. This is because we sacrifice speed for buy-in, ownership and longer-lasting impacts.

TABLE 5: Typical sequencing

Event	Rural	Urban
Full EVCA process (including assessing the community resilience dimensions)	3-4 days	2 days broken into 3-4 sessions
Introductions and the hazard/threat assessment	Half day to 1 day	Half day
Vulnerability and capacity assessment (using the 11 dimensions of a resilient community)	2-2½ days	2 half days
Analysis and conclusions on risk levels	Half day	2-hour session

The plan should also consider the **time of year** to conduct the EVCA. It is important to conduct it when community members are less busy and can effectively contribute, for example, times of less intensive day labor according to crop cycles, or tourism. In addition, EVCA should be planned during peace time in advance of extreme weather seasons. For urban communities, you will probably need a greater number of shorter but more intensive sessions. Community members' availability may differ depending on gender, age, livelihood and other considerations. For example, it may be difficult to actively engage farmers during the planting or harvesting season. If certain vulnerable groups are not able to participate or be represented, ensure that members of the community resilience team consult them separately.

Other factors that may influence timing include when results are needed to feed into the local government planning process and project timelines. You may also need to repeat data collection events to include marginalized groups within the community identified above. Establish how many events are to be scheduled and who will lead data collection. Forms to help organise the schedule are available in **Reference Sheet Q** on assessment scheduling.

Through the community resilience team, consult with the community about the proposed schedule and formally invite individuals from the wider community to participate. Make sure that information about the date, time, venue, purpose and persons required for each activity is communicated well to the full community, including marginalised community members and all relevant stakeholders. Consider carefully whom to invite and be sensitive to power relations, dependency, etc.

Support community to list needed materials and create a budget for the assessment

Identify what resources will be needed during the assessment, guided by the National Society's resilience team, and subsequently adapted once branch office staff and volunteers from targeted communities have been selected and trained. The **workplan** and budget should identify the key resources required (venue, snacks, materials, equipment, vehicles, expertise), timeframe and responsible people.

Consider which materials are required for data collection and are appropriate for the context. Explore using technology that is most available, user-friendly and unifying. If every household has a mobile phone or can be provided with one, you can organise a very simple household questionnaire using SMS responses. If community resilience team members are computer literate, consider collecting data using tablets or another data collection platform. If you are in an isolated rural community with no electricity, use paper and markers. Once you have decided what you need for data collection or information gathering, be sure you have the necessary data collection equipment and other material you may need: e.g., props, flipcharts, coloured paper, pens and maps. Use paper efficiently to protect the environment, and print only what you are sure will be used and valued. Be aware of privacy, consent and protecting the identities of those you collect data about.

Tip: Resources

It is preferable to already have identified a minimum level of resources that will be available to help implement the risk-informed community action plan and micro-projects before the process starts, in order to avoid disappointment when the plan is ready. To ensure this, engage stakeholders (local, national or international) that could fund activities and projects in the assessment process. See more on this topic in Stage 1 during stakeholder mapping.

An EVCA does not need to be expensive; the resources needed most are the time, energy and commitment of the community, volunteers and branch.

Plan assessment logistics. As above in Stage 1, reserve the venue(s) for any large meetings needed for the assessment process and make transport arrangements as needed.

Now that you have taken the necessary steps, you are ready to get the community started on its risk assessment.

Example: Applying EVCA for *Road Map to Community Resilience*

The RCS of Tajikistan selected the Gayratsho Davlatov community to implement the *Road Map to Community Resilience*. It organised a round table meeting with 15 community leaders, local authorities and staff of the Committee of Emergency and Civil Defense, followed by a workshop for community leaders and RCST branch staff to introduce the new approach to building community resilience. With the commitment of the community leaders and local authorities, the project implementation began in April 2018. An EVCA training was conducted for 20 *Road Map to Community Resilience* group members and local authorities in May 2018 to prepare them for a community assessment. When the trained group members carried out the community risk assessment, they began by developing a comprehensive community factsheet and identifying the main threats. By using the primary and secondary data, the community identified a range of challenges, including decreased harvest levels, a lack of safe drinking water, health issues, poor internal road networks and unemployment. The group also contextualised the community resilience characteristics to make them applicable to their community in the Bokhtar region of Khatlon province, and converted the descriptions into indicators for measuring achievements. After measuring the level of resilience and based on its prioritisation of issues, the community developed and implemented its plan of action to address the challenges.

Milestone 5: Measure community risk and resilience

You will reach this milestone when you have achieved all of the steps below.

The *Road Map to Community Resilience* applies 11 dimensions of community resilience

The *Road Map to Community Resilience* applies the well-known EVCA approach and employs the **11 dimensions of community resilience** to help organise the data and information collected. The EVCA is structured to guide the community to identify the **determinants of risk** (threats/hazards, exposure, vulnerability, capacity), and assess vulnerability and capacity using the community resilience dimensions. The community helps analyse the information and evidence to determine priority risks to be addressed through a risk-informed action plan to strengthen community resilience. Much of the assessment can draw on standard indicators by resilience characteristic (see **Reference Sheet R**).

The national resilience team may also consider using the Community Resilience Measurement Dashboard. The dashboard's measurement tools include the Resilience Star, Resilience Radar and Resilience Scan. The Star, based on the risk data from the EVCA, is qualitative, while the Radar, based on data from surveys, is quantitative. The Scan is a tool to measure community resilience by using secondary information and insights from local experts. The Star or Scan may be applied to some selected communities, in parallel with the Radar, to cross-check measurement results.

Step 3: Understand the main hazards or threats

Anchor the assessment in key terms understood by the community.

If not already completed in Stage 1, it is important to now **build the foundation for the assessment by introducing key terms** and translating them into the local language for better understanding by the community. This can be done through a story or game (see **Reference Sheet E**). Limit it to a few key concepts, such as hazard, vulnerability, capacity and risk. The aim is for the community to understand the key determinants of risk by linking the concepts to their local expressions and world views. There may not always be an exact translation of the terms in another language, in which case a description and practical examples may be helpful.

R2R adaptation 4

If you have never used an **accompanying, enabling and connecting approach in an assessment**, start by introducing the three services to the team—and ask them to explain the services to the community—deliberately and gradually. They are an essential element of fostering resilience and are critical for sustainable results.

FIGURE 3: Key terms

In Steps 4 to 9 below, you will find a proposed sequence of the assessment process with suggested tools that help gather required information per step. This is only a suggestion as tools can be often used in more than one way. Experienced facilitators may also adapt or bring in new tools as needed. What is important to keep in mind is that, as a facilitator, you should always be clear about the overall process and for what purpose you are using the selected tool. The selection of EVCA tools is also described in greater detail in **Reference Sheet S.**

Help the community brainstorm hazards or threats

What are we most afraid of? What affects us? In this assessment, a hazard or threat can be expressed as "*we get sick more and more often*", "*it has become dangerous to cross the roads*", "*we don't feel safe*", "*we get injured in earthquake*" or "*we lose our crops in droughts or floods*". Welcome all ideas and help the community produce a thorough list of possible and perceived shocks, hazards or threats.

Employ the enhanced VCA tools and methods to explore local hazards/threats

The tools and methods can be used to explore local hazards or threats across space (hazard/threat exposure mapping), across time (historical profile and visualization, disaster history, seasonal and climate-adapted calendars), and across social groups (repeating the tools in different social groups to take account of age, gender, ethnicity, livelihood groups, etc.). Highlight emerging and changing hazards and threats, especially due to climate change or land-use changes. Probe and challenge the community with information and statistics gathered in Stage 1 through the secondary data review and community factsheet. Some of the **most common tools** to explore hazards or threats are: historical profile, seasonal calendar, mapping, transect walk, and many more (see EVCA toolbox).

When selecting the relevant tools for one community or context, remember there is no single EVCA tool that must be used in each context. The selection of tools will depend on many criteria. Some tools are more appropriate for a specific part of the risk assessment. There is no need to use all the tools, as time will not allow for this and several tools achieve similar results. While the list of tools may appear intimidating, many will produce similar information. This means a choice must be made.

Tip: Criteria for selecting tools for each stage of assessment

- The suitability of the tool to assess hazards, or vulnerabilities and capacities.
- The specific context of the community (urban or rural, size, etc.).
- What is already known about the community (through secondary data, literature/studies and previous visits).
- The suitability of the tool to assess resilience characteristics/dimensions.
- The time available to conduct the participatory assessment.
- The number of team members and skill sets available within the facilitating team.
- Requirements such as budgets, technology, etc.
- What the community feels is meaningful, can absorb and can learn from.

Tips and guidance on hazard/threat identification and analysis can be found in **Reference Sheet T**, suggestions on exposure and vulnerability mapping in **Reference Sheet U** (along with the EVCA toolbox) and guidance on sampling in **Reference Sheet V**.

Rate community-perceived hazards/threats

After the community has adequately explored hazards and threats, **lead them to prioritise the most important hazard or threat** based on impact and frequency. To address the most serious problems first, encourage the community to limit the number of hazards or threats to a **maximum of three.**

Rating can be done in many ways and must be considered fair and inclusive. Encourage community members to think carefully about different prioritisation methods and choose the best one for them (see **Reference Sheet W** on prioritisation.) They may prefer a sophisticated technology-based (SMS) voting system or to simply raise hands in a community meeting. If some community members do not have access to phones or do not know how to use them, an SMS voting system will not be inclusive. On the other hand, communities divided by conflicts or communities with extreme power imbalances may need to adopt an anonymous voting system.

Characterise the priority hazards and exposure

It may be useful to review the priority hazards in a little more detail. Accompany the community or a smaller group to analyse and describe the nature and behaviour of and exposure to the top three hazards (origin/cause, warning signs, lead time, frequency, duration). Triangulate the community information with external expertise—for instance, from relevant specialists at universities or the national meteorological agency—and bring the information into the community discussions.

For example, the community may report more severe floods than in the past, and it would be easy to blame climate change. However, if local records do not show any change in rainfall intensity, changes in the management of the watershed upstream may be a more likely reason for the flooding. See also **Reference Sheet U** on exposure and vulnerability mapping.

Brainstorm exposure of vulnerable groups, and assets within the community

Explore which areas, structures or groups are most directly impacted by each hazard. When a hazard strikes a community, the most vulnerable will often be more affected. It is important to identify the most vulnerable groups per hazard or threat and specify their particularities. You will need to refer to these groups when analysing the evidence on risks and preparing the risk-informed community action plan. This is because all interventions to reduce risk should either benefit the whole community evenly or have a specific focus on groups who are most exposed or at risk. See **Reference Sheet V** on sampling.

In Kavre, an earthquake-affected district of Nepal, members of a village development committee map the area after learning how to conduct a vulnerability and capacity assessment through the Nepal Red Cross Society.

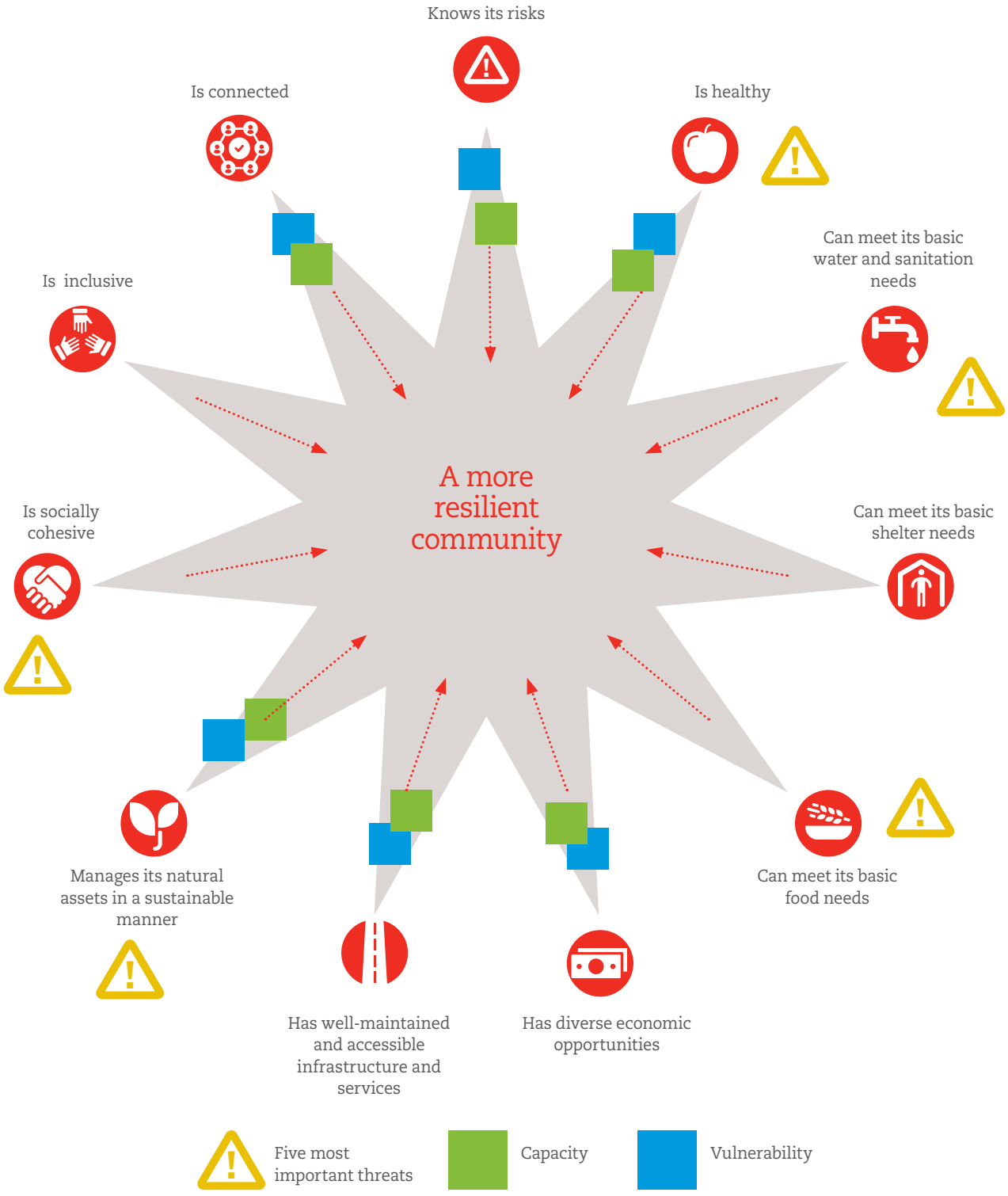
Photo by Rosemarie North /IFRC

Step 4: Understand vulnerability and capacity

The Resilience Star helps explore vulnerabilities and capacities aligned to the dimensions of resilience for each hazard or threat. This tool can become an **anchor for the enhanced community Vulnerability and Capacity Assessment**. You can start with the star as a tool to facilitate brainstorming and participatory inventorying of vulnerabilities and capacities. Return to it each time you gather more perspectives or complete EVCA tools to consolidate the information.

Display the 11 dimensions of resilience in a table or star formation in the local language in a visible location (see the tables in Stage 1). Choose any format that will be easily understood or that engages participants. With the community, contextualise the 11 resilience dimensions by using local language and/or symbols until they are clearly understood by everyone in the community. Also make visible and available a list of the top hazards/threats from Step 3. For each of the 11 resilience dimensions, discuss vulnerabilities and capacities in relation to the top hazards or threats. See tip below for more details on how to use the Resilience Star, and **Reference Sheet X**.

FIGURE 4: Example of a Resilience Star



Tip: Ways to use the Resilience Star

- Use the star as a **brainstorming tool** during a preliminary community session: a two-hour discussion to help the community see the range of resilience dimensions and how they relate to risk, while also becoming familiar with the new vocabulary. Your context may merit repeating this for multiple diverse groups in the community.
- Use the star as a **visible methodological framework** that anchors the data collection, the pieces of evidence collected and also the analysis.

You may choose to work on one Resilience Star for each of the prioritised hazards or threats. In this case, it may make sense to separate participants into three groups and assign one hazard per group to discuss together at the same time. If you feel very confident about capturing the nuances between them and moderating the discussion efficiently, you could discuss all priority hazards together, and organise the sticky notes.

Insist on inclusive data techniques for collection and analysis

It is important to analyse all vulnerabilities and capacities the community can think of, always reflecting the perspectives of pertinent vulnerable groups.

Remember the subgroups of people in the community who may face specific risks and concerns (see Step 3 above). Adapt the EVCA instruments to ensure that everyone can participate, and you can identify data for each of those subgroups. When you compare women to men, for example, you need to collect data for both, recording the sex of respondents on the collection instruments.

The Thai Red Cross Society offers mobile health services to the elderly in Lamphun Province, Thailand. Remember subgroups, such as the elderly, who may face specific risks and concerns.

Photo by Warongrong Tatrakom/ IFRC

Example: Ensuring that risk and resilience measurement in Belize is inclusive and people centred

When carrying out an EVCA with an indigenous Mayan community, the Belize Red Cross Society adapted its normal procedure for establishing a baseline score of the community's resilience. Instead of numerical values, it asked community members to use five images of facial expressions to rate their vulnerability. This inclusive, people-centred innovation proved very effective. Faces were more accessible across linguistic and cultural boundaries, participation was high, and community members, particularly women, were very satisfied.

Having identified key subgroups before data collection, use a table like Table 6 to compare the results of your discussions.

TABLE 6: Disaggregated inclusive analysis

Comparison groups	Main differences (examples)
Women versus men	Women prioritise health risks, while men prioritise weather-related risks, etc.
Differently abled versus abled	Only 7 per cent of those with disabilities, but 52 per cent of the general population, have access to …
Livelihood differences: fisherpeople versus farmers	Most fisherpeople's households have roofs made of natural materials, while most farmers' households have steel roofs.
Youth versus elderly	Etc.
Lowland versus highland	Etc.

For Steps 5 and 6 below, you will explore and score the 11 dimensions of community resilience, broken into two sets: **sectoral and social**. In each, the community collects data using EVCA tools, studies the evidence, and produces one score per dimension (and for sectoral dimensions, per hazard/threat).

Step 5: Explore and rate risk for the eight sectoral dimensions

This step involves scoring how a community is doing in eight sectoral dimensions (these are the eight among the 11 that represent technical sectors; the remaining three will be explored in the next step). For these dimensions, it is **likely that the community will recognise different situations triggered by each of the priority hazards/threats**. Check community understanding by asking whether community members' economic opportunities would be influenced differently by hazard X than by hazard Y, or whether their water and sanitation situation would be differently affected by threat 2 compared to threat 3. If there are clear differences, complete this step separately for each of the priority hazards/threats. Choose one of the following ways that works best in your context:

- Organise the community into three groups under the leadership of one member of the community resilience team. Each group will focus on one priority hazard/threat; OR
- Time allowing, keep all participants together and repeat the full process below three times in sequence, one for each priority hazard/threat.

Analyse how priority hazards/threats affect the eight sectoral dimensions

Select a few EVCA techniques that adequately capture the eight technical sectors to apply in focus groups, interviews or site visits. These typically include **mapping** geographic vulnerability and **transect walks, direct observation, and problem trees**. See **Reference Sheet U** on mapping techniques. If you can't get enough information for some sectors, you could also carry out additional assessments, for example, on shelter (PASSA), livelihoods (HES) or health (see *Step 8: Go deeper* below). For additional ideas on how to get the community to develop indicators for these concepts, see **Reference Sheet Z**.

Consolidate information on the Resilience Star

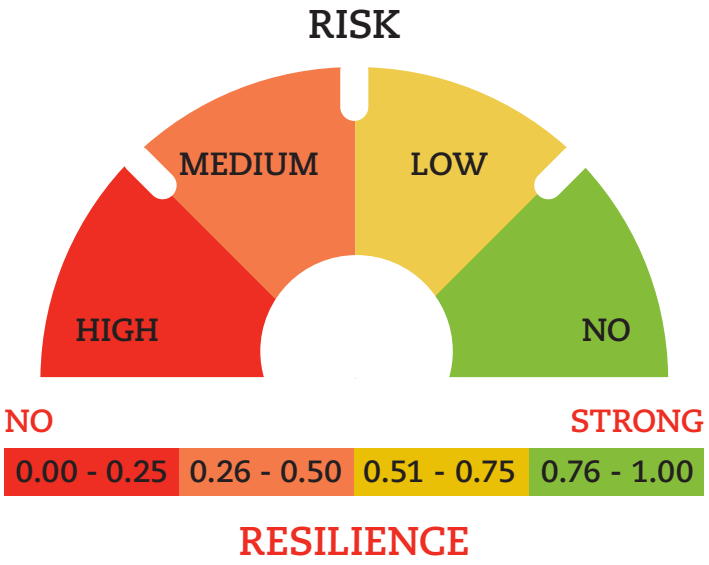
Return to the Resilience Star to add the key findings from the different assessment tools. Don't lose the important details: it is critical to summarize vulnerability and capacity findings according to each hazard/threat and dimension, and to determine what makes the community most vulnerable to each hazard/threat and what capacities exist to mitigate against the hazard/threat.

Rate risk using the sectoral dimensions of vulnerability and capacity

Review all the evidence compiled through the EVCA tools and guide the community to produce one risk score per dimension/hazard pair by comparing all the vulnerabilities versus capacities for each dimension. This would entail 24 scores (8 dimensions x 3 priority hazards). The risk ratings should use a simple format such as *no*, *low*, *medium* and *high* (see Figure 5). This scoring will require a subjective judgement by the community, using all the information that was collected. Post the 24 scores on the Resilience Star.

Support the risk rating for each dimension with a statement summarizing the risk analysis for that dimension (see **Reference Sheet DD** on data reduction).

FIGURE 5: Example of a rating scheme



Step 6: Explore and rate risk for the three social dimensions

Now that you have finished exploring the eight **sectoral** dimensions, it is time to repeat the same process for the three remaining **social** dimensions.

Determine which dimensions of community resilience would be influenced equally by any hazard/threat

The community resilience team should remind the community about the 11 resilience dimensions, then guide the community to **remember which dimensions are influenced in the same way by each of the priority hazards or threats.** While it is best to let the community propose these, this would normally concern the following dimensions:

- Is socially cohesive
- Is inclusive
- Is connected

Ask the community to explain the three social dimensions in their own words—to describe relationships both inside communities and with others outside. See **Reference Sheet Y** for some techniques to guide the discussion.

Tip: Social cohesion, inclusion and connectedness

- **Social cohesion** is the extent to which people draw on informal and formal community networks of support to identify problems, needs and opportunities, establish priorities, and act for the good and inclusion of all in the community.
- **Inclusion** is the extent to which decision-making and management of community affairs is inclusive of all genders, persons with disabilities and any ethnic, religious or political subgroups in the community.
- **Connectedness** is strong and supportive relationships with local government authorities and other external organisations, as well as access to information. Remember the stakeholder mapping you conducted in Stage 1.

Analyse relationships both inside the community and with those outside

Start with the stakeholder list or mapping started in Stage 1. Use techniques such as a Venn diagram to guide the community to explore the **internal relationships** in greater detail. Internally, this will reflect the two dimensions of *social cohesion* and *inclusion* (see above for the differences). See **Reference Sheet Y** for Venn diagrams.

In an outer loop of the same diagram or a separate one, map relationships the community has with **external stakeholders** and services. This represents the *connectedness* dimension. In the event of a hazard or threat, would the community have access to support from these stakeholders, organisations or services?

Make sure the vulnerable groups identified in Step 3 feature clearly on both maps. During both mapping exercises, discuss which relationships represent **strengths** (such as contacts or services you can build on) and **weaknesses**, vulnerabilities defined by the absence of positive relationships or known conflicts. Place coloured sticky notes for vulnerability and capacity on the appropriate part of the Resilience Star.

Score the social dimensions of vulnerability and capacity

After the mapping or data collection on these three dimensions has been completed, **step back to see the big picture** of the social dynamics. Ask the community what they can conclude from this part of the exercise.

Look at the evidence for *each social dimension* (social cohesion, inclusion and connectedness) one at a time, and guide the community to produce a **simple rating** of itself as ***no, low, medium*** *or* ***high*** risk. See Figure 5 above and **Reference Sheet CC** on risk rating.

Importantly, these four terms encapsulate **both vulnerability and capacity.** Green is considered the best level—characterised by low risk and strong capacity, and light or no vulnerability in the community. Red is the weakest level, with high risk and/or highest vulnerability and/or low/no capacity. Discuss as a group and decide together which score is appropriate to describe the current situation per dimension.[10]

Consolidate information on the Resilience Star

Return to the Resilience Star to post the agreed scores and key findings in a central location that everyone in the community can access. Make sure the notes portraying vulnerability and capacity also remain visible proofs of the community's perceptions. It is important to discuss and document details and justifications to be included in reports.

R2R adaptation 5

The discussion on the three social dimensions can be conducted at the same time as the eight sectoral dimensions below, as part of a more complete data collection process.

Also, confident community resilience teams can **enhance or replace** a Venn diagram approach by converting community descriptions of each of the three dimensions into one or two indicators that can be collected by community members (as part of a larger set of questions).

For example: if a community defines **cohesion** as having neighbours or family nearby on whom it can rely during a [storm/flood/conflict], then a simple survey could include the following question:

Can you name a neighbour or family member within x kms that you can reach after hearing an early warning for a tropical storm? Yes|No

R2R adaptation 6

Before scoring: if you used multiple methods to collect information on the three social dimensions **or** even if you repeated the Venn diagram or mapping with more than one group of people in the same community (for example, women and men), **you will need to guide the community to triangulate and analyse information across the sets of evidence**. See **Reference Sheet BB**.

10. Another technique is to rate risk instead of scoring resilience as described above. To rate risk, you need to score vulnerability and capacity separately and compare the two in a risk matrix. See **Reference Sheet CC**.

Step 7: Measure resilience, report and validate

This step aims to consolidate the work in Steps 1 to 6, to bring together the priority threats/hazards, the *sectoral* and then the *social* dimensions of resilience.

Enable the community to combine the scores of all 11 dimensions (across the three hazard/threats) to obtain an **overall single measure of resilience**. At this point, the community would have 27 scores from Steps 5 and 6 above: 24 risk scores for the sectoral dimensions and 3 for the social dimensions.

