Introduction to Disaster Preparedness

Disaster Preparedness Training Programme

International Federation
of Red Cross and Red Crescent Societies

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International Federation
of Red Cross and Red Crescent Societies

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic.   Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
- A general reference material on disaster preparedness
- Training and workshop modules and trainer's guides
- An orientation to disaster preparedness for Delegates and NS officers
- A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Introduction to Disaster Preparedness	Preparedness Planning	Risk Reduction
Increasing Community Disaster Awareness	Disaster Emergency Needs Assessment	Disaster Programme Information and Reporting
Improving Coordination	Improving Basic Training Skills	Project Planning

Acknowledgements

These nine modules and their accompanying trainer's notes were prepared for the International Federation by INTERWORKS, a consulting group with disaster management training and consulting experience in over 60 countries worldwide. Review and critique of these modules were provided by a team of Central Asian disaster management specialists, the disaster preparedness officers of five Central Asia National Societies, the Federation disaster preparedness staff in Geneva and delegates in Central Asia, the Caribbean and East Africa.

The following documents served as references for the compilation and writing of this particular module:

1. "Disaster Preparedness" in the IFRC *Handbook for Delegates*, 1997.
2. *Strategy 2010*, IFRC 1999.
3. *People-Oriented-Planning at Work: Using POP to Improve UNHCR Programming*, M. Anderson for UNHCR, 1994.
4. "Report on National and Local Capabilities for Early Warning," Convenor of International Working Group and first authored by Mr. Andrew Maskrey for the IDNDR Secretariat, Geneva October 1997, p. F-8.

Introduction to Disaster Preparedness

Aim and audience

This module provides a common starting point for understanding and discussing disasters, disaster management, and disaster preparedness as part of a National Society's mission, and discusses the potential scope of disaster preparedness measures.

This module is appropriate for anyone who has general responsibilities for disaster management and programme implementation. Non-technical personnel interested in acquiring a better understanding of disaster preparedness and the strategies and measures that may be implemented as part of a preparedness plan can also benefit from reading this module.

Main points

- how disaster preparedness fits into the work of the International Federation and National Societies

- the overarching aims and objectives of disaster preparedness

- definitions of the terms hazards, disasters and vulnerability

- identification of different types of disasters

- the scope of disaster preparedness measures

- the concept of community-based disaster

1.   Overview of disaster preparedness

1.1   Disaster preparedness and the Red Cross and Red Crescent Movement

The purpose of the International Red Cross and Red Crescent Movement, as embodied in its Constitution and the principle of humanity, is to prevent and alleviate human suffering wherever it may be found, to protect life and health and ensure respect for the human being. Disaster preparedness fits within this overarching purpose and has been identified in IFRC's *Strategy 2010*, as one of the "core areas" that National Societies should prioritise and integrate into their overall programming efforts.

Many people and agencies take part in emergency response operations including local populations and community-based organisations, Civil Defence and national emergency structures, fire brigades, Red Crescent/Red Cross Societies, international agencies, NGOs and others. The International Federation and National Societies need to recognise that disaster preparedness, particularly in terms of post-disaster response, is primarily a government responsibility but that the National Society, as an auxiliary of the public authorities, can also make an important contribution. Therefore, National Societies should

communicate and coordinate their plans with those of other government agencies and non-governmental organisations involved in disaster preparedness and response. This will improve planning, reduce duplication of efforts, make plans more realistic and increase the overall effectiveness of NS disaster preparedness and response efforts.

1.2   Aims and objectives of disaster preparedness

Disaster preparedness refers to measures taken to prepare for and reduce the effects of disasters. That is, to predict and—where possible—prevent them, mitigate their impact on vulnerable populations, and respond to and effectively cope with their consequences. Disaster preparedness is best viewed from a broad perspective and is more appropriately conceived of as a goal, rather than as a specialised programme or stage that immediately precedes disaster response.

Disaster preparedness is a continuous and integrated process resulting from a wide range of activities and resources rather than from a distinct sectoral activity by itself. It requires the contributions of many different areas—ranging from training and logistics, to health care to institutional development. Viewed from this broad perspective, disaster preparedness encompasses the following objectives:

- Increasing the efficiency, effectiveness and impact of disaster emergency response mechanisms at the community, national and Federation level. This includes:
  - ➢ the development and regular testing of warning systems (linked to forecasting systems) and plans for evacuation or other measures to be taken during a disaster alert period to minimise potential loss of life and physical damage
  - ➢ the education and training of officials and the population at risk
  - ➢ the training of first-aid and emergency response teams
  - ➢ the establishment of emergency response policies, standards, organisational arrangements and operational plans to be followed after a disaster

- Strengthening community-based disaster preparedness through National Society programmes for the community or through direct support of the community's own activity. This could include educating, preparing and supporting local populations and communities in their everyday efforts to reduce risks and prepare their own local response mechanisms to address disaster emergency situations.

- Developing activities that are useful for both addressing everyday risks that communities face and for responding to disaster situations—for example, health, first aid or social welfare programmes that have components useful for disaster reduction and response.

2.   Hazards, disasters and vulnerability

The following terms and their definitions are important to understanding disaster preparedness.

A *disaster* is an extreme disruption of the functioning of a society that causes widespread human, material, or environmental losses that exceed the ability of the affected society to cope using only its own resources. Events such as earthquakes, floods, and cyclones, by themselves, are not considered disasters. Rather, they become disasters when they

adversely and seriously affect human life, livelihoods and property. ***Disaster preparedness***, therefore, seeks to prepare for and reduce these adverse effects.

A ***hazard***, on the other hand, refers to the potential occurrence, in a specific time period and geographic area, of a natural phenomenon that may adversely affect human life, property or activity to the extent of causing a disaster. A hazard occurrence (the earthquake, the flood, or the cyclone, for example) becomes a disaster when it results in injuries, loss of life and livelihoods, displacement and homelessness and/or destruction and damage to infrastructure and property. A cyclone that surges over an uninhabited island does not result in a disaster; however, it would be a disaster if it hit the populated coast of Bangladesh and caused extensive loss of lives and property.

S*tructural or physical vulnerability* is the extent to which a structure is likely to be damaged or disrupted by a hazard event. For example, a wood frame house with large-headed, roofing nails, rafter tie-downs, anchor bolts and a solid foundation is less vulnerable structurally to severe cyclone winds than a similar-looking house which does not have these structural details.

Human vulnerability is the relative lack of capacity of a person or community to anticipate, cope with, resist and recover from the impact of a hazard. Factors that increase human vulnerability to disasters include rapid urbanisation, population growth, and lack of knowledge about how to effectively resist the effects of disasters and poverty. Of all the factors, poverty is perhaps at the root of what makes most people vulnerable to the impact of most hazards.

> GeoHazards International (GHI), a non-profit organisation dedicated to the reduction of death and injury caused by earthquakes in the world's most vulnerable communities has estimated that in the 20th century, four of every five deaths caused by earthquakes occurred in developing countries. The 1988 Armenian earthquake and the 1989 Loma Prieta earthquake in Northern California were nearly equivalent in their magnitudes and in the number of people in the affected regions, but the results were far different—63 people died in California while at least 25,000 died in Armenia.
>
> This can be explained in large part by the relatively higher levels of human and structural vulnerability to earthquakes in Armenia.
>
> Source: *GHI website http://www.geohaz.org/ginfo/atperil.htm*

Human capacities are the qualities and resources an individual or community can use and develop to anticipate, cope with, resist and recover from the impact of a hazard. According to UNHCR's People-Oriented-Planning Framework, human capacities include material resources (i.e. food, animals, cash, tools); social and organisational capacities (i.e. leadership, previous organising experience, community based organisations and networks); and attitudinal capacities (i.e. beliefs, motivations, work values, ideas, creativity, efficacy) (Anderson 1994). All people and all communities have resources and capacities and therefore a foundation for preparedness and risk reduction that National Societies can support and help build.

3.   Disaster classifications

There are different ways to classify disasters. Classifications matter because preparedness, response and risk reduction measures as well as the specialists and agencies involved depend on the type of disaster. Disasters are often classified according to their cause, their

speed of onset (sudden or slow) and whether or not they are due to "acts of nature" or "acts of humans"—a classification which is often contested, because it is argued that human actions, in fact, also precipitate natural disasters.

3.1   Hazards causing disasters

Disasters classified according to cause are named after the hazard which results in the disastrous social and economic consequences. Thus, this classification includes earthquakes, floods, cyclones, tornadoes, landslides, mud flows, droughts, pest and insect infestations, chemical explosions, etc.

3.2   Speed of onset

The speed of the disaster's onset is another way to distinguish between disasters— and the types of responses that may be required. A *rapid onset disaster* refers to an event or hazard that occurs suddenly, with little warning, taking the lives of people, and destroying economic structures and material resources. Rapid onset disasters may be caused by earthquakes, floods, storm winds, tornadoes, or mud flows.   The earthquake that struck western Turkey in August 1999 is one such example. (See insert at right.)

> **Earthquake in Turkey**
>
> In the second half of 1999, two massive earthquakes in less than three months struck north-western Turkey, the country's most densely populated region and industrial heartland. The first, on 17 August 1999 at 03h02 local time, measured between 7.4 and 7.8 on the Richter scale and lasted 45 seconds. Izmit, an industrial city of one million in western Turkey, was the nearest to the epicentre. The official death toll stands at over 17,100, with some 44,000 people injured, nearly 300,000 homes either damaged or collapsed, and more than 40,000 business premises similarly affected. On the day of the catastrophe, the Turkish government declared a state of emergency and requested international assistance. The disaster was followed by more than 1,300 after-shocks, culminating in the second quake at 18h57 on 12 November 1999 which rated 7.2 on the Richter scale and shook Düzce and Kaynasli counties in the north-western province of Bolu, some 100 kms to the east of Izmit. The jolt was felt both in Istanbul (some 260 kms to the west) and Ankara, the nation's capital, 300 kms to the east. According to the latest casualty figures, there is a confirmed death toll of 845, with nearly 5,000 people injured.
>
> *Source: IFRC, Turkey: Earthquakes Situation Report no. 37, 14 Feb 2000.*

Slow onset disasters occur over time and slowly deteriorate a society's and a population's capacity to withstand the effects of the hazard or threat. Hazards causing these disaster conditions typically include droughts, famines, environmental degradation, desertification, deforestation and pest infestation. The El Niño phenomenon is an example of one such disaster. (See box insert on the next page).

The1997-1998 El Niño phenomenon

The 1997-1998 climate phenomenon of "El Niño" severely affected several countries, with considerable impact in Asia and Central/South America since April 1997. Floods inflicted 41 countries, while 22 others were hit by drought and two countries by major forest fires. El Niño had far reaching effects on crop production, national food situations, livestock and fish production, and forests and natural vegetation in several parts of the world, according to Mr. Abdur Rashid, Chief of FAO's Global Information and Early Warning System (GIEWS). In addition to livestock losses due to heavy rainfall and floods attributed to El Niño in eastern Africa, ideal conditions developed to create an outbreak of animal and human diseases. For example, Rift Valley Fever (notably in Kenya, Somalia and Ethiopia) resulted in extensive deaths and illness, putting large parts of neighbouring countries at serious risk of the epidemic. Regarding its impact on fisheries, El Niño caused severe damage to the area off western South America, which is considered one of the richest fishing regions in the world, producing 12 to 20 percent of the world's total fish landings. One of the greatest El Niño-related threats to forests and natural vegetation was the increased risk of wildfires due to drought conditions.

Source: Food and Agriculture Organization (FAO), 31 Jul 1998.

3.3   Acts of nature or acts of humans

Disasters are sometimes classified according to whether they are "natural" disasters, or "human-made" disasters. For example, disasters caused by floods, droughts, tidal waves and earth tremors are generally considered "natural disasters." Disasters caused by chemical or industrial accidents, environmental pollution, transport accidents and political unrest are classified as "human-made" or "human-caused" disasters since they are the direct result of human action.

A more modern and social understanding of disasters, however, views this distinction as artificial since most disasters result from the actions or inaction of people and their corresponding political, social and economic structures. In other words, humans consciously or inadvertently create the social, political and economic conditions which lead to disasters. This happens by people living in ways that degrade their environment, developing and overpopulating urban centres, or creating and perpetuating political, social and economic systems that result in unequal access to land and resources. Communities and populations forced to settle in areas susceptible to the impact of a raging river or the violent tremors of the earth are placed in situations of high vulnerability because of their destitute economic condition and their relative lack of political power.

4.   Disaster preparedness measures

Disaster preparedness, as already stated, is a broad concept that describes a set of measures that minimises the adverse effects of a hazard including loss of life and property and disruption of livelihoods. Disaster preparedness is achieved partially through readiness measures that expedite emergency response, rehabilitation and recovery and result in rapid, timely and targeted assistance. It is also achieved through community-based approaches and activities that build the capacities of people and communities to cope with and minimise the effects of a disaster on their lives.

A comprehensive disaster preparedness strategy would therefore include the following elements:

1. Hazard, risk and vulnerability assessments	2. Response mechanisms and strategies	3. Preparedness plans
4. Coordination	5. Information management	6. Early warning systems
7. Resource mobilisation	8. Public education, training, & rehearsals	9. Community-Based disaster preparedness

The ninth element, "Community based disaster preparedness" (CBDP), should not be seen as a measure distinct from the other elements. Rather, CBDP is a process that encompasses and incorporates the first eight elements into a locally appropriate and locally "owned" strategy for disaster preparedness and risk reduction. This section will discuss aspects of the first eight elements. Section 5 provides the rationale for and examples of community-based disaster preparedness.

4.1   Hazard, risk and vulnerability assessments

All planning and implementation of disaster preparedness measures should be based on an assessment and prioritisation of the hazards and risks that people face, as well as their ability or inability to cope with and withstand the effects of those hazards. This assessment should:

- Identify the characteristics, frequency and potential severity of the hazards a community faces
- Identify the particular geographical areas and communities that are most susceptible and vulnerable to those hazards
- Identify the main sectors of a community (population, infrastructure, housing, services, etc.) that would be affected by a specific type of hazard and anticipate how they might be affected
- Assess the ability of those sectors to withstand and cope with the effects of hazardous phenomena

4.2   Response mechanisms and strategies

There are many preparedness mechanisms and strategies that will strengthen and increase the effectiveness of an emergency response. These include development or formation of:

- evacuation procedures (including how to disseminate these procedures to the public)
- search and rescue teams (including plans for training them)
- assessment teams (including plans for training them)

- an assessment process and information priorities for an emergency response
- measures to activate special installations, such as emergency or mobile hospital facilities
- procedures for activating distribution systems
- preparations for emergency reception centres and shelters
- procedures for activating emergency programs for airports, harbours and land transport
- preparations for storing or making arrangements for rapid acquisition of emergency relief supplies and equipment

The module "Preparedness Planning" covers these measures and the following in more detail.

4.3   Preparedness planning

The concept of preparedness planning is very important for those involved in disaster management. During an actual emergency, quick and effective action is required. This action often depends on having made and implemented preparedness plans. If appropriate action is not taken or if the response is delayed, lives may be needlessly lost. In a preliminary plan, even though the details of a disaster remain uncertain, you can identify emergency shelter sites, plan and publicise evacuation routes, identify emergency water sources, determine chains of command and communication procedures, train response personnel and educate people about what to do in case of an emergency. All of these measures will go a long way to improving the quality, timing and effectiveness of the response to a disaster.

Disaster preparedness planning involves identifying organisational resources, determining roles and responsibilities, developing policies and procedures and planning preparedness activities aimed at ensuring timely disaster preparation and effective emergency response. The actual planning process is preliminary in nature and is performed in a state of uncertainty until an actual emergency or disaster occurs. The aim of preparedness planning is to identify assignments and specific activities covering organisational and technical issues to ensure that response systems function successfully in the event of a disaster. The ultimate objective is not to write a plan but to stimulate on-going interaction between parties, which may result in written, usable agreements. The written plan is an instrument, but not the main goal of the planning process. Annex 2 provides a sample outline of a National Society disaster preparedness plan.

4.4   Coordination

National Society plans ideally should be coordinated with the plans and intentions of other agencies and organisations. Effective disaster response requires mutual trust and coordination of efforts and resources among the many agencies and people involved in emergency response—including the affected local population and local community based organisations, Civil Defence and government emergency structures, fire brigades, health departments and clinics, Red Crescent/Red Cross Societies, international agencies, NGOs and others.

It often occurs that other agencies and organisations have mandates and activities that overlap with those of the National Society. For example, a Red Crescent Society, a local

religious centre and an international NGO may all provide first aid, shelter and food to disaster-affected populations. In this case, clear coordination of activities is required to ensure that the maximum number of people is assisted in the shortest possible time and to avoid unnecessary duplication of services. One person from each agency should have responsibility for each major type of response activity. Through direct coordination, agencies can clearly divide responsibility for different operations and plan their actions accordingly.

Representatives of various agencies working in one sector (health, shelter and food provision) may organise sub-groups or systems. Working on disaster preparedness planning prior to the disaster helps involved agencies better understand each other's aims, objectives and capacities. Such understanding and communication result in more coordinated efforts, and help avoid duplication and identify gaps and weaknesses in necessary services during an actual emergency response.

Memoranda of understanding, institutional policies, and joint preparedness planning can serve as the basis for coordination. National Societies should also review national legislation or policies delineating the role and relationship between public and non-public institutions, and any specific references dealing with the National Society's role and access to government resources. Besides their involvement on the national, division and local level disaster committees, National Societies can also liase actively with the appropriate government ministries and agencies. (See insert at right.)

> **Ugandan RC Society (URCS)**
> **coordination with the government**
>
> It is important that the disaster preparedness work of the Ugandan Red Cross Society support the government's efforts in [disaster management]. This implies that the URCS must liase with the appropriate authorities in order to ensure that the work done is within the framework of government plans and that URCS does not duplicate government efforts.   The liaison procedure shall, in principle operate through the Secretary General of the URCS. Day to day coordination may be delegated to the Head of Programme Disaster Preparedness if the Secretary General sees fit. URCS will take the initiative to call a meeting twice annually with the Ministry of Labour and Social Welfare, NGOs and any other government agencies which are at the time active in disaster preparedness.
>
> *Source: URCS: Disaster Preparedness Policy.*

4.5   Information management

Disaster preparedness and response depend on gathering, analysing and acting on timely and accurate information before (hazard and early warning information), during (disaster needs assessment) and after disasters (progress of post-disaster recovery). This requires that National Societies pre-determine what information they need, how it will be collected, who will collect it, who will analyse it and how it will be integrated into a timely decision-making process.

If National Societies are to respond to disasters in a timely fashion, they will need to develop procedures and mechanisms for obtaining, analysing and responding to early warning information related to hazard detection, forecasting and alerts. (See section 4.6 on Early Warning systems.)

Once a disaster strikes, National Societies must conduct initial assessments that are timely and that inform emergency responders about critical and immediate life-saving needs. Disaster needs assessments should develop a picture of where people are, what condition they are in, what they are doing, what their needs and resources are, and what services are still available to them. After an initial assessment, more in-depth needs assessments should collect information related to critical sectors and technical areas of concern. The two modules in this series that deal more completely with disaster information, assessment and reporting are: "Disaster Programme Information and Reporting," and "Disaster Emergency Needs Assessment."

4.6   Early warning systems

The purpose of early warning systems is to detect, forecast, and when necessary, issue alerts related to impending hazard events. In order to fulfil a risk reduction function, however, early warning needs to be supported by information about the actual and potential risks that a hazard poses, as well as the measures people can take to prepare for and mitigate its adverse impacts. Early warning information needs to be communicated in such a way that facilitates decision-making and timely action of response organisations and vulnerable groups (Maskrey 1997). Early warning information comes from a number of sources: e.g. meteorological offices; Ministries of Health (for example, disease outbreaks) and Agriculture (for example, crop forecasts); local and indigenous sources; media sources and increasingly from Internet early warning services.

> **Cyclone Warning, Andhra Pradesh, India**
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> Government officials were able to implement a previously planned programme to evacuate 600,000 people from the path of an approaching cyclone within 40 hours. This was possible because the results of meteorological forecasts and warnings were communicated through a combination of advanced and traditional channels to people conversant with the preparedness plan from earlier community exercises. Fatalities numbered less than one-tenth of the more than 10,000 people who perished in a similar cyclone 13 years before. At that time in the same location, neither warning, communications, nor local response capacities were as well established. (UN, 1995)
>
> **Lahar, Barangay Culatingan, Tarlac, Philippines**
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> A lahar onslaught in 1991 partially submerged the houses in this community. A local peasant organization had been organized by the non-governmental organization, CONCERN, as a preparation for the next year of anticipated lahar flows. A disaster response committee was formed as a part of the existing peasant organization. Preparedness involved various activities, including early warning and planning of an evacuation route. The 1992 lahar flows tested their preparedness. Even though another lahar struck the community, most of the houses were left standing and no one was killed in the episode.
>
> **Source:** *Report on National and Local Capabilities for Early Warning, Convenor of International Working Group and first authored by: Mr. Andrew Maskrey for the IDNDR Secretariat, Geneva October 1997, p. F-17.*

All too often, those who need to heed early warning alerts have little faith in the warnings. This may be due to a human inclination to ignore what appears inconvenient at the time, to a general misunderstanding of the warning's message or to frustration with yet another false alarm. When developing public early warning systems, planners must account for the public's perceptions of warnings, their experience related to reacting to warnings in the past, and general public beliefs and attitudes regarding disasters and public early warnings.

Even though national governments are ultimately responsible for issuing timely public warnings, National Societies can play a supporting role. National Societies can help raise local awareness of the hazards to which a community is exposed and assist local organisations and vulnerable populations with interpreting early warning information and taking appropriate and timely action to minimise loss and damage. National Societies' efforts to build these capacities should complement local indigenous capacities and knowledge related to disaster early warning and alert.

For example, in September 1994, in Papua New Guinea, on the island of New Britain, community elders who had survived the Rabaul volcanic eruption of 1937, noticed and acted upon several strange "early warning" phenomena that were similar to those that preceded the 1937 eruption. This phenomena included: "ground shaking vertically instead of horizontally, megapod birds suddenly abandoning their nests at the base of the volcano, dogs barking continuously and scratching and sniffing the earth, and sea snakes crawling ashore." This indigenous experience, combined with volcano preparedness awareness raising and evacuation planning and rehearsals that were initiated a decade earlier when the Rabaul volcano threatened to erupt again, undoubtedly contributed to the low death toll in September 1994, (three people died during the evacuation), despite the extensive damage to the city caused by the ash fall.[1]

4.7. Resource mobilisation

National Societies should develop strategies, agreements and procedures for mobilising and acquiring emergency funds, supplies and equipment in the event of a disaster. A preparedness plan should spell out the policies for acquisition and disbursement of funds, use of outside equipment and services, and emergency funding strategies. Well before a disaster occurs, National Societies should establish procedures for activating the appeals process for requesting funding support from National Society headquarters, government and Federation funds. International relief appeals are made through the International Federation by the affected country's National Society to the Secretariat. This appeal should follow closely the terms in "The Federation Appeal Format," found in the section "Emergency Relief Appeals," of the International Federation's *Handbook for Delegates*.

4.8. Public education, training and rehearsals

Disaster preparedness must be supported by public education campaigns, training of response teams and rehearsals of emergency response scenarios. The aim of public awareness and education programmes is to promote an informed, alert and self-reliant community, capable of playing its full part in support of and in co-operation with government officials and others responsible for disaster management activities. An essential part of a disaster preparedness plan is the education of those who may be threatened by a disaster. Although television, radio and printed media will never replace the impact of direct instruction, sensitively designed and projected messages can provide a useful supplement to the overall process.

As the preparedness plan is being developed, and upon completion, it is important to rehearse its major elements. Rehearsals invariably expose gaps that otherwise remain

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[1] This example is adapted from that found on the "Planning for Disaster (NOVA on-line) web-site, at http://www.pbs.org/wgbh/nova/vesuvius/planning.html.

overlooked. Rehearsals are most effective when they are systemwide and engage as many of the disaster response players as possible. Rehearsals also keep the plans fresh, during extended periods of time when no disaster strikes. Rehearsals might simulate search and rescue operations, first aid provision, response or needs assessment, coordination meetings between major organisational players and population leaders, relief transport and logistics, and many other aspects of an emergency response.

5.   Community-based disaster preparedness

Disaster preparedness and response are not solely the work of experts and emergency responders from National Societies and government disaster organisations. Local volunteers, citizens, organisations and businesses have an active and important role to play before, during and after major emergencies and disasters. Therefore, as stated earlier, Community-based disaster preparedness (CBDP) is a process that seeks to develop and implement a locally appropriate and locally "owned" strategy for disaster preparedness and risk reduction.

Local populations in disaster-stricken areas are the first to respond to a disaster. They are usually involved in search and rescue activities as well as in providing emergency treatment and relief to their families, friends and neighbours. National Societies, ideally in partnership with other community organisations and networks, can play an important role in improving the skills and knowledge of these "spontaneous" disaster responders by providing them with education and training in preparedness measures, basic rescue techniques, and first aid and emergency treatment. The following two examples illustrate the concept of CBDP.

CBDP partnerships in Jamaica

The Jamaican NS is involved in an initiative with a number of large hotels and a well-established insurance company. The NS will train hotel staff in emergency preparedness and response with respect to earthquakes. In return, the hotels will donate an amount equal to one week's room rent to the Red Cross. The hotel will benefit from reduced insurance premiums because their staff have been trained, and in theory, the insurance company will gain, as there should be fewer claims from the hotels as a result of the initiative.

Source: "Learning from the Past": A Draft Report: A Look Back at Evaluations and Reviews of Disaster Preparedness Programmes, prepared by John Mitchell for the International Federation Disaster Preparedness Department, November, 1999.

Community-based DP Programme in Cox's Bazaar, Bangladesh

In a 1996 review of its organisation and priorities, the Bangladesh Red Crescent Society (BRCS) concluded that it needed to shift from a centralised national headquarters-based relief organisation to a proactive disaster preparedness and response organisation with strong operational capacity at the local level. Towards this end, and with German Red Cross support, the BRCS implemented the Community Based Disaster Preparedness Programme (CBDPP) to enable local communities in highly vulnerable areas to deal with the impact of cyclone-related disasters on their lives, in order to reduce loss of lives and property and to mitigate the suffering of the people. Using a participatory approach, the CBDPP formed Village Disaster Preparedness Committees (VDPCs) and conducted a participatory needs assessment in cooperation with various leaders and resource people in each community. The programme activities which were implemented by the respective communities under the guidance of the VDPC's include:

- Mobilisation and organisation of the community (e.g. through the VDPCs and the male and female sub-groups)
- Development of appropriate materials for dissemination and training (such as posters and training manuals) in co-operation with the community
- An extensive public awareness campaign using audio-visual and printed media, as well as face-to-face communication
- Training of the community in disaster preparedness, community based first aid, cyclone warning signals, etc.
- Family level disaster preparedness education (cyclone-strengthening of houses, installation of drinking water facilities, planting life-saving trees, etc.)
- Cyclone shelter construction and maintenance
- Raising gender awareness in the community and promoting protection of the most vulnerable sections of the society since 90% of cyclone victims are women, children and elderly people

Source: Report on the Community Based Disaster Preparedness Programme, Cox's Bazaar, Bangladesh Red Crescent Society, German Red Cross.

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6.   Integrating disaster preparedness with other NS activities[2]

Earlier in this document, it was stated that disaster preparedness is a goal rather than a specialised programme. Thus, it is the result of many activities across a range of sectors including emergency response, primary health care, institutional development, community-based first aid, and local capacity building. This means that disaster preparedness needs to be treated as a continuous and integrated process involving both relief and development.

Since disaster preparedness depends on shared goals and activities across sectors, it is important that the concept be integrated into all on-going projects. In East Africa, for example, attempts have been made to link disaster preparedness to branch-level programmes through community-based first aid. In other cases disaster preparedness was conceptualised within primary health care and nutrition initiatives. This provided a useful connection between the branch level institutional structure and ongoing service provision activities. Red Cross Action Teams, comprising Red Cross volunteers, were the main mechanism for bringing disaster preparedness to the branches.

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[2] This section is adapted from "Learning from the Past (Draft)": A Look Back at Evaluations and Reviews of Disaster Preparedness Programmes, prepared by John Mitchell for the International Federation Disaster Preparedness Department, November, 1999.

Annex 1: Preparedness and Planning for National Societies[3]

It is very important to identify the key level where management of disaster preparedness will occur. Preparedness and effective planning at the local level are very important, but overall strategic development and management are likely to be at the national level in small and medium size countries, whereas in a large country, the intermediate level (state, regional, provincial, district) may be the key level at which decision making, control, co-ordination and information management will be most effectively carried out.

At the local level

- Establish an information base by determining:

    1. What hazards can affect the given area?

    2. Who and what will be most at risk due to the given situation?

    3. What are the main reasons for their vulnerability toward the given hazards?

    4. What resources and capabilities are available for effective response actions during disaster occurrence?

- Identify and implement programs on vulnerability reduction and public education and training through National Society staff and volunteers working in close contact with the vulnerable local population in disaster prone areas.

- Consider ways to reduce risks associated with local hazard phenomena. Often these may be a combination of traditional and modern methods.

- Become familiar with how local people engage in disaster preparedness and then design ways to support them with their efforts. Do the same with regard to response preparedness.

- Mobilise and train volunteers for effective response actions.

- Plan for the rapid acquisition of necessary relief supplies and equipment for use in emergency situation. Designate, stock and maintain warehouses. Investigate options for the delivery of relief supplies to distant or inaccessible areas.

- Establish reliable and appropriate communication lines between responsible local authorities and local organisations as well as inside the Headquarters of the National Society. These communication lines are essential for proper coordination of disaster response actions.

At the intermediate levels

- In large countries, the regional level is the main link between local departments and National Headquarters. Therefore, it is essential to anticipate how an inability to communicate between local, regional and national levels (because of damaged systems) will affect the disaster response.

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[3] This annex is adapted from the International Federation booklet "Disaster Preparedness: Policy," adopted by the General Assembly at its Sixth Session in Birmingham, UK, 25-28 October 1993.

- During a disaster, there may be a situation when officials at the regional and local levels must act autonomously—apart from national headquarters. In anticipation of these situations, an agreement concerning independent decisions and control of disaster preparedness and response should be reached with the national headquarters.

- Relief stocks and equipment must be available (or the system for rapidly procuring them must be in place) at the regional level in order to give rapid assistance to remote local areas.

- There should be a disaster response plan, which considers local branch plans. This will help maintain good interactions with the local level and provide the opportunity to support local departments in case of a disaster.

- The regional level also needs to maintain good communications and coordination with other regional organisations. This will facilitate coordination of activities in the event of a disaster.

At the national level

- The National Society should develop a disaster profile for the country. This profile should include a list of past and possible disasters for the country and identify the most likely hazards, possible risks that may be caused by them, existing vulnerabilities of the people and communities that are the most likely to be affected by the disaster, and the capabilities for disaster response. Such information should be based on data gathered from different sources, including data gathered at local levels of the National Society and data from other local organisations, government, ministries, and academic institutions in the country or region.

- The National Society should also consider possible threats from neighbouring countries, such as epidemics, insects, environmental degradation, contamination, or refugee movements.

- On the basis of information received and in accordance with their role, the National Society should prepare its own program of disaster preparedness, which should include mitigation (risk reduction) and vulnerability reduction strategies, and an assessment of the capacity of the National Society to respond to disasters.

- Disaster preparedness must be reinforced by information sharing among departments with similar roles and objectives inside the country and with analogous organisations in neighbouring countries.

- Disaster preparedness should be considered a link between development and relief and should be included in other programs of the National Society, such as first aid, youth programs and health services, since reinforcement of existing structures and systems is more effective than establishment of new structures. This link should be reflected in the National Society development plan.

- Training staff and volunteers at the national and local levels should be a priority. Local departments should receive training/coaching for skills to help them work with the local

population both to develop a program for addressing local vulnerability as well as to develop their disaster response skills.

- When possible, National Societies should establish food stocks and equipment near possible disaster sites (or should have procedures in place for rapid procurement). In addition there should be a national fund for emergency situations as well as a plan for attracting resources for this fund on an ongoing basis.

- Fundraising activities and the possibility of setting up a disaster emergency fund should be established at the national level.

- Precise procedures should be established that clarify responsibilities and decision-making authority.

- The National Society should try to establish good relationships with other disaster preparedness and response organisations and between the local and international levels.

- The media play an important role in emergency situations. National Societies should accept the role of the media and assign a designated media contact person who will be responsible for providing the national and international media with information.

- Disaster preparedness should be rehearsed, possibly through training and simulation exercises.

Connections to the international level

It is necessary to establish good relations with the International Federation of Red Cross/Red Crescent Societies, the International Committee of the Red Cross and other National Societies within the region. National societies must be ready to receive international assistance in case of a disaster. National societies have an important role to play in convincing the population, media and governments of their countries to help other countries, especially neighbouring ones, in disaster preparedness and response.

Annex 2: Sample National Society Disaster Preparedness Plan Table of Contents

Plan introduction	Purpose of the preparedness plan. Links with other disaster and organisational plans. Description of the planning process and people/offices involved.
NS disaster preparedness (DP) policy statement	An NS policy statement which describes the overarching framework for NS involvement in disaster preparedness
NS DP role and aims	Broad roles and aims of the NS in disaster preparedness
Objectives (to achieve aims)	A list of programme goals or objectives which describes how the broad disaster preparedness aims will be met and the roles fulfilled.
Country disaster profile: disaster history, types and effects.	A description of the disasters that this plan addresses, as well as a brief review of their history and the populations and geographic areas which are most vulnerable to these disasters.
National (government) disaster management policy	Brief statement summarising the National Disaster Management Policy and plans, and the role of the NS within the national government policy or plan.
RC Society disaster structure	Structure of NS and branch offices
District/divisional level role in DP	DP role and responsibilities of district/divisional RC offices
Coordination with IFRC and ICRC	Coordination and communication arrangements with IFRC and ICRC during disaster preparedness and disaster periods.
Coordination with government	Description of coordination links and/or agreements with government ministries and departments during pre-disaster, disaster and post-disaster situations.
Coordination with NGOs and international organisations	Coordination and communication with NGOs and international organisations during disaster preparedness and disaster periods.
Activating NS disaster response system	Describes who has responsibility for activating an official NS response and how this will be done.
NS response activities and resources	Describes the types of response activities that the NS will be involved in and the resources and personnel that they have available.
Early warning system	Describes what type of early warning system and procedures the NS will use to activate a response.
Disaster needs assessment	Policies and operational procedures for conducting and reporting disaster needs assessments
Recruiting and training of volunteers	Describes how personnel and volunteers are recruited and trained for disaster preparedness and response.
Public disaster awareness	NS public/community disaster awareness activities and objectives.
Procurement, storage and distribution of relief supplies	Describes how relief supplies are procured, stored and distributed
Financing arrangements and accounting procedures	Describes procedures and policies regarding financial arrangements and accounting procedures during a disaster response.
Donations and international appeals	Describes policies and procedures related to receipt of donations, fundraising nationally and launching of appeals
Reporting procedures	Describes reporting policies and procedures for relief and emergency operations, from the field level, from warehouses and depots, and from HQ and reporting to local donors
Dealing with the media	Describes policies, procedures and personnel for dealing with the media before, during and after disasters.
Ensuring plan implementation and viability	Describes how resources will be mobilised, plans for preparedness training and rehearsals, and procedures for review and updating of the plan.
Community-based disaster preparedness	Describes policies and objectives for supporting community-based disaster preparedness
Annexes	Maps, budgets, resource lists, supplies, relief stocks, equipment

Introduction to Disaster Preparedness

Disaster Preparedness Training Programme

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Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. These trainer's notes suggest one way to conduct a short two-hour workshop to introduce participants to the topic of disaster preparedness. Participants will get an opportunity to consider specific disaster preparedness measures and actions that would improve the state of disaster preparedness within their geographic area.

You are encouraged to analyse your situation and adapt the course as necessary. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints. This planner can assist you in preparing and tailoring the course to fit the specific needs of your workshop.

I. Overarching course objectives

What are your overarching or broad reasons for holding this course? What do you hope it will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, list how this will be accomplished. List your reasons below.

Reasons for this workshop	Ways this will be accomplished
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

II. Training objectives and training methods

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

　　　1. What should participants know about disaster preparedness that they don't know already?

　　　2. What should participants do differently?

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In order to answer the above two questions, you must have an idea of your trainees' existing experience and knowledge of disaster preparedness. *How will you assess their knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Improve presentation skills	• *Participants make presentations. (Learn by doing)* • *Participants evaluate each other's presentations. (Learn by observing)*

III. Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and the methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑ Have you varied the workshop methods? (For example, a presentation is better followed by a good group exercise than by another presentation.)

❑ Have you built in practical activities where participants can apply and discuss what they have learned or heard in a presentation?

❑ If networking is an important course objective, have you allowed enough time for participants to meet informally during breaks and meal times?

❑ Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that are required?

Introduction to Disaster Preparedness
2 Hour Workshop

Workshop objectives

This training session suggests alternative ways for conducting a workshop on the topic of disaster preparedness. It will provide a common starting point for understanding and discussing disasters, disaster management, the potential scope of disaster preparedness measures, and disaster preparedness as part of a National Society's mission. Nine key elements of a comprehensive disaster preparedness strategy will also be presented, including community-based disaster preparedness. Finally, participants will be asked to think about and discuss specific disaster preparedness measures and actions which would improve their state of disaster preparedness.

Workshop audience

IFRC delegates and National Society staff or volunteers who want to increase their awareness of measures associated with disaster preparedness and of the National Society's potential role in disaster preparedness.

Pre-workshop planning

- Arrange for workshop venue, logistics, training materials, etc.

- Send an invitation to participants and request that they come prepared to discuss disaster preparedness measures with which they are involved or are knowledgeable about.

Using the accompanying training module

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialist in this theme should be able to prepare and present the points and concepts suggested in these trainer's notes.

Introduction to Disaster Preparedness

Methods

- Lectures, discussions
- Exercises
- Mini-presentations

Time

2 hours

Materials

- "Introduction to Disaster preparedness" module

- Demonstration material

- Poster/flip chart paper and markers

Tips for the trainer

Review the Introduction to Disaster Preparedness module; be especially attentive to specific examples of disaster preparedness activities and the potential disaster preparedness and planning roles of National Societies.

Procedure

I. Introduction and mini-presentation   15 minutes

   A. Present the purpose and the general procedures for this session

   B. Pose the question, "Can we, mere human beings, withstand the force of natural disasters?" Answers will be both "yes" and "no"—and both are right. For the most part, humans are powerless against the occurrence of natural hazards that cause disasters. However, human intellect, creativity and diligence give us the opportunity to prepare for and reduce the effects of these hazards on our lives, livelihoods and environment.

   C. Give examples, or ask participants for examples, of situations where humans are powerless against disasters, and where they are active in mitigating their effects. (Refer to the Introduction to Disaster Preparedness and Risk Reduction modules for ideas and examples.)

D. Explain that hazard occurrences by themselves do not constitute automatic disasters. A landslide in a remote uninhabited mountain region affecting no one's life or livelihood is not considered a disaster. Stress that for there to be a disaster, the hazard must adversely affect people's lives and livelihoods.

E. Explain that disaster preparedness must begin with a proper assessment of the hazards and the elements which make certain people and structures particularly vulnerable to hazards.

F. Ask participants to share the types of main hazards in their area, and to identify those people and structures that are most vulnerable to each type.

G. Explain that disasters can be divided into two main categories: rapid onset and slow onset. Rapid onset disasters occur suddenly and include, for example, earthquakes. Ask for examples of others.

H. Slow onset disasters evolve over a lengthy period of time and include, for example, drought.

II. Mini-presentation: disaster preparedness framework   25 minutes

A. Ask participants the following two questions: "What is disaster preparedness?" "What are typical disaster preparedness activities?"

B. Present and discuss the meaning of the following description and objectives of disaster preparedness, which are provided in the module. Ask participants to identify the key elements or points made in the following statement. The key points are underlined.

Disaster preparedness refers to measures taken to prepare for and reduce the effects of disasters. That is, to predict and—where possible—prevent them, mitigate their impact on **vulnerable populations**, and respond to and effectively cope with their consequences. Disaster preparedness is best viewed from a broad perspective and is more appropriately conceived of as a goal, rather than as a specialised programme or stage that immediately precedes disaster response.

Disaster preparedness is a **continuous and integrated process** resulting from a wide range of activities and resources rather than from a distinct sectoral activity by itself. It requires the **contributions of many different areas**—ranging from training and logistics, to health care to institutional development. Viewed from this broad perspective, disaster preparedness encompasses the following objectives:

- Increasing the efficiency, effectiveness and impact of disaster emergency response mechanisms at the community, national and Federation level. This includes:
  ➢ the development and regular testing of warning systems (linked to forecasting systems) and plans for evacuation or other measures to be taken during a disaster alert period to minimise potential loss of life and physical damage
  ➢ the education and training of officials and the population at risk
  ➢ the training of first aid and emergency response teams

> ➤ the establishment of emergency response policies, standards, organisational arrangements and operational plans to be followed after a disaster

- Strengthening **community-based disaster preparedness** through National Society programmes for the community or through direct support of the community's own activity. This could include educating, preparing and supporting local populations and communities in their everyday efforts to reduce risks and prepare their own local response mechanisms to address disaster emergency situations.

- Developing **activities that are useful for both addressing everyday risks that communities face and for responding to disaster situations**—for example, health, first aid or social welfare programmes that have components useful for disaster reduction and response.

C. Explain that disaster preparedness is comprised of nine main activities that are presented in the module.

1. Hazard, risk and vulnerability assessments	2. Response mechanisms and strategies	3. Preparedness plans
4. Coordination	5. Information management	6. Early warning systems
7. Resource mobilisation	8. Public education, training, & rehearsals	9. Community-Based disaster preparedness

D. Provide a brief description of each of these nine activities, emphasising what each is, why it is important and using specific examples to illustrate each activity. (Refer to Part 4 of the module to help prepare this presentation.)

