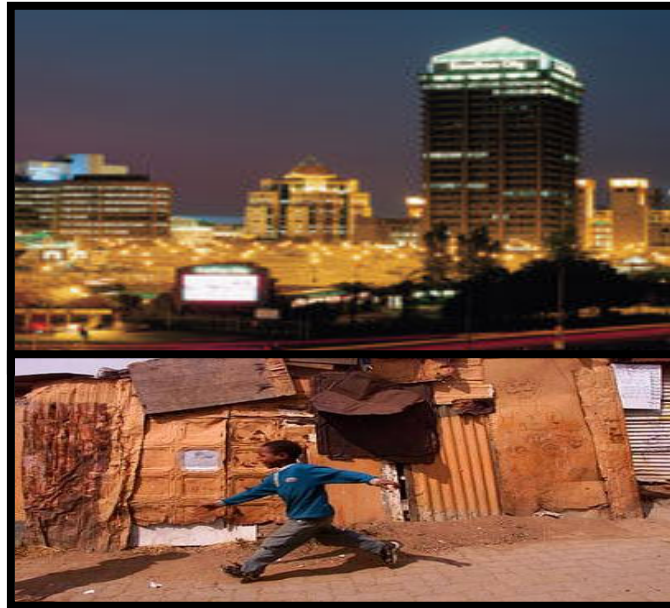# TEAM
(Training, Education, Awareness and Marketing)

Prepared for: Provincial Disaster Management Centre, Western Cape

Final Report

November 2007

By
Disaster Mitigation for Sustainable Livelihoods Programme
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List of Abbreviations

CBO	Community Based Organisation
CBDRM	Community Based Disaster Risk Management
CDW	Community Development Worker
CoCT	City of Cape Town
CRA	Community Risk Assessment
DBSA	Development Bank of Southern Africa
DiMP/UCT	Disaster Mitigation for Sustainable Livelihoods Programme, University of Cape Town
Dip. Adult Ed.	Diploma in Adult Education
DRMC	Disaster Risk Management Centre
IDP	Integrated Development Plan
MANDISA	Mapping, Monitoring and Analysis of Disaster Incidents in South Africa
NGO	Non Governmental Organisation
PDMC	Provincial Disaster Management Centre
PGWC	Provincial Government of the Western Cape
TEAM	Training, Education, Awareness and Marketing

1. Introduction

This document serves as a final report by the Disaster Mitigation for Sustainable Livelihoods Programme (DiMP/UCT) as project manager of the TEAM project. The report comprises of the following sections:
- Project overview;
- Institutional arrangements;
- Selection of settlements;
- Training;
- Reflections on the TEAM process;
- Challenges and opportunities; and
- Recommendations and concluding remarks.

2. Project Overview

The Training, Education, Awareness and Marketing (TEAM) project was a collaborative initiative between the Western Cape Provincial Disaster Management Centre (PDMC) and the Development Bank of Southern Africa (DBSA). It was an 18 month project, commencing in November 2005 that focussed on capacity building in 10 informal settlements in the Western Cape.

TEAM was implemented against a backdrop of local government elections and power failures. There was also an institutional reshuffle within the City of Cape Town (CoCT), where 60% of the project was being implemented.

Various training courses were run in the settlements selected. These included Community Risk Assessment (CRA), First Aid (Basic and Advanced), Home-based Care, Environmental Health and Fire Awareness. There were also processes relating to Community-based Disaster Risk Management (CBDRM). This resulted in a total of 1 213 people who benefited from the training, as well as the CBDRM process.

There were many challenges faced during the implementation of the project, as is always the case with one on such a large scale.

3. Institutional Arrangements

It was very important to have the proper institutional arrangements in place for this project as it crossed different spheres of government. It was quite challenging to achieve because of the time constraints the project was under.

DiMP/UCT was contracted by the PDMC as a project manager as well as a service provider to conduct courses. Part of the project manager function included tracking the progress of the overall project and facilitating payment to course providers (payment for the courses was made directly from DBSA).

A steering committee was established that comprised of DiMP/UCT, PDMC and DBSA. Monthly meetings were scheduled in order to track the progress of the project. It also provided an opportunity to discuss any challenges that were experienced in the running of the project.

It was planned to have 60% of the project roll out in the CoCT. This meant that six settlements had to be chosen from approximately 171 informal settlements in the CoCT. As there were also a series of initiatives to upgrade or relocate the settlements, it was therefore necessary to get guidance from the CoCT officials on a range of issues from the selection of the settlements for TEAM to the implementation of the project. Therefore an advisory forum was established within the CoCT. It was not always possible to hold regular meetings due to the demands of the TEAM project, as well as the time constraints of the various departments represented on this committee.

