



# PASSA

## Participatory Approach for Safe Shelter Awareness

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**PASSA – Participatory Approach  
for Safe Shelter Awareness  
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**PASSA**

## Participatory Approach for Safe Shelter Awareness

*Strategy 2020* voices the collective determination of the IFRC to move forward in tackling the major challenges that confront humanity in the next decade. Informed by the needs and vulnerabilities of the diverse communities with whom we work, as well as the basic rights and freedoms to which all are entitled, this strategy seeks to benefit all who look to Red Cross Red Crescent to help to build a more humane, dignified, and peaceful world.

Over the next ten years, the collective focus of the IFRC will be on achieving the following strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disasters and crises
2. Enable healthy and safe living
3. Promote social inclusion and a culture of non-violence and peace



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# Foreword

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Shelter and settlement risks and vulnerabilities are on the increase due to changes in disaster trends, the impact of climate change, as well as growing social and economic marginalisation and urbanisation. At the same time, institutional resources to support safe and adequate housing are declining because of global financial constraints, the move towards smaller, less interventionist government, and the scale of the challenges faced. Households and communities that were previously able to safeguard their lives and assets using their own resources and know-how are increasingly finding that the type, scale and frequency of the hazards they are now being exposed to pose a severe threat to their safety and well-being.

Major disasters often, but not always, generate sufficient funding for the required reconstruction and recovery. This can promote the need to ‘build back better’; however, this is the exception. With disaster trends indicating a move towards more frequent small and medium-scale emergencies, the majority of households affected by such localized disasters have to draw upon their own limited resources, and invariably rebuild the same vulnerabilities. There is no active presence to promote better practices in mitigation and limited or no financial or technical support to incorporate sustainable approaches to building resilience. What can be done in such contexts, with unlimited needs but very limited external resources?

A participatory approach to safe shelter awareness (PASSA) aims to raise the awareness of the ‘everyday vulnerable’ of the ‘everyday risks’ related to their built environment and foster locally appropriate safe shelter and settlement practices. It offers a simple process, facilitated by the Red Cross Red Crescent volunteers and technical advisors, through which communities

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can build upon their own insights, skills and leadership to attain improved living conditions and safer habitats.

Using a step-by-step methodology, PASSA utilizes three complementary processes. Firstly, it harnesses the established role of the National Societies to support community-led and socially inclusive development activities. Secondly, it enables communities to identify their own solutions and realistic and comprehensive strategies for addressing the myriad of problems that include spatial and environmental planning, local building cultures and the effectiveness of local construction techniques. Thirdly, it fosters partnerships between local authorities, communities and supporting organizations to prepare for, cope with and recover from disasters.

The expertise of construction specialists is needed throughout the process, to respond to technical issues arising and to help manage the expectations of communities and households on modifications to houses and the surrounding settlement. These professionals work collaboratively with social mobilizers to promote awareness, bring coherence to the risk-management efforts and ensure the technical performance of the safe shelter and settlement solutions identified.

PASSA draws upon the well-established practice of community action planning, and the participatory hygiene and sanitation transformation (PHAST) methodology used by many National Societies. With IFRC's vulnerability and capacity assessment (VCA) to provide an overall analysis of a community's needs and assets, PASSA is the participatory tool to comprehensively identify and safeguard against shelter and settlement risks.

The use of PASSA valuably informs both individual and community understanding of vulnerability related to the built environment, and leads to the identification and promotion of locally appropriate measures to achieve safer shelter and settlement.

Graham Saunders

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# Introduction



# 1. Presentation of PASSA

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## 1.1 What is PASSA

Participatory Approach for Safe Shelter Awareness (PASSA) is a participatory method of disaster risk reduction (DRR) related to shelter safety. It is a variation of Participatory Hygiene and Sanitation Transformation (PHAST), which has been used by many Red Cross Red Crescent National Societies in water and sanitation programmes since the late 1990s.<sup>1</sup>

*The aim of PASSA* is to develop local capacity to reduce shelter-related risk by raising awareness and developing skills in joint analysis, learning and decision-making at community level.

*PASSA is a process*, facilitated by volunteers, that guides community groups (called *PASSA groups* in this manual) through eight participatory activities which enable the participants to do the following progressively:

- Develop their awareness of shelter safety issues in their community
- Identify hazards and vulnerabilities that create risk related to shelter
- Recognize and analyse causes of shelter vulnerability
- Identify and prioritize potential strategies to improve shelter safety
- Make a plan to put those shelter safety strategies into place, based on local capacities
- Monitor and evaluate progress.

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<sup>1</sup> PHAST is based on a participatory approach called SARAR which stands for Self-esteem, Associative strengths, Resourcefulness, Action-planning and Responsibility.

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It is important to bear in mind that PASSA is a tool to help communities analyse, plan and monitor, and not a tool for Red Cross Red Crescent to do the same. However, community plans for improving shelter safety that are produced as a result of PASSA may be used as a basis for a shelter programme.

Designed as a shelter risk reduction tool, PASSA can also be regarded as a tool to progress from the shelter relief phase to more long-lasting and sustainable reconstruction solutions, empowering people to communicate their demands and to understand the impacts of each of their choices.

In both pre-disaster and post-disaster settings, technical support is required not only to recommend disaster-safe construction but also to steer the plans of actions towards realistic and sustainable outcomes.

## **1.2 How PASSA works**

First, a group of willing community members is chosen to form the PASSA group, and is briefed on what the process entails, how much time it takes and what responsibilities it might cover. Second, the group attends a series of eight meetings during which they work through the PASSA activities, facilitated by a pair of trained Red Cross Red Crescent volunteers, that build their confidence and capacity as a group, as well as enable them to identify and address shelter safety issues. Between the PASSA meetings, which are held weekly, or twice-weekly, the PASSA group interacts with other community members so that the whole community is informed of the process and has an opportunity to provide information and opinions. As the members of the PASSA group develop their awareness, confidence and skills, so the whole community benefits from this interaction. By the end of the process the PASSA group should have created a plan of action and a monitoring plan that reflect its thinking and the concerns of the wider community.



Each activity is carried out at a weekly or twice-weekly meeting that lasts from 1.5 to 3 hours, so the whole process takes from four to eight weeks in each community. This should be considered as an estimated timeframe only, which can be adapted to different contexts, and needs to be agreed among parties well in advance. Prior to carrying out PASSA at community level, a great amount of work has to be done to build capacity to implement the method. This is explained in detail in Part 2 of the manual.

### 1.3 The participatory methods used in PASSA

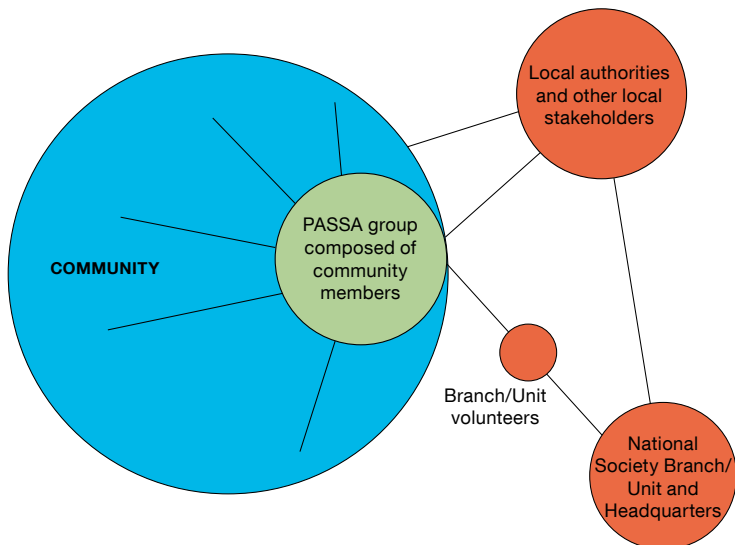
Participatory methods are based on the belief that everybody in a group has knowledge and ideas to contribute and that the solutions to shared problems can be found by people working together effectively. These methods focus on activities that use different forms of communication such as images, stories and objects to encourage all the members of a group to join in the analysis of and creative thinking on a subject of common concern. The activities require a facilitator or facilitators, whose role is to introduce the activity to the group and help create the conditions for an active and productive exchange between the group members. The role of the facilitator is explained in detail in Part 3 of the manual.

There are a number of advantages to using participatory methods:

- They enable anybody to contribute to the analysis and planning as an equal, whatever their age, sex, social class or level of education
- They build self-confidence, respect for other members of the group and a sense of individual and collective responsibility for decisions. This can have benefits beyond shelter safety
- They develop understanding and respect for local capacities and knowledge, at the same time as helping to spread appropriate innovations
- They are fun and rewarding for the facilitators and, in the case of Red Cross Red Crescent volunteers, they create a new and positive relationship with community members.

## 1.4 Key PASSA stakeholders

The main stakeholders in the PASSA process are illustrated in the following diagram, and their roles and relationships are explained below.



### **Community**

- Represents the views and knowledge of the community
- Provides members of the PASSA group
- Shares ideas and proposals with PASSA group members
- Provides feedback on the PASSA group's ideas and proposals
- Participates in improving shelter safety
- Encourages support from local authorities and other local stakeholders

### **PASSA group**

- Represents the views and knowledge of the community
- Works to analyse and plan for improved shelter safety

- Discusses ideas and plans with other community members
- Discusses ideas and plans with Red Cross Red Crescent Branch volunteers
- Carries out improvements to shelter safety to provide an example to other community members
- Encourages and mobilizes the community to improve shelter safety

### ***Red Cross Red Crescent Branch volunteers***

- Facilitate PASSA activities with the PASSA group
- Help the PASSA group develop analysis and plans
- Support the PASSA group in finding ways to solve their problems
- Report on PASSA activities and results to the branch/shelter programme

### ***National Society/shelter programme***

- Trains, supervises and supports branch volunteers
- Develops the PASSA toolkits of drawings with a local artist
- Discusses and gives feedback on reports about PASSA implementation and results
- Informs local stakeholders of the PASSA process
- Coordinates with local authorities and other local stakeholders to support community needs
- Gets involved as required if problems arise beyond the volunteers' capacity to manage
- Provides essential technical support on shelter safety

### ***Local authorities and other local stakeholders***

- Respond to demands/proposals from communities via community leaders or the PASSA group
- Liaise with Red Cross Red Crescent Branch and the International Federation of Red Cross and Red Crescent Societies (IFRC) Secretariat on community demands

## 2. How PASSA fits into Red Cross Red Crescent programmes

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### 2.1 How does PASSA integrate and complement existing IFRC participatory tools?

PASSA is designed to support programmes to improve shelter safety and thereby reduce disaster risk. It is therefore very closely related to vulnerability and capacity assessment (VCA) and may often be built on a VCA where shelter is identified as a source of risk.

The approach used by PASSA also makes it strongly linked to PHAST and Community-Based Health and First Aid (CBHFA), and these approaches are all complementary and supportive of each other.

For instance, it is important to acknowledge and build up on community-based programmes that have been previously developed in the country concerned. This will ensure continuity of programmes and foster existing capacities of staff and volunteers trained on participatory tools (through VCA, PHAST etc). 'Piggy-backing' on VCA is time-saving too, as it allows for combining the first two activities and avoids unnecessary duplication.

PASSA should not be implemented as a 'stand-alone' initiative, or in the absence of other shelter-related activities that can enable construction and shelter improvements. If PASSA were to be used on its own, without adequate technical support, it could potentially cause frustration, missed opportunities and even unsafe building practices.

## 2.2 Where does PASSA fit into the disaster management cycle?



PASSA can be implemented in several phases of the disaster management cycle:

- **Preparedness and mitigation:** PASSA is used as a tool for shelter risk reduction, once VCA has identified risks related to habitat and the built environment.
- **From relief to recovery:** as the emergency shelter phase is over, PASSA provides the framework for creating long-lasting shelter solutions by integrating risk knowledge at community level (site mitigation measures, disaster-resistant techniques, etc).
- **Recovery phase:** at the end of the recovery phase, PASSA serves to address shelter and settlement issues not covered by the programme and builds on the capacities acquired (PASSA enables the community to approach other actors and to lobby local governments on matters of common interest).

### **2.3 How can PASSA be integrated into financial plans?**

Consideration must be given to existing programmatic and financial mechanisms that IFRC has either developed or currently uses. The recommendations below are to be seen as ‘entry points’ for PASSA, both in global, regional and country-level planning.

**Global funding in support of DRR initiatives:** ‘Ad hoc’, unplanned funding by external donor agencies, or by global and regional initiatives to promote risk management tools. There is little control over this type of funding but these resources may address ‘broad DRR initiatives’ of which PASSA is one component.

**Regional funding plans:** Those are being developed on a yearly basis by IFRC Zone and regional offices. They include DRR activities and support individual technical sectors.

**Country-level plans and appeals:** A straightforward way to streamline PASSA is by incorporating it in the shelter section of the country-level appeals, following the emergency phase; this ensures that shelter risk reduction is dealt with from the start of the operation.

**Community fund-raising:** PASSA is a process, which leads to behavioural changes and action planning. Communities and Red Cross National Societies fund-raise locally or through local authorities and counterparts. This is a ‘win-win’ situation by which communities understand and address shelter-related risk and these assessments allow government to prioritize choices based on real needs. All parties share roles and responsibilities through participatory planning and budgeting.

### **2.4 Can PASSA be used in rural and urban areas?**

PASSA has been developed thinking primarily of rural settings, where communities are geographically defined by their villages, social unity is strong and people usually own the land and house

they live in. Field tests in Uganda and Bangladesh demonstrate that this tool adjusts well to such environments, as local building skills are at hand and shelter participation is appropriate to local capacities.

However, true participatory approaches normally apply to a variety of different living environments, as long as the community is accessible and willing to contribute. See Section 3.1 in Part 2 of this manual for suggested criteria for selecting communities for PASSA.

Recently, experience in risk reduction, disaster preparedness and response in urban settings is growing, along with urban dwellers' needs. Semi-urban areas, fast-growing outskirts of cities in many developing countries, have a lack of planning tools and mechanisms to adequately address shelter safety. Although it may be more difficult to identify a 'neighbourhood' because often the sense of 'community' is missing in these locations, PASSA can set the path for phased improvement of habitat in urban environments as well.

In urban situations it will take significant skills on the part of the volunteers to identify capacities and opportunities within neighbourhoods. Stronger relationships with local government and external actors will be needed at both the neighbourhood and community levels, as decision-making about construction issues is more complex and controlled. In such environments Red Cross Red Crescent will be able to facilitate shelter improvement but not be able to meet all settlements' needs; so, one strong, integrated community mobilization process is recommended, combining different tools – VCA, PHAST, PASSA and CBHFA assessments – with a holistic approach.

### 2.5 How sustainable is PASSA at a community level?

If PASSA is systematically and correctly used it will bring behavioural change. To make the process sustainable, users recognize

the added value of this method, and take full ownership of its results. This will ensure, for example, that care and maintenance plans for shelter and settlements – both individual and collective – are adopted and the necessary resources allocated on an annual basis.

To institutionalize PASSA within Red Cross Red Crescent, disaster-preparedness tools such as contingency plans at local and municipal levels should incorporate PASSA as standard practice, as the tool for shelter safety and community-driven improvement.

Once PASSA has been implemented, the community and the National Society have a clear understanding of what the community can do on its own and what additional support may be needed from the National Society to improve shelter safety. It is important that PASSA is considered as a tool that strengthens both a ‘software component’ – namely knowledge and skills development within the community – and a ‘hardware component’ – leading to the physical improvement of housing and infrastructure.



## 3. Overview of the manual

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### 3.1 Who the manual is for

This manual is for use by National Societies wishing to use PASSA in their programmes. There are different parts to the manual, and each part may be used as appropriate by senior National Society staff, shelter programme managers, branch staff and volunteers.

### 3.2 How the manual is organized

Part 1 of the manual contains the instructions for the eight PASSA activities to facilitate with community groups. This section should be read by anyone wanting to understand the PASSA process in detail, including volunteers and their managers. It is used as the basis for the training programme for volunteers. Instructions on how to facilitate each activity are provided under the following headings:

- ↘ Purpose
- ↘ Time
- ↘ Materials
- ↘ What to do
- ↘ Notes.

