



Life PRIMES Project
LIFE14 CCA/IT/001280
Preventing flooding Risks by Making resilient communities

ACTION C.3
**BUILDING DIALOGUE AND COMMUNITY EMPOWERMENT THROUGH LOCAL
DEVELOPMENT PLANS FOR CIVIC ACTIONS**

Regional Agency for territorial safety and civil protection – Emilia-Romagna Region

PRIMES GUIDELINES

Date	2018-10-16
Author	Marco Cardinaletti (Eurocube srl) Eva Merloni (Area Europa) Clarissa Dondi (Prot. Civ. ER)
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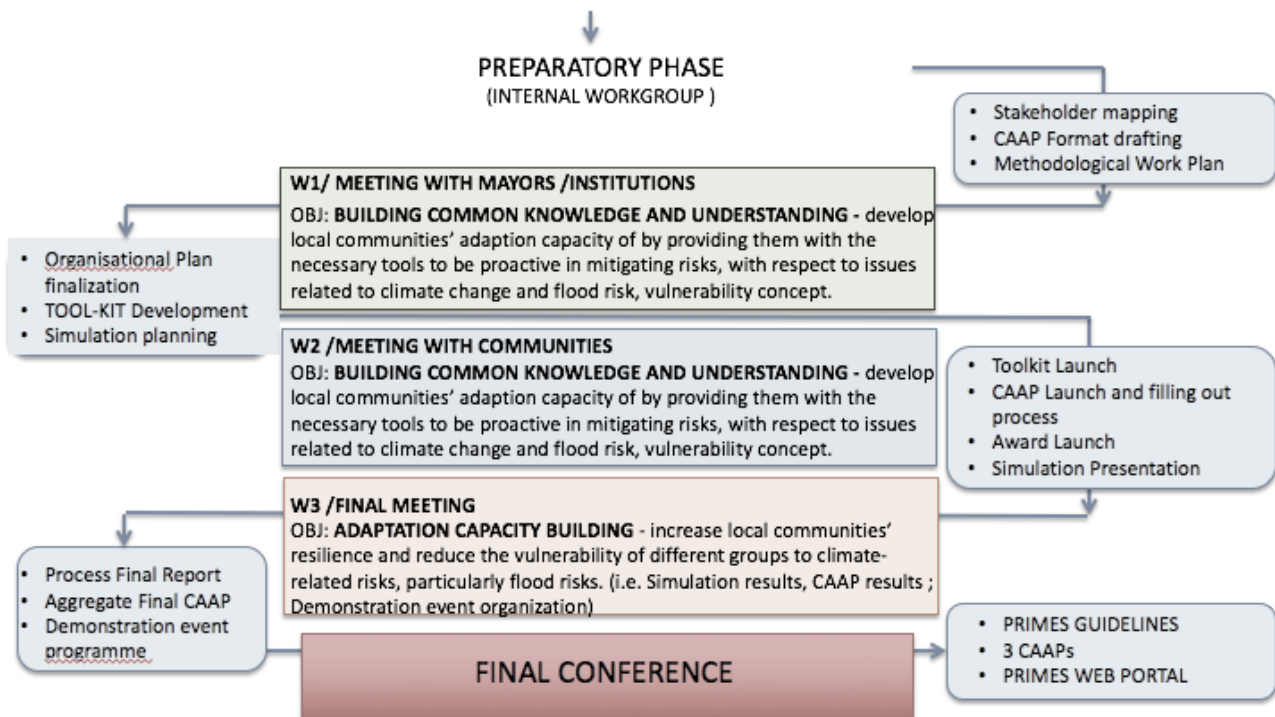
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INTRODUCTION

The PRIMES Guidelines for the development of Civic Adapt Action Plan for the Community (CAAP) are designed to support other local communities in the development of functional participatory processes to improve local community resilience against flood risks. The PRIMES methodology is a process methodology, derived from the experience gained during the project, which allowed to develop Civic Adaptation and Mitigation plans in the event of flood risks, by introducing a set of tools, called PRIMES tool-kit, intended to raise the awareness and to increase the risk perception of local communities, while strengthening collaboration between citizens, institutions and Civil Protection.