A provincial committee was established that included representatives from various provincial departments. The districts where the project was being implemented were also represented. However, only one successful meeting was held with the provincial committee.

Local committees were established in each of the informal settlements where TEAM was implemented. This formed part of the CBDRM process.

4.   Selection of Settlements

Ten settlements were selected for the TEAM project. These included six (6) in the CoCT and four (4) in the broader Western Cape. There were different processes followed to select the settlements. With each process the project team tried to ensure that the following criteria were considered, especially in the CoCT:

- The flood and fire risk profile of the settlement: Data from the MANDISA (Mapping, Monitoring and Analysis of Disaster Incidents in South Africa) database was drawn on to determine the risk profile based on previous fire and flood events. This data was used mostly for the CoCT.
- The short term development plans: If there were no plans to upgrade or relocate a settlement during the implementation of the TEAM project, that settlement was listed a possibility.
- The stability of the community: It was thought that if the community was more stable there would be more participation in the courses offered and the knowledge would stay within the settlement.
- The presence of NGOs and/or CBOs: The presence of these organisations would ensure that there is some continuity of the TEAM programme. This way the plans developed would be taken up and driven by an organisation.

A consultative meeting was held with officials for the CoCT to determine the first three (3) settlements in the Metropole's boundaries. These included **Masiphumelele**, **Phola Park** and **Doornbach**. It was suggested shortly after the meeting to include Bloekombos (a low income area). However, on conducting a field visit it became clear that the neighbouring **Wallacedene** was in fact a more suitable area, as it had a greater risk profile.

The last two (2) of the six (6) sites in CoCT were chosen halfway through in the project. **Witsands** in Atlantis was chosen by the Disaster Risk Management Centre (DRMC) in the

Metropole. **TR Section in Khayelitsha** was chosen by the MEC for Local Government and Housing for the Western Cape.

Four (4) areas were selected in the greater Western Cape. Under direction of the Western Cape Provincial Disaster Management Centre these areas included: **Khayamandi** in Stellebosch, **De Doorns** in the Cape Winelands, **Grabouw** in the Overberg and George in the Eden District. The specific settlements were chosen by the disaster managers and other officials in these areas.

In August 2006, the month that work was due to start in George, two severe weather events (i.e. flooding and hailstorm) hit the Eden District Municipality. This resulted in very heavy losses for the area. As a result practitioners were extremely busy in the recovery process that followed. It was decided the delay the work scheduled for George and choose another settlement in Grabouw to meet the project deadline.

The final list of settlements where the TEAM project was implemented include the following:
- Masiphumelele, City of Cape Town;
- Phola Park, City of Cape Town;
- Doornbach, City of Cape Town;
- Wallacedene, City of Cape Town;
- TR Section in Khayelitsha, City of Cape Town;
- Witsands (Atlantis), City of Cape Town;
- Khayamandi (Stellenbosch), Cape Winelands;
- De Doorns (Breede Valley), Cape Winelands;
- Rooi Dakke (Grabouw), Overberg; and
- Water Works (Grabouw), Overberg.

5. Training

At the start of the TEAM project the following training was expected to take place:
- Community Risk Assessment (CRA);
- Community-based Disaster Risk Management (CBDRM);
- First Aid (basic and advanced);
- Home-based care; and
- Fire fighting.

This was changed during the implementation of the project for various reasons, as will be outlined below. The direction from PDMC was to train a cadre of volunteers who could be drawn on in situations deemed a 'disaster'.

5.1 CRA and CBDRM courses

The first course conducted in the project was the Community Risk Assessment (CRA) in Masiphumelele, Cape Town. It was thought to start with this course as it would give a detailed idea of the risk profile in the settlement. The first course was run with the idea of showing participants how to conduct a risk assessment themselves. It was found, however, that there were very different capabilities across different settlements. This resulted in a more action learning approach being taken in the CRA course. It was focussed on determining the detailed risk profile of the settlement.

The Community-based Disaster Risk Management (CBDRM) process was altered to be a series of meetings instead of a three day workshop. This allowed for the development of a disaster risk management plan for each settlement. There were however many challenges to developing these plans, which included difficulty in ensuring attendance of both residents and officials.