III. Red Cross/Red Crescent National Societies   30 minutes

It is important to show the specific role and responsibilities of the National Societies in disaster preparedness during different stages (before, during and after disaster occurrence) and at different levels (local, regional, national). It is also important to identify the need for interaction between National Societies, state structures and the population to arrive at solutions to the different problems of disaster preparedness. The instructor can either present this section using the Annex, "Preparedness and Planning for National Societies," which outlines disaster preparedness roles and responsibilities for the National Societies, or s/he can draw the following table on the blackboard or flipchart paper and facilitate discussion on it:

What are the Roles and Responsibilities of National Societies at the:	Before disasters	During disaster emergencies	After disaster emergencies
National level?			
Regional level?			
Local level?			

V. Group exercise: disaster preparedness measures   40 minutes

A. Divide participants into small groups and ask them to imagine that they are part of a disaster preparedness committee responsible for planning disaster preparedness in their region or town.

B. Each group has 25 minutes to make a list of specific and necessary actions that would improve the state of disaster preparedness in their region or town.   Avoid providing too much guidance since you want participants to show maximum imagination. The ideas generated should then be categorised and given a title or heading.

C. Each group has 3 minutes to make their report back to the larger group.

VI. Wrap-up   10 minutes

A. At the end of the study it is necessary to make conclusions. Compare their category headings with the nine provided in the "Disaster Preparedness Framework."

B. Ask participants if they have any final remarks or comments on the topic.

C. Summarise the main points, and conclusions arrived at during this session.

Preparedness Planning

Preparedness Plan

- Disaster scenarios
- Roles & responsibilities
- Organisational management
  & coordination
- Response priorities
- Objectives and tasks

Disaster Preparedness Training Programme

International Federation
of Red Cross and Red Crescent Societies

Table of Contents

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic. Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
- A general reference material on disaster preparedness
- Training and workshop modules and trainer's guides
- An orientation to disaster preparedness for Delegates and NS officers
- A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Disaster Preparedness	**Preparedness Planning**	Risk Reduction
Increasing Community Disaster Awareness	Disaster Emergency Needs Assessment	Disaster Programme Information and Reporting
Improving Coordination	Improving Basic Training Skills	Project Planning

Acknowledgements

These nine modules and their accompanying trainer's notes were prepared for the International Federation by INTERWORKS, a consulting group with disaster management training and consulting experience in over 60 countries worldwide. Review and critique of these modules were provided by a team of Central Asian disaster management specialists, the disaster preparedness officers of five Central Asia National Societies, the Federation disaster preparedness staff in Geneva and delegates in Central Asia, the Caribbean and East Africa.

The following documents served as references for the compilation and writing of this particular module:

1. "Preparation of Community Disaster Preparedness Plans" in *Community Based Self Reliance - Disaster Preparedness Manual: A Manual for Red Cross Instructors in the Pacific.* International Federation of Red Cross and Red Crescent Societies Regional Delegation SUVA.

2. *Disaster Preparedness*, 2nd edition. Randolph Kent for DHA Disaster Management Training Programme. 1994. In collaboration with the University of Wisconsin-Disaster Management Center and InterWorks.

3. *Handbook for Delegates*, International Federation of Red Cross and Red Crescent Societies, 1997.

Preparedness Planning

Aim and audience

This module provides an overview of the reasons and principles for developing disaster preparedness plans and discusses the main elements that such plans should address. This module is appropriate for IFRC delegates and National Society staff who are interested in and responsible for developing National Society disaster and emergency preparedness plans.

Main points

- Planning as a process
- Communicating and coordination of plans
- Plan elements and priorities
- Activities to ensure plan implementation
- Sample outline for a National Society preparedness plan
- Sample Community Disaster preparedness plan

1.   Overview of preparedness planning

Disaster preparedness planning involves identifying organisational resources, determining roles and responsibilities, developing policies and procedures and planning activities in order to reach a level of preparedness to be able to respond timely and effectively to a disaster should one occur. The actual planning process is preliminary in nature and is performed in a state of uncertainty until an actual emergency or disaster occurs. After a disaster occurs, plans must be adapted to the actual situation.

The information offered in this module should serve as a guideline, rather than a blueprint, for preparedness planning. Planning priorities are different depending on the specific organisation and organisational level at which the plan is developed. It is best to work on preparedness plans in consultation and cooperation with those who will have to implement or approve them. National Societies should have a definite level of preparedness and a corresponding level of planning. Agencies with different resource levels can choose the planning elements that best suit their needs. At the community level, Red Cross/Red Crescent Societies can play a useful role in supporting the organisation of disaster planning committees who can be responsible for developing a community disaster preparedness plan. The annexes to this module include preparedness plan outlines that can be modified for use at the National Society or community level and tools to use when developing a plan.

2.   The need for preparedness planning

The concept of preparedness planning is very important for those involved in disaster management. During an actual emergency, quick and effective action is required; however, this action often depends on having plans in place before a disaster strikes. If appropriate action is not taken or if the response is delayed, lives will be needlessly lost. In a preliminary plan, even though the details of a disaster remain uncertain, you can identify

emergency shelter sites, plan and publicise evacuation routes, identify emergency water sources, determine chains of command and communication procedures, train response personnel and educate people about what to do in case of an emergency. All of these measures will go a long way to improve the quality, timeliness and effectiveness of the response to a disaster.

Because of its future-oriented nature, preparedness planning is more difficult than planning an emergency operation in response to an actual disaster. Frequent obstacles include:
- resistance to planning because it diverts attention and scarce resources away from ongoing work to plan for an event that may not occur
- political pressure on decision makers not to address or acknowledge possible disaster scenarios.

Such resistance can be overcome by promoting its importance and making preparedness planning an ongoing process, even at times of relative normality. A good time to promote either the development or the updating of a plan is after a major disaster has occurred either in the country or in another part of the world and where the response was slow or ineffective resulting in higher deaths and suffering than was necessary—had they been prepared.

3.   The planning process

Planning emergency actions is a *process*; it is not a one-time event. While the plan may detail specific objectives and preparedness actions, these will need to be corrected and refined during an actual emergency.

Planning may be ineffective if all affected parties are not included in the process. Those who are charged with implementing preparedness or emergency activities are more likely to comply if they feel that their views are incorporated into the planning process. Experience shows that plans created by an external person or by an isolated individual or agency are usually not valued and used. Therefore, a team approach is desirable. A team approach allows for diverse perspectives to be shared during the planning stage. It also helps ensure that the team has access to precise and complete information.

4.   Communication and coordination of plans

In the process of formulating and updating specific aims and objectives, National Societies should communicate with and coordinate their plans with those of government agencies and non-governmental organisations involved in disaster response. This will improve planning, reduce duplication of efforts, make plans more realistic and increase the overall effectiveness of disaster response.

Through direct coordination, agencies can clearly divide responsibility for different operations and plan their actions accordingly. Similarly, representatives of various agencies working in one area (e.g. health, shelter and food distribution) may organise planning sub-groups. Joint development and updating of preparedness plans can serve as the basis for coordination among agencies. Besides the Red Crescent/Red Cross Societies, other agencies that may be involved with disaster response operations include:
- Ministries and Committees for Emergencies and Civil Defence
- Fire brigades

- Health departments, ministries or agencies
- Militia divisions
- International agencies (in major disasters)
- Local authorities and affected populations

Within the National Society itself, it is critical that the headquarters office and its branch societies at the district (or state) and the local community level clarify their respective roles and responsibilities in disaster preparedness and response and establish the necessary communication and coordination mechanisms among the different levels.

A plan must become a "live" document and planners should encourage viewing, critique and discussion from those who must approve it and/or implement its components. This requires that the plan be widely disseminated and communicated to National Society Board members, headquarters offices and departments, branches, volunteers, and relevant external agencies or organisations. A plan that is simply written in isolation and set on a shelf is a plan that would have been better left unwritten.

5.   Plan elements

5.1   Management, organisation and coordination

Many agencies take part in emergency response operations: Civil Defence and emergency structures, fire brigades, Red Crescent/Red Cross Societies, international agencies and others. It is possible that several agencies may be performing the same task. For example, Red Crescent/Red Cross Societies, a local religious centre and an international NGO may all be providing first aid delivery, shelter and food. In this case, clear coordination of activities is required to ensure that the maximum number of people is assisted in the shortest possible time and to avoid unnecessary duplication of services.

A preparedness plan should list the name(s), responsibilities during emergency, and contact numbers and addresses for the emergency response focal point, the team members at each operational level and people in charge of:

- Activating the response services

- Communicating with headquarters

- Managing external relations and aid appeals from other sources, including governmental, international and public funds

- Communicating with the media

- Coordinating and liasing with other agencies and services

- Managing administrative work

When creating a preparedness plan each agency should also identify the activity(ies) it will be responsible for and its anticipated level of involvement in the event of an emergency. An agency should also determine where, within the agency, responsibility for each function will reside.

If two groups will perform similar functions, it is important to clarify the distinct and overlapping roles of each. For instance, fire brigades and Civil Defence service are responsible for search and rescue operations, while Red Crescent/Red Cross Societies play an auxiliary role. Annex 3 is a sample chart that defines organisational roles and responsibilities. Your chart may include the following entities:

- Civil Defence and emergency structures
- Fire brigades
- Health sector
- Militia
- Red Crescent/Red Cross Societies
- Public agencies
- Local population

5.2   Assessment of probable needs

Another aspect of preparedness planning is planning for probable needs during an emergency. Based on previous disasters, planners should compile a list of likely needs and available resources. If planners anticipate a gap between needs and resources, they should identify, in advance, ways to reduce it.

5.3   Activating population emergency notification and disaster response systems

The plan should define ways to provide the population with emergency warnings as well as the people who are responsible for this function. Agencies should identify an officer (other than the public relations officer) who is in charge of sharing information with the media. The officer should be experienced and have government, business and social contacts. The information officer should clarify which people are allowed to communicate necessary emergency data to the media. Other response team members should refer all communication and public relations issues to this particular officer.

In addition to providing the public with notification of the impending disaster, there must also be a system for initiating a disaster response in case of an emergency. Who and how is early warning being monitored and communicated?

The plan should also ensure ways of involving volunteers and allowing staff to work extra hours. If your agency is the lead agency, the plan should stipulate which structures to notify, how and who is responsible for communication.

5.4   Emergency needs assessment

Effective response operations are practically impossible without a precise emergency or disaster situation assessment and a thorough evaluation of required humanitarian and other relief. To be effective, assessment work should be well planned and organised before it is carried out. In most cases, a comprehensive needs assessment should be conducted immediately after an emergency and updated thereafter. Normally people assessing emergency needs and damages should receive training and should agree on the standards being used. (For more information on this topic see the module, "Disaster Emergency Needs Assessment.") When planning for an emergency needs assessment, identify:

- Who and when (e.g. immediately, after 3 days, 2 weeks, etc.) is responsible for the assessment. Normally, multi-functional and multi-sectoral teams should conduct assessments
- What information is required at each stage of the emergency
- How and where research teams will be formed and trained
- What standards are being used to indicate the severity of the emergency

The minimum humanitarian standards in disaster response developed by the Sphere Project can assist organisations in prioritising information collection needs and planning an appropriate level of response.[1] The Sphere Project includes information on the following sectors:

- Water supply and sanitation

- Nutrition

- Food aid

- Shelter and site planning

- Health services

5.5 Resource mobilisation and allocation

Responding to an emergency and implementing the preparedness plan will require resources. The preparedness plan, therefore, should consider:
- What resources are already available and in what quantities?
- Which staff and volunteers can be shifted over from other programs during times of emergency?
- What resources will be needed that we don't have?
- Plans for procuring the resources that are not currently available.

5.6 Communication between agencies

Sharing and exchanging information among representatives of various agencies is crucial during emergencies. To ensure clear and effective communication in an emergency the plan should specify how communication will take place and via what mediums (e.g. email, radio, telephone, in person, etc.)

If radio communication will be used, it is important to designate the radio frequency in the preparedness plan. This way, responding agencies will use the correct radio frequencies in the event of an emergency. The plan should also specify who will have (and maintain) the equipment and who will have access to a radio.

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[1] The entire manual, *Humanitarian Charter and Minimum Standards in Disaster Response*, can be downloaded from **The Sphere Project** website http://www.sphereproject.org, or can be ordered through Oxfam publishing at Bournemouth Book Centre (BEBC), PO Box 1496, Parkstone, Dorset BH12 3YD, Tel: +44 (0) 1202 712933,
Fax: +44 (0) 1202 712930. The Sphere Project can be contacted at P.O. Box 372, 1211 Geneva 19, Switzerland, Tel: (41 22) 730 4501 Fax: (41 22) 730 4905.

5.7   Sector components

5.7.1   Rescue and medical assistance for the affected

Major emergencies and disasters often result in deaths and injuries. The disaster preparedness plan should outline:

- Who will be responsible for organising search and rescue operations?
- How to dispose of dead bodies
- Who will deliver first aid?
- What distribution and registration systems will be used?
- Who will be responsible for medical evacuations and hospitalisation?

5.7.2   Water and sanitation

Often in an emergency, there is a lack of safe drinking water, which may cause serious health problems. Since people can live without food longer than water, a supply of clean drinking water is a priority in an emergency. Sanitation includes provision of safe water; disposal of human excreta, wastewater and garbage; insect and rodent control; safe food handling; and site drainage. The plan should include provisions for water and sanitation during an emergency. For water, specify:

- the policy regarding use of water resources. What infrastructure and technical capacities exist? Who is responsible for the water system?
- whether a supply/distribution system is in place
- measures to take in winter, in summer drought or in case of water source contamination
- equipment that is required and whether there is a need for water tanks (if local water sources are not available)

For sanitation, specify:

- Who is responsible (public divisions or private sector)
- Whether training programs on sanitation should be conducted
- The level of planning for sanitation activities

5.7.3   Food and nutrition

Food provision is aimed at meeting the needs of an affected population during an emergency. The preparedness plan should define, calculate and stipulate how food will be provided in emergencies of differing intensities and impacts. During the preparedness stage, the following questions should be answered:

- Who is responsible for assessment of food supply needs and coordination of this part of the response operation?
- What food is available locally, in the region, in the country? What are the capacities of and prices in local markets?
- What foodstuffs traditionally used/acceptable to the population are likely to be affected?
- Of what should the food basket consist?
- What are the caloric requirements for various climates (for example, in cold high mountain climates)?
- What basic needs should be met for small children?

- What food distribution systems have been used in the area, region, country? How could they be used in an emergency?
- Will the unaffected population close to the emergency site also be provided with food? (This issue arises when the unaffected population is also exposed and vulnerable, even in normal conditions.)
- Who is responsible for communications with the government and international food donors (for example, the World Food Programme), NGOs and other agencies?
- What are the food storage requirements? What storage capacities are available?

5.7.4   Logistics and transport

Emergency response operations require transport of humanitarian aid, personnel and equipment to the disaster site. Therefore, logistics and transport issues are crucial to a successful response. The following aspects of logistics and transport should be considered in planning:

- Define normal aid delivery routes to anticipated disaster areas and affected populations
- Define seaports and airports to be used
- Determine available storage sites
- Specify transportation modes (road, railway, air) and issues such as availability and cost
- Define availability of fuel and garages. Clarify limitations
- Define and establish cooperation with the government office or ministry responsible for customs clearance on road, sea and airports; reach agreement with appropriate governmental structures to ensure privileged conditions for import of humanitarian aid
- Identify the spare parts that may be needed for vehicles; make all preliminary arrangements
- Define the probable impact of weather on logistics work
- Define and conduct training for personnel or divisions responsible for logistics in an emergency

5.7.5   Other domestic needs

The plan should include details on how basic needs related to shelter, water and food should be met. Other essential items that should be included in the plan include soap for hygiene purposes and disease prevention, blankets, utensils, water tanks, and matches. Since situations may vary, the list of essentials should be compiled based on the anticipated needs of the population likely to be affected. The plan should reflect the following issues:

- the items that will be needed and available
- storage requirements—what are the local storage capacities?
- available reserves of blankets, water tanks, fuel for food preparation, stoves, utensils and clothing
- whether a distribution system is in place
- Who is responsible for management of these supplies and needs assessment

5.7.6   Health and nutrition

Access to safe water, good sanitary condition of dwellings and proper nutrition help avoid diseases. These issues should be addressed before launching medical programs. The following health and nutrition issues should be considered in planning:

- Who is responsible for health and nutrition needs?

- What is the local health care structure and how does it function during emergencies?
- Where can vaccinations for infectious diseases (e.g. measles) be conducted?
- What are the main supplementary feeding requirements (children, pregnant and lactating women) or special feeding programmes that may be necessary?
- Which governmental or non-governmental agencies are responsible for health care, disease prevention and public health campaigns? What role does your agency play?
- Is health protection/nutrition different in winter? In what way? What special measures should be considered during a winter emergency?
- How can the problem of overcrowding be solved? How will the problem reflect on health care before and after an emergency?
- What measures should be taken for different population groups (children, pregnant women, etc.)?
- What medication and medical equipment is available? What might be needed? Is an additional supply of these items needed?
- Are storage capacities available? If not, what should be done?

5.7.7   Shelter

In some cases urgent shelter provision is needed for those whose houses have been destroyed or are unsafe. Urgent repair work; provision of tents and tarpaulins for temporary shelter; or sheltering homeless people in public buildings, like schools, may be required. The following shelter issues should be considered in planning:

- Who is responsible for management and needs assessment related to shelter?
- What is the state policy with regard to sheltering an affected population? Which governmental structure is in charge of coordinating this work?
- Have sites been identified for possible large-scale emergency shelter needs?
- How will sites be identified? What difficulties are there related to land ownership? What potential problems may occur with the local community?
- What difficulties may arise in winter/summer time?
- What types of assistance will those who are hosted by relatives or friends need?
- How will the terrain affect shelter requirements?
- Are construction materials available locally?
- Are supplies of tents, construction materials, plastic sheets needed?

5.7.8   Search and reunification of families

One of the priority social welfare tasks in many relief operations is to quickly initiate a search for missing people and reunite lost family members. The family is the basic social unit in most societies and plays a key role in meeting needs and solving community problems. Agencies responsible for search and reunification of families should consider the following issues in their work:

- Who is responsible for managing search and reunification activities?
- What methods or approaches will be used to carry out these activities?
- What communication methods will be used to reunite family members?
- What other agencies and governmental structures are responsible for these operations? What level of coordination with these structures is required?
- At which stage of response should search operations be started (normally after 24-48 hours, since many people find each other during this period)?

- How will the affected population learn about this service?
- Who will work in the search service?
- What methods and forms are required to make this service more effective (e.g. information/registration cards, inquiries, etc.)?

5.7.9 Protection and security

Preparedness plans should identify who is responsible for protection and security. In addition, the plan should identify the actions to take to ensure the protection of the affected population and their belongings as well as the safety of the emergency responders. Normally, this will be the responsibility of the local militia.

6. Ensuring plan implementation

6.1 Public awareness

Cooperation among disaster response agencies and the public is essential if response operations are to be successful. The foundation of such cooperation can be laid during the disaster preparedness stage. Agencies involved in response operations need to inform the public in the at-risk areas about official response plans and arrangements for these areas, as well as educate them about basic local preparedness measures that they can take to reduce the impact of a potential disaster. The plan should identify what local and household preparedness measures can be taken, as well as how to notify the population in the event of an emergency.

6.2 Updating the plan

Plans become outdated due to social, economic, organisational and other changes. Keeping the plan current and relevant is a difficult task, but can be achieved by scheduling regular reviews. The plan should specify the frequency of such regular reviews (e.g. every six months, every year) and the people responsible for updating the plan. Information that requires regular updating includes:
- Contact information (i.e. phone and fax numbers, email addresses, etc.) of emergency response personnel and agencies
- Logistics transportation plans
- Emergency structures
- Available resources

6.3 Links to National Plan

Ultimately, it is the responsibility of the government to ensure the safety and preparedness of its citizenry, and to coordinate the work of the various organisations involved in disaster response. In a disaster, the role of the Red Cross/Red Crescent and NGO organisations is to act as an auxiliary to Government action.

For these reasons, Red Cross/Red Crescent officials need to liase with the proper authorities in order to ensure that their preparedness plans and policies are within the framework of government disaster preparedness plans and that the RC society does not duplicate government efforts.

6.4   Rehearsals, simulation training and plan review

The only way to know if a plan can work is to implement it, evaluate it and revise it as appropriate. This can be done in one of two ways: response rehearsals and review of plans after an actual emergency.

Emergency response rehearsals and trainings test the plan's assumptions and procedures. Rehearsals will expose both the strengths and weaknesses in a preparedness plan. Ideally, rehearsals should be system-wide, to include National Societies, government agencies, NGOs and other groups and organisations that would be involved in a disaster response. Rehearsals are also the only way to keep plans fresh and should be followed with discussions on updating and modifying the plan to improve it.

Another opportunity to evaluate the effectiveness of a preparedness plan is after an actual emergency. Based on the actual response, organisations can review their preparedness plans and update them to reflect the reality, opportunities and challenges experienced in the disaster situation. Questions that should be asked during this review include:

- What caused the most casualties and damages? What, if anything, can the NS do to mitigate or prevent this from happening in the future?

- What were the main difficulties in getting assistance to needy people? How might the NS improve this in the future?

- How did the warning system work? What improvements are required?

- What mistakes did we make? What changes must we make to avoid these changes in the future?

- What did we do well? How can we guarantee that we will continue to do these things?

- What supplies were available and which were lacking? How might we compensate for this in the future?

- What was the level and quality of coordination with the NS and with other external organisations? What additional coordination is required? How might we improve this coordination in the future?

- What were the strengths and weaknesses of our preparedness plan? How might we modify it or improve it?

Annex 1: Sample National Society Disaster Preparedness Plan
Table of Contents

Plan introduction	Purpose of the preparedness plan. Links with other disaster and organisational plans. Description of the planning process and people/offices involved.
NS disaster preparedness (DP) policy statement	An NS policy statement which describes the overarching framework for NS involvement in disaster preparedness
NS DP role and aims	Broad roles and aims of the NS in disaster preparedness
Objectives (to achieve aims)	A list of programme goals or objectives which describes how the broad disaster preparedness aims will be met and the roles fulfilled.
Country disaster profile: disaster history, types and effects.	A description of the disasters that this plan addresses, as well as a brief review of their history and the populations and geographic areas which are most vulnerable to these disasters.
National (government) disaster management policy	Brief statement summarising the National Disaster Management Policy and plans, and the role of the NS within the national government policy or plan.
RC Society disaster structure	Structure of NS and branch offices
District/divisional level role in DP	DP role and responsibilities of district/divisional RC offices
Coordination with IFRC and ICRC	Coordination and communication arrangements with IFRC and ICRC during disaster preparedness and disaster periods.
Coordination with government	Description of coordination links and/or agreements with government ministries and departments during pre-disaster, disaster and post-disaster situations.
Coordination with NGOs and international organisations	Coordination and communication with NGOs and international organisations during disaster preparedness and disaster periods.
Activating NS disaster response system	Describes who has responsibility for activating an official NS response and how this will be done.
NS response activities and resources	Describes the types of response activities that the NS will be involved in and the resources and personnel that they have available.
Early warning system	Describes what type of early warning system and procedures the NS will use to activate a response.
Disaster needs assessment	Policies and operational procedures for conducting and reporting disaster needs assessments
Recruiting and training of volunteers	Describes how personnel and volunteers are recruited and trained for disaster preparedness and response.
Public disaster awareness	NS public/community disaster awareness activities and objectives.
Procurement, storage and distribution of relief supplies	Describes how relief supplies are procured, stored and distributed
Financing arrangements and accounting procedures	Describes procedures and policies regarding financial arrangements and accounting procedures during a disaster response.
Donations and international appeals	Describes policies and procedures related to receipt of donations, fundraising nationally and launching of appeals
Reporting procedures	Describes reporting policies and procedures for relief and emergency operations, from the field level, from warehouses and depots, and from HQ and reporting to local donors
Dealing with the media	Describes policies, procedures and personnel for dealing with the media before, during and after disasters.
Ensuring plan implementation and viability	Describes how resources will be mobilised, plans for preparedness training and rehearsals, and procedures for review and updating of the plan.
Community-based disaster preparedness	Describes policies and objectives for supporting community-based disaster preparedness
Annexes	Maps, budgets, resource lists, supplies, relief stocks, equipment

Annex 2: Potential Emergency Needs

	Earthquakes	Floods	Population movement	Famine/ drought
Search and rescue First aid Emergency evacuation	F	O^4	S	S
Water and sanitation				
Distribution, storage, processing	F^1	F	F	F
Rehabilitation/development of alternative sources	F^1	O^2	F	F
Disposal of excreta	F^U	O^U	F	S
Disposal of garbage	F^U	O^U	F	S
Personal hygiene	F^U	O^U	F	S
Insect and rodent control	O^U	F	S	S
Food and nutrition				
Short term distribution	F	O	F	F
Long term distribution	O^U	F^R	F	F
Supplementary/curative feeding	S	O	O	F
Agriculture	S^3	F	F	F
Nutrition control	S	O	F	S
Shelter and household stock				
Emergency shelter	S^C	S	F	S
Buildings/structures	F	O^4	F	S
Blankets	S^C	S^C	S^C	S
Fuel for dwellings	S	O	F	O
Kitchen utensils	F	O^4	F	S
Health				
Personal health	F^5	O	F	O
Reconstruction, transport, equipment	F	O	F	S
Medical supplies	F^5	O	F	O
Immunisation	S	O	F	F
Diarrhoea control	S	F	F	F
Infectious disease control	S	F	F	F
Social welfare and tracing				
Community social services	F	F	F	S
Street children	O	O	F	O
Schools/education	F	O	F	S
Tracing	F	F	F	S

Frequently emerging needs	F
Needs emerging moderately often	O
Seldom emerging needs	S

Needs in urban area	U	1. Only if direction of underground flows change
Needs in rural area	R	2. If wells or normal surface sources contaminated or inaccessible
Climate related	C	3. If main irrigation constructions destroyed
		4. Only in case of sudden floods
		5. First few days only to treat the affected

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ANNEX 3: Planning Worksheet: Emergency Needs & Resources

Use this form to help you identify potential needs and potential resources to address the need.

Disaster Type: _____ **(Specify)**

Potential Emergency Needs	Typical Need?	Potential Emergency Resources Role? Responsibility? (yes or no)			
		Local population/ volunteers	National Society	Civil Defence	Others?
Immediate Needs					
Search and rescue					
Emergency evacuation					
First aid					
Water and Sanitation					
Distribution, storage and treatment of water (emergency water supply)					
Disposal of human waste (emergency sanitation--e.g. latrines)					
Food and Nutrition Needs					
Short-term distribution of food					
Long-term distribution of food					
Nutritional surveillance					
Shelter Needs					
Emergency shelter					
Construction or repair of shelter					
Distribution of blankets					
Distribution of household fuel					
Health Related Needs					
Health personnel					
Medical supplies					
Immunisation campaign					
Diarrhoea control					
Epidemiological surveillance					
Other types of emergency needs? List below					

Annex 4: Organisational Roles

This form can also be used to help identify potential emergency response roles.

	Warning and notification of population	Public relations and information	Search and rescue operations	Water supply	Sanitation	Food supply	Logistics and transport	Health and nutrition	Shelter	Security	Search and reunification	Other needs	Medical assistance (first aid)
Affected population													
Locally recruited personnel													
Health sector personnel													
Civil Defence structures													
Militia													
Red Cross/ Red Crescent													
Fire brigades													
NGOs													
UN agencies													
Others													

Annex 5: Guidelines for a Community Disaster Preparedness Plan[2]

1. Aims of the Plan

2. Assessment of the Community
   - What are the weaknesses and strengths?
   - What are the community resources and vulnerabilities (prepare community maps)?

3. Relationship with Government National Disaster Management Office and Other Agencies

4. Warning Systems
   - What kind are used and how do they operate?
   - Who does what when warnings are received?

5. Evacuation Procedures
   - Who authorises evacuation and when?
   - What routes are to be followed?
   - Who will look after those people in the community who need special assistance (those identified as "most vulnerable" e.g. disabled, sick)?

6. Emergency Shelters
   - Where will they be—what buildings have been chosen for this purpose (e.g. schools)?
   - What equipment is available and who is responsible?
   - Who will manage the shelters and how?

7. Search and Rescue
   - Who is responsible?
   - What equipment is available and where is it?

8. Damage/Needs Assessment—Initial and On-going
   - Who is responsible?
   - How will it be done? (Prepare a report format)

9. Road Cleaning/Debris Clearing
   - Who is responsible?
   - What equipment is available and where is it?

10. Communication
    - How will your community be in contact with the outside world after a disaster?
    - What other means is available?

11. Law and Order/Security
    - Who is responsible?

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[2] From Part II, Module 6, Session 17: Preparation of Community Disaster Preparedness Plans, in Community Based Self Reliance - Disaster Preparedness Manual: A Manual for Red Cross Instructors in the Pacific. International Federation of Red Cross and Red Crescent Societies Regional Delegation SUVA.

12. Transport
   - Who is responsible for arranging transport in an emergency?
   - What vehicles are available and where are they?
   - What arrangements can be made with the owners before a disaster?

13. Repair of Community Services (Water, Electricity, Phones)
   - Who is responsible?

14. Health
   - Who will coordinate First Aid assistance?
   - What clinics, equipment and supplies are available?
   - Who are the trained First Aiders in the community and what will be their roles?

15. Personal Support for those Affected by Disasters
   - Who has experience or training?
   - Who will coordinate this assistance?

16. Welfare
   - What will be done to provide shelter, food and clothing for those in need?

17. Relief Supplies
   - Who will identify the most needy and how will it be done?
   - How can emergency supplies be obtained after a disaster?
   - Who will be responsible for obtaining and distributing them?

18. Outside Assistance
   - What is available?
   - How are requests made?
   - Who is responsible for making requests?

19. Testing the Community Plan
   - How will this be done?

20. Revision and Updating of the Community Plan
   - How often will this be done?
   - How will it be done and who will be involved?

21. Making the Community Aware of the Plan
   - How will this be done?
   - How will community members give their input to the Plan?
   - Who is responsible?

22. Risk Reduction (Mitigation) Activities
   - How will these be identified?
   - Who will carry out these activities?
   - How will any such programme be funded?

23. Annexes
   - Attach community maps, VCA details, contact names and addresses, list of people responsible for particular activities, damage/needs assessment report form, etc.

Preparedness Planning

Preparedness Plan

- Disaster scenarios
- Roles & responsibilities
- Organisational management
  & coordination
- Response priorities
- Objectives and tasks

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Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. These trainer's notes suggest two different options for introducing participants to the topic of preparedness planning. You are encouraged to analyse your own situation and adapt the workshop as necessary.

If you choose to use Option A, participants will consider the main emergency needs that would arise from a certain type of disaster and which organisations or groups, including the NS, might bear primary responsibility for addressing those needs. Participants are then asked to identify the elements and priorities they would want to see reflected in their own preparedness plan for the specific disaster type.

Option B is more appropriate for use at the local level, as it begins by asking participants to draw community hazard and vulnerability maps. From these maps, they are then asked to develop outlines for a community disaster preparedness plan.

Remember that these two options are just suggested. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints. This planner can assist you in preparing and tailoring the workshop to fit your specific needs.

I.   Overarching workshop objectives

What are your overarching or broad reasons for holding this workshop? What do you hope it will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, list how this will be accomplished. List your reasons below.

Reasons for this workshop	Ways this will be accomplished
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

II. Training objectives and training methods

A. Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

   1. *What should participants know about preparedness planning that they don't know already?*

   2. *What should they do differently?*

In order to answer the above two questions, you must have an idea of your trainees' existing experience and knowledge of preparedness planning. *How will you assess their knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Improve presentation skills	• *Participants make presentations. (Learn by doing)* • *Participants evaluate each other's presentations. (Learn by observing)*

III. Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and the methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑   Have you varied the workshop methods? (For example, a presentation is better followed by a good group exercise than by another presentation.)

❑   Have you built in practical activities where participants can apply and discuss what they have learned or heard in a presentation?

❑   If networking is an important course objective, have you allowed enough time for participants to meet informally during breaks and meal times?

❑   Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that are required?

Preparedness Planning
Option A: 3 1/2 Hour Workshop
Option B: 6 Hour Workshop

Workshop objectives

Participants will recognise the importance of anticipating and prioritising potential disaster/emergency scenarios as the first step in emergency preparedness planning. They will also identify potential emergency needs and begin identifying the various players (local populations, national societies, civil defence) which have potential roles to play in emergency response. Finally, participants will also identify the main components of an emergency preparedness plan, as well as design the process for developing this plan.

Workshop audience

IFRC delegates and National Society staff or volunteers who have general responsibilities for preparedness planning and non-technical personnel interested in acquiring a better understanding of the process of creating a preparedness plan.

Pre-workshop planning

- Arrange for workshop venue, logistics, training materials, etc.

- Send an invitation to participants and request that they begin thinking about the need for preparedness planning in their geographic area of responsibility.

Using the accompanying training module

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialists in preparedness planning should be able to prepare and present the points and concepts suggested in these trainer's notes.

Preparedness Planning—Option A

Methods

- Practical exercises and role plays
- Mini-presentation
- Group discussion

Time

3 1/2 hours

Materials

- Preparedness Planning module
- Flip-chart and markers
- Handouts 1-3: Potential Emergency Needs and Resources for Emergency Response, Planning for Emergency Response, and Sample Plan for Emergency Response, respectively.

Tips for the trainer

Familiarise yourself with the module. Review the purpose and procedures for both of the exercises contained in these trainer's notes. Understand the importance of the planning process and of involving all those who will be affected by the plan. Finally, review the main components of a basic emergency preparedness plan. You may also want to refer to the module, "Disaster Emergency Needs Assessment," to review typical adverse effects and potential emergency needs for specific hazard types.

Procedure

I. Introduction   15 minutes

   A. Introduce the purpose of preparedness planning and give an overview of this session.

   B. Ask participants if they have been involved in preparedness planning for an emergency response. If so, ask them to describe the purpose of the planning process as well as the main actors and steps in the process.

   C. Ask participants why it is important to conduct planning prior to the emergency situation. What are the advantages of doing this planning (e.g. better prepared,

quicker and more efficient response, trained personnel, everyone knows their job and the procedures for activating the response)? What resistance might there be to initiating this planning (e.g. "plans are never followed," "why waste time and money on planning when we have other spending priorities and limited resources," "why prepare for something that may never happen")?

D. Explain that preparedness planning for emergency response begins by identifying and prioritising potential emergency scenarios and the potential emergency needs that will arise in each of the scenarios. Participants will now get a chance to plan an emergency response for a specific emergency scenario.

E. From Handout 1, present the list of potential emergency response needs that may arise after major disasters—such as earthquakes or floods. Also, present the potential players and resources for emergency response (local populations, volunteers, National Societies, Civil Defence, others).

F. Ask participants if they would add any other response needs or resources to the list. They must explain each of their suggestions.

II. Exercise: emergency needs & resources 75 minutes

A. Split participants into three groups. Assign one of the following disaster scenarios (major flash flood in a semi-urban capital, landslides in a remote community, chemical industrial accident in a major urban centre) to each group. These three disaster scenarios should be familiar to the participants. If the three selected are not, then substitute them with others that are more familiar.

B. Distribute Handout 1. Ask participants to consider their scenario and determine which emergency needs may arise in their situation. To complete this form they will have to make some assumptions about the disaster. For example, these assumptions or details may be about the magnitude of the disaster/emergency, about the density of the population, about the types of dwellings people live in, the extent of the damage, etc. When they make an assumption or add some detail to the disaster scenario, they should specify and list the assumption.

C. For every need that they identify, they should note which of the resource groups or organisations listed in the columns will have some role or responsibility (either formal or informal) in responding to the need. If they list an organisation or agency in the "Other" column, they should specify it.

D. They have 40 minutes to complete this exercise.

E. Upon completion, ask each group to report-back the main points of their discussion. (Each group will have 5 minutes to report back.)

F. After each group's report, the other groups can ask questions or provide comments.

10 minute break

Give participants a 10-minute break.

III. Exercise 2: preparedness planning   75 minutes

A. Tell participants to imagine that they are on the disaster preparedness committee of a disaster-prone community or region that is subject to the same disaster-type as in the last exercise.

B. Your committee is to develop an outline of a preparedness plan for responding to your potential disaster.

C. Distribute Handout 2. Ask participants to work in the same groups as they did in the previous exercise. Each group should have a chairperson, a recorder and a reporter. For the disaster scenario assigned to their group, participants will:

- Develop the outline and main content headings for their preparedness plan.

- Describe how their plan will be developed. List the specific process, steps or activities that they will follow to develop this plan.

- List the organisations and agencies they would involve in developing the plan and/or in reviewing the plan before it is made final (what organisations, agencies, businesses, people, etc.)?

- Describe the special expertise or research required to prepare, complete and write the plan.

D. Distribute flip-chart paper and markers.

E. Tell participants that they have 50 minutes to complete this exercise.

F. After this time, each group has 5 minutes to report-back on their plans.

IV. Review and discussion   25 minutes

A. Note the similarities and differences in each group's plans, planning process and planning actors.

B. To develop an actual plan, what additional information would they like to have? Write their responses on the flip-chart paper. Where would they obtain this information?

C. Were there any special challenges or problems they encountered as they began this planning process? What were they? Why were these elements problematic?

D. Review Handout 3 "Sample Plan for Emergency Response" and Handout 4 "Sample Contents for a National Society Disaster Preparedness Plan." Distribute one or both of these to the group and compare it/them to the plans generated by the groups.

E. Emphasise that planning is a process that must involve all the players, organisations and agencies implicated in the plan. A plan is not simply a document written by an individual or a single agency. In fact, the process is more important than the document. Refer to the following explanation.

> **Planning is a process and requires active involvement of
> all parties implicated in the plan**

Planning emergency actions is a *process*; it is not a one-time event. While the plan may detail specific objectives and preparedness actions, these will need to be corrected and ~~refined during an actual emergency.~~

Planning may be ineffective if all affected parties are not included in the process. Those who are charged with implementing preparedness or emergency activities are more likely to comply if they feel that their views are incorporated into the planning process. Experience shows that plans created by an external person or by an isolated individual or agency are usually not valued and used. Therefore, a team approach is desirable. A team approach allows for diverse perspectives to be shared during the planning stage. It also helps ensure that the team has access to precise and complete information.

Handout 1: Potential Emergency Needs and Resources for Emergency Response

Disaster Type: _____

(Specify)

Potential Emergency Needs	Typical Need?	Potential Emergency Resources Role? Responsibility? (yes or no)			
		Local population/ volunteers	National Society	Civil Defence	Others? (Specify)
Immediate Needs					
Search and rescue					
Emergency evacuation					
First aid					
Water and Sanitation					
Distribution, storage and treatment of water (emergency water supply)					
Disposal of human waste (emergency sanitation--e.g. latrines)					
Shelter Needs					
Emergency shelter					
Construction or repair of shelter					
Distribution of blankets					
Distribution of household fuel					
Health Related Needs					
Health personnel					
Medical supplies					
Immunisation campaign					
Diarrhoea control					
Epidemiological surveillance					
Food and Nutrition Needs					
Short-term distribution of food					
Long-term distribution of food					
Nutritional surveillance					
Other types of emergency needs? List below					

List any assumptions you are making to complete this exercise:

Handout 2: Planning for an Emergency Response

Complete tasks A through D below.

A.   Outline the main components of the plan and the basic content of each section. The first three sections are provided as examples.

<table>
<tr>
<th colspan="2">Preparedness Plan Outline</th>
</tr>
<tr>
<th>Main headings or sections</th>
<th>Summary of contents, or purpose of this section</th>
</tr>
<tr>
<td>I. Introduction</td>
<td>

Official functions and responsibility in response operations (also legal basis)
Review of organisational activity
Coordination of this plan with other plans
Methods used and people involved in the planning process
Main objective of this plan

</td>
</tr>
<tr>
<td>II. Definitions and abbreviations</td>
<td>

Define terminology and abbreviations used

</td>
</tr>
<tr>
<td>III. Emergency scenario</td>
<td>

Describe emergency scenario that this plan addresses

</td>
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<td>IV.</td>
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<td>V.</td>
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<td>VII.</td>
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<td>VIII.</td>
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<td>IX.</td>
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<td>X.</td>
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</table>

B.   Describe the planning process, steps and activities required for the development and completion of this plan

C.   Who would you involve in developing this plan (which organisations, agencies, etc.)?

D.   What special resources, expertise or research will be required to complete this plan?

Handout 3: Sample Plan for Emergency Response

Depending on local and organisational circumstances, some of the sections of the plan will be more extensive than other sections, and some modifications will be necessary.

I.	Introduction	- Official functions and responsibility in response operations - Review of organisational activity - Coordination of this plan with other plans - Methods used and people involved in the planning process - Main objective of planning
II.	Definitions and abbreviations	Define terminology and abbreviations used
III.	Emergency scenario	Describe emergency scenario that this plan addresses
IV.	Strategy	- Introduce options and the main strategies of your agency/division and other responding agencies - Identify the main priority groups or vulnerable populations
V.	Organisational roles and responsibilities	- List functions of each person or agency - Fill in the organisational chart
VI.	Initiating a response system	Describe how your agency will initiate response operations
VII.	Organisation, management and coordination	Describe the proposed system of management, organisation and coordination
VIII.	Response activities	- Emergency situation and needs assessment - Communication - Population warning and notification systems - Public awareness - Water and sanitation - Food provision - Logistics and transport - Other household needs - Medical assistance - Health and nutrition - Shelter - Search and family reunification - Protection and security
IX.	Ensuring plan implementation and viability	- Public awareness activities - Preparedness training and rehearsals - Updating the plan
X.	Resource requirements	- What resources are required to support the emergency preparedness and response activities? - What resources are available? - Which resources must be obtained? How will they be obtained?

