



Investing in the Sustainability of Community Disaster and Climate Change Committees in Vanuatu

Research conducted by



Supported by



List of Acronyms & Abbreviations

ACS	Area Council Secretary
AHP	Australian Humanitarian Partnership
CBDRM	Community based disaster risk management
CBDRR	Community based disaster risk reduction
CCA	Climate change adaptation
CDC	Community Disaster Committee
CDCCC	Community Disaster and Climate Change Committee
DFAT	Department of Foreign Affairs and Trade (Australian)
DRR	Disaster risk reduction
DRM	Disaster risk management
NDMO	National Disaster Management Office
NGO	Non-government organisation
NFI	Non-food item
PDCCC	Provincial Disaster and Climate Change Committee
PDO	Provincial Disaster Officer
SIDS	Small island developing state
SNOC	Strengths, Needs, Opportunities and Challenges
TC	Tropical cyclone
VEMS	Vanuatu Emergency Management System
WVV	World Vision Vanuatu

Acknowledgements

This research was conducted as a shared initiative between World Vision Vanuatu (WVV) and CARE International in Vanuatu, overseen by Jackie Bubb (Volunteer Service Abroad New Zealand working with World Vision) and Candice Holt (Australian Volunteers for International Development working with CARE). The research team included staff from CARE and WVV, including: Sandra Silas, Eddy Maliliu, Joana Halili, Christelle George, Kevin Kapalu, and Jamieson Veremaito.

Technical support with questionnaire programming was provided by Julia Marango (CARE) and Jackie Bubb (WVV). The research team and Julia assisted in the research methodology workshop which was further supported by Charlie Damon, Isaac Savua and Megan Williams from CARE; Dorah Wilson and Tristelle Karae from Oxfam; and Kendra Gates Derousseau and Vomboe Molly from WVV.

Support to the report writing and data analysis was provided by Jackie Bubb, Alexandra Eaves, Sharon Alder, Kendra Gates Derousseau, and Meg Williams.

We give great thanks to the people of Sanma and Tafea who generously gave us their time to participate in this research. We hope we have sufficiently captured your insights and stories as being central to this research.

Finally, we also acknowledge the support of Alice Larem Sanga from the National Disaster Management Office (NDMO) in Vanuatu, Sanma Provincial Disaster Officer (PDO) Kensley Micah, and the Australian Department of Foreign Affairs and Trade (DFAT)/Australian Humanitarian Partnership (AHP) funding that made this research possible.

Executive Summary

Vanuatu has been rated as the world's most at risk country for natural disaster, for as long as the risk index has existed.¹ In this context, since 2008, the National Disaster Management Office (NDMO) of Vanuatu, with the support of non-government organisations (NGOs) and the Red Cross, have been implementing Community Disaster and Climate Change Committees (CDCCCs) across the country to support community-based disaster risk reduction (CBDRR). Funded by the Australian Department of Foreign Affairs and Trade (DFAT) through the Australian Humanitarian Partnership Disaster READY grant, World Vision Vanuatu (WVV) and CARE developed a joint survey to take a deeper look at CDCCCs. This review presents key findings from the survey, and seeks to highlight learning that might **build a better understanding of community and CDCCC members' perception of the effectiveness of the CDCCCs in preparing for, responding to, and recovering from disasters**. Factors influencing these perceptions have been drawn out for analysis and comparison as well.

Methods

Data was collected between 26 February and 12 March, 2018 across three islands in two provinces: Santo island in Sanma province, and Futuna and Aniwa islands in Tafea province. Research was conducted by two teams, comprising of a mix of WVV and CARE staff in each. An electronic **survey** aimed to capture **quantitative** data, and **focus group discussions** were conducted in each community to obtain **qualitative** data. In total, 97 people were surveyed across two provinces, three islands, and 15 communities. 39 of these were CDCCC members, and 58 were members of the communities. For the focus group discussions, 153 people participated in the 15 communities, with an almost equal breakdown of male (76) and female (73) participants.

Key Findings

- **Community perceptions of the roles of the CDCCC** vary across survey locations. Two key variables that seem to be a significant factor in these perceptions were the extent to which the community had responded to disasters within the past 5 years, and the severity of the disaster/s that they had responded to. Tafea province had experienced higher frequency and severity of disasters, which provided the CDCCC to **opportunity** to fulfil their roles and responsibilities around immediate preparedness and response, and provided the communities the opportunities to **observe** the CDCCC fulfilling these roles and responsibilities.
- Communities and CDCCC members in both locations felt that **CDCCC members only meet when they are responding to a disaster**, and when external agencies are providing trainings. Progress was noted against the majority of preparedness action plans developed, however, and many communities were able to show the research team evidence of DRR activities. This may indicate that **communities view activities outside of responding to a disaster**, and particularly DRR activities that are included in an Action Plan, **as being the responsibility of a community**, rather than a CDCCC specific responsibility.
- There were a number of participants in the FGDs who identified **the ability of CDCCCs to intentionally link into their community level leadership structures** (such as the community committee or village chiefs) as a key factor influencing the success of the CDCCC.
- It appears that **CDCCC members have adapted the roles they fulfil** within their committees over time. In some cases this adaptation is linked to committee members merging roles

¹ Mucke, P., Radtke, K., Luther, S., Kirch, L., Prütz, R., & Schrader, C. (2017) *World risk report: analysis and prospects 2017*. Bündnis Entwicklung Hilft, Berlin.

played across multiple community groups, while in other cases it is a more practical reframing around what the key task of the role was focused around (e.g. the person responsible to looking after the loud hailer becoming the person responsible to share information).

- The survey and FGDs highlighted that **CDCCC members are volunteers** within communities, and **care needs to be given to ensure that the expectations placed on these volunteers is appropriate** to the level of time they are able to invest in the CDCCC.
- The survey found **very little reference** from communities of CDCCC members around the role of CDCCC committee members to implement activities for **Climate Change Adaptation**. Including 'Climate Change' within the title of the CDCCC may be contributing to increased community and NGO expectations on the committees for them to be actively implementing/leading climate change activities, without them being trained and supported to do so.
- Survey and FGD results indicate that both CDCCCs and communities see **a role for CDCCCs in supporting vulnerable households** before and after a disaster.

Recommendations:

Based on the findings from the survey and FGDs, this review makes six key recommendations for humanitarian and government actors involved in the establishment and support of CDCCCs:

Recommendation 1: Humanitarian actors supporting communities to set up CDCCCs should take a more flexible approach to implementing the model, building on existing community dynamics for maximum self-determination.

Recommendation 2: To maximise sustainability and effectiveness of CDCCCs they should be supported to connect with local governance structures, and also to structures within the formal NDMO structure. Local governance leaders/stakeholders should also be a target for trainings and capacity building, as should Area Councils and Provincial Disaster Officers/Committees.

Recommendation 3: Personal incentive for CDCCC members and funding for committee activities and assets is key to CDCCC sustainability and effectiveness. Consideration should be given to integrating community savings and loan schemes with committee formation and/or innovating with communities on ways to build incentives and support.

Recommendation 4: NGO and government training around CDCCC roles and responsibilities should include awareness raising at community level to reduce and address differences in expectations between CDCCC members and communities about the role of the CDCCC.

Recommendation 5: Both CDCCC members and community members see CDCCCs as having a key role to play in supporting vulnerable groups within communities. NGOs and government should build on this foundation by providing practical training and support to CDCCC members to fulfil this role appropriately.

Recommendation 6: The strength of CDCCCs around leading immediate disaster preparations, and their limited ownership over longer term DRR at community level, should inform approaches to developing and following up Community Action Plans. Clarifying what role CDCCCs play in Climate Change adaptation should also be a focus of messaging to communities (and external stakeholders).

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1. Introduction

1.1 Importance of Community-Based Disaster Risk Reduction (CBDRR) in Vanuatu

Vanuatu has been rated as the world's most at risk country for natural disaster, for as long as the risk index has existed.² Vanuatu's location on the Pacific "Ring of Fire" and in a cyclone belt has ensured the country is susceptible to a number of natural hazards, including tropical cyclones, earthquakes, tsunamis, volcanic activity, drought, flooding and sea level rise. Development practitioners and local Ni-Vanuatu have witnessed first-hand how hazards are increasing as climate change impacts increase. Sadly, these impacts are only predicted to increase with time.

In this context, since 2008, the National Disaster Management Office (NDMO) of Vanuatu, with the support of non-government organisations (NGOs) and the Red Cross, have been implementing Community Disaster and Climate Change Committees (CDCCCs) across the country to support community-based disaster risk reduction (CBDRR).

CBDRR is a process in which communities are actively involved in recognising, assessing and mitigating against risks in their own communities that may be posed by natural hazards. This approach empowers local communities to prepare for potential disaster, and lead their own response and recovery, thus contributing to disaster risk reduction (DRR). CBDRR recognises that local communities are knowledgeable about their own capacities and vulnerabilities, and that a bottom-up approach is critical to DRR.³

1.2 What are Community Disaster and Climate Change Committees (CDCCCs)?

As a mechanism, a CDCCC's role is to be trained in DRR knowledge and activities, understand the hazards and risks in their community, ensure that their community is able to adequately prepare, respond and recover from disasters, and have a method of linking into national disaster management structures. For the purposes of this paper, DRR refers to:

The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events⁴.