Most of the activities require the use of drawings or charts to help facilitate discussions. The eight activities are summarized below.

| Activities                             | Purpose                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|----------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Historical profile</b>              | <ul style="list-style-type: none"> <li>- To get an insight into past events, such as hazards, and what changes have occurred over time</li> <li>- To gain an understanding of the present situation in the community (a causal link between the past and present in terms of health issues or hazards and vulnerabilities)</li> <li>- To gain an understanding of how things may continue to change in the future (trends)</li> </ul>                                                                    |
| <b>Frequency and impact of hazards</b> | <ul style="list-style-type: none"> <li>- To develop awareness of hazards faced by the community, and capacities and vulnerabilities related to those hazards</li> <li>- To identify the most important local hazards for the PASSA group to focus on</li> </ul>                                                                                                                                                                                                                                          |
| <b>Community mapping and visit</b>     | <ul style="list-style-type: none"> <li>- To map the community's shelter conditions and identify potential hazards and vulnerabilities linked to individual buildings and the settlement as a whole</li> <li>- To create a baseline map for planning and for monitoring and evaluation</li> <li>- To develop a common vision and understanding of the community and its shelter safety</li> <li>- To build group self-esteem and associative strength by enabling participants to create a map</li> </ul> |
| <b>Safe and unsafe shelter</b>         | <ul style="list-style-type: none"> <li>- To identify aspects of individual shelters and the settlement as a whole that make the community vulnerable to priority hazards identified by the PASSA group</li> <li>- To identify what can be done to make shelter safer in the community</li> </ul>                                                                                                                                                                                                         |
| <b>Options for safe shelter</b>        | <ul style="list-style-type: none"> <li>- To analyse options for improving shelter safety according to how effective they are and how feasible or easy they would be to put in place</li> <li>- To identify the reasons why effective safety features have not yet been introduced in all or part of the community</li> </ul>                                                                                                                                                                             |

|                            |                                                                                                                                                                                                                                                                       |
|----------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Planning for change</b> | <ul style="list-style-type: none"> <li>- To develop a plan to implement improvements in shelter safety</li> <li>- To agree who will take charge of each part of the plan</li> </ul>                                                                                   |
| <b>Problem box</b>         | <ul style="list-style-type: none"> <li>- To think about possible problems in implementing the plan and devise ways of overcoming them</li> </ul>                                                                                                                      |
| <b>Monitoring plan</b>     | <ul style="list-style-type: none"> <li>- To establish a procedure for checking progress (improvements in shelter safety)</li> <li>- To decide how often to monitor the process and who should do this</li> <li>- To set a date for the evaluation activity</li> </ul> |

**Part 2** provides information to help National Societies and partners introduce PASSA and create capacity for using it as a participatory approach to shelter safety. It is intended for management staff, including those responsible for Disaster Management and Shelter programmes.

**Part 3** provides guidance for volunteers implementing PASSA at field level. It sets out the basis for the PASSA training programme and should be used by managers to help supervise volunteers.

**Part 4** presents guidance for artists producing drawings for PASSA activities. Managers should provide a copy of this section to the artist and ensure the instructions are fully understood.

**Annex 1** contains lists of drawings that can be used as a basis for the drawings that will need to be developed for the specific context where PASSA is used.

**Annex 2** shows some examples of energizers that volunteers can use if needed when they facilitate PASSA activities.

**Shelter and Safety Handbook** is a separate document that provides some essential information on shelter safety which can be used for creating technical content for the PASSA training.



PART 1/  
PASSA ACTIVITIES

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## Introduction

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This part of the manual contains the detailed instructions for each of the Participatory Approach for Safe Shelter Awareness (PASSA) activities. You should attend a PASSA training session and read Part 3 of this manual (Guidance for volunteers) before carrying out PASSA.

The activities all have the same structure, which is explained below.

## Activity X: Title of the activity

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### Purpose

- ↘ The purpose is explained so that you understand what the PASSA groups should achieve by carrying out the activity. This is to help you manage the facilitation in the best way to achieve this purpose, and explain to the PASSA group why they are doing the activity.

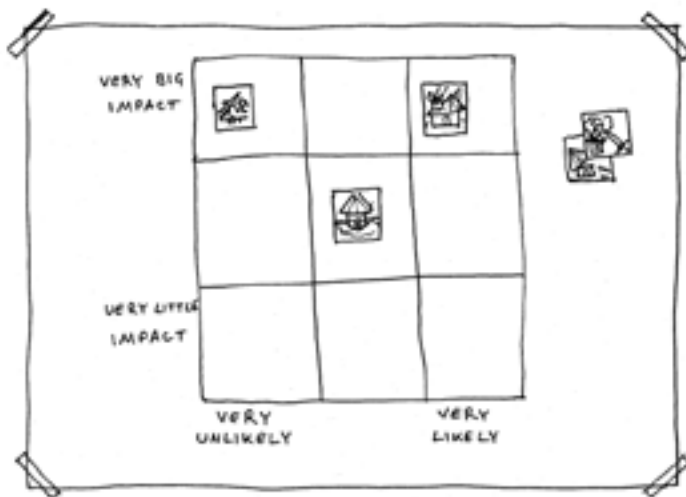
### Time

- ↘ The amount of time required is only a very approximate estimate. You should normally allow up to a half day for each session. Some activities will take less than or more than the time estimate, depending on the level of discussion in the PASSA group. You should help the group work without wasting time by giving clear instructions for the activities and by facilitating dynamic discussions.

### Materials

- ↘ This is your list of materials and equipment to take to the community. You must carefully check you have everything before you travel. Some of these items may be left with a

member of the PASSA group between meetings if they are not needed for another group. Remember to take a digital camera or mobile phone with camera function to use for taking photographs of the PASSA group's charts, maps and other materials.



The drawing shows an example of the activity and the way in which issues can be identified.

## What to do

### Introducing the activity

Here, there are instructions for introducing the activity. It is important to take a few minutes to make sure that the PASSA group members have a general understanding of what they will do and how the activity fits into the whole PASSA process. However, avoid giving detailed explanations, as they will be difficult to understand and people will discover the activity as they do it. Ask someone to provide a brief summary of the previous activity, to check that there is still general agreement about its conclusions and to establish a starting point for the activity that is about to start.

There is then a brief set of instructions to give to the PASSA group, to start the activity – normally in subgroups – and then to combine the work of the subgroups.

### **Discussion**

Here, there is guidance for facilitating a group discussion about the work that the PASSA group has just done. Each activity has a different focus for the discussion.

### **Ending the activity**

Here, there are instructions for ending the activity, including:

- Take a photograph of the map to keep with the project records.
- Ask for a participant to make a permanent copy of the group's work.
- Explain the subject of the next activity.
- Facilitate a discussion with the group on what it has learned during this activity and what it liked and did not like about this activity, and record any points for improvement.
- Ask for a participant to record this activity and then present it briefly at the start of the next one.

### **Notes**

The notes provide advice that you may need to help you manage the activity and solve problems that occur.



## Activity 1: Historical profile

### Purpose

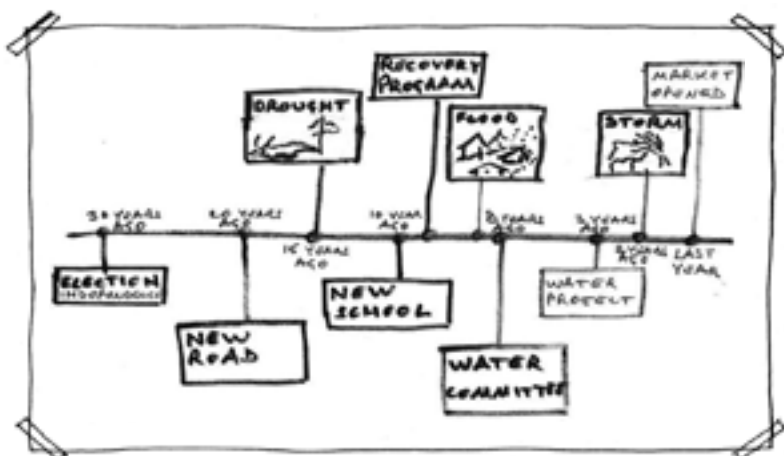
- To get an insight into past events, such as hazards, and what changes have occurred over time
- To gain an understanding of the present situation in the community (a causal link between the past and present in terms of health issues or hazards and vulnerabilities)
- To gain an understanding of how things may continue to change in the future (trends)

### Time

- 1.5 to 2 hours

### Materials

- Flipchart paper, marker pens
- Drawings to illustrate major hazards known in the region (drawing set A)
- Card or paper and pens to write or draw additional events
- Sticky tape



## What to do

### Before starting

As this is the first PASSA activity, it is very important to create the right atmosphere so that all the participants feel comfortable and able to contribute. Here are some tips:

- Invite all the participants to introduce themselves, even if you think they already all know each other. You can organize this in a way that is fun and that encourages exchange between participants.
- Ask participants to say what are their expectations of the PASSA process and what they think they can contribute to the PASSA group.
- Check if anyone has doubts, fears or confusion about PASSA and what it involves, and take time to answer any questions.
- Organize an ice-breaker (one that you already know, or one that you have learned on the PASSA training) to encourage the participants to relax and interact with each other in an informal way.

### Introducing the activity

Introduce this activity by explaining that the group will identify the most important or memorable events in the life of the community within memory of group members and put them in a visual form. This will help them to see how their community has changed over time and identify the impact of hazards and vulnerabilities related to shelter.

1. Ask participants to think of three or four major events that had an impact or left an impression on the community within living memory – e.g., major political changes in the country, the building of a school, or a disaster. Record each event by using the drawings of hazards or by making drawings or writing the event on a piece of paper.

2. With the help of the participants, place the drawings of the events on a large sheet of paper on the floor or on the wall, along a horizontal line in order of time. The purpose is to create points in the historical profile that can be used to establish a scale over time.
3. When the participants have agreed on the order and approximate position of these major events, divide the participants into three subgroups and give each subgroup a large piece of paper and pens. Ask the members of the subgroups to copy the historical profile established in step 2 and then to fill in the gaps on the profile by noting events or trends on pieces of paper (in words or pictures) and placing them in chronological order on the profile. Events and trends should include:
  - ↘ Major hazards and their effects
  - ↘ Changes in land use (crops, forest cover, houses etc.)
  - ↘ Changes in land tenure
  - ↘ Major changes in population (migration, displacement or population growth)
  - ↘ Changes in food security and nutrition
  - ↘ Changes in administration and organization
  - ↘ Major political events
  - ↘ Major security or conflict events.
4. When all the subgroups have completed the task, invite them to present their historical profiles in the form of a short story or drama. It may be helpful to ask the older people in each group to present.

### Discussion

When all the subgroups have presented their historical profiles, lead a discussion on:

- which events and trends the group feels are most significant for shelter safety, either directly (e.g., increase in frequency of hazards) or indirectly (e.g., increasing unemployment and lack of resources for building safe houses)
- why these trends and events occur
- what changes relating directly or indirectly to shelter safety are likely over the coming years.

5. Ask the participants to try to make one historical profile that combines the work of all three subgroups.

### Ending the activity

Take a photograph of the historical profile to keep with the project records.

Facilitate a discussion with the group on what it has learned during this activity.

Ask the group members what they liked and did not like about this activity, and record any points for improvement.

Ask for a participant to record this activity and then present it briefly at the start of the next one.

Explain that in the next activity the group will make a map of their community. Ask group members to take some time before the next meeting to visit different areas of their community.

### Notes

1. This is the first PASSA activity and many participants may find this kind of activity unusual. Some may be uncomfortable with this participatory approach in a group. Take time to explain the activity clearly and check that all participants have understood. Encourage everyone to participate, but avoid focusing attention

on quieter participants, who may be unsure of themselves. Their confidence should grow in time.

2. Do encourage the subgroups to present their work in a way that is creative and fun. This is an important part of the process through which the PASSA group establishes a positive atmosphere.
3. If the subgroups find it hard to combine their work in one historical profile, don't insist on this being done – as long as the activity has achieved its goals.
4. If members of a subgroup are unclear or not in agreement about certain events or trends, do not provide advice. Instead, ask questions that might help them come to an agreement.

## Activity 2: Community mapping and visit

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### Purpose

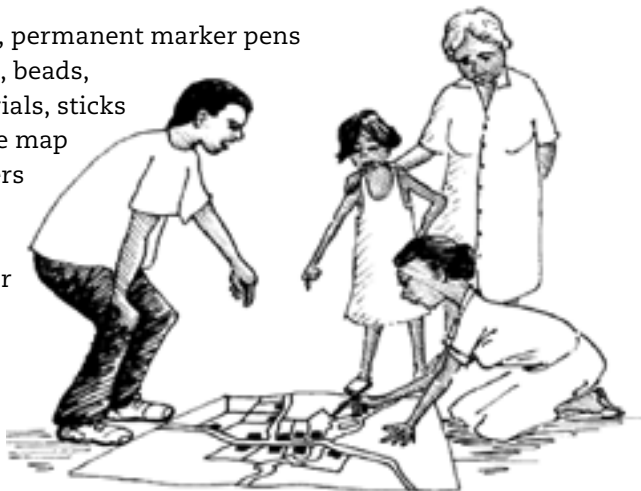
- To map the community's shelter conditions and identify potential hazards and vulnerabilities linked to individual buildings and the settlement as a whole
- To create a baseline map for planning and for monitoring and evaluation
- To develop a common vision and understanding of the community and its shelter safety
- To build self-esteem and associative strength by enabling participants to create a map

### Time

- 3 to 4 hours, depending on the size of the settlement and complexity of the map required

### Materials

- Flipchart paper, permanent marker pens
- Buttons, stones, beads, scraps of materials, sticks etc. to make the map
- Coloured stickers
- White cloth, or a large sheet of paper with clear plastic sheet to protect it



## What to do

### Introducing the activity

Start by inviting the participant who volunteered at the end of the previous session to present a summary of the previous activity, then lead a group discussion to review what was learned, particularly about the experience of disasters and their impact on shelter and infrastructure in the community.

Introduce this activity by explaining that the group will make a map of the community and visit the community so that they can identify issues about the safety of their shelter and other important aspects of life in the community, and make a record of the situation as it is now.

1. Divide the participants into three subgroups and ask each subgroup to make a map of their community. They can do this in any way they like. Some may prefer to draw on paper, but it is often easier to do the map on the ground using locally available materials. Provide some materials to start with, if needed. The group can add to these anything else they want to use. They should include the following on the map:
  - ↘ Important physical features and boundaries
  - ↘ Roads and paths and areas of housing
  - ↘ Schools, places of worship, health facilities, businesses etc.
  - ↘ Farms, fields, forests and other open spaces
  - ↘ Streams, ponds and other places where there is water
  - ↘ Direction of flow of streams and rivers
  - ↘ High areas and low areas
  - ↘ Areas most affected by hazards
  - ↘ Sites with the most vulnerable shelter
  - ↘ The location of any important resources for shelter
  - ↘ Evacuation routes.
  
2. When the subgroups have finished their work, ask the participants to look at all of the maps and choose one that is most clear and/or that most closely resembles the community. This

map should be displayed for all the participants to see. Ask the participants to suggest additions or other changes to this map based on their work in subgroups, and ask for someone to make the changes.

3. Once the map is completed, ask the participants to divide themselves into two subgroups. One subgroup is to identify on the map all the features that make the community vulnerable to shelter-related hazards, such as the location of unsafe houses and areas particularly exposed to hazards. The other subgroup is to identify features that are resistant to shelter-related hazards, such as well-protected areas of the settlement, the location of resistant houses, evacuation shelters (e.g., cyclone shelters), resources for construction etc.

The two subgroups should then discuss and agree on the most interesting parts of the community to visit to look in detail at shelter safety issues.

4. Ask group members to spend an hour or so visiting the areas they have chosen, looking for features they discussed and looking out for others they may not have thought of yet. During the visit, ask questions as necessary to encourage discussion and focus the exploration.
5. After the visit, ask the group to make any changes to the community map that are needed, especially the location of areas in the settlement which are particularly affected or vulnerable to hazards.



## Discussion

Use the points raised during this activity to facilitate a discussion on shelter safety. Ask the group to describe:

- The types and recent occurrence of hazards such as strong winds, floods, earthquakes, fire etc. – what occurred, when, what damage was done, who was most affected
- The houses and other buildings that are most resistant – either those that withstood the hazard or those that seem likely to withstand future hazards; what the houses are like, how they came to be built as they are
- Individuals or groups within the community whose houses are least resistant.

Record these discussions by adding to the map (use a marker, or add coloured stickers) and/or taking notes.

Ideas for solutions that arise should not be discussed at this stage, but are to be recorded so they can be reviewed later in the process.

## Ending the activity

Take a photograph of the map to keep with the project records.

Ask for a volunteer from the group to make a copy of the map on the white cloth (or plastic sheet or paper) using permanent marker pens.

Ask the group to display the map in a place where it can be seen by the whole community, explaining that it needs to be kept safe so it can be used later. It may be useful to make a permanent version of the map for public display in a central place.

Explain to the group that in the next activity the group will identify ways to make their shelter more safe.

Facilitate a discussion with the group on what it has learned during this activity and what it liked and did not like about this activity, and record any points for improvement.

Ask for a participant to record this activity and then present it briefly at the start of the next one.