Return to the Resilience Star with the 27 scores and key findings, and discuss how to rate the resilience level across the 11 dimensions from 0 (no resilience) to 1 (strong resilience). Use Figure 5 as a reference when determining the resilience score per dimension. For example, if the Health risk is rated as "Medium", the resilience score is between 0.25 and 0.50. By using the key findings and through group discussion, agree on what the actual resilience score should be for each dimension. See the table below for rating resilience:

EVCA Risk Score	Resilience Score
High	0.00 – 0.25
Medium	0.26 – 0.50
Low	0.51 – 0.75
No	0.76 – 1.00

An aggregate score may be useful for keeping track of resilience and comparing it with other communities and other times. You will want to remember which elements scored high or low, and on which threats/hazards.

One option is for the NS resilience team to summarize the information ahead of time and bring the community together to review or endorse the summary and ratings. As the assessment was led by the representative community resilience team, be sure to share the final assessment report and validate the risk or resilience score with the wider community and key stakeholders. This will be the basis for discussion and getting wider engagement from the community and stakeholders in the risk-informed community action planning in the next stage.

Enable the community to discuss what the resilience scores mean. The community's goal should be to move towards a higher resilience level (green) or to a better score of resilience each time measurements are taken.

Turn your assessment results into a baseline resilience assessment report

The community should now have a better sense of the extent to which it is already resilient. Later, they will want to know whether their risk reduction and resilience-building efforts did in fact lead to a more resilient community.

At this point, you are able to turn assessment results into a more formal EVCA or resilience report. By uploading your resilience report (using a Star template) onto the Community Resilience Measurement Dashboard, you will be also able to visualize community resilience as a spider diagram. The dashboard allows you to combine Star results, if needed, with the results of other community resilience measurement tools (e.g., Radar or Scan) to triangulate more widely with other techniques or sources.

If you have permission from the community, upload the EVCA report onto the VCA repository (vcarepository.info) so the information does not get lost and can be used in the future. Once the report is shared widely and validated, the community may be ready to explore what actions it can take to strengthen its resilience. While it will be useful to compare the community's overall resilience score over time (and to compare its score with that of other communities engaged in the same process), communities use the scores of each resilience dimension primarily to decide what actions they will take to improve their resilience (Stage 3). If the community is ready to take action, **go to Stage 3**.

A child receives a mosquito net from the Red Cross in the Solomon Islands. If the health dimension scores low, the community may want to explore why people are falling sick and how to prevent it.

Photo by Rob Few / IFRC

Step 8: Go deeper

The community may have identified a dimension that requires more information before they can make a decision about solutions or actions to build resilience. For example, if the *health* dimension scores low, the community may want to find out more about why people are falling sick and how best to prevent that. If the community decides they need more information, explain what expertise your National Society can provide from in-depth assessments (for links, see **Reference Sheet P** on community assessment approaches). If the community would like to make a deeper analysis, connect them to the relevant sectoral team in your National Society to make arrangements.

If your National Society does not have expertise in the community's weakest areas, you can encourage community members to review their stakeholder (or *social* dimension) mapping to see whether other government, nongovernment or commercial entities might help. Here you can use a simple matrix called 3W (Who, Where, What). Also, use your NS auxiliary role to connect the community to other levels, such as regional or national governments. This may involve assisting the community with advocacy (see Stage 4 below) to gain official attention or resources. There is no predefined order to which issues the community should start to explore in greater depth; simply follow the community's priorities and remember to refer to specific vulnerable groups identified previously.

Travel log: Understand risk and resilience

Resilience assessment cannot be prepackaged. The time invested and tools/methods used must be adapted and contextualised for each community. Essentially, results include an understanding of the main hazards/threats; vulnerabilities and capacities, a score per dimension; and an aggregate baseline measure of risk or resilience that is comparable over time and with other communities. The assessment process and its results are a key outcome for the next stage of the resilience journey.

Before moving to the next stage, check your progress to see whether you have achieved the minimum requirements in this stage. In the left column is a summary of the recommended approach and in the right suggestions to help you adapt the journey to overcome specific challenges in your context or to enhance the community engagement in the process.

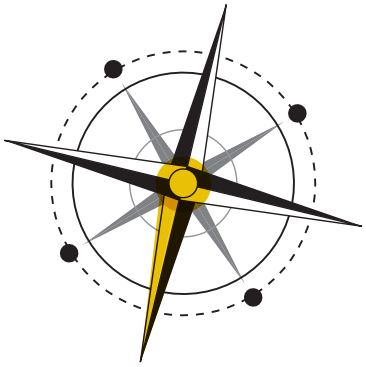
Recommended in this *Road Map*	Adapted journey
☑ Assessment planned by branch office: aiming to get objectives clarified and owned by the community, scheduling, materials, budget, logistics, permissions, tools.	☑ Branch mobilises the RCRC volunteers of the specific community to lead, with community members agreeing on each step before proceeding
☑ Main hazards/threats are identified and understood by community.	☑ Engage volunteers or community members to find the best way to promote solid understanding by the community of hazards/threats and resilience. It will be difficult to proceed without achieving this.
☑ *Sectoral* dimensions of resilience are explored and understood by the community.	
☑ *Social* dimensions of resilience are explored and understood by the community.	
☑ Branch and volunteers produce the scores separately/ outside and later present them to the community for validation.	☑ Scores aggregated for resilience by the community itself, with support by branch office
☑ Branch prepares report for donors.	☑ Report is prepared, shared with donors and validated by the community
☑ Branch consults NS expert and secondary data, as pertinent.	☑ Decision made by community itself to move to action planning or to conduct a deeper study

If you cannot check the boxes above to move to the next phase, don't worry. Every NS, context and process is unique and will advance at a different pace. Check back through the chapter to see where you can build momentum to move forward.

John Paul Kuzungu's farm near Kenya's coastal city of Malindi tripled in size after the Kenya Red Cross Society installed a reservoir and piping system in the area, with support from the Austrian and Finnish Red Cross.

Photo by Kenya Red Cross Society

Stage 3: Take action to strengthen resilience



STAGE 3
Take action to strengthen resilience

This stage helps communities use the evidence they have gathered to take action. Your role as a National Society is to facilitate that process, connect communities with relevant stakeholders, and accompany communities as they identify and take action.

Milestone 6: Create a risk-informed community action plan

You will reach this milestone when you have achieved all of the steps below.

The risk assessment baseline made by the community produced a scorecard of resilience dimensions. When a resilience dimension scores poorly, the community decides whether it wants to address its risks in that area and, if so, how. This is an exciting time when all community members participate with their ideas of how to minimise their risks by reducing the causes of their vulnerabilities and strengthening their capacities. Facilitators need to be skilled in addressing potential conflicts that may surface during the planning process.

This is an exciting time when all community members participate with their ideas of how to minimise their risks

Step 1: Vision and identify actions

To start the planning phase, it is good to do a visioning exercise with the community, motivating them to think about what a safe and resilient community would look like when all the major hazards and threats are minimised. This exercise should help inspire and motivate (see dream map or solution tree tool in the EVCA toolbox).

Do a visioning exercise with the community, motivating them to think about what a safe and resilient community would look like

The next step is to answer the key questions: *What do we need to do to get there? What actions can we take to prevent and mitigate a potential disaster? What can we do to address these weaknesses and become more resilient?* Note all the ideas on cards and place them in a visible place for reference in the next steps.

Step 2: Explore internal capacity

Start by exploring the community's own capacity to address its risk and vulnerabilities.

Compare weak resilience dimensions with the community's own capacity and resources, to identify capacities to address them. Write (or draw or symbolize, as appropriate) on separate cards the dimensions with the weakest scores. Place the cards on one side of a common space (table or wall). Next, bring in the actions identified in the previous step and ask *What resources or capacities do we have in this community that can help us do X action to strengthen dimension Y?* Make available empty cards of another colour for participants to record capacities and resources using words or drawings.

A woman awaits a food parcel from the Afghan Red Crescent Society. Ensure that anyone who cannot attend a meeting, such as those with a disability, are given opportunity to contribute their ideas.

Photo by Meer Abdullah/AFRC

Structure the discussion. Examine each dimension one by one, or hold a brainstorm to put many capacities and resources on cards before returning to the weak dimensions. Encourage them to consider natural resources among their capacities if they do not mention them spontaneously, but also to think about their sustainability and the importance of ensuring they have no negative impact on the environment. Mention the role of local authorities if members of the community do not. Using string, chalk or other 'connectors', ask participants to draw lines between dimensions, actions and capacities/resources; allow any number of lines to originate or terminate at the same card.

Repeat the exercise with other groups of people who could not attend the meeting, or who did not feel comfortable enough to contribute. These people may include women with young children, people with a disability, or people from a minority group. The findings from all sources must be compiled into one full set, which the community can use to identify its priorities.

Summarise the results of the exercise by repeating what the community will do and how. For example, say: *To enable our homes to withstand storms, we will replace worn roofing materials.* Repeat for all actions that the community can take with internal capacities.

Step 3: Identify need for external support

Now turn the community's attention to the actions that cannot be taken with its own resources. **Ask how each dimension with a weak score might be addressed with external support**, and note the ideas on cards (of a different colour or size to those used above) or a public board. For example, one card might read *Resurface the road to make sure our community is accessible in winter.* As above, repeat the exercise in smaller focus groups with people who could not attend the meeting or who did not feel comfortable enough to contribute.

Step 4: Prioritise actions

Explain that the community should be realistic about how much external support to seek and expect. It is helpful to **agree on some criteria** to choose priority actions for implementation.

Tip: Criteria to decide priority actions for implementation

Consider the following criteria that have been used by communities to decide their priority actions:

- **Impact**: Actions that benefit many of the most vulnerable people.
- **Feasibility**: Actions that are relatively easy to take using the community's own capacities and resources, including any internal funds that it may have set aside.
- **Effectiveness**: For example, actions that address multiple vulnerabilities.
- **Duty and/or connections**: Actions that can be taken by actors that have a responsibility to and show interest in reducing risk for the community.
- **Social sensitivity**: Actions that promote gender and inclusiveness, and that are conflict-sensitive (Do No Harm).
- **Climate smart and environmentally sustainable**: Actions that consider future climate and environmental risks.
- **Sustainability**: Actions that can be sustained socially, environmentally and economically.

Once the criteria have been agreed, support the community to consider and **rate actions** *(see the Action Planning/Prioritization Tool)* according to how many criteria each meets. A simple table and checklist on a blackboard or poster can be used to enable participants to see clearly how many criteria are met and to understand the rating results. This should be done in a place where everyone who is able can observe and participate, in order to ensure accountability for the decisions and to manage potential conflict.

Encourage leaders to enable those who cannot attend in person to give their views through a representative, or hold several meetings at different times. When all actions have been rated, the community leaders should communicate which are the top three to five, depending on what the community feels is feasible for its first plan. They should leave an appropriate period of time for feedback, including anonymous feedback using a sealed box, to ensure there is consensus in the community.

Enable those who cannot attend in person to give their views through a representative

Step 5: Define activities and resources

One by one, consider all the actions that the community has decided upon in Steps 1 to 4, then **break them down into the sets of activities needed to achieve them**. Use cards to brainstorm and present ideas visually, then rearrange them in the most appropriate sequence. For example, if the community's chosen action is to reduce disease by clearing blocked drainage canals, they might decide to (in order):

- Inventory the canal system and mark areas that are blocked.
- Set a period of time to clean and follow up.
- Call a community meeting to form volunteer work groups.
- Rent or gather shovels and disposal equipment.
- Etc.

Estimate the additional resources needed, in terms of labour, money, materials, technical assistance and services, and any others (see EVCA toolbox for template of the risk-informed community action plan, and **Reference Sheet FF** on participatory resource planning.) Consider the environmental implications and find alternative options if any are not environmentally friendly.

Repeat the exercise for each action until the community has created a complete risk-informed community action plan, using the prioritisation criteria in the tip above. If the community is not sure what activities are required but know that the first step is to reconnect with an external stakeholder such as a government entity with responsibility for such issues, or with a private company that indicated it might support the community, the activities could be:

- Request meeting with municipal agricultural office.
- Gather information for meeting and decide who will attend; prepare facts and photos.
- Attend meeting and present problem and proposed solution.
- Record results of meeting and follow-up steps.
- Etc.

Tip: Consider timing

Review the seasonal and daily calendars to see when would be the best time to implement the activities, based on when community members would be available to implement them.

Leave an appropriate period of time for feedback, including anonymous feedback using a sealed box, to ensure anyone who was not present can have their say, and that there is consensus in the community before moving forward. If further discussion is needed, hold another (or several) meetings so that all concerns can be addressed. Make sure the plan is documented and accessible to anyone from the community who wishes to consult it, and create a simple, visual version with a schedule of implementation to be displayed in public places and updated as progress is made. The EVCA and plan should also be shared in the global VCA repository.

Finally, when planning the timeframe, consider how known and potential hazards or threats might adversely affect the community while it is implementing its resilience plan, and what can be done to minimise damage and disruption. The community might decide to avoid certain activities during hurricane season, for example, or agree on a place to store tools and other resources above the most extreme flood levels.

Example: From problems to action

The Egyptian Red Crescent implemented a *Road Map to Community Resilience* project in Cairo's Doweika District in 2018. ERC's resilience champions met with the community leaders and introduced the resilience concept to them. Then they organised a resilience workshop for selected community coordinators in Doweika in order to familiarise them with the steps and landmarks of the *Road Map* guide.

ERC and members of the Doweika community jointly conducted a participatory risk assessment to identify the problems faced by the community. These were grouped by theme, and four committees were formed to deal with each of them: the health committee, the woman and child committee, the youth committee and the environment committee. Each committee developed a problem tree with two to three key problems to be resolved in its area and the resources required, and shared the results with other committees for information sharing and finalizing with inputs from others. Then a community map was created, highlighting the services, capabilities and challenges for each committee area. Each committee turned the problem tree into a plan of action and implemented it. As part of the plan's implementation, the committees held awareness-raising seminars and educational sessions for community members and carried out the planned activities. When the plan had been implemented, ERC organised a workshop where committee representatives shared their learning.

If your National Society also has resources to support the community to develop a **contingency plan**, you can use this step as a transition to that process. A contingency plan is a set of decisions, taken before a threat or hazard event occurs, that will enable the community to respond quickly and effectively to protect lives and assets. A key component of disaster preparedness, it can also be included as an annex to the risk-informed community action plan. The assessment of Stage 2 and the actions prioritised by the community in Stage 3 are likely to already include some of these decisions. For example, if the community identified hurricanes as a key threat/hazard, they might already have decided to designate a safe building for community members to go to if their home is unsafe or damaged. **Reference Sheet GG** provides instructions and templates for contingency planning.

Step 6: Connect with stakeholders

Because the risk-informed community action plan needs inputs from external sources, your National Society has an important role to play in connecting the community to other relevant actors, processes and resources. Links to stakeholders with responsibility for local development—usually local government—and disaster management are critical. Any actions the community wants to take to strengthen their resilience must take into account, and whenever possible be aligned with, ongoing development activities and local disaster management plans. The community may also be able to tap into government funding to achieve parts of its risk-informed community action plan by linking it with the local government planning process.

Links to stakeholders with responsibility for local development and disaster management are critical

Carry out the tasks below to help generate resources and partnerships.

- **Assist the community to prepare a presentation of what it wants to do and why**, starting with the community factsheet (see Stage 1). Collate the findings of the assessment, the objectives the community chose, and a summary of prioritised activities. Add information about the hazard scenarios they considered and any contingency plans they want to put in place. Encourage several members of the community to act as presenters or speakers, ensuring that those chosen reflect the diversity of the community, and help them learn how to use visual aids (photographs, sketches, PowerPoint).
- **Help set up meetings with external stakeholders** who participated in the assessment, and others who might be able to offer resources. Try to identify a person or people with influence, such as a mayor or chief who is prepared to help engage others. Use your National Society's contacts to set up meetings if the community are unable to do this (see tip below on advocacy). Provide leaders with an official letter stating that they are engaged in a project with the support of your National Society. Accompany community members to meetings, assist and coach speakers, record any offers of resources, and assist the community to access them. You may need to help community members develop proposals, arrange future meetings, or take other follow-up actions (see tip below on managing partnerships).

Tip: Advocacy

Accompanying communities as they strengthen their resilience may require a range of advocacy initiatives. *"Advocacy is about persuading people to make changes, whether in policy, practice, systems or structures. Advocacy can include speaking for, working with and supporting others to speak for themselves. It is a way of taking community voices to a different level of decision-making. Advocacy can bring communities together and encourage them to respond to external threats. It goes hand-in-hand with awareness raising and education. Awareness raising and education can empower communities to change and to have safer, healthier lives, while advocacy can create the conditions in which they are actually able to do so." — Disaster risk reduction: A global advocacy guide* (IFRC 2012, p. 11).

The community will need to persuade authorities and other stakeholders to support community resilience. Use the RCRC's credibility and its auxiliary role to connect the community with relevant authorities and other decision-makers. Your NS can also assist the community to prepare for these meetings. Share your experience and skills on presenting evidence, requesting action and documenting agreements: this can help the community to take full advantage of opportunities (see **Reference Sheet F** on auxiliary role and advocacy). To understand more about the range of tools that can assist you to carry out humanitarian diplomacy, consult IFRC's *Humanitarian Diplomacy Policy*.*

* IFRC *Disaster risk reduction: A global advocacy guide*, IFRC *Humanitarian Diplomacy Policy*, and IFRC *Protocol Handbook*.

Tip: Managing partnerships

To manage multi-stakeholder processes such as the risk-informed community action plan, communities need to develop good coordination skills. Help them establish a partnership, memorandum of understanding or contract with each stakeholder, detailing their respective responsibilities, schedules, communication protocols and financial arrangements. Your National Society may be able to offer templates for these as well as access to legal advice, if necessary. Suggest holding regular meetings to update all stakeholders on the process and results. Enable the community to prepare for meetings by helping them to set an agenda, design a presentation, and co-chair.

Discuss the process with your National Society's donors, including partner National Societies. Explore whether your current funding arrangements may permit you to support the risk-informed community action plan. When requesting new funding, try to build flexibility in from the start.

Example: Connecting with stakeholders

The Armenian RCS supported the Mets Parni community to connect with relevant stakeholders on its journey to resilience. With the support of the ARCS, the community leaders did a stakeholder analysis and a mapping of partners in the area. With the results of the mapping, they invited the provincial authorities, regional rescue service, Spitak rescue team, the Armenian Red Cross Society, DRR National Platform and neighbouring communities to a meeting. The community leaders shared the results of their assessment, then presented and discussed their community's plan of action with them, including potential areas of cooperation in strengthening resilience. The community leaders also took advantage of their participation in the national resilience forums organised by the DRR National Platform, to strengthen connections and partnerships with the Ministry of Emergency Situations and other national agencies. The community mayor played an active role, demonstrating that the plan of action was agreed with local authorities and had their backing.

Once community members consider that they have the resources to carry out the initial activities of one or more of their priority actions, encourage them to begin implementing these, even as they continue to reach out to other potential contributors and partners.

The number of actions that a community can implement simultaneously will vary from community to community. Even if resources are available, talk to community members about how much they can manage, considering all their other responsibilities, workload and chores. Encourage them to think about options, such as forming working groups with different responsibilities that meet periodically to report progress or revising timeframes that prove too ambitious. Use this approach in your National Society too: if various technical teams and volunteer groups are involved, be prepared to adapt, postpone and coordinate in order to provide your support at an appropriate pace. The journey to resilience is not a race. Solid, gradual progress with high levels of participation and commitment is more important than meeting any artificial deadline.

Travel log: Take action to strengthen resilience

Before moving to the next stage, check your progress to see whether you have achieved the minimum requirements in this stage. In the left column is a summary of the recommended approach and, in the right, suggestions to help you adapt the journey to overcome specific challenges in your context or to enhance the community engagement in the process.

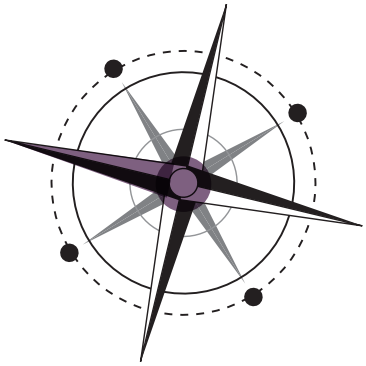
Recommended in this *Road Map*	Adapted journey
☑ Branch co-facilitates the process, stepping in if the community resilience team encounters difficulties.	☑ The community resilience team facilitates the identification of community capacity and resources to address the resilience dimensions with the weakest scores.
	☑ The community resilience team facilitates the proposal by the community of actions and external sources of support for the resilience dimensions with the weakest scores.
	☑ The community resilience team facilitates the rating of actions needing external support.
☑ Branch makes detailed risk-informed community action plan and any linked contingencies with community participation.	☑ The community makes a detailed risk-informed community action plan with timeframe, resources required, and roles and responsibilities.
	☑ The risk-informed community action plan takes into account the risks that might affect the plan and includes feasible contingencies.
☑ Branch actively encourages external stakeholders to support the community and facilitated connections, and provides training in community leadership and advocacy.	☑ The community resilience team seeks external support where required.
☑ Branch accompanies, enables and connects during implementation.	☑ The community begins to act autonomously, asking for support occasionally from the Branch office.

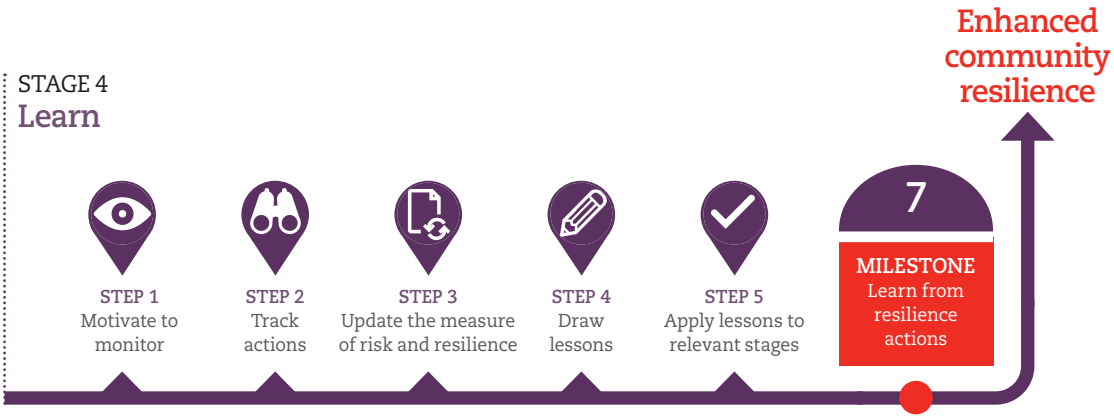
If you cannot check the boxes above to move to the next phase, don't worry. Every NS, context and process is unique and will advance at a different pace. Check back through the chapter to see where you can build momentum to move forward.

In rural South Sudan, villagers learn about health and hygiene through pictographs and facilitated discussion.

Photo by Juozas Cernius/ IFRC

Stage 4: Learn





This stage helps communities learn from the results of their resilience-building actions. It helps your National Society enable communities to:

- Acknowledge achievements and identify what makes them successful.
- Recognize failures and understand why they happened.
- Adjust plans or make new ones based on this knowledge.
- Involve all community members and other stakeholders in the learning process.
- Use the process to motivate existing stakeholders and others to provide additional support.

It also helps your National Society to:

- Identify results to report to donors.
- Analyse the quality of your services, including to what extent community members have found them useful.
- Reflect and provide feedback on the EVCA process.
- Develop an evidence base for mobilising additional funds to support communities.

The guidance for this stage considers all the landmarks of our approach and the services we provide. See Table 7.

TABLE 7: Learning across landmarks and services

Community resilience: Our approach to monitoring and learning is …	How to do it
Risk-informed	We base the process on an initial risk assessment carried out by the community. We encourage the community to consider new risks or information needs that emerge after the assessment.
Holistic	We use the dimensions of community resilience. We encourage the community to consider changes in and outside the community that may have contributed to successes or failures.
Demand-driven	We enable the community to understand the purpose of monitoring and ensure resilience actions are driven solely by the community's needs and priorities.
People-centred and inclusive	We ensure that community members' perspectives and monitoring (rather than external actors or data sources) drive and inform the process. We encourage and facilitate the participation of all sectors of the community, supporting social inclusion in the longer term.
Climate smart and environmentally sustainable	We ensure that community actions and learning take into account past, current and future risk, including the increasing frequency and severity of extreme weather events, temperature rise and other longer-term impacts of climate change.
Accompanying	We introduce the idea and offer continuous encouragement.
Enabling	We build capacity, facilitate, and pass on experience. We include NS MEAL teams in key exchanges and learn from their efforts.
Connecting	We encourage stakeholders to participate. We disseminate the results outside the community. We build support.

Milestone 7: Learn from resilience actions

You will reach this milestone when you have achieved all of the steps below.

Follow the steps below to monitor the current status of the risk-informed community action plan and learn from the actions that have been implemented.

Monitoring enables the community and Red Cross to assess whether the time, energy and other resources invested have resulted in heightened resilience

Step 1: Motivate to monitor

Review with the community the reasons for monitoring. Monitoring enables the community and RC to assess whether the time, energy and other resources invested in activities have resulted in heightened resilience and, if not, how activities can be adapted in future. By tracking their progress, communities can learn from good practices and mistakes, and adapt their plans accordingly.

Point out that we often compare the results of one activity with others, to see what, if anything, has changed. For example:

- Farmers compare one season to another. They check to see whether seeds germinate, and crops grow as expected.
- Traders count the day's takings after selling food at the market, and compare them with the previous day's takings.
- Parents compare their children's school reports with previous reports.
- Health workers compare a woman's weight gain during pregnancy with the average weight gain of other women at the same stage.

Explain why all stakeholders should contribute to monitoring. Give the following reasons:

- They might notice a change that others do not.
- Their observations may agree with that of others, building confidence in the result.
- They are entitled to know the results of actions in which they have invested.
- Their cooperation and collaboration may be necessary to successfully adjust or complete the plans.

Agree how to involve all stakeholders in monitoring. As in Stage 2, you may need to hold separate meetings with those who do not wish to participate in a large community gatherings. To involve external stakeholders, options include interviewing them separately, inviting them to participate in a community meeting, or requesting that they provide documentation of activities (for example, government plans to fund a health post, or photos of a reinforced riverbank, etc.). However you choose to engage them, make sure the views they express are fed into the main monitoring and evaluation process. Also seek to identify locally based monitors for the environment or other sectors that can contribute to learning about monitoring.

Based on the risk-informed community action plan, **ask communities members at what point it makes sense to check** whether each activity has made some progress. They are in the best position to suggest realistic time frames in which change may start being evident.