CDCCCs build on the Community Disaster Committees which NGOs have been supporting communities to establish throughout Vanuatu over the past ten years.⁵ After Vanuatu was devastated by the category 5 Tropical Cyclone (TC) Pam in March 2015, CDCCCs in Tafea province particularly played a vital part in assisting impacted communities to access recovery support faster and more effectively.^{6,7} Recent research has also emphasised that in some cases external aid agencies disregarded some of

² Mucke, P., Radtke, K., Luther, S., Kirch, L., Prütz, R., & Schrader, C. (2017) *World risk report: analysis and prospects 2017*. Bündnis Entwicklung Hilft, Berlin.

³ Wisner, B., Gaillard, J.C., & Kelman, I. (2012). *Handbook of hazards and disaster risk reduction*. Routledge, London.

⁴ World Vision Vanuatu (2013)

⁵ Lamberti, J. (2016) *Vanuatu komuniti beis disasta risk ridaksen: nasonal hanbuk blong komuniti fasiliteta*. Humanitarian Aid and Civil Protection.

⁶ SPC (2016) Tropical Cyclone Pam Lessons Learned Workshop Report - June 2015. SPC Pacific Community, Suva, Fiji.

⁷ Webb, J. (2017) Does gender responsiveness disaster risk reduction make a difference. Retrieved from: https://www.care.org.au/wpcontent/uploads/2014/11/CARE_Vanuatu_DRR_Impact_Study_3_FINAL_web_amend.pdf.

the actions carried out by CDCCCs during and after TC Pam,⁸ resulting in duplicated response efforts and wasted resources and ultimately undermining the localised empowerment that that the CDCCCs had been set up to achieve.

Through TC Pam lessons learnt it was recommended that a unified approach be taken to developing and supporting CDCCCs.⁹ Since then a national NGO consortium, with the endorsement of the NDMO, developed the “Vanuatu Community-Based Disaster Risk Reduction Handbook for Community Facilitators” (CBDRR Handbook) as a resource for facilitators to establish and train committees.¹⁰ The TC Pam Lessons Learnt Report suggested that support to committees should be ongoing and consistent.¹¹ Accordingly, NGOs are now supporting the formation and training of CDCCCs based on the guidelines and tools in this handbook. These guidelines include a bottom-up and top-down approach where communities are encouraged to take ownership of their own DRR and response activities, whilst also being trained to deal with outside aid agencies and local and national governments.

2. Research into the Perceptions of the Effectiveness of CDCCCs

2.1 Background

Funded by the Australian Department of Foreign Affairs and Trade (DFAT) through the Australian Humanitarian Partnership Disaster READY grant, WVV and CARE developed a joint survey to take a deeper look at CDCCCs. The original intention was to assess the viability and sustainability of CDCCCs through a comparative study across three islands in two provinces: Santo island in Sanma province, and Futuna and Aniwa islands in Tafea province. The theory was that CDCCCs in these communities provided a wide and varied sample: communities impacted by Tropical Cyclone (TC) Pam, communities who have responded to the Ambae volcanic eruption evacuation (ongoing from October 2017), CDCCCs who have received consistent NGO support since formation, CDCCCs who have not received external support for at least 4 years.

In November 2017, CARE and WVV staff participated in a multi-day workshop to determine objectives, as well as develop and trial survey questionnaires. Field-based data collection for this review commenced in February 2018 in Santo and concluded in Futuna and Aniwa in April 2018. The delay between formulation of research questions and field work was due to the first Ambae volcano evacuation where the entire population (est. 11,500 people) of the island was evacuated to Luganville, Santo in October 2017. Subsequent drafting of the report was also delayed due to the second evacuation of Ambae in April 2018. In both instances, WVV and CARE Disaster READY teams prioritised supporting the response effort and delayed tasks associated with the review.

The joint analysis process along with a healthy dose of joint reflection has led the review team to realise that data collected in the field survey does not specifically answer the original objective of determining whether the CDCCC approach is viable and sustainable. This has been a valuable learning process for both organisations, and has contributed to deeper understanding of the limitations behind the original framing of the comparative exercise.

⁸ Le De, L., Rey, T. & Gilbert, D. (2018) Sustainable livelihoods and effectiveness of disaster responses: A case study of tropical cyclone Pam in Vanuatu. *Natural hazards*, 91(3), 1203-1221.

⁹ See note 6 (SPC, 2016)

¹⁰ See note 5 (Lamberti, 2016)

¹¹ See note 6 (SPC, 2016)

There have been two main factors contributing to a shift in focus of the review. Firstly, there has been a greater than expected difference in methodologies used to train CDCCCs which only became clear once data analysis had begun. WVV supported the establishment of CDCCCs in Sanma Province between 2010 and 2014 based on international best-practice models with no subsequent training.¹² While CARE originally supported the establishment of CDCCCs in Tafea Province in 2012, the committees have received on-going training and support from CARE according to the 2016 CBDRM handbook which contextualises international best-practice models to Vanuatu.^{13,14} This has meant that training used to support establishment of the CDCCCs in both provinces has varied, creating key differences in approach. Secondly, the severity of the disasters to which CDCCCs have responded has also played a greater than expected role in influencing community perceptions of effectiveness. For example, Tafea-based CDCCCs were highly active for an extended period of time after TC Pam.

This being said, much valuable data was collected from communities as part of this review and merits deeper analysis and discussion. In order to ensure that the analysis is coherent despite these complicating factors, WVV and CARE have agreed to frame the review around the shared responsibilities of CDCCCs in both provinces: leading preparedness, response and recovery activities before during and after an event.

Using this framing, this review seeks to highlight all learning from the survey that might **build a better understanding of community and CDCCC members' perception of the effectiveness of the CDCCCs in preparing for, responding to, and recovering from disasters**. Factors influencing these perceptions have been drawn out for analysis and comparison as well.

2.2 Methodology and Sample Size

An electronic **survey** aimed to capture **quantitative** data, and **focus group discussions** were conducted in each community to obtain **qualitative** data. Data was collected across three islands in two provinces: Santo island in Sanma province, and Futuna and Aniwa islands in Tafea province. Research was conducted by two teams, comprising of a mix of WVV and CARE staff in each. Field data collection was conducted between 26 February and 12 March, 2018.

The electronic survey was collaboratively designed by the WVV DRR team and the CARE Resilience team through a joint inception workshop. The survey was deployed on KoBo Toolbox. The survey and focus group discussion questions are both annexed to this report. The focus group discussions utilised participatory tools adapted for the context.¹⁵ The participatory tools included: (1) a timeline to record the history and activity of the CDCCC; (2) Social mapping of the location CDCCC members resided in order to review the geographical location of CDCCCs reach; and, (3) a Strengths, Needs, Opportunities and Challenges analysis (SNOC) of the committees. In using these tools the researchers guided the discussion on the role of CDCCCs,



Image 1: Enumerator and participant in Tafea province.
Source: Candice Holt/CARE

¹² Prior to 2015, the term "CDCCC" was not used, instead "Community Disaster Committee" or CDC was used. For the sake of simplicity, CDCs in Sanma have been referred to as CDCCCs throughout the report.

¹³ World Vision Vanuatu, 2013. *Nasulesule Community Disaster Risk Management and Response Plan*

¹⁴ *NDMO guidelines blong ol CDC Rols mo Responsibilitis* (Red Cross Review 18 February 2016)

¹⁵ Kumar, S. (2002). *Methods for community participation: a complete guide for practitioners*. Vistaar publications, New Dehli.

the challenges faced for effective DRR, and the opportunities that could lead to more sustainable CDCCCs.

Participants invited to join the study were community members of locations in Santo, Futuna, and/or Aniwa where CDCCC plans had been developed. Participation was voluntary, and participants were advised that they could choose to withdraw from the study at any time.

In total, 97 people were surveyed across two provinces, three islands, and 15 communities. 39 of these were CDCCC members, and 58 were members of the communities. For the focus group discussions, 153 people participated in the 15 communities, with an almost equal breakdown of male (76) and female (73) participants. These discussions provided an appropriate and rich forum for community members to share their experiences of CDCCCs and disaster outside the controls of the survey, which used multiple choice responses. A demographic breakdown of the survey respondents is outlined in the table (below).

Province	Island	Community	Community members			CDCCC members		Total
			Female	Male	Not specified	Female	Male	
Sanma	Santo	Hugoro	1	4	0	1	0	6
Sanma	Santo	Epaito	1	1	0	0	3	5
Sanma	Santo	Nasulesule	5	3	0	1	2	11
Sanma	Santo	Najara	1	1	0	1	3	6
Sanma	Santo	Nakere	0	0	1	3	0	4
Sanma	Santo	Namuro	1	3	0	0	1	5
Sanma	Santo	Pakataura	3	2	0	1	2	8
Sanma	Santo	Vinapisu	3	0	0	1	2	6
Total		8 Communities	Total		30	Total	21	Total: 51 (52.6%)
TAFEA	Aniwa	Ikaokao	1	2	0	3	1	7
TAFEA	Aniwa	Isavai	1	4	0	2	0	7
TAFEA	Aniwa	Imatu	1	0	0	3	1	5
TAFEA	Futuna	Isoa	0	1	0	2	1	4
TAFEA	Futuna	Herald Bay	2	3	0	0	3	8
TAFEA	Futuna	Matangi	4	8	0	0	1	13
TAFEA	Futuna	Mission Bay	1	0	0	1	0	2
Total		7 communities	Total		28	Total	18	Total: 46 (47.4%)
Total			25	32	1	19	20	97
GRAND Total			58 (59.8%)			39(40.2%)		

Table 1: Demographic Breakdown of Survey Participants

indicative of the communities sampled only.