## Notes

1. Let the participants make the map themselves: it's their community they are describing.
2. Allow plenty of time for this activity. It is the basis for the activities that follow and helps develop the capacity of the group to work together. Some people may find that it changes the way they see their community.
3. The community map will be referred to again when the group is:
  - Considering problems and possible solutions (Activities 4 and 5)
  - Planning (Activity 6)
  - Monitoring and evaluating progress.
4. Community members may not wish the group to visit their houses and discuss them. Raise this issue with the group before starting the visit and look for a solution together. One option is to visit only the houses of PASSA group members. Another is for the group members to make informal visits during the days between this activity and the next.
5. If there is no time to do the community visit during this meeting, the participants can be asked to visit their community informally in the days after the meeting and the map can be discussed and revised at the start of the next meeting, before moving on to the next activity.
6. Any points raised that relate to future steps in the PASSA process should be recorded and participants reassured that there will be an opportunity to deal with them later.

## Activity 3: Frequency and impact of hazards

### Purpose

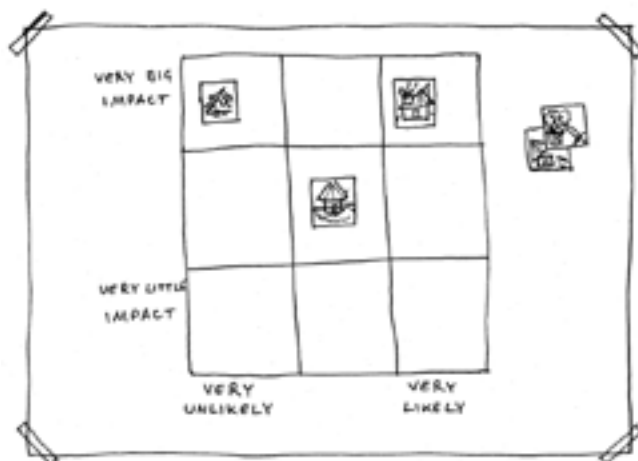
- To develop awareness of hazards faced by the community, and capacities and vulnerabilities related to those hazards
- To identify the most important local hazards for the PASSA group to focus on

### Time

- 1 to 1.5 hours

### Materials

- Drawings showing groups of shelters affected by various hazards: floods, strong winds, earthquake, fire etc. (drawing set A)
- Chart of frequency and impact of hazards, prepared as illustrated below
- Card or paper and marker pens to make additional drawings



## What to do

### Introducing the activity

Start by inviting the participant who volunteered at the end of the previous session to present a summary of the previous activity, then lead a group discussion to review what was learned.

Explain that in this activity the group will identify the most important hazards in relation to shelter safety in their community. This will help them find ways to make their shelter safer.

1. Divide the participants into subgroups of five to eight. Give each subgroup a set of the pictures of different hazards and explain that they all show the different types of hazard that may affect shelter in their community, as they discussed during Activities 1 and 2 (**Historical profile** and **Community mapping**). Check that all the participants have recognized what the pictures show, and explain the meaning if needed.
2. Ask the subgroups to try to agree where to put each picture on the chart according to:
  - How often the hazard occurs in the community or nearby communities or how likely they feel it is to occur
  - How big the impact is if and when it does occur.

If necessary, place one card on the chart as an example and then remove it, explaining that this is just a demonstration. Give the subgroups some card or paper and pens so that they can draw additional hazards if needed. Tell the subgroups they have 15 minutes to complete the task. See Note 2 below for more ideas on how to explain the task.

3. When all the subgroups have completed the task, invite them to present their charts.

## Discussion

When all the subgroups have presented their charts, lead a discussion on:

- Which are the most important hazards for shelter in the community (i.e., those that are the most frequent, those that have the greatest impact and critically those that have a high frequency and high impact)
- Who is most affected by these hazards in the community
- What the impact of these hazards is, in terms of injury, loss of life and damage to property
- What measures have already been tried to reduce the impact or frequency of these hazards.

Then ask the group to discuss and agree which are the most important hazards for shelter safety in the community. Encourage the group to choose between two and four hazards which will be the focus of the remaining PASSA activities. These should be placed on one chart that summarizes the opinion of the whole group.

## Ending the activity

Take a photograph of the chart to keep with the project records.

Ask for a volunteer from the group to make a copy of the chart on a piece of paper.

Facilitate a discussion with the group on what it has learned during this activity and what it liked and did not like about this activity, and record any points for improvement.

Ask for a participant to record this activity and then present it briefly at the start of the next one.

Explain that in the next activity the group will look at ways to reduce the impact of the hazards it has identified and select ways to protect its shelter.

## Notes

1. This type of chart may be very new to the participants, so take plenty of time to explain it step by step, placing cards as necessary to make it clear. Explain that the demonstration is to only make the process clear and that participants should decide among themselves where the cards should be placed.
2. If the participants find it hard to understand how to use the chart, you can try the following options for explaining it.

**Option 1:** Break the activity down into two steps. First, ask the participants to sort the pictures into three piles: a. hazards that are frequent/very likely; b. hazards that are less frequent/likely; c. hazards that are very infrequent/unlikely. These piles should be placed at the bottom of the chart under the three corresponding columns. Second, ask the participants to take each picture and place it in the same column on the line that corresponds to the level of impact the hazard creates.

**Option 2:** Mark the level of impact and frequency in each of the cells (squares) on the chart (as illustrated below) and explain this to the group, asking for a participant to read out the words and then check that everyone has understood their meaning.

|                                      |                                          |                                    |
|--------------------------------------|------------------------------------------|------------------------------------|
| Very big impact<br>Very infrequent   | Very big impact<br>Moderately frequent   | Very big impact<br>Very frequent   |
| Moderate impact<br>Very infrequent   | Moderate impact<br>Moderately frequent   | Moderate impact<br>Very frequent   |
| Very small impact<br>Very infrequent | Very small impact<br>Moderately frequent | Very small impact<br>Very frequent |

3. If the participants find that working with a chart is difficult, even with careful explanation, then the following method can be used instead as a way of prioritizing hazards.

Provide each subgroup with two sets of coloured tokens or beads and explain that one colour represents the frequency with which a hazard occurs and the other represents the impact of the hazard. Ask the participants to lay out the drawings of the different hazards and place on each drawing a number of tokens or beads that corresponds to the frequency of its occurrence: 1 = very infrequent, 2 = moderately frequent, 3 = very frequent. Then ask them to take the other set of tokens or beads and place the appropriate number on each drawing according to the group's judgement of the impact of the hazard: 1 = very small impact, 2 = moderate impact, 3 = very big impact. Then ask the subgroups to place their drawings in order according to the total number of tokens or beads placed on each one.

4. If members of a subgroup are unclear or not in agreement about certain hazards, do not provide advice. Instead, ask questions that might help them come to a decision. Do not be concerned if the group does not know enough to be able to judge exactly how frequent or likely hazards are or what their impact is. The purpose of this activity is to open the discussion on the most important and well-known hazards. The group may think of other hazards during the time between this activity and the next.

5. The hazards the group agree on are the most important in terms of their frequency and impact and will be used as the basis for the future PASSA activities, leading up to a plan for improving shelter safety. It is important to limit the number of hazards chosen, to focus the group's time and energy on areas where most important change can be made.

## Activity 4: Safe and unsafe shelter

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### Purpose

- To identify aspects of individual structures and the settlement as a whole that make the community vulnerable to priority hazards identified by the PASSA group
- To identify what can be done to make shelter safer in the community

### Time

- 2 to 3 hours

### Materials

- Drawings of the most important hazards identified by the group in Activity 3 (**Frequency and impact of hazards**) from drawing set A
- Three or four complete sets of 20 to 30 three-pile sorting drawings (drawing set B)
- Three or four sets of heading cards, one with the word 'Safe', another with the word 'Unsafe' and the third with the words 'In-between'.





## What to do

### Introducing the activity

Start by inviting the participant who volunteered at the end of the previous session to present a summary of the previous activity, then lead a group discussion to review what was learned. Ask if the group still agrees on the most important hazards that they want to focus on for improving shelter safety.

Explain that group members will first identify what makes a shelter safe (able to resist hazards, or sheltered from them) and what makes it unsafe (less able to resist hazards, or more exposed to them). Secondly, they will decide what would make shelter safer in their community.

Check that all the participants have understood what is meant by safe and unsafe shelter, and facilitate a discussion to clarify this if needed. Ask the participants to give examples from their observations in the community since the previous activity.

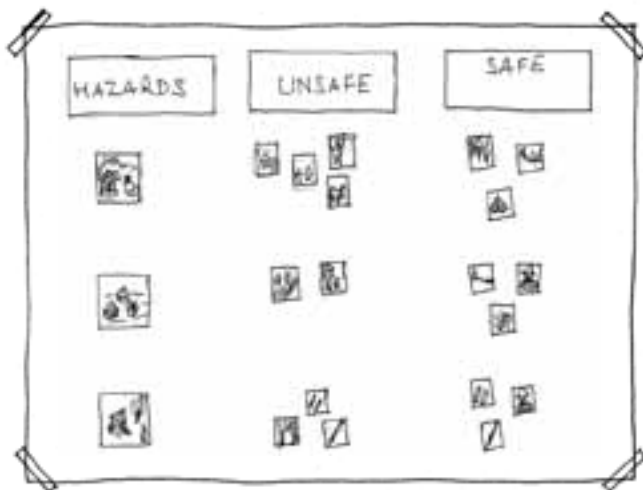
1. Ask the participants to form subgroups of five to eight people, one subgroup for each of the priority hazards that were chosen in Activity 2 (**Frequency and impact of hazards**). Give each subgroup the following:
  - Three heading cards – one with the word ‘Safe’, another with the word ‘Unsafe’ and the third with the words ‘In-between’;
  - A drawing that represents one of the priority hazards that were identified in Activity 2 (from drawing set A)
  - An identical set of 20 to 30 three-pile sorting drawings that reflect local shelter conditions (drawing set B).
2. Explain the task by asking each subgroup to consider the hazard they are concerned with and asking them to sort the drawings into three piles:
  - ‘Safe’: those which they think make shelter safe
  - ‘Unsafe’: those which they think make shelter unsafe
  - ‘In-between’: those which they think show things that are neither safe nor unsafe, which include some things that are

safe and others that are unsafe, or which they are not sure about.

Remind each subgroup to consider the hazard they are focusing on when they make their choices.

3. When the subgroups have finished this task, ask them to identify as many additional situations or features that create unsafe shelter as they can (in relation to the hazard they are considering), and to identify a 'safe shelter' solution for each problem they have identified. Provide paper and pens so that they can draw or write these additional 'safe' and 'unsafe' shelter cards. Encourage the participants to think of any problems or solutions they have seen, or heard of, that are relevant to their context and say that when the subgroups report, they will see how many additional cards each one has created.
4. Next, ask each subgroup in turn to lay out the drawings under the three headings ('safe', 'unsafe' and 'in-between') so that everyone can see, and explain to the other participants its selection and why it made these choices. Let the subgroup members answer any questions that the other participants raise, and explain that they can move drawings from one pile to another if they decide to after discussion. When all the subgroups have presented their work, identify which subgroup found the most additional 'safe' and 'unsafe' cards.
5. Ask participants to suggest any 'safe' and 'unsafe' cards that may be added, and provide paper and pens to allow them to do this. Encourage group members to use their imagination and not to restrict their thinking at this stage by concerns about how difficult the different 'safe' situations may be to achieve. Also, encourage group members to think of simple actions, such as keeping a bucket of sand in the kitchen in case of fire, or regularly inspecting their houses to check for damage by termites or damp.

6. Ask participants to place the drawings on the wall or on the ground as follows (see the example below): place the drawing of the hazards on the left, one above the other; place the 'unsafe' drawings to the right of each hazard, to indicate current shelter vulnerabilities; and place the 'safe' drawings further to the right, to indicate ways to increase shelter safety.



### Discussion

Ask the participants if they agree that the drawings on display represent the main hazards to shelter safety faced by the community, the main shelter problems that contribute to vulnerability and the possible ways to improve shelter safety.

Ask if there are any shelter safety problems that relate to more than one hazard.

Ask if there are any shelter improvements that help protect the community from more than one hazard.

If you observed any shelter safety issue in the community that is not shown in the collection of drawings, ask the participants if they had thought about the issue and let them decide whether or not they want to add it to the drawings.

### **Ending the activity**

Take a photograph of the sets of three-pile drawings laid out at the end of this activity with the hazard drawings visible, for project records.

Ask the group to keep a record of the activity by making a copy of the display.

Facilitate a discussion with the group on what it has learned during this activity and what it liked and did not like about this activity, and record any points for improvement.

Ask for a participant to record this activity and then present it briefly at the start of the next one.

Explain that in the next activity the group will look again at the ways it has identified to make shelter safer and decide which improvements it chooses to develop.

End the activity by asking the participants to take time before the next activity to look at their houses and the community as a whole and see if they can identify any additional safe and unsafe conditions.

### **Notes**

1. The 'in-between' drawings are important in this activity, to make it more challenging and to stimulate discussion. The drawings should not be used to test people's knowledge or to question their choices about shelter, but rather to provide a starting point for a discussion of local shelter safety conditions.
2. Leave the participants free to discuss and make their own choices about the drawings and avoid providing information. If someone asks a question about a drawing, ask if someone else has an answer.
3. If the group changes its analysis of the most important hazards during the course of this activity, take time to discuss this and, if necessary, change the priority hazards that are considered. It is important that the group keeps control and that the PASSA process encourages and accepts changes in thinking.

4. Make sure that all the drawings are available for the next activity (**Options for solutions**), in the order in which they were at the end of this activity. This requires sufficient sets of drawings to allow a set to be left in each community.
5. It is most important that the group does not restrict its thinking to the conditions illustrated in the drawings provided, as this will limit the range of options considered in the next activity for making shelter safer.
6. If possible, ask the artist to make drawings of the most useful 'safe' and 'unsafe' suggestions that come out of this activity, so that they can be included in the set of drawings for use in other communities.

## Activity 5: Options for solutions

### Purpose

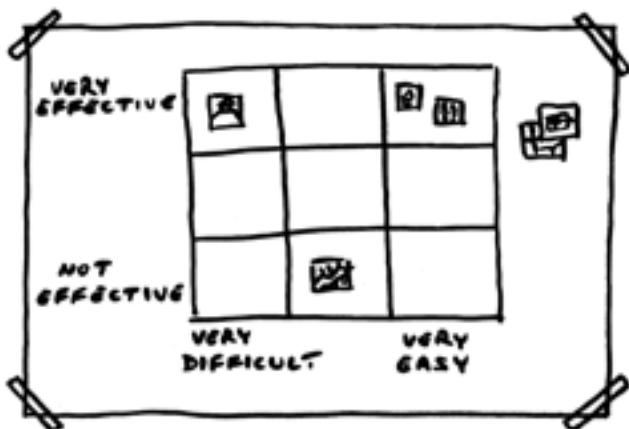
- To analyse options for improving shelter safety according to how effective they are and how feasible/easy they would be to put in place
- To identify the reasons why effective safety features have not yet been introduced in all or part of the community
- To identify community strengths and capacities for making changes

### Time

- 2 to 3 hours

### Materials

- The 'safe' piles from Activity 4 (**Safe and unsafe shelter**) (from drawing set A) relating to the three priority hazards chosen in Activity 3 (**Frequency and impact of hazards**)
- The hazard drawings (drawing set B)
- Sticky tape, pins, tacks etc.
- Paper and pens



## What to do

### Introducing the activity

Start by inviting the participant who volunteered at the end of the previous session to present a summary of the previous activity, then lead a group discussion to review what was learned.

Ask if any more ideas about safe and unsafe shelter came up since the previous activity and, if so, ask the participants to write or draw their ideas on cards so that they can be used in this activity.

Explain that the group will decide which solutions to the shelter safety problems it identified in the previous activity they want to develop.

1. Ask the participants to form subgroups, one for each of the priority hazards discussed during Activity 4 (**Safe and unsafe shelter**). Give each subgroup a set of cards relating to their hazard (a set includes the hazard drawing and any 'safe' shelter drawings identified in Activity 4 as relating to that hazard).
2. Ask participants in their subgroups to take the cards in the 'safe' pile and place each one where it belongs on the chart, according to their judgement of how good that solution is at improving shelter safety (how effective it is) and how easy or difficult it would be to put in place. If necessary, place one card on the chart as an example and then remove it. Tell the subgroups they have 15 minutes to complete the task. See Note 4 below for more ideas about how to explain this activity.
3. When all the subgroups have completed the task, invite them to present their charts.

### **Discussion**

When all the subgroups have presented their charts, lead a discussion on:

- How each subgroup has placed their cards. The full group may want to make some changes to the charts at this stage
- Which improvements to shelter safety the group would like to use, as individual householders or at a community level
- Capacities in the community for improving shelter safety
- The reasons why any of the effective measures for shelter safety identified by the group are lacking in the community
- The practicalities that would be involved in putting improvements in place.