The Guidelines therefore cover the whole C.3 Action envisaged by the project aimed at building standard participation and sharing processes while defining Civic Adaptation Action Plans and their subsequent integration within Civil Protection Plans. The process is outlined in seven steps, grouped into three large Phases: (i) Preparatory phase; (Ii) Development Phase; (Iii) Implementation Phase.

The process described herein can be supplemented and followed by the impact analysis of the actions developed in relation to the change in risk perception by the community involved. This analysis can be performed by filling in questionnaires by the community at the beginning and at the end of the process and the related provision of results. The model is available on the PRIMES website www.lifeprim.es.eu, section toolkit. The 7 process steps are summarized in the following flow-chart and further detailed in depth in the following table.





PHASES		STEP	TARGET	KEY ACTIVITIES
PREPARATORY PHASE	1	Plan local communities' involvement	PURPOSE OF THE PROCESS - to identify stakeholders interested in the PRIMES project (stakeholder mapping)	<ul style="list-style-type: none"> • Appoint the PRIMES facilitation team • Define the PRIMES process methodology • Stakeholders analysis of (stakeholder mapping) • PRIMES facilitation team set-up
	2	Context and stakeholders analysis; stakeholders' involvement	UNDERSTANDING THE GENERAL CONTEXT - mobilize and engage stakeholders to support and/or participate in the PRIMES process	<ul style="list-style-type: none"> • Detailed research background; institutional mapping • Existing policies and programs analysis • Preparatory meetings with local institutions and stakeholders • Detailed planning of the participatory process
DEVELOPMENT PHASE	1st WS-	3	Start the resilience co-design process	<ul style="list-style-type: none"> • Introduction to the issues of climate change and flood risk (definition of concepts and presentation of good practices) • Strengthening the analytical capacity of the community by providing it with the cognitive tools to help build the early warning systems enhancement process (PRIMES Tool-kit) • Activating a constant channel of communication and information (PRIMES web-portal / Newsletter / Social Media / Networking)
	2nd WS	4	Development of the Civic Adapt-Action Plans – CAAP	<ul style="list-style-type: none"> • Definition of a community-based "vision" • Identification of adaptation strategies proposed • Feasibility Screening and implications • Identification of complementary actions • Optimization of the early warning system operation (identifying roles / responsibilities / timelines for the development and validation of Civic Adaptation Action Plans – CAAP)
	3rd WS	5	CAAP Implementation and Management	<ul style="list-style-type: none"> • Capacity Building through an early warning simulation • Implementation of adaptation actions (Livelihood strategies, reducing disaster risks, including early warning and defense mechanisms) / • demonstration action implementation • Development of a common monitoring and control system
implementation PHASE	6	Integrating CAAP in civil protection planning	TO GUARANTEE that Civil Protection Plans take into account the priorities identified in the Civic Adaptation Plans (CAAP)	<ul style="list-style-type: none"> • Submission of Civic Adaptation Plans to local institutions • Integration of emerging priorities and documents into the Civil Protection Plans
	7	Strengthening local governance to build Resilient Communities	TO STRENGTHEN DIALOGUE between Communities and institutions through dissemination and training events and meetings	<ul style="list-style-type: none"> • Strengthening of Capacity building for local institutions; promotion of participatory planning processes; Strengthening / institutionalization of climate information services and Disaster Risk Management systems; facilitation of connection with the existing EW systems.

1. PREPARATORY PHASE

The preparatory phase is intended to build an effective engagement process. It should therefore be planned very carefully to guide the whole process in a linear fashion. The preparatory phase is subdivided into the following two steps.