Survey translation: A professional translator was contracted to translate the survey from English into Bislama. The enumerators believed that the translation was not always correct – or perhaps understood the questions in different ways – and therefore found it at times confusing, so the enumerators reported preferring to use the English version and translating the questions into Bislama as they went. This may have affected the way some questions were interpreted by both enumerators and respondents.

Bias: As the research was conducted by World Vision and CARE who have relationships with these communities these relationships will have influenced the way respondents gave their answers. During the focus group discussions the lead researchers sometimes witnessed the enumerators focusing on what NGOs had done for communities or correcting respondents when they knew details were incorrect. Perhaps this is a result of enumerators being involved in NGO monitoring and evaluation

2.3 Limitations

Participation: Field trip reports from the enumerators noted that some communities had not been notified by community leaders about the field work, and that there were some miscommunications as to the purpose of the work. This led to challenges in finding participants in some locations. In addition, during the field visit to Tafea, the weather conditions prevented the field team in Futuna from reaching one of the communities. This meant a limited number of representatives from that community were able to take part in the research – although the team was able to reach some representatives “out and about”. Sample sizes are not large enough to represent a statistically valid cross-section of Vanuatu CDCCCs and communities. As such, conclusions drawn under this research are

type assessments in the past. For example, if a respondent gave the incorrect date for a particular training the enumerator may have tried to correct them. The lead researchers reminded enumerators that the research wanted to look at any disaster risk reduction (DRR) and climate change adaptation (CCA) activities happening in the community, related to the NGO or otherwise, and that it was irrelevant if respondents gave details which were incorrect. The lead researchers attempted to address such issues at the time, however could not be everywhere at once.

Methodology: No two areas of Vanuatu are identical. While on the face of it, the differences between Sanma and Tafea were valuable for the research, there are many other factors creating differences between the two provinces: culture/*kastom*, recent frequency of disaster, and geography all play a major part in how the provinces will view and utilise the CDCCC structure. These multiple confounding variables meant that the research team could not justify testing differences between provinces for significance. Examining these factors was outside the scope of this research, however they must be considered in any reading of the findings and conclusions. All CDCCCs that participated were in rural settings; therefore, this research cannot give insight into the sustainability of CDCCCs in urban or peri-urban communities.

3. Survey and Focus Group Discussion Results

Survey and FGD results are presented in two sections. The first section relates to community perceptions of how their community as a whole prepares and responds to a disaster, particularly disasters which have actually impacted on them over the past five years, and how the communities responded to those specific disasters.

The second section presents feedback from communities and CDCCC members about their perceptions of the role and functionality of CDCCCs.

3.1 Community Disaster Preparedness and Response

3.1.1 Response to Disasters

The survey began by asking participants what their communities do before, during and after disasters, without probing for the specific roles and responsibilities of CDCCCs. The first question was “In preparation for an emergency, what does your community do before a disaster”? Participants were able to provide multiple responses. The top five answers were:

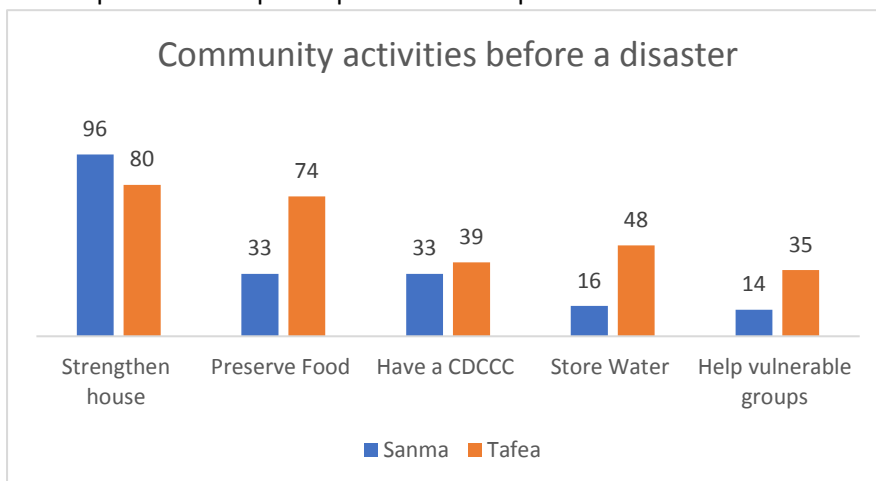


Figure 1: Community Activities before a Disaster

The most common responses in both Sanma (96%) and Tafea (80%) were strengthening houses. There were a significantly higher number of responders in Tafea than Sanma who responded that they preserve food (33% in Sanma compared to 74% in Tafea), and store water (16% in Sanma and 48% in Tafea). Interestingly, responders in both locations (14% in Sanma compared to 35% in Tafea) identified helping vulnerable people as an activity that a community does prior to a disaster occurring. A similar number of responders in both provinces identified ‘having a CDCCC’ as a community activity before a disaster (33% in Sanma and 39% in Tafea).

“...they always help vulnerable groups, especially moving people living with disabilities to safe places”
Tafea female

The second question in this section was “What does your community do during a disaster”? The top five answers were:

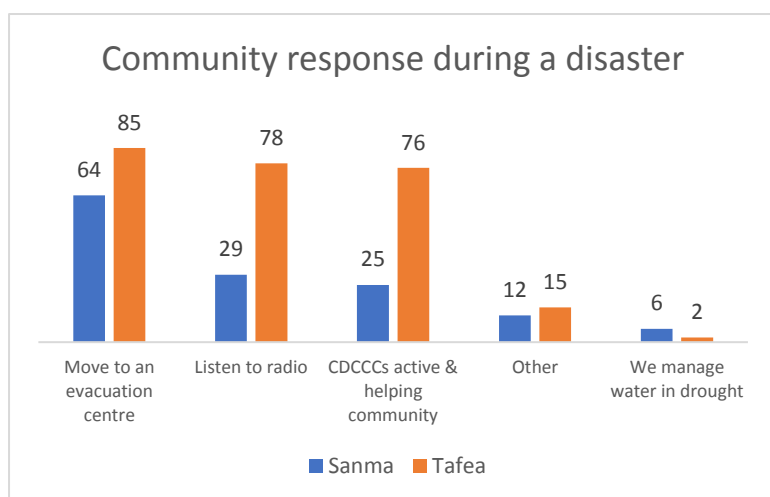


Figure 2: Community Response during a Disaster

The most common responses in both Provinces were move to an evacuation centre (64% in Sanma and 85% in Tafea). In Tafea 78% of respondents identified ‘Listen to radio’ as an action that the community would take, compared to 29% in Sanma. The next most common response in both locations was CDCCCs active and helping communities, however the number of people responding in Tafea and Sanma varied significantly (25% in Sanma, and 76% in Tafea). It is interesting to note that there is a significant difference in the percentage of participants who identified ‘having a CDCCC’ as an activity that its community does **before** a disaster (33% in Sanma and 39% in Tafea), compared to those that identify ‘CDCCC active and helping communities’ as a community response **during** a disaster (25% in Sanma and 76% in Tafea).

When asked about what the community does during a disaster, there were some variances between male and female respondents. Male respondents were more likely to identify moving to an evacuation centre as a community action (79%) compared to females (69%), and 60% of male respondents were more likely to listen to the radio during a disaster compared with 46% of female respondents. Females, however, were more likely to state that it was the CDCCC committee that was helping the community to respond at 57%, compared with 44% of males.

The third question in this section was “What does your community do after a disaster”? The top five answers were:

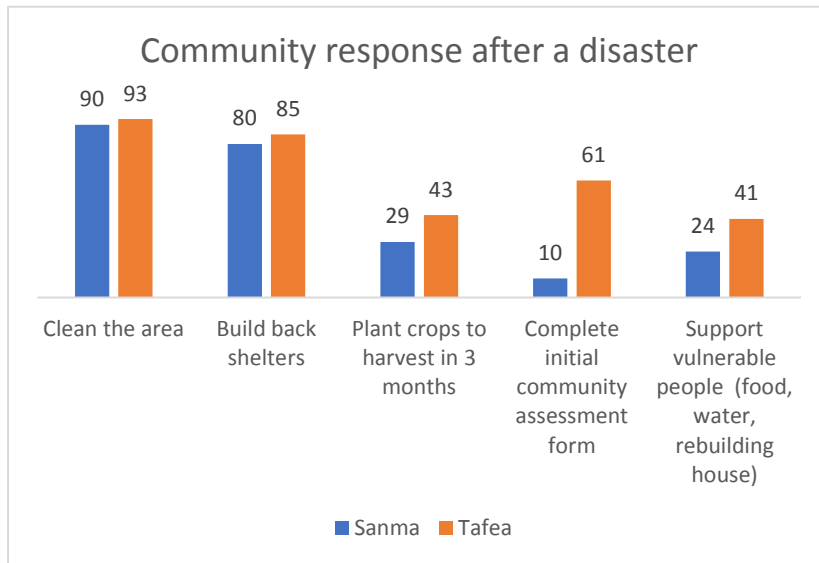


Figure 3: Community Response after a Disaster

A high proportion of responders in both Sanma and Tafea identified cleaning the area and building back shelters as an activity that their community does after a disaster. 90% of Sanma-based participants and 93% of Tafea-based participants stated that they help to clean the area after a disaster, while 80% of Sanma-based participants and 85% of Tafea-based participants built back shelters. 24% of Sanma-based participants and 41% of Tafea-based participants gave a more open-ended answer that fell into the category of “supporting vulnerable people to meet their needs”.