Check to make sure that the participants are all clear about how effective and how feasible the different solutions are.

### **Ending the activity**

Take a photograph of the sets of options for solutions chart laid out at the end of this activity with the drawings visible, for project records.

Ask the group to keep a record of the activity by making a copy of the display.

Ask for a participant to record this activity and then present it briefly at the start of the next one.

Facilitate a discussion with the group on what it has learned during this activity and what it liked and did not like about this activity, and record any points for improvement.

Explain that in the next activity the group will make a plan to put its chosen options for improving shelter safety into action.



## Notes

1. The extent to which options considered by the group are 'easy' or 'difficult' depends on a number of factors such as whether or not they require outside support. If members of a subgroup are unclear or not in agreement about certain 'safe' options, do not provide advice. Instead, ask questions that might help them come to a decision.
2. If the participants find it hard to understand how to use the chart, you can try the following options for explaining it.

**Option 1:** Break the activity down into two steps. First, ask the participants to sort the pictures into three piles: a. options that are very effective at improving shelter safety; b. options that are less effective; c. options that are not very effective. These piles should be placed at the left of the chart at the start of the three corresponding lines. Second, ask the participants to take each picture and place it on the same line in the column that corresponds to how difficult the subgroup feels it would be to achieve that option.

**Option 2:** Mark the level of effectiveness and difficulty in each of the cells (squares) on the chart (as illustrated below) and explain this to the group, asking for a volunteer to read out the words and then check that everyone has understood their meaning.

|                                        |                                              |                                   |
|----------------------------------------|----------------------------------------------|-----------------------------------|
| Very effective<br>Very difficult       | Very effective<br>Moderately difficult       | Very effective<br>Very easy       |
| Moderately effective<br>Very difficult | Moderately effective<br>Moderately difficult | Moderately effective<br>Very easy |
| Not effective<br>Very difficult        | Not effective<br>Moderately difficult        | Not effective<br>Very easy        |

3. If the participants find that working with a chart is difficult, even with careful explanation, then the following method can be used instead as a way of prioritizing hazards.

Provide each subgroup with two sets of coloured tokens or beads and explain that one colour represents the level of effectiveness of the different shelter safety solutions and the other represents the level of difficulty of achieving each solution. Ask the participants to lay out the drawings of the different solutions and place on each drawing a number of tokens or beads that corresponds to how effective it is: 1 = not effective, 2 = moderately effective, 3 = very effective. Then ask them to take the other set of tokens or beads and place the appropriate number on each drawing according to the group's judgement of the difficulty of achieving the solution: 1 = very difficult, 2 = moderately difficult, 3 = very easy. Then ask the subgroups to place their drawings in order according to the total number of tokens or beads placed on each one.

4. It may be necessary to create more drawings if ideas come up in the group following the previous activity.

## Activity 6: Planning for change

### Purpose

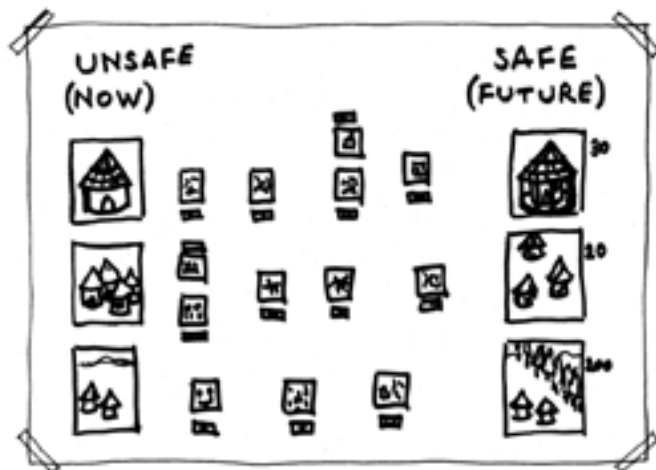
- To develop a plan to implement improvements in shelter safety
- To identify resources required from within and from outside the community for implementing the plan
- To agree who will take charge of each part of the plan

### Time

- 3 to 4 hours

### Materials

- *Planning cards* (drawing set C)
- 'Unsafe' and 'safe' shelter drawings brought forward from Activity 4 (*Safe and unsafe shelter*) (from drawing set B)
- Any additional drawings that have been made during the process so far to illustrate relevant shelter safety issues
- Pieces of paper or card
- Sticky tape
- Paper and pens



## What to do

### Introducing the activity

Start by inviting the participant who volunteered at the end of the previous session to present a summary of the previous activity, then lead a group discussion to review what was decided about the most effective and easy ways to improve shelter safety.

Explain that in this activity the group will work out what needs to be done to move from the present situation to one in which the community has safer shelter. To do this, the group needs to develop a plan and decide who will be responsible for each part of the plan.

1. Ask the group members to confirm which 'safe' drawings they want to use to show the situation they would like to achieve (representing the few most effective and easy ideas from the previous activity, **Options for solutions**). Ask them to find the 'unsafe' drawings that each of these 'safe' drawings is supposed to solve (from Activity 4, **Safe and unsafe shelter**). Remind the participants that each 'unsafe' situation may have more than one 'safe' solution, and vice versa.
2. Explain the task, as follows. Put one pair of 'unsafe' and 'safe' shelter safety drawings up on the wall or on the floor with a large space between them. Take a small selection of planning cards and demonstrate how they might be placed in a line between the 'unsafe' and 'safe' drawings to represent steps in the plan. Explain that this is only for demonstrating the activity and that the participants must decide themselves which steps are needed and in which order.
3. Ask the participants to work in subgroups, one for each pair of 'unsafe' and 'safe' drawings. Divide the pairs of 'unsafe' and 'safe' drawings between the subgroups and give each subgroup a set of planning cards and pieces of paper and pens. Ask them to look at the planning cards and arrange them in the order

they think would bring about the change from unsafe to safe shelter conditions. Tell them to use the blank paper to draw or write any additional steps they would like to include. Point out that some steps may happen at the same time as others and that some have to happen one after the other.

4. Give the subgroups 30 to 45 minutes to work out their arrangement of planning cards and then ask each subgroup to explain its plan to the other participants. Each subgroup should be prepared to answer any specific questions which might arise, although a more general discussion or debate should be limited until each subgroup has had a chance to present its work.
5. Ask the subgroups to arrange their plans one above the other so it is possible to see them all together. The plans that are likely to achieve the greatest benefits and that are likely to be the easiest to implement should be given priority and be placed at the top.

### Discussion 1

After the presentation, encourage a group discussion aimed at reaching an agreement on a common plan. The discussion should cover:

- The quantities for any change that is planned. For example, if one 'safe' situation represents a specific improvement to make safer houses, the group should decide how many should be planned for. The quantities agreed should be written on the 'safe' pictures. Explain that these quantities can be changed if the group feels later that they were too low or too high
- The amount of time necessary to carry out the different activities and the plan as a whole
- Any links between different parts of the plan – e.g., activities such as community meetings that can serve more than one part of the overall plan, or activities that may conflict with each other by competing for limited resources such as the time available to specific individuals

- What difficulties they might discover in trying to carry out these steps
- What resources they might need to carry out these steps, and when the resources need to be available.

6. Now ask the group to decide who should carry out each of the steps identified in the plan. The group should discuss together each step and the type of personal qualities and skills needed to carry it out, then decide who should do each step. When they have decided who will be responsible for each step, they should write the name(s) on a piece of paper and stick it below that step on the plan.
7. When the tasks have been allocated, ask the group to discuss and agree on who will coordinate the people carrying out the steps in the plan. If the plan includes several 'safe shelter' situations to achieve, each one may need a separate coordinator. Write the name(s) of the coordinator(s) above the *planning cards*. Explain that this step of choosing coordinators within the PASSA group is an important part of the group taking responsibility for the plan. Explain also that the coordinators chosen must be people who can understand the plan and are able to monitor progress.
8. Invite the selected person(s) to coordinate the rest of the meeting. This will cover developing a time frame for completing each part of the plan. Support the coordinator(s) as needed and check that they are really able to carry out this task.
9. Ask the group to review the amount of time each step will take to complete and then to record this information on pieces of paper placed or stuck above the *planning cards*. Ensure that the group thinks about including regular PASSA group meetings in the plan.

## Discussion 2

Facilitate a discussion on:

- The feasibility of each of the parts of the plan. If external resources are required for achieving any aspects of the plan, ask if there are specific activities in the plan to identify and mobilize those resources
- Any additional skills the people responsible for the plan may need (e.g., financial management) and what training may be required. These should be included in the plan
- How the group can check that people are doing what they are responsible for
- What the group can do if tasks are not carried out, or if there are major delays.

## Ending the activity

Ask for a participant to make a copy of the plan on a piece of paper so that it can be shared with other community members and used for the next activities.

Take a photograph of the plan to keep with the project records.

Facilitate a discussion with the group on what it has learned during this activity and what it liked and did not like about this activity, and record any points for improvement.

Ask for a participant to record this activity and then present it briefly at the start of the next one.

Explain that in the next activity the group will check the plan to see if it has any major faults and then decide how it will follow progress of the activities in the plan.

## Notes

1. Encourage the participants to be as realistic as possible, given what they know about the resources available and commitment likely from within the group and the wider community. At the same time, try to avoid giving advice or directing the group in one direction or another with the plan.

2. The plan should identify actions that can only be taken by the PASSA group or other community members who commit to work with the group. It may be that the group identifies the need for external assistance to achieve some of the plan. In this case, they should discover what specific action the group needs to take to mobilize that external assistance and put that action in the plan, with a person identified to take responsibility. If the Red Cross Red Crescent or other organization intends to provide assistance to help achieve parts of the plan, you should know beforehand at what stage this information should be shared with the group.
3. If the group is not willing to be responsible for change (indicated by allocating most tasks to outsiders), you will need to facilitate a discussion about why they are not prepared to take responsibility, if they actually consider shelter safety to be a problem and, if so, whether or not they think the plan they have designed will solve the problem.
4. If you see that responsibilities for the plan are not balanced in terms of gender, or on the other hand if the plans do not take account of normal gender roles in the community, raise this issue with the group. Ask if they have noticed this. Ask if it may cause a problem in terms of disempowering women or men, or placing an unfair burden of work on women or men. If so, encourage the group to find solutions.
5. If there is not enough time to complete the whole activity in one session, it can be split into two by breaking at the end of Discussion 1. However, it is better to do the whole activity in one session if possible.



## Activity 7: Problem box

---

### Purpose

- To think about possible problems in implementing the plan to make improvements in shelter safety
- To seek solutions to these problems
- To identify possible changes needed in the plan

### Time

- 1 to 1.5 hours

### Materials

- Paper and pens
- Container (hat, basket, box etc.)
- The action plan for safe shelter from the previous activity



## What to do

### Introducing the activity

Start by inviting the participant who volunteered at the end of the previous session to present a summary of the previous activity, and then lead a group discussion to review the main points in the action plan.

Explain that in this activity the group will identify things that may possibly go wrong with the plan and find ways to solve these possible problems. Explain also that the more potential problems are identified and resolved at this stage, the more likely it is that the plan will succeed.

Ask for the action plan to be displayed where it can easily be seen. Request the participants to arrange themselves in a large circle so they can all see and hear each other.

1. Ask all the participants to consider the action plan and write on a piece of paper a problem they think might arise with the plan. Ask them to answer this problem in the form of a question or a drawing. For example: *‘What would we do if the carpenter leaves the community?’* If any participants have difficulty writing or drawing, they can ask a neighbour to do this for them.
2. Ask a group member to collect all the problems in the container, which is the **problem box**.
3. When all the problems have been collected, pass the **problem box** to one participant and ask them to pick out a piece of paper and answer the question and then pass the box on to the next person, and so on until all the questions have been dealt with. Participants who pick their own question should be asked to replace it and pick another. Give the group plenty of time to discuss the answers. If a participant cannot answer a question, the question can be answered by someone else in the group.
4. Ask the participants to place the problems into four categories as they proceed.

|                                                                                                                                                                                                                                                |                                                                                                                                                                                                                           |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Pile 1:</b> problems the group can deal with by itself without any change to the plan</p>                                                                                                                                                | <p><b>Pile 2:</b> problems the group can deal with by itself, but that need some change to the plan. Ask the group to record the necessary change so that the plan can be modified</p>                                    |
| <p><b>Pile 3:</b> problems that cannot be solved by the group, but that can be solved with outside help. Ask the group to note the source of outside help, and how that help should be obtained, on the piece of paper next to the problem</p> | <p><b>Pile 4:</b> problems for which the group cannot think of a solution (including receiving outside help). Ask the group to discuss and record any necessary changes to the plan to take account of these problems</p> |

5. Ask the people responsible for each part of the plan to make any necessary changes resulting from this activity. They should mark the changes on the plan for all to see.

### Ending the activity

If the plan of action has been revised, ask for a participant to make an updated copy of the plan on a piece of paper.

Take a photograph of the plan to keep with the project records.

Facilitate a discussion with the group on what it has learned during this activity and what it liked and did not like about this activity, and record any points for improvement.

Ask for a participant to record this activity and then present it briefly at the start of the next one.

Explain that in the next activity the group will decide how it will follow progress of the activities in the plan.

### Notes

1. The questions asked in this activity will reveal the group's fears and expectations now that it has come this far. Give as much time as required to deal with any of the issues that arise.

2. The changes required in the plan of action to deal with the problems identified are likely to involve making it more realistic. They may include reducing its scale (e.g., improving 100 houses rather than 200), reducing its scope (e.g., taking out one or more activities altogether), changing technologies (e.g., using local materials rather than manufactured ones) and extending the time frame (e.g., allowing three months to clear the drainage system rather than just one month).

## Activity 8: Monitoring plan

### Purpose

- To develop a procedure for checking progress (improvements in shelter safety)
- To decide how often to monitor and who should do this
- To set a date for the evaluation activity

### Time

- 2 to 3 hours

### Materials

- Tool: *monitoring chart* (you should prepare this on two sheets of flipchart paper before travelling to the community – see the illustration below)
- Paper and pens
- Safe shelter options drawings from the *Planning for change* exercise (Activity 6)

| GOALS<br>(SAFE SHELTER) | HOW MANY<br>(NUMBER) | INDICATOR<br>(WHAT TO MEASURE) | HOW TO MEASURE | FREQUENCY OF MEASURE | WHO WILL MEASURE |
|-------------------------|----------------------|--------------------------------|----------------|----------------------|------------------|
|                         |                      |                                |                |                      |                  |
|                         |                      |                                |                |                      |                  |
|                         |                      |                                |                |                      |                  |
|                         |                      |                                |                |                      |                  |
|                         |                      |                                |                |                      |                  |

## What to do

### Introducing the activity

Start by inviting the participant who volunteered at the end of the previous session to present a summary of Activity 7 (**Problem box**). Then lead a group discussion to review any changes made to the plan and to confirm its final content.

Introduce this activity by explaining that the group will decide how they are to measure progress in achieving the goals they chose in Activity 6 (**Planning for change**).

1. Have a monitoring chart ready (see illustration on previous page). This is an extension of group's plan from Activity 6 (**Planning for change**) that starts with the 'safe (future)' column of the plan. The chart should have six columns:
  - *Goals*: 'safe (future)' drawings chosen by the group in the **Planning for change** activity – e.g., safer houses
  - *How many*: e.g., how many houses are to be improved
  - *Indicator*: what should be measured – e.g., the number of houses improved. Indicators should be easy to measure, and should provide information that tells the group directly whether or not the plan is making good progress
  - *How to measure*: how to check the progress being made – e.g., how to check the number of houses improved (discussions with householders, house visits etc.)
  - *Frequency*: how frequently the indicator should be measured (every week, every month etc.)
  - *Who will measure*: who will be responsible for measuring progress – e.g., who will go and count the improved houses and keep records to inform the PASSA group.
2. Have the participants work together in one group. Ask the people who were selected to coordinate the plan during Activity 6 (**Planning for change**) to facilitate this activity.

Explain that they will be helping the group to agree on how it will check that the plan it agreed during the last meeting is actually carried out. Ask them to stick the drawings representing their goals ('safe' drawings) on the left-hand side of the chart.

3. Ask the coordinator(s) to continue to fill in the columns on the chart, making sure they have clearly understood what is to go in each column (see step 1 above). You may need to help them by providing an example to illustrate the process, but avoid influencing their decisions. If necessary, take time with the coordinator(s) individually to explain the task and check they have fully understood.

### Discussion

After the chart has been filled in, facilitate a group discussion to check that the people chosen to carry out the monitoring plan are comfortable with this responsibility and have fully understood what it involves.