Table 5.1: The number of people who participated in the CRA and CBDRM courses

Settlement	CRA
Masiphumelele	28
Doornbach	25
Phola Park	20
Wallacedene	18
TR Section	11
Witsands	20
Khayamandi	18
De Doorns	15
Rooidakke	13
Waterworks	8
Total	**176**

As can be seen from Table 5.1, 176 people across the ten settlements participated in the CRA. Approximately 284 people benefited from the CBDRM processes.

5.2   Volunteer Training

The course aimed at generating volunteers included:
- First aid (basic and advanced);
- Home-based care;
- Environmental health; and
- Fire awareness.

The courses chosen for the volunteer training were chosen by the PDMC, with the exception of environmental health. Initially home-based care was to be presented in the CoCT but it was subsequently found that there were many of these programmes being run. It was then decided that environmental health would be run instead. Similarly it was decided to present environmental health instead of first aid, as many in the settlement had already received this training on the farms that they worked.

Table 5.2: Participants trained in courses

Settlement	CRA	First Aid 1	First Aid Adv	Env. Health	Home based care	Fire Awareness	Total
Masiphumemele	28	32	16	20			96
Doornbach	25	28	16	21		25	115
Phola Park	20	32	15	14		17	98
Wallacedene	18	19	9	24			70
TR Section	11	29	12	17		27	96
Witsands	20	12	9	21		23	85
Khayamandi	18	27	8		28	23	104
De Doorns	15			27		26	68
Rooidakke	13						13
Water Works	8						8
Total	**176**	**179**	**85**	**144**	**28**	**141**	**753**

As can be seen from Table 5.2, there were a total of 753 person training sessions when DiMP's role as project manager came to an end. This is of a possible 917 who has registered to participate in the courses. Many people did not arrive on the day of the training. The remaining training was to be coordinated by the PDMC.

5.3   Materials Development and Training

The TEAM project foresaw the production of a **facilitator's guide** in community-based disaster risk management, the development of a **short (accredited) training course** in CBDRM and the implementation of a training of twenty facilitators.

5.3.1 Facilitator's guide in community-based disaster risk management

Field research over the ten sites during the TEAM project, combined with extensive previous community risk assessment experience in the Western Cape made it possible to visualise a facilitator's guide that is useful in informal settlements.

The 150 page guide (now in draft form) is provisionally entitled "Weathering the Storm: Participatory risk assessment and planning for informal settlements in the Western Cape" and comprises five (5) main chapters:

Chapter One:	Introduction;
Chapter Two:	Risk Reduction: a development priority in informal settlements;
Chapter Three:	Participatory risk assessment and planning;
Chapter Four:	Resource guide for commonly occurring informal settlement risks; and
Chapter Five:	English / Afrikaans / isiXhosa glossary of key terms.

All chapters are now close to completion, with more than 100 terms translated in both English and Afrikaans, and nearly all isiXhosa terms translated. These represent important technical terms for disaster risk management, flood and fire risk management as well as environmental health protection – and have been reviewed by technical specialists.

Chapter Four provides useful information specific to informal fires, flooding and environmental health risks, while the trilingual glossary consolidates both disaster and development terminology.

The guideline, co-financed by CoCT, will be in full colour and heavily illustrated with colour photographs rather than line illustrations. It will include maps and aerial photographs.

5.3.2 Credit-bearing short course and teaching modules

TEAM has addressed an important capacity-building priority – which has been the integration of the CRA and CBDRM training courses developed by DiMP within the framework of the Diploma in Adult Education (NQF Level 4/5).

This entailed recruiting a qualified adult educator to adapt the existing CRA and disasters and development short courses to the requirements of the existing Dip. Adult Ed. programme. It also required streamlining the contact hours and content so that the modules were broadly consistent with the Dip Adult Ed. course. This entailed 'adding-in 'new' course content related to adult education and designing written assignments that were compatible with assessment criteria for the Adult Education modules.

As a result, two new modules have been developed – the first, '**the Education, Training and Development Practice of Disaster Risk Reduction**' (36 hours) will be broadly consistent with content in the 'Fields and Sites' module listed for the Dip. in Adult Education. The second, '**ETD Practitioner in Community Risk Assessment**' (48 hours) will be consistent with the ETD Practice module.

Both courses will be jointly taught by UCT's Adult Education and Disaster Risk Science staff.

5.3.3 Training of practitioners

The foreseen practitioner training will take place in the first quarter of 2008. It will link the two components already discussed – i.e. introduce the facilitator's guide and test the teaching and learning modules. There are two challenges with this. The first is that for the courses to be fully credit-bearing, there must be evidence of attendance for 14 days. In the university semester system, this broadly translates into approximately 3 hours/week x 12 weeks for the first module and the same for the second – plus 3 full days of field work.