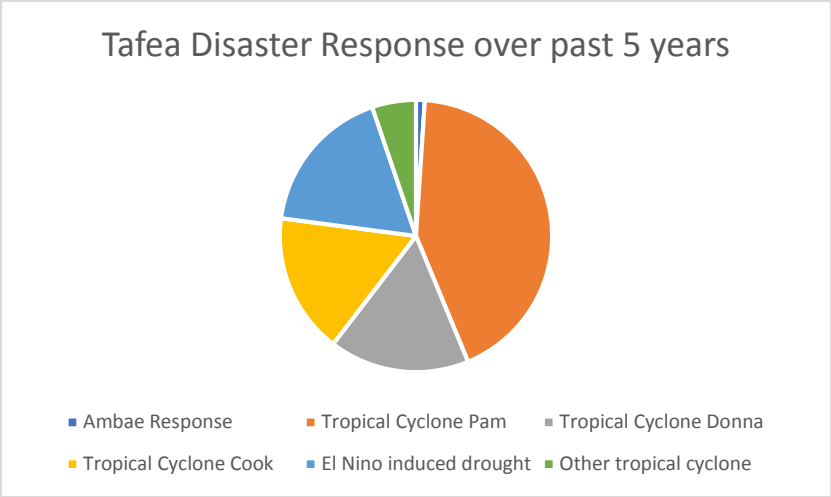
There is a notable difference between Tafea (61%) and Sanma (10%) regarding the completion of initial community assessment forms – which may reflect that the community assessment form was only introduced after Tropical Cyclone Pam in 2015, and formal support and training for the Sanma CDCCs surveyed in this review ceased in 2014.

There were also some differences between male and female responses to disaster. Females were more likely (41%) to plant crops that were ready to harvest in a three-month period, than males were (33%). Females were also more likely to give answers categorised into supporting vulnerable people to meet their needs (39%) than males (27%). Males were more likely to focus on the initial community assessment form (38%) than females were (30%).

In response to the questions of what communities do before, and after a disaster, support of vulnerable groups was consistently one of the top five answers for respondents in both Provinces. Tafea responders (35% before and 41% after) were more likely to identify this as an activity compared to Sanma responders (14% before and 24% after).

3.1.2 Frequency of disaster responses

In order to understand the frequency of disasters that have impacted on communities, participants were asked how many disasters their community had responded to over the past 5 years. 72 out of 97 (74%) participants across both Sanma and Tafea provinces reported that they had responded to a disaster in the last five years.



94% of people surveyed from Tafea reported having responded to a disaster in the last 5 years in comparison to 57% from Sanma. It is noted that Tafea based participants were directly impacted by TC Pam, accounting for a large proportion of the responses (see Figure 4).

Figure 4: Tafea Disaster Response

In Sanma, the most frequently cited disaster was the Ambae volcano response (see Figure 5). During the focus group discussions, all groups reported and gave examples of how their community had been involved in response work. Across the groups some of these examples included TC Pam, TC Donna, flooding and a landslide in South Santo, a house fire, and support provided to Ambae Island evacuees.

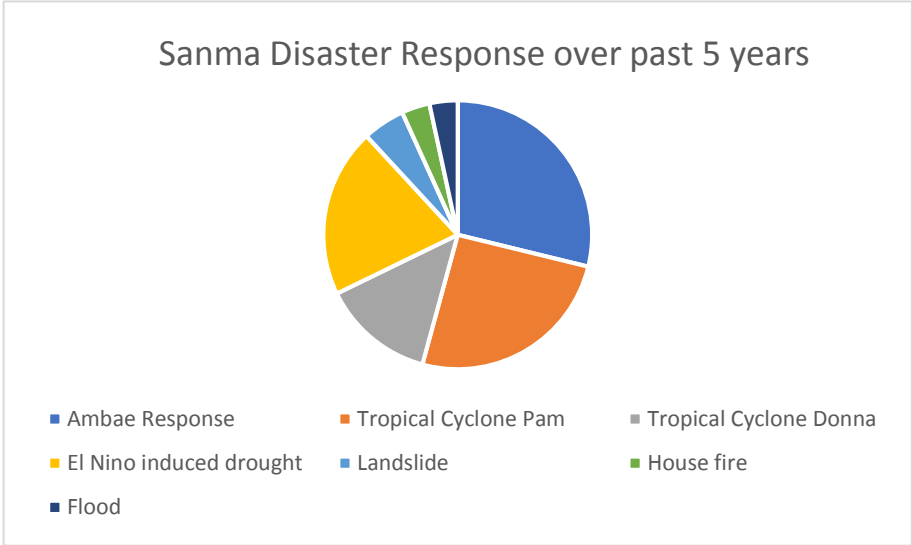


Figure 5: Sanma Disaster Response

3.1.3 Who responded to those disasters

Given that the majority of participants from both Tafea and Sanma had been exposed to a disaster in the past five years, they were then asked if there was a response from an established committee; from the community in general; both; or unsure. Survey participants were only able to choose one response (see Table 1).

Was there a response from an established committee or from your community?			
	Sanma	Tafea	% total responders
Both	21%	30.2%	26%
CDCCC only	7%	32.6%	22%
Community only	31%	25.6%	28%
Do not know	41%	11.6%	24%

Table 2: Who Responds?

In the province that had less reported exposure to disasters (Sanma), participants were more likely to be unsure who organised the response, and least likely to cite the CDCCC as being responsible. The Sanma-based CDCCCs more frequently spoke about “community members” responding to emergencies rather than specific “CDCCC members.” An example drawn from a focus group was of a community that had been involved in rescue work to assist a neighbouring community that was buried during a landslide. Others spoke of the community contributing to the TC Pam and more recent Ambae volcano response by providing food or shelter for evacuees.

The responses indicate that in both provinces there are community responses occurring, with 59% of Sanma responders indicating that someone from the community responds during an event, and 28% of responders indicating that the CDCCC does respond in their community. In Tafea the majority of responders (88.4%) indicated that someone in the community responds to a disaster event, and 62.8% indicated that their CDCCC responds to the event.

“After we got warnings about TC Pam our CDCCC told the community what to do. We told them to move all the boats away from the shoreline and to prepare food. After the cyclone we checked all the houses and gardens and made a report for the area secretary to give to the NDMO. We picked up all the food from the gardens and replanted. We put all the fallen plants back in the ground.” – Tafea CDCCC member

Consistent with this, during the focus groups, Tafea-based CDCCCs spoke in detail of their experiences and response-related activities specific to the CDCCC members. For example, Tafea-based CDCCCs explained they completed the assessment form and helped with the distribution of non-food items (NFIs) and food to the wider community after TC Pam.

3.1.4 How did they respond to those disasters

When asked how the community responds during those disaster events, Tafea province responders again indicated that CDCCCs were actively involved with the response, with 21% of responders saying that the CDCCCs were active either through assisting community recovery, or by communicating between the community and the province. The majority of responders (21%) answered this question by saying that they worked together/cooperated, however it is unclear if this is referring to working with their community, NGOs, or other external assistance. Other responses included management of water (4%), supporting vulnerable people (4%), a combined or group response (6%) and no response (6%).

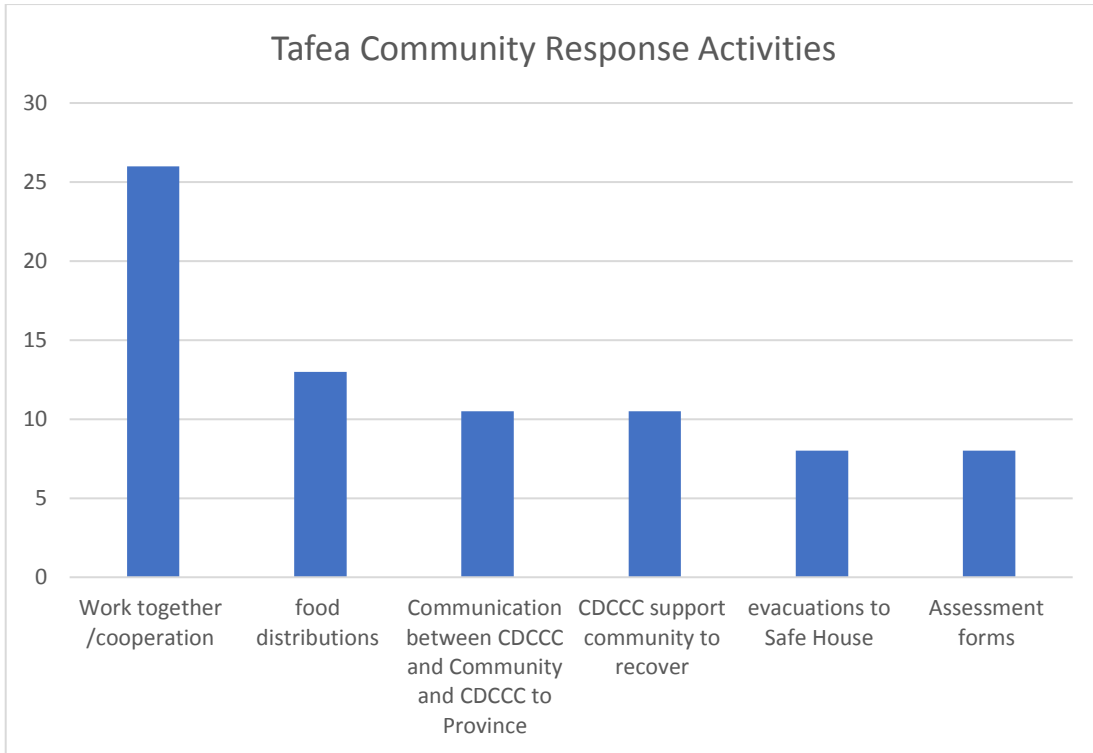


Figure 4: Tafea Community Response Activities

In Sanma province, only 67% of those surveyed responded to the question “How did your community respond [to events in Figure 5]?” This may have been due to the limited scale of events, which may not have impacted their communities at all. However, of the 67% who did respond, over half (56%) indicated that response activities involved assisting other communities which has experienced events, with 17.5% responding with awareness around food and water during droughts. One responder also mentioned that the CDCCC also assisted with the placing of bamboo poles against a cliff to try to prevent landslides.