Step 2: Track actions

At this point, the community resilience team may be ready to evolve into a community resilience committee. They may need additional training, e.g., in project management, financial reporting, monitoring and reporting, etc., as well as enhancing their understanding of sphere of control, influence and interest in the community. As one of their roles, checking that activities are on track is key to success.

Encourage the community to ask the following questions at regular intervals:

- Have we done what we expected to do by this stage? If not, why not?
- How can obstacles to progress be removed?
- What needs to be done to get back on track?

Help them set up a monitoring plan. When a community chooses its monitoring method, draw on the guidance in the monitoring and evaluation chapter in the *Project/Programme Planning Guidance Manual* and support from MEAL officers in the National Society. The community should decide on the methodology to monitor the action plan. One or more of the following methodologies can be used:

- A weekly or monthly meeting of the resilience committee in the community.
- Monthly or quarterly community meetings during which the resilience committee presents an updated report to the wider community and stakeholders.
- Video and/or photo story updates.
- Written report.

Explain that some changes or signs of progress are best identified by interviewing the relevant people, while others are observable. Sometimes you need to take specific actions to obtain people's views on how to resolve a problem.

If planned activities need to be changed significantly, encourage the community to take those decisions together, with maximum participation (see example).

Celebrate success but also learn from any mistakes and find ways to improve.

Example: Remote monitoring

RCSC implemented a three-year WASH project in Côte d'Ivoire that benefited 123 villages from 2014 to 2017. With IFRC support, RCSC developed a monitoring framework with a set of key indicators and a realistic means of regularly measuring them. At the start of the project, it completed a baseline survey of households, water pumps and schools in a representative sample of 30 project villages. The survey was carried out using electronic tablets equipped with Magpi data collection and visualization software and GPS, which the field staff were trained in. A Rapid Mobile Phone-based survey (RAMP) was used for periodic measurement of key outcomes of the project implementation, including for gathering data on household knowledge, attitudes and practices. During each visit to a village, project staff visited a sample of households to ask residents some key questions. The data from each visit were compared with previously collected data. In this way, managers did not need to wait until the end of the project to assess progress towards key objectives. Corrective actions were taken during the project, and lessons learned were formulated in real-time.

Photo by IFRC staff

Step 3: Update the measure of risk and resilience

Assist the community to repeat the resilience assessment process (conducted in Stage 2 or using other tools such as the Community Resilience Measurement Dashboard or the spider diagram). Whenever possible, use the same indicators that the community selected for its last assessment.

Encourage the community to consider new hazards or threats that may have emerged. If they identify any, they will need to add new indicators to measure them, complementing the baseline.

Assist the community to record the results of the repeated measurement process. This is very important because changes over time can only be detected if accurate records are kept. The Community Resilience Measurement Dashboard is a useful tool to help keep track of repeated measurements. Repeat data can be a useful reference point for other stakeholders.

Step 4: Draw lessons

After calculating an updated score for each dimension, encourage the community and external stakeholders to answer the question: *Why have the changes happened?* Help community members to list the factors in a visible way.

Reach agreement on the most important lessons that can be learned and document them.

If the resilience score has fallen, encourage the community to check whether the process has produced valid results by answering the questions in the tip below.

Make a note of these factors to enable your National Society to assess the contribution of the National Society to the community's achievements and failures. Discuss these factors in your National Society and use them to report to donors that fund your work with the community.

Describe and assess your National Society's performance. How well did you accompany, enable and connect the community? Is there anything the community seems to credit or blame the work of the National Society for? Through this exercise, you can regularly improve your service and measure the contribution that Red Cross Red Crescent Societies make to community resilience.

If you worked with multiple communities simultaneously (for example, when using a landscape DRR approach), find a way to enable them to learn from each other. Arrange visits between two or more communities or encourage them to peer review each other.

Tip: Managing a downward trend

If the monitoring process shows a downward trend (in other words, the community has become less resilient), encourage the community to ask the following questions:

- Do the main hazards/threats genuinely capture the perceptions of the most vulnerable members of the community?
- Do the indicators developed by the community accurately measure elements of the dimensions?
- Were the data collected and analysed correctly?
- Do the actions that were implemented address the identified threats and address the right people and places in the community?
- Was the action implemented as planned?
- Has anything major happened between the two measurements?

The most important learning happens after failure. Use trends and changes to really understand and improve.

Step 5: Apply lessons to relevant stages

Ask the community and other stakeholders how they think their risk-informed community action plan should change, if at all. Change might involve continuing, scaling up, adapting, innovating or stopping certain activities (see **Reference Sheet HH** on adaptive management). Accompany them as they repeat the action planning process described in Stage 3 and help connect the community with other actors if necessary.

Encourage the community to share learning with other communities, either by exchanging directly or through the Red Cross Red Crescent Movement. Provide connections and resources to enable other community representatives to visit and learn from the community and ask permission to share the community's experience with other organisations in publications and other learning fora.

Travel log: Learn

Before moving to the next stage, check your progress to see whether you have achieved the minimum requirements in this stage. In the left column is a summary of the recommended approach and, in the right, suggestions to help you adapt the journey to overcome specific challenges in your context or to enhance the community engagement in the process.

National Society	
Produces a list of examples that helps the community understand why monitoring is useful.	
Accompanies the community to identify and analyse factors that have changed their risks or resilience.	
Uses community-level analysis to assess your National Society's contribution to community change.	
Shares learning with NS MEAL team, including learning about the EVCA process.	
Encourages community to conduct adaptive planning and management based on monitoring results.	
Recommended in this *Road Map*	**Adapted journey**
Branch	**Community**
Branch leads the monitoring and the repeat assessment, while engaging volunteers from the community as much as possible	Community understands why monitoring is useful.
	Community leads the tracking and monitoring of progress of ongoing resilience actions, and adjusts plans as required.
	Community repeats the assessment, this time to identify change.

If you cannot check the boxes above to move to the next phase, don't worry. Every NS, context and process is unique and will advance at a different pace. Check back through the chapter to see where you can build momentum to move forward.

Annex
Resilience Reference Sheets

STAGE 0 Reference Sheets

Reference Sheet A: Reading for the journey

Not all of the resources below use the term 'resilience' explicitly, but most provide practical guidance and describe well-thought-out actions that contribute to resilience.

Community resilience

- IFRC. 2014. Framework for community resilience.
- IFRC. 2012. Understanding community resilience and program factors that strengthen them: A comprehensive study of Red Cross Red Crescent Societies tsunami operation.
- IFRC. 2011. Characteristics of a safe and resilient community.
- IFRC. 2012. The road to resilience: Bridging relief and development for a more sustainable future.

Thematic solutions

Urban resilience

- IFRC. 2017. Building urban resilience: A guide for Red Cross and Red Crescent engagement and contribution.
- IFRC. 2015. Gender and diversity for urban resilience: An analysis.
- IFRC. 2021. Urban Action Kit.
- GDPC. 2019. Urban Community Resilience Toolkit.
- Kresge Foundation. 2015. Bounce forward: Urban resilience in the era of climate change. Island Press.
- Arup Urban Life. 2014. Water resilience for cities.
- British Red Cross. 2012. Learning from the city.
- IFRC. 2011. No time for doubt: Tackling urban risk.
- IFRC. 2012. Programmatic directions for the Red Cross and Red Crescent in building urban community resilience in the Asia Pacific Region.
- IFRC. 2014. Analysis of VCAs for eight urban communities in Africa.
- Red Cross Red Crescent Climate Centre. 2019. Heatwave guide for cities.
- IFRC/GDPC/Red Cross Red Crescent Climate Centre, 2020. City heatwave guide for RCRC branches.
- UNHABITAT. 2020. World Cities Report 2020: The Value of Sustainable Urbanization.
- ALNAP/ODI. 2019. Humanitarian response in urban contexts.
- GDPC. 2019. Business preparedness initiative and Atlas: Ready for business.

Nature-based solutions

- IFRC. 2021. Toolkit and guidelines on nature-based solutions.
- The Nature Conservancy. 2021. The blue guide to coastal resilience.
- United Nations Environment Programme. 2019. Disasters and ecosystems: Resilience in a changing climate.
- UN Office for Disaster Risk Reduction. 2020. Words into action: Nature-based solutions for disaster risk reduction.
- WWF. 2016. Natural and Nature-based flood management: A Green Guide.
- IUCN. 2020. Global Standard on Nature-based Solutions.

Early warning early action

- IFRC. 2012. Community early warning systems: guiding principles.
- IFRC. 2014. Community early warning systems (CEWS) training toolkit – field guide.
- IFRC/German Red Cross/RCRC Climate Centre. 2018. Forecast-based financing practitioners manual.
- IFRC. 2020. The future of forecasts: Impact-based forecasting for early action.

Public awareness and public education

- IFRC. 2020. Public awareness and public education for disaster risk reduction: Action-oriented key messages for households and schools.

Safe shelter

- IFRC. 2011. Participatory Approach for Safe Shelter Awareness (PASSA).
- IFRC. 2017. PASSA Youth manual and toolkit.

Legislation and policies

- IFRC and UNDP. 2015. Checklist on law and disaster risk reduction.
- IFRC and UNDP. 2015. The handbook on law and disaster risk reduction.
- IFRC. 2013. How to engage with National Adaptation Plans: Guidance for National Red Cross and Red Crescent Societies.

HOME

Disaster risk management

DRR and Climate Change Adaptation

- IFRC. 2012. Key determinants of a successful CBDRR programme. Community based disaster risk reduction study.
- IFRC. 2013. A guide to mainstreaming disaster risk reduction and climate change adaptation.
- Red Cross/Red Crescent Climate Centre. 2013. Minimum standards for local climate-smart disaster risk reduction.
- Red Cross Red Crescent Climate Centre. 2007. Red Cross/Red Crescent climate guide.
- Red Cross Red Crescent Climate Centre. 2020. Y-Adapt.
- Red Cross Red Crescent Climate Centre. 2019. Climate training kit.
- UNDRR. 2019. Words into Action guidelines: Implementation guide for local disaster risk reduction and resilience strategies.

Response

- IFRC. 2020. Disaster Risk Management Policy.
- Hargreaves C, McNicholas D, Spirig J, White K and Gu L. 2012. 'Resilience' – An objective in humanitarian aid?

Recovery and reconstruction

- IFRC. 2021. Recovery Framework (forthcoming).
- IFRC. 2012. IFRC Recovery programming guidance 2012.
- IFRC, 2012, Owner-driven housing reconstruction guidelines.
- IFRC.2012. Post-disaster community infrastructure rehabilitation and (re)construction guidelines.
- IFRC.2012. Post-disaster settlements planning guidelines.
- GFDRR. 2015. Resilient recovery: An imperative for sustainable development. The World Bank.
- WWF and American Red Cross. 2010. Green recovery and reconstruction: Training toolkit for humanitarian aid.
- Global Cluster for Early Recovery. 2016. Guidance Note on Inter-Cluster Early Recovery.
- UNISDR. 2017. Words into Action guidelines: Build back better in recovery, rehabilitation and reconstruction.

Cross cutting

Community Engagement and Accountability

- IFRC/ICRC. 2016. A Red Cross Red Crescent guide to community engagement and accountability.

Migration

- IFRC. 2016. Smart practices that enhance resilience of migrants: Summary report – June 2016.
- IFRC. 2017. IFRC Global Strategy on migration 2018-2022: Reducing vulnerability, enhancing resilience.
- IFRC/British Red Cross. 2019. Asia-Pacific guidance on addressing humanitarian consequences of labour migration and trafficking.
- IFRC. 2017. Smart practices that enhance the resilience of migrants.
- IFRC. Resilience Library, Southeast Asia Resources, Migration and Displacement section.
- IFRC. 2009. IFRC Migration Policy.

Inclusive resilience

- IFRC. 2018. Minimum standards for protection, gender and inclusion in emergencies.
- IFRC. 2019: Protection, gender and inclusion in emergencies: toolkit.
- IFRC. 2019: Inclusive Programming Framework.
- IFRC. 2019: Gender and Diversity Policy.
- IFRC. 2015, All under one roof, disability inclusive shelter and settlements in emergencies.
- Global Alliance on Accessible Technologies and Environments (GAATES). Guideline on inclusive disaster risk reduction: Disabilities and disasters.
- HelpAge International. 2014. Disaster resilience in an ageing world: How to make policies and programmes inclusive of older people.

Humanitarian Standard

- CHS Alliance. 2015. Core Humanitarian Standard.

Planning, Monitoring, Evaluation and Reporting (PMER) and learning

- IFRC. 2010. Project/Programme planning: Guidance manual.
- IFRC. 2011. Project/programme monitoring and evaluation (M&E) guide.
- IFRC. 2011. IFRC Framework for Evaluation.
- IFRC. 2016. Applying Better Programming Initiative: Do No Harm in a changing context.
- IFRC. 2016. Better Programming Initiative: Do No Harm - How to do conflict-sensitive context analysis.
- ALNAP 2007. Good Enough Guide: Impact measurement and accountability in emergencies, Tool 11.
- Ibrahim M and Midgley T. 2013. Participatory learning approaches for resilience: Bringing conflict sensitivity, disaster risk reduction, and climate change adaptation together. World Vision UK.

Reference Sheet B: Resilience across the fundamental principles

Principle	Examples of good practices in resilience strengthening that reinforce the principles
Humanity. The International RCRC Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace among all peoples.	Resilience thinking promotes humanity by strengthening social cohesion, protecting the most vulnerable individuals in communities and connecting the neediest communities to partners that can help meet the needs they prioritise. Respect for humanity also implies that the Red Cross Red Crescent will not insist on providing only one type of support when communities adopt different priorities.
Impartiality. The Movement makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.	National Societies identify the communities with which they work by comparing their needs with those of other communities (using secondary evidence or VCA). Communities are not selected on the basis of a single sector, or individuals, or funding. Individuals from the community are engaged inclusively and impartially.
Neutrality. In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.	Maintaining neutrality while promoting resilience requires the completion of a thorough, integrated context analysis that clarifies power relationships. Decisions to support a community must take care to avoid favouring the priorities of any particular group in that community.
Independence. The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.	While connecting communities with partners (especially with the Red Cross Red Crescent's privileged partner, government) is a key service in promoting resilience, a systems approach must always maintain autonomy, and ensure that communities are at the heart of action.
Voluntary service. The Movement is a voluntary relief movement not prompted in any manner by desire for gain.	Volunteers must be well trained. They should be valued above all for their accompanying and problem-solving skills, rather than technical skills. Ideally, they should be from the communities served.
Unity. There can be only one RCRC Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.	A unified National Society that demonstrates good internal coordination will be able to address the range of needs that communities prioritise.
Universality. The International RCRC Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.	While many National Societies are very advanced in their thinking about resilience, they should all have an equal opportunity to share pertinent experiences and strengthen future versions of this guidance.

Reference Sheet C: What are systems and systems thinking?

A *system* is a set of interacting or interdependent parts that form a whole. Every system has a **purpose, components** and **interconnections**. Its behaviours give each system a certain structure even if this changes regularly, and rules (many unwritten or even unspoken) that govern its behaviours.

Every community is a system, and a system within other systems. Your target community may have an unspoken purpose, for example, to promote welfare, happiness or prosperity. It is composed of many subsystems, which include individuals, households, leadership structures and even a development committee, central market, school or river. These components interact at many levels inside and beyond the community with various effects. Every element is capable of adapting and, when it does so, may change the entire system, including even its purpose.

Academic institutions have traditionally studied the individual components of complex systems, for example, health, water and infrastructure. International development and humanitarian aid agencies followed their lead. It is now recognized that interdisciplinary approaches offer huge advantages because, by studying the interactions in a system, they can find more complete solutions to modern challenges such as inequality and climate change.

Systems thinking is the deliberate examination of whole systems, rather than their separate parts. It offers communities a way to promote sustainable and transformative change, and calls for the examination of interconnections across levels (thereby promoting vertical integration when appropriate), across sectors/geographies (horizontal integration) and across time. You will need to explore how a community is (or should be) linked to local, provincial and national authorities, and even to global dimensions of knowledge (such as technological advances in vaccination, an up-to-date understanding of climate change, or changes in the pattern of natural hazards). You will also study access to services and relationships of power, and look carefully at the **interactions** between sectors or between one sector and others. For instance, you might need to examine how changes in the health status of a community are affected by climate, infrastructure, global market prices, migration, or the evolution of livelihoods and employment.

When we study systems we often encounter the terms **chaos** and **complexity**. Chaos theory maps the causal links between small changes in one location and the occurrence of much larger events at a distance. Accordingly, a minor change in a small community may have a striking ripple effect across that system and more widely. Complexity theory examines the components of complex systems to study and explain the effects of their interaction, interdependence, adaptation and self-organisation.

Advantages of a systems approach

Applying a systems approach to resilience strengthening brings many more advantages than disadvantages. In fact, the only disadvantage may be the additional time it requires to analyse before taking action and radically review traditional approaches to programming to see how it can be run more effectively. The main advantages of a systems approach are highlighted below:

- **Context analysis:** Systems thinking starts with a thorough and holistic context analysis that is not confined to one sector, programme or agenda. This enables a community to better understand both its complexity and its relationships with other parts of the system.
- **Wider reach:** No National Society can support all the priorities that communities identify during a context analysis or vulnerability and capacity assessment (VCA). A systems approach will help to identify partners that the National Society should connect the community to in order to obtain additional support.
- **More sustainable:** Applying a systems approach helps communities to understand their environment, including the wider system in which they are embedded. As a result, they are better equipped to identify and nurture new relationships sustainably, for example, with local authorities.
- **Redundancy:** To strengthen the overall system, including the interconnections that define it, it is necessary to build in redundancy. Redundancy exists in a system when, if a critical component fails, another can assume its functions. For instance, if a community's relationship with local authorities breaks down following elections, its ties with other communities may still provide for its needs.
- **Scalability:** All communities are different: one advantage of a systems approach is that it can deal with differences in complexity and scale. It enables us to understand the diverse interconnections in a large urban community as well as the close relationships in a small village.

Taking the example of first aid services—a core activity for almost all National Societies—let us imagine how they might connect with other systems. The table below shows how work with first aid **in isolation** cannot, on its own, make a community resilient to health shocks. Treating first aid separately could be counterproductive and even harmful to the community. If your National Society is involved in the First Aid in Every Home initiative, your activities already contribute to household resilience. Impact can be improved, however, by using first aid as an entry point for strengthening other services it depends on.

Examples of viewing first aid programmes holistically

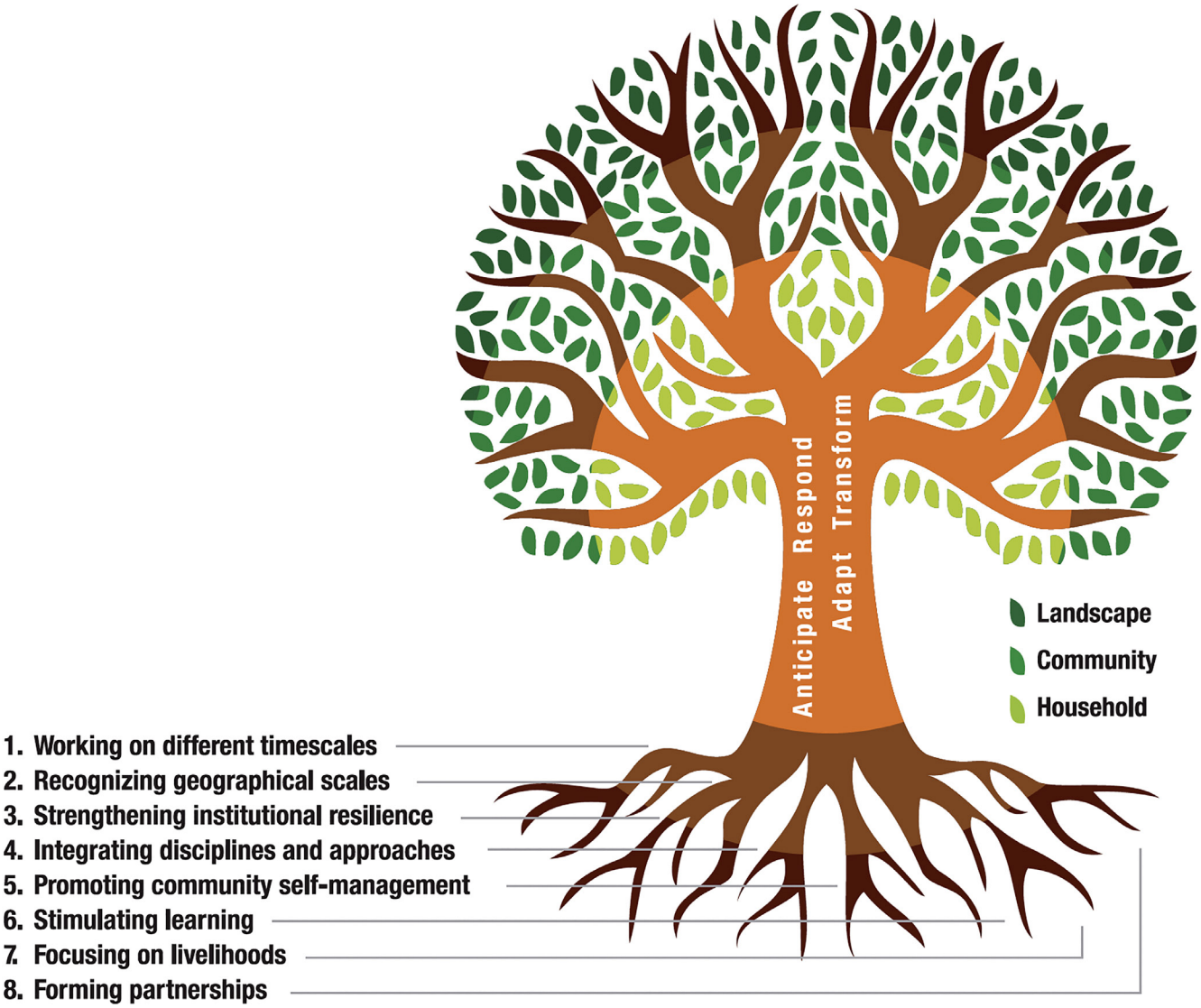
Teaching first aid in isolation is not enough to foster resilience.	To build resilience, other strategies and actions may also be necessary.
Appropriate water and sanitation products are unavailable to ensure hand hygiene.	Improve access to water of sufficient quantity and quality. Consider where water sources originate (watershed/broader ecosystem). Ensure access to sanitation facilities. Increase incomes so that families can buy hygiene items.
Communication networks (which relay needs to emergency medical services, for example) and cold chain technology do not function during storms.	Make contingency plans with health actors to ensure the continuity of vital services when threats occur.
No primary health care provider operates nearby and the only vehicle that can transport injured and sick people to a facility is out of order.	Lobby to persuade municipal authorities to establish more primary health care facilities and emergency vehicles in the area.
Cultural norms (with respect to caste, gender, etc.) prohibit the five volunteers who are trained in first aid from physically touching certain people. First aid providers also face ethical decisions with respect to triage and allocation of limited resources.	Improve the selection of candidates for first aid training. Ensure that selection is inclusive and diverse.

While holistic systems thinking is only one of the landmarks of resilience strengthening, it presupposes and promotes the fundamental shift in thinking that is required before other landmarks can take form.

Many entities that work with National Societies are applying a holistic approach to their operational activities. For example, the Partners for Resilience (PfR) Vision Tree[1] (below) focuses on core phases (anticipate, respond, adapt and transform) set in a layered system that runs from households to communities and into larger landscapes. Its eight principles draw on systems thinking to promote resilience and its method stretches beyond the traditional community to include the full ecosystem. Since 2011, National Societies in nine countries have cooperated with Partners for Resilience. Disaster risk reduction initiatives that link communities upstream and downstream in flood early-warning systems also apply systems thinking.

1. Netherlands Red Cross, Cordaid, Wetlands International. 2012. *Partners for resilience, a new vision for community resilience: A case for change*.

Partners for Resilience: Tree of Vision



Reference Sheet D: Organisational development, a resilient National Society

Successful implementation of this *Road Map to Community Resilience* depends on a National Society's capacity. Organisational development measures may be required to revise staff and volunteer terms of reference, integrate the concepts, and provide the services foreseen in the *Road Map*. Before committing itself to community resilience programming, each National Society should therefore review the capacity of its staff and volunteers to take on additional challenges.

The IFRC has developed many policies, guidelines and tools for National Society development that are relevant to National Societies that decide to promote resilience. They include the *Guidance for National Society*; the National Society Development Framework (2013); the *Characteristics of a well-functioning National Society*; *National Society Governance Guidelines* (1997); *Strategic Planning Guidelines for National Societies: Developing and implementing a strategic plan in a National Society*; the *Volunteering Implementation Guide*; the *Youth Policy* and *Youth Engagement Strategy*; Leadership development training tools; the *Participatory Community Development Manual*, *Preparedness for Effective Response (PER)*, etc. These resources will provide a strong foundation for the new ways of thinking and operating that adoption of the *Road Map to Community Resilience* requires.

To provide NS development practitioners with easy access to NS development-related texts, the IFRC hosts a National Society Knowledge Centre on FedNet. The centre has arranged NS development resources and tools in the following order:

- Leadership development
- Legal base
- National Society planning and evaluation
- Volunteering development
- Youth development
- Branch and community development
- Relationship management
- Resource mobilisation
- Information communication technology

National Societies can assess their organisational capacity with the help of the Organizational Capacity Assessment and Certification (OCAC). The OCAC's objectives are to: (a) enable National Societies to assess their own organisational capacity, performance and national relevance, and thereby determine opportunities for self-development; and (b) ensure that all National Societies commit to and comply with a comprehensive set of organisational minimum standards, and thereby protect and improve the overall performance of the Federation network. The Branch organisational capacity assessment (BOCA) tool is available for the same process to be carried out at the branch level.

Reference Sheet E: Resilience Star game

Preparation

Prepare a Resilience Star game kit in advance:

- A bicycle tyre that has 11 flexible ropes attached to it. The inside of the tyre is covered with strong textile or plastic.
- A watermelon.
- 12 T-shirts: 11 have the resilience dimensions written on them (one dimension per T-shirt) and one has the word "hazard" on it. If T-shirts are not available, prepare 11 cards with resilience dimensions written on them (one dimension per card) and a card with the word "hazard".