STEP 1 - PLANNING THE COMMUNITY INVOLVEMENT

OBJ: *Identify the purpose of the process and stakeholders engaged in the aims of the PRIMES project, by defining a clear working method, with measurable and tangible objectives and results, appropriate management methods and tools, by identifying the staff to be involved, the work schedule and deadlines.*

In particular:

- **Appointment of the PRIMES facilitation team.** It is important to appoint the staff of people to be involved in the PRIMES project management. Indicatively the staff might include:
 - a coordinator in charge of the entire engagement process
 - a contact person in charge of the secretariat (collecting memberships, mailing construction, communication for various meetings, sending reports, etc.)
 - a contact person in charge of risk communication and co-workers for the facilitation of working groups
 - one [or more] technical coordinators, with supervisory programming and content tasks, with good theoretical and practical "hands on" knowledge in the application of adaption approaches and risk management
- **Definition of a participatory process road map:**

It is necessary to define:

- The topics to be covered and the contents to be transferred to the local community during the meetings that will be organized locally. Communication plays a vital role. Therefore, contents and communication tools to be used should be clearly defined. Each local community obviously has its specific characteristics and it is therefore important to define a specific Road Map that is fully suited to the reference context it applies to.
- The number of meetings and deadlines. Three main collective meetings [Thematic workshops] are generally recommended. For more details, please refer to the next chapter related to steps 3, 4 and 5. A larger number of meetings should be organized, if necessary, in particular in the CAAP development phase [W2 - CAAP Development]. It is important to schedule a final meeting for the presentation of the results that have been achieved and of the work done during the process [step 7] and to set a deadline for the implementation of the process geared to achieve the goal.

- **Organization of preparatory meetings with local authorities.**

The Preparatory meetings are crucial to provide all the local authorities that will be involved in the process with an overview of the methodology to be implemented to work together with the local community. This process is to be shared with the local authorities right from the start by defining the specific roles and responsibilities.

The schedule of meetings: it can vary depending on the issues involved, the size of the local community and the number of stakeholders to be involved. It is important to schedule the meetings duly in advance, so that associations, individuals and other stakeholders can schedule their agenda and thus avoid any concurrent dates related to other relevant events for the local community, such as holidays, school closures and tourist seasons.

Set the location of meetings. It is suggested to opt for an easily accessible venue, properly equipped for multimedia presentations, power point and IT equipment for on-line filling out of CAAP questionnaires. It is possible to identify multiple locations for individual meetings in order to provide various itinerant locations in the area.

STEP 2 - ANALYZING THE CONTEXT AND STAKEHOLDERS

OBJ: *Understanding the general background and mobilizing stakeholders to support and/or participate in the PRIMES process*

- Analysis of existing policies, programmes and activities with local authorities: analysis of weaknesses and vulnerable spots in the local area, local organization on flood risk, identifying what is already available and what should be envisaged.
- Analysis of stakeholders (stakeholder mapping).The stakeholder analysis is intended to outline the potential categories of key stakeholders at all levels and to identify the most relevant and influential key stakeholders to be involved in the planning process. The checklist will serve as a basis to define which stakeholders are to be engaged in individual areas in cooperation with the local authorities.
- The stakeholder mapping and analysis guidelines are shown in the PRIMES tool-kit. (http://www.lifepimes.eu/wpcontent/uploads/2018/04/CD15_STAKEHOLDER_MAP_finale_30_03_2017.pdf)

2. DEVELOPMENT PHASE

The development phase is mainly intended to start participatory processes to build common knowledge and understanding on issues related to climate change and flood risk, the concept of vulnerability, to develop local communities' adaption capacity, by providing them with the tools to be proactive in mitigating risks. This phase consists of 3 Steps aimed at making the system an integrated "bottom-up" risk management process, through the involvement of local communities engaged in pilot testing.

Planning processes based on community involvement are essential tools to enhance the effectiveness of early warning systems and to enable proactive risk reduction behaviors. The primary objective of the entire "development" phase will be to systematically develop balanced joint learning processes that are likely to build common knowledge and skills, to enhance adaption capacity of local communities and to gradually reduce their vulnerability to climate change.