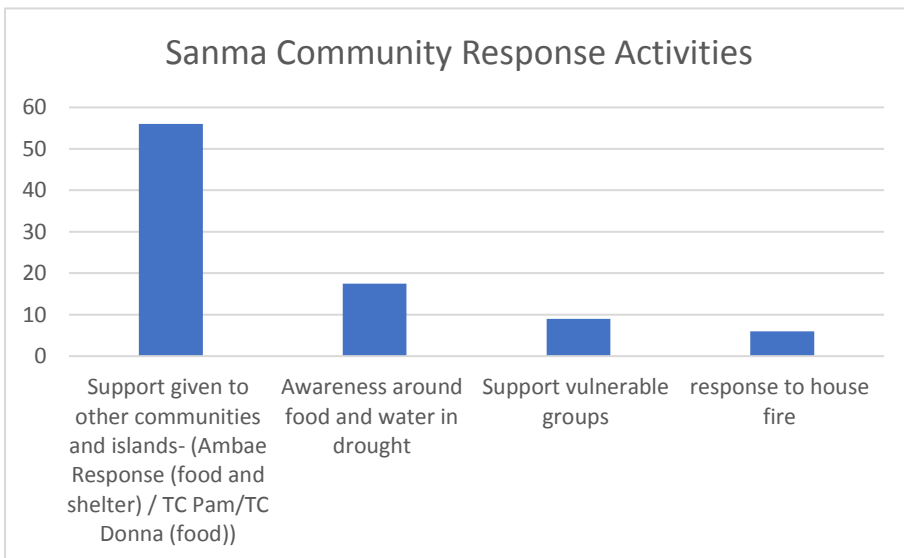


Figure 5: Sanma Community Response Activities

3.1.5 How do communities prepare for disasters

During the focus group discussions (FGD), a timeline exercise was conducted with CDCCC members to determine activity types and intensity. Interestingly, CDCCCs members tended to consider themselves “active” when external agencies were doing training or when they preparing for an impending or responding to a disaster. Preparedness activities during peace time (ie outside of a disaster scenario) were not cited as on-going CDCCC activities.

During the FGDs, some CDCCC members identified challenges related to their inability to be prepared for or carry out activities, including being unable to source batteries for warning systems (two communities in Tafea province), the action plan not being completed (one community in Tafea province), and a low understanding of DRR in both the community and the committee (one community in Sanma province).

During the survey in Tafea province, TC Keni passed through Vanuatu. During this time, CDCCC members were observed alerting their communities (see Image 3). In Aniwa this included a CDCCC chairperson alerting the community via loud hailer, monitoring of the radio, and use of the TC tracking map to show community members the location of the cyclone. Some community members were observed strengthening their traditional homes by reinforcing roofing with heavy leaves and branches.



Image 2: Tafea province – CDCCC chairperson showing a community member how tropical cyclone Keni was tracking across the cyclone map. Source: Jackie Bubb/World Vision

During the community FGDs, participants were questioned around any disaster risk reduction and/or preparedness activities in which CDCCC members may

“[The CDCCC] helps the community a lot with disaster information and they also take the lead during emergenc[ies]” Tafea female

have been involved. While DRR and preparedness activities were physically observed by the review team in both provinces, the community did not believe they were part of CDCCC activities. For example, one community in Sanma province advised the disaster committee was not involved in any DRR, however community members showed the researchers how they were planting trees to reduce the risk of landslides (which they labelled as a strength during the SNOC exercise), and took them to the building site of a community house they intended on using as an evacuation centre in case of an emergency. The community members involved advised they had learned about this from the community-based disaster risk management (CBDRM) training they had attended through NGO support. They did not identify it as a CDCCC activity as it was being led by community members.

3.2 The role of CDCCCs in Disaster Preparedness and Response

3.2.1 CDCCC Membership and Roles

The vast majority (95%) of participants in both provinces recognised the existence of a CDCCC in their community. CDCCC sizes varied widely between communities, ranging from two to 16 members. The numbers given differed between CDCCC members from the same community. Across both locations CDCCC members were generally gender balanced, and CDCCCs discussed inclusivity in relation to youth and people with disabilities, but this inclusivity was rarely witnessed by the research team in committee composition. Understanding of inclusivity did not appear to extend to different religious or cultural groups. In Tafea, for example, one of the communities told researchers that half of their communities' population were John Frum followers, however, there were no John Frum representatives on the CDCCC. In another community where most of the population was predominantly of the same denomination, a smaller group of community members from a different denomination felt left out of community activities.

CDCCC members surveyed (21 in Sanma and 18 in Tafea) were asked how many CDCCC members were still actively fulfilling their roles in the committees. Almost 29% of Sanma CDCCC respondents indicated that they felt they were actively fulfilling their roles, compared with 72% of respondents in Tafea.

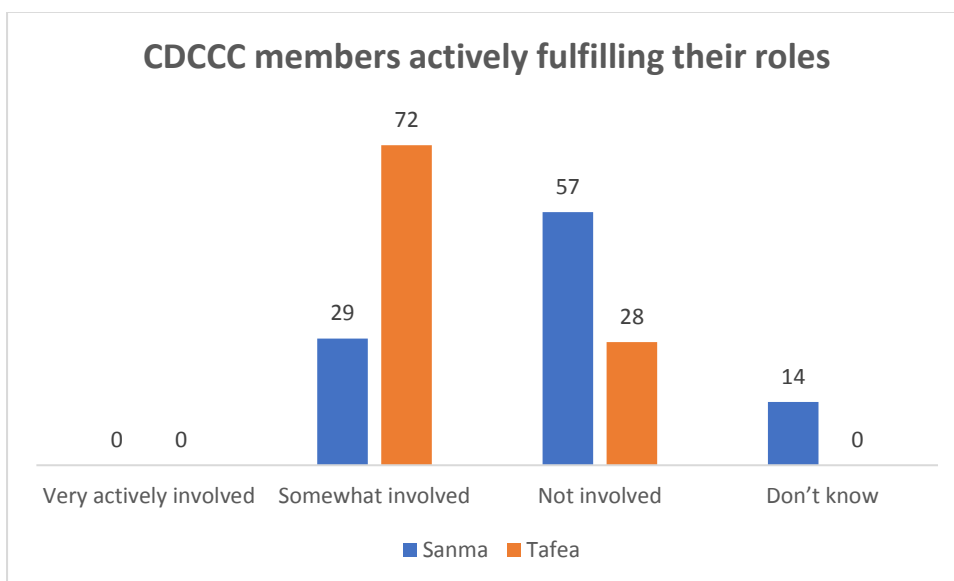


Figure 8: CDCCC members actively fulfilling their roles

In both the focus group discussions and survey, community and committee members mentioned that the NDMO-recommended structure and membership of the CDCCCs were generally not followed. Communities generally opted to amend the structure to suit their needs, identifying themselves by the resource that they controlled or the function that they filled.

“When [NGO support] came we set up roles in our CDCCC. We don’t use our roles. The secretary doesn’t write. We don’t have funds for the treasurer. We don’t need roles. The chairman delegates tasks and we do it.”
– Tafea CDCCC

Focus group discussions in several communities talked about the person in the community who held the CDCCCs resources safely (the hailer and batteries), and others talked about how it was their role to use the hailer.

In the survey, the results were similar. Participants were asked whether or not they were a CDCCC member. If they self-identified as a CDCCC member, they were then asked to specify their role. Half of all participants cited roles not in the CDCCC national handbook for community facilitators, including “member,” “water management,” “response team” and “search and rescue.” In the national handbook for community facilitators, roles of CDCCC members include Chairman, Secretary, Treasurer, Communications, Awareness and First Aid. These official roles are highlighted in green in Table 2 below, amongst other roles self-identified by CDCCC members.