Welcome

- Welcome participants and ask them to sit in a circle. Wait until at least 12 participants are present.
- Introduce yourself as the facilitator, explain the purpose of your visit, and ask each participant to briefly share their name and background.
- Explain resilience and its dimensions, then play the game.

Play the game

The game is a 15-minute tool to illustrate resilience.

- Ask for 12 volunteers and give them T-shirts to wear or the cards to hold. The 11 "dimension" volunteers should stand in a circle.
- Place the bicycle tyre in the middle of the circle. It has 11 flexible ropes attached to it.
- Ask each of the volunteers to hold one rope so that all the ropes are tight.
- Explain that the bicycle tyre represents the community, and the ropes are the several dimensions of resilience.
- Go to each "dimension" and briefly explain what that dimension means.
- Now bring in the volunteer with the "hazard" T-shirt or card and ask them to stand in the centre of the circle. Be sure that all "dimension" volunteers hold their ropes tight.
- Ask the "hazard" volunteer to drop the watermelon from a height of one meter onto the tyre, which represents the community.
- The intended effect is that the tyre starts to fall due to the impact of the watermelon, but then bounces back up again to its original position. Ask the participants what they observed.
- Explain that the vertical movement of the tyre (community) is the outcome perspective: when we talk about resilience, one of the key ideas is that communities recover quickly. However, it is almost impossible to measure this dimension. Therefore, if we want to measure or reinforce community resilience, we need to look at the ropes: how tight are the 11 ropes? This is referred to as the functional perspective.
- Now ask the "dimension" volunteers to loosen the ropes. Ask the "hazard" to drop the melon again.

- Intended effect: The community bounces back more slowly but stays in a lower position (having the weight of the watermelon on it). Ask the participants what they observed.
- Intended message: If the ropes are loose, the community does not bounce back fully. If the ropes are tight, the community bounces back better. Therefore, to strengthen resilience, we need to work on tightening the ropes (strengthening the dimensions).

You can also go through each dimension one by one without the Resilience Star game, using the explanations and examples listed earlier in this manual. Ask participants how they understand each dimension: *What does "connectedness" mean to you?* Before proceeding further, participants should have a good understanding of the 11 dimensions.

See the cheat sheet: Discussing the Dimensions

Reference Sheet F: Auxiliary role and advocacy

Their status as an auxiliary of government gives National Societies an important opportunity to act as a bridge between government and communities. National Societies can leverage their relationship with and proximity to government to help community members become more informed, involved and influential. In some cases, this may mean communicating official decisions and regulations to communities to ensure they are informed of their rights and responsibilities. In other cases, it may mean facilitating access by communities to local government and other decision-making forums, and ensuring they are adequately represented in national and local disaster risk management structures. For example, a National Society might lobby for community members to be represented on local government committees, or arrange meetings at which communities can raise and discuss their concerns with local government officials.

Target audiences of advocacy

Advocacy in support of resilience may take a variety of forms. Communities should determine what form their advocacy takes and how they take it forward. "*Advocacy needs to be carried out both to and for communities. Crucially, though, it must also be carried out alongside them. It is not for the National Society to decide what priority issues a community needs to advocate.*"[2] National Societies may also need to coach and provide advocacy support, sharing tools and skills to equip communities to dialogue with government and other actors. The advocacy approaches listed below can promote resilience:

- **Advocacy in communities.** National Societies may need to encourage selected community members to advocate behaviour change in their community, for example, to promote healthier, safer lifestyles.
- **Advocacy to government.** National Societies may need to leverage their auxiliary role, as set out above, to advocate in favour of certain decisions, projects or changes in law or policy, for example, to foster safer, risk-informed and healthier conditions or more connected and enabled communities. Advocacy may also be necessary to ensure that community representatives have opportunities to contribute their views on decisions or plans that affect them.
- **Advocacy to private actors and others.** Consultation with the community may reveal that advocacy is needed to address or change behaviour or activities, by private companies or other actors, that negatively impact community resilience.

2. IFRC. 2012. *Disaster risk reduction: A global advocacy guide*, p. 18.

Forms of advocacy

"*The art of advocacy lies in persuasion, not confrontation. There are many alternatives to 'lecturing' that can be used to persuade people, whether communication is private or public, direct and indirect. Advocacy may take the form of major public campaigns, cornering the media, espousing key messages on prime-time television or popular radio programmes. It is also much broader and includes complementary activities at many levels. A private conversation or meeting with authorities is often the most effective way of persuading somebody to change their mind, their behaviour, or a policy. Wherever possible, it is always worth trying a direct, private approach before going public. For example, your local mayor will be far more likely to listen to concerns about slums creeping into a flood plain if you first express them in private. A calm, open discussion can then take place, and action assessed without the mayor feeling threatened. If your private efforts get you nowhere, you can always take your case to the media or through other channels later. Your method will then be indirect – attempting to influence public opinion that, in turn, may influence the mayor. Public advocacy can also be used alongside private approaches. For example, you can hold seminars, public meetings, interviews or media briefings, publish opinion pieces or letters to the editors of newspapers or journals. Or you can invest time, money and people in an advocacy campaign.*"[3]

3. IFRC. 2012. *Disaster risk reduction: A global advocacy guide*, p. 12

STAGE 1: Reference Sheets

Reference Sheet G: Secondary literature and data

Secondary data is data that already exists, usually in the form of written documents, reports or statistics. Secondary data can be compared to, and can support, data you collect directly from the community (primary data). Compiling and using secondary data can help a community to build an evidence base for its efforts to strengthen resilience. Below are some links to secondary sources that document and show risk indices that can also help to identify high priority risk regions within your country:

- Inform Index
- 510 Community Risk Dashboard
- UNDRR Country Profiles
- GFDRR Think Hazard
- World Bank CCA Profiles

Role of secondary literature and data

Secondary data are used to:

- Develop an overview of the community's situation in relation to the main areas on which resilience depends: risk knowledge, health, meeting basic needs, economic opportunities, social cohesion, management of natural assets, maintenance of infrastructure, and connectedness.
- Highlight trends and issues that might be difficult to characterize using primary data.
- Cross-check primary data.
- Identify other actors that have knowledge of and interest in the community or the area, and who might contribute to risk-informed community action plans.

Sources of secondary literature and data

As resilience spans many sectors and issues, numerous secondary data sources can be relevant to community resilience efforts. They include reports and documents produced by local and sub-regional government authorities, by specialized institutions, and by other organisations working with or near the communities in which you are interested, as well as documents on community programming generated by your National Society and other RCRC actors. When you assist the community to look for relevant secondary data, explain that data may be available in different types of media, from local newspapers to websites and official publications, and that local, sub-national and national sources are all likely to be useful.

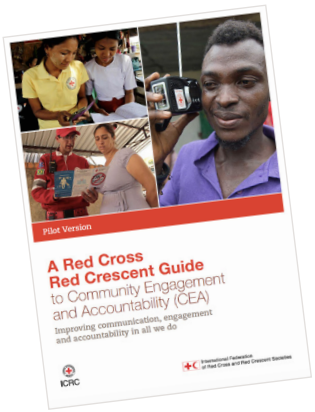
Given the range of sectors and factors that contribute to resilience, the community may find the volume of secondary sources overwhelming.

The following criteria will help them select and compile the most appropriate documents:

- **Prefer recent publications.** The more recent, the better. Trends in urbanization and climate change make it important to understand communities' current realities. Seek out credible sources and authors.
- **Seek out objective authorities on the topics of interest.** Possible biases that could affect the accuracy or objectivity of the source should be discussed and taken into account.
- **Balance qualitative and quantitative.** Informative statistics complement qualitative descriptions. Numbers help explain the 'what' and text explains the 'why'.
- **Cover all relevant areas.** Many themes are relevant to resilience: once several informative documents on a topic have been identified, move to other areas.
- **Remain focused on the local level.** Most secondary data sources are likely to focus on municipal, sub-national and national levels, so it is important to help the community to obtain documents that focus on the local and community levels. While certain issues and trends are generic and affect many communities in similar ways, others are quite specific. For example, livelihoods can depend on very local resources, such as a water source.
- **Pay attention to inclusiveness, and gender and diversity.** Secondary data sources may be gender-blind (may fail to consider that issues affect men and women differently) or may neglect issues affecting minorities. Explain to the community why they should prioritise documents that are inclusive and note gaps.

Reference Sheet H: Sustainability in resilience building

Online resources



- *A Red Cross Red Crescent Guide to Community Engagement and Accountability (CEA)* shows how we put communities at the heart of what we do by improving communication, engagement and accountability across our work. You can use this guide to develop your own strategies and plans.
- The Better Programming Initiative is an impact assessment tool and was born of the conviction that, in communities affected by violence, well-planned humanitarian aid can support local capacity for recovery and reconciliation.

Sustainable outcomes—the long-term, continuing benefits of National Society interventions— should not only be considered at the end of projects, programmes or plans. The IFRC's Framework for Community Resilience considers sustainability to be a quality that is generated throughout the life of resilience-strengthening processes.

The three Red Cross Red Crescent services and landmarks that promote sustainability from different angles should now be familiar to you. If your National Society has followed the steps in this guide, it should have catalysed and supported sustainability from the start of its engagement with the community. To be sure, check the actions described in the table on the next page.

Solutions that serve multiple purposes tend to foster sustainability

Communities are more likely to invest energy in sustaining activities that are useful most of the time. For instance, construct a storm shelter only if it will also meet other daily needs in the community, for example, by acting as a meeting place, school or church.

Resilience-building activities are more likely to be sustainable if they are **linked to activities that raise income** or promote income-generating activities. For example, if community members who train in first aid can obtain care work, they are more likely to remember and apply the skills they have learned.

Furthermore, consideration of future climate impacts when designing activities can help ensure activities and investments are climate smart in the long run, and sustainable even under changing climate conditions.

Check sustainability

Key services of the FCR	Actions that increase the sustainability of community resilience
A risk-informed, holistic approach	■ Make sure the risk assessment process is fully participatory. This empowers communities and encourages them to periodically assess risk. ■ Assess risk holistically, so that the underlying causes of vulnerability are identified and addressed, not just the symptoms. ■ Involve many stakeholders from the earliest possible stage. This creates momentum and critical mass, helping to sustain effort.
A demand-driven, people-centred and inclusive approach	■ Use participatory risk prioritisation and objective-setting processes to generate community ownership of its choices. ■ Help communities to mobilise their members. This generates leadership capacity and builds social capital. ■ Actively involve and include all sections of the community in monitoring progress on resilience, to generate buy-in and interest.
An approach that connects communities to prevent and reduce human suffering	■ Instead of taking a leading role, accompany the community and its committee(s), enabling them to build their capacity in the long term. ■ Support communities in their advocacy: to engage with public authorities; access public budgets; and influence policies and laws that will help strengthen their resilience. ■ Connect communities with other external actors, to increase networks of support and learning. ■ Create partnerships between the community and authorities. ■ Use your experience as well as evidence to communicate to donors the need for long-term funding and flexible unearmarked budgets that enable innovation and learning for resilience.

Reference Sheet I: Criteria for selection of the community resilience team

The criteria for selection of the members of the local resilience team can include:

- **Community leadership and facilitation skills**: Such skills are important to bring people together in an inclusive way, and to manage the process to gain community agreement or consensus that is mindful of the views and needs of a diverse group of people. Coordination skills are vital for connecting the community effectively to decision-makers and policymakers or other relevant actors.
- **Disaster risk reduction and climate change knowledge**: It is helpful to have at least some team members with basic knowledge of disaster risk reduction and climate change, perhaps gained through another project or by following the news, so that the team is prepared to discuss and consider changing risk patterns during the assessment.
- **Gender and diversity**: Ensure as much as possible a gender balance and diverse representation including people with different local language skills if applicable. This increases the quality of the assessments, captures the voices of men and women, and creates ownership among all members of the community.
- **Links**: Include a cross section of volunteers who can connect with different community-based organisations or groups, such as youth groups, women's cooperatives or interest groups (e.g., livelihoods groups).
- **Level of education/literacy**: Decide what level of education is most appropriate, but don't exclude people who could help in the process even if they are illiterate or do not have high levels of education.
- **Analytical and problem-solving skills**: Analytical skills are necessary to be able to examine and present the findings as a basis for discussion and prioritisation. This analysis must be carried out both during and after the assessment. Problem-solving is the ability take risks and find creative solutions to problems. It typically describes individuals who are energised by challenges.
- **Technology skills**: If you plan to use digital data collection technology for parts of the Enhanced Vulnerability and Capacity Assessment, make a list of staff or community volunteers with these skills so that they can be empowered to help others become familiar and comfortable with using them.
- **Commitment**: Members must be available for and committed to the whole process, which includes training, practice sessions, data collection, data analysis and project planning. They need to show that they are dynamic and enthusiastic.

Reference Sheet J: Agreements between the National Society and the community

It is important for the National Society and the community to reach an agreement on responsibilities. Below are some suggestions.

The National Society (and/or its resilience team) is responsible for:

- Providing information to the community about its mandate, activities and funding sources.
- Enabling the community's leaders to understand resilience concepts and use tools and approaches, accompanying them through their learning process.
- Introducing the community's leaders to external stakeholders, including government, in support of strengthening the community's resilience.
- Supporting the community to establish a community resilience team that will participate in all meetings.
- Maintaining regular and honest communication with the community's leaders and wider membership.
- Ensuring the process is inclusive through an effective participation mechanism.

The community resilience team is responsible for:

- Participating in the planning and implementation of R2R via EVCA, encouraging all households to participate, and ensuring that all groups, especially the most vulnerable, are proactively informed and welcomed into the initiative.
- Participating in all resilience-building processes and producing the planned products.
- Producing and implementing a risk-informed community action plan, agreed to by all its members.
- Monitoring the implementation of risk-informed community action plans.

Reference Sheet K: Why connecting is a key Red Cross Red Crescent service

The Red Cross Red Crescent is uniquely well placed to connect communities.

Reputation. The Red Cross Red Crescent is known and respected as an impartial humanitarian actor. We have a solid reputation both locally and globally, and National Societies have established strong connections with many entities at many levels. This reputation can be leveraged to attract others to common interest platforms and potential partnerships. In many cases, community leaders and even local government authorities are not in a position to start resilience processes on their own, or may lack the experience or resources to do so. Staff members of a National Society can take on new responsibilities to accompany, engage and connect communities.

Proximity. National Societies and their branches develop close and long-standing relationships with the communities they serve. In addition, many Red Cross Red Crescent volunteers live in vulnerable communities, so making use of their services should be encouraged because they know their community's vulnerabilities and potential, can help communicate these issues to other actors, and can contribute to developing locally driven solutions.

Long-standing engagement. Unlike nongovernmental organisations, National Societies have a permanent presence in their countries. This enables them to make long-term commitments (an essential factor in the coordination of multi-stakeholder processes), gradually build communities' competencies, and empower them to convene stakeholders themselves.

Connecting may also contribute to advocacy. The laws, policies or practices of a powerful actor— such as a government authority or a private company—may cause harm to others. When communities present their perspective, indicating that many people want the bad practices to end, and suggesting how the party responsible could benefit such reform, communities may not only protect their interests but also acquire confidence and new skills. This is called advocacy because it involves voicing objectives desired by a group of people, not just one individual.

Example: Connecting communities to leverage government programmes

After carrying out a participatory risk and resilience assessment in San Blas, the Costa Rican Red Cross supported a community's initiative to establish a development association. More than 200 participants from a community of 124 households attended the inaugural meeting, and 60 subsequently participated in a leadership course facilitated by the Red Cross. Later, the community organised a cultural week to raise funds to clean the community hall, paint the health centre, and repair the church.

In Costa Rica, Community Development Associations (CDA) are able to draw on municipal funds. After negotiations between the community's leaders and municipal authorities, San Blas agreed to rebuild the community school, establish a recycling centre and support local artisans.

Following a Red Cross orientation on relevant government programmes, the community was able to access the Manos a la Obra programme to obtain seasonal employment for low-income women in projects such as community clean-ups. Highly appreciated by community members because it brings in income, the programme relies on CDAs to identify the most vulnerable.

Source: Rapid Process Evaluation – Costa Rica RITA site visit, 19-22 March 2014: Summary of Findings and Recommendations.

Reference Sheet L: Record of connections with external stakeholders

1. Date and location of meeting:

2. Names of participating Resilience Team members and National Society:

3. Names, roles and contact details of people met:

Name	Role	Mobile number, email, other

4. Purpose of the meeting:

5. Questions asked to the community:

6. Interest or commitments made by the entity/people met:

7. Next steps agreed, as below:

What	Who involved	By when

STAGE 2: Reference Sheets

Reference Sheet M: Risk and integrated risk management

Risk management is an overarching aim of disaster management; we aim to manage the risk before it becomes a disaster. Risk is the likelihood that an event will occur and have a negative impact. The degree of impact depends on how vulnerable a community is beforehand, as well as on the capacity of its members to anticipate, adapt, cope and recover (and even to improve their position) afterwards.

Risk: where threats (likelihood, magnitude) and vulnerability / capacity collide

A resilient community is one that has built up its capacities and thereby reduced its vulnerability in relation to the threats it faces. As resilience increases, risk decreases.

Both elements—threat and vulnerability/capacity—are required to provide a complete picture of risks and identify sound proactive solutions. For example, early warning systems (EWS) were originally designed specifically to track hazards. It has become clear, however, that EWS only provide actionable information when they also track the condition of people in the path of a threat—their presence, profiles, and ability to withstand its impact. This holds for early warning of any threat, whether from epidemics, conflicts or road accidents.

Integrated risk assessment. Assessment is a well-known component of programme cycles. It provides a way to collect and compile information, and use the resulting evidence to draw conclusions that (a) reflect the needs and priorities of affected communities and (b) deliver appropriate and sustainable solutions. Risk assessment or risk measurement means studying both components of risk: the threat, and a community's vulnerability and capacity (see tip below). When you adopt a holistic approach, as suggested in this *Road Map*, and examine all the threats a community perceives and how they interact, you are doing an integrated risk assessment.

The United Nations Office for Disaster Risk Reduction (UNDRR) updated its glossary of terms for this sector in 2017 with an online version available here.

Tip: Threats have many names

A threat may be called an adverse event, shock, stressor, hazard, hazardous event, accident or disturbance. They may be of any kind and may occur in any sector.

Reference Sheet N: Knowledge management

Knowledge management 1

When you assist a community to collect information, it is useful to understand knowledge management concepts. The data you collect directly—primary data—become secondary data for the next person who uses or quotes your information. To make this distinction simple, we often refer to primary data collection and secondary data compilation. (For the importance of secondary data, see **Reference Sheet G**). When organisations select communities for partnership or resilience initiatives, they often rely on secondary data. Those organising integrated risk assessments are strongly recommended to combine primary and secondary data.

Assessment data are qualitative or quantitative. A simple way to distinguish these concepts is to ask how the material you want to collect is best described. If it is best expressed as numbers, it is quantitative (cost, weight, temperature, distance, time). If it is best expressed as words, it is qualitative (colours, emotions, events, relationships). For an assessment, you may collect qualitative data (community perceptions) that you later quantify to generate a deeper analysis of trends, levels of consensus, etc.

Data collection methods can also be qualitative or quantitative. If the purpose is to gather facts and numbers of things or people, the collection method is considered quantitative; if the main purpose is to explore or understand, it is usually considered qualitative. The best assessments—mixed-method assessments—usually combine the strengths of both.

Data collection methods

There are **four main primary data collection methods**: Interviews, group discussions, surveys, and observation. The table below summarizes these and their goals, units of focus, common instruments, and approach.

Most assessments select **key informants**, chosen because they represent a particular perspective in or on the community. Interviews with them are called key informant interviews (KII). These interviews typically adopt a semi-structured model, which includes at least two or three elements that can be compared across all the key informants relating to one community. Combining all KIIs provides an overview of the larger community. Interviews usually provide both quantitative and qualitative evidence (some facts and some reflections).

KIIs differ from **survey interviews**. Surveys are usually more formal. The interview sample (of individuals or households) is more strictly defined, and interviews typically use a questionnaire (the instrument), a list of carefully constructed questions to each of which there is logically one answer (closed-ended questions). Surveys are used to provide quantitative data. They can therefore increase the statistical rigour of an assessment. Not all surveys need to be lengthy or adopt a scientifically rigorous framework (random sampling, etc.). A well-designed 10-minute survey of an appropriate sample can provide very useful hard data even if respondents complete it themselves by hand or online.

The best-known group-based collection method is called a **focus group discussion** (FGD).[4] These gather together a group of individuals who have at least one interest or characteristic in common (the "focus"). For instance, they might be farmers, or female farmers, or single-parent female farmers. The group is invited to discuss a topic, guided by a few open-ended questions. This method creates purely qualitative data; it is not used to generate quantitative data or consensus. FGDs are not primarily interested in collecting individual opinions; their aim is rather to capture general attitudes or convergences/divergences of attitude within (subsets of) a community. FGDs are also good for brainstorming and generating ideas. FGDs can be conducted to help you design survey questionnaires or to understand survey results. Both are appropriate. While the FGD is a method, the topical outline of questions is your instrument. You might choose to do a rating exercise (for example) during an FGD session, depending on your purpose or the product you need.

Direct observation is a critically important but often forgotten method.[5] Conducted separately from, or simultaneously with, the other three methods, observation validates what you hear with what you see. Structured matrices are often used to tabulate a wide variety of observations, from body language to numbers of livestock in a market or the quality of roofing materials. When they are collected systematically and independently by many volunteers at different places and times, observations provide additional quantifiable information. The instruments best suited for observation are multiple-choice checklists.

4. See information on FGDs in the Research Reference Sheet (RRS) 4 in: IFRC. 2007. *VCA toolbox with reference sheets*, p. 66-70.

5. See information on direct observation in the RRS 5 in: IFRC. 2007. *VCA toolbox with reference sheets*, p. 71-74.

Four main data collection methods

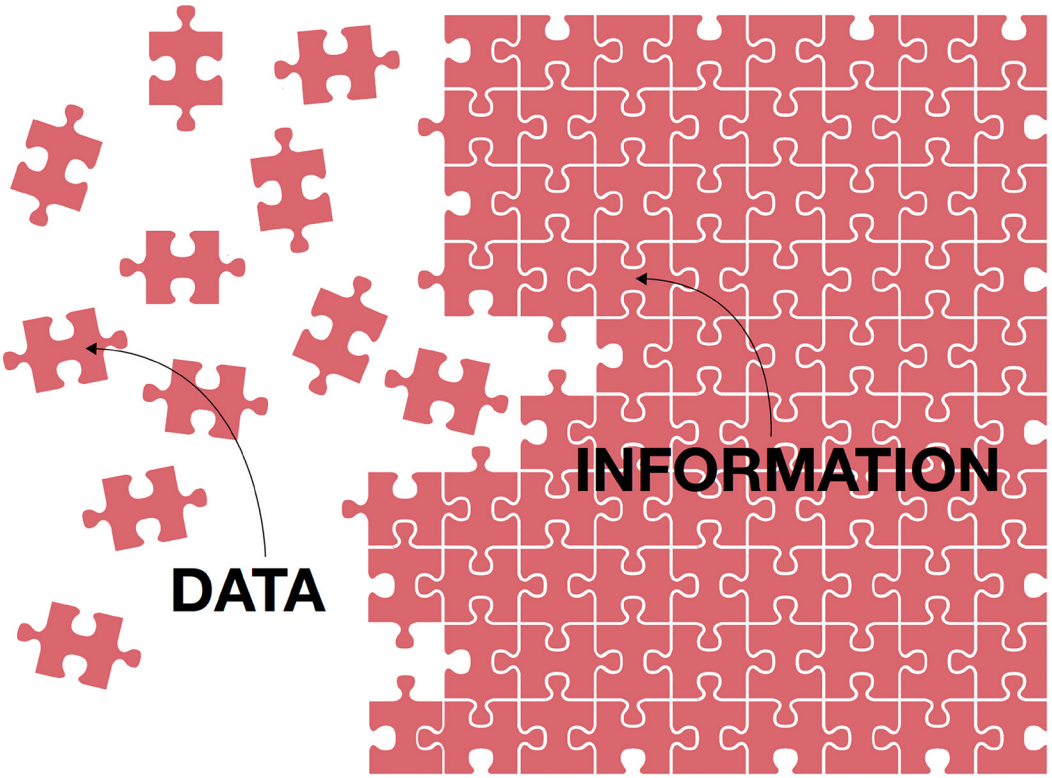
Methods	Key informant interviews[6]	Surveys	Focus group discussions	Observation
Goal	Overview from many perspectives	Facts, data	Exploration or in-depth understanding	Verification and triangulation
Unit of focus	Individuals who know the community (inside or outside)	Individual or household	Group members who share one or more characteristics (not individuals)	Site or community (assessment team perspectives)
Common instruments	Semi-structured interview guide	Questionnaire	Topical outline	Checklist
Approach	Qualitative and quantitative; extractive	Quantitative, extractive	Qualitative, participatory	Qualitative, but easy to quantify
Those providing data are called	Informants	Respondents (e.g. household heads)	Participants	Volunteers or Red Cross Red Crescent staff

Knowledge management 2

Data processing is an exciting part of risk assessment because it is during this stage that data become information, from which knowledge is produced. Data are most easily understood as small isolated facts (words or numbers). Information can be described as organised or ordered data. If data are like the pieces of a puzzle, information is what you get when you assemble or fit them together. Knowledge is produced when you compare information from several perspectives and draw conclusions based on the (divergent or convergent) insights they generate. The term *triangulation* is commonly used to describe this effort to align perspectives (see **Reference Sheet W**). The table below provides examples of the three main elements of knowledge management.

6. In this instance, key informant interviews are synonymous with semi-structured interviews. See information on semi-structured interviews in RRS 3 in: IFRC. 2007. *VCA toolbox with reference sheets*, p. 60-65.

Comparing data to information



Elements of knowledge management

Data	Information	Knowledge
Rainfall (in mm per month): 12, 55, 102, 43, 0	Rainfall is lower than normal.	Low rainfall in the Spring is strongly linked to poor crop production.
Health (number of cases of Ebola per community): 5, 21, 109, …	Community X has the highest incidence, twice as high as last month.	Community health centre staff are not trained in Ebola prevention, are ill-equipped to treat cases, and are unable to halt an epidemic.
Roofing material in a village (per household): grass, metal, cement, timber	The most common roofing material is metal, as tallied over the set of households.	Metal is the costliest and most valued roofing material used: disaster risk reduction practice is to place heavy objects on roofs during tropical storms.