While this model is sustainable and manageable for practitioners in the workplace, it is not practical for pilot-testing the course. Consultations with practitioners employed by local government (disaster managers, fire fighters, roads and storm water practitioners) indicate that it is totally unreasonable to expect they can be released for 14 days at once. The outstanding challenge is to identify a pilot-testing model that covers the material in the course and ensures that those attending complete both modules (including assignments). This is extremely labour-intensive, both for facilitators and for those attending.

One compromise would be to break Module One into 2 x three day block release and Module Two into 2 x four day block release over the course of a month, and to reduce the number of personnel attending to 10-15.

5.3.4 <u>Finalisation process to March 2008</u>

The finalisation process for these three activities is proposed below:

- December 2007: Complete facilitator's guide and circulate for comment;
  Discuss and tentatively plan pilot-testing;
- February 2008: Feedback meeting to discuss comments;
  Complete editing and lay-out for facilitator's guide;
  Finalise pilot-testing arrangements;
  Identify potential participants for pilot-testing;
- March 2008: Complete reproduction of facilitator's guide;
  Conduct pilot-testing; and
  Distribute facilitator's guide.

6. Reflections on the TEAM process

It was difficult to complete a thorough evaluation because the quantitative information was not available at the closing of the project. Instead the focus was on the experiences of those involved. To achieve this, two meetings were held with relevant stakeholders. The first was held on 22nd March 2007, at Look Out Hill in Khayelitsha and the second on 10th July 2007, at the Disaster Operations Centre, Goodwood.

The first consultation included presentations from a representative of each stakeholder group. The stakeholders included local politicians, government officials, service providers and settlement residents. Participants were then divided into groups to discuss the presentations given and formulate recommendations should the programme be continued. The second stakeholder meeting was a discussion involving government officials and service providers.

At a settlement level there are many challenges that face individuals day to day. It appeared to be difficult to take part in the training and meetings with officials because many had other basic priorities such as employment. This contributed to a lack of community participation. However, residents reported an improved relationship with emergency services and was also stated that there was increased confidence in communicating in English.

The most beneficial training was reported by participants to be Environmental Health and First Aid (note: the Fire Awareness training had not yet taken place in many settlements at the time of the first stakeholder meeting). In Phola Park the first aid volunteers were performing duties over the weekends. These courses taught them skills that could be used on a day to day basis, not necessarily in the case of a disaster.

There were many challenges they faced with regards to attending the volunteer courses. These included the timing of the sessions and transport to the facility where they were being held. The biggest challenge was taking so much time to attend and not focussing on getting employment.

The biggest concern of the residents was what would happen next. There were now volunteers who were keen to provide assistance to their communities but did not appear to have the support of the local government. As a result, other residents in their community did not take them seriously.

Government officials thought the TEAM process enabled greater understanding of risk and vulnerability in the different settlements. It provided an opportunity to incorporate community-based disaster risk management plans into the Integrated Development Plan (IDP) for the area. There was also information from other courses that could be used by different line functions. The challenge was just to put in place a mechanism to disseminate or share the information.

The roles and responsibilities of the PDMC, local authorities and the service providers were not clearly defined at the start of the project. This resulted in many of the subsequent challenges for officials. An example of this was the responsibility for the volunteers generated. This was not consulted on before the project was implemented. The PDMC aimed to have each line function be responsible for the volunteers but this was difficult to negotiate as regulations surrounding volunteerism had yet to be developed. There has been some contestation surrounding the provision of a stipend to volunteers.

There were great resource constraints experienced within local authorities. This made it difficult for them to take the role of monitoring those who have been trained, as well as keeping in contact with them. It also proved challenging to maintain the local committees established in each area, as residents did not always attend.

The use of community development workers (CDWs) as liaisons with the settlements resulted in mixed experiences. In one area it had been extremely useful to involve the CDW for the area. It enabled smooth entry into the settlement and on a whole was beneficial to the project. In other areas the CDW was more of an obstruction. In the Overberg, officials intended to use the CDWs more as they were considered more 'permanent' than the resident volunteers.

On the whole there was a common call for greater integration of the TEAM project into other initiatives taking place in local authority areas. Greater consultation and collaboration between stakeholders, across and within the participating spheres of government, was necessary.