Ask the group for their ideas about how to involve other members of the community in checking progress and the achievement of the project goals.

Encourage the group to decide how monitoring information will be recorded and shared with the group and how the group will decide what to do in case the project does not go according to plan.

Remind the group that this is the last activity before starting to carry out its plan. Discuss and agree arrangements for ongoing support to the PASSA group, including one or more activities to monitor and evaluate progress.

### **Ending the activity**

Ask for a volunteer from the group to make a copy of the monitoring plan on a piece of paper. Take a photograph of the plan to keep with the project records.

Facilitate a discussion with the group on what it has learned during this activity and what it liked and did not like about this activity, and record any points for improvement.

You may end the session with some form of activity to celebrate the group's achievements so far. Agree with your supervisor what would be appropriate in the context in which you are working.

### **Notes**

1. Encourage the group to include both women and men, and people from different sections of the community within the PASSA group, in monitoring roles.
2. It may be appropriate for the coordinators of the different parts of the plan to act as monitors. This makes things simpler, but there may be a risk of loss of transparency or suspicion of unfairness, particularly when it concerns activities involving the use of money or other resources. If this is the case, monitoring should be done by someone who is not the coordinator.
3. This activity can involve a lot of writing. If the participants have difficulty in reading and writing, you may use alternative ways of doing the activity. For example:
  - Instead of writing the goals in words on the chart, participants could place under the 'goals' headings the drawings that represent the activities or shelter features they want to carry out or construct
  - Drawings or symbols can be used to represent ideas or words and to identify individuals responsible for carrying out activities and monitoring progress.







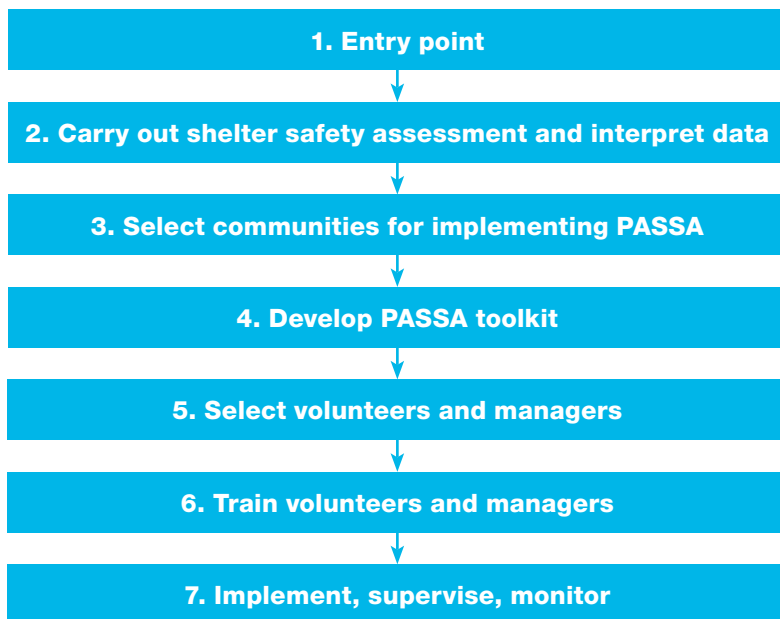
PART 2/  
GUIDANCE FOR  
MANAGERS

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This section provides guidance for National Societies wishing to use PASSA, to help them to create appropriate national capacity, in terms of human resources and tools. Preparatory steps include: assessment (with or without a VCA); development and production of the toolkit of drawings and other materials based on shelter safety issues identified in the assessment; selection of volunteers; design and implementation of a volunteer training programme (hardware and software); pilot testing with communities; and updating the toolkit and potentially revising PASSA activities. The implementation of PASSA then requires managing, including supervision of volunteers and the monitoring of results. These steps are illustrated in the flowchart below and explained in detail in the following sections.

One to two months should be allowed for steps 1 to 7. Step 8, *implementation*, may also take one to two months per community.

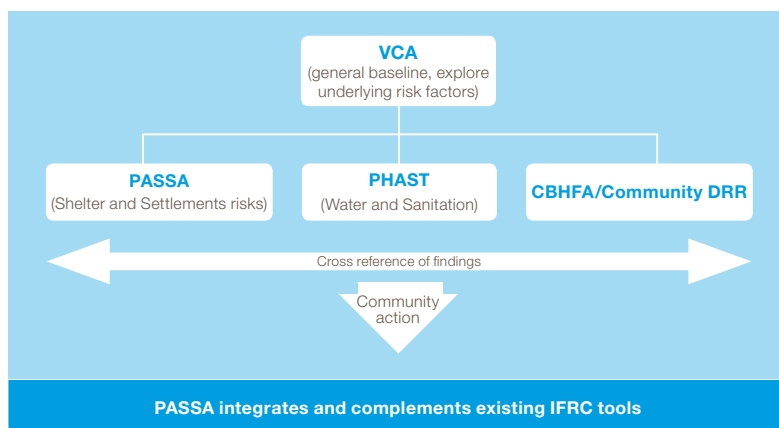


# 1. Entry point

There are several possible entry points for PASSA, as listed below. They are not mutually exclusive.

- **VCA:** shelter safety may be identified as a priority by a VCA. PASSA leads on very logically from VCA, and shares some tools for problem identification and analysis.
- **Recovery programme:** PASSA may be used to support shelter recovery programming following a relief response, and may be used towards the end of a shelter programme to help communities establish mechanisms to sustain shelter safety.
- **Other participatory or community-based approaches:** when volunteers work with Participatory Hygiene and Sanitation Transformation (PHAST), or with Community-Based Health and First Aid (CBHFA) shelter safety may arise as an issue of concern to communities.

Whatever the entry point, PASSA should not be used in isolation but in a way that supports other Red Cross Red Crescent actions and community initiatives.



## 2. Assessment

---

A specific assessment process is needed before implementing PASSA, as follows:

- ↳ Map significant hazards, capacities and vulnerabilities
- ↳ Map shelter typologies, construction processes, settlement features and technical challenges faced by communities
- ↳ Choose zones for intervention, define intervention type and resources needed
- ↳ Identify social, economic, cultural and institutional features of the communities and their contexts in the intervention zones, including conflict and gender roles and relations
- ↳ Develop an appropriate toolkit and training sessions for volunteers.

This assessment would normally be done as the basis of a shelter programme, of which PASSA would be a part.

Some information relating to shelter will already be available if a VCA has been carried out. If so, this should be used as the starting point. Other relevant information from a VCA should be used to also understand the context within which PASSA is carried out.

Assessments should be made using consistent methods for data collection by multidisciplinary teams trained in those methods, using standard formats for reporting and mapping data. This is particularly important in large and varied contexts where it is necessary to have comparable information for decision-making. A shelter specialist and social science specialist are essential for designing and managing the assessment and interpreting the findings.

## 3. Selecting communities for intervention

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### 3.1 Selection criteria

Possible criteria for selecting zones and communities for a shelter safety intervention based on PASSA include the following:

- A region where shelter safety is of significant concern to communities, in absolute terms or in relation to other concerns
- Reasonably stable communities with some sense of ownership of their shelter and settlement
- Communities with a certain level of social unity where a small community group may have influence on the community as a whole
- Communities where householders have a tradition of construction and/or maintenance of their own houses and environment
- A reasonably good security situation
- A positive legal context
- Supportive local authorities.

### 3.2 Selection process

Selecting communities for PASSA commonly requires the following steps, after the assessment described in Section 2 above has been carried out:

- Informing local authorities and relevant government ministries (agriculture and forestry, public works, planning etc.) at district level and identifying potential communities for using PASSA
- Consulting potential communities for using PASSA and identifying those that best fit the selection criteria and where there is a strong expression of interest.

Communities may also be selected directly through a VCA. It may be more appropriate in some contexts to finalize the selection of communities after the choosing and training of volunteers and managers, and developing the PASSA toolkits.

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## **4. Creating drawings and toolkits**

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This section provides guidelines on preparing a set of tools as well as sample lists of the types of drawings that are needed. These lists are provided as a guide only – toolkits must be developed with drawings that match the customs, religion, class, dress, interpersonal relationships and lifestyle. The types of activities, buildings, facilities, vegetation and animals shown should be like those within the area where PASSA is implemented.

### **4.1 Why drawings are important**

The drawings suggested for each activity in this guide are essential parts of the PASSA process. They stimulate discussion and empower both literate and illiterate people to speak out in group sessions. For this reason, the development of the drawings requires careful work with an artist.

The collection of all drawings, divided and stored according to each activity, is called a ‘toolkit’. While ‘drawings’ are commonly referred to here, other visual aids such as photographs and models may be used.

### **4.2 Steps in making a toolkit**

Making the PASSA toolkit involves the following steps:

- ↳ Selecting the artist
- ↳ Explaining to the artist the methodology underlying the PASSA approach so that the purpose of the drawings is clear
- ↳ Visiting the local communities with the artist to get them familiar with the surroundings so that the drawings are realistic
- ↳ Producing a practice set of drawings
- ↳ Pre-testing the drawings in a local community and during the PASSA training



- Producing the final set of drawings
- Producing sets of laminated copies of the drawings for use in the communities.

The whole process may take up to a month.

### 4.3 Artist's fees and costs

The following points should be considered when estimating the cost of making the toolkits.

The artist's fees should be agreed before they start work. It is best to make a flexible arrangement – e.g., by calculating the time required to produce the necessary set of drawings, plus time for community visits and attending the training workshop, all calculated on a daily fee basis. Then if some drawings need changing, if additional drawings are needed, or additional community visits are required, it is clear what rate is to be paid and this avoids tension arising about money. It is worth spending a little extra on a good artist if they produce what is needed, as their work is such an important element in PASSA and is a relatively small part of the total cost of implementation.

Travel and subsistence costs for community visits and the PASSA training workshop should be included.

The cost of materials needs to be taken into account too, including paper and paints, making copies of drawings, laminating them and providing folders in which to organize them.

### 4.4 Selecting an artist

It is good to work with an artist who lives in the area where PASSA will be used, rather than someone from out of the area. They will be more likely to understand the local context, and can more easily visit the communities to make the drawings and attend some of the PASSA activities.

Several artists should be invited to show their work so that an initial selection can be made. It is helpful to ask them to produce a line drawing of a scene, from life, including people and buildings, as a selection test. This will make it possible to see how fast they work and how well they draw people, landscapes and building details, all of which are important.

The artist should also be available for the time required to produce the initial drawings, participate in the training workshop and then to make any necessary revisions once implementation starts. They should be flexible and ready to redraw their work if needed.

#### **4.5 Explaining the task to an artist**

The artist needs to understand the PASSA methodology and participatory approach, so it is clear to them that what is needed is not very detailed drawings with specific messages, but images that stimulate ideas and provide examples for people to consider and analyse. The artist should understand also the style of drawing that is required – simple, clear and understandable to local people. It is useful to have some samples of drawings to show the artist to help them understand what is required. See Part 4 (*Guidance for PASSA Artists*) for some examples. It helps to talk them through the PASSA activities, particularly those ones that use drawings.

#### **4.6 Visiting the community**

The artist should walk around the community together with a shelter specialist and volunteer(s) to become very familiar with the way people dress, where they live, the type of shelter, settlement and facilities they have including the environmental situation, and any problem areas in the community, particularly those relating to safe shelter. They should draw rough sketches and take notes and photographs of what they see, so that later it will be easier to discuss the drawings that will be needed.

Soon after the visit, a list of drawings needed should be made so that the artist can start making sketch drawings.

#### 4.7 Other sources of images

The artist can use existing materials for communicating about shelter safety as a basis for their work. These materials may include photographs, posters and flipcharts, or details of construction diagrams. Any existing materials used in this way should be redrawn so that a consistent style is produced, and so that the content can be changed if needed.

#### 4.8 Supervising the artist's work

The artist should be closely supervised by a shelter specialist as they work, to be sure that the technical details are correct and clearly illustrated, as well as people and landscapes. This is particularly important if the artist has a fine arts background rather than a technical drawing one. It is best to agree a set of sketches first, before making finished drawings.

#### 4.9 Quality of drawings

Drawings made for PASSA activities are generally simple line drawings. It is best if the original drawings created for a prototype toolkit are first made as black and white line drawings. These drawings can then be adapted to reflect local regional situations and can be coloured before copying for use if this makes them easier to understand. See Part 4 (*Guidance for PASSA Artists*) for more details.

#### 4.10 Pre-testing the drawings

It is essential to pre-test toolkits with one or two of the communities where they are intended to be used, using clear evaluation criteria, including the following:

- ↘ Do community members feel the drawings reflect their culture and habits and living conditions?
- ↘ Are the appropriate set of construction types, construction details and settlement details represented clearly?

- Is the drawing style adequate – do the community members interpret the drawings as intended?

The toolkits can also be pre-tested during the PASSA training workshop as they are used when the volunteers practise facilitating the PASSA activities. The volunteers and trainers may identify drawings that do not illustrate well what they should, and any additional ones that are required.

#### **4.11 Revising the drawings during implementation**

It is important, particularly during the early stages of implementation, to evaluate the toolkits using the criteria listed in Section 4.10, so that the artist can make any revisions and additions needed. Thereafter, if there is significant feedback on the toolkits from PASSA groups or volunteers, this should be taken into account. It is therefore important to have an arrangement to keep the artist involved.

#### **4.12 Organizing and storing toolkits**

Master copies of all drawings should be in black and white and should be stored in a safe place. The drawings should also be scanned and stored electronically. The hard and electronic copies should be organized into folders according to each activity so that they can be easily located and photocopied or printed as needed, and then laminated to make the toolkits for volunteers to use.

Each volunteer should have one toolkit per community in which they work. Each toolkit requires three copies of drawings as they are used in subgroups. A folder with divided pockets is ideal for storing and organizing drawings. The drawings should be divided into their specific activities. If the PASSA groups in each community choose to keep their toolkits after the end of the PASSA activities, then a new toolkit will be needed for each new community where PASSA is implemented.

It is probable that new drawings are created during the use of PASSA, particularly within the first few communities assisted. If possible, the same artist should be asked to produce these additional drawings, which should then be copied, laminated and numbered, and included in the toolkits.

## 5. Selecting managers and volunteers for PASSA

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### 5.1 Managers

The main task of the manager of the PASSA process is to select, train and supervise volunteers who carry out participatory techniques. It is essential that the manager has substantial experience in this field and is committed to the approach. The manager should be able to manage all aspects of programming where flexibility is required (proposals, reporting, negotiating changes etc.), and also has a key role in coordination with local authorities.

In addition, the PASSA manager needs sufficient technical background to be able to train and support volunteers and, in some cases, provide technical advice. Although the technical issues to be managed in the contexts where PASSA is likely to be implemented are not that difficult, in some contexts there may be more complex structural or settlement issues that require specialist expertise in shelter and construction.

On small projects the PASSA manager may be the manager of the whole shelter safety project. On large projects it may be necessary to have one person with a social sciences background managing PASSA and another with a shelter background managing technical interventions, with the two working very closely together.

### 5.2 Volunteers

Selecting the right volunteers to be PASSA facilitators is essential. Below is a list of recommended selection criteria for PASSA volunteers.

***Suggested selection criteria for PASSA volunteers***

- Is a high school graduate or above
- Is a good communicator
- Is confident with a group
- Is able to help others to express themselves
- Is able to provide a strong link between the community and the National Society
- Has faith in the ability of people to find creative and appropriate solutions to their own shelter problems

Volunteers should be carefully chosen and then closely observed during the PASSA training to ensure they really do have the skills and attitude required to be PASSA facilitators.

## 6. Training for volunteers and managers

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### 6.1 Volunteers

The PASSA training for volunteers takes five days and includes an opportunity for all participants to practise facilitation and to experience the activities from the perspective of a PASSA group member. The detailed PASSA training package is presented in a separate volume.

The training programme is based on the PASSA manual and should be adapted locally using the initial toolkits developed (see Section 4 above) for the programme that is planned. It is advised that the course be facilitated by a training team composed of a PASSA trainer and at least one other person who will manage the volunteers. A shelter specialist is required for part of the training programme.

The volunteers should be provided with the following sections of the PASSA manual in their working language for the training and subsequent use:

- ↳ Introduction
- ↳ Part 1 – PASSA Activities
- ↳ Part 3 – Guidance for Volunteers
- ↳ Part 4 – Guidance for PASSA Artists
- ↳ Annex 2 – Energizers.

### 6.2 Managers

Managers should normally be recruited and trained first, so they can then help manage and train volunteers. The duration and content of training required for managers will vary according to their level and type of experience. Their training should take into account the skills outlined in Section 5.1 above.

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## 7. Implementation, supervision and monitoring

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### 7.1 Planning

Implementation requires full-scale production of the toolkits (see Section 4 above), consumable stationery items, and transport and daily allowances for volunteers, managers and local branch staff involved. Volunteers should be provided with digital cameras or mobile phones with camera functions so they can take photographs of the PASSA group's charts, maps and other materials.

