

## Capacity Building Workshop in Disaster Prevention and Risk Management for Communities of Caylloma District affected by the 2004 Cold Wave

<b>Location:</b>	Caylloma District
<b>Date:</b>	2004
<b>Sector focus:</b>	Multi-hazard risk reduction
<b>Spatial focus:</b>	District and community

### Bibliographical reference

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S. Alvarez, L. Febres, A. R. Vigil, R. Q. Cajma, C. E. Hallasi, L. S. Ramos, *Informe del Taller de Capacitacion para la Prevencion de Desastres y la Gestion de Riesgos en Comunidades del Distrito de Caylloma Afectados por el Friaje 2004*. Arequipa, Peru: Proyecto Raiz/ Oxfam International/ Asociacion Proyeccion, November, 2004.

### Abstract

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Nine training workshops involving 455 people were held between August and November, 2004, in order to take advantage of the receptivity to systematic thinking about hazards, vulnerability and risk that had been produced by the experience of a cold wave in June and July of that year.

Participants included local government officials, civil society leaders, and members of the public. They were divided into working groups that focused on the experience of the cold wave in order to develop a working knowledge of the nature of hazards, vulnerability, and risk, as well as the steps to be taken to mitigate hazards. Finally, the groups engaged in a visioning exercise to see if they could describe what they would like their community to look like in 5 years' time.

This case will be of interest to those working in isolated rural conditions with traditional populations. It is also notable for the manner in which it integrated and encourages cooperation between civil society and local government as well as the way it used the recent shared experience of one disaster (the cold wave of 2004) as a way of focusing attention and then extending group assessment and analysis to other hazards and potential disasters.

### Technical description

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**Hazard/risk type:** Cold wave, hail, frost, blizzard, landslides, mud slides, flash floods, slow onset floods, drought.

**Type of assessment:** Hazard assessment/ mapping; vulnerability assessment

## **CRA process**

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Collection of background and secondary studies. Contact with local leaders in the district. Planning of the large community meeting. Community meetings with their focus groups and elaboration of action plans.

**Methods used:** Groups recalled and recorded experience of the 2004 cold wave, using guiding questions such as “what happened?”, “was anyone killed or injured?”, “how long was work/employment stopped?”, “what areas of the community were most affected?”, “what did the municipality and other institutions do?”, “how could this or other disasters be prevented or reduced?”. They generalized this experiential analysis to other hazards and drew maps describing hazardous areas. They reported to the plenary, and in the plenary, through open discussion and brain storming the costs of the cold wave in economic terms and impacts on human health, community functioning, and natural resources were assessed. Also in groups the kinds of vulnerability suffered in the district were analyzed and their causes were discussed, both to be reported back to the plenary. Group work on vulnerability was organized under a number of sub-topics, or kinds of vulnerability: Economic, technological, physical, institutional, political, and environmental.

Groups also elaborated action plans for risk reduction as well as visions of what they would like their community to look like in 5 years time. These results, too, were discussed in plenary.

**Was livelihood analysis part of the process?** No.

**Was external specialist knowledge introduced?** Yes, in the form of some background information about the 2004 cold wave.

## **Vulnerability analysis**

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Some differences in amount and quality of land available to farmers, size and composition of herds, income, and location did emerge from focus groups, but detailed household level social vulnerability was not directly addressed.

## **Capacity analysis**

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**Resources available:** *Financial resources:* Oxfam International; *Human resources:* staff of Oxfam International and Asociacion Proyeccion, and national experts. *Local resources:* Strong, intact communitarian social relations providing the basis for collective problem solving; active and responsive local government.

**Limitations to capacity:** Financial and technical limitations for the diversification of livelihoods and introduction of agricultural practices and technologies to avoid the hazards of frost, hail, drought, and flood.

## **Action planning and implementation**

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**What actions were actually planned?** The visioning exercise went far beyond the realm of risk management, and included such things as, in five years' time the existence of fish farms, genetically improved alpacas and other livestock, diversification of the types of livestock produced, improved pasture, well constructed homes.

**What actions were actually carried out?** A Risk Management and Civil Defense Committee was formed.

**Have these actions turned out to be sustainable?** N/A

**Were there any unanticipated additional benefits of the actions?** Better mutual understanding between local government, civil society, and citizens

**Were there any unanticipated negative consequences of the actions?** N/A

**Limitations on action/ sustainability of actions:** Lack of financial and technical resources as well as the long term nature of some of the plans (e.g. genetic improvement of livestock).

## Indicators

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The training workshops actually generated an approximate economic cost of the 2004 cold wave. When the next one occurs, it should be possible to measure its economic cost, and if measures have been effective, then the cost should be less.