Handout 4: Contents for a National Society Disaster Preparedness Plan

Plan introduction	Purpose of the preparedness plan. Links with other disaster & organisational plans. Description of the planning process and people/offices involved.
NS disaster preparedness (DP) policy statement	An NS policy statement which describes the overarching framework for NS involvement in disaster preparedness
NS DP role and aims	Broad roles and aims of the NS in disaster preparedness
Objectives (to achieve aims)	A list of programme goals or objectives which describes how the broad disaster preparedness aims will be met and the roles fulfilled.
Country disaster profile: disaster history, types and effects.	A description of the disasters that this plan addresses, as well as a brief review of their history and the populations and geographic areas which are most vulnerable to these disasters.
National (government) disaster management policy	Brief statement summarising the National Disaster Management Policy and plans, and the role of the NS within the national government policy or plan.
RC Society disaster structure	Structure of NS and branch offices
District/divisional level role in DP	DP role and responsibilities of district/divisional RC offices
Coordination with IFRC and ICRC	Coordination and communication arrangements with IFRC and ICRC during disaster preparedness and disaster periods.
Coordination with government	Description of coordination links and/or agreements with government ministries and departments during pre-disaster, disaster and post-disaster situations.
Coordination with NGOs and international organisations	Coordination and communication with NGOs and international organisations during disaster preparedness and disaster periods.
Activating NS disaster response system	Describes who has responsibility for activating an official NS response and how this will be done.
NS response activities and resources	Describes the types of response activities that the NS will be involved in and the resources and personnel that they have available.
Early warning system	Describes what type of early warning system and procedures the NS will use to activate a response.
Disaster needs assessment	Policies and operational procedures for conducting and reporting disaster needs assessments
Recruiting and training of volunteers	Describes how personnel and volunteers are recruited and trained for disaster preparedness and response.
Public disaster awareness	NS public/community disaster awareness activities and objectives.
Procurement, storage and distribution of relief supplies	Describes how relief supplies are procured, stored and distributed
Financing arrangements and accounting procedures	Describes procedures and policies regarding financial arrangements and accounting procedures during a disaster response.
Donations and international appeals	Describes policies and procedures related to receipt of donations, fundraising nationally and launching of appeals
Reporting procedures	Describes reporting policies and procedures for relief and emergency operations, from the field level, from warehouses and depots, and from HQ and reporting to local donors
Dealing with the media	Describes policies, procedures and personnel for dealing with the media before, during and after disasters.
Ensuring plan implementation and viability	Describes how resources will be mobilised, plans for preparedness training and rehearsals, and procedures for review and updating of the plan.
Community-based disaster preparedness	Describes policies and objectives for supporting community-based disaster preparedness
Annexes	Maps, budgets, resource lists, supplies, relief stocks, equipment

Preparedness Planning—Option B

Purpose

The following is a one-day workshop that involves community leaders and community members in a disaster preparedness planning activity.

Methods

- Practical exercises
- Mini-presentation
- Group discussion
- Action planning

Time

6 hours

Materials

- Preparedness Planning module
- Risk Reduction module
- Flip-chart and markers
- Handout 1: Sample Community Disaster Preparedness Plan
- Community members, officials and leaders as resources

Procedures

I. Community hazard, risk and capacity mapping   **3 1/4 hours**

   A. Introduction   15 minutes

      1. Present the concept and use of community hazard, risk and capacity maps. The purpose of collecting and drawing all of this information on a map is so that it can be used in a Disaster Preparedness Plan. Maps are easy to read and understand and quickly provide information in an emergency. These maps can be useful for showing the general pattern of risks threatening a certain population and the capacities they possess for overcoming those risks. In addition to intermittent, larger scale, natural hazards such as earthquakes or floods, community risk maps can be used to highlight daily emergencies—unemployment, nutritional deficiencies, unsafe housing conditions and limited

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access to health care—all of which become more acute during a natural disaster. These maps can also be used to highlight local resources and capacities—such as skills, food reserves, emergency housing options, community and social organisations, businesses, local leaders, cultural values and attitudes, and transportation sources such as school buses or ox carts—that will help communities cope with disasters. Finally, hazard maps assist in the preparation of plans which can reduce the danger in a community and in the identification of evacuation plans for risk areas.

Teachers, schoolchildren, social and health care workers, Red Cross/Red Crescent volunteers, and others in a community can create these maps using the simplest of tools: crayons or coloured pencils and paper. The information that is generated can be used to help plan risk reduction measures and initiatives. The Pan American Health Organisation (PAHO) has identified four main steps to produce a community risk and capacity map.

a. Identify and prioritise a list of common problems and needs

b. Visit areas and sites in the community that pose a risk

c. Based on these visits, draw distinct and detailed maps, which show potential hazards, vulnerable people and resources in case of emergency. (Ideally, one map is drawn for each: one for the hazards, one for vulnerable people and one for community capacities and resources)

d. Organise a local disaster committee to plan risk reduction measures and/or to formulate a local emergency preparedness and response plan

Any plans that are generated based on these maps need to be widely discussed and disseminated in a community—ideally through community meetings and presentations. The strategies for reducing risks will also need to be realistic and achievable, lest they raise expectations that cannot be met.

B. Participant/group work   2 1/2 hours

1. Each group should be assigned based on their familiarity with a similar geo-political area (country, district or state, town or village). The smaller the geographic unit the better. Therefore, a local village or community is preferable to a country region, which is preferable to a country map. (The content of the lists and maps will vary depending on the geo-political level that is chosen and analysed. For example, at the village community level, a capacity is a local health clinic, whereas on a country map the capacity that is drawn may represent an "excellent network of local health clinics throughout the country." Similarly, at the village community level, an elderly disabled person who lives alone is a vulnerable person who may be marked on the map while at the country level a vulnerability that is drawn may represent "financially poor disaster response institutions."

2. Each group should take 30 minutes to list various hazards, vulnerabilities and capacities affecting their chosen geo-political area.

3. After they have generated these lists, provide each group with the following instructions:

Using the information you generated on your lists, prepare a map of your chosen geographic area. The map should be as detailed as possible and show the locations of your identified:

- Hazards
- Vulnerabilities and vulnerable populations/people
- Capacities and resources

You have 45 minutes to complete this task

Adapted from: Astrid von Kotze and Ailsa Holloway, *Reducing Risks: Participatory Learning Activities for Disaster Mitigation in Southern Africa*, IFRC Southern Africa Disaster Management Training Programme, 1996, Section 2, part 1, p. 94.

4. Tell the groups that these maps do not have to be works of art. They only need to clearly show where things are in the community.

5. Suggest that the groups use symbols or different colours to illustrate hazards, vulnerabilities and capacities. Explain that they will also have to include a legend, or key, which explains the symbols.

6. Circulate among the groups as they work. Ensure that they are not only including physical or structural vulnerabilities and capacities, but also human vulnerabilities and capacities.

7. Ask the groups to reconvene in the plenary session, and facilitate report-backs and the ensuing discussion. Each group has 5 minutes to report back. Maps should be displayed on the wall.

C. Review and discussion   30 minutes

1. Discuss the commonalties and differences among the maps. What else should be included (access to clean water, resources, access to food, family remittances, health status, community organisations, community traditions, etc.)?

2. Ask participants how these maps improved their understanding of the risks and capacities that exist in their communities.

3. Based on their maps, ask each group to identify who they consider to be most at risk from the various hazards. Why?

4. Identify some of the more surprising vulnerabilities or capacities listed and ask the groups why they included these. How might they help or hinder a disaster response?

5. Ask participants what additional information and data sources they would like to have to make a more accurate map. Where they might find this information?

6. If the group were to formulate plans to respond to local disasters, how would they use these maps?

II Preparedness planning   **3 hours**

A. Mini-presentation   5 minutes

1. Introduce the purpose of preparedness planning and give an overview of this session.

2. Explain that preparedness planning for emergency preparedness begins by identifying and prioritising potential emergency scenarios and the potential emergency needs that will arise in each of these scenarios.

B. Group work   2 hours

1. Based on the maps created above, what priority disaster emergency scenario(s) will your group's preparedness plan address?

2. Who would you involve in a preparedness planning process?
    *   What organisations and individuals would be involved? How would they be involved?
    *   From whom would you seek input and information to assist you in completing your plan?
    *   Who would coordinate the preparedness planning effort?

3. List all of those population groups (elderly, physically handicapped, etc.) that you consider to be most at risk from the various hazards identified on your map. Who will be responsible for each of these groups?

4. Identify a list of organisations, community leaders and groups that would be involved in providing an emergency response after a disaster. List their names and identify the roles and responsibilities they would have.

5. Identify how the preparedness plan would be activated in case of a disaster.

6. Identify how an emergency needs assessment will be conducted in case of disasters. Who specifically will be conducting the assessments? Explain why you have chosen this composition of assessors? Who is responsible for forming and coordinating this assessment team? What assessment questions and areas will your assessment address? Who is to receive the results of your assessment team's findings?

7. How will you communicate early warning and disaster response information to the population affected by the disaster?

8. List the names, organisations and contact addresses and phone numbers of experts in the following emergency response areas:
    *   Health and nutrition
    *   Water and sanitation in emergencies
    *   Emergency shelter
    *   Logistics and transport
    *   Food and nutrition
    *   Other areas?

9. What resources and capacities are required to successfully implement your emergency preparedness and response plan? Which of these resources and capacities are currently available and which must you secure? What is your strategy for securing these resources?

C. Presentation   45 minutes

1. Each group presents back their planning outline and lists associated with the questions in the previous section.

2. Other groups are welcome to comment and ask questions for clarification.

D. Discussion and wrap-up   20 minutes

1. Explain that they have just begun to consider the elements of a preparedness plan.

2. Present the template for a Community Disaster Preparedness Plan (see attached) and emphasise that the process is as important, if not more important, than the final product—the written plan.

3. Ask each group and/or individual to specify one to three action steps that they will take to complete preparedness planning in their own communities.

Handout 1: Guidelines for a Community Disaster Preparedness Plan[1]

1. Aims of the Plan

2. Assessment of the Community
    *   What are the weaknesses and strengths?
    *   What are the community resources and vulnerabilities (prepare community maps)?

3. Relationship with Government National Disaster Management Office and Other Agencies

4. Warning Systems
    *   What kind are used and how do they operate?
    *   Who does what when warnings are received?

5. Evacuation Procedures
    *   Who authorises evacuation and when?
    *   What routes are to be followed?
    *   Who will look after those people in the community who need special assistance (those identified as "most vulnerable" e.g. disabled, sick)?

6. Emergency Shelters
    *   Where will they be—what buildings have been chosen for this purpose (e.g. schools)?
    *   What equipment is available and who is responsible?
    *   Who will manage the shelters and how?

7. Search and Rescue
*   Who is responsible?
    *   What equipment is available and where is it?

8. Damage/Needs Assessment—Initial and On-going
*   Who is responsible?
    *   How will it be done? (Prepare a report format)

9. Road Cleaning/Debris Clearing
*   Who is responsible?
    *   What equipment is available and where is it?

10. Communication
    *   How will your community be in contact with the outside world after a disaster?
    *   What other means is available?

11. Law and Order/Security
*   Who is responsible?

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[1] From Part II, Module 6, Session 17: Preparation of Community Disaster Preparedness Plans, in Community Based Self Reliance - Disaster Preparedness Manual: A Manual for Red Cross Instructors in the Pacific. International Federation of Red Cross and Red Crescent Societies Regional Delegation SUVA.

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12. Transport
- Who is responsible for arranging transport in an emergency?
- What vehicles are available and where are they?
- What arrangements can be made with the owners before a disaster?

13. Repair of Community Services (Water, Electricity, Phones)
- Who is responsible?

14. Health
- Who will coordinate First Aid assistance?
- What clinics, equipment and supplies are available?
- Who are the trained First Aiders in the community and what will be their roles?

15. Personal Support for those Affected by Disasters
- Who has experience or training?
- Who will coordinate this assistance?

16. Welfare
- What will be done to provide shelter, food and clothing for those in need?

17. Relief Supplies
- Who will identify the most needy and how will it be done?
- How can emergency supplies be obtained after a disaster?
- Who will be responsible for obtaining and distributing them?

18. Outside Assistance
- What is available?
- How are requests made?
- Who is responsible for making requests?

19. Testing the Community Plan
- How will this be done?

20. Revision and Updating of the Community Plan
- How often will this be done?
- How will it be done and who will be involved?

21. Making the Community Aware of the Plan
- How will this be done?
- How will community members give their input to the Plan?
- Who is responsible?

22. Risk Reduction (Mitigation) Activities
- How will these be identified?
- Who will carry out these activities?
- How will any such programme be funded?

23. Annexes
- Attach community maps, VCA details, contact names and addresses, list of people responsible for particular activities, damage/needs assessment report form, etc.

Project Planning

1. Conceptualise

5. Evaluate

2. Plan

3. Prepare

4. Implement and
monitor

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Table of Contents

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic.   Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
- A general reference material on disaster preparedness
- Training and workshop modules and trainer's guides
- An orientation to disaster preparedness for Delegates and NS officers
- A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Disaster Preparedness	Preparedness Planning	Risk Reduction
Increasing Community Disaster Awareness	Disaster Emergency Needs Assessment	Disaster Programme Information and Reporting
Improving Coordination	Improving Basic Training Skills	**Project Planning**

Acknowledgements

These nine modules and their accompanying trainer's notes were prepared for the International Federation by INTERWORKS, a consulting group with disaster management training and consulting experience in over 60 countries worldwide. Review and critique of these modules were provided by a team of Central Asian disaster management specialists, the disaster preparedness officers of five Central Asia National Societies, the Federation disaster preparedness staff in Geneva and delegates in Central Asia, the Caribbean and East Africa.

The following documents served as references for the compilation and writing of this particular module:

1. *Project Planning and Management*: Workshop materials for DP Training Workshop, Ashgabad, Turkmenistan, International Federation of Red Cross and Red Crescent Societies, Regional Office for Central Asia, Disaster Preparedness Programme (April 1997).

2. *Projects: How to Plan and Manage* (Guidelines). International Federation of Red Cross and Red Crescent Societies, September 1993.

3. "Managing Projects," IFRC *Handbook for Delegates*, Geneva, 1997.

4. *Community Based Disaster Preparedness, 5-year Strategic Plan* (1998-2002), Bangladesh Red Crescent Society National Headquarters, Dhaka, Bangladesh, October 1997.

Project Planning

Aim and audience

National Societies carry out a wide variety of programs and projects. Experience reveals that a key condition for success is proper planning. This module, therefore, provides an introduction to some practical and straightforward guidelines and tools used in the project planning process. Since these guidelines are rather general, their purpose is to guide and stimulate thinking about project design and project planning rather than to provide a precise roadmap about how it is done. This module can serve as a reference document for those staff who on occasion must design projects and prepare project proposals and for those who may want to use it during a workshop where participants will be challenged to think creatively and analytically about project design and planning.

Main points

- Stages in the project cycle
- Elements of project conceptualisation
- Elements of project planning
- Elements of the project proposal
- Elements of project monitoring, evaluation and reporting

1.   Introduction

1.1   The need for project planning

Planning at some level is basic to all human activity, and is really applied common sense. It involves working out what you want to do and how you are going to do it. This applies whether you are preparing a straightforward and simple project or a long-term program. Planning involves identifying priority needs and opportunities, discussing and testing the various possible courses of action, choosing the most appropriate one (or ones), agreeing what you can expect to achieve, calculating the human and material resources needed to reach your objectives, anticipating possible problems and getting agreement among all concerned about clear targets and timetables for the work in view.

Planing techniques can address many organisational problems and opportunities, including institutional development of your National Society and planning of disaster preparedness activities. Whether the priority is capacity building, disaster preparedness, immediate emergency action or new initiatives such as advocacy for vulnerable groups, good planning can increase your chance of success. It helps you analyse and assess present needs and future challenges. It gives you the means to test out various possibilities, think through the difficulties that might occur and prepare to overcome them. Good plans always allow for flexibility to adapt to changing circumstances.

1.2   Beneficiaries and project management

Planning should never start and end in an office or committee meeting. Project planning should never be done alone or in isolation from those who have to implement the plans, or who will benefit from them. In fact, the most successful and sustainable projects make an

effort to involve those who are to benefit—in all stages of project planning and implementation. It is important to find out what the beneficiaries really think about the problem and about how to address it.

1.3. Project planning

Project planning is done to increase the likelihood that a project will be implemented efficiently, effectively and successfully. Project planning covers the first three stages of "the project management cycle." This cycle, illustrated below, describes the various stages for conceptualising, planning, implementing and evaluating a project and recognises that even when a project is finished, it may provide the starting point for a new one.
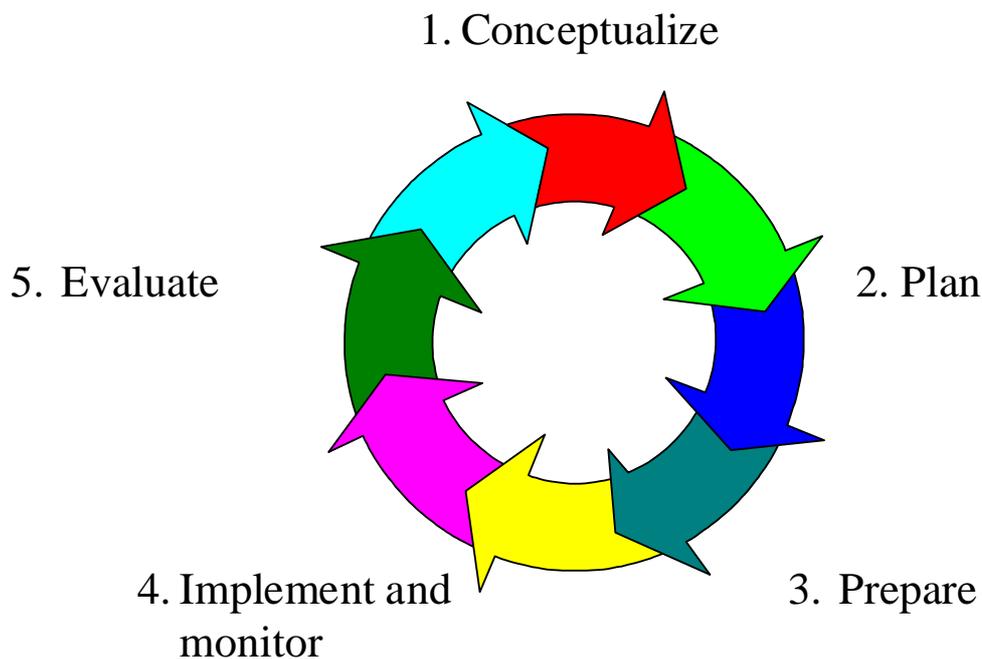
1. **Conceptualise project scope and objectives**: Explore the problem, identify priority needs, consider project solutions and evaluate organisational capacity.

2. **Plan the project**: Establish the project scope; clarify goals and objectives; choose the most appropriate course of action; identify the inputs and resources required in terms of: people, materials, time and money; develop a budget and draft a project plan.

3. **Prepare project proposal:** Present the project to important stakeholders, receive their feedback and secure the necessary material, human and financial resources.

4. **Implement the project:** Implement the project by following a work-plan and completing pre-determined tasks and activities. Monitor progress and adjust as necessary.

5. **Evaluate the project**: Review what has happened, consider the value of what has been achieved, and learn from that experience in order to improve future project planning.

2.   Conceptualise the project

2.1   Write a problem statement

All project planning should begin with an analysis of the current situation and define the problem or opportunity that the project will seek to address. The success of a project will depend on how precisely and accurately the problem is articulated and understood. Again, the perspective of the beneficiaries is critical at this stage. The most important needs of the affected population will not always match those identified as most important by outsiders. It will be very difficult to mobilise community interest and support in a project that the community sees as meeting secondary needs—or no needs at all.

One should not assume that communities are homogeneous in their needs or desires. Different people in a community will have different and often conflicting needs and desires. A proposed project that seeks to benefit the most vulnerable, who are usually the poorest in a community, may sometimes threaten established interests and power structures. Similarly, a program to empower women may threaten some of the men in a community.

Once the situational analysis is complete, project planners will want to articulate a problem statement that answers the following questions:

- What is the problem?
- When and how did the problem originate?
- What are the main needs generated by this problem?
- What is the significance of this problem?
- Why should anything be done about this problem?

Note: While these questions refer to "problems," it is important to remember that the discussion that follows applies equally, if not more importantly, to "opportunities."

2.2   Brainstorm possible project solutions

Once a problem has been defined, project planners need to consider the many possible responses. Brainstorming is one simple method for exploring needs and considering possible problem solutions. This method brings together a group of people and asks them to share their ideas on any one or a number of questions — ranging from problems to solutions. Their ideas are all listed on a blackboard or on large sheets of paper, and then looked at one by one.

Brainstorming involves two stages: the creative stage (i.e. generation of ideas or listing of needs) and the critical stage (i.e. evaluation and analysis of these ideas). During the creative process, participants provide "raw" ideas as they think of them. These ideas can be practical, idealistic or wildly creative. These ideas should not be critiqued or analysed during this first stage—they should just be accepted and listed. After all ideas are listed, they can be further developed or combined.

During the critical stage, the group should evaluate the ideas and attempt to identify the rationale of every idea, even if the whole idea seems far-fetched. Individuals can be asked to explain or defend their idea by fielding questions from others in the group. During this stage, organisational capacities also need to be evaluated. The National Society will need to

ask itself whether it can really do anything about the priority problem that has been identified. Questions to help the NS explore the match between proposed solutions and organisational capacities include:

- Do we have, or can we get, the appropriate staff and volunteers?

- Are we already too heavily committed with other activities?

- Is the area too remote for proper supervision?

The Red Cross/Red Crescent Movement is committed to addressing the needs of many different vulnerable groups in society, and sometimes has to make difficult choices about **what to do and what not to do**. Even with financial and personnel resources available through other National Societies and the Federation, **local needs are always likely to be greater than available resources**. There must be realism about the actual capacity of any National Society to plan and manage new projects. Sometimes an important need cannot be met until the National Society has further developed its operating capacity and the skills of its staff. Therefore, each National Society should have an overall Development Plan based on its general assessment of priorities and opportunities.

If you accept that your NS does not have the capacity to start a particular project even though it is urgently needed, you may have to plan a more modest activity in an area of lower priority for the time being. Planning strategy involves deciding what to do and also what not to attempt.

After all ideas are understood and discussed, and organisational capacities considered, the group should arrive at consensus on the three most important ideas or a combination of ideas for project implementation. From this shorter list, the group should select the one idea that they are best suited to implement.

2.3   Determine project scope and objectives

After selecting one solution to implement, project planners need to clearly establish the scope of the proposed project. A statement of the project scope should state broadly the general purpose and goals of the project. This broad statement should be followed by more specific objectives that will be met. The following excerpted from a 5-year project strategic plan (1998-2002) for Community Based Disaster Preparedness by the Bangladesh Red Crescent Society, provides an example of a project scope statement, a project goal statement and specific project objectives.

Community Based Disaster Preparedness (CBDP)
5-year Strategic Plan (1998-2002) Bangladesh Red Crescent Society (BDRC)

Project Scope: The proposed five-year community-based disaster preparedness project will engage with vulnerable communities in developing self-sufficiency to withstand or prevent future disasters. This means transforming the Bangladesh Red Crescent Society from a largely centralised re-active relief operative to a pro-active disaster preparedness and relief organisation with operational capacity at the District level. This project proposes to build capacity at the National Headquarter, the district Unit and the Community level.

Project Goal: To develop the capacity of the most vulnerable people and the organisation in disaster preparedness and relief and to contribute to national and local co-ordination of disaster management.

Specific 1st year objectives:
- Establish, train and equip the Disaster Advance Response Team at National Headquarters
- Reactivate a further 5 BDRCS (district) Units and following orientation and induction engage them in CBDP activities under agreed Unit Undertakings
- Induct and train Unit level Officers with agreed Job Descriptions at each of the 5 selected Units.
- Engage Units in development work with two vulnerable communities in each of the 18 Districts (13 existing and 5 new CBDP Units) through water and sanitation projects.
- Activate and re-constitute 54 Shelter Management Committees in Noakhali and Barguna regions with the accepted role of Cyclone Shelter Management
- Establish at least a further 8 Unit Disaster Emergency Relief Fund
- Hold a Schools Disaster Preparedness Poster competition in at least 500 schools

Goals and objectives

Goals are broad statements that describe the overall purpose of the project. Objectives are much more concrete. Remember to use the SMART guidelines for writing objectives. These are:

- **S**pecific
- **M**easurable
- **A**chievable
- **R**ealistic
- **T**ime-bound

After the project scope, goals and objectives have been defined, the next step is to develop a more detailed project description and strategy that answers the following questions:

- What aspects of the problem will this project address? What aspects won't it address?

- Who will benefit from this project?

- What needs will be met?

- What will the beneficiaries receive?

- What is expected of the beneficiaries?

- What is the general strategy that this project will pursue?

- What is the expected outcome resulting from the project?

- What is the methodology for implementation for the project and each project component?

Annex 1 is an excerpted example of a project strategy and methodology for meeting the goal of "mobilising, engaging and supporting the most vulnerable communities … towards [achieving disaster preparedness] self-sufficiency."

3.   Plan the project

Once the project scope, goals, and general strategy have been established, the specific objectives need to be converted into planning steps and the details of project implementation need to be determined. Many tools exist to assist planners with this process. They include:

- Project planning checklists
- Project work plans
- Gantt (bar) charts
- Logical Framework Analyses
- Budgets

3.1   Project planning checklists

The simplest planning tool is the project planning checklist. It is only a bit more sophisticated than checklists we might prepare every day, such as a shopping list. In the same way, a project planning checklist can be generated which identifies everything that needs to be done, when, and by whom. The idea is that, before you start on a new activity, you think through and prepare for all the things that will have to be done. The checklist reminds us of things to do and allows us to monitor our progress. Project planning checklists follow a similar overall pattern, although the details will vary from one project to another. A sample format for a project master check list is attached as Annex 5.

3.2   Project work plans

Work plans define the specific steps, deadlines and responsibilities for task completion. In almost all planning, it is necessary to prepare the following:

- Some detailed sub-plans, describing separate kinds of activities.

- Implementation schedules or timeframes, which show the beginning and end of every stage, and how they correspond to the total duration of the project. See Annex 3 for an example implementation schedule.

- Distribution of obligations, which shows who is responsible for what kind of activity and who is responsible for general management and coordination. See Annex 2 for an example related to planning for a resettlement project.

- List of participants, showing how many people are involved in the project, their qualification and period of work in a project.

Work plans should distil the project into distinct tasks and should highlight the relationship and dependencies among the tasks. They should also determine existing and additional resources required to complete each task. The sum of resources, time and costs is used to estimate a project schedule and a budget.

3.3   Gantt (bar) charts

One of the most popular project planning techniques for scheduling, reporting, and control of simple projects is the Gantt or bar chart. This technique graphically represents the progress of a project versus the time frame within which it must be completed. Gantt charts are excellent graphical representations for scheduling the execution of various project activities. They can be used as simple and easily understood models for communicating information to all levels or for project management and supervision. Gantt charts allow project managers to plan all activities, estimate the time necessary to complete each, estimate the time required to complete the overall project and monitor project progress. To prepare a Gantt chart:

1.   List each of the discrete project activities or tasks that needs to be completed

2.   Establish the execution sequence of these activities

3.   Estimate the duration of these activities (done in collaboration with those responsible for completing the activities)

4.   List all activities in chronological order and determine those that can be carried out simultaneously and those that must be carried out sequentially.

5.   Consider the resource requirements and allocations for each activity

Gantt charts can be prepared easily with graph paper, or by drawing lines on blank paper. They are a common feature of project planning software, but any spreadsheet or sophisticated word processing program can also be used to create these charts.

The following diagram is a sample Gantt chart.

TASKS	Start date	Time frame (Months) April 0 1 2 3 4 5 6 7 8 9 10
A	01/04/00	
B	28/04/00	
C	03/05/00	
D	16/06/00	
E	01/07/00	
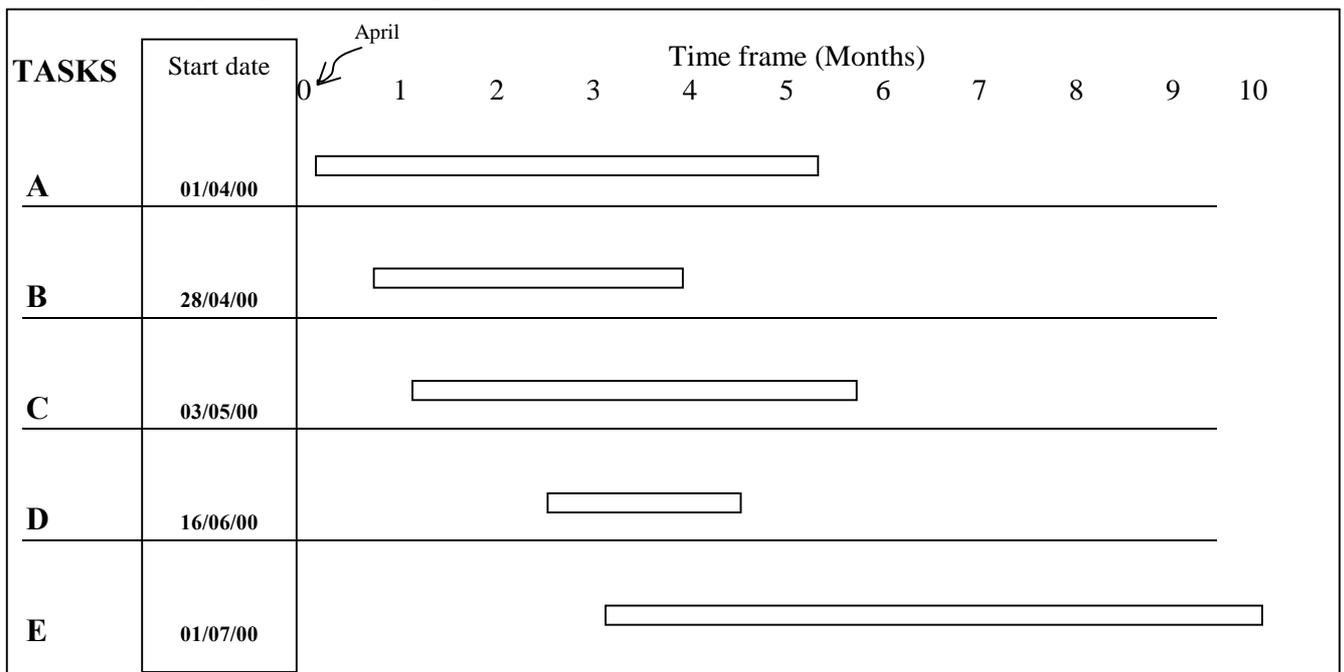
In the Gantt chart, the horizontal axis represents the time scale for completing the project. The unit for the time scale can be days, weeks or months, depending upon the total length of the project. The list of project tasks or activities is shown in the left-hand column. The schedule of each activity, showing its starting, duration and completion times, is shown by horizontal bars drawn on each row. For this reason, Gantt charts are also called bar charts or bar diagrams. The bars are drawn according to a time scale laid out across the top of the chart; the length of each bar represents the estimated time needed for carrying out the corresponding activity. At any given time, the actual progress of project activities can be measured against the planned schedule by directly recording it on the chart as well. Annex 3 shows a Gantt chart reflecting the "Implementing Schedule for a Resettlement Project."

3.3   The logical framework

3.3.1   Overview of the logical framework approach

A useful tool for planning more complicated projects is the logical framework approach. The idea of this tool is that you identify all the main elements of a new proposal, and examine how they fit together. The logical framework requires that you:

- write down the planned *activities* in a certain order that helps you to check whether one step will lead to the next.

- note any *assumptions* that you are making, and examine whether or not they are true.

- identify *indicators* of progress.

3.3.2   List the activities

The first step is to think of a project as a series of activities where one step leads on to the next. The way this is normally shown is to place inputs at the bottom of the page and then to work up towards the goal written at the top. This concept is illustrated in the following diagram where one starts with "Inputs" at the bottom and works upward.

Example: A disaster awareness campaign

GOAL	Communities and individuals that are better able to prepare and respond to local disasters
↑ ↑	
OBJECTIVE	Widely disseminated and heeded public information campaign on how to locally prepare and respond to disasters
↑ ↑	
OUTPUTS	A work-plan reflecting roles, responsibilities and a time line for action
↑ ↑	
ACTION	Planning the disaster awareness public information campaign
↑ ↑	
INPUTS	Volunteers, funds, materials, research on most vulnerable

3.3.3   Examine assumptions (conditions of achievement)

Whether actions lead to the desired results, depends on whether our planning assumptions are correct. In the above example, the *input* "Volunteers" will only contribute to the *action* "Planning the disaster awareness campaign," if our assumption about the skills and commitment of volunteers holds true. Otherwise the *action* may not occur. The following diagram shows that one stage of the plan only leads to the next *IF* certain assumptions are true.

GOAL — Objective leads to goal if...

OBJECTIVE — Outputs lead to objective if...

OUTPUTS — Action leads to output if

ACTION — Inputs lead to action if...

INPUTS
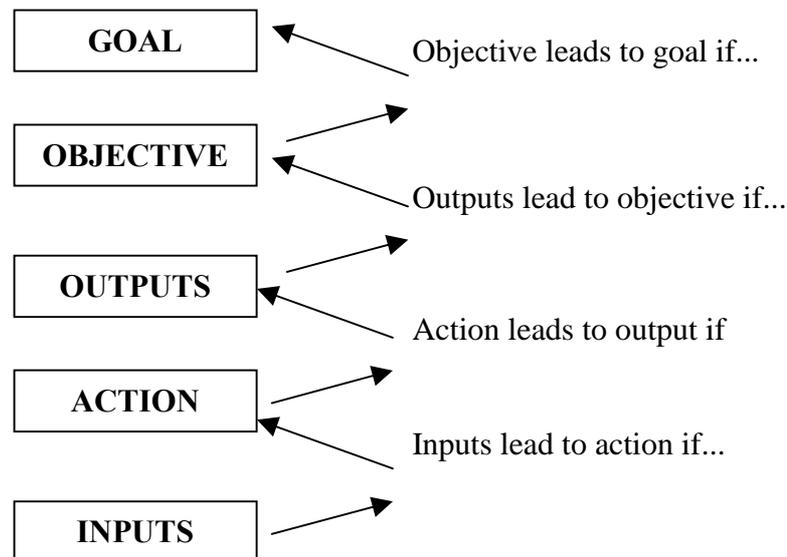
3.3.4   Indicators of progress

The full version of the logical framework as a planning tool also includes the **indicators** of progress that you will look for once you start to implement your plan. Some examples of indicators are given in Annex 4: "Red Cross/Red Crescent Community Based First Aid Training Program."

3.4   Budgets

The next step in resource allocation is the development of a budget for each important element of the program. Simple, accurate systems that improve budgeting and cost control are crucial. Whatever approach is used, a budget must be flexible and anticipate inflation of costs.

Many projects experience difficulty with monetary control and have trouble accounting for funds. Usually this is because the project has not specified the accounting system to be used from the outset or the system chosen is not adaptable to the project situation. For example, during disaster times, good field accounting requires a simple system that is easy to use, easy to carry, and places the emphasis of trust on the user. It also requires training in how to use the system *before* disaster strikes. Field representatives, especially in the emergency, must have an accounting system that recognises the need for flexibility and simplicity. Several agencies have recently begun to use simplified field-account books that have built-in impression pads, so that duplicate or triplicate records can be prepared and maintained. This innovation reflects the agencies' awareness that a disaster creates special accounting needs.

There is a close relationship between budgeting as a planning technique and budgeting as a control technique. In this section we are concerned only with the preparation of budgets prior to operations. From this perspective, budgeting is a part of planning. With the passage of time and as the organisation engages in its activities, however, the actual results will be compared with the budgeted (planned) results. This analysis may lead to corrective action. Thus, budgeting can also be viewed as a method for evaluating and coordinating the efforts of the organisation.

4.   Prepare project proposals

4.1   Writing-up and presenting a project proposal

All of the work project planners have put into conceptualising and planning the project should be reflected in a project plan or proposal that states the scope, timetable, resources and costs of the project.   If you have to write about a project (a letter to a Government Ministry, a paper for one of the National Society's committees) you may have to develop different communication skills.

Sometimes a local authority or a funding organisation asks for a special application form to be completed (especially for a donor organisation). Even if you have to complete a form, send it with a covering letter that states:

- What your National Society is already doing in this direction.

- What new needs you have identified.

- What you want to do about them.

- How you plan to reach the goals.

- What resources will be needed?

- How progress will be measured, and sustained in the long-term.

- Why you think this project is important.

In some cases you may have to add extra information. For instance, if you are seeking funding from an outside body, you will also have to attach a detailed budget to justify the financial resources you are requesting.

4.2   Review and critique of draft project proposal

Someone not connected with the project should review and critique the proposal before it is submitted or implemented. This reviewer should consider the following questions:

- Does this project correspond to the basic principles of the Red Cross/Red Crescent movement, government regulations, and the plans of the National Society, including plans to cooperate with other organisations?

- Does this project correspond to local economic, social and political realities?

- Is this project directed to the most vulnerable?

- Has the impact of the plan on the environment been considered?

- Do people really want and need the project?

- Is the project realistic?

- If the project is successful, how will it be sustained on a continuous basis?

4.3.   Project description

There is no single recipe for a project proposal outline. Every donor or customer has the right to ask that their specific project description requirements be used. Before writing a project proposal, you should verify the information that the potential donor requires and address it in your proposal. In general, however, most project proposals will require that you include the following information:

PROJECT PROPOSAL OUTLINE

1. Identification and Description of the Problem
- Basic data on country, region, sector, community
- Definition of problem
  - Clear information on how serious it is
  - Causes of the problem
- Existing local efforts to solve the problem
- Knowledge and experience about efforts elsewhere
- Summary of why a new project is necessary

2. The Proposed Project
- Brief description of the project
- Statement of project goals and specific objectives in terms of expected results
- Why the proposed solution is appropriate
- Identification and rejection of other alternatives
- Expected project benefits (direct and indirect)

3. Plan of Action
- Description of activities
- Timetable, including reports and evaluation

4. Management and Staffing
- Organisational structure for project management
- Functions, responsibilities of different senior jobs
- Personnel and recruitment requirements

5. Budget
- Budget summary of expenditures
- Description and costing of inputs required
- Long-term financial projections

6. Expected Funding Sources
- Proposed sources and amounts of initial funding
- Other possible sources of assistance
- Long-term financing plan for running costs

One useful way to summarise a proposed project is through the use of an Activity chart, which provides a quick visual overview of the different project activities and correspond to the sections and key aspects of the descriptive proposal. While activity charts should contain some general categories of information, they can be adapted to meet your specific needs and situation. In the case of the Bangladesh Red Crescent Society, their activity chart contain the following column headings: Code Number (corresponds to project objective described in the proposal, (brief) activity description, Time frame (for activity implementation), Responsibility, Persons required, Materials required, Unit costs, Budget requirements and remarks. See Annex 6 for an example of an activity chart.

5.   Monitoring, Evaluation and Reporting

5.1   Monitoring

Your project plan should also establish milestones that can be monitored for completion or deviation. Even with a good plan and a good budget, you cannot expect the actual work to go ahead without problems from time to time. As the project is implemented, it is important to monitor and control progress based on the objectives that were established in the project plan. In addition to ensuring adherence to project objectives, it also may be necessary to make adjustments to address unforeseen challenges, obstacles and opportunities as they arise. This monitoring should be done in parallel with the donor's reporting requirements. During all periods of project implementation, actual costs should be constantly compared with the planned budget. Such financial monitoring is the easiest means to check deviation from the plan.

5.2   Evaluation

Evaluations should determine the effectiveness and impact of the project. They should also study the process used to complete the project. Evaluation determines the value of a program. Project evaluation answers the following questions: "What has the project achieved?" "Have the original goals been achieved?" "What unexpected results do we have—positive as well as negative?" "Should this project be spread on other regions?" Usually evaluation is done as an ultimate stage of the whole program activity to determine the final result and compare actual and planned achievements.

Because monitoring and evaluation are basic functions essential to the effective management of disaster preparedness and emergency response programs and to the achievement of program objectives, these inter-related functions should be planned for in the project document. The document should specify when and how project monitoring and evaluation will occur including what indicators will be used to monitor progress and determine success.

5.3   Reporting

5.3.1. The need for reporting

Most, if not all, projects require some level of reporting. The project plan should identify who needs to receive information and updates about the project, what types of information they need to receive, and how this information will be reported.

Field personnel are often responsible for collecting data and reporting this information to the organisational directors and leadership—who then base their actions and decisions partially on this information. It is critical in these cases that the information provided helps these decision-makers clarify particular problems and make informed choices. Reports and information can add value to a decision maker's actions and choices by:

- Selecting and presenting only information relevant to the decision maker's context
- Logically organising the information (i.e., formatting, grouping, and classifying)
- Providing an initial analysis and recommendations (i.e., evaluation, validation, comparison, synthesis and interpretation)
- Formatting the document for easy reading, with attention drawn to major points

Timely, regular and accurate reporting is the most important tool to ensure good management support and sufficient funding for an emergency operation or longer-term disaster preparedness programs. Reports are management tools that provide key information to facilitate effective decision making, fundraising efforts and donor relations. Conscientious reporting also is important for ensuring accountability and transparency in the use of funds and in program implementation. The collection and reporting of information should always have a clear purpose and a specific audience in mind.

Many staff, in setting priorities, often accord low status to the reporting function. Emergency response organisations should, as a preparedness measure, establish and communicate to all staff their expectations concerning reporting requirements. Staff should understand that reporting is a critical part of their jobs, not a burden but rather an essential tool in decision-making.

5.3.2   Reporting contents

Purpose of project activity reports

These reports are compiled monthly or quarterly, (and annually) and are submitted to one's supervisors, to the organisation's headquarters, and if required, to donor agencies. These reports:

- Help facilitate national level appeals and fundraising efforts

- Keep the leadership and donors abreast and informed about progress, accomplishments, and challenges

- Are useful for future program planning and strategy

- Serve as institutional memory and recorded history

- Highlight potential opportunities, problems and constraints

- Ensure accountability and transparency in the use of funds and in program implementation

Content of program and activity reports

Project reports, usually include, as a minimum, the following information:

- Description and status report of activities completed or initiated (dates, participants, beneficiaries and results)

- Description of special challenges, constraints or problems encountered in implementing activities

- Priorities, work plan and goals for the next month, quarter and/or year

- Important new developments or concerns

Annex 1: Project strategy and methodology: Community Based Disaster Preparedness

Project Goal: Mobilising, engaging with and supporting the most vulnerable communities in each participating district to achieve disaster preparedness self-sufficiency.