Roles identified by CDCCC members	Number of responders
Member (Sanma 7 [4F/3M], Tafea 5 [4F/1M])	12
Chairman (5M Sanma/1M Tafea)	6
Vice chairman (2M Sanma)	2
Secretary (2F Tafea)	2
Communication Officer (2M Tafea)	2
Information Officer (1M/1F Tafea)	2
Awareness person/organize awareness/Vice awareness (1F/1M Tafea)	2
Other, general description of job	2
Representative for Disability	1
Treasurer	1
Vice treasurer	1
First aid	1
Water management	1
Responses team	1
Vice coordinator	1
Coordinator	1
Person responsible to share information/relief manager	1

Table 3: CDCCC roles

CDCCC members taking part in focus group discussions also reported that membership tended to fluctuate, and that without external support, CDCCCs did not generally replace members. Some CDCCC members had moved out of the area for seasonal work, or to work in Port Vila, and some CDCCC members had passed away. Many had become involved in other community work, and often joined other committees. A CDCCC member in Tafea mentioned that she had been a committee member since the community had set up the committee. She advised she no longer wanted to be part of the group but was unable to leave, as no one in the community wanted to replace her.

CDCCC members work largely on a volunteer basis. Research on volunteerism in Melanesia shows that volunteers are most motivated by a sense of achievement in helping others, as well as learning personal skills/knowledge – and thirdly, community recognition and appreciation, alongside co-

worker support.¹⁶ Survey participants who were CDCCC members were asked if they felt supported by family, the community, community leadership and fellow CDCCC members in times of both response and preparation. For the most part (73%), members did feel supported during both response and preparation. Most members (62%) also felt that the amount of time they spent on their CDCCC role was either manageable, or that they could give even more time to it.

3.2.2 CDCCC current activity

When survey responders were asked what the CDCCC is currently doing, community perception of their activities outside of responses to a disaster event was limited, particularly for Sanma where 80% of respondents suggested that CDCCCs were doing nothing. 67% of Sanma CDCCC members themselves also indicated that they were doing nothing, while 28% answered that they were doing some preparedness activities.

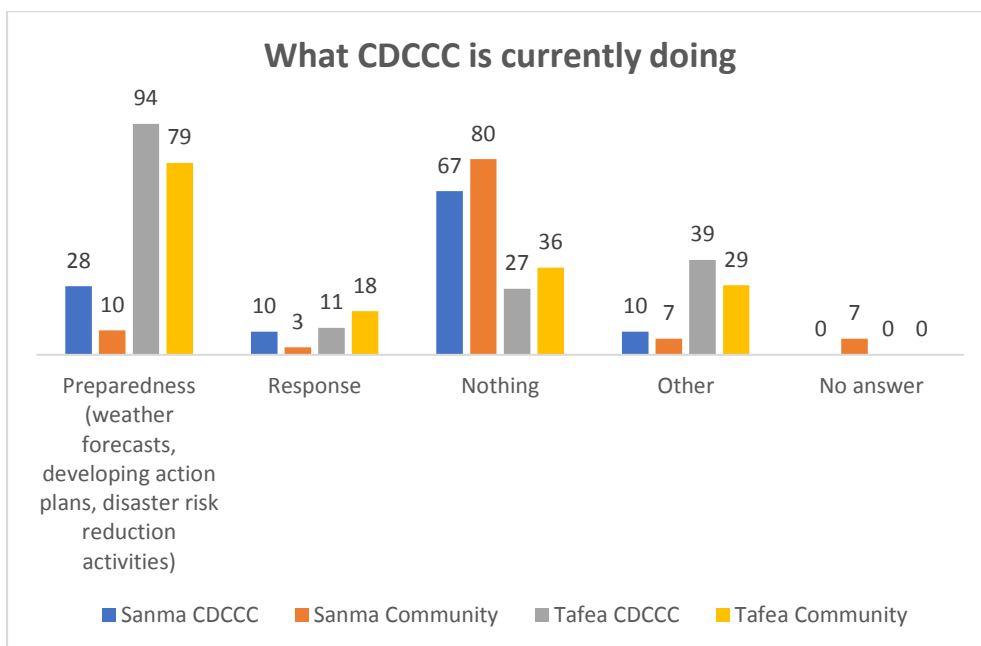


Figure 9: What CDCCCs are currently doing

In Tafea province on the other hand, 94% of CDCCC members indicated that they were engaged in preparedness or DRR activities, with 79% of community members supporting this response. 36% of responders from the Tafea community indicated that their CDCCCs are doing nothing, while 18% perceive them to be engaged in response activities. Results from both provinces indicate that there are some differences between community members and CDCCC members perceptions of what the CDCCC is/should currently be doing. Within the “other” category, 47% of responders said that role of the CDCCC was only to be active during disaster events.

¹⁶ Abraham, A., & Millar, M. (2011). Applying a gift-exchange perspective to effective volunteering in Papua New Guinea. *Pacific Affairs*, 84(4), 687-713.

“They don’t [do] anything, but are active when a disaster comes” – survey respondent

During the focus group discussions (which combined CDCCC and community members), a timeline exercise was conducted with community members and CDCCC members to determine activity types and intensity. Interestingly, CDCCCs only tended to consider themselves “active” when external agencies were doing training or when they were in response mode. When questioned around any meetings or DRR awareness activities that CDCCC members may have been involved in, they advised outside of NGO trainings they did not have standalone meetings and were not involved in community DRR or CCA activities. DRR or CCA activities did not seem to be considered an on-going CDCCC activity.

3.2.3 Perception of CDCCCs Functionality

Responders in the survey were also asked how successful they perceived their CDCCC to be, with the options of: Functioning very well, well but with small areas for improvement, poorly, not at all or did not know.

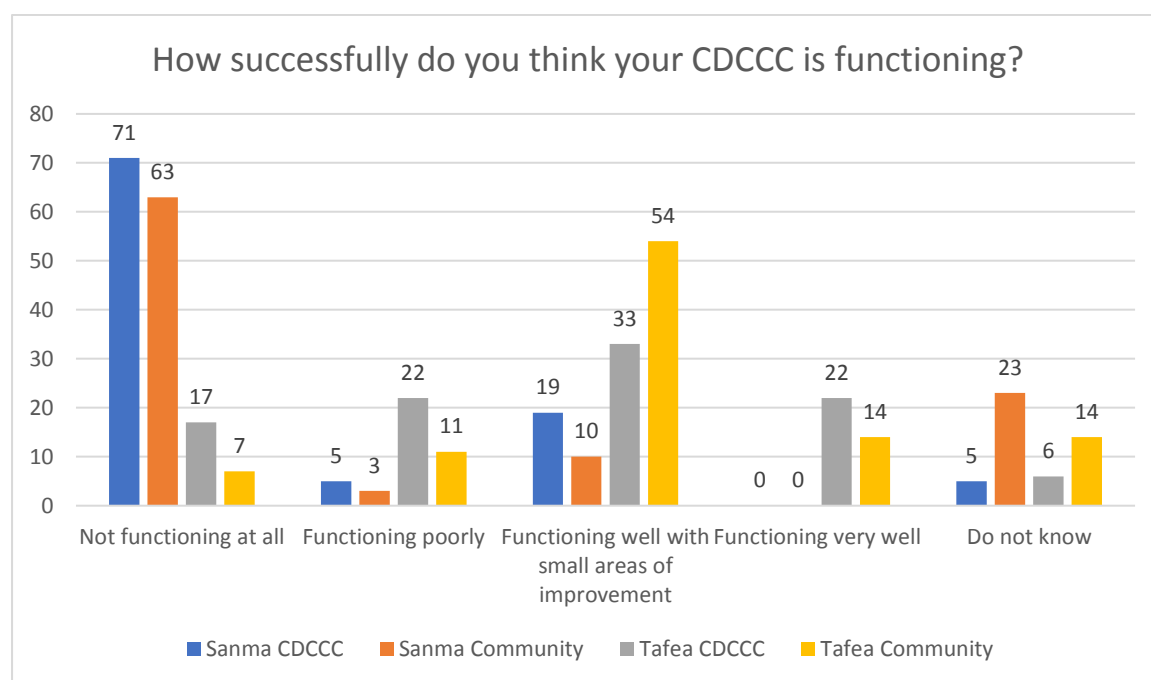


Figure 10: How successfully do you think your CDCCC is functioning?

In both provinces CDCCC members themselves were more likely than community members to rate their committee as not functioning at all, or functioning poorly. 68% of Tafea-based community responders indicated that their CDCCC was functioning well or very well. Sanma-based community participants rated their committees more negatively, with 63% indicating that they believed their committee was not functioning at all.

3.2.4 What are the aspects of the CDCCC that make it effective?

Participants who responded that their CDCCC was functioning very well were then asked what aspects of the CDCCC make it function well. The following answers were recorded:

1. They support the community and look after vulnerable people
2. Have had intensive training
3. Pass on information to community
4. Take action and lead in time of disasters
5. Work together/cooperation
6. Community provides funds through fundraising

Earlier in the survey, when asked what CDCCCs are doing the majority of responses indicated that there were no independent CDCCC activities outside of NGO support or a disaster response. However, in some responses to this question, participants responded saying it is because of the work that their CDCCC put in at the start to train/inform the community that the community now knows what to do in an emergency.

“[The CDCCC did] lots of work at the start so now community knows what to do so now [they] just support if community needs it” Tafea female

The current study did not investigate links between the CDCCC and community governance structures. However, it is worth noting that a Tafea-based committee member felt like their CDCCC was successful because they had intentionally linked into their community committee, a group managing general development and governance activities. Similarly, another Tafea-based CDCCC member who felt her CDCCC was effective was the wife of the community chief. She felt like this brought trust and respect from the community.