## Contextual notes

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**Existence/ role of prior or contemporaneous conflict?** No.

**Role of displacement/ relocation?** No.

**Role of prior disaster & prior recovery attempts?** The 2004 cold wave was just over by a few months, and was fresh in people's memories. The training made use of a "window of opportunity" for behavioral and institutional change.

**Significant historical, geographic, economic, political, or cultural issues that influenced this instance of CRA and its consequences?** Inca social structure, language, and values are still intact in this part of Peru and provide the basis for collective problem solving. However, economic surplus is scant, and this limits the ability to invest in personal and social protection.

## Strategic notes

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**How has this practice of CRA influenced change in policy and practice at the national level?** N/A

**How has this practice of CRA influenced change in policy and practice at local level?** It has influenced change at district/local government level, in NGOs, and the people are better prepared.

**How has this practice of CRA influenced the level of organization and solidarity in the locality where it was carried out?** It has probably increased it.

**Less divided along class, gender, age, ethnic lines?** N/A

**More divided along these lines?** N/A

**Are the people living in this area more able to speak out on issues that concern them?** Yes.

**Have new civil society organizations been created directly or indirectly because of this practice of CRA?** Yes, a new Risk Management and Civil Defense Committee.

## Lessons learned

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- ♦ Recent experience of one disaster (cold wave) can be used as a way of focusing attention and then extending group assessment and analysis to other hazards and potential disasters.

- ♦ Participatory research may be used to enhance damage assessment in post-disaster situations.
- ♦ Long term development planning and disaster risk reduction may be integrated under some conditions.

## **Keywords**

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Cold wave hazard, damage assessment, window of opportunity, local economic development

## **Resource person(s)**

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## Capacity Building Workshop in Disaster Prevention and Risk Management for Communities of Caylloma District affected by the 2004 Cold Wave

<b>Location:</b>	Caylloma District
<b>Date of update:</b>	26 February 2008

### **Background**

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Nine training workshops involving 455 people were facilitated by Oxfam America between August and November, 2004, in order to take advantage of the receptivity to systematic thinking about hazards, vulnerability and risk. Such a “window of opportunity” was provided by the fact that this area had just experienced a destructive cold wave. The training session also doubled as an opportunity to experiment with participatory damage assessment, as losses of livestock and other impacts of the cold wave were fresh in participants’ minds.

### **Update Time Frame, Mode of Follow Up & Confidence Level**

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It is now four years since the original workshops. The project coordinator, Sergio Alvarez, who had subsequently become Latin American director for Oxfam America, still resident in Peru, provided the update. He now works as an independent consultant in disaster risk management. Confidence level is very high given this persons’ deep knowledge of the project and project area.

### **Sustainability**

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That experience was the first of its kind in the live of the poor people in Caylloma district, Arequipa-Peru. Before this experience many people said “they never had training in disaster risk management and how they can organize in disasters situations and protect their livelihoods”. In addition many men said that they have a traditional bias against women’s public participation, but after the training workshops they decided to integrate women into every activity during the next 3 years that the project ROOT continued in Caylloma. The initial project was called Root I, and there followed continuations called Root II, Communal Root, and Social Root.

### **Actions implemented**

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After the training workshops men and women worked together in every activity in the action projects. The district authorities integrated into the public budget some disaster risk reduction actions such as purchase of seeds, small scale irrigation (water channels) for crops, local early warning systems, network communications connecting remote small villages. Subsequently, every village in the

district created their risk maps and also their own historical map of prior hazard events and future vision map. The last mentioned was used as a vehicle for villagers to articulate what they would like their lives to be like in 10 years in the future.

## **Welfare/security results**

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In 2005 and 2006 new cold wave situations were coming back to affect again the 12 small villages in Caylloma district, but they were prepared so the effects were less than 2004. They had a good communication with the regional government in Arequipa and they had climatic data about the weather situation.

## **Replication of method/approach**

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N.A. However, researchers and development practitioners in Peru have expressed a desire to follow up this and other similar cases with a thorough action research approach to DRR in the face of climate change in all of the Andean countries. They are currently seeking donor support for such a study (contact below).

## **Lessons learned/open questions**

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1. This case points to the existence and usefulness of a “window of opportunity” following disaster during which the receptivity and enthusiasm of a community may be high, and Participatory Action Research (PAR) work can be very effective.
2. Involvement of local government is important so that follow up and build out on the basis of the initial PAR work can take place.
3. There may be additional benefits of the process, such as more public involvement of women in community affairs.

## **Keywords**

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Cold waves, climate change, damage assessment, women’s public participation.

## **Additional contact details**

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