This annex is excerpted and based on the Bangladesh Red Crescent Society 5-Year Community Based Disaster Preparedness Strategic Plan (1998-2002).

Project strategy and methodology

Water and Sanitation was chosen as an appropriate community entry point on the basis that poor sanitation was identified as a number one priority in PRA exercises carried out at community level and is universally accepted as the single biggest cause of disease in Bangladesh. Water and sanitation disaster proofing activities (tubewell extension and capping, arsenic testing plus latrine raising and siting) are important to disaster preparedness This activity will also give the Unit useful experience in project implementation and management and a better understanding of the needs of vulnerable people. Technical assistance will be provided by the Construction and Estates Department.

It is intended to establish initial contact and trust with most vulnerable communities through Community Based First Aid (CBFA) training and Health awareness. This work will be carried out by the Unit Disaster Preparedness Squad volunteers and their Unit level Officer. This requires good community development skills and the careful selection and training of Unit Officers and volunteers. This project activity is well accepted at community level in Bangladesh and should prove implementable and appropriate to community development and organisation for disaster preparedness in the future.

The initial PRA exercise was carried out with those communities identified as the most vulnerable in each district. The gender component of assessment highlighted the fact that women and children were often more vulnerable to disaster than males within the same family or para (group of families). In tackling this, it will be important to engage women in the programme as well as raise the awareness of men and local leaders about these issues.

Unit Level Officers together with Unit CBDP Squads will identify three communities (2 in 1st year) in each of their Districts of not more than 200 homogeneous families which are considered to be most vulnerable to disaster. They will then recommend these for Project work to the Unit Executive Committee (UEC).

Prior to commencement of Project work, the communities selected by the Units will be checked to ensure that they are in fact most vulnerable. Following approval and subject to community commitment to a water and sanitation project, the community will be invited to elect a CBDP Group who will be responsible for organising the work, contributions, maintenance etc. of the Project. Women will be required to elect at least one in three of the members to form the group. Project management will be a matter for the Unit under the technical supervision of NHQ.

It is proposed to give direct support to these Groups for a maximum period of two years, first through the Water and Sanitation Project and then through other DP related activities thereafter. They will continue to link into the decentralised CBDP Unit system for early warning of disaster, support of their local organisations etc. and it is hoped that they will also link into other BDRCS Unit activities such as RCY and Health in the future. The long term aim is to see Units sponsor and support such vulnerable communities on their own initiative and resources.

Annex 2: Land resettlement project—roles and responsibility chart

This checklist reflects a list of activities and tasks that need to be carried out in order to successfully relocate households in a landslide prone region. The vertical axis lists the tasks, while the horizontal axis in the first row names those agencies, ministries, organisations, and/or settlements that have responsibilities for completing the tasks.

	Villagers to be resettled	Landowners where resettlement will take place	Land owning cooperatives	International NGOs & UN organisations	Local NGOs & Red Cross	Government agencies: labour, social welfare, etc.	Ministry of emergency situations and Civil defence	Private sector businesses
Hazard assessment							XX	
List of the most vulnerable families	XX				XX			
Choice and apportionment of new parcels for re-settlement	XX	XX			XX			
Building of new road and bridges	XX		XX		XX			XX
List of construction building teams from the re-settled families	XX	XX						
Water supply for building needs					XX			
Water supply		XX	XX					XX
Government re-settlement assistance					XX	XX	XX	
Search for donors				XX				
Building on apportioned parcels	XX							XX

Annex 3: Implementation schedule for resettlement project

	Objective	Implemen-tation duration	March 1996	April 1996	June 1996	July 1996	August 1996
1	Hazard assessment	2 weeks	▬				
2	List of the most vulnerable families	3 weeks	▬▬				
3	Search for donors	8 weeks	▬▬▬▬				
4	Choice and apportionment of new parcels for re-settlement	6 weeks	▬▬	▬			
5	List of construction building teams from the re-settled families	2 weeks	▬▬				
6	Water supply for building needs	3 weeks		▬▬			
7	Water supply	4 weeks					
8	Giving governmental credits for re-settlement and credits	2 weeks			▬▬▬ ▬▬		
4	Building new road and bridges	15 weeks			▬▬	▬▬▬	▬▬

Annex 4: Example—logical framework method

Red Cross community-based first aid training programme

Logical links between one level of activity and the next	Activities that are being planned	Indicators of progress that will be monitored	Assumptions being made about cause and effect
If objective then goal	**Ultimate goal to be attained** To reduce death and major illness among women and children under 5 years of age in the main neighbourhoods of Capital City	**Overall changes, impact, effect** Fewer deaths from dehydration; prompt community response to major disease outbreaks in neighbourhoods; greater awareness of hygiene benefits; better immunisation rates; people satisfied with volunteers	Objectives only lead to goals if…lack of knowledge is the key problem, rather than contaminated water or lack of affordable nutritious food, or endemic diseases or extreme poverty
If outputs then objective	**Specific objectives to be reached** A well trained and operational first aid team of 60 volunteers, instruction on rehydration for diarrhoea, and promotion of breast feeding and immunisation	**End-of-project achievements** 60 volunteers organised in 5 teams, twice a week running courses in 2 neighbourhoods for groups of women, teaching on health issues and making regular follow-up home visits.	Outputs only lead to objective if…all 60 volunteers are motivated and able to continue working in the program. NS able to give appropriate support
If action then outputs	**Outputs to be achieved** 60 volunteers competent to run first aid training classes twice a week for groups of mothers in priority neighbourhood areas	**Targets, quantities, results** 60 volunteers successfully complete CBFA training, pass tests and agree to assist	Action only leads to output if…equal numbers of male and female volunteers; drop-out/failure rate approx. 25%; instruction given to volunteers is effective
If inputs then action	**Actions to be taken** Recruit 90 volunteers (50% men, 50% women) for training in CBFA; organise and conduct 2 training sessions for the 90 volunteers	**Program details, stages** 2 courses of 45 each, run in 2 different neighbourhoods over period of 3 months; good levels of attendance and interest among trainees	Inputs only lead to action if…publicity for the new program is successful; 90 people in community want to and are able to volunteer for training at the planned times; good instructors
	Inputs to be provided Program leaders; CBFA trainers; transport; visual aids, publicity leaflets, equipment; venue to train volunteers, project funding	**Staff, materials** 1 central coordinator, 2 local coordinators; budget approved and money received; trainers appointed; materials in stock, training rooms booked; publicity distributed	

Annex 5: Project planning checklist

Master Project Checklist   Date:

Priority	Deadline	Time required	To do: task, goal, project	Status/ Action

Annex 6: Example activity chart

Activity 3: Development of CBDP in selected areas through Water and Sanitation Project

Code no.	Activities	Time frame												Responsibility	Pers. reqd.	Materials reqd.	Unit	Budget TAKA	Remarks
		1	2	3	4	5	6	7	8	9	10	11	12						
3.1	Mobilisation meetings with vulnerable communities (13 groups/97 & 10 new groups/98)							X						Unit level officer + CBDP squad	Two		23 x 5,000	114,954.00	
3.2	Training for Unit level Officers and Unit DP Squad							X						Head of CBDP Dept.	Two		5	39,000.00	
3.3	Facilitate communities to assess their health and sanitation needs through PRA and Health educ.									X				Unit level officer + CBDP squad	One		36	80,000.00	
3.4	Examine the T.well water for arsenic & chemicals in 36 communities									X	X	X	X	Squad member + Community leader	Two	Test kit	18x2x3,000	108,000.00	
3.5	Discuss and agree Terms and Conditions of Water and Sanitation Project									X				Unit level Officer + CBDP squad	Two		36	51,012.00	
3.6	Select beneficiaries for tubewell & slab latrine following feasibility study							X	X	X				Commun. DP group			23	8,993.00	
3.7	Provide Skill Development training to community on slab latrine									X	X	X	X	Unit level officer + Director, CBDP			36	25,000.00	
3.8	Demo on installation process and maintenance of sanitary latrine									X	X	X	X	UIO + SQD Member +Commun leader			36	48,300.00	
3.9	Training on maintenance of tubewell for DP groups										X	X	X				36	110,000.00	
3.10	Supply and installation of tubewells in 2 project sites in each unit (18x2) total 36										X	X	X	Head of DM Dept + ULO + CBDP Group	One	36x2 deep t.wells or 36x200 stw	18x4x45,000	3,240,000.00	

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Code no.	Activities	Time frame												Responsibility	Pers. reqd.	Materials reqd.	Unit	Budget TAKA	Remarks
3.11	Provide materials for slab latrine production in each unit (18x2) total 36										X	X	X	Head of DM Dept.	One		23x200x900	4,140,000.00	
3.12	Mass meetings to discuss future developments									X	X	X	X	Unit Chairman + UIO + CBDP Sq.			36x2,000	72,000.00	
3.13	Follow up and monitoring tubewells and latrines									X	X	X	X	Unit Exec. Commt.	Two		36x1,350	48,600.00	
3.14	Supervision from NHQ CBDP Dept.						X	X	X	X	X	X	X	Dir, CBDP dept.			36x6,100	219,600.00	
3.15	CBDP Project vehicle	X												Head of DM	One			1,500,000.00	
3.16	Salary for vehicle driver	X	X	X	X	X	X	X	X	X	X	X	X	Dir, CBDP dept.	One		7,425x15	111,375.00	
3.17	Registration and insurance		X											Head of DM				45,000.00	
3.18	Fuel for vehicle	X	X	X	X	X	X	X	X	X	X	X	X	Project			13,000x12	156,000.00	
3.19	Vehicle m/r cost	X	X	X	X	X	X	X	X	X	X	X	X	Project			3,000x12	36,000.00	
															Sub total			10,153,834.00	

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Project Planning

1. Conceptualise

5. Evaluate

2. Plan

4. Implement and
monitor

3. Prepare

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Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. While these trainer's notes suggest one way to conduct the workshop, you are encouraged to analyse your own situation and adapt the course as necessary. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints.

I.   Overarching workshop objectives

What are your overarching or broad reasons for holding this workshop? What do you hope that this workshop will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, in the table below list how you will accomplish it.

Reasons for this workshop	Ways this will be accomplished
Example: To improve project planning skills	*Participants will get opportunity to practice and apply planning techniques.*
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

II.   Training objectives and training methods

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

   1.   What should participants know about project planning that they don't know already?

   2.   What should participants do differently?

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In order to answer the above two questions, you must have an idea of your trainees' experience and knowledge of project planning. *How will you assess their knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Improve presentation skills	• *Participants make presentations. (Learning by doing)* • *Participants evaluate each other's presentations. (Learn by observing)*

III. Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and the methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑   Have you varied the workshop methods? (For example, it is better to follow a presentation with a good group exercise than with another presentation.)

❑   Have you built in practical activities where participants can apply and discuss what they have learned or heard in a presentation?

❑   If networking is an important course objective, have you allowed enough time for participants to meet informally during breaks and meal times?

❑   Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that are required?

Project Planning workshop
1 Day Workshop

Workshop objectives

This trainer's guide suggests one way to conduct a one-day course to introduce participants to some of the practical and straight forward guidelines and tools used in the project planning process. It is intended to stimulate participants' thinking and enhance their awareness about how to conceptualise and plan projects. Participants will get an opportunity to brainstorm and conceptualise disaster preparedness projects, apply the logical framework project planning tool, and begin an action planning process. Specifically, they will:

1. Present and discuss guidelines and methods for project planning

2. Apply project planning tools:
    - Logical framework planning analysis
    - Task/responsibility charts
    - Implementation schedules
    - Budget outlines

Workshop audience

IFRC delegates and National Society staff or volunteers who want to increase their awareness of the project planning process and project planning tools. The workshop is ideal for someone with little or no project planning or project proposal writing experience, but who must either participate or direct a project planning process.

Pre-workshop planning

- Arrange for workshop venue, logistics, training materials, etc.

- Send an invitation to participants and request that they begin thinking about disaster preparedness projects and activities that they would like to design and implement.

Using the accompanying training module

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialists in project planning should be able to prepare and present the points and concepts suggested in these trainer's notes.

Workshop Agenda
Project Planning Workshop
1-Day Workshop

Time	Lesson Themes
8:45-9:15	**Session A: Introduction to Project Planning** Introductions Goals and agenda of seminar Reasons for project planning
9:15-12:15 (Include a 30 minute break in this period)	**Session B: Identifying potential projects** Brainstorming Identifying potential projects Developing goals and objectives
12:15	**LUNCH**
13:15 - 14:30	**Session C: Project Planning Tools, Part I: The Logical Framework** Logical framework approach Practical exercise
14:30 - 15:00	**Break**
15:00 - 16:30	**Session C: Project Planning Tools, Part II: Work Plans** Task/responsibility charts Implementation schedules Budgets Practical exercise
16:30 - 17:00	**Session C: Project Planning Tools, Part III: Expert Review** Groups review and critique each other's work
17:00 - 17:30	**General discussion and summing up**

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Session A: Introduction to Project Planning Workshop

Purpose

This is the first session of the project planning seminar. During this 45-minute session:

- Participants introduce themselves

- The instructor presents the goals and agenda for the entire one-day workshop

- The instructor presents the reasons for project planning

- Participants share brief descriptions of projects they have helped plan or implement

Methods

Introductions, presentation and discussion facilitated by the instructor

Time required

3/4 hour

Materials

- Flip-chart paper or Newsprint
- Markers
- Training module "Project Planning"

Process

I.   Introduction   20 minutes

A. Introduce yourself, your background, experience and the purpose of the seminar

B. Ask participants to introduce themselves by stating their name and organisation

C. Review the goals for the one-day project planning seminar

D. Present the agenda for the day, noting the starting and stopping times for each session

E. Ask if there are any questions

II.   Presentation: The Project Cycle   20 minutes

A. Present the main points and stages of the project cycle

B. Tell participants that during the seminar, they will get an opportunity to begin applying the project cycle.

C. Ask one or two participants to describe a project or activity that they have helped plan and implement (preferably, this project or activity will be related to disaster management). They should answer the following: a. What was the project? **b**. Who were the beneficiaries? **c**. Where did the funding come from? **d.** What special challenges did they face when planning the project? List the challenges on flip chart paper or on the blackboard. Comment on them or ask how they were overcome. **e.** What part of the project cycle do they find most interesting? Most difficult to do? Why?

D. Note questions that arise from this session and find ways to address the most pertinent ones throughout the workshop. Engage the help of experienced and knowledgeable participants to help address some of the questions that arise.

III. Summary   5 minutes

A. Summarise the key points, ideas, consensus from this session

B. Introduce the next session

Session B: Identifying Potential Projects

Purpose

Project design begins with identification of the problems or needs to be addressed. In this session, participants will brainstorm problems or needs and potential project solutions related to disasters in their area or region of responsibility.

Methods

Brainstorming, presentation, small groups

Time required

2 1/2 hours

Materials

- Flip-chart paper or newsprint
- Markers
- Training module "Project planning"

Process

I.   Brainstorming disaster-related problems   **30 minutes**

A. Introduce the purpose and procedures for this session

B. Explain to participants that project development begins with an assessment of problems, needs and challenges. One method for identifying problems and needs and considering solutions is through a process called brainstorming.

C. Explain the process and rules of brainstorming (based on explanation in the module). Select some topic to brainstorm. For example, ask participants to quickly brainstorm what kinds of ways Red Cross/Red Crescent Societies can raise funds and develop their resources. Note these ideas on a flip chart. After five minutes, stop and explain that this is an example of brainstorming. Explain that after these lists are generated they are reviewed, and questions can be asked to further clarify an idea. Also, ideas can be merged into new better "hybrid" ideas. Ideas can also then be prioritised. Explain that they will need to brainstorm in their groups.

D. Divide the class into two or three groups composed of individuals from the same region, department, city or town. In their groups, they are to spend 10 minutes brainstorming a list of 5 to 10 disaster-related problems in their area. They should be

thinking about and analysing the problem rather than providing solutions. For example, "we need to do a public education campaign," is not a problem, it is a possible solution to a problem. The problem may be, "lack of awareness of measures to reduce the risks resulting from seasonal flooding."

E. Now ask participants to brainstorm a list of at least ten criteria by which they will choose which of these problems the National Society might address by way of a project — i.e. requiring a needs assessment, proposal writing, fundraising and resource mobilisation and project planning and implementation. (These criteria might include "ability or mandate of our National Society to address this problem or need" and available resources or ability to get resources and/or raise funds). After they have brainstormed their list, they are to narrow their criteria down to a list of their five most important criteria for selection.

F. Now the groups should use their five criteria to evaluate each of the problems they identified in number 4, and select one problem for National Society project consideration.

II. Project goals and objectives   90 minutes

A. Trainer makes a presentation on the importance of clarifying the project goals and objectives: What are goals? What are objectives? Why are they important for project planning?

Goals are broad statements that describe the overall purpose of the project. Objectives are much more concrete. Remember to use the SMART guidelines for writing objectives. These are:

- **S**pecific
- **M**easurable
- **A**chievable
- **R**ealistic
- Time-bound

B. Give the following group work instructions:

1. Each group should develop a concise, one-sentence statement of the disaster-related problem that they have selected for project consideration in the previous exercise.

2. They will then brainstorm a list of potential solutions (or projects) which will address, correct or minimise this problem.

3. From this list of solutions, each group should select a solution that they would like to convert into a project proposal.

4. Next, each group should clearly answer the following questions about their proposed project: (Write responses on flip-chart paper)

    a. What are the goals and objectives of the project?
    b. Who will this project help?
    c. What beneficiary needs will be satisfied through this project? What will they receive?

    d. How will this project be implemented?

    e. How will this project be similar to and different from other similar projects?

    f. Who might provide funding for this project (government authorities, ministries, international donors, etc.)?

    g. What is the expected result? How will the situation be different after this project?

    h. Why should your agency or organisation be the one to plan and implement this project? What special expertise, experience, resources or skills does your agency or organisation possess that qualifies it to carry out this project?

  5. Prepare to make report back to the larger group.

The trainer should determine whether to proceed with the group reports, or to call a 15 minute break if participants seem exhausted and in need of a break.

III. Group reports   30 minutes

A. Report back (7 minutes for each group), followed by 7 minutes of comments, questions and critiques provided by one of the other groups and the trainer.

Note to facilitator: Challenge the groups to be specific and concrete in their responses. For example, if for donor sources (point "f" above), they list "Western donors," ask them to be specific and to explain why they think a specific donor, the Germans, for example, would be interested in their project.

Session C: Project Planning Tools

Purpose

There are many different tools and techniques that can assist in the project planning process. During this session participants learn about and practice developing logical frameworks, action plans and implementation schedules. Each group will also serve as expert reviewers for the other group's project.

Methods

Presentation, small group work, reports

Time required

3 1/2 hours

Materials

- Flip-chart paper or newsprint
- Markers
- Annexes and handouts
- Training module "Project Planning"

Process

I.   Presentation/group work: The Logical Framework   75 minutes

A. Explain that there are several planning tools which can assist in the planning process. One of these tools is called the "logical framework" approach.

B. Present the purpose, components and procedures for using the logical framework approach (Logical Links, Activities, Indicators, Assumptions— see the module). *See Annex 2—Example: Logical Framework Method applied to Red Cross Community Based First Aid Training Program.*

C. Ask each group to develop a logical framework for their project (Activities, Indicators of progress and Assumptions they are making). They should use the attached form (Annex 3: Logical Framework Method Form) to guide them in this process.

D. They should prepare their logical framework on flipchart paper so that they can report back to the larger group.

E. Report back to large groups (5 minutes per group), followed by a 15-minute break, if needed.

II. Developing work plans   90 minutes

A. Present the basic components of work plans (tasks/responsibility charts and implementation schedule).

B. Also present the need to calculate a budget. Discuss all of the components that should be included in a budget.

C. Present the examples of task/responsibility charts and implementation schedules in the annex.

D. Ask each group to select one of the following to prepare for their project proposal. They do not have time in this 1-day workshop to do both.

1. Task/responsibility charts and implementation schedules.
2. The main item costs and expenses to be included in a budget.

E. Report back.

III. Expert review/critique of project proposals   30 minutes

A. Tell participants that it is important to get others to objectively review and critique their project plans. During this session, each group will get a chance to critique and offer advice to the other group.

B. Each group reviews, evaluates and comments on the project goals, objectives, logical frameworks, and action plans of the other group—making recommendations, asking questions and giving suggestions.

C. In its critique, each group should address the following questions:

A. What did you like about the other group's project?

B. What were the strengths and weaknesses of the project proposal?

C. Which aspects are confusing or illogical?

D. What recommendations or suggestions do you have for the other group?

E. Other comments?

D. The group making the project presentation should be given the opportunity to respond to the questions, comments and critiques made by their "peer-review group."

IV. General discussion and summing up   30 minutes

A. Compare, comment on and evaluate the group work

B. Ask participants to share what they found most interesting or useful about the seminar.

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C. Tell participants that project proposals aimed at securing funding can benefit from the information generated from the planning steps followed during the seminar.

D. Wrap-up the workshop stressing major points, conclusions and themes.

Annex 1: Problem, Goal and Objectives of a Project: Resettlement from Landslide Area

Problem: There is a threat of landslide in one of the settlements

Goal: To reduce this threat

Objectives	Results
To actually stop the threat posed by the landslide	Settlement is no longer under a landslide threat
To identify funding for this project	Donors, government authorities allocate funds
To identify costs of the project	A budget consisting of costs, lists of required resources and materials
To assess how to prevent the landslide	A technical project ending in a report with recommendations
To resettle inhabitants temporarily	Inhabitants are temporarily, and satisfactorily resettled in a non-landslide prone area
To assess the numbers and the specific inhabitants who need to be resettled	A list of families and their individual situations.

Annex 2: Example: Logical Framework Method
Red Cross Community-Based First Aid Training Program

Logical links between one level of activity and the next	**Activities** that are being planned	**Indicators** of progress that will be monitored	**Assumptions** being made about cause and effect
	Ultimate goal to be attained To reduce death and major illness among women and children under 5 years of age in the main slums of Capital City	**Overall changes, impact, effect** Fewer deaths from dehydration; prompt community response to major disease outbreaks in slums; greater awareness of hygiene benefits; better immunisation rates; people satisfied with volunteers	
If **objective** then **goal**			Objectives only lead to goal if…lack of knowledge is the key problem, rather than contaminated water or lack of affordable nutritious food, or endemic diseases or extreme poverty
If **outputs** then **objective**	**Specific objectives to be reached** A well trained and operational first aid team of 60 volunteers, instructing on rehydration for diarrhoea, and promoting breast feeding and immunisation	**End-of-project achievements** 60 volunteers organised in 5 teams, twice a week running courses in 2 slums for groups of women, teaching on health issues and making regular home visits to follow-up	Outputs only lead to objective if…all 60 volunteers are motivated and able to continue working in the program. NS able to give appropriate support
If **action** then **outputs**	**Outputs to be achieved** 60 volunteers competent to run first aid training classes twice a week for groups of mothers in priority slum areas	**Targets, quantities, results** 60 volunteers successfully complete CBFA training, pass tests and agree to assist	Action only leads to output if…equal numbers of male and female volunteers; drop-pout/failure rate approx. 25% instruction given to volunteers is effective
	Actions to be taken Recruit 90 volunteers (50% men, 50% women) for training in CBFA; organise and conduct 2 training sessions for the 90 volunteers	**Program details, stages** 2 courses of 45 each, run in 2 different slums over period of 3 months; good levels of attendance and interest among trainers	
If **inputs** then **action**	**Inputs to be provided** Scheme leaders; CBFA trainers; transport; visual aids, publicity leaflets, equipment; hire of premises for volunteers' training; project funding	**Staff, materials** 1 central coordinator, 2 local coordinators in post; budget approved and money received; trainers appointed; materials in stock, training rooms booked; publicity distributed	Inputs only lead to action if…publicity for the new scheme is successful; 90 people in community want to and are able to volunteer for training at the planned times; good instructors

Annex 3: Logical Framework Method Form

Logical links between one level of activity and the next	**Activities** that are being planned	**Indicators** of progress that will be monitored	**Assumptions** being made about cause and effect

Ultimate goal to be attained	Overall changes, impact, effect

If **objective** then **goal**

ASSUMPTIONS

Specific objectives to be reached	End-of-project achievements

If **outputs** then **objective**

Outputs to be achieved	Targets, quantities, results

If **action** then

Actions to be taken	Program details, stages

If **inputs** then **action**

Inputs to be provided	Staff, materials

Annex 4: Resettlement Tasks and Responsibilities to Reduce Threat Posed by Landslide

This checklist reflects a list of activities and tasks that need to be carried out in order to successfully relocate households in a landslide prone region. The vertical axis lists the tasks, while the first row names those agencies, ministries, organisations, and/or settlements that have responsibilities for completing the tasks.

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	Villagers to be resettled	Landowners where resettlement to take place	Land owning cooperatives	International NGOs & UN organisations	Local NGOs & Red Cross	Government agencies: Labour, social welfare, etc.	Ministry of emergency situations and Civil defence	Private sector businesses
Hazard assessment							XX	
List of the most vulnerable families	XX				XX			
Choice and apportionment of new parcels for re-settlement	XX	XX			XX			
Building of new road and bridges	XX		XX		XX			XX
List of construction building teams from the re-settled families	XX	XX						
Water supply for building needs					XX			
Water supply		XX	XX					XX
Government re-settlement assistance					XX	XX	XX	
Search for donors				XX				
Building on apportioned parcels	XX							XX

Annex 5: Implementation Schedule for Resettlement Project

	Objective	Implemen-tation duration	March 1996	April 1996	June 1996	July 1996	August 1996
1	Hazard assessment	2 Weeks	▬				
2	List of the most vulnerable families	3 weeks	▬▬				
3	Search of donors	8 weeks					
4	Choice and apportionment of new parcels for re-settlement	6 weeks	▬▬▬▬				
5	List of construction Building) teams from the re-settled families	2 weeks	▬▬				
6	Water supply for building needs	3 weeks		▬▬			
7	Water supply	4 weeks					
8	Government re-settlement assistance	2 weeks			▬▬		
4	Building new road and bridges	15 weeks			▬▬▬▬▬▬		

Risk Reduction

Risk =

Haz ards X Vulnerability

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Table of Contents

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic. Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
• A general reference material on disaster preparedness
• Training and workshop modules and trainer's guides
• An orientation to disaster preparedness for Delegates and NS officers
• A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Disaster Preparedness	Preparedness Planning	**Risk Reduction**
Increasing Community Disaster Awareness	Disaster Emergency Needs Assessment	Disaster Programme Information and Reporting
Improving Coordination	Improving Basic Training Skills	Project Planning

Acknowledgements

These nine modules and their accompanying trainer's notes were prepared for the International Federation by INTERWORKS, a consulting group with disaster management training and consulting experience in over 60 countries worldwide. Review and critique of these modules were provided by a team of Central Asian disaster management specialists, the disaster preparedness officers of five Central Asia National Societies, the Federation disaster preparedness staff in Geneva and delegates in Central Asia, the Caribbean and East Africa.

The following documents served as references for the compilation and writing of this particular module:

1. *Introduction to Hazards*, 3rd edition. Sheila Reed of InterWorks for DHA Disaster Management Training Programme. 1997. In collaboration with the University of Wisconsin-Disaster Management Center and InterWorks.

2. *Building Capacities for Risk Reduction*. Lynne Bethke, Paul Thompson, James Good of InterWorks for UN DHA Disaster Management Training Programme. 1997. In collaboration with the University of Wisconsin-Disaster Management Center and InterWorks.

3. *Disaster Mitigation*, 1st Edition. A.W. Coburn, RJS Spence, A. Pomonis. UNDP/UNDRO Disaster Management Training Programme, 1991. In collaboration with the University of Wisconsin-Disaster Management Center and InterWorks.

4. *An Overview of Disaster Management*, 2nd Edition. UNDP/UNDRO Disaster Management Disaster Management Training Programme, 1992. In collaboration with the University of Wisconsin-Disaster Management Center and InterWorks.

5. *Disasters, Preparedness and Mitigation in the Americas*, Issue No. 60, PAHO, October 1994.

Risk Reduction

Aim and audience

This module introduces the interrelated concepts of hazards, vulnerability and risk and their association to risk reduction strategies and activities. In the last section of this module general and hazard-specific risk reduction measures are presented as well as measures which can be implemented at the community level.

This module is appropriate for anyone who has general responsibilities for disaster and risk reduction planning and programme implementation. Non-technical personnel interested in acquiring a better understanding of the elements that make people vulnerable to disasters and the strategies and measures to reduce their risks can also benefit from reading this module.

Main points

- factors affecting vulnerability
- why and how individuals perceive risks differently
- community hazards, risks and capacity mapping
- the relationship between hazards, vulnerability, capacities and risk
- different types of risk reduction measures
- hazard-specific risk reduction strategies
- hazard-specific, community based risk reduction strategies

1.   Introduction

Disasters occur when natural or technological hazards have an impact on human beings and their environment. Those who have more resources—both economic as well as social— often have a greater capacity to withstand the effects of a hazard than the poorer members of a society. Rapid population growth, urban or mass migration, inequitable patterns of land ownership, lack of education and awareness, and subsistence agriculture on marginal lands lead to vulnerable conditions such as unsafe siting of buildings and settlements, unsafe homes, deforestation, malnutrition, unemployment, underemployment, and illiteracy.

Individuals and organisations responsible for planning risk reduction and emergency response measures should begin by understanding the nature and probability of occurrence of the hazards that people face. They must assess the societal elements at risk (people, structures, services, and activities) due to these hazards, if and when they occur. Planners should also have a solid grasp of the target population's specific vulnerabilities and capacities to help them effectively choose and design meaningful risk reduction measures that utilise and build on the target population's strengths while reducing their vulnerabilities. They must also understand how a society or target population perceives its risks and what importance they place on reduction of specifics risks.

The concepts of vulnerability, hazard, and risk are dynamically related. The relationship of these elements can be expressed as a simple formula that illustrates the concept that the greater the potential occurrence of a hazard and the more vulnerable a population, then the greater the risk. It is also important to note that human vulnerability to disaster is inversely related to human capacity to withstand the effects of disasters.

$$\text{Risk} = \text{Haz ards X Vulnerability}$$

The following definitions serve as an orientation to these interrelated concepts.

Vulnerability: *Human vulnerability* is the relative lack of capacity of a person or social group to anticipate, cope with, resist, and recover from the impact of a hazard. Vulnerability has two components: exposure to hazards (e.g. drought, earthquake, etc.) and difficulty in coping with and recovering from them (due to lack of resources). Since human vulnerability is inversely related to the concept of human capacity, we also offer a definition of that concept below.

S*tructural or physical vulnerability* is the extent to which a structure or service is likely to be damaged or disrupted by a hazard event. A building is said to be vulnerable to earthquake tremors if its construction lacks elements which would resist the effects of such tremors.

Capacities: *Human capacities* are the qualities and resources of an individual or community to anticipate, cope with, resist and recover from the impact of a hazard. According to Mary Anderson's People-Oriented Planning (POP) framework, human capacities include a person's or a community's material resources (food, animals, tools); social and organisational capacities (leadership, community groups); and attitudinal and motivational capacities (ideas, work values, efficacy) (People-Oriented Planning at Work: Using POP to Improve UNHCR Programming. M. Anderson, UNHCR 1994).

A **haz ard** is defined as the potential occurrence, in a specific time period and geographic area, of a natural phenomenon that may adversely affect human life, property or activity to the extent of causing a disaster. Methods of predicting various hazards and the likelihood and frequency of occurrence vary widely by type of hazard.

Risk refers to the expected or anticipated losses (lives lost, people injured, property damaged, and economic activities or livelihoods disrupted) from the impact of a given hazard on a given element at risk over a specific period of time. Risk is defined differently by people in different situations. Risk, as perceived by the politician or the disaster

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manager, is different from risk as understood by a scientist, or by an insurance company salesman, or by a family living in an earthquake zone.

2.   Factors affecting human vulnerability

Before developing risk reduction programmes, it is important to understand some of the major factors which make a population vulnerable. These factors include:

- Poverty
- Increased population density
- Rapid urbanisation
- Changes in way of life
- Environmental degradation
- Lack of awareness and information
- War and civil strife

In the discussion below, you will notice that these seven factors frequently are interrelated. For example, poverty often results in people migrating to urban areas in search of work. Limited resources and opportunities in urban areas result in people settling in unsafe locations and can also produce tensions leading to civil unrest.

2.1   Poverty

Most disaster studies show that the wealthiest members of a population either survive a disaster unaffected or are able to recover quickly. Poverty generally makes people vulnerable to the impact of hazards. Poverty explains why people in urban areas are forced to live on hills that are prone to landslides or why people settle near volcanoes or rivers that invariably flood their banks. It also explains why famines more often than not are the result of a lack of purchasing power to buy food rather than an absence of food.

> **Dealing with drought: vulnerabilities and capacities**
> People in drought-prone areas such as the Sahel expect drought every seven years or so. In between they face seasonal food shortages prior to every harvest. These are all "expected" contingencies. People sell off small stock, fall back on drought resistant crops and generally cope. They do not develop as families or communities because of these regular contingencies. When there are two bad years back-to-back, however, people are not able to cope. They have to sell off productive assets—maybe even land. Poor people become poorer while the richer people in the community gain from this process by buying assets from the poor.
>
> *From: IFRC Vulnerability and Capacity Toolbox (2nd draft)*

2.2   Increased population density

There is an obvious connection between the number and magnitude of losses from a disaster and the size of the population. If there are more people and structures where a

disaster occurs, then it is likely there will be more of an impact. Population growth means that more people will be forced to live and work in unsafe areas and that more people are competing for a limited number of resources (such as employment opportunities and land), which may lead to conflict.

2.3 Rapid urbanisation

Rapid population growth and migration are related to the major phenomenon of rapid urbanisation. It is characterised by the rural poor or civilians in an area of conflict moving to metropolitan areas in search of economic opportunities and security. As a result, fewer opportunities are available. Competition for scarce resources, an inevitable consequence of rapid urbanisation, can result in human-made disasters.

Earthquakes and vulnerability in Cairo, Egypt: the 1992 earthquake

On October 12, 1992, an earthquake measuring 5.6 on the Richter scale shook Cairo, Egypt and the city's surrounding areas. The earthquake, which would have registered as a moderate, or even small, event had it occurred in Japan or along the Western coast of the United States, devastated hundred of buildings and rural homes and resulted in over 500 hundred deaths and 4,000 injuries. Most of the damage, deaths and injuries occurred in the densely populated (and older) inner-city slum districts of Cairo, where hundreds of old, poorly constructed, and already dilapidated, buildings collapsed.

Most of the buildings that collapsed were in violation of city building codes and safety regulations. For example, the 14-story building which collapsed, killing 61 people in the rich northern suburb of Heliopolis, had originally been constructed as a six or eight story building. The remaining stories were added later illegally—a practice not uncommon in Cairo. In addition to homes and businesses, many school buildings were damaged. One national survey noted that 1,087 seriously damaged schools would be closed, while another 5,870 schools required either extensive or partial repairs and restoration.

The earthquake's effects were not limited to Cairo. In three of the seriously affected rural villages in the western Nile valley, over 2,600 houses were reported completely destroyed. The destroyed houses included traditional ones made of mud brick and timber, as well as more modern constructions which had not been designed to withstand even minimal earthquake tremors.

Adapted from:
1. OFDA (Office of Foreign Disaster Assistance) Annual Report FY-1993, Washington DC 20523, US Agency for International Development.
2. Martin Degg, "The 1992 ' Cairo Earthquake': Cause, Effect and Response," in *Disasters*, Vol. 17, No. 3, September, 1993. Blackwell Publishers.

2.4 Changes in way of life

All societies are constantly changing and in a continual state of transition. These transitions are often extremely disruptive and uneven and may leave gaps in social coping mechanisms. These transitions include nomadic populations that become sedentary, rural

people who move to urban areas, and both rural and urban people who move from one economic level to another. These transitions may also include severe changes in the way a country's economy or political system is managed. Many of the countries in the former Soviet Union have experienced this extreme transition from a centralised economy to a market economy, with a resulting increase in many people's vulnerability.

When people move from rural to urban centres, they may lose the social support system or network that traditionally would have assisted them in recovering from a disaster. Since these traditional coping mechanisms may not exist in the new setting, the population increasingly depends on outside intervention to help in the recovery process. Conflicting as well as transitional cultural practices can lead to civil conflict, for example, as a result of communal violence triggered by religious differences.

2.5   *Environmental degradation*

Many disasters are either caused or exacerbated by environmental degradation. Deforestation leads to rapid rain run off, which contributes to flooding. Companies that engage in mineral extraction often form disposal banks containing toxic substances which may lead to an increase in certain diseases among the population.

The creation of drought conditions—and the relative severity and length of time the drought lasts—is mainly a natural phenomenon, but agricultural development and the system of food distribution may exacerbate conditions. Similarly, climate changes, which are presumed to be a result of the phenomenon of global warming, may result in more disasters due to such hazards as flooding and desertification.

2.6   *Lack of awareness and information*

Disasters can also happen when people who are vulnerable to them simply do not know how to get out of harm's way or what protective measures to take. There may be a lack of awareness about what measures can be taken to build safe structures on safe locations. Some people may not know about safe evacuation routes and procedures whereas others may not know where to turn for assistance in times of acute distress. In most disaster-prone societies, however, there is a wealth of understanding about disaster threats and responses. This understanding should be incorporated into external assistance efforts.

2.7   *War and civil strife*

War and civil strife can be regarded as hazards, that is, extreme events that produce disasters. War and civil strife often result in displaced people who are more vulnerable as a result of their dislocation. Causes of war and civil strife include competition for scarce resources, religious or ethnic intolerance, and ideological differences—the same factors that increase vulnerability to disasters.

3.   Perception of risk

Individuals and organisations responsible for designing and implementing effective risk reduction measures must consider how the target population perceives its risks. A detached, scientific or professional assessment of risk, while technically accurate, often will fail to consider the local or target population's perceptions of risk and the choices available

to reduce it. While experts like to rely on technical data and statistics, the general public and target populations are less comfortable with these statistical concepts and will base their perceptions on a range of other values, philosophies, concepts and calculations.

Disaster risks are unlikely to be considered important among populations that face much greater everyday threats from disease and food shortages. Even if the disaster risk is quite significant, it is unlikely to compare with the risk of child mortality in a society with a minimal or weakened primary health care system. Where resources and capacities are limited and everyday risks are too great, it becomes difficult to invest time and money in reducing a potential hazard risk. Most people affected by disaster events, who often already live in poverty, see no real difference between needs arising from disasters and those arising from everyday problems—they all have to be coped with.

> **Every-day problems in Lima, Peru: water scarcity**
> In many countries one of the most pressing urban problems is the disposal of human and industrial waste. Compounding this is the general scarcity of water, a situation that exists in Lima, Peru. Many urban poor in Lima use untreated wastewater to grow vegetables for human consumption. This practice has resulted in frequent outbreaks of typhoid and hepatitis and in high incidences of diarrheal diseases *(adapted from Disasters and the Environment, 2nd ed., Disaster Management Training Programme, UNDP/UNDHA 1995)*

Populations in disaster-prone areas may also trade-off perceived risks against real or potential benefits. Living near a chemical processing plant may pose certain risks but may also bring the benefit of employment and jobs for the nearby population. To those who choose to live near the plant, the benefits may outweigh the risks of a chemical accident. Similarly, the risks associated with vaccinations and travelling to work are generally considered acceptable because the benefits are immediately obvious. To most people in a community, the exposure to natural and environmental hazards does not have any specific benefit associated with it—the exposure is a simple consequence of living or working in a particular location. Generally, the levels of acceptable risk appear to increase according to the benefits derived from exposure.

Where literacy and access to the media and other sources of information are limited, people will lack knowledge or awareness of the hazards that threaten them. Loss of traditional knowledge of local threats can also reduce hazard awareness over time. People's perception of risks may decrease during times of rapid social and technological change or when there are long periods between major disaster events. Organisations such as National Red Cross/Red Crescent Societies can increase a community's awareness by informing the public of potential risks. Programmes to raise awareness are not only useful to increase perceptions of risk, but also to educate the public that risks are preventable and to encourage them to participate in protecting themselves.

A community's willingness to do something about its risks does not depend entirely on the actual risk level. It is often a subjective choice based on value judgements. Organisations and staff responsible for planning disaster preparedness programmes have to be aware of

this reality and balance scientific or professional judgements against the social, economical, cultural and political assessment of risks made by the individuals and communities that face them.

4.   Community hazard, risk and capacity mapping

One way to raise awareness and change perceptions about potential risks is by engaging individuals and groups in producing local community hazard, risk and capacity maps. These maps can be useful for showing the general pattern of risks threatening a certain population and the capacities they possess for overcoming those risks. In addition to intermittent, larger scale, natural hazards such as earthquakes or floods, community risk maps can be used to highlight daily emergencies—unemployment, nutritional deficiencies, unsafe housing conditions and limited access to health care—all of which become more acute during a natural disaster. These maps can also be used to highlight local resources and capacities—such as skills, food reserves, emergency housing options, community and social organisations, businesses, local leaders, cultural values and attitudes, and transportation sources such as school buses or ox carts—that will help communities cope with disasters. Finally, hazard maps assist in the preparation of plans which can reduce the danger in a community and in the identification of evacuation plans for risk areas.

Teachers, schoolchildren, social and health care workers, Red Cross/Red Crescent volunteers, and others in a community can create these maps using the simplest of tools: crayons or coloured pencils and paper. The information that is generated can be used to help plan risk reduction measures and initiatives. The Pan American Health Organization (PAHO) has identified four main steps to produce a community risk and capacity map.

1. Identify and prioritise a list of common problems and needs

2. Visit areas and sites in the community that pose a risk

3. Based on these visits, draw distinct and detailed maps which show potential hazards, vulnerable people and resources in case of emergency. (Ideally, one map is drawn for each: one for the hazards, one for vulnerable people and one for community capacities and resources)

4. Organise a local disaster committee to plan risk reduction measures and/or to formulate a local emergency preparedness and response plan

    Any plans that are generated based on these maps need to be widely discussed and disseminated in a community—ideally through community meetings and presentations. The strategies for reducing risks will also need to be realistic and achievable, lest they raise expectations that cannot be met.