Reference Sheet O: Assessment purpose and perspectives

Share the generic purpose below with members of the community and encourage them to express the purpose in their own words.

Definition: The purpose of an integrated risk assessment

In its most basic form, a risk assessment aims to enable the community to understand and rate the threats and vulnerabilities that trouble it most; and identify and agree on appropriate, long-lasting and inclusive actions that will make the community and its most vulnerable members more resilient.

Facilitate a community dialogue on local resilience, making use of the three important perspectives that help to capture the full range of diversity.

Perspective	Description
1. Across time	Accompany the community as it discusses how the 11 dimensions of resilience change from season to season. Help them to look back (to examine trends) and ahead (to assess expectations, aspirations and the likely impact of climate change on local vulnerability). Doing this enables a community to capture perceptions linked to the past, present and future. This is an essential condition for becoming risk-informed and preventing suffering. Vulnerability and capacity assessments (VCAs) include many tools and methods to help consider time and changes in risk. See seasonal calendars and historical profiles, including special guidance on climate-sensitive VCAs. Refer to the VCA toolbox and *Integrating climate change and urban risks into the VCA; Ensure effective participatory analysis and enhanced community action*.
2. Across social groups *See example on next page*	Encourage members of the community to discuss how to capture the opinions of all community members. Accompany them as they do so. For each dimension, discuss why some individuals have access and power that others do not. Doing this enables the community to collect data as inclusively as possible (taking into account the interests of youth, the elderly, etc.), and seek data in the right places (see **Reference Sheet V** on sampling). To be successful, resilience-building processes must be people-centred and inclusive. VCAs and other Red Cross Red Crescent approaches provide many tools and methods for considering social groups, including institutional and social network analysis, and conflict-sensitive context analysis from the Better Programming Initiative – Do no harm, etc.
3. Across space and levels	Finally, accompany community members as they discuss how dimensions of resilience differ across geographies. Encourage them to consider where certain dimensions have the most influence. Doing this enables the community to understand why some physical areas are perceived to be more valuable or more risk-prone, and to capture data from both types of place. It is useful in this context to consider risk and resilience factors associated with neighbouring communities, for example, upstream and downstream communities on the local river, land management, deforestation, urbanization, or erosion linked to farming or road construction, etc. [VCAs and other approaches provide many tools and methods for exploring local spatial relationships. See transect walks, risk mapping, etc.] Asking questions about risk and resilience factors outside the community will add an invaluable systems perspective to the community's resilience analysis and will assist the National Society when it acts as a connector.

Help the community to understand that these three perspectives define the scope of its assessment.

Example: Coming to terms with diversity in Colombia

On the Pacific coast of Colombia, Afro-Colombian, indigenous and mestizo groups live in the same communities. When the Colombian Red Cross implemented a resilience-building programme, it was told that the groups had very different needs and interests, and so carried out separate assessments of each group to ensure that their specific situation and context were considered. When the assessments were compared, however, it became clear that the differences were much smaller than expected. With the groups' permission, the Colombian Red Cross facilitated joint meetings to develop community-wide plans that took account of shared interests as well as each group's specific needs. As a result of this people-centred and inclusive approach, all the groups now attend community activities.

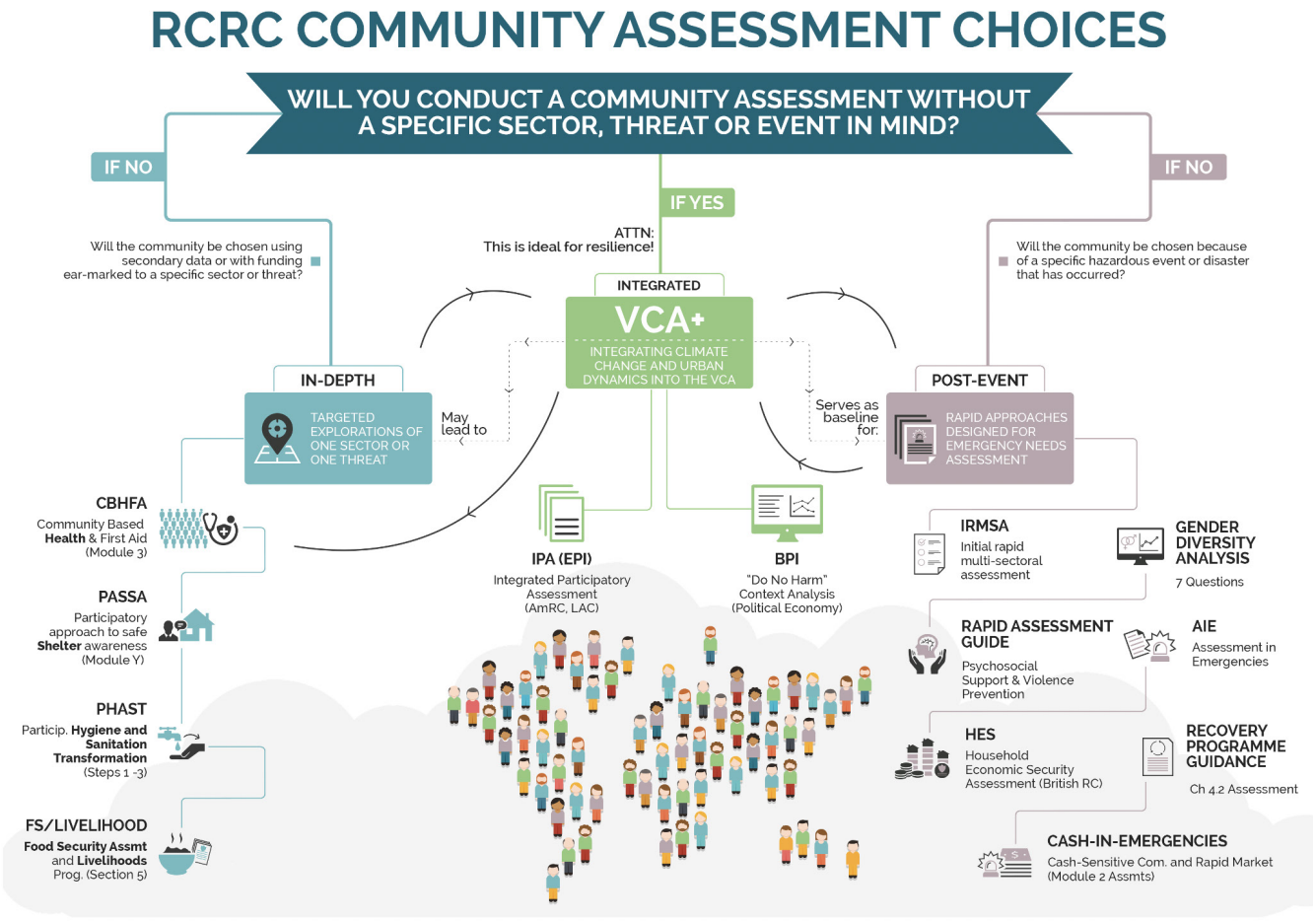
Reference Sheet P: Red Cross Red Crescent community assessment approaches

An integrated risk assessment conducted by a National Society *for* the community will be of little use. If the community is not ready to lead the assessment, with enabling and coaching from the NS, this should be a sign that building resilience from within that community is premature. In this case, it is preferable for the NS to *accompany* them a bit longer, before *enabling* an integrated risk assessment.

If you select a community based on secondary data analysis specific to one sector (i.e., malaria prevalence), the NS should **still assess risk holistically** (with multi-dimensional teams of volunteers and stakeholders), identify *their* priorities and help them explore real solutions. This applies even if malaria never makes it to the top of *their* priority lists. If a donor earmarks certain activities for disaster risk reduction, for example, or insists on a particular community, and you dismiss or downplay priorities cited by community members, such as education, water or livelihoods, you are not respecting the principle of impartiality. Your NS resilience team needs to bring open minds, problem-solving skills and readiness to invest in systems thinking, bridging and partnership, which are the new resilience services of NS.

Study the options. The flow chart below begins by asking: *Will you conduct a community assessment without a specific sector, threat or event in mind?* Having answered that question, follow the chart to choose an assessment approach to use in the community. The three groups of approaches are fully complementary, and links between them are strong and growing:

- Once an integrated risk assessment has been applied (see green group in centre), decide whether it makes sense to conduct an in-depth assessment (purple group on left).
- While the assessment approaches in blue (right) are designed for use after a disaster or crisis, many of them can be adapted to strengthen an integrated risk assessment.
- Whenever possible, start by using the Enhanced Vulnerability and Capacity Assessment (EVCA) as a holistic process to capture community voices.



Source: IRMA, LLC

Review the materials provided for the chosen approach. Each approach contains many tools and methods. You may need to combine them. Gather ideas on how to adapt tools and identify the right methods to your context. No method or tool is ready to use without carefully adapting it to the local context. The right combination is one that works locally, leads to better understanding, and generates appropriate actions.

When you start with an **integrated approach**, you may find the need to go deeper into one sector thereafter. See the table below for links to the in-depth sectoral assessment. Once your integrated or holistic in-depth assessment is conducted, post-event approaches will be able to draw on them for baseline, comparison data.

In-depth community assessments

Dimensions	In-depth assessments (and related programs) available inside RCRC
Knows and manages its risks	■ VCA: Start here: http://www.ifrc.org/vca
Is healthy	■ Community-Based Health and First Aid (eCBHFA: Module 3)
Can meet its basic water and sanitation needs	■ Participatory Hygiene and Sanitation Transformation (PHAST: Steps 1-3), *The International Federation software tools for long-term water and sanitation programming*. ■ WatSan IFRC Assessment Tools
Can meet its basic shelter needs	■ *PASSA: Participatory Approach for Safe Shelter Awareness* (Module Y)
Can meet its basic food needs	■ Food Security Assessment: *How to conduct a food security assessment*.
Has diverse economic opportunities	■ Livelihoods Program Assessment (Section 5)
Has well-maintained and accessible infrastructure and services	■ Rapid Market Assessment (Module 2): Cash in Emergencies Toolkit ■ *Guidelines for cash-transfer programming* (Module 3 on Assessments) ■ *Post-disaster community infrastructure rehabilitation and (re)construction guidelines* (Section 2.2 on Assessment)
Manages its natural assets in a sustainable manner	■ The Nature Conservancy. 2021. *The blue guide to coastal resilience*. ■ WWF. 2016. *Natural and nature-based flood management: A Green Guide*. ■ IFRC. 2021. *Nature-based solutions*.
Is socially cohesive	■ "Do No Harm" Context Analysis (Political Economy) in Better Programming Initiative
Is cohesive	■ *Compilation of tools for measuring social cohesion, resilience, and peacebuilding* (UNICEF 2014) Example: Social cohesion assessment: Quantitative and qualitative assessment of host-refugee cohesion in three districts of Turkey – June 2107 (IOM 2018)
Is connected	■ IFRC policies and key commitments ■ *A guide to monitoring and evaluating policy influence* (ODI 2011) ■ IFRC Disaster Law Database

Reference Sheet Q: Assessment scheduling

EVCAs typically run for three days to multiple weeks. Make a schedule for each assessment activity to plan in detail how you will carry out the assessment with the community. The more time you give yourself, the more likely it is that the community will be committed. Depending on community participation and sensitivities, you may need to set up specific data collection events throughout the assessment process. Establish how many events will be required and which team members will lead their collection.

Tip: Permissions

Don't forget to obtain relevant permissions and clearances from the authorities for collecting data. This process will be different depending on the country in which you are operating. As a rule, you always need the consent of the participants to collect their data; however, in some countries, you will need extra permission from the authorities to enter an area and collect data. When collecting data, especially if it is digital, bear in mind the country's regulations and considerations around data sensitivity.

Tip: Be aware of sensitivities in the communities and among main actors

If certain groups are not comfortable speaking in front of each other, a group method such as a focus group discussion would need to be repeated for each specific group. A focus group method may also need to be conducted separately for men and women.

When ready, you can organise your schedule in a table similar to the one below:

Date and time	Step	Tool/method	Community participants	Division into groups	Person in charge	Other team members
Day 1 9.00	Introduction with community	Community meeting	All community	No	Team leader	All EVCA team members
Hazard assessment						
Day 1 11.00	1. Hazard assessment	Historical profile	Women, men, people with a disability	Three groups: women, men, people with a disability		
	2. Hazard assessment	Seasonal calendar	Older people, long-term residents and whole community	Individual interviews and one large group		

The table below refers to the most common EVCA tools, when they are used and suggested minimum times each may take.

Steps	Tools / methods	Minimum time
1. Introduction with the community		
1.1 Clarify the objective and expectations	Presentation and discussion	30-45 min
1.2 Explain the schedule		
1.3 Reconfirm availability and consent		
2. Set the foundation		
2.1 Introduce, translate and adapt key concepts	Pictures, story Optional: games, video (done in plenary or focus groups)	60 min
3. Hazard/threat assessment		
3.1 Brainstorming	Brainstorming and discussion in plenary	40 min
3.2 Historical profile	Historical profile / disaster history (completed on the basis of group discussion, key informant interviews, secondary data review)	30-60 min
3.3 Seasonal calendar	Seasonal calendar (completed on the basis of group discussion, key informant interviews, secondary data review)	
3.4 Emerging and changing hazards	Secondary data review	30 min
3.5 Prioritise the hazards	Hazard rating (via plenary and/or focus groups)	30 min
3.6 Characterise priority hazards	See template in EVCA report	60 min
4. Vulnerability and capacity assessment		
4.1 Contextualise resilience dimensions	Contextualise the 11 resilience dimensions with the community.	40 min
4.2 Brainstorm vulnerable groups	Brainstorm (via plenary and/or focus groups) **who** (which people/groups) in the community are most vulnerable to priority hazards.	30-60 min
4.3 Venn diagrams	Assess social cohesion, inclusion and connectedness. Assess community-wide vulnerability and capacity for these dimensions.	30 min
4.4 Rate social cohesion, inclusion and connectedness	Risk rating (via plenary and/or focus groups)	30 min
4.5 Resilience Stars	Brainstorm vulnerability and capacity for remaining dimensions – for each hazard.	120 min
4.6 Risk mapping	Map **where** hazards affect the community to identify geographic vulnerability (exposure) and map vulnerability and capacity per hazard.	120 min
4.7 Transect walk	Verify information from all previous tools.	120 min
4.8 Consolidate information	Return to Resilience Stars and consolidate information from risk mapping and transect walk and any other tools used (including secondary data).	40 min
4.9 Rate vulnerability	Resilience Stars. Apply a rating of HIGH, MEDIUM, LOW or NO for vulnerabilities against remaining 8 dimensions.	60 min
4.10 Rate capacity	Resilience Stars. Apply a rating of HIGH, MEDIUM, LOW or NO for capacities against remaining 8 dimensions.	60 min
5. Analyse and conclude on risk levels		
5.1 Conclude on risk levels	EVCA report – transfer scores and summary into the report template. Validate risk score. Share report	60 min
5.2 Turn results into a baseline measurement	Load results onto the resilience dashboard	-
5.3 Go deeper	Use sector-specific tools or complete problem trees to explore the cause and effects of high risks.	120 min

Reference Sheet R: Indicator catalogue and 'SPICED' indicators

Indicator catalogue

The table below lists standard indicators by resilience characteristic that may be useful when the community converts its contextualised image of local resilience into measurable concepts. It is strongly suggested that you do not start Stage 2 with this list, but allow the community to describe what it knows and how it identifies risks before mentioning it. The indicators in the table are not exhaustive; they are derived from a variety of sources, including:

- The Humanitarian Response Indicator Registry (response-only indicators are not included). Exact calculations can be found here.
- Zurich Flood Resilience Indicators (Most have been reformulated to apply generally to all threats).
- Others (for example, the IFRC *Shelter Safety Handbook*) (in *italics*).

Resilience dimensions	Indicators that may align with the community's description of local risks and its own resilience
Community knows and manages its risk	■ The number of individuals in the community who are trained in first aid and have sound knowledge. ■ The number of individuals with a sound understanding of appropriate options for reducing threats, their limitations, longer-term impacts, and the feasibility of actions in response. ■ The number of individuals with a sound understanding of what drives exposure to threats, their increase, and management options. ■ The number of individuals who have an accurate perception of the location of hazard sites. ■ The level of awareness and accurate knowledge of evacuation and safety in the context of rapid-onset threats. ■ The level of accurate knowledge on appropriate options to minimise threat-related damage to housing and livelihood assets. ■ The level of perception of trends in risk drivers (land use, building types, environmental degradation and regeneration, climate change) and an accurate understanding of how those drivers affect risk. ■ The number of individuals who understand the long-term impacts of using various coping strategies, and who would like to use non-erosive strategies. ■ The level of understanding of the impacts of waste management on health (including outside the community), particularly during floods. ■ The existence and degree of community engagement with external services that run early warning systems (including credible seasonal forecasts) and the reliability of those relationships. ■ The number of threat-related simulations conducted in coordination with relevant external services in the last five years. ■ The number of campaigns to raise awareness of threats organised in the last 24 months. ■ The percentage of community members who report that they accessed understandable, timely and actionable information on flooding in the last 24 months. ■ The level of influence, and knowledge of risk, of community leaders. ■ The percentage of educational personnel trained in disaster risk reduction, psychosocial support, emergency life skills, etc. ■ The percentage of children (3-18 years) who access education programmes that feature disaster risk reduction, emergency life skills, health, hygiene and nutrition, psychosocial care, peacebuilding and conflict resolution, etc. ■ The presence/number of community-based organisation leaders trained in disaster risk reduction and planning. ■ The scale and capacity of local government-led response plans, and their ability to meet the needs of the whole community in its diversity. ■ The visible efforts of local government across sectors to use knowledge, innovation and education to build a culture of preparedness, safety and resilience. ■ The percentage of surveyed community members who are able to articulate strategies to prevent physical violence and other harmful practices. ■ The percentage of surveyed community members who are aware of the dangers and consequences of the worst forms of child labour. ■ The percentage of community members who can describe at least one action to prevent or report on child soldier recruitment.

Community is healthy	■ The number of community health workers. ■ The number of functional health facilities providing selected relevant services. ■ The number of non-functional health facilities. ■ The number of outpatient consultations per person per year (attendance rate or consultation rate). ■ The number of consultations per clinician per day. ■ The coverage of measles vaccinations (%). ■ The coverage of diphtheria tetanus toxoid and pertussis (DTP3) in < 1-year-olds (%). ■ The percentage of births assisted by a skilled attendant. ■ The percentage of deliveries by caesarean section. ■ The incidence of selected diseases relevant in the local context, including malnutrition (Global Acute Malnutrition / Severe Acute Malnutrition). ■ The case fatality ratio (CFR) for the most common diseases, including malnutrition. ■ The percentage of households possessing one or more effective insecticide-treated mosquito nets. ■ The percentage of pregnant women, children under 5 years and other vulnerable people sleeping under effective insecticide-treated mosquito nets.
Community can meet its basic water and sanitation needs	■ The percentage of community members that are aware of actions that should be taken during disasters to ensure that drinking water is clean. ■ The presence of a functioning a community waste management plan. ■ The community has access to water, sanitation and waste disposal facilities from several reliable sources; during disasters water is potable and facilities are not damaged or contaminated. ■ The quantity of water consumed per person per day for drinking, cooking, hygiene and laundry. ■ The percentage of households in which only safe water is used for drinking and cooking. ■ The average time required (in minutes) to make one water collection journey, including travel in each direction and queuing. ■ The percentage of households with access to a source of safe drinking water. ■ The availability (daily) of sufficient suitable water and fodder for livestock. ■ Access to an appropriate amount of safe water. ■ The percentage of schools/learning spaces that have adequate safe water for drinking and personal hygiene. ■ The percentage of schools/learning spaces that possess adequate hand-washing and functioning solid waste management facilities. ■ The percentage of schools/learning spaces that have adequate male and female WASH facilities. ■ The presence of faecal-oral diseases. ■ The extent of acute malnutrition and food insecurity. ■ The density of settlement (m2 of total site area per person). ■ The percentage of households possessing soap. ■ The percentage of households that store, prepare and consume food safely. ■ The percentage of households that possess at least one clean and appropriate water container for drinking water. ■ The percentage of households that have appropriate water treatment supplies and equipment. ■ The presence of human faeces or solid waste on the ground. ■ The percentage of men, women, boys and girls (disaggregated) who used a toilet when they last defecated (or whose faeces were disposed of safely). ■ The percentage of men, women, boys and girls (disaggregated) who wash their hands with water and soap after contact with faeces. ■ The likelihood of a critical drop in the quantity of water available per day within the next month. ■ Access to appropriate bathing and laundry facilities. ■ The average number of users per functioning toilet; the percentage of households with access to a functioning toilet. ■ The percentage of toilets that are clean.

Community can meet its basic shelter needs	■ *The number of inhabitants per square metre of dwelling.* ■ *The existence and enforcement of appropriate land use and urban planning legislation (flood zoning, urban proximity and density, location of settlements away from coastal areas where tidal surges occur, etc.).* ■ *The existence and enforcement of building codes. (Are buildings designed to enable a rapid exit from all rooms? Are doorways strongly built?, etc.)* ■ *The existence of appropriate communal evacuation shelters, which are accessible and adequately stocked with supplies.* ■ *The percentage of households who are aware that they need to reinforce the walls of their houses in earthquake zones, and have the capacity to do so.* ■ *The availability of sandbags at the household level to protect houses from flooding due to cyclones, etc.* ■ *The presence of trained firefighters, a fire alarm warning system at the community level, strategic water points, and firefighting equipment.* ■ *The frequency of evacuation exercises in settlements, apartments and public buildings.* ■ *The percentage of households who know how to remove or secure loose materials that may be carried away by strong winds and cause damage.* ■ *The percentage of households who know how to respond to storm warnings, and are familiar with evacuation procedures.*
Community can meet its basic food needs	■ The community continues to have access to food after disasters: neither its supply or quality (nourishment, calorie intake) are diminished. ■ Food consumption patterns: meals per day, dietary diversity, intra-household food distribution. ■ The availability of key commodities in markets. ■ The extent of staple food reserves (the number of days that stocks will be sufficient to feed the population). ■ Production compared to the previous year's harvest, by commodity. ■ The ability to plant for the next season (seeds, tools, etc.). ■ Herd sizes. ■ The incidence of animal disease outbreaks. ■ The availability of a sufficient suitable daily water supply and fodder for livestock. ■ The capacity to prepare food safely. ■ Food sources. ■ Key food and non-food commodity prices. ■ Coping strategies. ■ The main sources of income. ■ Expenditure patterns. ■ Ownership of productive assets. ■ Access to functioning markets. ■ The number of people trained in (for example) best nutrition practices, land conservation, etc.

Community has diverse economic opportunities	■ The percentage of households who possess a financial buffer that is expressly for recovery and is adequate to cover expected losses. ■ The percentage of households that are able to cover their health, education and nutrition needs on a daily basis. ■ The existence of local (or regional, etc.) flood emergency funds, with known distribution channels and a disbursement record that is considered equitable. ■ The percentage of local businesses that have access to credit or can fully maintain their operations without laying off employees or cutting production. ■ The percentage of households or businesses that have access to risk insurance. ■ The percentage of households that have one or more strategies that enable them to maintain their livelihood or income stream. ■ The existence of statutory and budgeted social safety nets that households can access efficiently, that are solvent, and that have a dedicated source of funding (such as payroll taxes, etc.). ■ The existence of statutory and budgeted mitigation project, conservation or infrastructure funds that households can access efficiently. ■ The availability of funding or investment vehicles for economic development projects that the community can access with minimal bureaucracy. ■ The number of households that have access to formal or informal financial services. ■ The number of households that include owners of micro-enterprises who have received skills training. ■ The number of households without livelihood assets. ■ The percentage of the economically active workforce that is employed on (a) a short-term or temporary basis and (b) a long-term and permanent basis.
Community has well-maintained and accessible infrastructure and services	■ Healthcare, education, etc., facilities are built robustly, located away from flood zones, and can be accessed safely in protected ways even during floods, etc. ■ The existence of appropriate infrastructure (including emergency equipment) that is designed to protect lives during emergencies and is open to all groups. ■ The existence of a responsive, timely, credible and accessible early warning system, with a comprehensive management plan, that provides clear instructions linked to an enabling environment (good forecasting by the hydro-meteorological services). ■ The existence of formal, local emergency services; and the number of threat-relevant trainings delivered to personnel in the last 24 months. ■ The percentage of local emergency services personnel trained in flood response in the last 24 months. ■ The existence of response and recovery mechanisms coordinated with external response services (e.g., by written agreements). ■ The degree to which threat-related external services consult and involve the community. ■ The existence of an (appropriate) feedback-and-complaints mechanism in relation to external disaster services. ■ The existence of appropriate local early warning systems and adequate links to national early warning systems. ■ The percentage of community members who report that they have confidence in (threat-related) information provided by local authorities. ■ The existence of local, up-to-date, certified or peer-reviewed standard operating procedures for threat-related interventions and contingency plans. ■ The percentage of community members who report that they have confidence in the local health, education, food, water, waste and energy systems. ■ The percentage of community members who report that the local health, education, food, water, waste and energy systems are equitable. ■ The existence of structural or non-structural measures to protect against floods: levees, riverbank stabilization, adequate vegetation, population location, physical protection of most community physical structures and the communal infrastructure, etc.

Community manages its natural assets in a sustainable manner	■ The percentage of community members who can accurately describe the relationship between environmental resource use and threats such as flooding in their community (upstream and downstream). ■ The existence and implementation of an up-to-date, certified or peer-reviewed village or district flood management plan, watershed management plan, forest management plan, integrated coastal resource management plan or other natural resource management plan. ■ The percentage of community groups who report that they are involved in and satisfied by the design of the plan. ■ The existence of risk-informed national environment legislation and policy. ■ The degree to which local authorities and community members are aware of and accept threat-relevant environmental regulations.. ■ The existence of a community-driven, certified or peer-reviewed plan for the sustainable management of local natural resources; the degree to which it takes account of threats. ■ Forests, agricultural lands, wetlands, drylands, grasslands, coastal and urban ecosystems are protected, maintained or restored as recognised components of the landscape. ■ Natural habitats are well represented from the top to the bottom of the river basin, and ecosystem services operate across the entire basin, coastal area, mountain area, dryland or other ecosystem. ■ Production practices that depend on natural resources (farming, livestock, forestry, fisheries, aquaculture, gravel extraction) respect natural resource carrying capacities and demonstrate best practice. ■ A biodiversity, climate change or disaster risk management plan or strategy recognizes the contribution of natural habitats.