On the question of how successfully CDCCC members felt they were fulfilling their roles, 56.4% (38% Sanma and 78% Tafea) of CDCCC members said that they felt that they were fulfilling their roles successfully.

3.2.5 Reasons CDCCCs are not functioning well

Those respondents who said that their CDCCC was not functioning well were then asked what factors were affecting the functioning of the CDCCC.

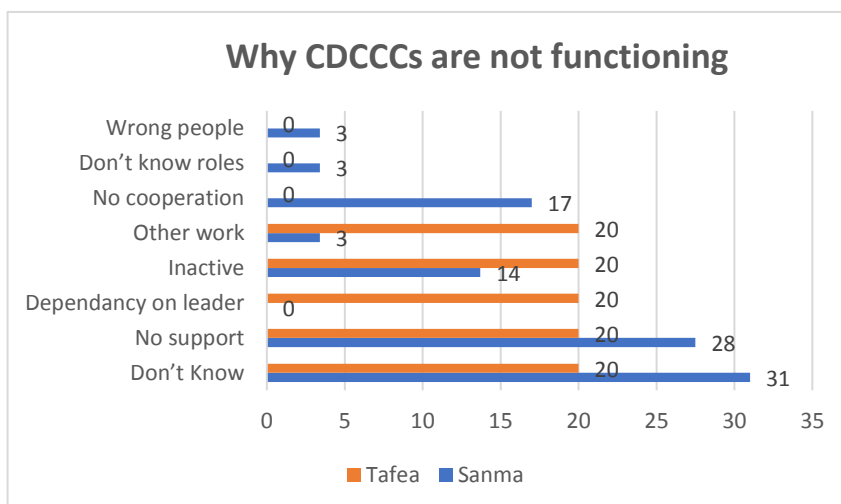


Figure 6: Why CDCCCs are not functioning

Responses from Tafea were split evenly across other work, inactivity, dependency on the leader, no support, and unsure. In Sanma the highest majority (31%) were unsure of why the committee was not

working, and 28% also indicated that *no support* was an important factor in their committee's functionality. 17% cited no cooperation as a reason why the CDCCC was not functioning.

When probed further, the perception of both Tafea and Sanma communities who felt their CDCCCs were not functioning or functioning poorly was that there has not been enough training and support from either the government or NGOs. This perception is higher in Sanma, with many respondents identifying that their CDCCC is not functioning and citing a lack of training as an important cause of the lack of functionality. FGDs in Sanma indicated that more training was required for the CDCCCs so that they know what their job is: *"The CDCCC need more training and awareness – it would be good if organisations came back to train them"* male Sanma.

Another responder from Sanma noted that the absence of disaster events in the community has also impacted the functionality of the committee. This reiterates the perception that a core role for the CDCCC is during disaster response, and therefore the perceived functionality of the CDCCC is directly linked to its management of responses.

Respondents in Sanma CDCCCs and communities also indicated that *other work* was a potential reason for their CDCCC not functioning, as members work largely on a volunteer basis. A Tafea-based CDCCC said one of the biggest challenges was that it is the same people in the community that are active in *all* community activities, so the more committees that are established, the less time they have for each committee.

3.2.6 Suggestions for improving the functioning of CDCCCs

There were 28 respondents (7 Sanma and 21 Tafea) who stated that their CDCCC was *'functioning well with small areas of improvement'*. Participants then gave open-ended answers around what areas it could improve on, and what could (or was) making their CDCCC successful.

For Sanma, the main suggestions for things that would make their CDCCC more successful were more trainings, more resources, improved cooperation and access to finance. When asked to expand on these answers, *cooperation* was described as being between the community/CDCCCs and the provincial government. In the case of trainings, respondents understood that this referred to trainings delivered by stakeholders outside of the community, not to community members by CDCCC members.

For Tafea, the respondents felt that the CDCCC would be more successful if they could increase their activities outside of disaster responses, if there was a change of members, the addition of finances, more trainings and external support.

Not enough support and not hit by disaster for some time – Female, Sanma

"No support from province to support our committee" Sanma Male

CDCCCs are not functioning well, they are depending on the NGO only, when the NGO comes they also come, but when the NGO leaves they are all gone - Female, Tafea

3.2.7 Action Plans

In both Sanma and Tafea during their establishment and follow up trainings CDCCCs had developed Action Plans that listed priority actions for follow up to strengthen preparedness. Both community members and CDCCC members were asked how many activities have been completed in their action plan. 43% of respondents from Sanma and 30% of respondents from Tafea indicated that they did not know if they had an action plan, or if there was progress against it. A small number of respondents in Sanma (10%) and Tafea (5%) said they don't have an action plan. 65% of respondents in Tafea indicated that there had been some progress against their action plan, compared with only 24% of respondents in Sanma.

All CDCCC members interviewed across both provinces, with the exception of one, advised that they did not use pen and paper to record CDCCC work or keep records, nor did they use their CDCCC/DRR community plan. Most CDCCC members advised they could recall developing the plan with the NGO, but that outside of this development they did not look at it or refer to it.

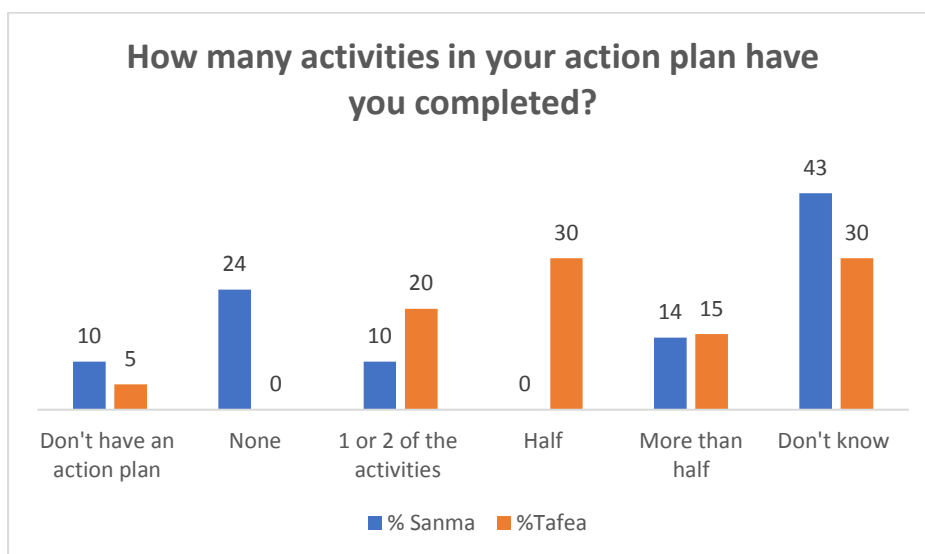


Figure 12: How many activities in your action plan have you completed?

4. Discussion

At the beginning of this paper it was noted that this review seeks to highlight all learning from the survey that might **build a better understanding of community and CDCCCs member perception of the effectiveness of the CDCCCs in preparing for, responding to, and recovering from disasters.** Factors influencing these perceptions have been drawn out for analysis and comparison as well.

Severity of Disasters

The data presented above sheds light on this, particularly highlighting some differences in community perceptions of the roles of the community and the CDCCC which vary across the survey locations. Two key variables that seem to be a significant factor in these perceptions were the extent to which the community had responded to disasters within the past 5 years, and the severity of the disaster/s that they had responded to.

Due to the geographic diversity of Vanuatu, weather events which may impact one island or province may not have the same impact in another region. In the five years prior to the conducting of the survey, both Sanma and Tafea provinces experienced a range of emergency response events, including drought, floods, severe storms, cyclones and evacuated communities due to volcanic eruptions.

Box 1 – Disaster events over the past 5 years

Sanma

No events were recorded for 2013, however in 2014 communities responded to a severe flood and a landslide in a neighbouring village which killed nine people. Preparedness activities were also initiated for Tropical Cyclone Lusi which impacted northern Santo. In early 2015, Cyclone Pam passed the island, warnings were generated and assistance was provided to Efate and Tafea provinces however little damage was recorded in Santo. An El Niño towards the end of 2015 also resulted in a severe drought in the province, and the community of Vinapisu also responded to a house fire.

In 2016, drought continued in the Sanma province, resulting in loss of crops and livestock. The community of Nakare also responded to a house fire. In 2017, warnings were generated for both TC Cook and TC Donna, and communities also provided supplies and assistance to Ambae community members evacuated to Sanma Province due to a volcano eruption event.

Tafea

Community members in Aniwa experienced a drought in 2013 and 2014. Cyclone Pam severely impacted the entire province in early 2015, resulting in millions of dollars in damage and triggered an international disaster response. Following Tropical Cyclone Pam in March, a strong El Niño event caused severe water shortages in 2015. Community capacity to adapt to this event was severely hampered by the effects Cyclone Pam, and the lack of vegetation cover and strong El Niño event put Tafea Province into a state of high water stress. In 2016 the effects of the drought continued with low crop yields and loss of livestock. In 2017, warnings were also generated for TC Donna and TC Cook.