5.   Reducing hazards vs. reducing vulnerability

From the equation below, one can see that protection against risk can be achieved by removing its causes (reducing or modifying the hazard) or by reducing vulnerability.
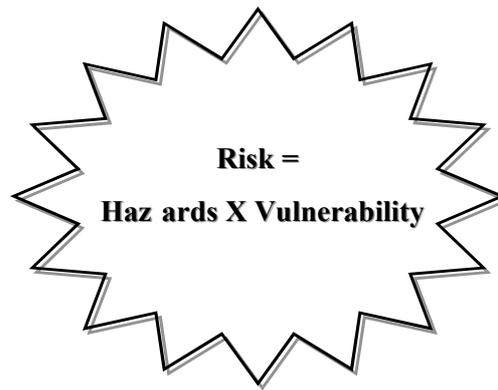
Risk =

Haz ards X Vulnerability

In certain circumstances, some natural hazards can be reduced. The construction of levees along the banks of certain rivers reduces the chance of flooding in surrounding areas. It is also possible to prevent potential known landslides and rockfalls by stabilising land pressures, constructing retaining walls and improving the drainage of slopes. Engineering works can contain the destructive agents of some natural hazards or can divert the threat away from important elements with channels and excavation. In some cases, tree planting can be an effective way either to reduce the potential for floods and mudslides or to slow desertification.

Obviously, preventing industrial accidents from occurring in the first place is the best method of mitigating these disasters. Fires, chemical spills, technological and transportation accidents are all hazards that are essentially preventable. The focus of disaster mitigation for these human-made disasters is preventing the hazards from occurring or reducing their impact if they do.

Local capacity building measures seek to reduce human vulnerability by building and reinforcing a local community's skills, organisational systems and abilities and offering incentives to reduce risks. They also help communities prepare to respond effectively in case of disasters.

Since members of the local population of disaster-stricken areas are the first ones at the disaster site—performing search and rescue activities as well as providing emergency treatment and relief to their families, friends and neighbours—organisations such as Red Cross/Red Crescent Societies and the local Civil Defence can play an important role in improving the skills and knowledge of these "spontaneous" disaster responders. Offering education and training in preparedness measures, basic rescue techniques, and first aid and emergency treatment is an important component of risk reduction plans.

These organisations might also play a role in helping to organise local populations or settlements around specific risk reduction or mitigation activities. Local areas often have the technology or knowledge required to reduce their own vulnerability but may be missing some key local or social structure that prevents them from realising the benefits of vulnerability reduction. The objective of organising at the local level for risk reduction is to empower local people to act together and to overcome barriers to successful action. For earthquakes this may mean implementing a local awareness campaign highlighting earthquake risks and some simple building techniques for strengthening homes and businesses. For landslide risk reduction, local populations might be mobilised to construct

structures with stronger foundations, compact the ground, reforest slopes, and create rockfall barriers using trees and earth banking.

6.   Risk reduction measures

The range of risk reduction measures can be classified into the following categories, each of which is discussed below:

• Societal

• Physical planning

• Economic

• Engineering and construction

• Management and institutional memory

6.1   Societal

Risk reduction will occur when there is a consensus that it is desirable, feasible and affordable. Risk reduction planning should aim to develop a "safety culture" in which all members of society are aware of the hazards they face; know how to protect themselves; and will support the protection efforts of others, of society and of the local population as a whole.

Public education campaigns aim to create this safety culture. Public awareness can be raised in a number of ways, from short-term, high profile campaigns using broadcasts, literature and posters, to more long-term, low profile campaigns that are carried out through general education. Planning disaster awareness and disaster preparedness activities in isolation from people's daily lives will rarely succeed. Therefore, these programs are most effective when linked to ongoing and immediate daily community needs such as basic health care, water scarcity and potability, sanitation concerns, employment and community based first aid.

The objective is to develop an everyday awareness of the possibility of hazard occurrence in which people take conscious precautions. Their understanding should include an awareness of what to do in the event of a hazard; and a sense that their choice of house, the placement of a bookcase or stove and the quality of construction of a garden wall around an outdoor work or play area all affect their safety.

Diarrhea prevention and treatment in Bangladesh

The most effective way to protect children from diseases and epidemics is to involve their mothers. In many communities, mothers are the traditional providers and protectors of their children. If these natural strengths are supported by basic health and nutrition education, mothers will ensure that their children are vaccinated, that they have as nutritious a diet as resources permit, and that they are given the simple salt and sugar preparation that can be made at home (oral rehydration solution) in the event of diarrhea—all of which will protect their children against the impact of disasters and save young lives.

In Bangladesh, for example, village women were trained in simple seven point messages about diarrhea prevention and its treatment and in how to make a homemade version of oral rehydration solution. They then went from village to village, door to door, instructing other women in this basic lifesaving therapy. In this manner, 12 million households—far more than could ever be reached by conventional health service coverage—were made aware of the importance of oral rehydration therapy in the treatment of diarrhea in their children.

Adapted from "Saving Lives after disaster strikes," by Rosemary Fieth in *Stop Disasters*, Number 24, 1995.

Local involvement in risk reduction planning processes can include public meetings and consultations; public inquiries; full discussion of decisions at special meetings and involvement in generating hazard, risk and capacity maps. Awareness can be developed through regular practice drills, practice emergencies, quizzes and anniversary remembrances. In hospitals, schools and large buildings, it is necessary to rehearse what the occupants should do in the event of a fire, earthquake or other hazard. This reinforces awareness and develops automatic behavioural responses.

6.2   *Physical planning*

Careful location of new facilities—particularly community facilities such as schools, hospitals and infrastructure—plays an important role in reducing vulnerability. In urban areas, deconcentration of elements especially at risk is an important principle. That is, services provided by one central facility are always more at risk than those provided by several small facilities. This principle also applies to population density: a denser concentration of people will always increase the potential for disaster compared to a more dispersed population.

6.3   *Economic*

Linkages between different sectors of the economy may be more vulnerable to disruption by a disaster than the physical infrastructure. Diversification of the economy is an important way to reduce risk. A strong economy is the best defense against disaster. Within a strong economy, governments can use economic incentives to encourage individuals or institutions to take disaster mitigation actions.

6.4   Engineering

Engineering measures range from large-scale engineering works to strengthening individual buildings and small-scale, community-based projects. Codes of practice for disaster protection (such as building codes) are unlikely to be effective unless they are accepted and understood by the community. Training local builders in techniques that incorporate better protection into traditional structures—such as buildings, roads, and embankments—is likely to be an essential component of such measures.

6.5   Management and institutional

Building disaster-protection takes time. It needs to be supported by a programme of education, training and institution-building to provide the professional knowledge and competence required.

7.   Risk reduction strategies

This section focuses on specific activities for reducing the risks associated with the following hazards:

- Earthquakes

- Land instabilities

- Volcanic eruptions

- Floods and water hazards

- Storms (typhoons, hurricanes, tropical storms and tornadoes)

- Droughts and desertification

- Chemical and industrial accidents

General risk reduction strategies and local community risk reduction measures for each of these hazards are discussed below. The general risk reduction strategies often are costly or necessitate enforced legislation and thus will require government, private sector or donor support. The local measures are less costly and promote the use of locally available resources and capacities.

7.1.   Earthquakes

General risk reduction strategies

There are several hazard mitigation strategies for earthquakes. Structures can be engineered to withstand vibration forces and governments can develop and enforce seismic building codes and higher standards of construction quality. Governments can also ensure that important public sector buildings are constructed according to high engineering design standards. Additional measures can include training programmes to improve construction techniques in the building industry and public education programmes about these techniques.

Besides structural engineering, the effects of earthquakes can be mitigated by implementing location planning to reduce urban densities on geological areas known to amplify ground vibrations. In addition, incentives could be offered to remove unsafe buildings or buildings on unsafe sites or, more feasibly, to upgrade their level of safety.

Government supported public education campaigns are also very important. Nearly every country has a means of communicating with its most remotely located citizens, either through the media or through informal communication networks. Public awareness programmes can be designed to reach every vulnerable person and may significantly reduce the social and material costs of an earthquake. Some examples of information to be provided include:

- causes of earthquakes and warning signs

- awareness of earthquake risks and ways to minimise personal vulnerability

- practical ways to reinforce vulnerable houses

- what to do in the event of an earthquake (with possible participation in a drill)

- how to form teams to assist in the search for injured people and other post-disaster recovery activities

- volunteer fire fighting and first aid training

Community-based risk reduction measures

An important element of earthquake mitigation is community awareness and participation. Awareness of earthquake risk and a desire to live in houses safe from seismic forces help motivate construction of earthquake-resistant buildings. Knowledge of what to do in the event of an earthquake can be increased by earthquake drills and public awareness programmes. Community fire fighting, search and rescue, and first aid training groups can also be formed. These groups can take responsibility for readiness and maintenance of fire extinguishers, excavation tools and other civil protection equipment.

Community organisations and local officials should develop plans to prepare and react to the emergency. The plan might include the following elements and activities:
- identifying and training teams for search and rescue operations

- ensuring the rapid availability of detection equipment

- identifying and training teams for disaster assessment

- identifying safe sites and emergency shelters where vulnerable populations could be relocated

- training personnel in trauma care and first aid

- planning for an alternative water supply

- preparing plans to clear streets for emergency access

- preparing emergency communication systems and messages to the public regarding their security

- training teams to determine if buildings are safe for reoccupancy

- preparing flood plans for susceptible areas

- coordinating preparations with voluntary organisations

7.2   Land instabilities (including landslides, mud flows, etc.)

General risk reduction strategies

A primary mitigation strategy for landslides is location planning to avoid the use of hazardous areas for settlements or as sites for important structures. In addition, landslide risk may be reduced by creating shallower slope angles in hillsides through excavation of the top layers of earth; by increasing deep drainage and surface run-off drainage capacity; and by constructing engineering works such as pilings, ground anchors, and retaining walls. Terracing slopes and reforestation can also prevent loss of surface material. If expected, debris flows can be directed into specially constructed channels and rockfall protection barriers such as trenches; silt dams and vegetation barriers can also be constructed to protect settlements.

Most experts do not consider strengthening existing buildings and infrastructure a viable option for mitigation of damage due to landslides, as vulnerability for structures built in the path of landslides is nearly 100 percent. Enhancements and protective measures may be added to sites, such as improvement of soil drainage (by addition of permeable materials), slope modifications (reduction of slope angle prior to construction), and re-vegetation of slopes. Concrete retaining walls may stabilise possible sites. Large scale engineering works may also be considered.

Public education programmes may involve descriptions of climatic conditions or hazards that provoke landslides and what actions to take when such conditions exist. Evacuation plans for high risk areas should be established and practised, particularly when the risk of landslide is interconnected with the threat of seismic, volcanic or flood activity.

Community-based risk reduction measures

The most damaging landslides often occur as a result of the activities of people. Construction of roads, housing, and other infrastructure frequently causes landslides. Thus the most effective preparedness measures are those taken before people occupy a vulnerable area. Public education programmes help people understand the causes and effects of landslides in addition to helping them identify unstable areas and avoid settling there.

Communities should be trained to recognise potential land instabilities, identify active landslide areas, and avoid siting houses in hazardous locations. In addition, communities can reduce the risk from land instabilities by constructing structures with strong foundations, compacting ground, preventing deforestation of slopes, stabilising slopes through terracing and forestry, and creating rockfall barriers using trees and earth banking.

Areas susceptible to landslides may be monitored to allow timely warning and evacuation. Monitoring methods include field observation and use of inclinometers, vibration meters and electrical fences or tripwires. Immediate relay of information is essential in places where rockfalls or debris flows are likely to occur rapidly. In these cases, use of the media or other widely reaching information systems may be required. Monitoring and warning systems should place inhabitants on alert when heavy rains occur or if ground water levels rise.

7.3   Volcanic eruptions

General risk reduction strategies

Potential methods for reducing the impact of volcanic eruptions include location planning to ensure that areas close to volcano slopes are not used for important activities and channelling, damming or diverting lava and debris flows away from settlements through the use of engineering works. Monitoring volcanoes is often feasible and can provide significant lead-time information about volcanic activity. Risks associated with volcanic eruptions can also be reduced by promoting fire-resistant structures as well as engineering structures to withstand the additional weight of ash deposits.

Community-based risk-reduction measures

Communities play an important role in mitigating their risk from volcanic eruptions. Community members should be aware of volcano risk and should identify potential danger zones. In addition, communities and families can prepare and practice evacuation plans. These should include a monitoring and scaled early warning system to alert the local population of eruptions.

7.4   Floods and water hazards

General risk reduction strategies

The main risk reduction strategies for floods and water hazards include land-use control and planning to avoid locating vulnerable facilities in flood plains. Retaining walls and levees along rivers, and sea walls along coasts may keep high water levels out of flood plains (although levees may create other problems over time or elsewhere downstream). Structures which are located in flood plains should be engineered to withstand flood forces and designed with elevated floors to reduce damage from flood waters. Dams are capable of storing water so that it can be released at a manageable rate. Levees and dams are subject to failure and can also be damaged by earthquakes. They must be carefully engineered to anticipate maximum water levels since failures may cause much more damage than if the facilities had not been built.

Water regulation (slowing the rate at which water is discharged from catchment areas) can be achieved by constructing reservoirs, increasing vegetation cover to slow down run-off, and building sluice systems. Removing silt buildups or dredging deeper channels and constructing alternative drainage routes (new river channels, spillways and pipe systems) may prevent river overload. Storm drains in towns assist drainage rates; and beaches, dune belts, and breakwaters can sometimes reduce the power of tidal surges.

Flood reduction aims to decrease the amount of runoff, usually by altering the watershed, and is most effective when employed over most of the drainage basin. Typical treatments include reforestation or reseeding; contour plowing or terracing; and protection of vegetation from fire, overgrazing and clear-cutting. Other approaches involve clearing sediment and debris from streams, deepening and widening the riverbed and constructing or preserving farm ponds and other water holding areas. In urban areas, water holding areas can be created in parks and ponds.

Flood-proofing helps reduce the risk of damage. Temporary measures include blocking or sealing entrances or windows and the use of sandbags to keep flood waters away. Permanent measures include the use of hazard resistant designs such as raising living or working spaces high above the possible flood level. Houses may be elevated by structural means (stilts) or by raising the land using landfill. Buildings should be set back from water bodies. Land surrounding buildings and infrastructure should be protected against erosion. Streambeds should be stabilised with stone masonry or vegetation, especially near bridges.

Community-based risk reduction measures

The majority of deaths and much of the destruction created by floods can be prevented by mitigation and preparedness measures. Communities can be actively involved in reducing the risk of flood damage. Where construction in flood-prone sites is necessary or cannot be avoided, houses can be constructed to be flood resistant using materials resistant to water damage and strong foundations. Awareness of water hazards can be reflected in living practices such as constructing elevated storage and sleeping areas. Crop cycles can be modified to avoid the flooding season, and flood-resistant crops can be introduced. Community members should also be aware that deforestation can exacerbate flooding.

Communities can reduce the risk of personal harm by preparing flood evacuation plans which include the identification of evacuation routes and availability of boats or other appropriate transport and rescue equipment. Monitoring and warning systems at the local (and regional) level are also important components of a risk reduction strategy.

Inhabitants of flood prone areas usually have a number of traditional methods for coping with floods. Some aspects of flood planning and response can be managed at the village level and upgraded with outside assistance. These are:
- issuing warnings at the local level
- participating in flood fighting by organising work parties to repair embankments or clear debris from drainage areas, pile sandbags and stockpile needed materials.
- facilitating agricultural recovery
- planning emergency supplies of food and clean drinking water
- identifying traditional mitigation and preparedness measures and determining their effectiveness

Programmes to promote public awareness of flood hazards may contain the following components:
- Explanations of the function of flood plains, location of local flood plains and drainage patterns
- Identification of flood hazard and warning signs
- Advice on how to flood-proof possessions and develop personal escape plans
- Explanation of local evacuation plans and warning systems, and appropriate post-disaster activities
- Emphasis on personal responsibility for flood prevention/mitigation in day-to-day living practices. This includes the use of proper farming practices, prevention of deforestation and maintenance of drainage systems

- Provision of escape routes—neighbourhoods should have clear escape routes and designated areas of refuge on higher ground

- Evacuation procedures should be practised on a regular basis and ways to disseminate warnings via radio, television, warning sirens or bells should be devised

7.5 Storms (typhoons, hurricanes, tropical storms and tornadoes)

General risk reduction strategies

The main mitigation strategies for hazards due to storms include a public that is well informed regarding the hazard and an effective warning system. Engineering structures to withstand wind forces, developing wind load requirements in building codes and wind safety requirements for non-structural elements are also important. In addition, siting key facilities in less vulnerable areas (such as in the lee of hillsides), planting windbreaks, and planning forestry areas upwind of towns can also reduce the risks associated with storms. Strong, wind-safe public buildings which can be used for community shelter in vulnerable settlements can also reduce the risk to community members whose homes are not safe in storms. Crops can be protected by introducing agricultural practices and crops which are more resistant to high winds.

Community-based risk reduction measures

Communities can help reduce their risk of damage from storms by preparing evacuation plans and warning systems to be implemented in the event of a storm; by constructing wind-resistant or easily rebuilt houses; by securing and fastening down those elements that could blow away and cause damage or injury elsewhere, such as metal sheeting, fences, and signs; by taking shelter in strong, wind-resistant buildings; by taking protective measures for boats, building contents or other possessions at risk; and by protecting food storage facilities from storms.

Reducing cyclone risk—Andhra Pradesh, India

Andrha Pradesh is the fourth most populous state in India, with an estimated population in 1995 of around 60 million people—approximately 195 people per square kilometre. It has a vast coastal line of 1,030 km abutting the Bay of Bengal. Two of India's largest rivers, Krishna and Godavari, flow through the state. Two out of every five cyclones arising in the Bay of Bengal affect this coastal line. From 1900-1990, approximately 57 devastating cyclones hit the coastal districts.

In 1977, a catastrophic cyclone, with wind speeds measuring 200 km/hour accompanied by tidal waves over 15 meters high, moved inland up to 12 km and affected 3.4 million inhabitants—killing 10,000 people and 230,000 head of cattle. In 1990, another cyclone, with wind speeds of 240-250 km/hour, tidal waves over four meters and heavy rainfall for 48 hours moved inland up to 25 km in the same area. It affected 7.7 million inhabitants and resulted in the death of 910 people and 27,000 cattle. This dramatic reduction in cyclone impact reflects the State's deliberate shift from relief to preparedness, following the 1977 cyclone.

After the 1977 cyclone, information, involvement and initiatives were the cornerstones of India's long-term cyclone mitigation strategy. The disaster early warning system was improved and upgraded, allowing for more accurate cyclone forecasting and more timely and accurate early warning. In addition, the State formulated and made operational a detailed contingency plan for evacuation, emergency relief and health care. The State involved NGOs in a major education campaign regarding cyclone early warnings and preparedness to handle sanitation and emergencies during the isolation period following a cyclone. The contingency plan also laid out detailed evacuation routes, location of cyclone shelters and prepositioning of medicines, and provided for a unified command, pre-determined rescue teams and emergency health teams to be dispatched immediately in case of a cyclone. By 1990, 740 cyclone shelters were in place in strategic locations. Thanks to these preparedness measures, nearly 650,000 people were evacuated to safer places in 1,098 temporary relief camps. The lesson learned from the 1977 and 1990 cyclones is that better warning systems, community education and involvement, efforts to improve facilities and operational efficiency contribute to significant reduction in the impact of disasters.

Adapted from B. Narasimhan, "Andrha Pradesh's (India) Hard Road Forward" in *Stop Disasters*, No. 25.

7.6   Drought and desertification

General risk reduction strategies

Although rain shortfall is uncontrollable, drought and desertification can be reduced by improved land and water management practices, such as water conservation practices, infiltration dams, irrigation, forest management, and range management (control of land use and animal grazing patterns).

The main risk reduction strategies for drought and desertification include rationing water; conserving or replacing failing water supplies through watershed management and construction of dams, pipelines or aqueducts; conserving soil and reducing erosion rates by using check dams, levelling, planting, and managing herds; reducing firewood cutting by using improved fuel stoves; introducing flexible farming and cropping patterns; raising awareness about the benefits of population control; and developing education and training programmes.

Community-based risk reduction measures

Communities can construct check dams, reservoirs, wells and water tanks as well as develop planting and re-forestation efforts to reduce the risks of drought and desertification. They can also change cropping patterns and livestock management practices, introduce water conservation policies, build sturdier wells, start dry-season well-irrigated gardens and develop alternative non-agricultural industries.

7.7   C*hemical and industrial accidents*

General risk reduction strategies

Technological hazards can be reduced by improving safety standards in plant and equipment design, by anticipating possible hazards in plant design, by developing safe design and operating procedures, by safe and regulated disposal of hazardous materials, and through proper preparedness planning. In addition risk reduction strategies include using fire-resistant materials, building fire barriers or installing devices to extract smoke, improving detectors and warning systems, engaging in preparedness planning by improving fire fighting and pollution dispersal capabilities, and emergency relief and evacuation planning for plant employees and nearby settlements (crew and passengers in the case of vehicles). In addition, on-site and off-site safety plans should be initiated and drills should be conducted in conjunction with local fire departments and other civil authorities.

The effects of a technological disaster may be reduced by providing accurate inventories and maps of storage locations of toxic/hazardous substances and their characteristics to those responding to technological disasters. An important feature of hazard mapping is the determination of possible zones and intensity of contamination. This requires knowledge of the nature of the chemicals and may include a review of historical accident records.
In addition, steps taken to limit or reduce the storage capacity of dangerous or flammable chemicals will reduce the probability of occurrence of a technological disaster.

Community-based risk reduction measures

Communities should participate in actions to monitor pollution levels, ensure inspection and enforcement of existing safety standards, and improve safety legislation. They should also develop evacuation plans to be followed in the event of a technological disaster as well as regulate hazardous-materials transport routes away from schools and residential areas. Local leaders and officials also have a role to play with regard to chemical and industrial accidents. They represent the concerns or views of their constituents. Their responsibilities include:

- Communicating with local authorities and industry leaders regarding issues of concern to the local population
- Communicating with their constituency on programmes related to protecting public health and the environment
- Encouraging locally based organisations to participate in and conduct safety and preparedness training

Risk
Reduction

Risk =

Haz ards X Vulnerability

Disaster Preparedness Training Programme

International Federation
of Red Cross and Red Crescent Societies

Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. These trainer's notes suggest one way to conduct a six-hour workshop to introduce participants to risk reduction. It is intended to stimulate participants' thinking and enhance their awareness about this topic. Participants will get an opportunity to develop a vulnerabilities and capacities map for their community, identify possible risk reduction measures for specific hazards and consider the impact of these measures on different organisations and members of the community.

You are encouraged to analyse your own situation and adapt the course as necessary. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints. This planner can assist you in preparing and tailoring the workshop to fit your specific needs.

I.   Overarching workshop objectives

What are your overarching or broad reasons for holding this course? What do you hope it will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, list how this will be accomplished. List your reasons below.

Reasons for this workshop	Ways this will be accomplished
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

II.   Training objectives and training methods

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

   1. *What should participants know about project planning that they don't know already?*

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    2. What should participants do differently?

In order to answer the above two questions, you must have an idea of your trainees' experience and knowledge of risk reduction. *How will you assess their knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Improve presentation skills	• *Participants make presentations. (Learn by doing)* • *Participants evaluate each other's presentations. (Learn by observing)*

III.   Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and the methods to be used.

Time	Session theme, key points and procedures	Materials required

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Additional points to consider

❑   Have you varied the workshop methods? (For example, a presentation is better
     followed by a good group exercise than by another presentation.)

❑   Have you built in practical activities where participants can apply and discuss what
     they have learned or heard in a presentation?

❑   If networking is an important course objective, have you allowed enough time for
     participants to meet informally during breaks and meal times?

❑   Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that
     are required?

Risk Reduction
6 Hour Workshop

Workshop objectives

This session consists of two parts. In the first part, participants will draw maps of hazards, vulnerabilities, capacities and resources. In the second part, they will identify possible risk reduction measures for specific hazards and analyse how these impact on different organisations and members of a particular community. By attending this session participants will gain a greater awareness of what kinds of risk reduction strategies they might employ in their own work and programmes.

Workshop audience

IFRC delegates and National Society staff or volunteers who have general responsibilities for disaster and risk reduction planning and programme implementation and non-technical personnel interested in acquiring a better understanding of the elements that make people vulnerable to disasters and the strategies and measures to reduce their risks.

Pre-workshop planning

- Arrange for workshop venue, logistics, training materials, etc.

- Send an invitation to participants and request that they begin thinking about risk reduction projects and activities that they would like to design and implement.

Using the accompanying training module

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialists in risk reduction should be able to prepare and present the points and concepts suggested in these trainer's notes.

Risk Reduction

Methods

- Mini-presentation and discussion on major points
- Participants complete worksheets and engage in group discussions
- Participants identify basic community-based risk and vulnerability reduction activities which National Societies might be involved in organising or promoting

Time required

Introduction 30 minutes
Activity 1: 3 hours (approximately)
Activity 2: 2 1/2 hours (approximately)

Materials

- Risk Reduction module
- Instruction worksheets for Part I and Part II
- Flip-chart paper and markers
- Signs with different types of hazards written on them, e.g. earthquakes, landslides, mudflows, flash floods, chemical and industrial accidents, etc.

Tips for the trainer

The instructor should understand the meaning of risk reduction and the equation

$$Risk = Hazards \ x \ Vulnerability.$$

S/he should also be ready to give examples and be familiar with the basic risk reduction measures proposed in the module. It is important that the instructor and participants recognise and discuss practical, basic and realistic community-based risk reduction measures such as: public education, and organising local communities and volunteers to build a flood prevention embankment, etc.

Depending on the time available, the instructor may decide to do both Part 1 and Part 2 or focus on only one of the activities.

Procedure

I. Introduction   30 minutes

A. Check on participants' understanding of

- The terms *Risk, Hazard, Vulnerability,* and *Capacities*

- The relationship between *Risks, Hazards* and *Vulnerability*.

- The inverse relationship between human vulnerability and human capacity. Ask for examples. Explain that human capacities range from:
  - Material capacities and resources (tools, transportation means, buildings, cash) to
  - Social and organisational capacities (leaders, community groups, celebrations) to
  - Attitudinal and motivational capacities (work values, optimism, community work)

B. Using the equation "Risk= Hazards x Vulnerability" explain that risks are reduced by mitigating the hazard, reducing the vulnerability or both. Human vulnerability may be reduced by increasing and building capacities.

C. To clarify these concepts, suggest a specific hazard, such as "flooding" and identify vulnerabilities, specific elements at-risk, and specific risk reduction measures. You can use the following as an example of these concepts.

Example of risks, vulnerabilities and risk reduction

In an urban area prone to flooding, some houses have been constructed in a low-lying area close to the riverbank. They are made of concrete blocks and have basements or are on raised foundations. Other houses are made of cheaper materials, do not have basements, are not on a raised foundation, and have been erected in or very near a dry riverbed.

When heavy rains fall upstream and cause flooding, this hazard does not affect the houses or their occupants equally. If flooding occurs, the water may wash through the basements or foundations of the concrete buildings but leave the structures reasonably intact. In or near the riverbed, however, the fragile dwellings will be completely destroyed, leaving many inhabitants without houses.

The economic vulnerability of the riverbed dwellers forced them to live in what they know is a potentially dangerous site. Their property is structurally more vulnerable than the concrete buildings. The hazard was potentially the same for both groups of inhabitants. It is the vulnerability (economic and structural), however, that has increased the risk for one group.

Two examples of risk reduction could be the following:
- A civil engineering measure to control the river flow-rate up-stream during the rainy season. Beneficiaries may be asked to provide their labour as an in-kind donation to the project.
- An expansion of employment opportunities or relocation to structurally sound accommodations outside the river may reduce the vulnerability of river dwellings.

II. Activity 1: Community hazard, risk and capacity mapping   3 hours

  A. Introduction   10 minutes

    1. Present the concept and use of community hazard, risk and capacity maps. The purpose of collecting and drawing all of this information on a map is so that it can be used in a Disaster Preparedness Plan. Maps are easy to read and understand and quickly provide information in an emergency. These maps can be useful for showing the general pattern of risks threatening a certain population and the capacities they possess for overcoming those risks. In addition to intermittent, larger scale, natural hazards such as earthquakes or floods, community risk maps can be used to highlight daily emergencies—unemployment, nutritional deficiencies, unsafe housing conditions and limited access to health care—all of which become more acute during a natural disaster. These maps can also be used to highlight local resources and capacities—such as skills, food reserves, emergency housing options, community and social organisations, businesses, local leaders, cultural values and attitudes, and transportation sources such as school buses or ox carts—that will help communities cope with disasters. Finally, hazard maps assist in the preparation of plans which can reduce the danger in a community and in the identification of evacuation plans for risk areas.

       Teachers, schoolchildren, social and health care workers, Red Cross/Red Crescent volunteers, and others in a community can create these maps using the simplest of tools: crayons or coloured pencils and paper. The information that is generated can be used to help plan risk reduction measures and initiatives. The Pan American Health Organisation (PAHO) has identified four main steps to produce a community risk and capacity map.

       a. Identify and prioritise a list of common problems and needs

       b. Visit areas and sites in the community that pose a risk

       c. Based on these visits, draw distinct and detailed maps, which show potential hazards, vulnerable people and resources in case of emergency. (Ideally, one map is drawn for each: one for the hazards, one for vulnerable people and one for community capacities and resources)

       d. Organise a local disaster committee to plan risk reduction measures and/or to formulate a local emergency preparedness and response plan

       Any plans that are generated based on these maps need to be widely discussed and disseminated in a community—ideally through community meetings and presentations. The strategies for reducing risks will also need to be realistic and achievable, lest they raise expectations that cannot be met.

  B. Participant/group work   2 1/2 hours

    1. Each group should be assigned based on their familiarity with a similar geo-political area (country, district or state, town or village). The smaller the geographic unit the better. Therefore, a local village or community is preferable to a country region, which is preferable to a country map. (The content of the lists and maps will vary depending on the geo-political level that is chosen and analysed. For example, at the village community level, a capacity is a local

health clinic, whereas on a country map the capacity that is drawn may represent an "excellent network of local health clinics throughout the country." Similarly, at the village community level, an elderly disabled person who lives alone is a vulnerable person who may be marked on the map while at the country level a vulnerability that is drawn may represent "financially poor disaster response institutions."

2. Each group should take 30 minutes to list various hazards, vulnerabilities and capacities affecting their chosen geo-political area.

3. After they have generated these lists, provide each group with the following instructions:

Using the information you generated on your lists, prepare a map of your chosen geographic area. The map should be as detailed as possible and show the locations of your identified:

- Hazards
- Vulnerabilities and vulnerable populations/people
- Capacities and resources

You have 45 minutes to complete this task

Adapted from: Astrid von Kotze and Ailsa Holloway, *Reducing Risks: Participatory Learning Activities for Disaster Mitigation in Southern Africa*, IFRC Southern Africa Disaster Management Training Programme, 1996, Section 2, part 1, p. 94.

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4. Tell the groups that these maps do not have to be works of art. They only need to clearly show where things are in the community.

5. Suggest that the groups use symbols or different colours to illustrate hazards, vulnerabilities and capacities. Explain that they will also have to include a legend, or key, which explains the symbols.

6. Circulate among the groups as they work. Ensure that they are not only including physical or structural vulnerabilities and capacities, but also human vulnerabilities and capacities.

7. Ask the groups to reconvene in the plenary session, and facilitate report-backs and the ensuing discussion. Each group has 5 minutes to report back. Maps should be displayed on the wall.

C. Review and discussion   30 minutes

1. Discuss the commonalties and differences among the maps. What else should be included (access to clean water, resources, access to food, family remittances, health status, community organisations, community traditions, etc.)?

2. Discuss how vulnerabilities and capacities relate to a given hazard and identify those elements and populations most at risk. What conclusions can we draw?

3. Ask participants how these maps improved their understanding of the risks and capacities that exist in their communities.

4. Ask participants what additional information and data sources they would like to have to make a more accurate map. Where they might find this information?

5. If the group were to plan risk reduction measures and/or formulate plans to respond to local disasters, how would they use these maps?

III. Activity 2: Identifying risk reduction measures   2 1/2 hours

A. Introduction   20 minutes

1. Present the different types of general risk reduction measures (section 6 in the module).

2. Present the concept of community-based risk reduction and local capacity building introduced in Section 5 of the module, "Reducing hazards vs. reducing vulnerability."

3. Explain that there are specific risk reduction measures associated with each type of hazard. Take one type of natural hazard, such as an earthquake, or cyclone, and describe some of the general risk reduction measures, as well as specific community-based measures (the trainer can obtain this information in the module in section 7, "Risk Reduction Strategies.")

4. Participants will now apply these points in the following group exercise.

B. Participant/Group Work Exercise   70 minutes

1. Ask participants to form four small groups of 4-5 participants. Each group should sit under one of the hazard signs.

2. Outline the following tasks (see overhead 8)

Instructions: risk reduction measures

Step 1 On your own, complete the worksheet on risk reduction (10-15 minutes)

Step 2 Compare your responses with those of others in your group (15 minutes)

Step 3 Consolidate individual responses into one group response and prepare your group presentation (20 minutes). Each group will have 5 minutes to report back to the larger group.

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3. Distribute the worksheets and briefly discuss each question, checking for understanding. Also distribute Handout 1: Community-Based Risk Reduction Measures and refer participants to the last section in the module which describes general types of risk reduction measures for specific hazards.

4. Monitor individual and group progress and assist where necessary. Ensure that the groups follow the three stages on the instruction sheet.

5. Ask the groups to reconvene in the plenary session, and facilitate report-backs and ensuing discussion

C. Presentation, review and discussion   30 minutes

1. Each group has 5 minutes to report back.

2. After each group presents, facilitate a discussion around the following questions (allow 10 minutes of discussion after each presentation):

- What are the advantages and disadvantages of the suggested measures? Explore the assumptions behind each suggestion and point to the fact that risks are often perceived differently by different people.

- How will the suggested activities affect the lives of people in a given area or community?

- How will the work involved in the risk reduction measures be distributed? Who will do the work?

- What kind of stimulus, organising or education is required to involve the local population and volunteers in implementing community-based risk reduction measures?

D. Conclusions and summary   10 minutes

1. Refer to the preceding report-backs and discussions and pose the following question:

- How will the risk reduction measures for one hazard reduce the risks posed by another hazard?

2. Ask each participant to name one key thing s/he has learned about risk reduction.

Worksheet

Based on your group's community haz ard, risk and capacity map and/or based on your experience and knowledge of haz ards and disaster management in your community, complete the following worksheet.

1. Select a hazard that is common in your community (or chosen geographic area).

2. For this specific hazard, identify the most vulnerable elements and populations in the area. What factors contribute to their vulnerability?

3. Suggest two or three risk reduction measures which are currently being done either by your organisation or by others to support local preparedness and capacity building. Name the measures or activities and identify the organisations or agencies that are responsible for them. Write these on a flip chart.

4. Suggest two or three risk reduction measures which your organisation *could* be involved in to support community-based disaster preparedness and capacity building. These should be measures which build or rely primarily on locally available resources and capacities and which mobilise and organise local populations, organisations and volunteers. (When preparing these lists think of a) education and training activities, b) activities aimed at families and individuals, and c) activities aimed at the entire community.) Write these on a flip chart.

5. Describe the potential impact of your proposed risk reduction measures on the various elements at risk.

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Handout 1: Community-Based Risk Reduction Measures[1]

1. Education and training

- Of community members, in benefits of disaster risk reduction
- Of builders, in ways to design and build strong buildings
- Of community members and builders, in ways to make existing buildings stronger
- Of community members, in first aid
- Of the community, in identifying hazards, weaknesses and strengths in the community
- Of school students, in disaster preparedness

2. Individuals and families

The objective is to prevent injury and loss of life, protect possessions and property, and maintain the family's means of earning a living:

- Identify and reduce risks in the home and surrounding area e.g. remove loose objects and trim trees in areas which are prone to cyclones
- Inspect the house to identify weak parts of the building
- Strengthen weak parts of the house
- Reduce hazards in the area around the house, e.g. build flood protection walls
- Plant suitable crops which will still be usable after disasters
- Take out an insurance policy
- Take part in education and training programmes in disaster related, risk reduction and health-related issues

3. Community

Community risk reduction activities need to be accepted and supported by the community members and are most effective where there is strong community leadership. They must be supported by community leaders and community members must be involved. Cooperation with local government authorities is also important. When this happens, community risk reduction activities are of great benefit in preparing the community to reduce the effects of future disasters. Examples of community risk reduction activities include:

- Development of early warning systems which can reach the whole community
- Periodic use and testing of the warning systems to make sure that everyone knows about them
- Identification of places in the community that are at risk from hazards
- Production of maps that record the risk areas which are most likely to be affected

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[1] Based on Part II, Module 3, Session 6 Mitigation (Risk Reduction) Measures, in Community Based Self Reliance - Disaster Preparedness Manual: A Manual for Red Cross Instructors in the Pacific. International Federation of Red Cross and Red Crescent Societies Regional Delegation SUVA.

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- Detailed lists of important places and structures which may be damaged in a disaster, e.g. roads, bridges, medical clinics, emergency services buildings, water supplies, fuel depots, electricity supplies, crops, livestock.
- Development of plans to protect these and procedures for what to do if they are damaged in a disaster
- Establishment of procedures to ensure that all new buildings comply with building codes or guidelines
- Reinforcement of important community buildings which could be useful for evacuation shelters
- Regular inspection of these buildings
- Identification of evacuation routes and procedures
- Production and regular updating of lists of those individuals and groups who will most need assistance after a disaster
- Introduction and planting of a variety of crops
- Coordination of activities with the Government and other organisations involved in disaster management

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Increasing Community
Disaster Awareness

Disaster Preparedness Training Programme

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Table of Contents

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic. Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
- A general reference material on disaster preparedness
- Training and workshop modules and trainer's guides
- An orientation to disaster preparedness for Delegates and NS officers
- A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Disaster Preparedness	Preparedness Planning	Risk Reduction
Increasing Community Disaster Awareness	Disaster Emergency Needs Assessment	Disaster Programme Information and Reporting
Improving Coordination	Improving Basic Training Skills	Project Planning

Acknowledgements

These nine modules and their accompanying trainer's notes were prepared for the International Federation by INTERWORKS, a consulting group with disaster management training and consulting experience in over 60 countries worldwide. Review and critique of these modules were provided by a team of Central Asian disaster management specialists, the disaster preparedness officers of five Central Asia National Societies, the Federation disaster preparedness staff in Geneva and delegates in Central Asia, the Caribbean and East Africa.

Special thanks to the International Federation Caribbean Disaster Preparedness Office for their review and critique of this module (March-April 2000).

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Increasing Community Disaster Awareness

Aim and audience

This module provides guidelines, ideas and tips for planning and designing effective community disaster awareness initiatives.

Main points in this module

- Community disaster awareness approaches and strategies

- Common themes in community disaster awareness

- Mediums and messages for communicating effectively with the public

- Basic steps in planning disaster awareness initiatives

- Tips for identifying and analysing the audience which is to receive the disaster message

- Examples and ideas for raising public awareness about disasters and risk reduction options

1.   Introduction

1.1   What is community disaster awareness?

Community disaster awareness (DA) initiatives which inform and train local populations about how to prepare for natural disasters and emergencies can reduce a population's vulnerability to specific hazards. These initiatives need not require large financial outlays nor do they require the work of a great number of people. What is required for planning purposes is a DA strategy that is opportunistic in its timing and which is integrated with other local and community development strategies

DA initiatives may consist of individual activities—such as touring villages to conduct earthquake awareness meetings, or posting earthquake preparedness posters at a local library. A second more comprehensive DA approach entails planning a series of coordinated activities—for example, a comprehensive DA campaign may be implemented during a disaster awareness week, when the media publicises disaster messages on the radio, T.V. and in newspapers; schools conduct poster contests and perform disaster drills; and community centres display disaster posters. Yet a third approach, and perhaps the most effective at the community level, is a strategy that integrates DA into broader community health and development goals— in East Africa, for example, attempts have been made to link DP to branch level programmes through Community—Based First Aid (CBFA) programmes. In another case, disaster preparedness activities were conceptualised within Primary Health Care and Nutrition Initiatives.[1]

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[1] Example noted in "Learning from the Past (Draft*)": A Look Back at Evaluations and Reviews of Disaster Preparedness Programmes* prepared by John Mitchell for the International Federation Disaster Preparedness Department, November, 1999.

1.2   Planning disaster awareness for maximum impact

Planning disaster awareness and disaster preparedness activities in isolation from people's daily lives and everyday concerns will rarely succeed. This is because people's interest in disaster preparedness fades if it has been a long time between disaster events. Therefore, disaster awareness activities will have the greatest impact when they are integrated into broader programme strategies that seek to alleviate everyday community problems and hazards —such as basic health care, water scarcity and potability, sanitation concerns such as garbage collection, employment and community based first aid.

While it is a fact that a community may be exposed to various natural and technological hazards, oftentimes, the reality of the situation is that people may not see the practicality of disaster preparedness suggestions and messages when they are trying to provide for themselves and their families in difficult and harsh economic environments. While this module focuses specifically on disaster preparedness awareness messages, it is important that National Societies explore ways to integrate these messages into a more holistic community education approach. In the Caribbean for example, some National Societies have assisted in the creation of community management committees which ultimately will take responsibility for carrying out DP activities and also for addressing other identified community needs—such as conflict resolution and garbage collection.[2] National Society staff and volunteers with formal responsibilities for community disaster awareness gain greater credibility with residents and find it easier to discuss DP topics when they become more involved in the life of the community.

2.   Disaster awareness themes and communication tips

2.1   Themes

Community DA activities generally relate to one or more of the following themes:

- The potential disasters, emergencies and hazards specific to a region, and their effects
- Low-cost measures local populations can take to prevent and prepare for disasters and emergencies
- Measures the government and official emergency and disaster managers are taking to prevent, prepare for and respond to disasters
- Official disaster public warning and information systems, evacuation routes, temporary shelters and how and when this information will be communicated

2.2   Communication tips

DA messages vary based on the audience and the specific medium to be used (i.e. brochure, poster, newspaper advertisement). DA planners must understand their primary audience— i.e. those who will receive and act on the DA information. In addition, planners should follow some basic disaster communication guidelines, which include:

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[2] Comments and suggestions offered by Keith Ford, International Federation regional Caribbean disaster preparedness office (April 2000).