Community is inclusive	■ The percentage of community members who report being part of an informal or formal social network that organises mutual assistance. ■ The existence of formal or informal networks/channels through which community members autonomously exchange information on a regular basis. ■ The percentage of community members who feel extremely safe in the community at all times. ■ The percentage of community members who report willingness to volunteer for activities related to threat management. ■ The percentage of community members who feel personally responsible for preparing for, responding to, and recovering from threats. ■ The percentage of community members who report that they belong to a structure relevant to threat management; or the number of formal or informal community structures in which community members participate in threat-related activities. ■ The number of community members who regularly participate actively in threat-related initiatives or who have volunteered in the last 24 months through formal or informal structures; or the percentage of community members who volunteer or are willing to do so. ■ The percentage of community members who have confidence in external services responsible for disaster response and recovery. ■ The percentage of community members who collect information during emergencies. ■ The percentage of community members who feel safe when they are at home, walk alone in the street, or take public transport after dark. ■ The percentage of community members who report that they feel most people can be trusted. ■ The percentage of community members who have confidence in the police force. ■ The percentage of community members who think lost assets would be returned to them if found by someone else. ■ The existence of a representative community structure dedicated to risk management and decision-making. ■ The number of meetings hosted by a representative risk management body in the last 12 months. ■ The percentage of community members who report they are satisfied with the set-up and operation of their risk management body. ■ The percentage of community members from vulnerable or marginal groups who sit on, or participate in, risk management or decision-making bodies. ■ The percentage of community members who lack personal identity or other civil documents. ■ Observed or reported changes in women's and/or girls' mobility patterns. ■ The percentage of households headed by women. ■ The percentage of children who live alone, separated from their caregivers; the percentage of households headed by children.
Community is socially cohesive	■ The percentage of persons with a physical or mental disability. ■ The percentage of households that indicate they are deliberately excluded from access to certain services because they belong to a specific minority. ■ The number of persons who are reported missing, abducted, arbitrarily detained, or forcibly recruited into armed groups or other forces. ■ The percentage of households that report they are subject to or at risk of violence, gender-based violence, torture, or cruel and degrading treatment or punishment. ■ The percentage of communities that have functioning safe spaces for children and/or for youth. ■ The percentage of communities that indicate that children are involved in the worst forms of child labour. ■ The number and percentage of persons or communities that report the occurrence of forced evictions.

Community is connected	■ The percentage of community members who fully understand their rights and responsibilities, and those of government and other institutions, in relation to risk management. ■ The percentage of communities represented in established watershed/basin flood structures. ■ The number of flood-relevant, multi-sectoral partnerships at the level of the water basin. ■ The existence of a national policy and plan to develop and enhance the production of relevant climate information. ■ The number of national policies that explicitly refer to the risk management of floods or other specific threats. ■ The existence of threat-specific legislation. ■ The percentage of community leaders who are aware of the existence of threat-specific legislation. ■ The presence of housing developments in high-risk areas. ■ The percentage of community members who report that corruption is a barrier to equitable and effective local enforcement of threat-related regulation. ■ The community has communication tools that continue to operate in disaster conditions. ■ Legislation requires and resultant practice ensures that all forms of habitat conversion for the purpose of promoting livelihoods or development trigger compensatory (offsetting) activities of comparable scale in the watershed.
Community can meet other household needs (education, electricity, gas, phone)	■ The percentage of households that value both girls' and boys' education highly. ■ The percentage of households whose members attend or have completed primary school. ■ The community has access to energy from several reliable sources, which are portable, are not damaged, and remain free from contamination during disasters. ■ The number and proportion of school-age children attending school. ■ The number of functional schools/learning spaces. ■ The number of teachers, and facilitators, volunteers or peer educators. ■ The number of children receiving an education in schools considered safe for boys and girls of different ages. ■ The percentage of schools/learning spaces that meet minimum safe construction standards. ■ The percentage of schools/learning spaces accessible to children who have physical or learning disabilities. ■ The percentage of schools/learning spaces with active recreational and sports education programmes for boys and girls. ■ The average cost of shelter-related energy/fuel. ■ The number and percentage of affected households able to cover their energy needs. ■ The number of persons/households/communities who have received training in energy/fuel use. ■ The number of households with access to basic community infrastructure not covered by other sectors or clusters: police stations, town halls, administrative buildings, schools (if not in education), playgrounds, parks, etc.

SMART and SPICED indicators

The commonly used term, 'SMART' indicators, denotes the international standard for traditional, typically quantitative indicators that should be:

- **Specific** about what is being done, and for whom.
- **Measurable** in terms of progress made and achievements.
- **Achievable**, attainable and action-oriented, taking into account the community's capacities and potential support from outside stakeholders.
- **Relevant**, responding to priorities identified by the community.
- **Time-bound** in terms of stating when they are to be achieved.

When strengthening resilience, it is also important to develop 'SPICED' indicators. To promote resilience, seek SPICED indicators as you work through the list of descriptions, organised by characteristic.

Tip: What's different about indicators for resilience?

While there are no set rules for selecting indicators, National Societies can refer to several guidelines when they assist and enable communities to identify their own indicators.

The 'SPICED' approach encourages communities to select indicators based on qualities that closely match the characteristics associated with resilience. 'SPICED' stands for:

- **Subjective** – contextualised, will lead to owned indicators and processes.
- **Participatory** – inclusive.
- **Interpreted** by the community.
- **Communicable** to stakeholders.
- **Empowering** of the most vulnerable.
- **Disaggregated** – with data broken down to reflect the most vulnerable groups.

Source: Lennie J., Tacchi J., Koirala B., Wilmore M. and Skuse A. (2011) *Equal access participatory monitoring and evaluation toolkit*.

Reference Sheet S: Selecting EVCA tools and assessment methods

Tools are instruments designed to collect and record data, for example from a formal questionnaire or a table drawn on a flipchart. You can develop a new tool, or adapt an existing tool, to be more appropriate or relevant to a specific community or context. Besides the secondary data review and community factsheet completed in Stage 1 above, some of the **most common tools** included in the EVCA toolbox are: a historical profile, a seasonal calendar, a Venn diagram, a Resilience Star, mapping, a transect walk, a problem tree, and many more.

In the process of selecting the relevant tools for one community or context, remember that there is no single EVCA tool that must be used in every context. The selection of tools will depend on many criteria (see tip below). Some tools are more appropriate for a specific part of the risk assessment. There is no need to use all the tools as time will not allow for this and several tools achieve similar results. While the list of tools may appear intimidating, many will produce similar information. This means a choice must be made.

Tip: Criteria to use when selecting EVCA tools

- What the community feels is meaningful, and can retain and learn from.
- The specific context of the community (urban/rural, size, etc.).
- What is already known about the community (through secondary data, literature, studies and previous visits).
- The suitability of the tool to assess hazards, or vulnerabilities and capacities, and to assess the resilience characteristics/dimensions.
- The number of tools and skill sets available within the EVCA facilitating team and volunteers.
- The limitations linked to available time, budgets, technology, etc.

Next, select methods for your data collection. The **most common methodologies** to collect data are focus group discussions, key informant or semi-structured interviews, and direct observation. Some of the tools listed in the EVCA toolbox work better with a specific method, while others are flexible. For example, it is rare to conduct a mapping exercise with a single interviewee; they are usually conducted as a group discussion. Transect walks on the other hand can be conducted with an individual as a mobile key informant interview or with a group of farmers, making it more like a group discussion. Meanwhile, surveys are typically never conducted in a group. The risk assessment should be as participatory as possible (as much as time and resources will allow), while using a variety of methods to allow the team to triangulate information from different sources. Agreeing on the method to be used for each tool is useful for planning and implementing the EVCA accordingly.

Reference Sheet T: EVCA tools to explore hazards/threats

This sheet provides greater detail on the hazard- or threat-specific portion of the risk assessment. The vulnerability portion will be featured in the subsequent reference sheet.

Purpose of hazard/threat assessment: To identify all the hazards or threats experienced by the community and prioritise them. To gain a thorough understanding of the nature and behaviour of the prioritised hazards within the community.

There are four standard tools used for hazard/threat analysis:

1. Historical profile/disaster history
2. Seasonal calendar
3. Hazard/threat prioritisation
4. Hazard/threat characterization

Each is described below, with tips and links to the EVCA tools.

1. Historical profile/disaster history

Tool: Historical Profile and Visualisation

The historical profile helps explore the evolution of hazard events over a one-year period. Use a timeline to gather basic information on which disaster events have occurred in the community. Analyse and discuss whether certain hazards or threats are increasing in frequency or intensity over time. Supplement the timeline with information from key informants, especially older people who have a longer perspective, and compare with secondary data.

Emerging and changing hazards: The RCRC has the responsibility to also highlight risks that the community may not be aware of or does not prioritise (e.g., the presence of an earthquake fault line, mortality statistics in the area, industrial hazards, climate change predictions, etc.). Present and discuss any additional hazards beyond those the community has raised. Probe and challenge the community with statistics (e.g., on health, mortality, etc.) and your knowledge of the humanitarian consequences. Consider emerging and changing hazards due to climate change. You may need to explain climate change and extreme weather events to the community in simple language. It is important to explain the difference between weather and climate, and ask them what changes in the climate they have observed over the years in their area. Also consider silent hazards, those that often don't attract as much media attention but persistently exist and seriously affect the community, for example, gender-based violence.

While the focus is on the hazards or threats, you can also capture other major or memorable events and developments in the community that can help in the analysis later. When discussed in comparison to community vulnerability or capacity, it is useful to note events such as key visits from outsiders, the building of a school, etc.

Tip 1: Let the community guide the discussion

If this is one of the first formal tools you are completing during the assessment, remember to introduce the objective and key steps, but allow community members to complete the tool. This will reinforce the participatory nature of the EVCA process early on.

Use context-appropriate visual tools to support the discussion. For example, you can lay a physical timeline or string along the floor and let community members place their historical events along it with Post-it notes or symbols.

Tip 2: Diversity in hazard identification

The historical profile and seasonal calendar may reveal different hazards or threats for each profile or subgroup in the community. This is normal. Value all perspectives and explore the reasons as a foundation for eventual consensus on community priorities.

2. Seasonal Calendar

Tool: Seasonal Calendar

The seasonal calendar helps explore the seasonality of events over a one-year period. Detail what events occur in what months. In what seasons are weather events such as hurricanes or cyclones, floods, disease outbreaks or droughts likely to occur. Detail the effects on economic opportunities or livelihoods, and seasonal migration. Public events such as holidays and festivals can show when social cohesion is increased.

Tip 3: Connect the community to more information

If key hazards in the community are not well understood, invite a topical expert to explain them in greater detail, or run a short awareness-raising session. Look for opportunities to explain climate change impacts to the community.

3. Hazard/threat prioritisation

Communities may face various hazards and may not have the resources to address all of them. Enable them to conduct an initial prioritisation of the hazards that were highlighted in the historical profile or seasonal calendar discussions. Several criteria help to prioritise the hazards/threats:

- Number of people killed, affected, displaced by the hazard/threat.
- Extent of the damage to infrastructure, houses, etc. This is the most common criteria used.
- Frequency of occurrence of the hazard (how often it occurs).

The RCRC has the responsibility to remind the community of hazards/threats that have significant impacts based on secondary data, even if they are not suggested directly by community members. Probe and challenge the community with statistics (e.g. on health, mortality, etc.) and explore what is known of the hazard and its humanitarian consequences.

Tip 4: Diversity in prioritisation

Divide the community into age, gender and social groups to do the prioritisation. If it is a very large group, select a few representatives of each profile or minority. When applicable, use symbols on the table or on the ground for each hazard and give each person 10 beans or stones. Ask them to place beans or stones next to each hazard, according to its importance. The more beans they allocate, the more important that hazard is to the community.

If subgroups prioritise hazards differently, ask them to explain their perceptions. Enable them through discussion to reach a consensus on the **priority hazards** for their community. It is recommended to limit the list of priority hazards to **three**.

4. Priority hazard/threat characterization

At this point, the resilience team (branch and community representatives) should prepare a deeper analysis to describe the nature and behaviour of the community's top three hazards. The analysis will be more useful if it includes volunteers from the community. Triangulate the community information with external expertise—for example, relevant specialists from universities or the meteorological agency—and bring that expert information into discussions with the community. For example, the community may report more severe floods than in the past, so it is easy to blame climate change, but if local weather records do not show any change in rainfall intensity, perhaps changes in the management of the watershed upstream is a more likely reason for the greater severity of floods. Use secondary sources of information to understand the scientific causes of each hazard, scientific warning signs and signals, duration, frequency, and period of occurrence.

Tools to use: Secondary literature, historical profile, seasonal calendar and focus group discussion.

Use the following guiding questions to conduct the characterization:

- What is the cause or origin of the specific hazard or threat?
- What are the traditional and scientific warning signs of the hazard?
- What is the lead time (i.e., how long does it take between the warning signs and when it impacts the community)?
- When (in which months) does the hazard or threat occur?
- How often does the hazard or threat repeat itself? What is its frequency?
- What changes in frequency and severity were noted in the last decade(s)? Do you expect any changes in the next five to ten years (considering climate change or other factors)?
- How long does the hazard tend to last?

List the information in the following format. A table like this should be completed to reflect each priority hazard.

Hazard/threat name	1.	2.	3.
Cause/origin			
Warning signs			
Lead time			
Frequency			
Period of occurrence			
Duration			

Reference Sheet U: EVCA tools to map geographic exposure and vulnerability

Mapping is another technique that enables communities to visualise the hazards or threats, vulnerabilities and capacities in the community. Map the vulnerabilities and capacities identified in various methods. A few options are described below: general mapping, transect walk and consolidating information into the Resilience Star.

Exposure and vulnerability mapping

Tool: Mapping

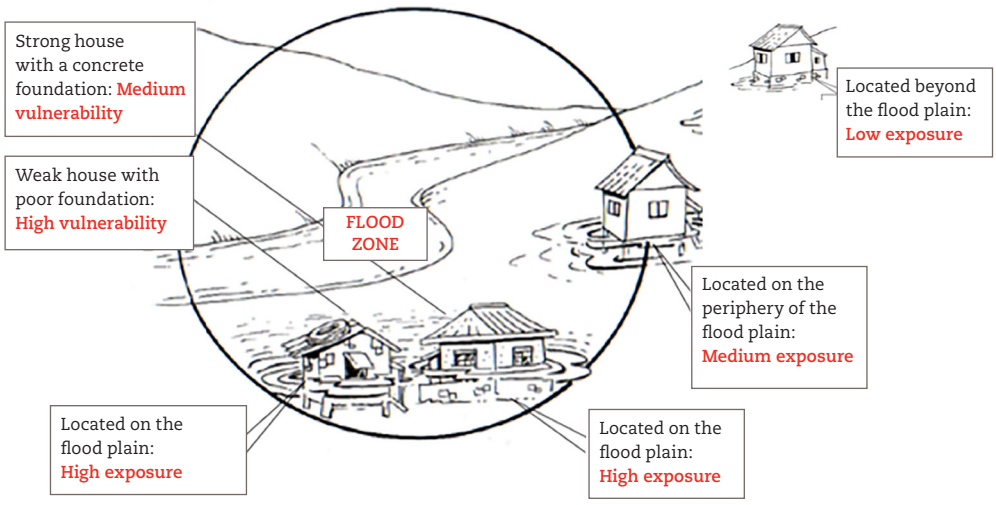
Depending on the context, you can:

- Combine all the hazards or threats into one map.
- Prepare separate maps per hazard or threat.
- Overlay transparent paper onto a map of the community, with one sheet per hazard or threat.

Also map infrastructure such as health clinics, schools and houses that are vulnerable, as well as mapping out the location of resources and services that are capacities within the community (e.g., shops and businesses, clinics, schools, and markets). Maps facilitate communication and stimulate discussion. They help people to understand complex spatial relationships and allow visual comparison of information.

Geographic vulnerability (exposure): Maps can be used to identify geographic vulnerability or exposure to hazards, such as areas in a flood zone or areas most prone to virus outbreaks.

Definition: People, property, systems or other elements present in hazard zones that are subject to potential losses. As shown in the diagram, it does not matter whether the two houses are well-built or poorly built; if they are in the same location when the waters rise, they are equally exposed to flood risk. Houses located outside of the flood zone have lower exposure.



Identify whether highly vulnerable people are living in high and medium exposed areas and, if so, where. Identify other elements that are exposed that might have been missed earlier (e.g., open water sources, location of livelihoods activities, health facilities, etc.). You can mark these using different colours.

An analysis of the different geographically vulnerable (exposed) areas is critical when compiling information on the assessment in the Resilience Star and when planning risk reduction actions. Remember, for certain hazards, interventions will be most effective if they are carried out in the highly exposed zone. For example, the highly exposed zone in the diagram above is where people live in the flood plain next to the river. Focusing risk reduction interventions in this area—such as drain construction or repair, community clean-up of drains, and advocacy to government for stricter building codes on flood zones—can ensure that those closest to the flood plain, with highest exposure to flooding, have a reduced risk of exposure to future floods.

Transect Walk

Tool: Transect Walk
Purpose: Verify vulnerability and capacity information

A transect walk involves walking through the community to observe and discuss the daily activities, surroundings, and risks and resources. It is used to note the topography of the area, to understand interrelationships. Based on information collected in the brainstorming and mapping exercises, identify specific locations to investigate further, check whether anything was missed, and get more details.

Split into smaller groups to visit several areas of the community, or get different groups to focus on a specific hazard or specific dimensions of resilience. Ideally, try to be accompanied by community members who know the area.

If some people cannot join the transect walk at the agreed time, explain the objectives to them, and ask them to provide further information. Maybe can you agree on another time to complete a second walk with community members or they can submit photos through a social media group, which highlight vulnerabilities in their community. Ensure the group involved in the transect walk is comprised of a diverse range of community people. Including wheelchair users or people with visual or hearing impairments will demonstrate the kinds of challenges around accessibility or access to services these people might face.

Consolidate information in the Resilience Star

Tool: Resilience Star (refer back to the stars completed in Step 4.5)
After completing the mapping and transect walks, add any additional information on existing vulnerability and capacities to the Resilience Star(s).

Example hazards: Mosquitoes and refuse

Transect walk: Identified a large pond behind the school as a mosquito breeding area. This can be added to vulnerability for 'natural assets'.

Mapping: The community notes the refuse collection points and says the government service collects the refuse twice a week. This can be added to capacities under 'infrastructure and services'. The service ensures that refuse does not litter the community so there are fewer places for mosquitoes to breed.

Additional information on vulnerability and capacity should be recorded in your EVCA report template.

Reference Sheet V: Sampling

As you engage and connect (Stage 1) and understand risk and resilience (Stage 2), you will discover some important differences in the community. As you do so, you will need to help the community to capture its different voices in a way that permits comparison. One way to do this is through your choice of sampling. A sample is a subset of a whole population, information from which can enable accurate conclusions to be drawn about the whole population. Sampling (the process of selecting a sample) is necessary whether data employ random (probability) samples for quantitative methods (such as a survey) or purposeful (non-random) samples for qualitative methods (such as interviews or focus groups). Sampling is a technique that makes it possible to identify a representative subset of a population when you cannot communicate with all its members. While there is no special formula for sampling for a resilience assessment, two common approaches are described below:

- **Purposive sampling** (social groups) is when you knowingly determine and select groups from whom you need data. Purposive sampling involves participants who are selected with a specific purpose in mind, not randomly. One purpose that aligns perfectly with Red Cross Red Crescent values is diversity sampling. This technique aims to capture the widest relevant diversity in a given community, thereby ensuring that all voices are heard. The first step is to establish what diversity exists in the community. To do this, identify groups early in the data collection process that are less visible and more marginalized. These might include women, immigrants, youth, the elderly, people with disabilities, or ostracised groups (such as certain castes).
- **Square sampling** (geography): One way to ensure you have a balanced sample is to ask the resilience team or community leaders to invite at least 20 people to the assessment exercise (10 women and 10 men). Ideally, you should take a map of the community and divide it into 10 squares of roughly the same size. Invite one man and one woman from each square. That way, you will avoid selecting only the well-connected or friends of volunteers. After all, the sample should be as representative of the wider community as possible (see **Resilience Dashboard**).

If you are conducting a more formal quantitative survey, you may use stratified sampling to select participants at random from each of the strata or subgroups you wish to survey.

You can also break your data collection into groups by applying the same method or tool with identified subgroups separately. A seasonal calendar, for example, will look quite different if you first ask fishermen to describe their year and then ask female farmers. While it is not always necessary to repeat each session completely with each group, it is important to capture an appropriate range of voices, giving particular attention to those who are most vulnerable.

Sampling may sound demanding, but it is at least as important for qualitative as for quantitative methods. You need to develop a thoughtful sampling strategy (method and tool) for every data collection session you conduct. You will also need to be able to convince others that those who provide your primary data accurately represent the groups or perspectives you are interested in.

For more technical support see *Project/Programme monitoring and evaluation (M&E) guide* (IFRC 2011), pp. 36-38, Annex 2 of which lists other useful resources. IFRC's Rapid Mobile Phone-based (RAMP) survey (2012) provides valuable guidance, both on using mobile phones to collect data and on practical sampling and surveys.

Reference Sheet W: Prioritisation and rating

Prioritisation can be done in a number of ways, most of which include rating. (For more information on rating, see the Method Reference Sheet (MRS) 2, of the *VCA toolbox with reference sheets*, (IFRC 2007, p. 138-142.).

- **Threat component.** Put each threat that community members propose on a card and ask a group to work together to separate threats that are symptoms from those that are root causes of a problem.[7] This exercise can also serve to validate data that was collected earlier, by triangulation or in focus group discussions.
- **Capacity/resource (vulnerability) component.** Ask members of the community to list capacities and resources, then sort them by dividing them into categories (positive and negative, urgent and important, etc.) or adopting any system that is appropriate. It may be useful to pair rating statements (see more information on pair-wise rating in *Guidelines for assessment in emergencies* (IFRC 2008), chapter 7.1.5, p. 57.). Independent scoring that can be merged later or averaged can also be useful.

7. Many resources can help you conduct problem analyses, including the *VCA toolbox with reference sheets*, MRS4 (Problem tree analysis), PASSA Activity 3 (Frequency and impact of hazards at *PASSA: Participatory Approach for Safe Shelter Awareness*, and the *Project/Programme planning guidance manual*.

Reference Sheet X: Resilience Star

What is the Resilience Star? The Resilience Star is a participatory tool used to produce and organise data about vulnerabilities, capacities and risk, and to present that data visually in a way that promotes community ownership and planning. It is designed to advance the VCA Enhancement Action Plan and operationalise the Framework for Community Resilience.

What does the Resilience Star mean? The circle in the middle represents a resilient community. The points of the star represent the 11 characteristics of community resilience. The idea of security has been added to **social cohesion** and the idea of policy to **connectedness** (Neither value was included in the original FCR). The other symbols on the star show capacities, vulnerabilities and threats that the community identifies and prioritises: green cards (that communities complete) indicate resilience capacities; blue cards indicate vulnerabilities; and yellow triangles (placed where they have the most direct impact) indicate principal threats.

How to use the Resilience Star in a participatory assessment process (see diagram below). The Resilience Star may be used in many ways; you can develop your own method. For example, you can conduct a holistic enhanced VCA and use the Resilience Star as an **analysis tool** to organise your data and draw conclusions, or (as described in Stage 2), the star can act as a starting point. Used as an **indicator development and scoring tool**, it can help a community to describe its resilience and develop indicators for each characteristic.

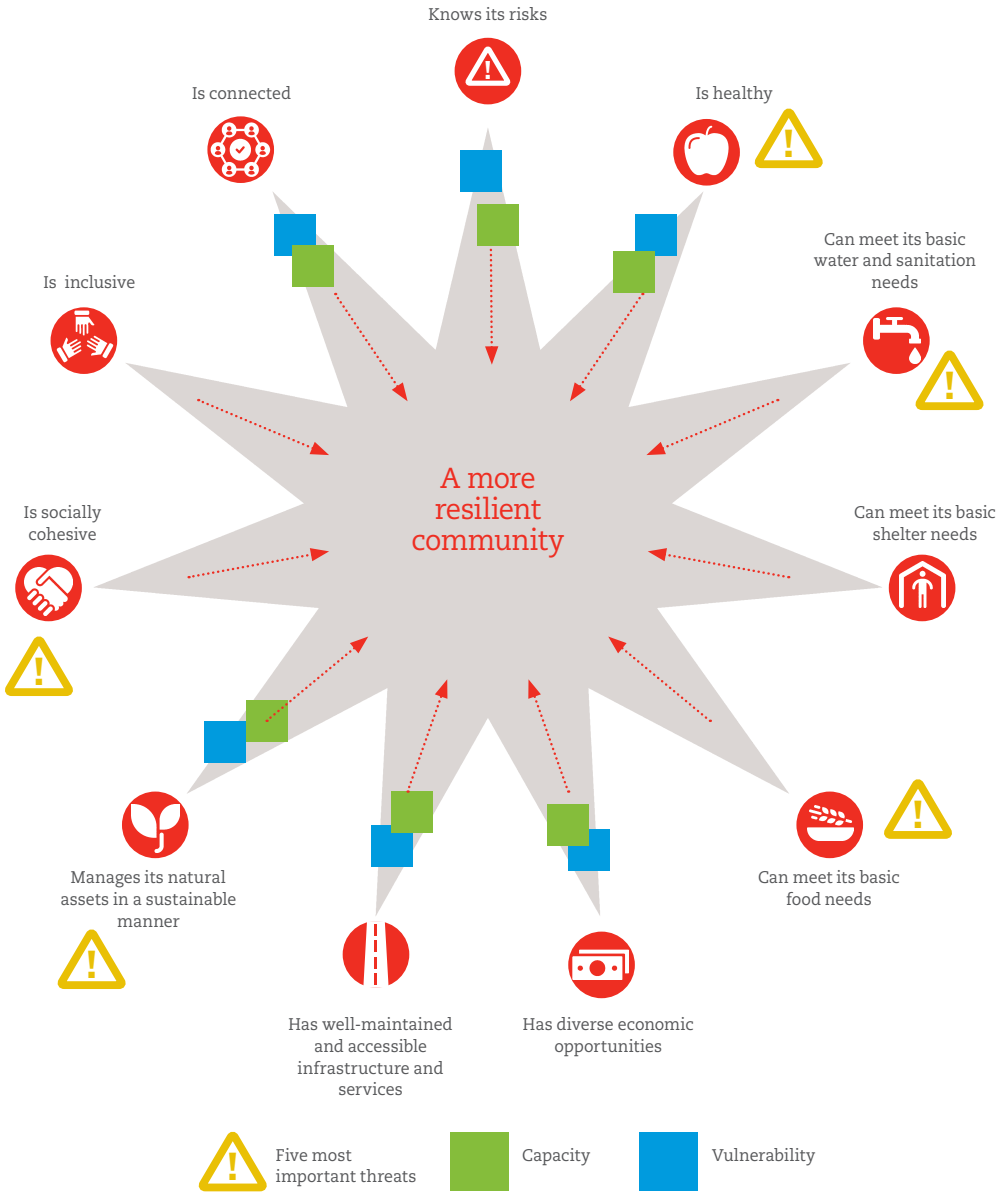
In both cases, the star shape, placed on a wall or the ground and painted or drawn on several pieces of paper, introduces participants to the concept of resilience. Participants write on yellow triangles the most important threats that they have identified in previous steps, and place them around the star. They then consider those that are, or are likely to be, exacerbated by climate change or other factors, and highlight them with an exclamation mark. If the community prefers, the star can be presented as a simple table.