7.   Challenges and Opportunities

The TEAM project has provided an opportunity to improve the understanding of risk in informal urban areas. There has been an opportunity to conduct risk assessments in some areas that have not previously been studied. These risk assessments can now be incorporated into the spatial development plans for the different local municipalities.

There has also been an opportunity to develop settlement specific disaster risk reduction plans. Those for the CoCT will be handed over to the DRMC to be included into the Metropole's Integrated Development Plan.

7.1 Institutional

There were institutional processes at every sphere of government, as well as at settlement level. These were usually complex and made more challenging under the pressure of implementing large-scale training in a short period of time.

The first half of the project was set against a backdrop of the local elections, which happened in March 2006. Following the elections there was organisational restructuring in the City of Cape Town, a process that was a culmination of five years of uncertainty. This meant that the officials

that had been working on the TEAM project by attending meetings changed mid way. This resulted in advocacy for the project having to start over.

Officials did not always attend the community based meetings. Some of them were not mandated by their superiors to do so and as a result were not committed to the process. In many instances there was only one official from a particular line function for more than one settlement. That official did not have the time to attend each of the meetings that they were invited to, even though they wanted to.

It was very important to work through the local councillors in each settlement. This allowed 'smoother' access into the areas. Some of these councillors also changed after the elections, which complicated the institutional processes in those specific settlements.

The complex politics between the Provincial Government of the Western Cape (PGWC) and the CoCT sometimes was a factor in the implementation of TEAM. This is particularly true of the settlement selection process of TR Section in Khayelitsha. This made it challenging to work in the settlement subsequently because there were already many initiatives in the area.

The project implementation in George was complicated by the occurrence of two extreme weather events in the Eden District Municipality at the same time as the project team was to go to the area. The impacts were significant and officials were preoccupied with the recovery process. As a result, it was decided to postpone the George site indefinitely and identify a second site in Grabouw.

7.2   Volunteer training

Recruitment of volunteers proved to be very challenging. Initially application forms were handed to what was considered to be the community leader or the local councillor. It was found however that there would not be a representative group at the training sessions, particularly the CRA, where it was important.

There were many instances where the telephone number provided on the application forms was no longer being used by the applicant. Once a course was underway everyone did not always arrive. Sometimes people were recruited on the day of the training course so as to fulfil the requirements for payment at the time.

It was not always possible to get a representative group involved in the courses. Training was held during the day and as a result, mostly women would participate. In the areas where there was high unemployment amongst young men, the bias would be towards that group of people.

Issues surrounding recruitment, as well as the process of training, were made significantly more difficult due to the time constraints the project was under. This limited the recruitment process.

It was very challenging to implement the fire awareness training. There had not been adequate negotiation with the Fire Services before the TEAM project began and so the consultation around the fire related training took place during the implementation of the project. Added to the challenge was the change over of senior management with CoCT Fire Services.

Once the training had been decided on, there were practical concerns about transport and insurance. Training had to take place at a fire station, as the open fires required for the courses are prohibited by CoCT by-laws. Therefore participants had to be transported to a fire station

and this had a cost associated to it that could not be easily covered due to the existing financial mechanisms within the CoCT.

After training had taken place, there was no mechanism to take up the volunteers. It was eventually decided to register the volunteers within the DRMC, CoCT. However, not all those trained were registered as volunteers.

7.3   Administrative

As project manager, DiMP was funded directly by PDMC. The courses however, were funded directly by DBSA. Payment for the courses was completed after they were conducted.

A set of procedures and forms had to be completed to finalise the payment. This process took approximately six (6) weeks. It was difficult for small-scale service providers to accept these time frames as they did not have enough capital to up front for the courses.

The financial payment procedure required the list of people trained to ensure the full amount would be received. When it was found that not all participants would arrive, a set minimum amount was agreed by the steering committee to cover preparation costs.

8.   Recommendations and Concluding Remarks

TEAM provided the opportunity for training and capacity building in areas that would not otherwise have had it. It improved the understanding of urban risk and vulnerability. There were however many challenges in implementing such a large-scale project.

It is widely agreed that the TEAM project focussed on too many settlements in too little time. It placed great pressure on service providers and local authorities to deliver an outcome with not much time to focus on community-based processes in the different settlements. This compromised its integration into other programmes being implemented in the same areas.

Before a roll out of TEAM is considered, adequate consultation should be completed with relevant local authorities. It would be important to clarify the roles and responsibilities of each stakeholder. This would include which line function would be responsible for the volunteers, if this is at all possible. Currently there is a number of settlement residents trained, but their skills are not being used because the mechanism for this was not clearly defined at the start of the project.