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- The nature and potential of the risk

- The human and physical elements that are most vulnerable or most-at-risk

- Safety actions to prevent and prepare for a potential disaster

- Safety and survival actions to take when the disaster is occurring

- Safety, survival and recovery actions to take after the disaster has occurred

- Official sources to contact for additional information

DA announcements should give the audience a sense of control. In addition to being told about the risk, it is very important that they are provided with practical actions that they can take to withstand and reduce the impacts of the hazard. Information should be presented in simple, non-technical and non-scientific jargon. Messages should be direct and brief. Graphics should be used purposefully to reinforce and illustrate main points of action. Ideally, different disaster organisations should deliver consistent DA messages on how to prepare for and what to do after a disaster.

3. Planning public education initiatives

Proper planning is the key to launching successful DA initiatives. This section covers the following steps for planning a DA effort.

1. Define the purpose and objectives of the DA initiative

2. Select and analyse primary audience(s)

3. Form a DA planning team

4. Form collaborative community partnerships

5. Schedule the time and location of DA events for maximum impact

6. Brainstorm potential activities and resources

7. Determine the proper medium or format

8. Develop, implement and monitor the action plan

In addition, Annex 1 contains a worksheet to use as a planning guide for DA activities.

3.1 Define purpose and objectives of the DA initiative

Planning should begin by outlining the general purpose and objectives of the DA initiative. It should be determined whether the initiative consists of an isolated activity, a series of activities, or a coordinated DA campaign. The *purpose statement* outlines what you hope to achieve, while *statements of objectives* offer specific, measurable details. For example, if the purpose is to increase children's knowledge of fire-safety practices in the home, then one specific objective might be to arrange for a local fire fighter to speak at three local schools within the next six months. Another specific objective might be to get the local Red Cross/Red Crescent Society and civil defence authorities to co-sponsor a contest for children to create fire-safety posters during an official *Fire Awareness Week*.

While the overall purpose of an initiative may be to raise public awareness, specific objectives will depend on the nature of the target audience. In the previous example, schoolchildren might be taught about the dangers of playing near lit kerosene lamps. Homeowners, on the other hand, might be encouraged to purchase smoke detectors and fire extinguishers. For each audience, the following two questions must be asked:

1. What does this specific audience need to understand?

2. What action can they take?

3.2   Select target communities and primary audience

Each National Society should understand which communities and regions in their country are most vulnerable to disasters. Community disaster awareness activities can then be targeted to these communities and regions. Selection may be based on the location of a community in a highly vulnerable and hazard prone zone, its accessibility in the event of a disaster, its disaster history and its local resources. Once the priority communities have been identified, specific strategies can be developed for addressing them.

There are many ways to categorise different segments of a population. Each situation requires a different type of segmentation. Categories of primary audiences include:

- Labourers in specific occupations
- Children
- Teachers
- Women heads-of-household
- Village leaders
- Businessmen
- Teenagers
- Heads of families
- Senior citizens
- Professional groups

Because resources are limited and not all audiences can be reached, DA planners need to prioritise which audience will receive the message. For example, planners may decide to target those most at risk such as schoolchildren, older adults, physically or mentally impaired individuals, or people with limited literacy skills.

3.2.1   Analyse primary audience needs and preferences

Once the primary audience has been identified, planners should try to learn as much as they can about its particular needs, preferences and characteristics. The more that is known about the primary audience the better the message can be designed, delivered and timed. To ensure maximum impact, it helps to know the following:

- What people make up this group? Are they children, adults, senior citizens, students, homemakers, business executives, blue-collar workers, single, married?

- What are the special characteristics and needs of this group? Consider such factors as age, education and literacy levels, gender, occupation, motivations, cultural and social interests, activities, and preferred entertainment options.

- What does this group already know about disasters?

- From what sources does this group typically get its information: newspapers, television, radio, mail, town meetings, word of mouth?

- Who are the most influential voices for this group: their teachers, parents, kinsmen, leaders? Are there other people in this community that this group listens to and respects (e.g. elders or clergy)?

Information on the primary audience can be obtained from a variety of sources. Ideally, face-to-face interviews or meetings should be arranged with representatives of the audience. When this is not possible, secondary sources of information can be useful. For example, if the DA initiative is singling out young school children, DA planners can speak with the children's teachers. Other sources of information include local social service agencies, schools, neighbourhood and community groups, religious establishments, the local fire department, local newspaper and radio stations, the civil defence official in the community, and others who have conducted DA activities. The primary audience will be more receptive to the message if the message is tailored to their situation.

3.3   Form a planning team

If one is tasked with planning a DA initiative, s/he might start by making a list of anyone and everyone who might be interested in joining the planning team. Next, one might consider what each person has to offer including expertise, volunteer time, organisational skills, contacts and professional networks, sponsorship, and financial support. Finally, those who would be of most use, who would be dedicated and who would work well together, should be invited to join the team.

The individuals on a DA planning team need not be emergency management professionals. While the team might include firefighters or civil defence officials, it can also include teachers, respected community officials, businesspeople or leaders, and concerned parents and volunteers. Involving people with different backgrounds and experiences has many advantages including:
- Access to a wider range of ideas and perspectives
- Sharing work responsibilities among several people
- Expanding the network of potential contacts, supporters and sponsors

The team must consist of enthusiastic supporters who can help plan and promote the DA effort. Ideally, someone from the primary DA audience should be on the team or be available to advise the team. In small countries it may initially be necessary to form a planning team at the national level to ensure cooperation in the field. Quite often community organisations vie for limited resources and are more likely to compete than cooperate unless the planning process is sanctioned at the national level.

While it is important to have at least two or three people on a core planning team who can provide leadership and continuity throughout the planning and implementation effort, other members can rotate in and out as appropriate. Some may only be available for the initial planning meetings or for helping out at the actual event. Some, who are well-connected in the community, might be engaged early on to assist with contacting and gaining the support of influential and well-resourced friends and acquaintances in government or business.

Another approach is one which integrates disaster awareness planning into broader community development and community education goals. In the Caribbean example given

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earlier, some National Societies have assisted in the creation of community management committees which ultimately will take responsibility for carrying out DP activities and also for addressing other identified community needs—such as conflict resolution and garbage collection.

3.4   Form collaborative community partnerships

3.4.1   Opportunities for collaboration

One of the first tasks of the planning team is to identify potential collaborative community partnerships with other organisations, groups and agencies. Women's groups, teacher's associations, official emergency managers, fire fighters, community and voluntary organisations, businesses, corporations, foundations and the media all can help disseminate information, sponsor an event, provide space for an upcoming activity, underwrite the production of materials, or provide other much-needed resources. The planning team might begin by making a list of potential partners, what they might contribute, and how they will be contacted.

Potential partners need to know specifically what it is they are being asked to provide. They also might be more inclined to participate if they know what benefits they might derive from the partnership. Such benefits include:

- A forum for discussing and resolving community problems
- The opportunity to foster good community relations
- Increased awarenesss of the hazard by community residents
- The opportunity to improve the working relationships between government and civil society
- Local and collective ownership for resolving community problems
- Increased visibility in the community
- The opportunity to build organisational capacities and other skills
- Networking opportunity
- Increased positive media coverage, credibility and visibility
- An opportunity to contribute to the well-being of the community

3.4.2   List of potential partners

The following are all potential partners for supporting a DA initiative:
- Television stations
- Schools, colleges and universities
- Local community centres and groups
- Religious organisations
- Youth clubs, students' (hostels) dormitories
- Village elders
- Women's clubs, organisations
- Trade enterprises, associations
- Banks and credit unions
- Health centres, hospitals, clinics
- Sport clubs

- Libraries, cinemas, theatres, circuses
- Utility companies
- Newspapers, magazines
- Red Cross/Red Crescent Societies
- Civil Defence
- NGOs
- Fire brigade

3.4.3   Partnering with local businesses or corporations

All organisations have a vested interest in protecting their employees and facilities in case of a disaster. Businesses depend on their employees and on their customers for their survival and profit. Local businesses and industries may be interested and willing to distribute information to protect their employees and customers and, as a result, reduce potential liabilities. Companies recognise that employees who are prepared for disasters at home will be less likely to be absent from work following a disaster—when businesses may need them most.

Large corporations and businesses might be willing to make "in-kind" contributions of expertise, time, facilities or equipment. A corporate partner can also help with the cost of printing materials or underwriting a special event. It is also possible for National Societies to work out some kind of mutually beneficial exchange with service industries (see insert below.)

Community-based DP partnerships in Jamaica

The Jamaican NS is involved in an initiative whereby it has an agreement with a number of large hotels and a well-established insurance company. The idea is that the NS will give training to hotel staff in emergency preparedness and response with respect to earthquakes. In return for the training, the hotels would donate the receipts of one week's room rent to the Red Cross. In turn, the hotel would benefit from reduced insurance premiums because their staff had been trained. In theory, the insurance company stood to gain as potential claims from the hotels ought to be less if they had practised mitigation.

Source: "Learning from the Past": *A Draft Report: A Look Back at Evaluations and Reviews of Disaster Preparedness Programmes* prepared by John Mitchell for the International Federation Disaster Preparedness Department, November, 1999.

The following are additional ideas for partnering with local businesses or corporations:
- Encourage local utilities (telephone, water, electric, gas) to include periodic emergency preparedness and mitigation information in customer bills or newsletters

- Encourage large businesses to distribute disaster preparedness information to and hold disaster preparedness workshops for all employees

- Ask them to print hazard and basic preparedness measures fact-sheets and brochures

- Ask local vendors to hang a poster or distribute brochures to customers

Finally, companies involved in the manufacture, storage and disposal of chemicals have a moral and often a legal responsibility to inform the surrounding community of the danger

posed by their daily activities. Quite often, however, companies are reluctant to do this as they fear a public outcry. By working with these companies and bringing them into the mainstream preparedness and risk reduction planning process as it may be possible to work out solutions and compromises. The insert below provides an example of a chemical and industrial risk reduction programme which creates community partnership between government, industry and community-based organisations.

World Environment Center's
Local Accident Mitigation and Prevention Program

The World Environment Center's (WEC) Local Accident Mitigation and Prevention (LAMP) Program manages financial and environmental risk by facilitating better industry and community organisation to prevent or mitigate the impact of accidents. By working closely with government, industry, and community leaders at the local and national level, LAMP helps at-risk communities improve assessment and communication of industrial and other risks, develop emergency preparedness plans, and improve emergency response skills. Target communities are selected based upon the risk of man-made disasters to human life and property. Primary consideration is given to sites where flammable or toxic chemicals are produced with secondary consideration given to sites at-risk from the storage and transport of those chemicals. In addition, the evidence of previous community, government, and industry participation is taken into account in the selection of target communities. Once sites have been determined, LAMP focuses on the local level initiatives and works with industry groups, civil servants, regulatory agencies, and community leaders that are committed to minimising the risks of technological disaster. In Veracruz, Mexico, the LAMP program's aim is to reduce the incidence and impact of major industrial, hazardous materials transport or other technological accidents and disasters in selected urban areas. Program activities included:

- Risk assessments of chemical plants and industrial complexes
- Chemical emergency preparedness and accident prevention (CEPAP) training
- Community awareness and training seminars
- Mock emergency drills involving local response teams
- Training in industrial fire safety and the control of hazardous materials incidents

Source: World Environment Center, Local Accident Mitigation and Prevention Program Web Site, (LAMP) http://www.wec.org/iedslamp.htm

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3.4.4   Partnering with community organisations

Community organisations can be valuable partners in a public outreach initiative. Community organisations include youth clubs, Red Cross/Red Crescent Societies, NGOs, law enforcement organisations, women's groups, veterans groups, religious organisations, etc.

Although community organisations cannot always provide financial resources, they often can provide people—an equally important resource. Often, members of these groups want to become involved in helping their community in a variety of ways. Each group has its own network that can help extend the reach of the disaster awareness activity. Some ideas for community partnerships include:

- Work with local school parents to incorporate a disaster preparedness workshop into one of their meetings

- Work with local school teachers to incorporate disaster preparedness messages into their lesson plans

- Sponsor a children's poster contest highlighting the steps to take in the event of a specific emergency or disaster

- Work with local organisations to present a disaster preparedness and mitigation workshop at one of their meetings

- Organise a display booth on disaster preparedness at an annual event, festival or fair

> **Partnering with Schools**
>
> Contact with schools is strongly recommended as these are institutions with various outreach programmes which can play an effective role in disseminating disaster awareness messages. Parent teacher associations can serve as one good vehicle for reaching residents. Students can take part in a poster competition or be encouraged to participate in a hazard hunt around their homes and communities and present their findings in the school or at a special event for families.

- Set up a display poster with brochures at the local library or community market

- Ask war veteran groups or youth clubs to assist with planning and setting up a disaster awareness booth or stage at a fair, festival or market

3.4.5   Partnering with the local media

Media partners can disseminate preparedness and mitigation messages through an article, editorial coverage or donated advertising space. Media contacts need to be cultivated early on and occasionally nourished and renewed.

3.5   Schedule the time and location of DA assets for maximum impact

3.5.1   Timing and location

When scheduling a DA event, it is important to select a time and place that encourages attendance and will best capture the attention of the intended audience. Generally, DA events should not be planned near or during holiday periods as they will compete for attention. The location for a DA event should coincide with a place where your primary audience commonly visits, works or plays.

3.5.2   " Piggy-back" on other events

Rather than organise an entirely new event, one can profit by "piggy-backing" on someone else's event. For example, DA planning teams might decide to coordinate their event with local festivals, fairs, town meetings, market days and community gatherings. The planning team may also approach a local health clinic and ask them to distribute flyers or brochures to their visitors. The idea is that efficiency and cost-savings can result from grafting your DA message or event onto an already ongoing effort or event.

International Federation
of Red Cross and Red Crescent Societies

3.5.3   Plan annual events

The chance that a DA activity will have an impact can be increased by making it an annual tradition. Many countries and communities, for example, have a disaster awareness week when many groups and organisations disseminate disaster awareness and community preparedness messages.

3.5.4   Disaster seasons

Some disasters are cyclical and are associated with specific seasons. For example, wildfires are likely to occur in the summer - autumn period. Severe flooding usually occurs in the spring. When potential disasters are seasonal, the pre-season period is a time when people are receptive to hearing messages related to preparedness: clean-up, warnings, possibility of evacuation, etc.

3.5.5   Post disaster activities

Public awareness of a disaster is highest following a disaster. For example, the entire world was attentive to the risks associated with nuclear power after the Chernobyl nuclear reactor accident in May 1986. Many local communities used this event as a way to publicise the dangers, risks and preparedness measures associated with nuclear reactor plants in their own vicinity.

Disaster Awareness Week in Fiji

Fiji is a country that has experienced several destructive cyclones in its history. Cyclone Oscar in 1983 and cyclones Eric and Nigel in 1985 caused a total estimated damage of US$ 1,234 million. In 1993, cyclone Kina resulted in losses exceeding US$ 300 million. Flooding associated with these cyclones left thousands of people homeless, damaged a large percentage of crops and ruined infrastructure and private property. In a country such as Fiji, where resources for large mitigation projects are limited, comprehensive public disaster preparedness becomes very important as a risk reduction strategy.

Every year, therefore, the Fiji Red Cross and other concerned organizations and groups join together during "Disaster Awareness Week," held just before the beginning of cyclone season, which extends from November through April. Messages emphasized during this week include: health, personal safety, preservation of food, construction of shelter and effective utilization of available resources. During the week, radios are broadcasting disaster preparedness messages, daily newspapers carry articles highlighting the effects of previous disasters, schools hold writing contests on the theme, "How to Reduce the Impact of Disasters," and NGOs and the Fiji Red Cross assist in the distribution of pamphlets, brochures and calendars.

Adapted from "Disaster Awareness Week in Fiji," by Rishi Raj, Ministry of Infrastructure, Samabula, Fiji, *Stop Disasters Newsletter*, No. 14, July-August 1993, p. 19.

3.6   Brainstorm potential DA activities

Generally, prior to developing a DA initiative, the planning team should spend some time brainstorming ideas about the kinds of activities and mediums they might use to deliver the message and information. For example, if the purpose is to increase the level of awareness among children ages 7 to 10 about home fire safety, a list of brainstormed ideas might include:

- Presentations in the school by local fire fighters
- Inclusion of disaster preparedness topics in teachers' lesson plans
- School game-quiz
- A "disaster preparedness" clown at the local circus

- Hosting a poster contest where children create posters with disaster preparedness messages
- A disaster preparedness colouring book
- Song to be played on the radio
- Cartoon on television
- Posters to hang in markets, libraries, and other public places
- TV program on disaster preparedness

After brainstorming a list of ideas, the planning team can more carefully consider a range of options. This broad approach is a more effective way to begin as opposed to choosing the first idea that is suggested. Once a generous list is developed, ideas can be evaluated according to a set of criteria. These criteria might include:

- Can the activity be completed in the given time-frame?
- Is it affordable (or, can the resources be found)?
- Are the necessary people and volunteers available?
- Will the activity reach the greatest number of people in our primary audience?

3.7 Select the communication medium and activities

3.7.1 Communication mediums

Each primary audience will respond differently to various presentations and methods of information dissemination. If resources allow, it is best to vary the format of the message and communicate it in more than one way, and more than once. If the planning team knows its audience, it will be easier to select the most effective means of reaching them. If the planning team does not know the habits and preferences of their intended primary audience, this information must be researched. Once the message has been created and a medium selected, it is best to test it on people who are representative of the target audience and get their critical feedback.

The following is a non-exhaustive list of potential mediums:

- Fact sheets
- Brochures
- Newspaper articles or advertisements
- Booklets, leaflets
- Posters
- Bookmarks
- Gameboards
- Radio and television
- Cartoons
- Photographs

- Talks or presentations
- Theatre and plays
- Emergency drills and exercises
- Shopping bags
- Telephone directories
- Matchbox covers
- Special information displays, for example, at libraries or major stores

- Community gatherings/meetings of various kinds
- Presentation or lessons in school
- Existing government programs (e.g. health education programs), which include short informational pieces on preparedness and other disaster-related matters

The insert below provides an example of a multi-faceted cyclone awareness campaign organised by the Bangladesh Red Crescent Society.

Comprehensive community cyclone awareness in Bangladesh

The Bangladesh RC implements the following public awareness activities along the cyclone prone coastal areas, in support of its Cyclone Preparedness Strategy:

Public awareness through volunteers: As part of their training, RC volunteers in the affected communities learn ways to contact, motivate and disseminate cyclone preparedness awareness in their communities.

Cyclone drills & demonstrations: These are frequently held by the volunteers and local people and attended by many villagers in affected communities.

Staging dramas: To raise awareness in villages prone to cyclone disasters, National Societies have engaged experienced dramatists to stage a drama depicting the significance of preparedness. Over 200,000 people have witnessed these dramas.

Posters, leaflets and booklets: These are regularly distributed to people in coastal areas. A special directive on evacuation, interpretation of warning signals, and instructions to fishermen have been published and distributed throughout the cyclone affected communities.

Film/video shows: Documentary films/videos on disaster and preparedness are shown in the coastal villages in cooperation with the Bangladesh Meteorological Department and the Films and Publication Department of the Government.

Publicity campaign: Immediately before the cyclone season, a publicity campaign is organised with the government officials, NGOs and the local public to familiarise and create awareness on Cyclone Preparedness.

Radio/television: Before the cyclone season begins, arrangements are made with national T.V. to telecast films relating to disaster preparedness. Special features on disaster preparedness are also broadcast over Radio Bangladesh.

Source: CPP At a Glance, Cyclone Preparedness Programme, Bangladesh Red Crescent Society.

3.7.2 Activities and events for raising disaster awareness

Each disaster awareness initiative and activity is distinct and should be tailored to the particular population and primary audience. DA planning teams can benefit from studying the DA experiences and ideas of others. The following lists can be used to stimulate creative thinking among the planning team about how they might deliver DA messages and information.

- Create displays in public buildings or gathering places to portray past disasters and responses
- Set up markers to remind residents of past incidents
- Arrange tours to show local officials key locations, such as high water marks
- Ask the local telephone company to include emergency information in its annual directory, e.g., maps showing floodplains or the location of emergency shelters
- At times of seasonal risk, ask utility companies to include "stuffers" with their bills, identifying hazards and instructing citizens what to do when disasters strike
- Ask employers to distribute risk information brochures to their employees
- Post seasonal information in a variety of places—on milk cartons, bread wrappers, shopping bags, etc.

- Create a speaker's bureau to guarantee that any service organisation, parent-teacher group, or church group can learn about emergency planning
- Get your local mayor or governor to declare a Disaster Preparedness Day or Week. Each year, plan local events around this day (or week)
- Hold a poster contest for local students to design posters with preparedness messages. Invite an elected official and a member of the media to serve as judges. Sponsor a ceremony announcing the winner to provide an opportunity to promote your messages to a wider audience

3.8   Planning community disaster awareness strategies

Planning and implementing the actual DA strategy requires the use of basic project management skills. Once the broad objectives are set and the primary audience identified, planners should consider the detailed tasks and steps to implement the activity. The planning team also needs to identify required resources, develop a budget and locate the funds to implement the initiative. Useful planning tools include Gantt (or Bar) charts, action plans and project budgets. The module, "Project Planning," provides useful guidelines and tools for doing this planning.

Annex 1—Planning Worksheet

This worksheet can serve as a disaster awareness activity planning guide. Refer back to the module if you need more information on how to complete a specific section of this worksheet.

I. *Title of disaster awareness initiative or activity:*

II. *Target community (or communities):*

III. *Purpose:*

IV. *Specific objectives:*

V. *Main disaster themes to include:*

VI. *Primary audience and characteristics:*

- Age range:

- Locations where they most often frequent:

- Cultural, social activities that they are involved in: Where do these activities take place?

- Preferred modes of receiving information:

- What do they know about the hazard and the risks associated with it?

- Literacy/education level:

- List other characteristics here:

- Where might I go and with whom might I speak to get more information on this primary audience?

VII. *Planning Team*

List everyone and anyone who might be interested in planning and implementing this activity, and what role they might play. Who should contact them and invite them to be on the planning committee?

VIII. *Collaborative community partnerships*

Brainstorm (discuss) a list of potential partners. Use a table like the one below to define specific roles for each partner.

Name of person or organisation to involve	What would their role be? What input might they provide?	When to bring them into the process
e.g. Local firefighter	Speak at schools, park fire truck in front of library to draw attention to the display inside	At specific points in the planning process and during the event itself
e.g. Local civil defence	Participate on planning committee	Throughout the entire process

IX. *Communication mediums and formats*

What mediums will I use for communicating the disaster awareness message?

Who will I involve in critiquing and giving feedback on this activity and any public education material produced?

Annex 2: Gantt chart

Use the following chart to schedule the major tasks required for planning and completing the initiative.

GANTT Chart Example

Tasks	Time-frame (Insert Weeks, or Months)						

Action planning

Use the following chart for your action planning.

Disaster awareness project title:				
Tasks	Person or Partner responsible	Task begin date	Task due date	Resources needed

Increasing
Community
Disaster Awareness

Disaster Preparedness Training Programme

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Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. These trainer's notes suggest one way to conduct a short four-hour workshop to introduce participants to planning and designing community disaster awareness initiatives. It is intended to stimulate participants' thinking and enhance their awareness about this topic. Participants will get an opportunity to draft a strategy for implementing a community disaster awareness initiative and to design a disaster awareness activity.

You are encouraged to analyse your own situation and adapt the course as necessary. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints. This workshop planner can assist you in preparing and tailoring the course to fit the specific needs of your workshop.

I.   Overarching course objectives

What are your overarching or broad reasons for holding this course? What do you hope it will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, list how this will be accomplished. List your reasons below.

Reasons for this workshop	Ways this will be accomplished
Example: To build skills in planning and designing disaster awareness initiatives	*Participants will get an opportunity to develop a strategy and design disaster awareness activities.*
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

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II. Training objectives and training methods

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

   1. What should participants know about project planning that they don't know already?

   2. What should participants do differently?

In order to answer the above two questions, you must have an idea of your trainees' experience and knowledge related to community disaster awareness initiatives. *How will you assess their knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Develop skills in planning disaster awareness strategies	• *Trainer makes brief presentation on key elements of a disaster awareness planning strategy* • *Participants plan DA strategies in small groups*

III. Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table can be used to draft your workshop agenda. The questions are helpful to think about as you decide on the timing and methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑ Have you varied the workshop methods? (For example, a presentation is better followed by a good group exercise than by another presentation.)

❑ Have you built in practical activities where participants can apply and discuss what they have learned or heard in a presentation?

❑ If networking is an important course objective, have you allowed enough time for participants to meet informally during breaks and meal times?

❑ Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that are required?

Increasing Community Disaster Awareness
4 Hour Workshop

Workshop objectives

This workshop is intended to introduce participants to planning and designing community disaster awareness initiatives. It is meant to stimulate participants' thinking and enhance their awareness about this topic. Participants will get an opportunity to draft a strategy for implementing a community disaster awareness initiative and design a disaster awareness activity.

Workshop audience

This workshop is intended for IFRC delegates and National Society staff or volunteers who want to increase their awareness of how to plan and design community disaster awareness initiatives. This workshop assumes that participants have only a basic knowledge or exposure to this topic. Individuals with a lot of public education or community awareness experience would make excellent technical advisors and resource people for this workshop.

Pre-workshop planning

- Arrange for workshop venue, logistics, training materials, etc.

- Send an invitation to participants and request that they bring examples of community disaster awareness activities that they have implemented or produced in the past.

Using the accompanying training module

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialists in this theme should be able to prepare and present the points and concepts suggested in these trainer's notes.

Increasing Community Disaster Awareness

Purpose

Disaster awareness initiatives inform the general public about specific hazards which pose risks to them and risk reduction measures they can take before, during and after specific hazard occurrences. Participants will identify and outline the major planning elements for a disaster awareness initiative. They will also develop and present a simple disaster/hazard awareness message.

Methods

- Mini-presentation and discussion on major points
- Group activity which engages participants in designing plans for a disaster awareness initiative and then critically examining these plans
- Group activity which engages participants in designing and presenting a specific disaster awareness message using a creative public communication medium (poster, brochure, skits, radio announcement, television public service announcement, etc.)

Time required

4 - 4 1/2 hours

Materials

- Disaster awareness module
- Flip-chart paper
- Coloured markers

Tips for the trainer

The trainer should be familiar with the essentials of planning disaster awareness initiatives and activities—either through actual experience and/or by reading the accompanying module. The trainer may want to invite someone with a lot of public education or community disaster awareness experience to participate in the workshop as a resource person.

Procedure

I. Introduction   10 minutes

A. Introduce the activity by outlining the purpose and the process

B. Ask participants if they have ever been involved in planning or conducting a disaster awareness initiative. Ask two or three participants with experience to briefly describe the basic nature of the initiative, the main goal or aim, the target audience and the communication medium that they used.

C. Use the overhead to explain that planning a disaster awareness initiative is similar to planning other projects. The same five basic steps must be followed:

- Specify the AIM of the initiative

- Identify and understand the TARGET AUDIENCE

- Form a PLANNING TEAM and involve others (collaborative partnerships)

- Choose the communication MEDIUM

- TIME the event for maximum effect

- Create, implement and monitor an ACTION PLAN

Planning community disaster awareness initiatives

Develop, implement & monitor action plan

Choose communication medium

Form a planning team

Determine target audience

Specify purpose & objectives

The trainer should elaborate on each of these points by making reference to the key points presented in the module. One point that should be emphasised is collaborating with community leaders and partner organisations.

As discussed in the module, it is also important to stress that planning disaster awareness and disaster preparedness activities in isolation from people's daily lives will rarely succeed. Therefore, it is best to link these activities to ongoing and immediate daily community needs, problems and activities such as basic health care, water scarcity and potability, sanitation concerns, employment and community based first aid. People's interest in disaster preparedness fades if it has been a long time since a disaster. By becoming more involved in the life of the community,

officials with disaster preparedness responsibilities develop greater credibility with residents and find it easier to discuss disaster preparedness topics.

While this module focuses specifically on disaster preparedness awareness messages, National Societies should explore ways to integrate these messages into a more holistic community education approach.

D. Explain that participants will get a chance to practice and discuss these steps in the following activity.

II. Participant Exercise #1   55 minutes

A. Explain that this activity will focus on participants' planning skills with regard to conducting effective disaster awareness initiatives. The second exercise will involve actually designing and presenting a community or public disaster preparedness message.

B. Have participants form three small groups. Give them the following instructions:

Disaster awareness for reducing risks associated with common hazards

Your group has been asked to plan a disaster awareness initiative to reduce the risks associated with one of the following hazards (each group should choose one hazard only)

   1. Earthquakes   2. Common disease or epidemic   3. Floods

Each group must discuss and agree on the following:

1. The specific aim(s) of the disaster awareness initiative
2. Two specific target audiences (you must justify why you chose them). Be as specific as possible
3. The main risk reduction messages or points to communicate
4. What other people, groups and organisations would be involved in the initiative, why and how they would be involved
5. How you might integrate this initiative with other ongoing National Society initiatives and programmes?
6. The communication mediums or methods to use and why. (Choose at least 3 distinct types or strategies)
7. The main planning steps and actions that must occur for to implement the initiative

You will be asked to present your disaster awareness initiative plans:

You have 30 minutes to prepare your plan and 7 minutes to present it back to the larger group

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C. Monitor the process and assist where necessary

D. Ask the groups to present their initiatives—each group has 7 minutes

E. Make sure that each group addresses all of the six tasks described in the box above. Also, when the groups describe their target audiences, communication mediums and collaborating partners, ask them to explain why they chose those and not others.

III. Presentation and Debriefing #1   20 minutes

A. After each of the presentations, ask the other participants:

- What did you like about the group's disaster awareness initiative & plan?

- What were its limitations?

- What specific suggestions or recommendations would you give to this planning team? Why?

- Could the proposed initiative be integrated with any ongoing programmes? How?

- Summarise the main points, themes, issues and recommendations

IV. Break   15 minutes

A. Tell participants they have 15 minutes for a break. They will need to return promptly from the break in order to begin the next exercise.

V. Participant Exercise #2   70 minutes

A. Present some of the different ways that can be used to deliver community disaster awareness messages (e.g. radio announcements, posters, dramatic skits, quizzes, competitions, emergency drills and demonstrations, etc.) Refer participants to sections 3.6 "Brainstorm potential DA activities" and section 3.7 "Determine the proper communication medium" in the module. This presentation should stimulate their thinking about the communication medium that their group will use to present a disaster or hazard awareness message.

B. Participants should stay with the same groups that they worked with in the first exercise. They have 60 minutes to decide on the specific disaster or hazard awareness message and design and prepare the medium that they will use to present it to the class. This might be a skit, a mock 3-minute television announcement, a 60-second radio announcement, a colourful poster, etc.

VI. Group presentations   40 minutes

Each group is given up to 10 minutes for their presentation and feedback from the other participants.

VII. Debrief and wrap-up   30 minutes

A. Discuss some of the following points:

- How does a vague or unclear aim/purpose affect the overall effectiveness of the planning and the actual initiative?

- What difficulties or challenges might arise when creating a risk reduction message (e.g. vague message, attempt to transmit too much information, unattractive medium/design, etc.)?

- Opportunities for involving others and developing collaborative partnerships

- Ask participants to brainstorm a list of criteria for planning and designing disaster awareness initiatives aimed at reducing risks. List their criteria on a flip chart (e.g. simple and clear messages, visually appealing, clearly identified aim and target audience, transmission of only a few main points, timing the message to coincide with a major event, etc.)

B. Ask each person what lesson they have learned about effective communication of disaster awareness messages. List their responses on a flip chart.

Disaster Emergency
Needs Assessment

Assess Situation

**Choose Objectives &
Identify Alternatives**

**Implement
Response**

Disaster Preparedness Training Programme

International Federation
of Red Cross and Red Crescent Societies

Table of Contents

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic. Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
- A general reference material on disaster preparedness
- Training and workshop modules and trainer's guides
- An orientation to disaster preparedness for Delegates and NS officers
- A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Disaster Preparedness	Preparedness Planning	Risk Reduction
Increasing Community Disaster Awareness	**Disaster Emergency Needs Assessment**	Disaster Programme Information and Reporting
Improving Coordination	Improving Basic Training Skills	Project Planning

Acknowledgements

These nine modules and their accompanying trainer's notes were prepared for the International Federation by INTERWORKS, a consulting group with disaster management training and consulting experience in over 60 countries worldwide. Review and critique of these modules were provided by a team of Central Asian disaster management specialists, the disaster preparedness officers of five Central Asia National Societies, the Federation disaster preparedness staff in Geneva and delegates in Central Asia, the Caribbean and East Africa.

The following documents served as references for the compilation and writing of this particular module:

1. *Building Capacities for Risk Reduction*, Lynne Bethke, Paul Thompson, James Good of InterWorks for UN DHA Disaster Management Training Programme. 1997.

2. *Disaster Assessment*, 1st edition, Module prepared by R.S. Stephenson, Ph.D., UNDP/ UNDRO Disaster Management Training Programme, 1991.

3. *Humanitarian Charter and Minimum Standards in Disaster Response*, The Sphere Project, 1999 web page, http://www.sphereproject.org.

4. *IFRC Handbook for Delegates,* 1997, Needs Assessment, Targeting Beneficiaries.

5. *Introduction to Hazards*, 3rd edition. Sheila Reed of InterWorks for UN DHA Disaster Management Training Programme. 1997.

6. "Preparation of an Appeal for International Assistance for Disaster Response Operations: Guidelines for Pacific Red Cross National Societies," revised RDS - September 1997.

Disaster Emergency Needs Assessment

Aims and audience

This module introduces basic concepts and approaches related to disaster situation and emergency needs assessments and presents post-disaster assistance needs typically associated with various types of natural hazards. In addition, this module presents a disaster assessment reporting format that National Societies can use for reporting purposes. This module is appropriate for staff and personnel with little experience in conducting disaster needs assessments or completing international appeals forms following a disaster, but who have responsibility for these functions. This module does not cover address needs assessments for identifying specific and detailed sectoral needs—this is usually the work of sectoral specialists.

Main points

- the purpose of disaster needs assessment
- the link between disaster needs assessments and emergency response decision making
- basic methods and tools for collecting assessment information and ways to minimise assessment bias
- typical adverse effects and post-disaster needs commonly arising from specific hazard types
- disaster needs assessment reporting format
- priorities in emergency response and needs assessment
- sample format for survey of household emergency needs

1.   Overview of disaster needs assessment

1.1   Role of National Societies in disaster response

In the event of a disaster causing extensive damage and/or loss of life or casualties, the responsibility of the National Society (NS) in that country is to provide humanitarian assistance to those affected by the disaster.

The actual form of assistance to be provided and the specific role of the NS in disaster relief operations should be negotiated with the Government beforehand and incorporated into the NS Disaster Preparedness Plan and the Government Plan where possible. The NS in such an operation will always act as an auxiliary to the Government within the mandate of the Fundamental Principles of the Red Cross and Red Crescent Movement. Once the NS has established its specific role in the relief operation, it is then essential to proceed as quickly as possible to implement it. A disaster needs assessment will help guide implementation of the response.

1.2   Purpose of disaster needs assessments

A disaster needs assessment will serve two primary purposes for the NS. First, it will inform the NS's own response priorities and plans. Second, it can support the NS's international appeal for outside assistance should the disaster be of such a magnitude that the NS cannot meet its humanitarian obligation within the limits of its own resources. The format included in Annex 1 can be used to form the basis of an international appeal for assistance coordinated through the Federation or can be used to facilitate a disaster needs assessment, even when an appeal is not required.

In the latter case, the disaster needs assessment will help NS emergency response decision-makers determine and implement appropriate emergency response measures. To plan effective response efforts, decision makers need to know:

- ✓ whether or not an emergency exists

- ✓ the demographics of the affected population and the number of people affected

- ✓ the details of the emergency (cause, location, magnitude of disaster, etc.)

- ✓ the condition of the affected population (mortality and morbidity rates)

- ✓ the local response capacities and available resources, including organisational and logistical capabilities

- ✓ the extent and type of life-saving needs and priorities

- ✓ the likelihood of additional future problems or needs

The starting point for any assessment is identification of the eventual users of the information and their particular information needs. Data, which include perceptions, numbers and facts, only become useful information when they are meaningful, relevant and understandable at particular times and places, for specific purposes.

1.3   Emergency response priorities

Disaster emergency response should address the immediate and priority needs resulting from a disaster. Common priority emergency needs following a disaster include the following list. The disaster assessment will need to determine the existence of these needs as well as their scope.

1. Provide basic life support needs: drinking water and sanitation, adequate food, appropriate medical assistance, shelter (through housing and clothing) and fuel (for cooking and heating)

2. Protect disaster victims from physical violence and aggression, particularly in disasters involving refugees and internally displaced persons

3. Address the psychological and social stress caused by the disaster, providing the victims with psychological and social support

National Societies and the Federation are invariably active at the first level, occasionally at the second and increasingly at the third. Once the basic life support needs are met, attention can be directed to other less urgent but important needs.[1]

2.   Emergency response based on emergency assessments

Organisations involved in emergency response should assess the emergency situation and choose their objectives before implementing response activities. Organisations that provide relief without first assessing the disaster impact, the resulting needs, and the local response capacities will most likely offer assistance that is unnecessary and inappropriate and which supplants local efforts. Ideally, an emergency response should consist of the following three stages: assessing the situation, choosing objectives and identifying intervention alternatives, and implementing response based on the objectives and alternatives.

Assess Situation

Choose Objectives & Identify Alternatives

Implement Response

Emergency Response Decision Making Process
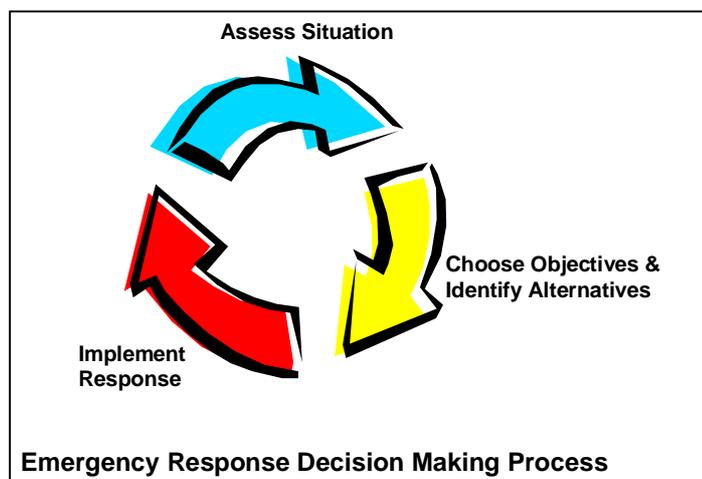
As the diagram implies, disaster assessment should be an ongoing and repetitive process. This reflects the fact that circumstances, information availability, and emergency needs change over time.   When and how often different assessments are conducted will depend on the type of disaster, available resources and specific information needs. Generally, information should be collected more frequently the more a situation changes and when there are critical developments, such as a secondary disaster, new population movements or an epidemic outbreak. The objectives of the assessment and the data-gathering techniques will change as the response evolves. Initial assessments can be quick and unrefined, but should improve as more time and data become available.

It is clear that effective interventions are time-critical and rely greatly on resources already present in the affected area. Most of these can be pre-planned. In the immediate aftermath of a disaster, there will be insufficient time for extensive or detailed assessments and the organisation of large-scale external support. For earthquakes, in particular, search and rescue and early emergency medical care must rely substantially on local resources. Accurate and credible information telling decision-makers what is not needed can help reduce the overall complexity of the logistical response.

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[1] IFRC Handbook for Delegates (1997): Needs Assessment, Targeting Beneficiaries. p. 657.

2.1   Assessing the situation

At the outset of any emergency, initial assessments should be timely and inform emergency responders about critical and immediate life-saving needs. In disasters—especially rapid onset disasters or sudden population influxes—there will be great uncertainty about the actual problems. Therefore, decision makers should use a systematic assessment approach to develop a picture of where people are, what condition they are in, what they are doing, what their needs and resources are, and what services are still available to them. After an initial assessment, more in-depth emergency needs assessments need to be conducted to collect information related to critical sectors and technical areas of concern.

The minimum humanitarian standards in disaster response developed by the Sphere Project can assist organisations in prioritising information collection needs and planning an appropriate level of response.[2] It is important that before the field assessment is conducted, the logistics of conducting the assessment and the standards that will be used are agreed upon by everyone on the assessment team. Assessment tasks should be assigned accordingly. The Sphere Project includes information on the following sectors:

- Water supply and sanitation

- Nutrition

- Food aid

- Shelter and site planning

- Health services

In addition to these sectors, assessment teams may want to collect information on personal and household needs; agricultural, economic and infrastructure damage; and the political and security situation.

2.2   Choosing objectives and identifying alternatives

Initially, this stage requires **analysis and interpretation** of the data with a focus on identifying the risks to various populations. There should be an attempt to define alternatives for reducing immediate risks. It is important to have a detailed understanding of the general risks associated with a particular type of emergency and how these may change (see Section 7 of this paper for more detail). Some general risks frequently present in the emergency phase are:

- Continuing presence of hazard agents—secondary flooding, fire, landslides, extreme cold, chemical pollution, etc.

- Loss of "lifeline services"—clean water, waste disposal, medical treatment

- Inadequate supply of emergency clinical services

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[2] The entire manual, *Humanitarian Charter and Minimum Standards in Disaster Response*, can be downloaded from the **The Sphere Project** website http://www.sphereproject.org, or can be ordered through Oxfam publishing at Bournemouth Book Centre (BEBC), PO Box 1496, Parkstone, Dorset BH12 3YD, Tel: +44 (0) 1202 712933, Fax: +44 (0) 1202 712930. The Sphere Project can be contacted at: P.O. Box 372, 1211 Geneva 19, Switzerland, Tel: (41 22) 730 4501 Fax: (41 22) 730 4905.