How to use the Resilience Star as an analysis tool. The participants review their vulnerability to the most important threats. They summarize these in a few words or symbols on blue cards (one card for each), and place them on the relevant point of the Resilience Star (not in the centre). Participants then repeat the process for capacities, using green cards (one for each capacity), and place these closer to the centre. Then they separately brainstorm each of the capacities that help them build resilience, in relation to each characteristic.

Collectively, participants then consider each point, deciding how to evaluate their current situation with respect to their resilience. If they have many vulnerabilities and few capacities, they make a blue mark somewhere towards the outside of the star. If they have significant capacities, they make a mark nearer the centre of the star.

Jointly, then, participants consider what needs to be done to get the blue mark to move closer to the centre of the star. They may decide to acquire additional capacities or to reduce their vulnerabilities. Ideas are drawn from the problem and solution trees and are written on a card of any colour (other than blue or green). When all aspects have been considered, the first stage of the risk-informed community action plan (actions) is ready. It can then be assessed in terms of priorities, opportunities, responsibilities, funding, etc. When done for the first time, this exercise creates an image of the community's resilience baseline. Monitoring and evaluation processes will create new markers to show how much progress has been achieved and what remains to be done. Monitoring may also identify emerging vulnerabilities and threats, or new capacities. These should also be taken into account when planning further actions.

Example of a Resilience Star



Reference Sheet Y: EVCA tools for social cohesion, inclusion and connectedness

Social cohesion, inclusion and connectedness are three of the 11 resilience dimensions. They are addressed as a package here because they support resilience regardless of the hazard or threat. While the other 8 dimensions of resilience are technical or sectoral and may vary according to the hazard or threat, these three social dimensions are largely shared by the community and widely helpful for facing any hazard.

Tool: Venn diagram
Purpose: Assess social cohesion, inclusion and connectedness:

- Analyse internal relationships in the community (social cohesion and inclusion).
- Explore external relationship with stakeholders, and services outside the community (connectedness).
- Can be conducted for the whole community rather than as a hazard-specific analysis.

Venn Diagram 1 explores social cohesion and inclusion in the community. How do community members interact and support each other in normal times and in times of crisis? How much are different groups of people included and engaged in community activities and decision-making? How are people in the community organised and working together to solve problems. How well would this function in times of crisis? Is the decision-making and management of community affairs inclusive of gender, people with disabilities, ethnicity etc.?

Examples: Venn Diagram for social cohesion and inclusion

Migrants are often excluded from community response teams, and response teams need refresher training to effectively respond. This point would go on the outer radials of the Venn, far from 'the community' (at the centre).

A community group represents a minority refugee group, and advocates for their food security and shelter issues. This would be placed on an inner radial of the Venn – close to 'the community' at the centre.

Venn Diagram 2 explores the connectedness of the community. Connectedness refers to the external relationships between the community and other stakeholders, and access to services and information (during normal times and in times of crisis). Start by placing the community in the middle of the diagram and map out the key stakeholders and external organisations that support the community especially in times of crisis, the access to services (health centres, safe houses, food banks), information providers (internet access, radio, weather forecasts, health messaging: are they all accessible and in an appropriate language?).

Examples: Venn Diagram for connectedness

Police have little presence in the community: This would be placed on the outer radials of the Venn.

Only 50% of the community has reliable internet access to get government preparedness information: This would be placed on the middle radials of the Venn.

In the event of a hazard, what kinds of support would the community be able to access from these stakeholders/organisations/services?

Rate social cohesion, inclusion and connectedness

Tool: Venn diagrams, summary table in report template

Purpose: Use the two Venn diagrams to assign a rating for the three resilience dimensions

Rate **HIGH**, **MEDIUM**, **LOW** or **NO**.

Social cohesion and inclusion Venn Diagram 1	Connectedness Venn Diagram 2
The more elements that are close to the community in the centre, the lower the risk level. When determining the rating, it is important to also provide detail and a justification. Include this in the 'information' section of the table. This will go into the EVCA report.	If there are more elements on the outer radials of the Venn diagram, far from the community, this would indicate less access to services and information for vulnerable groups, and so risk would be MEDIUM or HIGH. See example in the table below.

Dimension	RATE	Information
Social cohesion	HIGH	Community members do not visibly cooperate across group boundaries: they sit in very isolated sections of the room, and communication between groups is not productive.
Inclusion	HIGH	Only men decide on items that should be stocked in evacuation shelters without considering the specific needs of women (or young children). There is some local-level support for vulnerable groups. Migrants, and people with disabilities have access to very few programmes and cannot be part of community response teams. There are few programmes in place to support victims of violence. Incidents of looting have occurred after disasters.
Connectedness	MEDIUM	Migrants are not included in government service provision and cannot advocate for this. There is little police presence in the community. The community leader has a seat on the government planning committee and there is some involvement of disability groups in the committee. There are government communications for people with hearing impairments, but not in other languages. The community has good access to radio and mobile phone networks, but the most vulnerable groups cannot afford internet data.

Reference Sheet Z: Community-guided indicators

Contextualise each dimension separately, or in groups that make sense to the community

Guide community members, including important subgroups, to explain each dimension in their own words. Starting with the first dimension (outlined below) and the first prioritised hazard or threat (from Step 3), ask the participants: "*How can you tell if a person or family in this community … X*?" Repeat the question, replacing 'X' sequentially with each hazard or threat. Some dimensions cannot be analysed easily in terms of a specific hazard or threat, so adapt your questions to make them relevant (see examples in the table).

Contextualising the dimensions

Community resilience dimensions	How can you tell if a person or family in this community…?	Community contextualisation
1. Knows and manages risks	… is knowledgeable about [cholera, road accidents, floods, changing risks]?	[Record community descriptions here, or on cards placed on the star.]
2. Is healthy	… can regain or maintain health after a [road accident, illness, flood]?	
3. Can meet its basic water and sanitation needs	… can find clean water to drink during or after a [cholera epidemic, flood, drought]?	
4. Can meet its basic shelter needs	… can find or restore shelter during or after [violence, earthquake, mudslide, flood]?	
5. Can meet its basic food needs	… can keep feeding their children during a [strike], in spite of price hikes?	
6. Has diverse economic opportunities	… can find or retain a job during or after [conflict, earthquake, drought]?	
7. Has well-maintained and accessible infrastructure and services	… can access the [market, school, clinic] despite a [strike, flood, conflict]?	
8. Can manage its natural assets in a sustainable manner	… takes care to respect the [nearest water source, forest, soils]?	
9. Is socially cohesive	… has neighbours or family nearby on whom they can rely during a [storm, flood, conflict]? … does not feel at risk of [violence from someone in the community or neighbourhood]?	
10. Is inclusive	… feels part of or separated from [the wider community]?	
11. Is connected	… makes regular visits [outside the community]? Is aware of [relevant policies and laws and how they affect the community and can support the community as it acquires resilience]?	

Apply the list of hazards/threats, one by one, to each of the 11 dimensions, as is pertinent. Take careful note of the descriptions by writing them on cards, a flip chart, or laptop with a shared screen. If the literacy level of the community is low, find contextually appropriate ways to aid recall (for example, use drawings, repeat descriptions several times, make a video of the activity, etc.). As ideas are raised, it may be useful to discuss whether the idea is—or can be—expressed as a vulnerability or a capacity, and to differentiate using coloured cards. Aim for examples of what 'good' and 'bad' look like in the community for each dimension and briefly discuss examples of possible vulnerabilities and capacities,

Welcome **illuminating descriptions even if they are not measurable**. A participant might say: "*We can tell they know more because they think more about the future.*" This response may be challenging to measure, but it is just as insightful as a comment that refers to the quality of roofing materials.

When participants find it difficult to come up with a description, give them a few examples of comments made by other communities, or propose comments from the list in the table above. Remind them to include descriptions that relate to how people react and respond when a hazard or threat occurs.

Determine whether the secondary data identified during Stage 1 sheds light on any of the community's descriptions. (see **Reference Sheet G** on secondary literature and data.)

This step enables the community to transform descriptions (Step 4) into measurable indicators, leading to a fresh selection of tools and collection methods that flows directly from the community perceptions. To do so, follow these instructions:

Review the full list of descriptions from the community discussions to find commonalities. Group those that are similar or identical, since there is no need to measure them twice. Rephrase if needed to make sure that all participants understand them.

One by one, **convert each description into a measure**—something that can be counted by the community. Record proposed indicators (on cards, a chart or by the other methods mentioned above). Repeat for each dimension (see table below) and complete the table. The results should be at least one measure per dimension, but more than one is common. **Reference Sheet R** (Indicator catalogue and 'SPICED' indicators) suggests some possible indicators, but only propose these if the community struggles to come up with its own.

To ensure active and inclusive participation during this step, see **Reference Sheet R** on developing indicators that are SPICED (subjective, participatory, interpreted, communicable, empowering and disaggregated).

From contextualisation to indicators we can measure

Community resilience dimension	Community contextualisation	Indicator (level, time frame, and actual measure)
1. Knows and manages its risks	… the flood early warning system (EWS) is functional. … people expect the next flood may be worse than previous floods. …schools teach about deforestation.	# months that the EWS was active in 2015. % people that are not optimistic. # hours/months that ecosystem disaster risk reduction is taught in schools.
2. Is healthy	… the household has attended a first aid training.	# households that successfully passed first aid training in 2015.
3. Can meet its basic water and sanitation needs	…the household has and uses a latrine.	# households that have access to a latrine in their home (measure annually).
4. Can meet its basic shelter needs	… the household has a roof made out of X material.	# households with roof of X material (measure annually).
5. Can meet its basic food needs	…the household eats three meals a day.	# households that consumed three meals a day last week
6. Has diverse economic opportunities	Community to add examples	Etc.
7. Has well-maintained and accessible infrastructure and services	Products are sometimes unavailable in local shops.	# days/months when supply not available
8. Can manage its natural assets in a sustainable manner	*Community to add examples*	*Etc.*
9. Is socially cohesive	*Community to add examples*	*Etc.*
10. Is inclusive	*Community to add examples*	*Etc.*
11. Is connected	*Community to add examples*	*Etc.*

Next, ask who or what is the **best or most useful information source** for each indicator. This decision provides the level at which data will be counted. For example, to collect data on roofing material, is it best to look at the community's school or its houses? Depending on the indicator, a wide range of sources/levels may be appropriate: neighbourhoods, schools, clinics, organised community groups (like youth clubs), unorganised groups of people with something in common (such as female farmers), or specific professions (teachers, vendors, leaders), or the community as a whole. Note the sources/levels of each indicator.

Group the indicators in separate lists, with one for each of the levels selected. For example, group all information to be collected at the household level; group all the indicators that will be assessed through interviews with specific individuals, etc.

Reference Sheet AA: EVCA tools to explore vulnerability and capacity

Vulnerability and capacity are on the opposite sides of the same coin. Vulnerability covers weaknesses while capacity covers strengths. A disaster occurs when a hazard or threat strikes a vulnerable community. Physical, economic, human, social, natural, geographical and political factors determine the level of vulnerability and the extent of a community's or household's capacity to resist, cope with and recover from hazards. Poverty is a major contributor to vulnerability through exposure. Poor people are more likely to live and work in areas exposed or geographically vulnerable to hazards, while they are less likely to have the resources to cope when a hazard strikes. A vulnerability assessment aims to answer the question, "*What makes the community, or particular groups within the community, vulnerable to a given hazard, and where in the community are these vulnerable people located*?"

In addition to vulnerability, a disaster-prone community will also always possess **capacities** at various levels (common, household and individual levels). The capacity assessment answers the question, "*What strengths are available at the individual, household and community levels that can be mobilised and accessed to reduce the impact of a specific hazard?*" What capacities (human, social, economic, physical, natural, geographical), within but also outside of the community, can be mobilised and accessed to reduce the negative impacts of a given hazard?

Brainstorm vulnerable groups

When a hazard or threat affects a community, people that are more vulnerable will be affected the most. It is important to identify vulnerable groups in the community and specify for each group what their particularities are.

The resilience team should refer back to these identified groups when analysing vulnerability and capacity, and later, when action planning. All interventions to reduce risk should benefit the whole community and/or have a specific focus on these most at-risk groups. Some key groups to consider are:

- People of different age groups, including older people, youth and children.
- People with disabilities: people with visual, hearing, cognitive or physical impairments.
- People from different religious, ethnic, linguistic or migrant groups or stateless people.[8]
- Pregnant and lactating women.

Record the identified vulnerable groups and the specific vulnerabilities they face, using a table such as the one below.

Vulnerable group	What makes them vulnerable? List for each group
Undocumented migrants	No legal status to find employment. No access to healthcare or education. Etc…
Victims of gender-based violence	
People with disabilities	

8. For definitions of different categories of migrants, refer to the Media-Friendly Glossary on Migration (ILO 2014).

Reference Sheet BB: Triangulation and analysis

Triangulation

Triangulation is an important technique for processing collected data. It checks the validity of your findings and starts to build a knowledge base. Good risk managers constantly triangulate new data. Just as a triangle has three sides, at least three sources that converge on roughly the same finding are needed before you can conclude that information is strong, meriting the status of 'knowledge'. Weight of evidence suggests that, if we examine a given issue from different points of view and independently reach the same finding in each case, it is reasonable to conclude that the information is more than likely to be valid. It is an industry standard in mixed methods research, and should be a fundamental part of your risk assessment.

The four types of triangulation to consider are described in the table below. The most common are data triangulation (comparing responses across key informants or respondents) and method triangulation (comparing findings across collection methods). Whatever the type, triangulation is a structured way to compare findings and identify divergences, convergences and gaps.

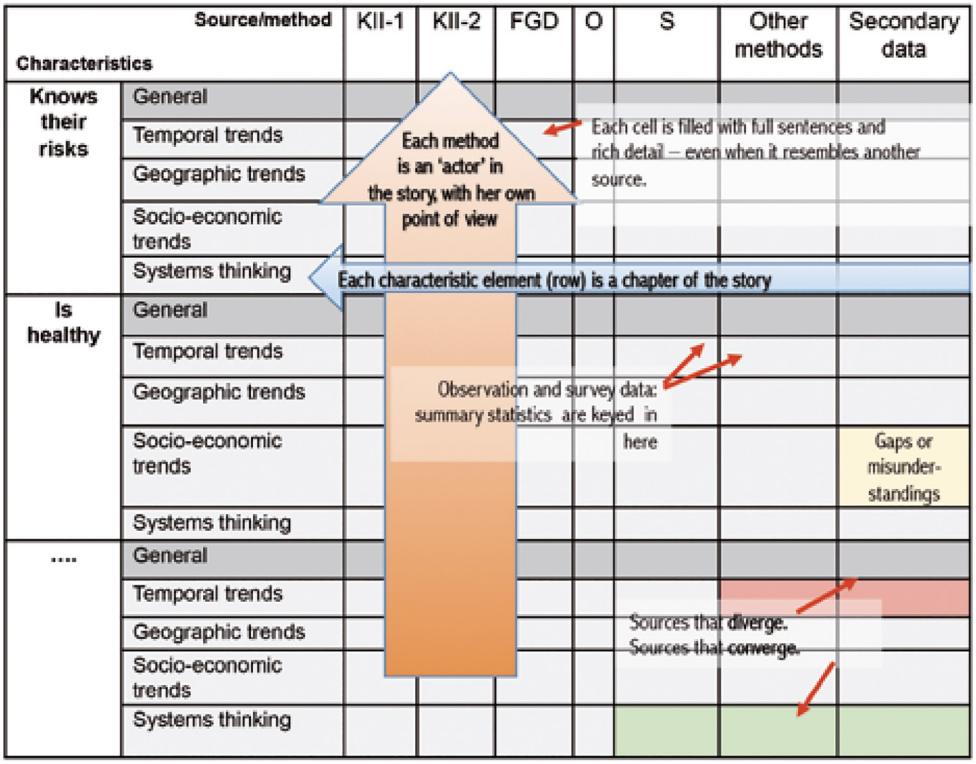
Triangulation

Type	Example
Data triangulation: Comparing responses across sources of data such as key informants or respondents. Environmental triangulation (a related version) alters a set of environmental factors to see whether findings remain the same.	Compare answers from three different key informants, or four survey respondents, or compare the responses of two comparable focus groups of men and women. Compare an assessment in summer with an identical one in winter.
Method triangulation: Comparing responses across multiple methods	Compare the findings of a focus group with the findings of a survey.
Investigator triangulation: Comparing responses across assessors	Compare the conclusions of two independent researcher teams who asked the same scientific question and used the same methods.
Theory triangulation: Comparing responses across theories (often from different disciplines)	Compare the conclusions of independent researchers who asked the same scientific question but used different methods.

If findings diverge (for example, when measured by different methods), you will need to follow up, to be certain you understand why, and to correct your results if they prove to be false. In contrast, if findings converge (and different methods repeat them), it strengthens confidence in the results.

The triangulation matrix combines perspectives and characteristics, and compares them across collection methods to record a community's story of risk and resilience. In this story, each characteristic of resilience is a chapter, and each method an actor with a compelling perspective. In each cell of the table, you record full sentences of rich detail that tell the story. In the survey and observation columns, you insert summary statistics (the quantitative dimension of the story).

Triangulation matrix



Processing and analysing data

This provides guidance on how to process evidence the community has collected.

Comparing what you see with what you hear. Every person involved in an assessment needs to individually nurture and continually employ their **observation skills**. These help the participants to process what they hear, and capture discrepancies and areas of convergence. During focus group discussions and surveys, for example, one team member should always be asked to observe and take guided notes on what they see: body language, interactions, relative positions, expressions of power and social mores, etc. These observations are qualitative evidence that provide context and contribute to the processing of assessment results.

Processing data at the end of each group session. You brought people together in a focus group, for example, to explore vulnerability, threats or a given characteristic of their resilience. If you have prepared well, you knew exactly what the aims were, and whether or not you met them. (And, if aims were not met, you should have a solution or back-up plan ready.)

Rather than summarize the results yourself, however, give participants the opportunity to draw their own conclusions. The last question you ask should be open-ended: invite them to say what they remembered or learned from the session. Ask, for example: *"If you tell your spouse or friend about this meeting, what will you tell them?"* Even if they do not mention content (and some will), you will receive strong feedback on how participants perceived the process. Every group session needs to end by giving the participants a chance to express their own conclusions. This is a critical part of data processing in the community.

Example: Community-level processing

To learn about the community, we often conduct a vulnerability and capacity assessment (VCA) and run simultaneous sessions with two separate groups to map threats and adverse events, and vulnerability and capacity. At the end, we ask a member of each group to present its map to the other group: the threat group presents its map to the vulnerability/capacity group and vice versa. After the presentations, members of one group can ask questions or point out things that may have been forgotten by the other; this type of exchange is ideal and improves the results. At the end, there is a golden opportunity to ask the full or combined group to imagine the two maps overlaid. Ask: *"What does this overlay suggest to us? Where is the greatest risk?"* You can then ask: *"Why is the risk highest here, or here?"* (This question also serves to confirm their understanding of the two factors of risk.)

Community-level processing also occurs when group sessions use rating, tabulation or comparisons. As the session draws to a close, it is always useful to invite participants to help tally, sum or articulate the comparisons that emerged during the discussion and are portrayed on the flip charts or other instruments used. ('X is the largest of the set', or 'Y was more common before 2015', for example.) A good facilitator will then always ask: *"Why is that so?"* or "*Why does that make sense to you?"* A good notetaker on the assessment team should carefully record what the participants say. This is valuable new evidence on community perceptions of risk.

- Before you process and analyse your data, take stock of the findings. See where they converge or diverge before drawing any conclusions about trends. Fill in gaps that have been noted.
- Allow ample time to process your data. Rushing through processing will always cause you to miss many important connections.

- To properly process the data, designate one team member from the community to manage the evidence base. They will need to know where pieces of evidence are, and the format they are in, etc., and should obtain key pieces from team members once they have been discussed, to archive them carefully.
- It is never too late to process more. Feel free to return to the data to test an idea that occurs to you later or query a conclusion. Do this even if data collection and processing have already taken place and actions have started. The most important thing is to learn from our errors, mistakes or wrong impressions. Admit when you go astray and take matters forward from there. Both quantitative and qualitative data require analysis. It is more challenging to analyse qualitative than quantitative information because it contains more words, which have multiple meanings and obey fewer rules.
- Data disaggregation may not be feasible unless you have planned your collection process in a way that enables you to capture the different aspects of risk stories that you want to disaggregate. Where it is possible, go back and collect additional data if you lack evidence of the right sort. Disaggregation is a critical dimension of analysis, because it gives a voice to key groups that otherwise may be marginalized.
- Reduce data to key findings. This is one of the hardest and most important steps of assessment. The challenge is similar to writing a one-page summary of a 100-page report. Don't underestimate the time required. Finding a structure (like the structure of a triangulation matrix) is critical to successful summarizing.
- Make concluding statements and keep notes, notably of the original ideas that participants expressed in their own words, because then the community can recognize themselves and their own thinking in the final result. Add interpretive qualifications (perhaps in italics) so that those reading these can see that they have not yet been reviewed by the community. What the community does not own or identify with should be discarded (or set aside for later work).

Organising the data

It may be easier to organise and process some data at your branch office. If you do so, members of the community and volunteers should continue to participate fully.

- After an intensive data collection process, organise and process your data. You will have handwritten notes of every session recorded by your assessment team. You will have the flip charts as well: these should be typed up in a format that reminds you of everything that was said and felt during the session. You may have survey and observation forms that need to be keyed into a computer. You may also have data that have already been entered or saved on cameras, audio recorders, tablets or telephones. At regular intervals, the team should also have completed a triangulation matrix for each community. Each of these pieces of evidence should be inventoried and their originals kept in a safe place.

- Enter your quantitative data (if it is not automatically captured by a tablet, phone or other technology). Number your completed survey or observation sheets and create a data entry mask (for example, in MS Excel) in which to key them in. When this has been done, clean all the data (error check by looking for logic errors, outliers or empty cells, etc.). Check the numbered surveys or sheets if you see that an error was introduced during data entry or data capture. When you are comfortable with the quality of your numerical data, you can develop some initial summary statistics. Use a spreadsheet program to calculate the **sums, frequencies and averages of your quantitative data**, as appropriate.[9]
- If you have not been able to carry these summary statistics into your triangulation matrix, do so now. This step will offer you a chance to compare the new facts with the qualitative findings, generating deeper insights. Present the numbers in full sentences to add quantitative findings to the triangulation matrix.
- **Qualitative data**. When you triangulated (as described above), you processed mainly qualitative data. When you deliberately noted where it converged or diverged, you applied a technique known in qualitative research as coding. **Coding** is a process of grouping words or phrases (and assigning them a name or code) in a manner that allows their meaning to be counted and compared. When you noted that three out of four key informants or two out of three applied methods produced the same conclusion, you coded them 'green' to show convergence. You may also have concluded, for example, that "5 out of 6 sources reported that [adversity X] was the most problematic for this community". In coding, any piece of qualitative evidence you collected can be counted, that is, converted into a quantitative form for logical analysis.
- In the VCA, Methods Reference Sheet 3 (The Wall Method) offers further ideas on processing qualitative data using triangulation.
- If you have time to process (and eventually analyse) more deeply, transcribe (type up) recorded interviews or focus group discussions into a document file. Such files can be coded electronically by qualitative data software. They use the same type of coding as the triangulation matrix, although it is more sophisticated and sometimes easier to quantify. You can also code with colours or symbols on flip charts or coloured Post-its on a wall. The best processing technique is the one that works for you, in your context.

9. MS Excel is proposed because it has easy-to-learn formulas and is globally the most accessible programme. More sophisticated statistical software packages (SPSS, SAS, STATA or EPI-INFO) are able to go way beyond summary and descriptive statistics. Numerous sophisticated data analysis techniques using statistics exist, but are not the subject of this guidance.

Reference Sheet CC: EVCA summative analysis using rating

Rate vulnerability

Tools: Talk to the wall (ask the community to put on a wall or table the results of the exercises, such as the Resilience Star, mapping and the table of vulnerability and capacity assessments). By putting the results side by side for each hazard, you can compare, triangulate and consolidate the findings.

Purpose: Using all the information from the tools, apply a rating for all vulnerabilities.

Rating: When rating, visualise the hazard affecting the community, and remember to consider the most vulnerable groups and the different exposed zones:

NO	LOW	MEDIUM	HIGH
NO EFFECT In rare cases, a certain hazard will not have any detrimental effects when analysed against certain resilience dimensions.	**MINIMAL SHOCK TO INDIVIDUALS AND SERVICES** • People and services will not be significantly affected. • People can meet their basic needs and cope with the effects of the hazard. • The community will remain connected, and access to services will not be disrupted.	**SOME SHOCKS TO INDIVIDUALS AND SERVICES** • People and services will experience some negative effects. • People may struggle to meet basic needs. • Community groups become uncoordinated, and services will begin reaching capacity.	**SEVERE SHOCK TO INDIVIDUALS AND SERVICES** • People and services will suffer very noticeable effects. • They will struggle to meet basic needs, and likely require significant interventions. • Community services will become overwhelmed and require significant support.