The development phase is characterized by the implementation of the following steps:

STEP 3 - START THE RESILIENCE CO-DESIGN PROCESS

OBJ: *Building shared knowledge and understanding on the issues related to climate change and flood risk, the concept of vulnerability, early warning systems and developing the adaptive capacity of local communities by providing them with the tools to be proactive in mitigating risks.*

In particular, this phase will be aimed at:

- Introducing the issues of climate change and flood risk (definition of basic concepts and presentation of good practices)
- Strengthening the analytical capacity of local communities by providing them with the cognitive tools designed to build enhanced early warning systems (PRIMES Tool-kit)
- Activating a constant communication and information channel (PRIMES web-portal / Newsletter / Social Media / Networking)

Specifically, it envisages the organization of a workshop with the involvement of the local community stakeholders engaged in the process. The main issues to be outlined during the workshop are:

1. **The baseline climate scenario.** It will be important to provide a general overview of the local climate scenario and its possible evolution with related consequences, analysed at a technical/scientific level by the local institution in charge, as a basic starting point towards a more widespread knowledge.
2. **Defining the process and sharing the Raod Map with the local community.** Sharing the project with the local government, the local community and the PRIMES team is a key success factor for the whole project. Goals will have to be clearly specified, sharing how to reach them, specifying the duties and responsibilities of the stakeholders involved.

The process is intended to foster dialogue between the local government and the local community on the institutional role designed to provide protection to the community since an early stage and the ability to improve the local community's behavior to enhance its responsiveness and preparedness to major and sudden events.

3. **Presentation of the tools that will be adopted (PRIMES tool-kit).** The PRIMES project provides tools fit for managing participation and supporting the entire adaptation planning process. The PRIMES tool-kit is a "toolbox" useful to involve stakeholders in the process to be implemented. These tools are available on the project website and are:

- "The flood risk and storm surges management - The good adaptation practices"
- Climate Scenarios - Report
- Primes Guidelines for the development of Local Adapt - Action Plans for Community
- Guidelines for stakeholder selection and mapping
- Friendly tutorial guide for filling in the form "Develop your own Civic Adaptation Plan"
- The training tutorials to educate and inform beneficiaries on the following themes: Storm surges and floods, Climate Change, Adaptation actions, What to do in case of early warning, the Municipal Civil Protection Plan
- Manual for the implementation of an Early Warning System
- **CAAP – Civic Adaptation Action Plan.** CAAP is an on-line tool, subdivided into four sections: the first one refers to user features, the second one to the resilience profile, namely the level of knowledge on flood risk related issues, and the third one is dedicated to training through short videos designed to bridge the users' knowledge gaps identified by the resilience profile, the fourth one is aimed at the definition of adaptation actions. At the end of this process, users will be able to Download their own Civic Adaptation Plan.

The Aggregate CAAP is a further tool resulting from the community's contribution through individual CAAP plans.

4. **Activating a Web platform that acts as a constantly open communication and information channel.**

This role was played by the project website (PRIMES web-portal). Yet, a specially dedicated social channel could also be used. During the PRIMES project multiple communication and information media were activated such as social media (FaceBook, INSTAGRAM, Twitter) or the project newsletters. Maintaining a constant and fluid communication with all the stakeholders involved generates more interest and helps strengthen local cooperation.

STEP 4 - DEVELOP CIVIC ADAPTATION ACTION PLANS

OBJ: *Share a process aimed at o generate a civic adaptation action plan. Lay the foundations to agree upon and formulate a **Civic Adaptation Action Plan**, by providing guidance on a participatory approach in the drafting and definition of a community vision, strategic goals, review and control of functional adaptation priorities aimed at supporting the enhancement and strengthening process of the Early Warning System.*

Thematic workshops dedicated to measuring the actual risk perception by the entire community and starting the Civic Adaptation Action Plan development process should be organized in this phase. The CAAP is an online tool that allows a real-time definition of the aggregate level of skills and knowledge of participants on flood risk related issues and facilitates the organization of preparedness and adaptation actions. This tool will enable to:

- Identify the community adaptation strategies
- Carry out a participatory analysis on the real implementation feasibility of actions
- Identify complementary actions
- Optimize the early warning system
- Foster proactive participation of the local community in the flood risk management