It is advised to have volunteers working in teams of two, one man and one woman if possible. The same volunteers should stay with each PASSA group through all the activities, to build a relationship of trust and understanding. Each pair of volunteers will be able to hold one PASSA meeting per day in most circumstances, allowing for travel time. A maximum of two meetings per community is advised. The number of communities supported by each pair of volunteers at any one time will be limited by the volunteers' availability and the acceptable numbers of hours per week of volunteered work.

The speed and scale of implementing PASSA will vary greatly according to the scale of the shelter programme, its timetable and the context in which it is implemented. In some situations, PASSA may be implemented over several years in different parts of the same country in support of a number of shelter programmes. In others, it may be a one-off component of a shelter response, taking from one to two months to carry out.

### 7.2 Supervising PASSA volunteers

Good supervision is a key to success, especially in the period directly following training when the volunteers are practising their PASSA facilitation skills at community level for the first time.

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The PASSA manager should act as a mentor for newly trained volunteers, helping them to correct any errors they may be making in facilitation and to gain confidence.

The PASSA manager must have followed a PASSA training and possibly a 'training of trainers' course. They should understand the tool and facilitation skills well enough to be able to understand the issues that volunteers raise when they report on their activities, so as to identify problems and help find solutions. If volunteers have made mistakes in facilitating an activity, it is important to not simply explain the activity again but to go through it step by step to understand the problem and find a solution together.

PASSA managers also need to support volunteers concerning the decisions and plans made by the PASSA groups. The volunteers should provide information regularly so that managers can monitor progress in each community and plan how the shelter programme can support any initiatives the groups develop.

Volunteers can be supervised through regular meetings with the whole group of volunteers implementing PASSA, weekly or after each PASSA activity, and through occasional visits to see how the volunteers facilitate a PASSA activity.

**For further support on the role of volunteers refer to PART 3. guidance for volunteers using PASSA.**

#### *Regular supervision meetings*

The regular meetings are a good opportunity for volunteers to exchange experiences and provide feedback about the PASSA activities and developments in the PASSA group and within the community as a whole. The meetings should be managed in a way that encourages this exchange and allows volunteers' input to improve practice. A short monitoring form or checklist can be a useful way to structure these meetings.

### Supervision visits

Visits to see the volunteers in action need to be managed carefully so as not to lessen the volunteers' confidence and to make it clear to the PASSA group that the volunteers remain responsible for facilitating the meeting. The following checklist can be used when observing volunteers facilitating a PASSA activity:

- Did the volunteers introduce the activity appropriately?
- Did the volunteers arrange the participants in the space for easy discussion?
- Did the volunteers give clear instructions for the activity?
- Did all members of the group talk and participate in the activity?
- Did the group do the tasks as intended?
- Did the volunteers facilitate a lively and focused discussion?
- Did the volunteers handle the materials appropriately?
- Did the volunteers encourage the group to reach its own conclusion?
- Did the volunteers end the session appropriately?
- Did the volunteers manage time and energy effectively?
- Did the volunteers work well as a team?

After observing an activity, feedback should be given quickly to the volunteers, including what went well, what did not go well. The feedback meeting should end with an agreement between the manager and volunteers about any actions to be taken for improvement, and any positive lessons to be shared with other volunteers.

### 7.3 Coordinating with other stakeholders

It is important to coordinate with local authorities throughout implementation, including providing updates on progress and initiatives the PASSA groups come up with, as well as coordination of any assistance that the National Society provides to support shelter safety. It is particularly important to involve local key stakeholders if the PASSA activities are likely to lead to plans

of action that require support from local authorities and other development actors. Care should be taken, however, not to create unrealistic expectations on the part of the PASSA groups and their communities regarding the influence the National Society may have on other actors.

#### **7.4 Dealing with legal and social obstacles to improving shelter safety**

In many situations the central cause of unsafe shelter is not technical but legal or social. For example, the community may be in an informal, semi-urban settlement with no legal tenure and where the local authorities may refuse to allow shelter improvements or infrastructure development. In other cases there may be social conflict which makes it extremely difficult to organize activities in the community. In others, there may be major infrastructure works required to make really effective and long-lasting improvements to shelter safety which are beyond the power of the community to influence. Volunteers should try to identify these problems with the group at an early stage, and guidance should be provided by the shelter specialist. The plans of action that are created through the PASSA process should remain realistic, and should include measures that can be taken to make practical and affordable improvements to shelter safety, even if the bigger problems cannot be solved in the short term.

#### **7.5 Managing conflict**

It may happen that a conflict exists or arises in the community where PASSA is being implemented, connected in some way to PASSA or the shelter intervention more generally. This may be conflict between individuals or social groups, including women and men in the community. PASSA could potentially create or worsen conflict because it causes competition for resources, power or status within the community. It may be that conflict makes it difficult or impossible for PASSA to have a positive impact. Managers should be watchful and encourage volunteers

to share any concerns they have relating to conflict during regular monitoring meetings.

For more information about managing conflict, see the IFRC *Better Programming Initiative* leaflet.

### 7.6 Monitoring and reporting

The specific requirements for monitoring and reporting on PASSA implementation will depend on those for the shelter programme it supports. As a minimum, the following information should be gathered:

- Per district: progress on implementing PASSA activities, constraints and achievements
- Per community: key decisions taken, changes in group dynamics, attendance of participants, interactions with the rest of the community and external stakeholders
- Per community: material changes made to shelter safety as a result of PASSA; support requested from the National Society/shelter programme; support provided by the National Society/shelter programme or other actor.

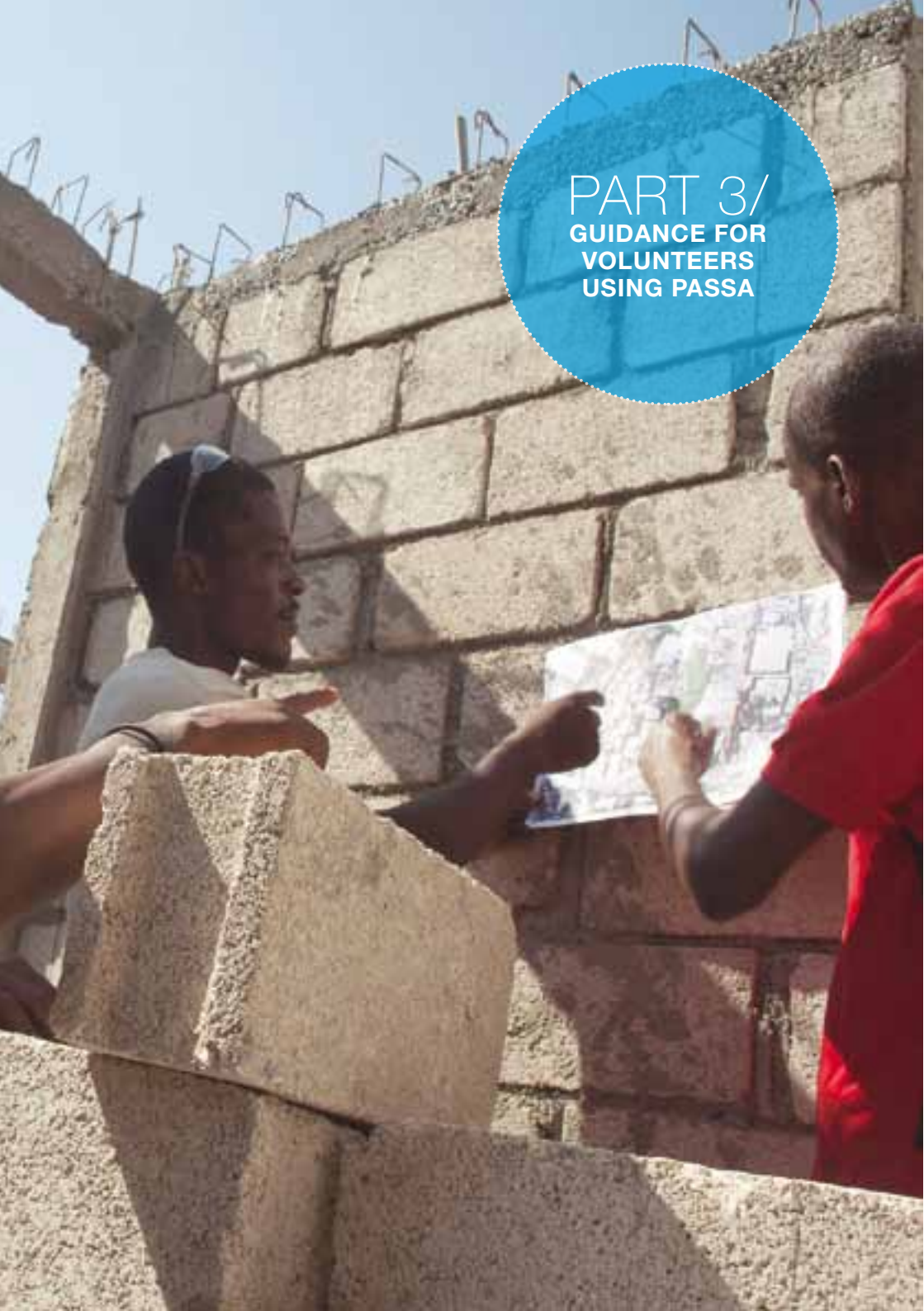
A standardized monitoring form for volunteers and a summary form for collating volunteers' data should be developed for recording and communicating monitoring data. Photographs of PASSA activities should be carefully sorted to remove any that are not useful, and those that are kept should be filed for each activity per community.

### 7.7 Revising and improving PASSA activities and toolkits

With experience, the volunteers will probably start to make some changes to the way in which they facilitate the PASSA activities. Any improvements should be shared with other volunteers, and the instructions for the activities can be changed for future use. However, care should be taken to ensure that any changes do not weaken the activities or change their purpose.

The toolkits should be reviewed periodically also, to replace or modify drawings as required, based on the experience of the volunteers. Each time a change is made, all of the volunteers' toolkits should be updated. If possible, the artist who made the original drawings should be asked to make the amendments.



A photograph of two men at a construction site. They are standing in front of a partially built wall made of large, light-colored concrete blocks. The man on the left is wearing a grey t-shirt and has a white visor on his head. The man on the right is wearing a red t-shirt. They are both looking at a large map or blueprint that the man in red is holding. The background shows the top of the wall with rebar protruding, and the sky is clear and blue. A large blue circular graphic with a white dotted border is overlaid on the top right of the image, containing the text 'PART 3 / GUIDANCE FOR VOLUNTEERS USING PASSA'.

**PART 3 /  
GUIDANCE FOR  
VOLUNTEERS  
USING PASSA**



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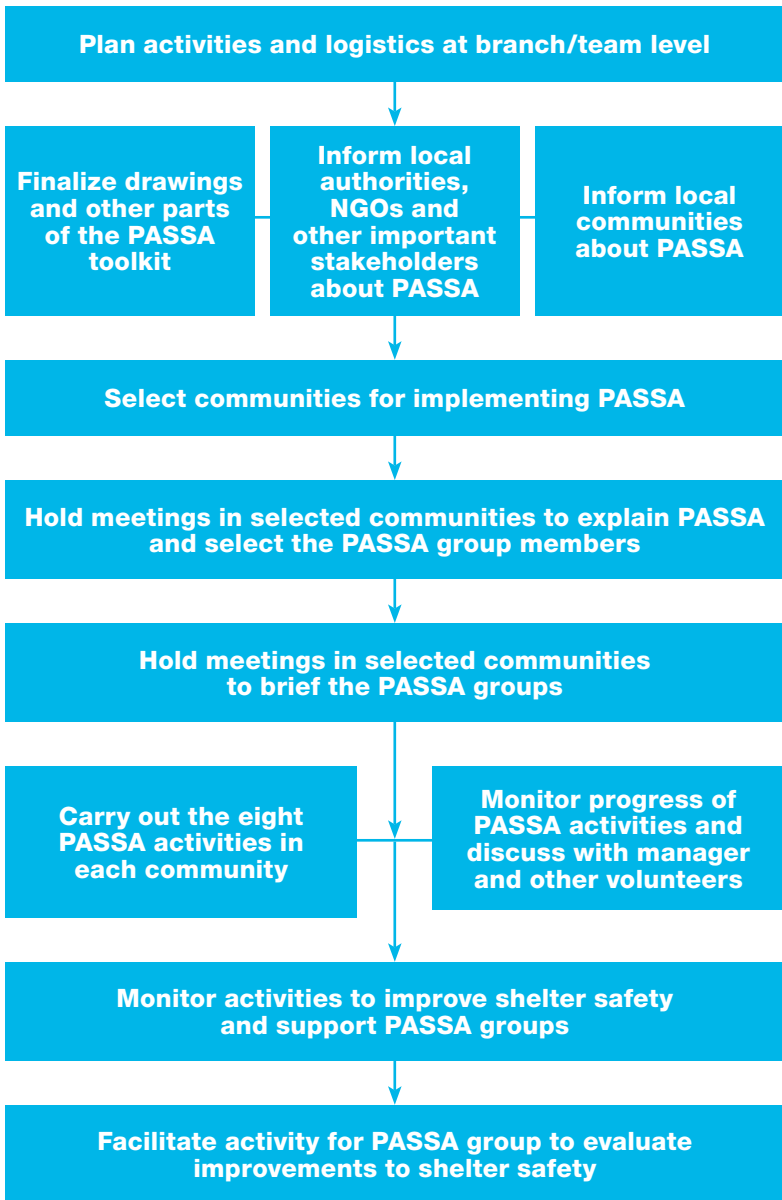
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# 1. Introduction

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This part of the PASSA manual contains information and advice to help volunteers prepare to implement PASSA, facilitate the PASSA activities and then provide follow-up.

Once a decision has been taken to carry out PASSA in a specific area or from a specific branch, and a PASSA training session has been carried out, the PASSA process should normally follow the steps illustrated in the diagram below.



## 2. Preparing to implement PASSA

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### 2.1 Preparing yourself

Before you start implementing PASSA you should receive training that covers three main areas:

- ↘ The PASSA approach, facilitation skills and the role of the volunteer
- ↘ PASSA activities
- ↘ Important technical issues for shelter safety.

After the training, and before you begin working with a community group, you must:

- ↘ Carefully read through all of this section of the manual and Part 1 (**PASSA Activities**) and make sure that you understand the purpose and expected result of each activity.
- ↘ Read the activities in detail and ask other volunteers or your manager if anything is not clear.
- ↘ Make a summary of each activity on an A5 piece of paper as an easy reminder to use when you are with the PASSA group.
- ↘ Practise the activities with other volunteers and ask for their feedback.

### 2.2 Preparing your PASSA toolkit

The PASSA toolkit is the collection of drawings that each PASSA group will use for certain activities. Each group will need at least three sets of drawings, as they will use them in at least three sub-groups. The final drawings should be laminated so they do not get damaged.

The drawings are a very important part of the PASSA approach, so you should be familiar with them all. Read Part 4 of the manual (**Guidance for PASSA Artists**) to see what instructions the

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artist receives, and talk with the artist if you get the opportunity. If you find that additional drawings are needed once you start facilitating the PASSA activities, inform your manager so they can arrange for the artist to create them.

You should also receive paper, marker pens and cloth or plastic sheet for the PASSA groups to work with, as indicated in the activity instructions. You should have access to a digital camera or a mobile phone with a camera function too, so that you can take photographs of the PASSA group's maps, charts and other materials. Check that you have everything before you visit the community each time.

### 2.3 Selecting the PASSA group members

PASSA is designed for use with groups of 15 to 40 people who volunteer to participate in all eight of the activities and interact with other community members to exchange ideas and encourage others to increase the safety of their houses and community. Here are some points to bear in mind when choosing the group:

- The people in the group should be respected by their community members. This does not mean they are necessarily in positions of authority, but they must be people whose opinions are taken seriously. This is important because the idea is that the work done by the group during the PASSA process will be taken up by the community as a whole.
- The group should be made up of people who are concerned in various ways with shelter safety. It should include ordinary householders from different sections of the community (including those with varying levels of safe shelter); people who have some expertise in shelter, such as builders, carpenters etc.; and formal or informal leaders who may have influence over community decisions, including land use. Local leaders can help make links with relevant local authorities.
- The group should be balanced in terms of gender. Men and women have different roles and responsibilities in relation to

shelter and these should be sufficiently represented. In many communities women spend more time in the home and are more involved in daily maintenance. The challenge will often be in ensuring there is a representative number of women in the group. Emphasize that it is not enough that the group is made up of even numbers of women and men, but that both genders are given sufficient opportunity to participate fully.