Whilst both Provinces experienced disasters, the severity of the disasters in Tafea was more significant. The devastation caused by TC Pam required a large scale rapid emergency response which mobilized communities and CDCCCs, and the impacts of TC Pam also continued to amplify impacts of events such as the El Nino in subsequent years. All of the communities surveyed in Tafea had responded directly to a number of humanitarian disasters, both at a community level, and with work led by their CDCCC. This is in contrast to Sanma, where the majority of communities surveyed had responded to disaster events, but the responses were more likely to be indirect, with some communities supporting nearby communities to respond to landslide events, or to supporting people who had been displaced by the Ambae volcano.

The frequency of disasters in Tafea provided the CDCCC to **opportunity** to fulfil their roles and responsibilities around immediate preparedness and response, and provided the communities the opportunities to **observe** the CDCCC fulfilling these roles and responsibilities. This has likely impacted on perceptions both of CDCCC members and their communities around the effectiveness of the CDCCCs, in contrast to Sanma province where community members may have had fewer opportunities to directly observe the CDCCC preparing for, or responding to a disaster.

CDCCC and community roles outside of a disaster

When communities and CDCCC members were surveyed about how active they currently are, there was a significant difference between perceptions of communities in Sanma and Tafea around what CDCCC members were doing. People in Tafea were significantly more likely to say they were actively undertaking preparedness / DRR activities, while few people in Sanma reported that CDCCC members were currently active. When explored further through FGDs, communities and CDCCC members in both locations felt that CDCCC members only meet when they are responding to a disaster, and when external agencies are providing trainings.

Despite them not meeting frequently, some progress was noted against the majority of preparedness action plans developed, particularly in Tafea province. This may indicate that communities view activities outside of responding to a disaster, and particularly DRR activities that are included in an Action Plan, as being the responsibility of a community, rather than a CDCCC specific responsibility. This is also reflective of that fact that many communities were able to show the research team evidence of DRR activities (such as planting trees on slopes and strengthening river banks), but these activities were not identified as CDCCC led activities, as they were community owned and led activities. The CDCCC may have a role in supporting the community to develop the plan, and to follow up on the progress of the plan, but the responsibility to implement the plan may not be perceived to lie with the CDCCC itself, but to be driven by communities.

Long Term vs Immediate Preparedness Activities

In FGDs and in the survey results the term preparedness was used to cover a range of activities ranging from long term preparedness/DRR to immediate preparedness after an early warning for a disaster has been triggered. The survey and FGD results seem to indicate that CDCCC and community members may see less of an active role for CDCCCs in the long term preparedness, but may associate CDCCC effectiveness with leading on the immediate preparedness activities. This is particularly relevant for responses to cyclones, especially given the frequency of cyclones that the surveyed communities have faced over the past five years. The initiation of cyclone tracking is a trigger point that moves community members into action to undertake immediate preparedness activities such as strengthening houses (which was the most frequent action that communities identify as an action they do before a disaster). During the research, the CDCCC in Aniwa was observed alerting communities, which then triggered community members to strengthen their houses.

CDCCC connections

Whilst the survey did not specifically explore how CDCCCs connect to community leaders and other stakeholders in the disaster management structure (such as at Area Council and Provincial levels), there were a number of participants in the FGDs who identified the ability of CDCCCs to intentionally link into their community level leadership structures (such as the community committee or village chiefs) as a key factor influencing the success of the CDCCC. This warrants further analysis.

CDCCC roles and responsibilities

When CDCCCs were surveyed about the roles they fulfilled within their committees, it appeared that CDCCC members had adapted their roles over time. In some cases this adaptation was linked to committee members playing a number of roles across different committees/groups within a community and roles across groups merging (e.g. water committee member). Sometimes it was a more practical reframing around what the key task of the role was focused around (e.g. the person

responsible to looking after the loud hailer becoming the person responsible to share information). FGDs indicate that these adaptations of the roles add to the ownership of the CDCCC members of their roles, and that allowing some kind of flexibility around how these roles are adapted may contribute to improved effectiveness.

The survey and FGDs also highlighted that CDCCC members are volunteers within communities, and that they are often chosen because they are already leaders within their communities. These leaders are often active in more than one committee at once. Care needs to be given to ensure that the expectations placed on these volunteers is appropriate to the level of time they are able to invest in the CDCCC, and that their motivations for joining the CDCCC are nurtured.

The survey found very little reference from communities of CDCCC members around the role of CDCCC committee members to implement activities for Climate Change Adaptation. The CBDRM handbook also does not reference in detail expectations that CDCCC's have an active role around Climate Change Adaptation. References to climate change in the manual are predominately linked to the impact of Climate Change on increasing the frequency and severity of disasters, and that the role of CDCCCs is to raise awareness and support preparedness in response to this. Including 'Climate Change' within the title of the CDCCC may be contributing to increased community and NGO expectations on the committees for them to be actively implementing/leading climate change activities, without them being trained and supported to do so.

The research also indicates that in both Provinces there are differences in perceptions of CDCCC effectiveness between CDCCC members and community members. This indicates there is scope for targeting awareness raising about CDCCC roles and responsibilities not just to CDCCC members themselves, but also to community members to ensure that CDCCC members and community members have the same expectations.

Support for vulnerable households

Survey and FGD results indicate that both CDCCCs and communities see a role for CDCCCs in supporting vulnerable households before and after a disaster. The perception of this as being a role for CDCCCs is an opportunity, and may be a space where targeted training and support could add significant value in providing CDCCC members with knowledge and capacity to undertake this role well.

5. Recommendations

Recommendation 1: Humanitarian actors supporting communities to set up CDCCCs should take a more flexible approach to implementing the model, building on existing community dynamics for maximum self-determination.

The CDCCC model endorsed by the NDMO and being promoted in communities defines specific roles, responsibilities, and documentation. Whether or not this model is strictly followed in communities, key learning around disaster preparedness and response seems to be implemented effectively. In order to promote a more sustainable CDCCC model, existing community dynamics and motivators should be built upon to allow for maximum committee self-determination. For example, communities could be introduced to the “standard” CDCCC model and then be given time to personalise or contextualise the structure to the particular strengths and needs in the community. Finally, it is important that inclusion of all groups, including religious and cultural, be advocated for during this process.

Recommendation 2: To maximise sustainability and effectiveness of CDCCCs they should be supported to connect with local governance structures, and also to structures within the formal NDMO structure. Local governance leaders/stakeholders should also be a target for trainings and capacity building, as should Area Councils and Provincial Disaster Officers/Committees.

As one component of the NDMO structure, formal CDCCCs are interdependent on this system and capacity at each level needs to be sufficient enough to support CDCCC self-governance and self-management in order to sustain long-term communication and support. Humanitarian actors, including NGOs, have a role to play not only in linking CDCCCs to the formal NDMO structure, but also strengthening NDMO structures at Area Council and Provincial levels. Connectivity to broader national structures ensure greater possible support for communities in times of disaster, empowering them to take lead roles in assessment, distributions, and recovery activities.

Of equal importance is strengthening the connection and links between CDCCCs and local governance structures within a community. This is critical in order to ensure that there is sufficient buy-in and ownership of communities to make progress against DRR/preparedness Action Plans, and to provide support and backing to the CDCCC committee within the community.

Recommendation 3: Personal incentive for CDCCC members and funding for committee activities and assets is key to CDCCC sustainability and effectiveness. Consideration should be given to integrating community savings and loan schemes with committee formation and/or innovating with communities on ways to build incentives and support.

Many communities cited the importance of funding for CDCCC effectiveness and sustainability both for equipment and membership, and this cannot be ignored. However, government-supported salaries and budgets for this work may be harmful to long-term CDCCC sustainability if these mechanisms cannot be maintained or are not effectively managed. A suitable alternative that provides personal incentive for CDCCC members and also funding for response activities and assets may be to integrate community savings and loan schemes with committee formation. Community partners should be encouraged to work with communities to innovate on ways to build local incentives and support.

Recommendation 4: NGO and government training around CDCCC roles and responsibilities should include awareness raising at community level to reduce and address differences in expectations between CDCCC members and communities about the role of the CDCCC.

The different perceptions of CDCCC members and community members about the role that CDCCCs are currently fulfilling should be acknowledged and addressed in NGO and government strategies for engaging with communities. Awareness raising and training should also be provided to community members to ensure that the expectations are the same between communities and CDCCCs.

Recommendation 5: Both CDCCC members and community members see CDCCCs as having a key role to play in supporting vulnerable groups within communities. NGOs and government should build on this foundation by providing practical training and support to CDCCC members to fulfil this role appropriately.

There is scope for projects such as the Disaster Ready project to develop standard training and awareness raising packages that could be targeted to CDCCCs in this area, and to strengthen connections between CDCCCs and resources within their Provinces they can connect to for technical support/advice, such as Disabled Person’s Organisations and Women’s Groups.

Recommendation 6: The strength of CDCCCs around leading immediate disaster preparations, and their limited ownership over longer term DRR at community level, should inform approaches to developing and following up Community Action Plans. Clarifying what role CDCCCs play in Climate Change adaption should also be a focus of messaging to communities (and external stakeholders).

Communities and CDCCCs seem to see longer term DRR as being the responsibility of the entire community, rather than a specific responsibility for CDCCCs. This is positive, and NGOs and government should explore how this ownership could be emphasised and enabled through the development of the Action Plan. The role of CDCCCs is likely most effective around leading the development of the plan, and on monitoring progress against the plan by the community.

6. Annexes

A. Data table – all research data



Data analysis.xlsx

B. Survey



CDCCC
Research_EnglishV3

C. Focus group discussion questions



Focus groups using
participatory tools. i