At this stage it would be appropriate to schedule more workshops involving a maximum of 20/25 participants each time for complex territories. Each workshop should be organized as follows:

- *Introduction to the issues of resilience and risk*
- *Feedback of findings emerging from the analysis of climate scenarios*
- *Development of CAAPs - Civic Adaptation Action Plans:*
 - *Presentation of CAAPs*
 - *Filling in the online form by participants*
 - *Real time feedback of findings*
- *Sharing views with the local government on what has already been done and on the actions to be undertaken*
- *Conclusions and future outlooks*

STEP 5 - IMPLEMENT AND MANAGE CIVIC ADAPTION ACTION PLANS

OBJ: *Develop adaptation skills to increase the resilience of local communities and reduce the vulnerability of different groups to climate-related risks and in particular to floods.*

The Capacity Building activity is developed through the organization of Early Warning Simulations and Adaptation Demonstrations (pilot project). Both activities must be organized after the data collection and initial processing of CAAP and must be scheduled and planned with the civil protection system.

The following items must be defined when planning the Early Warning simulation:

- *The objectives of the drills*
- *the event scenario*
- *the date*
- *the intervention model (description of the early warning system, activation procedures, communication flow, enabling and use of emergency areas etc.)*
- *the information system addressed to the local community and related involvement method.*

It is especially important to provide a detailed drill schedule for the local population, structured in such a way as to provide a succession of different behaviors to be held in relation to the various time phases (during and post event) and space (home and out of home) following the indications provided for the behaviours to be held. Three early warning simulations, one for each target region, involving both the local community and school pupils were organized as part of the LIFE PRIMES project.



Demonstration adaptation actions (pilot project)

The implementation of demonstration activities is intended to achieve some of the adaptation measures proposed by participants in filling in the CAAP forms and to start building Resilient Communities.

Three demonstration adaptation actions were organized as part of the LIFE PRIMES project:

- shared development of a Family Contingency Plan
- Application of the guidelines on how to handle an emergency situation in the family
- The evacuation of schools



3. IMPLEMENTATION PHASE

STEP 6 - INTEGRATE CAAPs IN CIVIL PROTECTION PLAN

OBJ: *To guarantee that the Civil Protection Plans take into account the priorities identified within the Local Civic Adaptation Action Plans*

This phase takes into account the results emerging from the participatory project, processed in aggregate mode (Local Civic Adapt Action Plan, document); in particular the expected final result is the formal adoption of local Civic Adaptation Action Plans by the Local Authorities, and the implementation of priority actions by the local community. Therefore, it is necessary to:

- Make sure that the municipal administration evaluates and adopts the integration of the aggregate CAAP into the municipal Civil Protection Plan.
- Formally share a memorandum of understanding for territorial and multi-level cooperation for flood risk management. The Memorandum of Understanding will mark the commitment of all local authorities and representative bodies involved, to pursue a shared adaptation process. It will establish a bilateral commitment between the local authorities and active local community.

STEP 7 - STRENGTHEN LOCAL GOVERNANCE FOR THE BUILDING OF RESILIENT COMMUNITIES

OBJ: *Strengthening dialogue between Local Institutions and Communities through dissemination events, meetings and training courses*

In order to conclude the PRIMES participatory process, it is fundamental to provide the Local Community with the results of the entire process, to ensure a more widespread awareness of the actions that have been undertaken and of the results that have been achieved. This last step is crucial to:

- Strengthen the capacity building of local institutions;
- Promote further participatory planning processes and experiences;
- Strengthen/institutionalize climate information services and DRM systems;
- Optimize existing Early Warning systems.
- Raise the awareness and commitment of participants involved.

Organize a final meeting with the local community to report on the experiences that have been made and on the results that have been achieved. In the final meeting it will be necessary to:

- o Provide an overview of the results of Early Warning simulations and of demonstration pilot actions among those listed and included in the CAAP
- o Provide a presentation of the aggregate CAAP to the local communities
- o Provide a presentation of the Memorandum of Understanding for the implementation of the CAAP and the activities that the municipality intends to undertake to involve citizens.