- It is good to have each part of the community represented by one or two members of the PASSA group. For example, in a settlement of 300 families, each group of 20 families may be represented by one man and one woman who probably know all of their neighbours. This facilitates exchanges between the PASSA group and the wider community and encourages broad representation.
- If there is already a group in the community such as a health committee or village development committee, you should consider working with this group. If you do, then it is important to try to understand whether there are any major obstacles to this option – e.g.: conflict in the group; conflict between the group and the community; or a group that is not balanced in terms of gender or different social groups in the community.

## **2.4 Briefing the PASSA group**

During the process of selecting the PASSA group, and before starting the first activity, take time to explain the PASSA process and what it means for the participants and the community. This may require a specific meeting with the PASSA group, or it could happen just before starting **Activity 1 (Historical profile)**. Carefully deal with any expectations that community members may have, to ensure these hopes are realistic.

Make sure that PASSA group members understand that PASSA is a process which takes quite a lot of their time and may involve them in activities and responsibilities that are new to them. Explain that the PASSA activities are designed to help them work together

to make and implement an action plan to increase shelter safety within the whole community.

It is important at this point that you establish that your role is as a facilitator: that you are not going to teach the PASSA group anything about shelter safety, but you are going to help them work together to learn and make decisions using their own knowledge and skills.

Ensure there is agreement with your manager and the PASSA group members on any arrangements to provide identification (caps or tee-shirts) in accordance with National Society policy, as well as refreshments for all participants.

### 2.5 Choosing the place and time to hold PASSA meetings

The meeting place for PASSA activities should be clean, well lit and comfortable, to create a positive and productive working environment. There should be space on a wall or on boards to hang charts and drawings, and clean work surfaces or floors to spread out drawings during group work.

The meeting place, and the times chosen for the PASSA sessions, should also encourage full participation and not discourage attendance by particular social or religious groups. Discuss and agree the frequency of which the PASSA sessions will be held (e.g., weekly or twice a week) and at what time they should start. Make sure you have the contact details of a group member so you can let them know if you are not able to come at the agreed time.

## 3. Carrying out the PASSA activities

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### 3.1 Explaining the activities

There are detailed instructions for the activities in Part 1 of this manual. If you have carefully read the manual and practised facilitating the activity beforehand, you should be able to explain it to the PASSA group members without having to read from the manual. Use the activity summary you have made as a reminder if you need to do so. Explain the activities just one step at a time so that you do not give too much information at once. Check carefully that all the participants have understood the instructions before you ask them to begin a task. If, after careful explanation and demonstration, some people have still not understood, do not spend too long trying to resolve this situation: simply start the activity and explain again as it proceeds, or ask another participant who has understood to explain.

### 3.2 Working with subgroups

Much of the work done during the PASSA activities is in subgroups of five to ten people, since this provides greater stimulus and opportunity for participation, and allows participants to work on different aspects of a task at the same time. The members of the subgroups should be swapped around for the different activities so that they all have the chance to work with the other group members. Pay attention to any subgroups that have difficulty working because of conflict or lack of motivation.

To ensure full participation and representative input from women and men, try asking the participants to create at least one subgroup composed only of women and one only of men, if necessary.



When giving the task to the subgroups in each PASSA activity, ensure that each subgroup chooses a member or members to record and present their work. Encourage the subgroups not to spend too long on their tasks, and to keep their discussions focused and productive.

When the subgroups are ready to report back, you can help them arrange their work in a way that is easy for the other participants to see, on a wall or board or on the floor. Help ensure that all of the subgroups' reports are given full attention by the rest of the PASSA group and that questions which arise during the presentations are discussed in a positive way. When the subgroups have presented, facilitate a discussion as indicated in the instructions for each activity.

### 3.3 The volunteer's role as facilitator

The PASSA activities are designed to help the PASSA group analyse and plan solutions to their problems of shelter safety. Your role is to facilitate this process, and not to be a teacher. So you must not:

- Direct the group
- Give information instead of letting the group find it for itself
- Advise or suggest what the group should do
- Make assumptions about what is the right response to an activity
- Correct the group.

If, for instance, you start to supply information during the early problem identification phase, you risk directing the group. The only exception that should be made to this is when the group clearly asks for specific technical information to enable it to move forward or if its information is incorrect. This may be the case during the analytical or planning steps. In this case, provide specific technical advice as long as you are sure you have the correct information. If in doubt, check with your manager or relevant local extension services. If you do provide advice, try to

do it in a way that stimulates PASSA group members, by asking questions or offering a range of options to consider.

Always try to keep the PASSA group members in an active position where they discover information, exchange ideas and take decisions based on what they have learned by themselves. You can help them do this by building their confidence, self-esteem and ability to listen to one another as they go through the PASSA activities. The group members will probably discover knowledge and abilities they did not know they had.

It is essential that you help the PASSA group to understand your role from an early stage. Group members have to know that the outcome of the PASSA process will be based on their ideas and knowledge, not yours, and that they will have full responsibility for any decisions and plans that are developed. You may also need to take time to discuss this with other community members.

### **3.4 Working as a team of facilitators**

It is best to work as a team of two volunteers when facilitating PASSA. Bear in mind the following advice for working well together:

- ↘ Prepare the meeting together.
- ↘ Decide who will be the lead facilitator for each part of the activity.
- ↘ Share the facilitation evenly between yourselves.
- ↘ Explain to the PASSA group that you are working as a team.
- ↘ Pay attention to what is happening when your colleague is taking the lead. You may notice things that they don't, and you can help if they need this support.
- ↘ Avoid interrupting, distracting or disagreeing with your colleague during the PASSA meeting. If you do not agree about something, discuss it with them later.
- ↘ Debrief as a team after each activity so you can learn lessons and do even better next time.

### 3.5 Tips for good facilitation

#### ***Create a relaxed environment***

PASSA group members must be able to work well together if they are to reach agreement on priorities for activities, and a plan for improving shelter safety, and part of your role is to help create a relaxed and creative atmosphere through the whole PASSA process.

It is good to begin each PASSA session with a fun activity, to make people laugh and encourage them to interact informally. You could use traditional songs or dances, or try a range of ice-breakers and energizers that you may discover during the PASSA training. (See Annex 2 for some examples.)

The first activity is particularly important for establishing a positive atmosphere and encouraging everybody to talk. Even if you think that all the PASSA group members already know everyone present, it is useful to get them to introduce themselves to each other in a fun way.

#### ***Ensure that participants understand the activities***

It is essential that the PASSA group members understand the instructions for each of the activities so that they can work effectively and with confidence. You should practise with colleagues and get feedback from the PASSA group to find the best ways of explaining and the best words in the local language to help people understand. It is most important to avoid people feeling they are stupid if they have not understood an instruction. If people find it very hard to understand, it is not their problem but a problem with the instructions in the manual or in the way you explain the instructions. Ask people to explain the instructions back to you so you are sure they have understood, before starting the work in subgroups. Once the subgroups are working, observe to check they really have understood and are using the activity effectively.

### ***Encourage all group members to participate***

Every PASSA group member has something to contribute, and you can help make that happen, even in societies where this is not normally the case. First, you can help by ensuring that you are seen as being on equal terms with the PASSA group, and not in a position of authority or superior knowledge. Show that you have things to learn from the group members. Try to acknowledge every participant's contribution and encourage other group members to do the same. Avoid criticizing people's comments and encourage others to do the same. Second, you should continually listen and observe so that you can notice if some people do not contribute to the discussions, or if their contributions are not given consideration by other participants. If you see this happening, raise it with the group and encourage it to change.

### ***Manage time and energy***

When facilitating a PASSA activity, you should manage time carefully, to avoid the session becoming boring or losing direction. If you see discussions taking a long time and not making any progress, you can help by pointing that out and asking the participants to focus only on the essential issues. Be attentive to the way people are working in subgroups. If they have not understood the activity, help them understand, to avoid them wasting their time and energy. Encourage people to report back in a concise way and then facilitate a lively and short discussion, rather than letting it drag on for too long. If you see people becoming tired, you can try using an energizer (see Annex 2).

You should also avoid rushing activities, because the PASSA process relies on each activity building on the previous one. You may sometimes have to agree with the group to finish a session before the activity has ended, and complete it at the start of the next meeting.

Managing time and energy will become easier as you gain facilitation experience and get to know the activities better in practice.

***Manage different personalities***

The success of PASSA relies on full and free participation from all the group members, and the SARAR<sup>2</sup> methodology used encourages this. However, it may happen that one or more people try to dominate the group and control its thinking and decisions, or simply disrupt the process. Try to find out who these people are and why they behave in this way. Competitive or aggressive people can either be taken aside and convinced of the importance of the group process, or they can be given separate tasks to keep them busy and to allow the group to carry on. You may find that once they feel recognized and valued they no longer feel the need to demonstrate their knowledge and influence. If the people concerned are community leaders, approach them as early as you can, explain the process and try to gain their support. Hopefully, you will convince them that allowing other PASSA group members to participate fully and equally will result in benefits for all.

Other group members may feel shy about talking, or may be discouraged from doing so by other participants. Take time to identify the quieter people and try to learn the reason for their silence. Encourage them to contribute, but avoid putting them under pressure.

***Recognize and encourage positive changes***

As the PASSA group moves through the activities, you should start to see two kinds of change. First, the members of the PASSA group are likely to work more effectively together, grow in confidence and become more active partners in the process. Second, the group may start making simple improvements to shelter safety, either directly on their own houses, or through discussions with other community members to encourage change. You can support the PASSA group by pointing out both types of change as you see them happen.

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<sup>2</sup> PHAST is based on a participatory approach called SARAR which stands for Self-esteem, Associative strengths, Resourcefulness, Action-planning and Responsibility.

### **3.6 Evaluating the activities and the facilitation**

At the end of each PASSA meeting, take time to receive feedback from the PASSA group members on what they liked and disliked about the activity and what could be improved. This feedback should be discussed with your manager and other volunteers regularly so that you can all decide about any changes that may be needed. You should then quickly discuss this with the group at the start of the next activity to demonstrate that feedback is valued and acted upon.

You should also seek the group's opinion on the way you facilitated each activity, and use this feedback for improving the way you work. From time to time your manager should accompany you during a PASSA session and provide you with feedback and advice for further developing your facilitation skills.

### **3.7 Monitoring and reporting**

After each PASSA session in a community, take time to sit with your manager and other volunteers to discuss how the activity went and to exchange experiences. If you had any problems with the activity or with any PASSA group member, you can get advice from your team members. If you have found ways to facilitate the activity better, you can let your team members learn from your success.

You should also keep your manager informed of any major ideas and decisions that come from the PASSA group and any significant discussions or events that happen within the community.

If any major conflict arises in the PASSA group or within the community, or if you learn of any existing conflict that PASSA could worsen or that might prevent PASSA from having a positive impact, then you must discuss it with your manager. You should not try to deal with it on your own.

In addition to this regular meeting, you may need to write a short report on each activity. This should be discussed with your manager.

### 3.8 Moving through the PASSA activities

#### ***Follow the PASSA activities in order***

Be sure to follow the PASSA activities in order since each activity equips participants with what they need to do or know to complete the next one. If an activity is missed, the group could have trouble moving forward.

#### ***Allow sufficient time to complete PASSA***

It could take from four to eight weeks to go through the eight PASSA activities with a group. The PASSA sessions should be held close enough together to ensure that the process does not lose momentum. However, there should be enough time between sessions to allow group members to reflect and learn, and to share information and ideas with the rest of the community. One or two PASSA sessions per week usually works well, but allow the group to decide on the pace they prefer.

#### ***Ensure that the activities are linked to each other***

At the end of each PASSA activity, ask for a participant to keep a note of what was done and what was learned and/or decided during the activity. That person can then present a summary at the start of the next activity, to refresh everyone's memory and provide a point to move forward from.

#### ***Adapt the activities if required***

The SARAR methodology on which PASSA is based is intended to be creative and flexible. Once you have gained sufficient experience and confidence, and have received feedback from PASSA groups about the activities, you should feel free to suggest changes to your manager and other volunteers, to make the activities more appropriate to local conditions.

### **3.9 Keeping records**

The PASSA group should keep a record of its findings and decisions for each activity, so that it can review progress when it needs to, and share its work with other community members. Generally, it is best if the group selects one or more volunteers to do this job. The PASSA toolkit should include white cloth sheets and permanent marker pens for making long-lasting records of maps and charts. Make sure that records of previous activities are brought to the PASSA sessions in case they are needed.

The PASSA group may want to keep one or more sets of the drawings with their records after the end of the PASSA process. If this is the case, check with your manager to make sure that additional sets are produced for use in other communities.

You should also keep a record of activities, learning and decisions for the project files and so that you can use this as a reference for the PASSA group if necessary. It is very useful to take a photograph of any charts, maps and displays of drawings, so you can quickly remind yourself of the group's findings, particularly if you are working with several communities at the same time. Photographs are also a good back-up in case the PASSA materials get lost or damaged in the community.

### **3.10 Encouraging continuity in the PASSA group**

During the PASSA process, the members of the group will get to know each other better, build confidence and learn to work more effectively as a team. Developing these strengths requires continuity in the PASSA group. During the process, some members may decide to leave, and it may be necessary to bring in others to get the right balance of skills, gender, age etc. Take some time during each meeting to check who is present. If you see that there are many people absent, discuss this with the group and seek a solution together. It may be that members find



the process too time-consuming at a busy time of year, that the activities are carried out at an inconvenient time of day for them or that there is pressure from other community members to stop participating. Remember: the PASSA process cannot be forced on a community.

### 3.11 Summary of instructions for all activities

Here is a summary of things to bear in mind when facilitating each PASSA activity:

- 1. Prepare yourself and your materials:** Have all the materials for each activity ready before starting. Read through the activity and use your summary as a reminder. Practise with your fellow volunteers.
- 2. Create the right environment:** Make sure that people can talk to one another easily; ask people to form a U-shape or circle where possible. Begin each new session with a warm-up activity such as a game or song.
- 3. Provide clear instructions for the activity:** Explain the activity, its purpose and how it will be run. Take time to explain each of the steps in the activity as they occur and check that everyone has understood them.
- 4. Use the subgroups carefully:** Check that everyone has understood the task when the subgroups are working. Encourage subgroups to report back in a lively and concise way. Check that people change subgroups regularly so they get to know each other.
- 5. Facilitate, don't teach:** Never forget that your role is not to provide information but to help others discover and decide together. Your knowledge and your opinion are not important. Sit down when you can. Avoid answering questions about shelter safety, but ask people what they think.
- 6. Manage the time and energy:** If you see the participants are getting tired, bored or frustrated, have a break, or try an energizer. If you find the session cannot go any further, suggest that the meeting ends and that the activity be completed next time you meet. If the activity takes more time than you thought but people are working well, allow it to continue as long as needed.

- 7. Encourage and welcome the input that individuals make:** Remember, there are no wrong answers. Try to encourage the active participation of each group member. Be careful not to find fault or make critical comments when you respond to people.
- 8. Give responsibility to the PASSA group:** Remind the group members that all the ideas and decisions that come up during the activity belong to them. Challenge them if you think they are not being realistic, or are making plans for other people to carry out what is needed. Have the group keep the materials and records in a safe place.
- 9. Ensure continuity between activities:** At the start of each meeting, have someone recap on the previous activity. At the end of the meeting, congratulate the group members on their efforts and explain briefly what will be covered in the next activity.
- 10. Learn lessons and improve:** At the end of each activity, ask the group members to evaluate the activity on the basis of what they have learnt, and what they liked and what they did not like. Think about each activity and discuss with fellow volunteers to find further ways to facilitate better.

It may be useful to add any of your own ideas to this list and write them on a sheet of paper in your working language and keep it with you to use each time you carry out a PASSA activity.

## 4. Following up after PASSA

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### 4.1 The ongoing role of the volunteer

By the time the PASSA group reaches Activity 8 it should have a plan for improving shelter safety, with resources required, timing and roles and responsibilities defined, as well as a plan for monitoring progress. From this point, the PASSA process is almost complete. However, you will probably have an ongoing role in supporting the community during the implementation of shelter safety improvements. If PASSA is carried out in support of a Red Cross Red Crescent shelter project, you and the PASSA group have an important role to play in ensuring that the project really responds to the priorities identified and works in a way that allows the group to maintain a high level of control. You may need to provide a lot of support to the PASSA group during implementation of the project. For example, if the PASSA group decides to collect money and use it for community projects, your support may be needed to provide access to training in financial management through your National Society.

### 4.2 Monitoring and evaluation

Improvements to shelter safety as a result of PASSA may be made entirely through householder and community efforts or with help from a National Society shelter programme for Disaster Risk Reduction or Recovery. In both cases, your National Society will need to be informed of progress. You should agree with your manager on what changes need to be monitored, how often, and how change should be measured. A monitoring form should be provided by the National Society for recording and sharing information gathered at household and community level. You should monitor activities and results aimed to improve shelter safety, and also monitor any social issues (such as whether or not the PASSA group continues to meet and work together), as well as any interactions between the PASSA group and the wider community.