- Inadequate supply of essential foods
- Effects of severe climatic conditions exacerbated by lack of shelter, warm clothing or heating fuel

Given adequate information, central decision makers will be able to gauge local response capacity (including government, Red Cross and Red Crescent) and decide how best to use existing resources for immediate relief. In addition, they will determine their own agency's response objectives and intervention alternatives. If the affected population is in need of food aid, an agency must decide how best to provide it. Should it purchase the food outside of the affected area and transport it in? Should they attempt to purchase food on the local market? Or, should food be provided as part of a "Food-for-Work" program?

A second important element in this stage is forecasting—an attempt to develop a set of predictions based on the relationship between needs, resources and changing conditions over time. In particular, assessors should judge whether resources can actually be made available in time to deal with particular problems before their importance fades. Forecasting is particularly critical early on, when the pattern of need is changing very quickly. For example, decisions on emergency medical care and search and rescue during earthquakes are so time-sensitive that even a few hours delay can lead to an almost total waste of resources. There will also be a need to identify major secondary threats to survivors, such as secondary flooding or landslides, damage to chemical plants or fuel storage fires, etc.

2.3   Implementing response plans

In the early phases of a disaster, assessment activities give decision makers the information they need to set the objectives and policies for emergency assistance. In addition, assessment information helps decision-makers take account of the priorities of the affected population and decide how best to use existing resources for relief and recovery. Response planning and implementation involve allocating and scheduling resources—including people, equipment and supplies—to meet specific relief objectives and later to fulfil recovery and development goals. During this stage, assessments provide information on the progress of recovery, highlighting areas requiring further analysis and intervention.

3.   Disaster needs assessment reporting

While the precise assessment approach to use depends on the exact type of hazard, the following diagram illustrates the concept of conducting ongoing and repetitive assessments throughout the phases of a disaster. The diagram is followed by a more in-depth discussion of the different types of assessment reporting needs.

Ongoing assessment approach for rapid-onset natural disasters						
Pre-disaster	disaster		**Post-disaster**			
	When possible	First 10 hours	12-36 hours (& then, as needed)	7-15 days	30-60 days	3 months
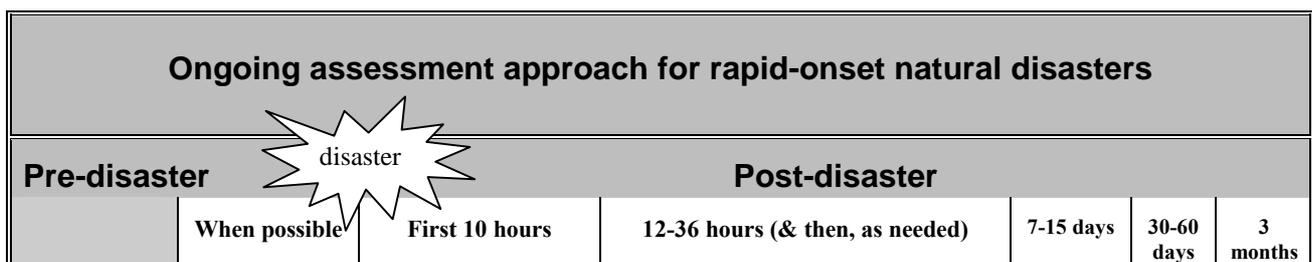
Assessment type	Forecasting & early warning	Disaster (early) notification	More detailed disaster needs assessment	Ongoing monitoring of situation and needs
Information needs	**Collect and disseminate early warning information** (especially for flash floods, tsunamis, storms, volcanoes, forest fires, etc.)	**Alert headquarters** • Disaster type, date • # casualties reported • # properties damaged and type of damage • Immediate emergency priority needs (e.g. search & rescue, first aid)	**Assessment team** • Disaster magnitude • Geographic area affected • Detailed assessment of needs and resources and other responders • Define intervention for ensuing weeks and months (if necessary)	**Continued monitoring and assessment** • Ongoing situation, response and needs • Changes in status and needs • Need for longer-term assistance and rehabilitation (after 3 months) • Plan of action for assistance to continue past 3 months

3.1   *Forecasting and early warning*

For many types of natural disasters—flash floods, storms, forest fires, volcanoes, tsunamis—forecasting and early warning information and communication systems need to be in place. Assessments for these systems collect and disseminate information on the potential development of the disaster, and determine the extent to which affected populations are taking measures to protect lives and facilities from expected hazard impact. Capable organisations will also want to prepare for the implementation of post-disaster response and assessments.

3.2   *Disaster early notification*

In the first few hours of a disaster, decisive action is necessary. In sudden onset disasters, local officials should issue a preliminary "disaster early notification" as soon as possible after the disaster occurrence—preferably within the first 10 hours after a disaster. This early notification alerts headquarters that a disaster has occurred and approximates the magnitude and location of the disaster and immediate priorities, such as search and rescue, and on-site first aid.

3.3   *Disaster needs assessment*

Early notification is followed by a more complete disaster needs assessment usually within the first 12-36 hours after the disaster occurs. This assessment will provide additional general information about the disaster: the damage, urgent needs and priorities, and actual response measures being taken. Disaster needs assessments will need to be updated as more information becomes available and as the situation changes. For a sample format that National Societies can use to conduct a disaster needs assessment, refer to *Annex 1: Disaster Needs Assessment Reporting Form.*

Usually within 36-72 hours after a disaster occurs, a team of sectoral specialists should conduct a rapid, yet detailed assessment of specific damages, resources, response mechanisms and precise needs within the different sectors: water and sanitation, emergency health, food and nutrition, shelter and household needs, infrastructure and communications, etc. Their job will be to forecast sectoral needs for the next 3-7 days, 7-28 days and 28-90 days. If it appears that the emergency will extend from weeks into months, then these specialists should help define specific interventions for the ensuing months.

3.4   Monitoring

After the first three days, additional assessments should be planned as needed, e.g. 7-15 days, 30-60 days, and 3 months after the disaster occurrence. Newly evolving circumstances, local efforts and capacities and official response measures will all affect the status of the emergency situation and needs. It is important to monitor the situation and the evolving needs over time to gauge whether additional or longer-term assistance is required. The performance of the emergency response program also needs to be monitored for effectiveness, and modifications made accordingly.

4.   Assessment sources and methods

Information for the assessment report can be compiled from existing literature, relevant historical material, pre-emergency data and from discussions and interviews with appropriate, knowledgeable people including donors, agency staff, government personnel, local specialists, female and male community leaders, elders, participating health staff, teachers, traders and so on. There are a variety of assessment methods that can be used to collect data. On-site visual inspection, interviews and sampling are commonly used methods.

4.1   On-site visual inspection

On-site visual inspection is an excellent way to become familiar with a disaster situation. Experienced observers can gather information quickly if they know what they are looking for. Further investigation is often needed, however, as some details may be hidden from view. Combined with interviews, on-site visual inspection is a good method for an initial assessment.

On-Site Visual Inspection Tasks

- Observe people's physical condition and activities; ask questions

- Visit homes or shelters, water sources, clinics, distribution centres

- Observe children, the elderly and the sick

- Observe the daily lives of women (use women as interviewers)

- Observe the services, vehicles, sanitation systems

- Make sketches, take photographs or use videos. Photos, video footage and even hand sketches are extremely useful in communicating to others the reality of the situation.

4.2   Interviews

Interviewing techniques can include interviews with individuals or with groups. **Loosely structured interviews** are conducted with key informants in the government, NGOs and within particular groups of the affected population including: local officials, local (non-official) leaders and experts, local media sources, and leaders of the affected population. The focus is on obtaining factual information that is cross-checked with other sources.

Group interviews, conducted with the affected population, local leaders, or officials, can be useful for cross-checking information with a number of respondents. In some cases group interviews may be valuable for getting a sense of the issues affecting all members of the group (rather than individual issues). Over-reliance on group interviews, however, may leave information gaps because there may be issues that are not discussed in groups or because some people may not be represented in public groups (especially women).

4.3   Sampling

Sampling is a method by which a generalisation about an entire population is made based on the characteristics of a subset (or sample) of the population. Attributes or proportions of a population are estimated through interviews or surveys with a representative section or sample of the population. Information collected through sampling methods includes written questionnaires and interviews.

There are two types of sampling techniques: **probability and non-probability**. Probability sampling is based on rigorous statistical methods. It is expensive and time-consuming to implement and requires special training to be used correctly. **Non-probability** methods are commonly used and rely on interviews with those who are most accessible (convenience sampling) or with individuals that are believed to be representative of the population of interest (purposive sampling).

4.4   Relying on secondary sources

National Societies will sometimes depend on government agencies, non-governmental organisations or community groups for their information. When relying on information provided by another organisation, it is important to carefully consider its accuracy and whether information from one source contradicts information from another. Especially, when using secondary data, check for consistency between multiple sources of similar data if possible. When evaluating assessment information, consider:

- Who did the assessment? What experience/expertise do they have in this area?

- How much time did the assessment team spend on-site? Did they visit the site?

- Whom did the assessment team interview? What important beneficiary groups did they fail to consider?

- If the assessment report contains statistical data, are they primary or secondary data? If they are secondary data, what is the original source? Does the team have the expertise to judge the validity of statistical information? If not, which experts should they consult?

- What is the possibility of a segment of the population (e.g. an ethnic, class, national, geographic, religious, or vulnerable group) being inadequately assessed?

- Considering the source of information, what biases may be reflected in the assessment findings?

- Does the NGO or government have an interest in presenting biased information?

- What are the government's interests in presenting biased information? Does the government's information appear misleading?

5. Minimising assessment bias

All data collection methods are subject to the problem of bias. Bias leads to misinterpretation of answers or mistaken analysis that draws conclusions from information which is not representative of the affected population. In the worst cases, programs based on biased information have caused harm to the populations they were meant to help and negatively affected agencies' reputations. Bias can result from leading questions (those which propose an answer), poorly worded or poorly understood questions, poor sampling techniques, or the particular bias of the assessors or reviewers. Specific forms of bias include:

Spatial bias
Issues of comfort and ease for the assessors determine the assessment site. Rather than travel into an area, the assessors conduct a "windshield" survey, never leaving the comfort or straying far from their truck.

Project bias
The assessor is drawn toward sites where contacts and information are readily available and may have been assessed before by many others.

Person bias
Key informants tend to be those who are in a high position and have the ability to communicate in a language known to the assessor. They may or may not be conscientious, insightful or respected by those they are purporting to represent.

Season bias
Assessments are conducted during periods of pleasant weather or areas cut off by bad weather go unassessed. Thus, many typical problems go unnoticed.

Mandate or specialty bias
The specialty or mandate of the assessor blinds them to needs outside of his/her specialty. For example, a shelter specialist may primarily only assess shelter needs, neglecting nutrition and water needs.

Political bias
Informants present information that is skewed toward their political agenda. Assessors look for information that fits their political or personal agenda.

Cultural bias
Incorrect assumptions are made based on one's own cultural norms. Assessors do not understand the cultural practices of the affected populations.

Class/ethnic bias
Needs and resources of different classes of people or different ethnic groups are not included in the assessment. Local assessors may have this ethnic bias, or the key informants may only represent one social class or ethnic group.

Interviewer or investigator
Assessors may have a tendency to concentrate on information that confirms preconceived notions and hypotheses, causing them to seek consistency too early and overlook evidence inconsistent with earlier findings. Assessors may also exhibit partiality to the opinions of elite key informants.

Key informant bias

Biases of key informants are carried into assessment results.

Gender bias
Assessors only speak to men or male interviewers survey women, or vice versa.

Time of day or schedule
The assessment is conducted at a time of day when certain segments of the population may be over- or under-represented.

Sampling bias
Respondents are not representative of the population.

Being aware of different types of bias is the first step in minimising its impact on your assessment.

5.1   Triangulation

Triangulation is one method for minimising bias that requires the assessors to seek out, compare and correlate several sources of information. Triangulation is based on the principle that data must be obtained from at least two other known points (see picture below). Information for emergency assessments must come from different sources to provide a relatively accurate assessment of the situation.

Principle of Triangulation
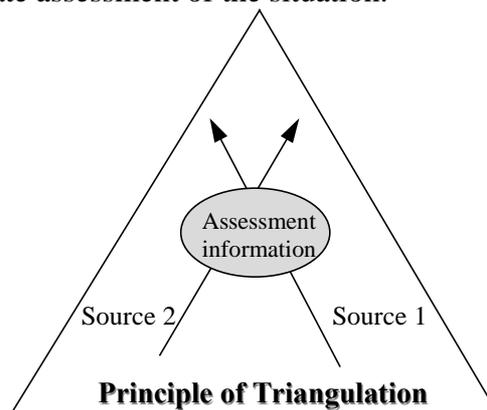
Triangulation may be achieved through the use of different assessment techniques or approaches or by using different indicators of the same phenomenon and consulting different sources. The different approaches or indicators may be compared to the two arrows in the diagram above. The key to using different approaches is to find dissimilar methods or techniques that will not be subject to the same type of bias. Do not rely on a single method or a single measure of a problem. Triangulation can be applied to almost all aspects of the preparation and implementation of an emergency assessment.

5.2   Team and joint assessments

Using a team assessment approach, and paying attention to the composition of the assessment team is another way to minimise bias. By including a variety of specialists and generalists on the team and by striking a gender balance, many types of biases can be avoided. The following box provides an overview of roles and competencies that might be considered when composing assessment teams.

Assessment Teams

√   Team coordinator/liaison
√   Logistics specialists

√   Public health—epidemiologist

√   Food and nutrition specialists

√   Shelter specialists

√   Environmental health/water supply
    specialists

To add additional perspective and diversity to the team, the team may also include a mix of local and external team members. Local people may know the local situation and customs but may also bring certain types of local biases and preconceptions damaging to the accuracy of the assessment. The external "outsider," on the other hand, while less familiar with the situation, may be able to provide the expertise and perspective of distance that is also needed in making useful assessments.

6.   Assessment tools

Checklists, gap-identification tables, and questionnaires are assessment tools that can assist in conducting systematic emergency situation and needs assessments.

6.1   Checklists

Checklists are perhaps the easiest and most complete tools for a rapid initial assessment. A checklist is an abbreviated list that prompts assessors to remember key points and ask certain questions; they can also be useful for documenting responses. (For examples of checklists, see Annex 2 "Rapid Needs Assessment Checklist," or the attached Sphere Sample Checklist for Initial Health Assessment in Annex 4).[3] The categories represented on reporting Form ENA-1 in Annex 3 can also serve as a checklist of questions to ask and information to collect.

6.2   Gap identification charts

Gap identification charts, illustrated in the following diagram, are used to organise information and highlight "gaps" between needs and resources in an emergency response.

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[3] The Sphere Project Manual has additional checklists and questionnaires for the various sectors.

Emergency response gap identification chart								
Emergency response needs	Affected Popu-lations	Local Govern-ment	National Govern-ment	Civil Defence	Red Cross/ Red Crescent	Ministry of Health	United Nations Agencies	Other Interna-tional organi-sations
Medical								
Public health								
Food								
Shelter								
Water								
Sanitation								
Clothing								

The emergency response needs are listed in the first column and the various emergency response actors, including local populations, are listed in the top row. The table is completed by identifying the resources provided by the affected population and by governments and organisations responding to the emergency. Using this chart for analysis will help emergency responders ensure that emergency needs are met most efficiently and effectively.

6.3   Questionnaires

When conducting individual key informant or group interviews, the assessor may want to develop or use questionnaires. A questionnaire is simply a list of questions for an individual or group of people to answer orally or in writing. The recorded results are later tabulated and analysed. (See Annex 3, "Sample Questions for a Survey of Family Needs.")

7.   Finding recurrent patterns in emergencies

In sudden-impact disasters the key to effective life-saving relief is specific, precisely targeted interventions against demonstrated causes of death. Patterns abound in emergencies and there is sufficient scientific evidence to suggest typical adverse effects and disaster assistance needs. This is not to say that all emergencies are the same; they are not. To argue that they are all completely unique, however, rules out very important information gained by those who have been part of other emergency responses.

The following section provides an overview of typical adverse effects and disaster needs related to different types of hazards. Knowing this information can assist assessors in planning their assessments and disaster response. The hazards considered are:

- Earthquakes
- Volcanic eruptions

- Land instabilities
- Flood and water hazards
- Storms (typhoons, hurricanes, tropical storms and tornadoes)
- Droughts
- Chemical and industrial accidents

While not a natural hazard, massive populations movements displaced by natural disasters or civil strife create serious humanitarian emergencies and so also are included in this discussion.

7.1   Earthquakes

General characteristics	Shaking of earth caused by waves on or below the earth's surface causing: surface faulting; aftershocks; tsunamis; tremors, vibrations; liquefaction; and landslides.
Typical adverse effects	• *Physical damage*—Damage or loss of structures or infrastructure. Fires, dam failures, landslides, flooding may occur. • *Casualties*—Often high, particularly near epicentre, in highly populated areas or where buildings are not resistant. • *Public health*—Fracture injuries most widespread problem. • *Water supply*—Severe problems likely due to damage to water systems, pollution of open wells and changes in water table. • *Secondary threats* due to flooding, contaminated water supply, or breakdown in sanitary conditions.
Typical disaster assistance needs	The immediate impact of an earthquake affects all sectors of a community. Local authorities should initially emphasise **search and rescue** assistance. Emergency medical assistance must be provided, especially during the first 72 hours. An **emergency situation and needs assessment** should be conducted during the first 36-72 hours. Finally, the survivors will require relief assistance such as food, water, and emergency shelter. Attention should be given to re-opening roads, re-establishing communications, contacting remote areas and conducting disaster assessments. At the end of the emergency period, long-term recovery needs to take priority. The post earthquake period presents an opportunity to minimise future risks through enactment or strengthening of land use and building codes as rebuilding takes place. The focus should be on: • repair and reconstruction of water, sewer, electrical services and roads • technical, material and financial assistance for repair and reconstruction of houses and public buildings (preferably by incorporating earthquake resistant techniques) • programs to rejuvenate the economy • financial assistance for loans to individuals and businesses for economic recovery

7.2 Mud and debris flows

General characteristics	Mud and debris flows can arise as a result of heavy storms, abundant rains, breaks of mountain (usually glacial) lakes, or in hot weather as a result of intensive glacier melting. This is a process whereby considerable mud flows are carried out along the bottom of mountain valleys. Very often debris flows cut off rivers. When this occurs, a dam may form resulting in flooding upstream. A break in this dam, however, may cause flooding down the river stream.
Typical adverse effects	• *Physical damage*—Everything in the path of debris flows is usually destroyed, including roads, bridges, electric lines, and constructions. Often irrigation nets are destroyed and agricultural areas are covered with silt. • *Casualties*—People in the path of a mud flow may perish. In addition, people may be lost and injured as a result of secondary floods.
Typical disaster assistance needs	In the direct impact area of mudslides, there may be a need for search and rescue of victims. In isolated locations there may be a need to use special equipment. Emergency shelter may be required for those whose homes have been lost or damaged. Secondary effects of mud flows, such as flooding, may require additional assistance measures.

7.3 Landslides

General characteristics	Landslides vary in types of movement (falls, slides, topples, lateral spreads, flows), and may be secondary effects of heavy storms and earthquakes. Landslides are more widespread than any other geological event.
Typical adverse effects	• *Physical damage*—Anything on top or in the path of a landslide will suffer damage. Rubble may block roads, lines of communication or waterways. Indirect effects may include loss of agricultural or forest land productivity, flooding, reduced property values. • *Casualties*—Fatalities have occurred due to slope failures. Catastrophic debris flows and mudflows have killed many thousands.
Typical disaster assistance needs	Needs for the direct impact area of a landslide include search and rescue equipment and personnel, and possibly use of earth removal equipment. Emergency shelter may be required for those whose homes have been lost or damaged. Experts trained in landslide hazard evaluation should be consulted to determine whether slide conditions pose an additional threat to rescuers or residents. If the landslide is related to an earthquake or flood, assistance to the landslide-affected area will be part of the total disaster assistance effort.

7.4   Volcanic eruptions

General characteristics	Types of volcanoes are cindercones, shield volcanoes, composite volcanoes and lava domes. Magma flowing out to the surface is lava and all solid particles ejected are tephra. Damage results from the type of material ejected such as ash, pyroclastic flows (blasts of gas containing ash and fragments), mud, debris, and lava flows.
Typical adverse effects	• *Settlements, infrastructure and agriculture—*Complete destruction of everything in the path of pyroclastic, mud or lava flows, including vegetation, agricultural land, human settlements, structures, bridges, roads and other infrastructure. Structures may collapse under the weight of wet ash. Transportation by land, sea and air may be affected.
	• *Crops and food supplies—*Destruction of crops in path of flows, livestock may inhale toxic gases or ash, grazing lands may be contaminated.
	• *Casualties and health—*Deaths from pyroclastic flows, mud flows and possibly lava flows and toxic gases. Injuries from falling rock and burns, respiratory difficulties from gas and ash. Fracture injuries are the most widespread problem.
Typical disaster assistance needs	Response to a volcanic eruption must be swift and efficient. Effective warning systems must be in place. Initially, local authorities must ensure that the area is evacuated and medical care is provided to victims. Search and rescue will also be important. Feeding and shelter is normally required and may be assisted by donations or personnel from foreign sources.

The secondary response by local authorities involves relocating victims and providing financial assistance for replacement housing, agriculture and small businesses. Volcano disasters occasionally require temporary shelters, but more often, large volcanoes such as Ruiz, Pinatubo, and Mt. St. Helens, continue to erupt in a manner that threatens large populations for months to years. This may necessitate permanent resettlement of residents or long-term emergency settlements. Emphasis should also be placed on re-establishing infrastructure and communications that have been damaged or disrupted.

Cleanup of ash is an important step in the recovery process. Volcanic ash makes excellent foundation material for roads, runways and building sites. |

7.5   Tsunamis

General characteristics	Tsunami waves are barely perceptible in deep water and may measure 160 km between wave crests. They may consist of ten or more wave crests and can move up to 800 km per hour in deep ocean water, diminishing in speed as they approach the shore. They may strike shore in crashing waves or may inundate the land. Whether or not there is severe flooding will depend on the shape of the shoreline and tides.
Typical adverse effects	• *Physical damage—*The force of water can raze everything in its path but the majority of damage to structures and infrastructure results from flooding. Withdrawal of the wave from shore scours out sediment and can collapse ports and buildings and batter boats. • *Crops and food supplies—*Harvests, food stocks, livestock, farm implements and fishing boats may be lost. Land may be rendered infertile due to salt water incursion. • *Casualties and public health—*Deaths occur primarily by drowning and injuries from battering by debris.
Typical disaster assistance needs	Initial local responses include: • Implement warning and evacuation procedures (before the event) • Perform search and rescue in the disaster area • Provide medical assistance • Conduct disaster assessment and epidemiological surveillance • Provide short-term food, water and shelter Secondary responses include: • Repair and reconstruct buildings and homes • Provide assistance to agricultural areas.

7.6   Droughts

General characteristics	The reduction of water or moisture availability is temporary and significant in relation to the norm. Meteorological drought is reduction in rainfall and hydrological drought is reduction in water resources. Agricultural drought is the impact of drought on human activity influenced by various factors: the presence of irrigation systems, moisture retention capacity of the soil, the timing of rainfall and adaptive behaviour of farmers.
Typical Adverse Effects	• *Economic*—Losses in production of crops, dairy and livestock, timber and fisheries; loss of national economic growth and development; income losses for farmers and others directly affected; losses from tourism and recreational businesses; loss of hydroelectric power and increased energy costs; decline in food production and increased food prices; unemployment from drought related production declines; revenue losses to government and increased strain on financial institutions. • *Environmental*—Damage to the habitat of animal and fish species; wind and water erosion of soils; damage to plant species; effects on water quality (salination); effects on air quality (dust, pollutants, reduced visibility) • *Social/ heath*—Food shortage effects (malnutrition, famine); loss of human life from food shortage or drought-related conditions; conflicts between water users; health problems due to decreased water flow; inequity in the distribution of drought impacts and relief assistance; decline in living conditions in rural areas; increased poverty, reduced quality of life; social unrest and civil strife; population migration for employment or relief assistance.
Typical disaster assistance needs	The drought affected population will need assistance to replace assets lost during the period of temporary food insecurity and, where realistic, to re-establish their livelihoods. The severity of the food insecurity episode will determine the nature and scale of rehabilitation requirements. Thus, if migration to camps and significantly increased morbidity has occurred, a comprehensive rehabilitation program will be required. This may involve health care, counselling, assisting the migrants back to their homes and material support to re-establish their homes and productive activities. Such provisions may include seeds, tools, cooking utensils, blankets, and support until households are capable of supporting themselves. If the impact of the temporary food insecurity episode has not been severe and most households have not been obliged to sell productive assets (e.g. consume seed stocks and breeding livestock) then a rehabilitation program may not be required. Therefore rehabilitation needs should be carefully assessed and interventions tailored to each particular situation.

7.7 Floods

General characteristics	There are several types of floods: *Flash floods*—accelerated runoff, dam failure, breakup of ice jam *River floods*—Slow buildup, usually seasonal *Coastal floods*—Associated with storm surges, tsunami waves, tropical cyclones
Typical adverse effects	• *Physical damage*—Structures damaged by washing away, becoming inundated, collapsing, and impact of floating debris. • *Casualties and public health*—Deaths from drowning but few serious injuries. Possible outbreaks of malaria, diarrhoea and viral infections. • *Water supplies*—Possible contamination of wells and groundwater. Clean water may be unavailable. • *Crops and food supplies*—Harvests and food stocks may be lost due to inundation. Animals, farm tools and seeds may be lost. • Secondary threats due to landslides from saturated soils and debris flows. Damage greater in valleys than open areas.
Typical disaster assistance needs	The initial response to flooding by local authorities should include: • Search and rescue • Medical assistance • Disaster assessment • Short term food and water provision • Water purification • Epidemiological surveillance • Temporary shelter

7.8   Tropical cyclones

General characteristics	When the cyclone strikes land, high winds, exceptional rainfall and storm surges cause damage with secondary flooding and landslides.
Typical adverse effects	• *Physical damage*—Structures lost and damaged by wind force, flooding, storm surge and landslides. Erosion could occur from flooding and storm surges. • *Casualties and public health*—Generally there are relatively few fatalities but there may be numerous casualties requiring hospital treatment. Storm surges usually cause many deaths but few injuries among the survivors. Injuries that do occur may be caused by flying debris or flooding. Contamination of water supplies may lead to viral outbreaks and malaria. • *Water supply*—Open wells and ground water may be contaminated by flood waters and storm surges. Normal water sources may be unavailable for several days. • *Crops and food supplies*—High winds and rain can ruin standing crops, tree plantations and food stocks. Plantation crops such as bananas and coconuts are extremely vulnerable. • *Communication and logistics*—Severe disruption is possible as wind brings down telephone lines, antennae and satellite disks. Transport may be curtailed.
Typical disaster assistance needs	The initial response by local authorities, organisations and population will include: • evacuation and emergency shelter • search and rescue • medical assistance • provision of short term food and water • water purification • epidemiological surveillance • reestablishment of logistical and communications networks • disaster assessment • brush and debris clearance • provision of seeds for planting

7.9 Chemical and industrial accidents

General characteristics	Chemical and industrial accidents release hazardous (toxic) substances into the environment. These accidents may occur when trains carrying chemicals derail, when trucks overturn, when pipelines rupture releasing dangerous chemicals and gases into the environment, and when chemical or nuclear power plants develop accidental leaks and releases. Hazardous substances released into the air or water can travel long distances.
Typical adverse effects	• *Physical damage*—Damage or destruction may occur to structures and infrastructure. Transportation accidents damage vehicles and other objects on impact. Industrial fires may reach high temperatures and affect large areas. • *Casualties*—Many people may be killed or injured and require medical treatment • *Crop, livestock and food supplies*—May contaminate crops, food supplies and livestock. • *Environmental*—Contamination of air, water supply, and land may occur. Areas may become uninhabitable. Ecological systems may be disrupted even on a global scale.
Typical disaster assistance needs	In the event of a chemical disaster, medical and emergency teams should remove all injured persons from the scene of the emergency. All persons should leave the area unless protected by special equipment. They should stay away until safe return to the area has been determined and announced to the public. In the case of water contamination, alternate sources have to be provided. Clean up of the effects of the disaster may require more resources than are locally available; international emergency assistance may be required. The affected areas should be monitored continually following the disaster. Thorough investigation and documentation of the emergency must occur.

7.10 Displaced populations

General characteristics	Displaced populations may include people settling in temporary settlements or camps after a mass population movement; non-combatant individuals and families forced to leave their homes due to consequences of conflict but who remain inside their country; people expelled or fleeing a country, especially as an ethnic or national group, forced out for economic or political reasons; and people forced to leave their homes as a result of drought, famine, or other disaster, usually in search of food.
Typical adverse effects	Loss of means of livelihood, loss of normal sources of food, lack of fuel for cooking, lack of potable water, communicable diseases and over-crowding, possibly large numbers of unaccompanied children, lack of shelter and household necessities
Typical emergency needs	While needs will vary according to the situation, in general they will include: • Water supply and sanitation • Short-term and long-term food distributions • Nutritional and epidemiological surveillance • Emergency shelter • Blankets, household fuel, and other household goods Medical supplies, immunisation, public health • Community social services, especially for unaccompanied children • Tracing, protection and security

Annex 1a: Disaster Needs Assessment Report Form
with instructions

Based on format developed by the International Federation Pacific Region disaster preparedness office.

PREPARED BY: Name of person preparing the report	**COUNTRY:** Indicate the country where disaster occurred	**DISTRICT/REGION:** Indicate the country where disaster occurred
YOUR ORGANIZATION: Indicate the name of your organisation/branch.	**DATE:** Indicate the date that the report is being prepared.	**REPORT NUMBER:** Indicate the number of this report, if it to be followed by others.

When preparing the form, provide the most complete & recent information available. In addition, note the source of this data or information. For example, "10,000 deaths reported by the local mayor's office." If the information is not known, write, "Not known at this time."

I.   The Disaster

A.   Type of Disaster: (Circle one)

Indicate the type of disaster (e.g. Cyclone, earthquake, etc.)

B.   When did the disaster event occur?

Indicate the date of occurrence of the disaster event. Indicate "dates" if there were multiple events in succession. For example, earthquake aftershocks.

C.   Briefly describe the disaster (attach additional sheets if necessary)

Provide a brief narrative descriptive summary of the disaster. What were its characteristics (magnitude, wind speed, etc.)? How severe is the damage? In narrative summary fashion, what is the extent of the losses and what are the likely short-term and long-term needs. How many people are affected and how many regions, districts, or city's? This narrative should be no more than 2 to 4 paragraphs long. You are just creating a quick picture of the disaster and the resulting losses and needs.

D.   Precise geographic areas and locations impacted (districts, states, towns?)

Describe the geographical range involved, including specific areas affected by secondary disasters (e.g. storm surge, landslides, flooding), name the affected districts, states, towns, villages, etc… ....

....

II. Disaster Impacts/Effects

A. How many people are affected and what percentage of the overall population is this number?

Indicate the number of people that have been affected—either through death, injury and /or loss of property and homes, and then calculate what percentage of the overall population in this area is affected. If possible, also identify the gender, age and other demographic details of the population affected.

B. How many deaths have been attributed to this disaster?

Indicate how many deaths have been attributed to this disaster. Also indicate the source of this information.

C. How many injuries have been attributed to this disaster? If possible, specify the gender and age composition of those affected, and the cause of their injuries.

D. How many people are displaced or evacuated? Also identify where they have gone and if possible, specify the gender, age and family composition of those affected.

E. How many families are affected? If possible, specify the gender and age composition of those affected.

F. How many households or dwellings have been completely destroyed?

Indicate how many homes and dwellings have been destroyed beyond repair.

G. How many households or dwellings have been partially damaged but not completely destroyed?

Indicate how many homes and dwellings have been partially damaged, but can still be repaired when materials become available.

H. What is the physical and/or financial damage to other property, buildings and infrastructure in the affected area?

Indicate the amount of physical damage and financial losses to business, government or private property buildings (except for homes), and indicate what damage has occurred to infrastructure (roads, bridges, communication lines, etc.)

I. What is the physical and/or financial damage to crops and livestock?

Indicate the amount and extent of physical and financial damage to crops and livestock.

J. What are the expected financial damages and costs to businesses in the affected area?

Indicate the amount of financial damages and costs that businesses will incur resulting from this disaster.

III. Local Financial, Material and Human Resources

A. **What resources and capacities do the local population have for responding to this disaster, and how might these resources be used?** Indicate these below.

LOCAL CAPACITY OR RESOURCE	SUGGESTIONS FOR USE
E.g. Local neighbourhood association volunteer group	Prepare and serve food for displaced and homeless

B. **What transport and storage facilities (commercial, government, Red Cross/Red Crescent) are available locally for immediate use?**

Indicate what transport and storage facilities can be made available for immediate use in transporting and storing emergency relief supplies ....

C. **What is the availability, location and condition of roads, airports, ports and railways?**
If emergency relief supplies will need to be brought in by truck, airplane, boat or train, it is important to indicate the condition of roads, airports, ports and railways...

D. **What is the capacity of the local and national RC Society for dealing with this disaster?**

What have local and national RC Society done so far in response. What can it do in the future?

....

IV. Immediate Needs

Provide the most complete and up-to-date answers as you can to these questions:

A.   Has a detailed needs assessment been carried out? Please attach a copy if available or give a summary of the priority needs below.

Describe the unmet needs in shelter, water, sanitation, food, household supplies (clothes, blankets, cooking utensils, cooking fuel, etc.) and health (medical supplies, equipment, facilities). Quantify and qualify the targeted needs (for example, 110 adults and 200 children need food and water for at least the next 20 days.) Attach additional sheets as necessary.

B.   Who carried out the needs assessment?

Indicate who conducted the needs assessment.

C.   What is needed immediately and who will supply it? Please check or fill in the boxes below as appropriate.

Complete the matrix for this section shown in the disaster needs assessment form.

ITEM	QUANTITY NEEDED	TO BE SUPPLIED BY:			
		GOVERN-MENT	RED CROSS	NGO'S (specify)	OTHERS (specify)

V. Longer-Term Needs

A.   **What will be needed in the longer term (after the first month) and who will supply it?** One should anticipate serious problems or needs that may arise in the coming months resulting from the disaster and potential future events (winter or rainy season approaching, etc.)

Complete the matrix for this section shown in the disaster needs assessment form.

ITEM	QUANTITY NEEDED	TO BE SUPPLIED BY:			
		GOVERN-MENT	RED CROSS	NGO'S (specify)	OTHERS (specify)

VI. National Society Operation

A.   Give a brief description of what the National Society proposes to do. (Attach additional sheets if necessary)

Indicate what your National Society or branch proposes to do to respond to this emergency.......................

B.   What is the proposed duration of this NS operation?

Indicate how long you expect to be implementing an emergency response operation..

C.   Which groups of people were chosen for assistance and why?

Indicate and specify who will benefit from your emergency response operation, and explain why you have selected this group or population over others. ....

D.   What transport will be required and who will provide it?

Indicate what transport support you will require to support the emergency relief operation. Also indicate your plan for getting this transport. ....

E.   Who will carry out the operation (e.g. NS volunteers, staff, etc.)?

Indicate and specify the human resources that you have available to carry out this emergency response operation.

F.   Who is responsible for reporting to donors and when will the reports be made?

Indicate who will be communicating and reporting to donors. Indicate how often you will submit emergency situation and emergency operation progress reports?..

G.   What items are required for the operation and from where can they be obtained?

Complete the matrix below for each item that is required for the relief operation.

Item	Total Number Required	Number Available In Country	Number Needed From Outside	Nearest Country From Where They Can Be Obtained

VII. Additional Comments, Requests, or Information

Feel free to add any important information not reflected in responses to this form. This might include political context, local ethnic tensions, history of disasters and response in the area, and other such contextualizing factors.

If this form is used for an international appeal, please provide further details in the Budget Table below.

VIII. Budget

Complete the budget matrix (number required, cost per item and total cost.

Budget Items	Number Required	Cost Per Item (Specify Currency)	Total Cost
• Supplies			
• Equipment			
• Transport			
• Personnel expenses			
• Travel expenses			
• Administration expenses			
• Communications expenses			
• Other expenses associated with the operation			
TOTAL COST			

Annex 1b: Disaster Needs Assessment Report Form

Based on format developed by the International Federation Pacific Region disaster preparedness office.

PREPARED BY:	COUNTRY:	DISTRICT/REGION:
YOUR ORGANIZATION:	DATE:	REPORT NUMBER:

When preparing the form, provide the most complete & recent information available. If the information is not known, write, "Not Known at this time."

I.   The Disaster

A.   Type of Disaster: (Circle one)

Cyclone   Earthquake   Flood   Landslide

Drought   Tsunami   Volcanic eruption

Chemical explosion or spill   Other (specify)

E.   When did the disaster event occur?

....

F.   Briefly describe the disaster (attach additional sheets if necessary)

....

....

....

....

....

G.   Precise geographic areas and locations impacted (districts, states, towns?)

....

....

....

II.   Disaster Impacts/Effects

K.   How many people are affected and what percentage of the overall population is this number?

....

L.   How many deaths have been attributed to this disaster? If possible, specify the gender and age composition of those affected.

....

M.   How many injuries have been attributed to this disaster? If possible, specify the gender and age composition of those affected, and the cause of their injuries.

....

N.   How many people are displaced or evacuated? Also identify where they have gone and if possible, specify the gender, age and family composition of those affected.

....

O.   How many families are affected? If possible, specify the gender and age composition of those affected.

....

P.   How many households or dwellings have been completely destroyed?

....

Q.   How many households or dwellings have been partially damaged but not completely destroyed?

....

R.   What is the physical and/or financial damage to other property, buildings and infrastructure in the affected area?

....

S.   What is the physical and/or financial damage to crops and livestock?

....

T.   What are the expected financial damages and costs to businesses in the affected area?

....

III. Local Financial, Material and Human Resources

E. **What resources and capacities do the local population have for responding to this disaster, and how might these resources be used?**

LOCAL CAPACITY OR RESOURCE	SUGGESTIONS FOR USE
E.g. Local neighbourhood association volunteer group	Prepare and serve food for displaced and homeless

F. **What transport and storage facilities (commercial, government, Red Cross/Red Crescent) are available locally for immediate use?**

....

....

....

G. **What is the availability, location and condition of roads, airports, ports and railways?**

....

....

....

H. **What is the capacity of the local and national RC Society for dealing with this disaster?**

....

....

....

IV. Immediate Needs

Provide the most complete and up-to-date answers as you can to these questions:

B. Has a detailed needs assessment been carried out? Please attach a copy if available or give a summary of the priority needs below.

Describe the unmet needs in shelter, water, sanitation, food, household supplies (clothes, blankets, cooking utensils, cooking fuel, etc.) and health (medical supplies, equipment, facilities). Quantify and qualify the targeted needs (for example, 110 adults and 200 children need food and water for at least the next 20 days.) Attach additional sheets as necessary.

....

....

....

....

C. Who carried out the needs assessment?

....

D. What is needed immediately and who will supply it? Please check or fill in the boxes below as appropriate.

		TO BE SUPPLIED BY:			
ITEM	QUANTITY NEEDED	GOVERN-MENT	RED CROSS	NGO'S (specify)	OTHERS (specify)

V.   Longer-Term Needs

E.   **What will be needed in the longer term (after the first month) and who will supply it?** One should anticipate serious problems or needs that may arise in the coming months resulting from the disaster and potential future events (winter or rainy season approaching, etc.)

ITEM	QUANTITY NEEDED	TO BE SUPPLIED BY:			
		GOVERN-MENT	RED CROSS	NGO'S (specify)	OTHERS (specify)

VI. National Society Operation

H. **Give a brief description of what the National Society proposes to do. (Attach additional sheets if necessary)**

....

....

....

....

I. **What is the proposed duration of this NS operation?**

....

J. **Which groups of people were chosen for assistance and why?**

....

....

....

K. **What transport will be required and who will provide it?**

....

....

L. **Who will carry out the operation (e.g. NS volunteers, staff, etc.)?**

....

....

....

M. **Who is responsible for reporting to donors and when will the reports be made?**

....

....

....

VI. National Society Operation (continued)

What items are required for the operation and from where can they be obtained?

Item	Total Number Required	Number Available In Country	Number Needed From Outside	Nearest Country From Where They Can Be Obtained

VII. Additional Comments, Requests, or Information

Feel free to add any important information not reflected in responses to this form. This might include political context, local ethnic tensions, history of disasters and response in the area, and other such contextualizing factors.

If this form is used for an international appeal, please provide further details in the Budget Table on the next page.

VIII. Budget

Budget Items	Number Required	Cost Per Item (Specify Currency)	Total Cost
Supplies			
Sub-total			
Equipment			
Sub-total			
Transport			
Sub-total			

Budget Items	Number Required	Cost Per Item (Specify Currency)	Total Cost
Personnel Expenses			
Sub-total			
Travel Expenses			
Sub-total			
Administration Expenses			
Sub-total			
Communications Expenses			
Other Expenses associated with the operation			
Sub-total			
TOTAL COST			

Disaster Preparedness Training Programme

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Annex 2: Rapid Needs Assessment Checklist

☐ **Number of affected people requiring assistance**. This figure will determine all other estimates and calculations, and therefore, needs to be established as precisely as possible.

☐ **Water needs**. Ideally each person should be provided with 15 litres of potable water per day to cover drinking, cooking and personal hygiene needs. For hospitals the target is 100 litres per person per day for patients and staff. There should be one water point per 250 people and the maximum distance from any shelter to the nearest water point should be 500 metres. Each family should have two water collecting vessels of 10-20 litres, plus water storage vessels of 20 litres.

☐ **Shelter needs**. If using tents, calculate one tent for 4-6 people—ideally of the same family. Decide whether you need summer or winter tents. Do they have to be waterproofed or coated? Can locally made emergency shelter be used instead? Is an extra roof for protection against heat or rain needed? Should a canvas floor be included? Are plastic sheets needed for roofing? If using public buildings, calculate 3.5 m^2 of floor space for every person. Is shelter heating planned? If yes, with kerosene or diesel stoves?