Start with the first hazard. Go through each of the resilience dimensions and apply a rating of **NO**, **LOW**, **MEDIUM** or **HIGH** for every vulnerability.

Example hazard: Flooding

Risk management: Several identified vulnerable groups live in the flood zone but have little knowledge of how to prepare for seasonal floods, and cannot afford to buy materials or stocks to mitigate flooding. Few people can swim or are aware of any exit routes or emergency procedures in the event of extreme flooding. You could say the community have a HIGH vulnerability.

Many ratings will be based on community perception but should be rooted in the information gathered from the various tools. Facilitators should refer to all tools and secondary sources where needed. Repeat this rating process for all resilience dimensions.

After completing vulnerability ratings for the first hazard, move on to the second and third hazard.

Tip: Add energy

When rating with the community, try to develop a more fun and engaging way to rate. You could develop a traffic light system. People vote and if the majority think it is RED, then the rating is HIGH.

Record all the ratings in your EVCA report.

Rate capacity

Now rate capacity – refer to the information in the Resilience Stars and other tools used.

Rating: When rating, visualise the hazard affecting the community, and remember to consider the most vulnerable groups and the different exposed zones:

HIGH	MEDIUM	LOW	NO
CAN COPE Individuals and community groups will be able to cope with the effects of the hazard with existing resources. They will share information and resources, and remain cohesive to cope with the hazard within the community.	**CAPACITY TO COPE STRETCHED** Individuals, community groups and essential services will become stretched and may need external support, guidance and resources to respond to the hazard.	**STRUGGLE TO COPE** Individuals, community groups and essential services will become overwhelmed or fail. Support from government or other external organisations will be required to cope with the hazard.	**CANNOT COPE** In very rare cases, there may be no capacities in place to deal with a certain hazard. This would require urgent intervention from external actors to support the community.

Example hazard: Mosquito-borne virus

Health: The community has access to a small clinic that provides treatment for the mosquito-borne virus, but supplies are often limited if there is a dengue fever outbreak. Access to the main hospital in the capital is limited. You can say the community have a MEDIUM health capacity.

Repeat the rating process for all remaining resilience dimensions. Then rate capacities for the other hazards. Record all the ratings in your EVCA report.

Determine level of risk

Remind the community that risk is directly proportional to the hazard and level of vulnerability, and is inversely proportional to the capacity to withstand the shocks and stressors of the hazard.

RISK = HAZARD x VULNERABILITY

CAPACITY

Remind the community that the:

- Risk level is the **HIGH** when vulnerability is **high** and capacity is **low**.
- Risk level is **LOW** when the vulnerability is **low** and capacity is **high**.

Using this matrix, bring together all the previous vulnerability and capacity ratings to determine risk.

		VULNERABILITY			
CAPACITY		No	Low	Medium	High
	High	LOW	LOW	LOW	MEDIUM
	Medium	LOW	LOW	MEDIUM	HIGH
	Low	LOW	MEDIUM	HIGH	HIGH
	No	MEDIUM	HIGH	HIGH	HIGH

Rate risks against the remaining eight resilience dimensions for the priority hazards (if you rated the risks for social cohesion, inclusion and connectedness earlier, you can now merge the evidence).

HAZARD 1: FLOODING

Resilience dimension	Vulnerability	Rate	Capacity	Rate	Risk Analysis	Rate
Risk management	No community early warning system. Lack of swimming skills. Five people with disabilities and migrant population are not aware that they are living in a flood zone.	**High**	National early warning SMS alert but many people with no knowledge or phone access, and alert only in English. Community Response team training outdated.	**Medium**	Several vulnerable groups live in a flood zone. They lack access to information and support for the flood. There is limited access to early warning information. A community response team was formed but they require training to be effective.	**High**
Health	Most of the population are aware of hygiene practices to avoid waterborne disease after flooding. Migrant population often lacks access to government clinics and healthcare.	**Medium**	Local response teams are experienced at promoting personal hygiene messages, and there are four clinics to treat people if waterborne disease starts to spread. Citizens have access to free healthcare.	**High**	Etc…	**Low**
Water and sanitation	Etc…					
Shelter						
Food and nutrition security						
Economic opportunities						
Infrastructure and services						
Natural resource management						
Social cohesion						**High**
Inclusion						**High**
Connectedness						**Medium**

If you rate each hazard separately, consolidate and rate the risks for the second and third priority hazards as well. You can also use the summary table below or enter the rating in the EVCA Excel report template and it will calculate the risk score for you automatically.

Be sure to share the final assessment report and validate the risk score with the wider community and key stakeholders. This will be the basis to identify and discuss the risk-informed community action plan in the next stage.

HAZARD 2: VECTOR-BORNE DISEASE (MALARIA AND DENGUE)

Resilience dimension	Vulnerability rate	Capacity rate	Risk rate	Risk information
Risk management	High	Medium	High	Malaria among children under 5 years is high and there is limited awareness of the need to seek health care or about prevention (e.g., no or wrong use of mosquito nets, many breeding grounds).
Health	Medium	Medium	Medium	The community has access to a small clinic experienced in treating mosquito-borne viruses, but supplies are often limited if there is a dengue fever outbreak. Migrant population does not have access to healthcare. Access to the main hospital in the capital is limited.
Water and sanitation				
Shelter				Many houses of most vulnerable have no mosquito nets.
Food and nutrition security				
Infrastructure and services		High		Government collects refuse twice a week and sprays breeding grounds twice a year.
Natural resource management	High			Climate change is increasing dengue incidents. The pond and stagnant water behind the school is a mosquito breeding ground.
Social cohesion			High	
Inclusion				
Connectedness				

Reference Sheet DD: Data reduction (to produce concluding statements)

After completing a disaggregated analysis, state the main conclusions that emerge from the community's answers. List:

- The main threats or adverse events that face the community.
- The resources the community possesses to confront those threats (assets, capacities, relationships, and also vulnerabilities that weaken its resources, etc.).

Go back to the community results and make sure the details are carefully transcribed into the triangulation star or matrix,[10] and that they also reflect the disaggregated summary of results. Similarly review the exercises you organised that inventoried local resources and relationships (in and beyond the community). Every important quantitative and qualitative finding, from each of the methods and instruments used, needs to be visible in the right place on some type of a triangulation star or matrix.

Analyse or examine your triangulation matrix to decide which trends (of those you coded green) are the most important, for inclusion in the conclusions.

Data reduction. As much as you may want to, you cannot import all the richness of your findings into the conclusions. Identify the most valid trends and the most important knowledge. This is called 'data reduction'.[11] Reduce your data to a few main actionable statements. Having invested so much effort in collecting and recording details, it is sometimes excruciating to replace rich detail by ten simple statements. Consider this a moment when you really make a difference in the community, because this step will prioritise the kind of support (if any) that your National Society offers the community: an in-depth assessment, conventional programming, or the equally important role of engaging and connecting.

As the assessment team examines the Resilience Star or matrix, start by looking for areas in which findings converge. Make a list of all these findings, organised in terms of resilience characteristics. For each characteristic, make sure that you develop at least one conclusion that represents a threat or adverse event and one that represents a capacity (or vulnerability). See Tip below.

10. The term 'triangulation matrix' refers to any compilation of all relevant assessment findings in a central place (in an MS Excel file, on a wall, etc.), allowing a careful comparison across all methods and sources. The Resilience Star is a good tool that assists triangulation across all the FCR's characteristics of resilience.
11. In the *VCA toolbox with reference sheets* (Methods Reference Sheet 3), the 'Wall method' also refers to data reduction and funnelling.

Tip: Concluding statements – characteristic 2

Characteristic: Is healthy

Threat

- Waterborne disease is on the rise.
- A large proportion of local crops has been destroyed in the last few seasons by excess rainfall, causing a higher incidence of malnutrition.
- Etc.

Capacity/resources (vulnerability)

- Livelihoods have not yet benefited from crop diversification and still depend on rain-fed subsistence agriculture.
- Social cohesion is low; no visible system of sharing with neighbours exists.
- A health centre is being constructed in the community.
- Etc.

Interpret. It is important to pull out the original ideas but also to interpret them. At this point, findings can be reformulated as definitive statements (without reference to their source, the method used, their exact expression, or minor details). What you are doing is reducing dense and colourful evidence to clear summary statements that you can readily trace back to your evidence.

When you consider **threats** and **capacity**, remember to prioritise those the community cites. Whenever possible, systematically **rephrase statements in positive terms**. Instead of saying, "*No community member has a relationship with the meteorology authority in the nearest town*", say, "*A meteorology station, currently with no direct contact to the community, is situated at a distance of X kilometres*". Doing this will help you to link problems to resources later in the process.

Even if some statements could have been deduced before secondary data or other sources were assessed, **only add statements to the list if the evidence base confirms convergence**, on the basis of the views of community members (a minimum of three sources). The list must highlight the priorities and perceptions of the community, not those of the assessment team or National Society.

When the assessment team is convinced that nothing in the Resilience Star or matrix has been missed, data reduction has been completed. Once strong concluding statements have been drafted and agreed, their prioritisation is a simple and participatory task (see **Reference Sheet W**).

STAGE 3: Reference Sheets

Reference Sheet EE: Nature-based solutions

What are nature-based solutions?

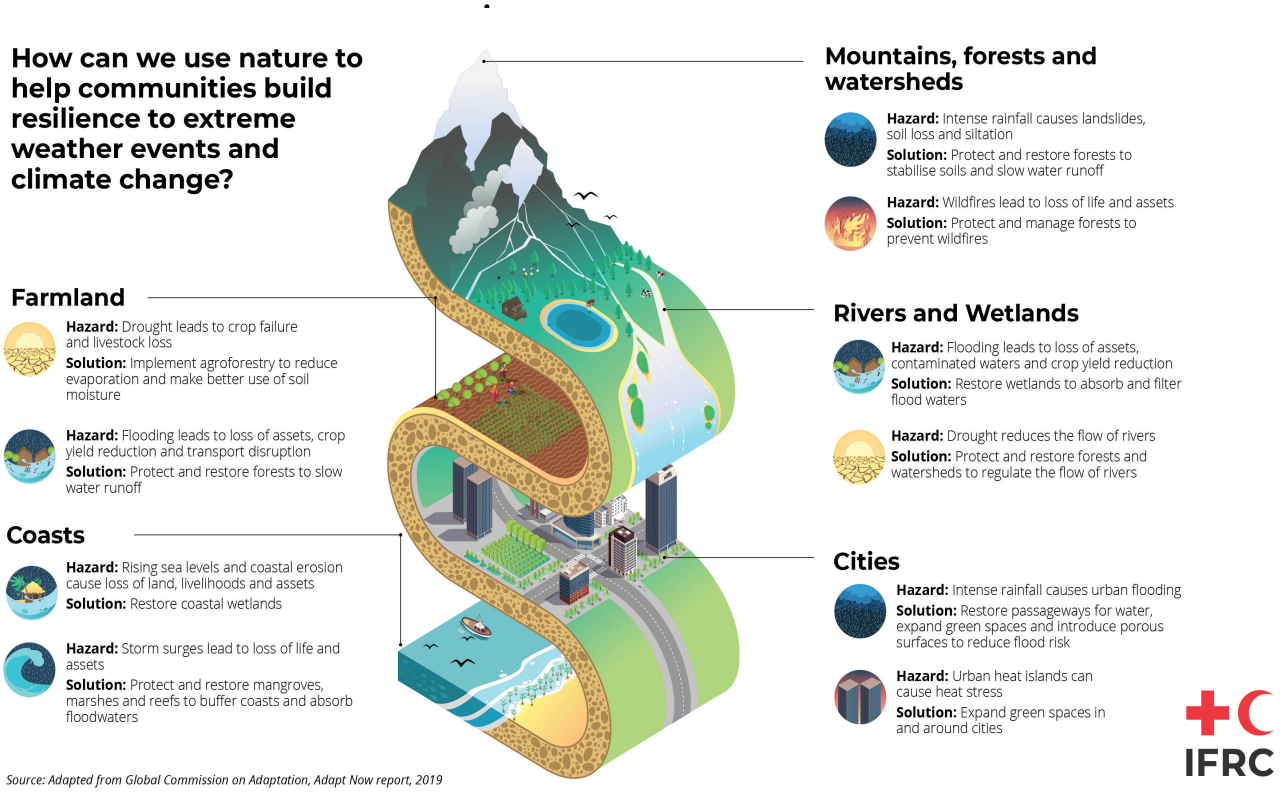
Nature-based solutions (NbS) are actions to **protect**, **sustainably manage** and **restore** natural or modified **ecosystems** that address societal challenges effectively and adaptively, simultaneously **providing human well-being and biodiversity benefits**.[12] NbS are linked to natural resource management (Dimension 8 of community resilience). However, such solutions move beyond that and look at broader ecosystems—living organisms, the non-living environment and their interactions—of which natural resources and (often) humans form a part. NbS focus on the positive outcomes of ecosystem protection, management and restoration, and specifically on human well-being and biodiversity.

Ecosystems play a critical function for communities, for example by:

- **Reducing exposure** to storms, floods, droughts and other hazards. For example, a coastal community that has a wide mangrove belt along its coastline is likely to experience less direct impacts from storm surges than one without mangroves, as the mangroves attenuate waves.
- **Generating direct economic benefits**. Ecosystems are habitats for plants and animals. The direct economic value materialises in many ways, including (increased) income from fishing, tourism and agriculture (higher yields).
- **Providing environmental, social and cultural benefits**. Ecosystems also have important functions for communities—such as water filtration, sediment retention and the protection of biodiversity—as well as playing a role in physical and mental health, food security and nutrition (including as a 'back-up source' during times of crisis), and having social and cultural significance.

Recognising the value of ecosystems through awareness-raising and advocacy is an important step to protecting them. Where ecosystems are degraded, numerous measures are available to rehabilitate and restore them. It is important to identify locally effective and sustainable measures, for example, through the solution finder in *The Blue Guide on Coastal Resilience* (The Nature Conservancy 2021). Some examples of nature-based solutions are provided in the image below.

12. IUCN Resolution WCC-2016-Res-069, 2016



Graphic by Valentina Shapiro/IFRC. Source: IFRC. 2021. *Nature-based solutions*. Adapted from: World Resources Institute and the Global Center on Adaptation. 2019. *Adapt now: A global call for leadership on climate resilience*.

The case for nature-based solutions

From the perspective of resilience programming, nature-based solutions have immense potential, primarily for three reasons:

- First, they tend to be **effective**: There is strong evidence that efforts to protect, sustainably manage and restore ecosystems are effective at reducing hazard-related damages and losses. A global study of mangroves, for example, found that without them, 39% more people would be flooded annually, and that flood damage would increase by 16% and US$82 billion annually.[13] Well-designed nature-based solutions have the potential to directly or indirectly improve resilience across all 11 dimensions.
- Second, they are of **strategic** relevance: Since most NbS have a multitude of long-term protective benefits (e.g., reduced hazard losses) and short-term direct benefits (e.g., enhanced economic opportunities), they tend to capture the interest of communities in engaging and sustaining the underpinning actions. Community stewardship and a sense of ownership are a starting point and strong feature of many projects that integrate NbS.
- Third, they tend to be **cost-effective**: Although the initial instinct of many government departments is often in favour of grey measures, such as the construction of a seawall to reduce flooding, there has been growing recognition of the cost-effectiveness of NbS. In many cases, the lifetime costs of a green measure are substantially lower than those of grey measures. The case for NbS is even stronger when all benefits— protective and otherwise—are accounted for in cost–benefit analyses.

Things to consider when applying nature-based solutions

Key aspects to be considered when integrating NbS into efforts to enhance community resilience include addressing locally identified societal challenges and priorities through NbS, and applying adaptive management (IUCN 2020). These types of considerations would come out of the *Road Map to Community Resilience* process, if it was used as an initial basis for NbS actions for resilience. The following considerations are specific to NbS and would require further reflection throughout the *Road Map*:

- **Scale** (IUCN 2020): In most cases, ecosystems are not aligned with community borders; they often cover numerous communities. Furthermore, there are interdependencies between ecosystems, as well as broader social, economic and other systems. For example, the health of seagrass meadows may influence the status of nearby coral reefs. Therefore, it is important to identify an appropriate scale of NbS to yield effective outcomes. A certain scale is also required to reach the intended effects. For example, a certain width of mangrove belt is needed to reduce wave heights and prevent erosion. This is directly related to Step 1 of Stage 2 of the *Road Map*.

13. Losada IJ, Menéndez P, Espejo A, Torres S, Díaz-Simal P, Abad S, Beck MW, Narayan S, Trespalacios D, Pfiegner K, Mucke P and Kirch L. 2018. *The global value of mangroves for risk reduction. Technical report*.

- **Biodiversity and ecosystem integrity** (IUCN 2020): Nature-based solutions are reliant on the goods and services of ecosystems and depend on a healthy ecosystem. NbS design and implementation must avoid undermining the integrity of an ecosystem and seek to enhance its functionality and connectivity. Doing so can also ensure the long-term resilience and durability of NbS.
- **Ecosystem experts**: Technical expertise is critical to NbS. Ensure that ecosystem experts are on board to lead ecosystem assessments and to advise on implementation and monitoring. Consider approaching nearby universities and research centres for support or partnering, for example, with environmental NGOs or environment ministries. This is related to Stage 1 of Step 6 of the *Road Map*. Integrate technical expertise with local knowledge of ecosystems. Communities often have a lot of knowledge on access, management and use of natural resources for their livelihoods. This should be included from the outset, for example, as part of the community factsheet in Stage 2 of Step 4 of the *Road Map*, and in connecting with stakeholders under Step 6 of Stage 3.
- **Inclusive and empowering governance processes** (IUCN 2020): Besides aligning with existing legal and regulatory provisions in a country, including around the environment and natural resources, NbS aim to actively engage and empower local communities and stakeholders. This is an integral part of the *Road Map* process. NbS have specific requirements in this domain, for example, respecting the legal and customary rights of communities to have access to and use of land and natural resources.
- **Timing**: Some NbS rely on *protecting* existing ecosystems, while many NbS around *managing and restoring* ecosystems may require several years to (re)establish healthy, functioning ecosystems, and thus exceed the typical timeframes of projects. For example, the rehabilitation of wetlands or mangroves may require the restoration of natural hydrology (to reduce or eliminate the factors that led to degradation in the first place), the monitoring of natural recovery and, if natural recovery fails, replanting (or 'assisted recovery'). Therefore, it is good to develop a master plan for long-term recovery, and then embed phases into individual projects.
- **Economic viability and trade-offs** (IUCN 2020): The economic viability of NbS and equity in the distribution of benefits and costs are key determinants of their success. In addition, there may be trade-offs between, for example, the lower cost of shorter-term actions versus the longer-term benefits to resilience through NbS. Assessment of and agreement between stakeholders is essential. This is linked to Steps 4 and 5 of Stage 3 of the *Road Map*.

Avoid shortcuts

In view of short project timeframes, it may be tempting to seek shortcuts, for example, by immediately deciding to plant mangroves without having assessed the factors that led to their degradation. Avoid such shortcuts to ensure effective solutions. Follow proper processes and engage in long-term master planning instead. Ensure that the community, through the community resilience team, always remains at the heart of the process.

Learn more about nature-based solutions

There is a rich array of practical resources that you can use to learn more about NbS, including how to design NbS actions (e.g., as part of Stage 3 of the *Road Map*). These include:

- **The Nature Conservancy**. 2021. *The Blue Guide to coastal resilience. Protecting coastal communities through nature-based solutions*. A handbook for practitioners of disaster risk reduction.
- **UN Office for Disaster Risk Reduction (UNDRR)**. 2020. *Words into action: Nature-based solutions for disaster risk reduction*.
- **World Wide Fund for Nature (WWF)**. 2016. *Natural and nature-based flood management: A green guide*.
- **International Union for Conservation of Nature (IUCN)**. 2020. *IUCN Global Standard for Nature-based Solutions: A user-friendly framework for the verification, and scaling up of NbS. First edition*.

IFRC is developing its own materials and tools on NbS, in addition to integrating NbS into existing tools and approaches. These will be available on the IFRC website at https://media.ifrc.org/ifrc/drr-climate/.

Reference Sheet FF: Participatory resource planning

Participatory resource planning is a process that enables various stakeholders to decide what resources are needed to implement a plan, and where they will come from. Stage 3, Step 4, of this guide explains how to generate a list of the activities that are needed to achieve an objective. The example used here addresses the objective: **Clear the community's drainage canals to minimise flooding**.

Estimate the resources needed, in terms of people (manual labour), money, materials, technical assistance, services, and anything else. Creating a **resources needed** table (see below) helps community members and other stakeholders to visualize the resources they require. The **resources obtained** table (below) enables the community to document offers of resources and visualize the involvement of key stakeholders.

Resources needed

Objective 1: Clear drainage canals	Labour	Money	Materials	Services	Other
Inventory canal system and mark blocked areas	10 people	—	Maps, pen, computer	GIS/mapping service	—
Obtain equipment	—	—	Shovels, wheelbarrows, gloves	—	—

Resources obtained

Objective 1:	Community	Local government	Private sector	NGOs/CBOs	Red Cross NS/ branch
Inventory canal system and mark blocked areas	—	Mayor's office: 2 engineers for 3 days	—	—	—
Obtain equipment	—	—	BuildFast: Loan of 50 shovels	—	—
Involve media	—	—	—	—	Local TV reporter to attend first session

Reference Sheet GG: Contingency planning

A hazard or threat doesn't wait until a resilience plan is complete. It can strike the community at any time, so it is important to discuss contingency planning with communities that are committed to building their resilience.

A simple contingency plan should cover the priority hazards or threats that have a high potential of striking the community. For this, community leaders can use their notes or records of the hazard identification and characterization activity they did in Stage 2, Step 3.

Explain that contingency planning starts with imagining scenarios of what could happen if one or more of these hazards occurred. Using the top three hazards from Stage 2, Step 3, support the community leaders and all others willing to contribute their time and energy to fill out a table like the one below. Encourage them to use their experience, which can be complemented with technical advice, e.g., from meteorological services regarding likelihood and magnitude.

Hazard /threat	Likelihood rating 1-5	Potential scope (geography, numbers affected, duration)	Community capacities	Project gaps
Flood	4	41 disabled and elderly people could be at risk of death or injury. If new extreme flood event occurs, it is likely that an additional 6 households with elderly people would be at risk.	Community has identified a safe evacuation space on higher ground. Fifteen of the disabled and elderly could easily be evacuated by their relatives.	Not everyone may be aware and receive early warning information. 26 disabled and elderly people could require evacuation support.
		70 houses could be partly destroyed (+10 in more extreme flood).	45 houses could be repaired by the owners.	25 houses are owned by poor families who could require support for repair.
		55 hectares of crops could be destroyed (61 likely in the case of an extreme event).	50% of the owners have alternative income sources.	50% of the owners might face food shortages for 6 months.

Now support community leaders to facilitate the preparation of a simple community contingency plan based on the gaps identified in the above table. Explain that the contingency plan means deciding what to do in advance of the hazard or scenario occurring.

First, remind them to look back at the information identified in Stage 2, Step 3, on early warning signs, lead time, duration, frequency and period of occurrence for each hazard.

Next, encourage them to engage groups of different demographics (women, youth, farmers, etc.) to carry out the participatory exercise Ready! Location specific disaster preparedness 101 to gather ideas from all parts of the community.

Finally, support the leaders to share the ideas in a community-wide meeting or with representatives of the subgroups, and seek consensus on the most realistic and appropriate, including considering any impact on the environment. Help them to record their agreements in a table like this one:

Hazard/ threat	Action	Specific activities	Time required	Resources required	Roles and responsibilities
Flood	Evacuate 26 disabled and elderly people before the hazard event.	1. Check early warning information. 2. Identify evacuation route and place, and alternative options in case flood levels are more extreme. 3. Prepare shelter, food and household items at evacuation place. 4. Disseminate early warning to all concerned. 5. Evacuate people.	1. Regularly. 2. Before start of rainy season. 3. One week before flood or as soon as warning received. 4. and 5. 1 day before the flood.	Radio news, community labour, $100 to transport the community, tents, $300 to cover food expenses.	1. The early warning focal person of the community. 2. and 3. The community emergency response committee. 4. and 5. The community emergency response committee.

The contingency plan should include links to relevant stakeholders such as local government and RCRC branches, to closely follow up the early warning information and be ready to complement the community's own contingency resources if a hazard or threat occurs that overwhelms the community's own capacities.

STAGE 4: Reference Sheets

Reference Sheet HH: Adaptive management

Adaptive management, **adaptive co-management**[14] and **adaptive governance** are techniques for promoting positive change. Communities and National Societies can master them. They have become key tools for resilience programming. Each relies heavily on changing behaviour by iterative learning (repeated learning, reinforced by each repetition).

Adaptive co-management emphasizes knowledge sharing by different actors, including communities and policymakers. Adaptive governance focuses on boosting learning by sharing knowledge across levels in order to connect communities to relevant external institutions. Shared learning between actors and across levels is important for the development of new social norms and cooperation. The extent to which participation stimulates learning among different groups in society is increasingly recognized. Highly collaborative processes highlight different values about systems that are key to finding sustainable solutions.[15]

Adaptive management is based on **learning by doing**.[16] It allows the community to experiment whenever possible. Experimental actions chosen by the community can be based on the data they have collected. Their efforts can and should be adjusted during a planned action, based on learning that arises from monitoring. Since rigid project designs do not lend themselves to changes in management, the adoption of adaptive management approaches will require donors and project managers alike to change their behaviour and expectations. As this guidance has stressed from the beginning, the most appropriate way to promote resilience is to confirm or devolve responsibility to community structures, and help them to operate more organically as they work towards their desired goals. Just as communities live in dynamic environments, so their internal management must regularly adapt too. Any work you organise with a community should set an example, create greater community ownership and build long-term capacity.

14. Stockholm Resilience Centre. 2015. *Applying resilience thinking: Seven principles for building resilience in social-ecological systems*, Principle 5: Encourage learning.
15. Ibid.
16. Ibrahim M. and Midgley T. 2013. *Participatory learning approaches for resilience: Bringing conflict sensitivity, disaster risk reduction, and climate change adaptation together*. World Vision UK.

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The Fundamental Principles of the International Red Cross and Red Crescent Movement

Humanity The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

Impartiality It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

Neutrality In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

Independence The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

Voluntary service It is a voluntary relief movement not prompted in any manner by desire for gain.

Unity There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

Universality The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.