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You should also encourage the PASSA group to set a time, or times, for carrying out monitoring activities as soon as major activities to improve shelter safety have started in the community. This can be done by facilitating one or more of the following activities, followed by a discussion:

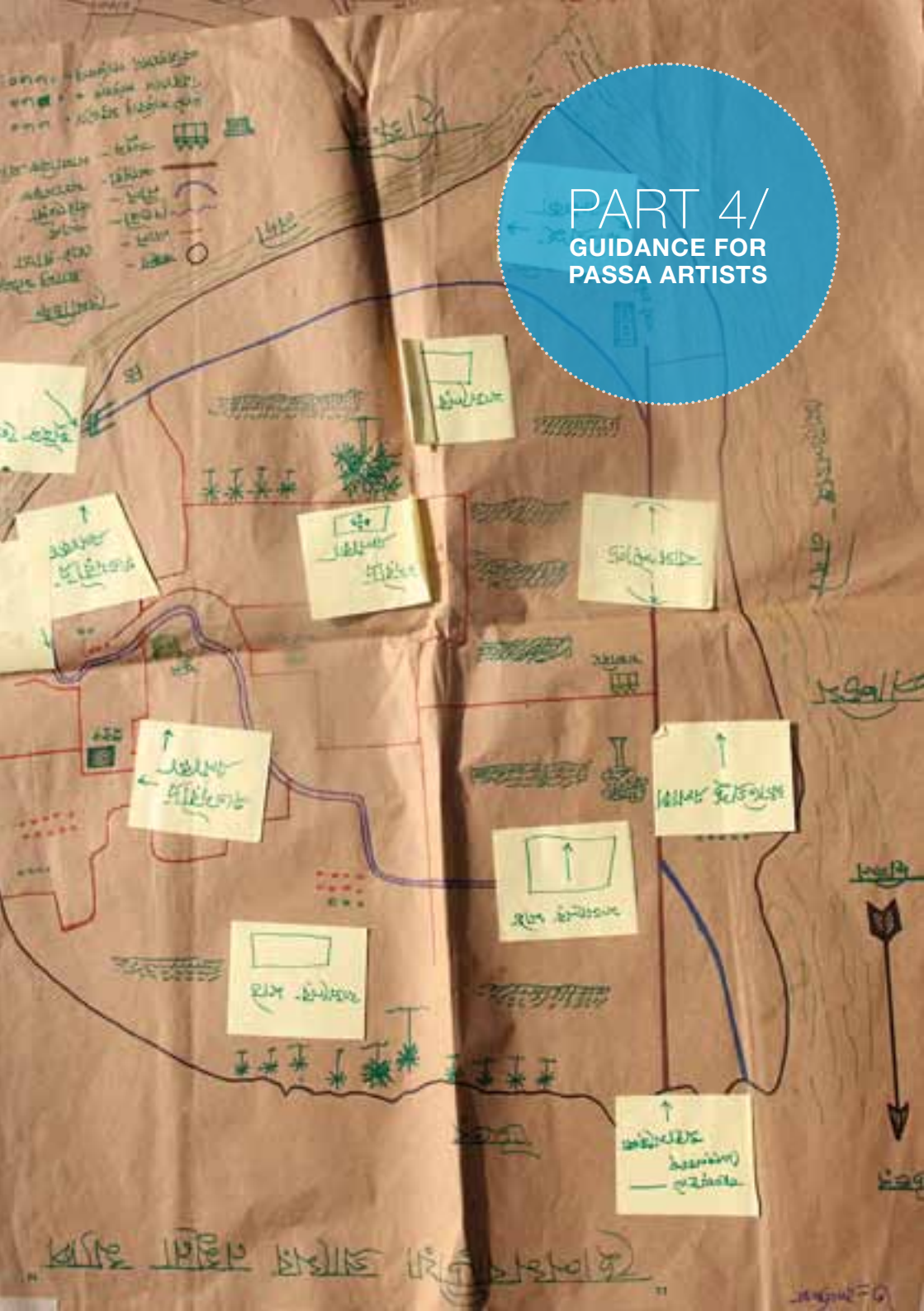
- **Planning for change/monitoring plan:** Have the group look at the action plan and the monitoring plan to review the goals it set and compare these goals with what has been achieved since it made the chart. The group should make a record of the differences between what was planned and what has been achieved.
- **Community map:** Making another community map to mark the physical changes that have taken place. By comparing the initial map and the map after implementing the plan, it is possible to see differences in the physical appearance of the community.
- **House visits/community walk:** Walking around the community in a systematic manner to see any physical changes in the community as well as visiting people in the household to observe shelter construction features.

After the activity or activities, facilitate a discussion to look at what has been successful and whether any problems have occurred. If there are many problems then you could use the **Problem box** (Activity 7) to help the group analyse them, seek solutions and then possibly make changes to its plan.

You should also share the results of the PASSA group's analysis and any decisions in your reports to your manager.



PART 4/  
GUIDANCE FOR  
PASSA ARTISTS



1. The drawings used in PASSA are very important to help the members of the PASSA groups discover information, develop their ideas and create ways to increase the safety of their homes and communities. Your work is essential to the success of PASSA.
2. It is important that the PASSA group members feel that the situations in the drawings relate to them. Therefore, the people, houses, landscapes and activities shown in the drawings must be like those in the communities where PASSA is used.
3. Visit a number of local communities with the Red Cross Red Crescent volunteers. You should make notes on the following: how people live, dress, interact, work and play; and what problems they have and what they do to solve these problems. You should look in particular at the style and construction of buildings, as well as common features of the settlement such as roads, trees, public buildings etc. Work with a shelter specialist to identify details of the way houses are built and how the settlements are arranged, and check with them to see whether you have correctly illustrated those details. Take photographs, or have photographs taken, so you have pictures to work from.
4. Work with the PASSA manager or shelter specialist to make a set of sketches for the different PASSA activities, based on the lists in Annex 1 and what you saw in the communities you visited.
5. Attend a PASSA training workshop and see how your sketch drawings are used during this session. Ask for feedback on your drawings and advice from the volunteers and trainers. Once the set of drawings has been agreed, they can be coloured if necessary to make them more understandable, though this is not always required.

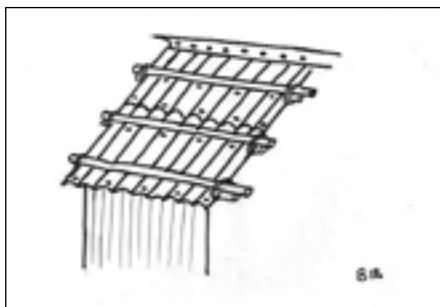
6. Keep the drawings simple because too much detail can be confusing. You do not have to make perfect drawings. Clear sketches in solid lines are preferable to detailed drawings with shading and tone. There may be up to 50 drawings needed for the PASSA toolkit, so you can not spend too long on each one.
7. In the PASSA approach, drawings don't always give a definite message. Instead, they are to reflect a situation or condition that people can discuss. A set of drawings should include some that could have different meanings for different people. For example, if people in a PASSA group look at the drawing below, they may see different things. Some might think that the drawing is of people cutting timber to sell; others may think it is for building or repairing a house in the community; some may see there is a problem of deforestation and a loss of protection from the wind. Because they see different things in the drawings, they will be encouraged to discuss their different interpretations and this will stimulate a more open and creative discussion.



8. Do each drawing on a separate sheet of paper, size A5, and number each one as agreed with the PASSA manager so that every sketch can be identified by its number. Give the drawings to the PASSA manager, but keep a set yourself in case of loss.
9. You may need to do additional drawings if the volunteers discover that the original set does not include all the subjects required by the PASSA groups. It is a good idea to accompany the volunteers during PASSA activities in one or two communities so you can see when additional drawings are needed and what subjects are concerned. Make sure this is allowed for in the agreement you make with the PASSA manager for your work.



Some examples of PASSA drawings used in Bangladesh are shown below, to give an idea of the style and level of detail required. These drawings are provided as a rough guide only. Each context will have a specific set of drawings in a certain style, depending on local conditions.





Annex 1/  
LISTS OF SAMPLE  
DRAWINGS  
FOR ACTIVITIES

## Drawing set A: Used for Activities 1, 3, 4 and 5

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### Size of drawings

- A5

### Number and type of drawings

- About five drawings
- The drawings should show settlements and shelters affected by various hazards that have occurred or may occur in the region: earthquakes, strong winds, floods, fires etc.

1

2

3

4

## Drawing set B: Used for Activities 4, 5 and 6

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### Size of drawings

- ↘ A5

### Number and type of drawings

- ↘ About 30 drawings
- ↘ The drawings should show familiar buildings, details of buildings relevant to the communities concerned in terms of materials and construction practices, and common features of settlements (roads, drains, trees, collections of buildings etc.). They should be drawn on the basis of a thorough understanding of local conditions, construction techniques and shelter vulnerability, after a detailed assessment in the region where PASSA is to be implemented.
- ↘ Some of the drawings should illustrate safe construction and settlement features; others should show unsafe conditions. It is useful to have pairs of drawings, both showing almost the same situation but with specific differences that illustrate safe and unsafe features. For example, a sheet-metal roof with a very small number of fixings and the same roof with the correct number of fixings. The only difference between the two is the number of fixings. Suggestions for pairs of drawings are indicated in the list below.
- ↘ Some drawings should have less obvious meanings, or should contain a mix of safe and unsafe features. For example, a house with a tall tree nearby may be considered safe because the trees provide a windbreak, and at the same time unsafe if they are close enough to fall on the house in a very strong wind. Participants will then have to think carefully and exchange ideas before they decide if the drawings should go in the 'Safe', 'Unsafe', or 'In-between' pile.

**Example drawings:** *The drawings developed for a particular context should reflect local building materials and techniques, settlement patterns and relevant risks to shelter safety.*

|                                                             |                                                                    |
|-------------------------------------------------------------|--------------------------------------------------------------------|
| ↘ House with a very tall tree just next to it               | ↘ House with a tall tree a safe distance away                      |
| ↘ Houses on a very steep slope                              | ↘ Houses on a gentle slope                                         |
| ↘ Group of houses in local materials very close together    | ↘ Group of houses in local materials spaced further apart          |
| ↘ Drainage channel full of refuse                           | ↘ Drainage channel clear of refuse                                 |
| ↘ Village with plenty of small trees and bushes             | ↘ Village with no trees or bushes                                  |
| ↘ House with thatched roof and cooking fire just next to it | ↘ House with a thatched roof and cooking fire a safe distance away |
| ↘ Village just next to a big river                          | ↘ Village some distance from a big river, on raised ground         |
| ↘ House with raised floors                                  | ↘ House without raised floors                                      |
| ↘ House with extremely large window and door openings       | ↘ House with small window and door openings                        |
| ↘ House with a tin roof with gutters                        | ↘ House with a tin roof without gutters                            |
| ↘ House with a very shallow slope on roof                   | ↘ House with a steep slope on roof                                 |
| ↘ Framework for local house with inadequate bracing         | ↘ Framework for local house with strong bracing                    |

- ↘ Person tying rafters to walls of house
- ↘ People leaving their houses, carrying their possessions
- ↘ People listening to the radio
- ↘ People placing sandbags around a house
- ↘ Person cutting down a tree
- ↘ Person digging foundations
- ↘ Person laying bricks to build a wall
- ↘ Person making bricks
- ↘ People putting a post in a hole
- ↘ Inside of tin roof with plenty of roof ties
- ↘ Inside of tin roof with very few roof ties
- ↘ House surrounded by water
- ↘ House with earth walls damaged by water
- ↘ House built of concrete blocks with a tin roof
- ↘ People digging drainage channel above houses on a slope
- ↘ School buildings on high ground near a village
- ↘ Line of trees near a village
- ↘ People planting trees

## Drawing set C: Used for Activities 6 and 8

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### Size of drawings

- ↘ A5

### Number and type of drawings

- ↘ A set of planning posters that show some of the possible steps which could be taken to move from a problem situation to an improved one. Remember to include different activities which people themselves can do to solve the problem, as well as those which will require additional outside help through teamwork with other groups and organizations.

### Example drawings

- ↘ community meeting
- ↘ collecting money
- ↘ meeting with local officials
- ↘ meeting with Red Cross Red Crescent
- ↘ going to the bank
- ↘ collecting local building materials
- ↘ transporter delivering building materials
- ↘ community members engaged in a collective activity (tree planting, clearing drains, building a dam etc.)
- ↘ removing the roof
- ↘ digging foundations
- ↘ making a raised floor
- ↘ building walls
- ↘ building a roof
- ↘ repairing walls
- ↘ repairing a roof

A photograph showing four men working on a wooden roof structure. One man is perched on a high beam, while three others are on the ground, reaching up to support or secure the beams. The scene is set against a clear blue sky. A blue circular graphic with a dotted border is overlaid in the upper right corner, containing the text 'Annex 2/ ENERGIZERS'.

Annex 2/  
ENERGIZERS



The energizers presented here may be used as needed when facilitating PASSA activities. They can be helpful when the energy in a PASSA group is becoming low, when discussions lose their way and to break up long sessions. They should not be used too often, and they should never be forced on people. There are many other examples that can be used, and the members of the PASSA group should be asked if they have any fun activities such as dances or songs that can be used too.

### 1. PROGRESSIVE CLAPS

- Start clapping with one finger, clapping the palm of the other hand, then two fingers, then three, and finally five.
- Clap faster and faster.

### 2. MOVE

Ask the group to stand up and make the move you ask. For example:

- Put your left hand on your right knee.
- Lift your foot.
- etc.

### 3. SLOGANS

- Select a slogan which represents one of the key ideas related to the activity and which has about the same number of letters as the number of participants – or twice as many.
- Write one letter per post-it.
- Give one or two post-its to each participant.
- Ask all participants to gather and try to arrange their letters into the correct sequence in record time (time them so that there is a record to beat for the next activity).

### 4. THE PERSON'S NAME-WRITING EXERCISE

Gather the group in the centre of the room. Ask them to write their name with their head, then their hips, then their feet and then finally their hand (with the arm parallel to the floor).

## 5. THE MESSAGE

(Only use if culturally appropriate.)

Group members stand in lines (of around four persons per line). Massage the neck of the person in front of them and then turn around and do the same to the other person.

## 6. MAKING GROUPS/LINES ETC. AS FAST AS POSSIBLE

Gather the group in the centre. Ask people to form groups according to the given descriptions:

- ↳ People with the same colour of shoes
- ↳ Women and men
- ↳ People who wear glasses and people who don't wear glasses
- ↳ People who have children and people without children
- ↳ People with the same colour of hair.

Ask people to make a line according to:

- ↳ Their month of birth
- ↳ The first letter of their first name (in alphabetical order).

## 7. REPEAT

Ask the group to repeat your words and moves (say and do the move at the same time) – e.g., say 'hands up' and meanwhile put your hand up. Make a few moves one after another so that people get to move and shout at the time.

- ↳ Hand on hips
- ↳ Hands up
- ↳ Bend right
- ↳ Bend left
- ↳ Jump
- ↳ Etc.

## 8. ANIMALS

Find a sign to symbolize scorpions, snakes and frogs. Snakes eat frogs, frogs eat scorpions and scorpions kill snakes.

Participants get into two lines with their backs to each other. They decide on a sign and when the facilitator tells them to turn, they look at the person in front of them and see who won. The ones that lose go and sit down. The game is repeated until just one person remains standing.

1

2

3

4

## Resource materials

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- ↘ International Federation of Red Cross and Red Crescent Societies (2008). *VCA training guide: classroom training and learning by doing*. Geneva.
- ↘ Wood S, Sawyer R and Simpson-Hébert M (1998). *PHAST step-by-step guide: a participatory approach for the control of diarrhoeal disease*. World Health Organization (unpublished document WHO/EOS/98.3), Geneva.
- ↘ Simpson-Hébert M (2008). *We control malaria: participatory learning and action planning for Ethiopia*. Addis Ababa. Catholic Relief Services, Ethiopia Country Office.
- ↘ Srinivasan L (1990). *Tools for community participation: a manual for training trainers in participatory techniques*. PROWESS/UNDP. New York.
- ↘ *Timber as a construction material in humanitarian operations* (2009). UN Ocha, IFRC, Care International.
- ↘ *Transitional Settlement, Displaced Populations* (2005). Oxfam, Shelter Centre.
- ↘ *After the Tsunami, Sustainable building guidelines for South-East Asia* (2007). United Nations Environment Programme and SKAT.
- ↘ *Handbook on Good Building Design and Construction, Aceh and Nias Islands* (2007). International Strategy for Disaster Reduction.

# 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.

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