☐ **Nutritional needs**. A food ration ideally should provide a minimum of 2,100 kilocalories per person per day. The survival energy level for an adult is a minimum of 1,000 kilocalories per day. For supplementary feedings add what is needed to reach the total of 2,100 kilocalories per day, as well as special food to treat severely malnourished individuals. Monitor malnutrition using international standards (e.g. Sphere minimum standards) and methods such as weight-for-height, etc.

☐ **Sanitation needs**. Maximum of 20 people per toilet. Use of toilets is arranged by household and/or segregated by sex. Toilets should be no more than 50 metres from dwellings or no more than a one minute walk. Toilets should be at least 30 metres away from any groundwater sources and the bottom of the latrine should be at least 1.5 metres above the water table. Containers or a system must exist for disposing of solid waste. One 100-litre refuse container should be available per 10 families where domestic refuse is not buried on site. Identify the need and methods for vector control (flies, rats, etc.)

☐ **Fuel needs**. Access of people to firewood, coal or other fuel is often overlooked in needs assessments. There is no general rule for calculating the needs, since climate, traditions and quality of fuel vary considerably. Assessments should specify what type of fuel is appropriate, where to get it, how to transport and distribute it and an estimate of the need.

☐ **Health care needs**. There should be approximately one small clinic per 10,000-35,000 people and there should be one referral hospital facility with surgical capacity for every 250,000-500,000 people. Mortality and morbidity should be monitored using generally accepted international standards and methods (e.g. Sphere minimum standards).

Annex 3: Sample Questions for a Survey of Family Needs

These questions may be used to prepare surveys of post-disaster family needs. Responses to some questions should be referred to public health authorities or to the public works (or appropriate utility) department.

Survey Data

Name of respondent:_____

Pre-disaster address:_____

Post-disaster address:_____

Demographic Data

1. Family composition (indicate number)
   a. Head of household   _ _ _ _   _ _ _ _ _
   b. Spouse   _ _ _ _   _ _ _ _ _
   c. Number of teenagers (ages 13-18)
      living at home   _ _ _ _   _ _ _ _ _
   d. Number of children (ages 1-12)
      living at home   _ _ _ _   _ _ _ _ _
   e. Others living at pre-disaster address   _ _ _ _   _ _ _ _ _
   f. Total people living at pre-disaster address _ _ _   _ _ _ _ _

2. Casualties (write in number)
   a. Number with minor injuries (first aid required?) _ _ _ _ _
   b. Number with broken bones or seen by doctor
      (unhospitalized)   _____ _
   c. Number hospitalized   _____ _
   d. Number killed   _____ _

3. Have all survivors been located?   Yes   No

4. If no, how many are missing?   _____

Water

5. Prior to the disaster, where did households obtain drinking water (circle all that apply)?
   a. Water line to house
   b. Well on property
   c. Public water faucets
   d. Public well
   e. River or stream
   f. Lake or reservoir
   g. Other_____

6. Where do you get your water now?
   a. Same place as noted in question 5 _____
   b. Water tank truck provided by _____
   c. Temporary water tank serviced by _____
   d. Other _____

7. Does this water appear to be dirty?   Yes   _ _ _   No _ _

8. Is your normal water supply working now?
   a. Yes, full-time
   b. Intermittently
   c. No, not at all

9. If paying for emergency water supply, how much are you paying and to whom?
   a. Amount_____ per_____litre
   b. Paid to_____

10. Since the disaster, has anyone in the family had
    a. Severe diarrhoea? Yes _ _ _ _ _ No_ _ _ _ _
    b. Vomiting?   Yes _ _ _ _ _ No_ _ _ _ _

Food

11. Was the family able to recover food from their house?   Yes _ _ _ _ _ No _ _ _ _

12. If yes, how long will it last?
    a. 1-2 days
    b. 3-7 days
    c. more than one week

13. Can you purchase adequate food from local markets?   Yes   _ _ _ No_____

14. If no, how much food do you estimate that you will need?
    a. 1-week ration
    b. 2-week ration
    c. more than 2-week ration

15. Was any member of the family receiving food from any of the following before the disaster?
    a. Government
    b. Church or Church Agency
    c. Red Cross/Red Crescent National Society
    d. Other? _____

Family goods

16. Remembering that many people need help, does the family require any of the following?

Type of goods	Quantity
a. Blankets	_____
b. Bedding	_____
c. Plastic Tarp	_____
d. Flashlights/lanterns	_____
e. Storage boxes	_____
f. Clothing for adult males	_____
g. Clothing for adult females	_____
h. Clothing for teens	_____
i. Clothing for children	_____

Fuel

17. What type of cooking and heating fuel did you use before the disaster (circle all that apply)?
    a. Gas supplied by gas line
    b. Bottled gas
    c. Kerosene
    d. Firewood
    e. Other _____

18. If (a) or (b), is any gas leaking now? Yes____ No____

19. If (a), has gas service been restored to your line?   Yes____ No____

Sanitation

20. What type of sanitary facilities did you have before the disaster (circle all that apply)?
    a. Flush toilet in dwelling
    b. Communal flush toilet in building
    c. Access to public toilets
    d. Bucket latrine
    e. Pit latrine (earthen)
    f. Other _____
    g. None

21. If (a) or (b), is the toilet working now? Yes ____ No___

Shelter needs

22. Will the family require assistance for any of the following (circle all that apply):
    a. Temporary shelter
    b. Building materials/tools for shelter
    c. Building materials/tools for housing repair

Annex 4: Sample Checklist for Initial Health Assessment

(Sphere Project, adapted from CDC, 1992, "Famine-Affected, Refugee, and Displaced Populations: Recommendations for Public Health Issues.")

Preparation
- ☑ Obtain available information on the disaster-affected population and resources from host country ministries and organisations.
- ☑ Obtain available maps or aerial photographs.
- ☑ Obtain demographic and health data from international organisations.

Field assessment
- ☑ Determine the total disaster-affected population and proportion of children < 5 years old.
- ☑ Determine the age and sex breakdown of population.
- ☑ Identify groups at increased risk.
- ☑ Determine the average household size and estimates of female- and child-headed households.

Health information
- ☑ Identify primary health problems in country of origin if refugees are involved.
- ☑ Identify primary health problems in the disaster-affected area if no refugees are involved.
- ☑ Identify previous sources of health care.
- ☑ Ascertain important health beliefs, traditions and practices.
- ☑ Determine the existing social structure and the psycho-social dimensions of the situation.
- ☑ Determine the strengths and coverage of local public health programmes in people's country of origin.

Nutritional status
- ☑ Determine the prevalence of protein-energy malnutrition (PEM) in population < 5 years of age.
- ☑ Ascertain prior nutritional status.
- ☑ Determine hierarchical food allocation practices as they affect the nutritional status of women and different social and age groups.
- ☑ Determine the prevalence of micronutrient deficiencies in the population < 5 years of age.

Mortality rates
- ☑ Calculate the overall mortality rate (crude mortality rate - CRM).
- ☑ Calculate the under-5 mortality rate (age specific mortality rate for children under five years old).
- ☑ Calculate cause-specific mortality rates.

Morbidity

☑ Determine age, and sex-specific incidence rates of major health problems and diseases that have public health importance, including sexual violence/rape.

Environmental conditions

☑ Determine climatic conditions; identify geographic features; ascertain local disease epidemiology; assess access to affected population; assess the level of insecurity and violence.

☑ Assess local, regional and national food supplies (quantity, quality, types), distribution systems, coordination and services of existing organisations, logistics of food transport and storage, feeding programmes and access to local supplies.

☑ Assess existing shelters and availability of local materials for shelter, access, amount of land and building sites, topography and drainage, blankets, clothing, domestic utensils, fuel, livestock, money.

☑ Identify and assess water sources, quantity, quality, transport and storage.

☑ Assess sanitation including excreta practices, soap, vectors and rats, burial sites.

Resources available

☑ Identify and assess local health services including: access to facilities, health personnel, interpreters, types of facilities/structures, water, refrigeration, generators at facilities, drug and vaccine supplies.

Logistics

☑ Assess transport, fuel, storage of food, vaccines and other supplies, communication.

Disaster Emergency Needs Assessment
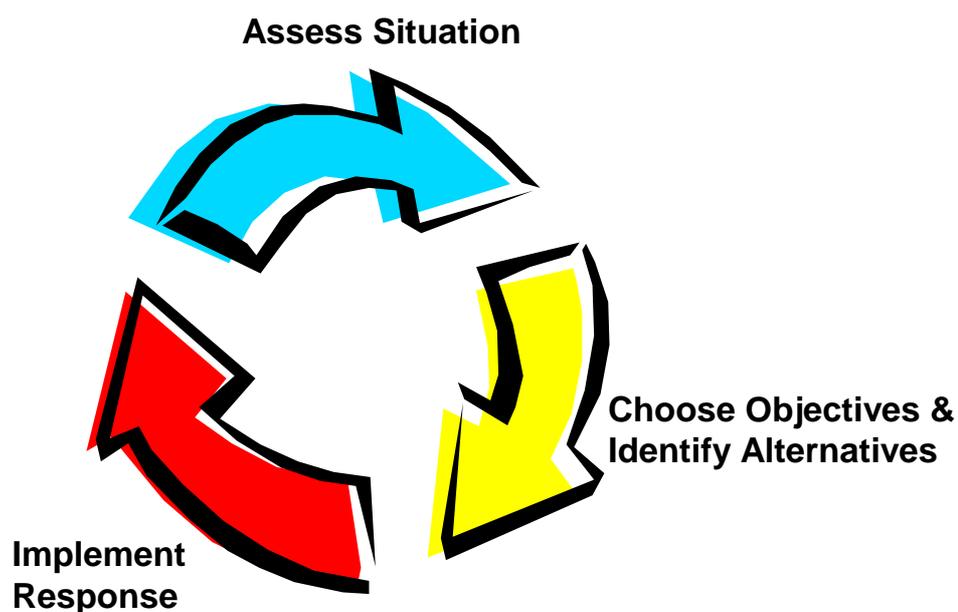
Assess Situation

**Choose Objectives &
Identify Alternatives**

**Implement
Response**

Disaster Preparedness Training Programme

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Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. These trainer's notes suggest one way to conduct a short two to two and a half hour workshop to introduce participants to the topic of disaster needs assessments. It is intended to stimulate participants' thinking and enhance their awareness about this topic. Participants will identify potential post-disaster needs caused by an earthquake and the specific disaster assessment information that is required for planning an effective emergency response.

You are encouraged to analyse your own situation and adapt the course as necessary. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints. This planner can assist you in preparing and tailoring the course to fit the specific needs of your workshop.

I.   Overarching course objectives

What are your overarching or broad reasons for holding this course? What do you hope it will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, list how this will be accomplished. List your reasons below.

Reasons for this workshop	Ways this will be accomplished
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

II.   Training objectives and training methods

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

   1.   *What should participants know about project planning that they don't know already?*

2. *What should participants do differently?*

In order to answer the above two questions, you must have an idea of your trainees' experience and knowledge of project planning. *How will you assess your trainees' program planning knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Improve presentation skills	• *Participants make presentations. (Learn by doing)* • *Participants evaluate each other's presentations. (Learn by observing)*

III. Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and the methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑   Have you varied the workshop methods? (For example, a presentation is better followed by a good group exercise than by another presentation.)

❑   Have you built in practical activities where participants can apply and discuss what they have learned or heard in a presentation?

❑   If networking is an important course objective, have you allowed enough time for participants to meet informally during breaks and meal times?

❑   Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that are required?

Disaster Emergency Needs Assessment
2 to 2 1/2 Hour Workshop

<u>Workshop objectives</u>

During this session participants will identify potential post-disaster emergency needs created by an earthquake. They will also identify the specific disaster assessment information required for planning an effective emergency response for a specific earthquake scenario. A disaster needs assessment will serve two primary purposes for the NS. First, it will inform the NS's own response priorities and plans. Second, it can support the NS's international appeal for outside assistance should the disaster be of such a magnitude that the NS cannot meet its humanitarian obligation within the limits of its own resources.

<u>Workshop audience</u>

IFRC delegates and National Society staff or volunteers who want to increase their awareness and understanding about some basic guidelines, requirements and formats for conducting and preparing disaster emergency needs assessments. This workshop is appropriate for staff and personnel with little experience in conducting disaster needs assessments or completing international appeals forms following a disaster, but who have responsibility for these functions. Individuals with some preliminary experience in disaster needs assessment can also benefit from this workshop and be able to offer their own insights and knowledge. This module does not address needs assessments for identifying specific and detailed sectoral needs—this is usually the work of sector specialists.

<u>Pre-workshop planning</u>

- Arrange for workshop venue, logistics, training materials, etc.

- Send an invitation to participants and request that they bring examples of community disaster awareness activities that they have implemented or produced in the past.

<u>Using the accompanying training module</u>

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialists in this theme should be able to prepare and present the points and concepts suggested in these trainer's notes.

Disaster Needs Assessment

Purpose

During this session, participants will identify potential post-disaster emergency needs created by an earthquake. They will also identify the specific disaster assessment information required for planning an effective emergency response for a specific earthquake scenario.

Methods

- Individual exercise followed by group discussion and mini-presentation by the instructor
- Role-play scenario and small groups will be used to identify:
  - ➢ assessment information needs
  - ➢ composition of assessment team

Time required

2 to 2 1/2 hours

Materials

- Disaster Needs Assessment module (for reference)
- Flip-chart paper and markers
- Participant **Exercise 1:** Earthquakes: Potential Emergency Needs (Form A) and Earthquakes: Potential Emergency Needs (Form B)
- Participant **Exercise 2**: Planning Disaster Needs Assessments After an Earthquake and the Map of the Town of Algansk.
- Overheads

Tips for the trainer

It would be useful to invite someone with significant experience in conducting disaster emergency needs assessments for the National Red Cross / Red Crescent Societies, and /or the International Federation. Their experience and knowledge will be invaluable to the other participants.

The trainer should familiarise himself/herself with the module. S/he should also review and memorise the typical adverse affects and potential needs associated with earthquakes in urban areas—this information is found in section 7.1 of the module. S/he should also be

familiar with the purpose and content of the Disaster Needs Assessment Form, which is Annex 1 of the module. If earthquakes are not one of the hazards that typically affect participants, trainers will have to adapt the exercises suggested in these trainer's notes. An alternate exercise is included as an annex to these trainer's notes. (Note: the alternate exercise will take 2 hours and 15 minutes to complete.)

Procedure

I. Introduction   15 minutes

A. Introduce the session.

B. Ask participants if they have ever been involved in conducting post-disaster assessments

- Where and when did they conduct these assessments?

- What assessment methods did they use?

- What difficulties did they encounter in trying to conduct their assessment (access to the disaster site, incomplete information, lack of technical expertise on the assessment team, etc.)?

- How would they overcome or avoid these difficulties the next time?

C. Briefly present an overview of the purpose of disaster needs assessments as well as the hierarchy of needs (Sections 1.2 and 1.3 of the module)

D. Introduce the next exercise.

II. Participant Exercise #1: Potential Emergency Needs   45 minutes

A. Distribute Exercise No. 1—Earthquakes: Potential Emergency Needs **(Form A)**

B. Explain the exercise.

1. The first column represents different types of emergency needs

2. Participants should mark whether each need occurs frequently, occasionally or rarely after an earthquake.

3. Give the following examples:

- After an earthquake, there is frequently a need for distributing, storing and treating water when ground water flows are changed or contaminated.

- If gas lines are damaged or shut-off as a result of an earthquake, there is occasionally a need to distribute cooking fuel to households

C. Give participants 5 minutes to individually complete the table.

D. After they have finished, distribute Exercise No. 1—Earthquake: Potential Emergency Needs **(Form B)** [or show it on an overhead projector.] Ask participants to compare their answers to those given. They should note where they agree and where they strongly disagree. Give them 3 minutes to do this.

E. After this, ask the following types of questions:

- What did they think of the exercise?

- What difficulties did they encounter in trying to complete the exercise? Why?

- Are the answers absolute? Do they depend on the situation? For example, the distribution of blankets may not be needed in a warmer climate.

F. Go down the list of emergency needs, and ask participants if they generally agreed or disagreed with the answers given for Form B. In cases where they disagreed, ask why. What disaster circumstances or conditions would make their answer correct? In other words, what assumptions are they making about the location, time, and magnitude of the disaster?

G. Begin with "distributing, storing and treating water." Does everyone agree that this is a frequent need after earthquakes? If not, why not? If they say that a need is frequently expressed, they must be assuming that the earthquake caused damage or contamination to the water supply system. If they think that it is not a frequent or even occasional emergency need, they are assuming that the water supply remained undamaged.

H. Tell them that you expected some disagreement with the answer sheet because each earthquake will create its own problems and needs. A violent earthquake in a populated urban setting in the middle of winter will create different emergency needs than a violent earthquake during the hot summer, in a remote area, where relatively few people live.

I. Based on Exercise No. 1 and the discussion that followed, ask participants to brainstorm a list of factors and conditions which influence the scale and type of emergency needs that will be present following a disaster. Perhaps it may be useful to think of a specific type of disaster—such as an earthquake. The list for an earthquake may resemble the following:

- *Time of day (more deaths occur if an earthquake occurs while people are sleeping)*

- *Time of year (an earthquake in the middle of winter may create different needs than one in the middle of summer)*

- *Climate (an earthquake in a cold climate will create different needs than one in a warm climate)*

- *Location (an earthquake in an urban centre will create different needs than one occurring in a remote, rural setting)*

- *Population numbers and density*

- *Disaster preparedness level of the local population and local authorities*

- *Whether or not there is damage or contamination to the water supply*

3. Summarise the main conclusions and lessons learned from the exercise, the discussion and the brainstormed list. Emphasise that, while there are common needs that arise in disasters, every situation is unique and therefore requires a disaster needs assessment to assist National Societies in identifying the most vulnerable and planning effective relief strategies.

III. Mini-presentation by instructor   15 minutes

(The instructor should prepare this mini-presentation by reading the corresponding sections in the module).

    A. Present the Steps in Implementing a Response (assess Situation, determine objectives and implement response).

    B. Present the categories of typical disaster needs that should be assessed.

    C. Present and describe briefly the content of the "Disaster Needs Assessment" Form, found in Annex 1 of the module.

    D. Ask participants if there are any questions or comments

    E. Tell participants that they will now get a chance to plan a disaster needs assessment.

IV. Exercise 2: Planning Disaster Needs Assessments   60 minutes

    A. Introduce this activity by asking participants to brainstorm a list of typical adverse effects resulting from an earthquake in a populated urban setting (for example, damage to bridges, communication infrastructure; collapse of houses and buildings; landslides, dam bursts, etc.) (Spend no more than 5 minutes on this.)

    B. After participants have exhausted their ideas about typical adverse effects, show the overhead that lists the typical adverse effects of earthquakes. Give them one minute to read through the adverse effects on this list.

    C. Explain that for this activity each small group will represent an "Emergency Response Coordination Committee."

    D. Pass out Exercise 2: "Planning Disaster Needs Assessments."

    E. Pass out the illustrated map of the **Town of Algansk** (*before* the earthquake)

    F. Give each person 3 minutes to read the Early Notification and to study the plan for the town of Algansk. Remind participants that this plan shows the town **prior** to the earthquake.

    G. At this point in time, this is all of the information that their Emergency Response Committee has on the earthquake and on the town of Algansk. Their job is to determine what additional information they need in order to plan and organise an effective response.

    H. Divide participants into two groups—Group A and Group B. Each group should appoint a chairperson. Tell them that they have 20 minutes to complete this exercise. They are also to prepare a 5-minute report which they will present to the larger group. Provide the groups with flip-chart paper on which to prepare their report.

MINI-BREAK   10 minutes

Give participants a 10-minute break to stretch and form their groups.

I.   Work in small groups (20 minutes)

J.   Report back to the larger group (5 minutes each small group)

K.   Ask if there are any comments

L.   Summarise the main points, conclusions and lessons learned from this session.

Exercise 1: Earthquakes: Potential Emergency Needs (Form A)

While all disasters are different, there are patterns of emergency needs associated with different disaster and emergency scenarios. Test your knowledge of these needs by completing the following table. For each potential post-earthquake need that is listed, place an "X" in one of the columns—frequently, occasionally, rarely—to indicate how often each need arises after an earthquake.

Emergency needs following an earthquake	Need occurs:		
	Frequently	**Occasionally**	**Rarely**
Water and Sanitation			
Distributing, storing and treating water (emergency water supply)			
Disposing of human waste (emergency sanitation—e.g. latrines)			
Shelter Needs			
Emergency shelter			
Construction or repair of shelter			
Distribution of blankets			
Distribution of household fuel			
Health Related Needs			
Health personnel			
First aid			
Medical supplies			
Immunisation campaign			
Diarrhoea control			
Epidemiological surveillance			
Food and Nutrition Needs			
Short-term distribution of food			
Long-term distribution of food			
Nutritional surveillance			
Other emergency needs which may arise due to a major earthquake:			

Exercise 1: Earthquakes: Potential Emergency Needs (Form B)

Emergency needs following an earthquake	Need occurs:		
	Frequently	**Occasionally**	**Rarely**
Water and Sanitation			
Distributing, storing and treating water (emergency water supply)	X		
Disposing of human waste (emergency sanitation—e.g. latrines)	X		
Shelter Needs			
Emergency shelter		X	
Construction or repair of shelter	X		
Distribution of blankets			X
Distribution of household fuel		X (if fuel sources are shut off)	
Health Related Needs			
Health personnel	X		
First aid	X		
Medical supplies	X		
Immunisation campaign			X
Diarrhoea control			X
Epidemiological surveillance			X
Food and Nutrition Needs			
Short-term distribution of food	X		
Long-term distribution of food		X (in urban areas)	
Nutritional surveillance			X
Other emergency needs which may arise due to a major earthquake:			

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Exercise 2:Planning Disaster Needs Assessment after an Earthquake

<u>GROUP A</u>

> **Earthquake Disaster in Algansk: Early Notification Report**
> **(issued 10 hours after the first major earthquake shock)**
>
> On February 12th, at 3:13 A.M. in the morning a major earthquake rocked the western part of the country primarily affecting the medium-sized town of **Algansk** with a population of 500,000. Authorities estimate that over 3,000 people have died and another 9,000 have been injured. Over 1,000 buildings and dwellings were completely destroyed and over 20,000 people are homeless.
>
> **PLEASE SEND RELIEF AID AS SOON AS POSSIBLE**

Your Role:

You are part of the national emergency response committee, which is responsible for planning emergency response measures from 72 hours up to ten days after a disaster. Please refer to the attached map of the town of Algansk that shows the city prior to the earthquake.

Before organising a response, your committee has decided to send a five-person Rapid Emergency Assessment Team to Algansk to collect information about the disaster situation and the specific emergency needs. Your committee is meeting to determine the specific information that the Rapid Assessment Team should collect and the methods they should use to collect it.

Group A is to:

A. Read the Early Notification Report and study the map of Algansk. Imagine all of the adverse effects and damage that the earthquake MAY have caused. (The first exercise and discussion, the illustrated map of the town of Algansk and section 7.1 of the module will assist you in completing this exercise.)

B. Make a list of the specific data and information that the Rapid Emergency Assessment Team must collect. To generate this list, your group might brainstorm answers to the question, "What exactly do we need to know about the disaster situation, the damage, and the emergency needs in order to plan and organise an efficient and effective response?"

C. Explain how this information will be collected.

D. Explain how each piece of information will assist your committee with planning its emergency response.

On flip-chart paper organise your list as follows:

Specific Information Needs	Why required for planning and organising an emergency response?	How will the assessment team collect this information? (Be specific)

E. Based on your knowledge of the typical adverse effects and potential emergency needs, who and what expertise should be on the five person Rapid Assessment Team? Write your team composition on flip chart paper.

Exercise 2: Planning Disaster Needs Assessment after an Earthquake
<u>GROUP B</u>

**Earthquake Disaster in Algansk: Early Notification Report
(issued 10 hours after the first major earthquake shock)**

On February 12th, at 3:13 A.M. in the morning a major earthquake rocked the western part of the country primarily affecting the medium-sized town of **Algansk** with a population of 500,000. Authorities estimate that over 3,000 people have died and another 9,000 have been injured. Over 1,000 buildings and dwellings were completely destroyed and over 20,000 people are homeless.

PLEASE SEND RELIEF AID AS SOON AS POSSIBLE

Your Role:

You are part of the national emergency response committee, which is responsible for planning emergency response measures from 72 hours up to ten days after a disaster. Please refer to the attached map of the town of Algansk that shows the city prior to the earthquake.

Before organising a response, your committee has decided to send a five-person Rapid Emergency Assessment Team to Algansk to collect information about the disaster situation and the specific emergency needs. Your committee is meeting to determine the specific information that the Rapid Assessment Team should collect and the methods they should use to collect it.

Group B is to:

A. Read the Early Notification Report and study the map of Algansk. Imagine all of the adverse effects and damage that the earthquake MAY have caused. (The first exercise and discussion, the illustrated map of the town of Algansk and section 7.1 of the module will assist you in completing this exercise.)

B. Using the following categories, brainstorm a list of adverse effects and potential emergency needs that you might expect to find in Algansk following this earthquake. Use flip-chart paper to organise your presentation as follows:

Category	Possible Adverse Effects — Be specific	Potential Emergency Needs	Why? Cause?
Water supply			
Sanitation system			
Shelter			
Power and heating supply			
Food			
Roads, communication, bridges, infrastructure, schools			
Others?			

C. Based on your knowledge of the typical adverse effects and potential emergency needs, who and what expertise should be on the five person Rapid Assessment Team? Write your team composition on flip chart paper.

Exercise 2: Town of Algansk (Before the Earthquake)

Sanitorium

Chemical
Processing Plant

Homes, office
buildings, businesses

Mountain Range

Dam

School
Building

Main Road

River

Central
heating &
power plant

Road

River

Bridge

River

Homes &
buildings

Homes & buildings

Homes & businesses
(buildings)
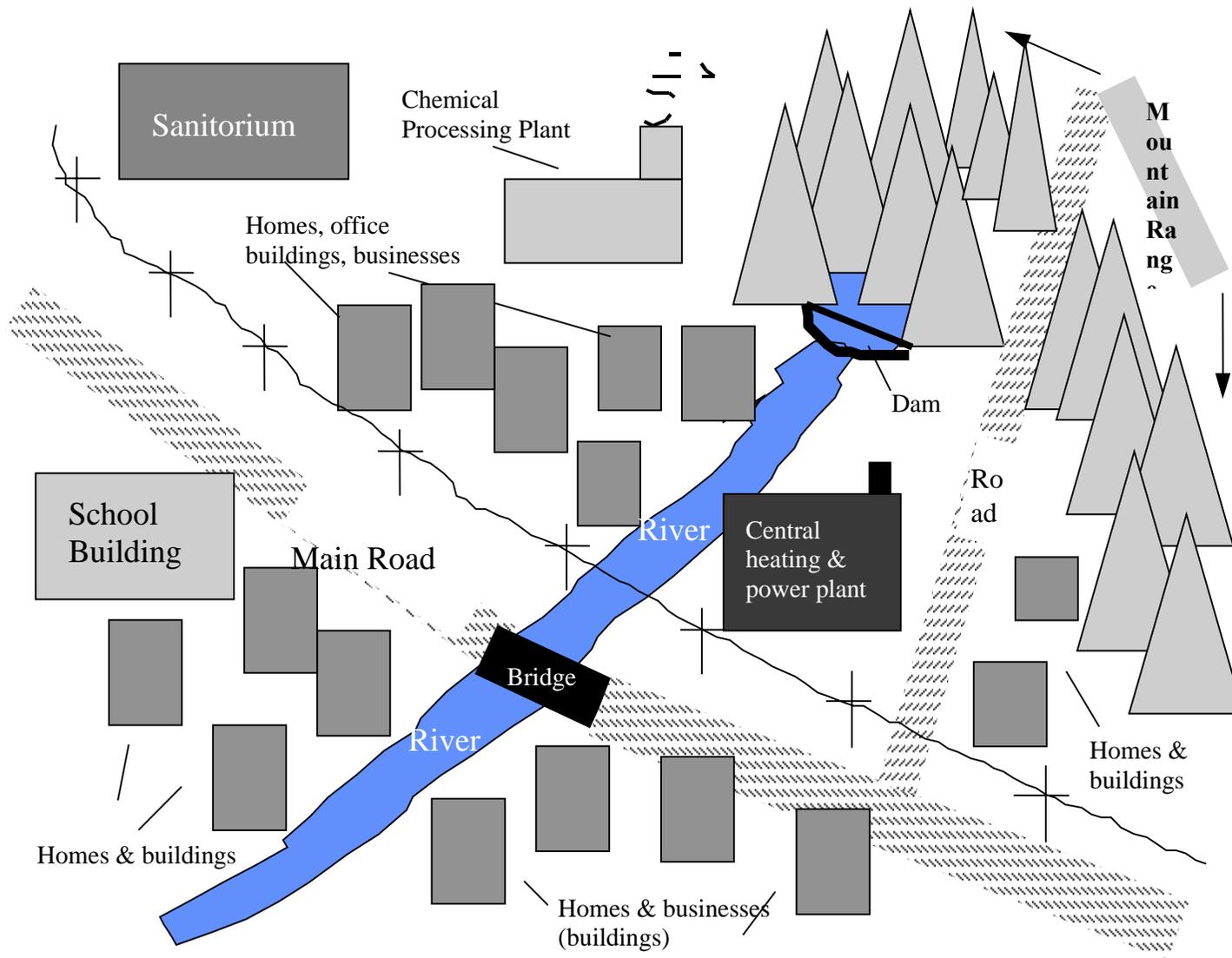
Annex—Alternate workshop exercise #1:
Disaster Needs Assessment Form

Procedure

I. Introduction   30 minutes

A. Make a brief presentation on different ways of collecting information for disaster needs assessments (see Section 4 in the module). Since many participants will probably be relying on information that someone else or some other organisation collected, review the questions in section 4.4.

B. Present the key points from section 5 "Minimising Assessment Bias," and section 5.1 "Triangulation."

C. Introduce the exercise.

II. Exercise: information sources and minimising bias   50 minutes

A. Distribute copies of the "Disaster Needs Assessment" Form found in Annex 1 of the module.

B. Go through each section of the form and clarify any questions about information that needs to be included. Remind participants that all of the information may not be immediately available. Where it is not available or known, they should note this on the reporting form. As soon as this information is available and known it can be included on subsequent and updated disaster needs assessment reports.

C. Split participants into four groups. Assign Sections I and II of the form to Group 1, Sections II and III to Group 2, Sections IV and V to Group 3, and Sections Section VI to Group 4.

D. Each group should consider what information is required for their assigned section(s) and prepare a presentation report (with key points on a flip-chart) which describes:

   1. *The information they will need to collect in one column*

   2. *Where or how they will collect this information. The second column should be as specific as possible—naming organisations (e.g. Ministry of Health), information sources (e.g. local health clinic officials or local church leaders), and where possible, titles or names of individuals who will be contacted to provide the information.*

   3. *Each group should also describe how they would verify that the information gathered from others is accurate and how they will "triangulate" to ensure accuracy.*

   4. *If they will collect the information themselves, first hand, on-site, what biases may occur and how will they minimise this bias in their information collection?*

III. Group reports   50 minutes

A. Each group has 8 minutes to make a report and 5 minutes to respond to comments and questions from the other participants and the trainer. The trainer should be making notes on key points s/he wants to address in the wrap-up.

IV. Wrap-up   5 minutes

A. Summarise main points and conclusions including:

- Review some of the common points made by all the groups. Add your own critique or comments of their reports highlighting or noting key elements.

- The information that is required during a disaster assessment can be determined beforehand (the disaster assessment reporting format suggests what information needs to be collected).

- Before a disaster strikes, arrangements can be made to identify potential information sources. Agreements or understandings should be reached beforehand on how and when this information will be collected and/or provided.

Disaster Programme Information and Reporting

Situation Report

Disaster Needs Assessment Report

Disaster Preparedness Programme Report

Disaster Preparedness Training Programme

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Table of Contents

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic. Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
- A general reference material on disaster preparedness
- Training and workshop modules and trainer's guides
- An orientation to disaster preparedness for Delegates and NS officers
- A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Disaster Preparedness	Preparedness Planning	Risk Reduction
Increasing Community Disaster Awareness	Disaster Needs Assessment	**Disaster Programme Information and Reporting**
Improving Coordination	Improving Basic Training Skills	Project Planning

Acknowledgements

These nine modules and their accompanying trainer's notes were prepared for the International Federation by INTERWORKS, a consulting group with disaster management training and consulting experience in over 60 countries worldwide. Review and critique of these modules were provided by a team of Central Asian disaster management specialists, the disaster preparedness officers of five Central Asia National Societies, the Federation disaster preparedness staff in Geneva and delegates in Central Asia, the Caribbean and East Africa.

The following documents served as references for the compilation and writing of this particular module:

1. *Handbook for Delegates*, International Federation of Red Cross and Red Crescent Societies, 1997.

2. *Disaster Needs Assessment Module*, IFRC Disaster Preparedness Training Programme, 2000.

3. "Preparation of an Appeal for International Assistance for Disaster Response Operations: Guidelines for Pacific Red Cross National Societies," revised RDS - September 1997.

Disaster Programme Information and Reporting

Aim and audience

This module introduces and presents various types of information gathering and reporting forms that can be used to support disaster preparedness and response programmes. In introducing this topic, the intent is to get the reader to reflect on and enhance his/her own organisation's information and reporting systems, in addition to providing them with useful and standardised reporting formats. This module is appropriate for officials and personnel who are responsible for gathering and reporting information that supports disaster preparedness and response programming needs.[1]

Main points

- the purpose and components of information and reporting systems
- general information needs both before and after disasters strike
- the importance, purpose and types of reports used in disaster preparedness and relief programmes
- sample reporting formats

1.   Information management systems

Information gathering and reporting are essential components of National Society disaster preparedness and response planning and programmes.   Ideally, National Societies incorporate these components into a thoughtful and coordinated information and reporting management system.

In designing such a system, the starting point is identifying the types of information to be collected, the exact users of this information and their particular information needs. Next, the design should determine what data need to be gathered and how it will be gathered. Once gathered, the data should be preserved in a planned and consistent way, using standardised formats and databases. Next, the data need to be analysed and converted into useful information and reports, which are disseminated and distributed to the end users.

The primary objective of disaster information and reporting systems is to improve the capacity of National Society officers and leaders to plan programs and take decisive action. An effective information system provides selective information relevant to the specific decision maker's need. It also *clarifies* particular problems and available options, and helps the user to make reasonable *choices* about what actions to take. It does not drown the decision maker in a sea of information, but rather, adds value and coherence to his/her activities.

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[1] More detailed information and descriptions of logistic reporting requirements are in the IFRC *Handbook for Delegates*, Logistics: Forms and Reports for Warehousing and Distribution, pp. 969 - 991, 1997.

Field personnel are often responsible for collecting data (such as for emergency situation or needs assessments) and reporting this information to organisational directors and leadership—who then base their actions and decisions partially on this information. It is critical in these cases that the information provided helps these decision makers clarify particular problems and make informed choices. Reports and information can add value to a decision maker's actions and choices by:

- Selecting and presenting only information relevant to the decision maker's context
- Logically organising the information (i.e., formatting, grouping, and classifying)
- Providing an initial analysis and recommendations (i.e., evaluation, validation, comparison, synthesis and interpretation)
- Formatting the document for easy reading, with attention drawn to major points

Timely, regular and accurate reporting is the most important tool for ensuring good management support and sufficient funding for an emergency operation or for longer-term disaster preparedness programs. Reports are management tools which provide key information to facilitate effective decision making, fundraising efforts and donor relations. Conscientious reporting is also important for ensuring accountability and transparency in the use of funds and in program implementation. Collection and reporting of information should always have a clear purpose and a specific audience in mind.

Many staff, in setting priorities, often accord low status to the reporting function. Emergency response organisations should, as a preparedness measure, establish and communicate to all staff their expectations concerning reporting requirements. Staff should understand that reporting is a critical part of their jobs, not a burden but rather an essential tool in decision making.

1.1   Vulnerability analysis

Information needs in the pre-disaster phase include collecting and analysing information necessary for preparedness planning. Most organisations in preparing for disasters follow early warning signs and *at least informally* consider possible scenarios that might occur. Disaster preparedness requires that choices be made concerning where and under what conditions organisations will respond. These choices will be guided chiefly by the agency's mission and strategic plans, as well as by existing resource constraints. Once these constraints are clarified, it is easier to determine realistic preparedness planning "boundaries." Knowing these boundaries facilitates the task of knowing what exact data and information need to be collected or monitored.

Disaster program planners increasingly use vulnerability information to refine their preparedness plans. Vulnerability analyses ideally provide indications of where the effects of disasters are likely to be the most pronounced (i.e., by region and population). These analyses can assist in prioritising activities and identifying specific target groups or program beneficiaries. Because of the high cost associated with conducting surveys, most vulnerability analysis is performed using national data sets such as censuses and income and expenditure surveys, which are then geographically disaggregated to the extent possible. At the community level, formal and informal vulnerability and resource surveys and community hazard, risk and capacity maps can be helpful in identifying the most vulnerable groups and in planning priorities and resources for an emergency response.

For many types of natural disasters—flash flooding, storms, forest fires, volcanoes, tsunamis—forecasting and early warning information and communication systems also need to be in place. During the pre-disaster planning phase, assessments collect and disseminate information on the potential development of the disaster, and determine the extent to which affected populations are taking measures to protect lives and facilities from the expected hazard impact. Capable organisations will also want to prepare for the implementation of post-disaster response and assessments.

1.2 Information needs: post-disaster

When disasters occur, the various scenarios elaborated in the preparedness plan are reduced to one actual disaster. At this point, organisations must create and implement specific operational plans which will provide direction to the emergency response. This response should be based on information about the disaster situation and the emergency needs created by the disaster (exact location of the disaster, the number and categories of people affected, extent of the damage, available resources, etc.) The next section on "Types of Reports" describes in more detail the types of reports and disaster assessments that are often required.

2. Types of reports

With regard to disaster preparedness and response, National Societies should collect information for the following types of reports:

Types of Reports

A. Programme Reports

B. Disaster Needs Assessment

C. Emergency Relief Reports

- Relief Operation Situation Reports

- (Warehouse) Stock Reports

- Relief Distribution Reports

D. Donor Reports

2.1. Disaster preparedness programme reports

These reports are compiled monthly or quarterly, and annually and are submitted to one's supervisors, to the organisation's headquarters, and if required, to donor agencies. These reports:

- Help facilitate national level appeals and fundraising efforts

- Keep the leadership and donors abreast and informed of progress, accomplishments, and challenges

- Are useful for future program planning and strategy

- Serve as institutional memory and recorded history

- Highlight potential opportunities, problems and constraints

- Ensure accountability and transparency in the use of funds and in program implementation

Disaster preparedness program reports (see Annex 1) usually include the following information:

- Inventory of disasters and emergencies occurring during the reporting period

- Description and status report of activities completed or initiated (dates, participants, beneficiaries and results)

- Description of special challenges, constraints or problems encountered in implementing activities

- Priorities, work plans and goals for the next month, quarter or year

- Important new developments or concerns

- Requests for support

2.2 Disaster needs assessment reports

When disaster strikes, timely information and assessments are required to plan disaster response action and to conduct effective fundraising appeals to assist in the relief operation. The Disaster Needs Assessment Report (see Annex 2) will serve both of these purposes.

A disaster needs assessment will serve two primary purposes for a National Society. First, it will inform the National Society's own response priorities and plans. Second, it can support the National Society's international appeal for outside assistance should the disaster be of such a magnitude that the NS cannot meet its humanitarian obligation within the limits of its own resources. The format shown in Annex 2 can be used to form the basis of an international appeal for assistance coordinated through the Federation or can be used as an emergency response disaster needs assessment, even when an appeal is not required.

In the latter case, the disaster needs assessment will assist National Society emergency response decision makers to determine and implement appropriate emergency response measures. To plan effective response efforts, these decision makers need to know:

- whether or not an emergency exists

- the demographics of the affected population

- the details of the emergency (cause, location, magnitude of disaster, etc.)

- the condition of the affected population (mortality and morbidity rates)

- the local response capacities and available resources, including organisational and logistical capabilities

- the extents and type of life-saving needs and priorities

- the likelihood of additional future problems or needs

The module "Disaster Needs Assessment" introduces basic concepts and approaches related to disaster situation and emergency needs assessments and presents post-disaster assistance needs typically associated with various types of natural hazards.

2.3   Emergency relief reports

2.3.1   Relief situation reports

Relief situation reports (see Annex 3) provide information on the status of emergency relief operations. They are useful in strategizing future relief actions, and in appealing to donors for support. The pace of events and the need to raise funds after an appeal is launched are the primary factors that determine the frequency of situation reports during an emergency relief operation. Depending on the situation, particularly in the case of a major catastrophe, situation reports may be required daily or even hourly. In such circumstances, it may not be possible to cover all the points suggested in the sample report format. Nevertheless, all points can be addressed with at least an explanatory phrase such as "not available" or "not applicable." In most cases, however, situation reports will be provided monthly as long as the relief operation is activated.

In determining what to report, one should decide to include that which will or could have an impact on the general situation or the National Society's operation, in particular. This could include the political, economic or social situation, weather conditions, predicted crop failures and the actions of other agencies. When compiling the report, as many different sources of information as possible should be used, including government sources, NGOs, local formal and informal leaders, newspapers, etc. The report should give an objective and factual picture of what is happening in the field. Relief situation reports ideally should be accompanied by updated Relief Supply Distribution Reports (see Annex 4) and Stock Reports (see Annex 6). Examples of IFRC Situation Reports can be found at the "situation report link" on the IFRC web site at www.ifrc.org.

2.3.2   Relief supply distribution report

The distribution report (see Annex 4) describes and quantifies relief distribution activities. The distribution report is compiled using information from waybills (the received column)

and beneficiary lists or cards (the distributed column). The beneficiary distribution list (see Annex 5) reflects the beneficiaries who have received National Society relief assistance and is the basic supporting document confirming that the relief supplies have reached the beneficiaries.

In the case of food, the weight of distributed items should be specified wherever possible. National Societies should clearly specify who is to prepare this report and who is to receive it. Based on the individual branch distribution reports, the National Society should prepare a consolidated national distribution report.

2.3.3 Stock reports

The stock report (see Annex 6) is prepared by the warehouse manager and indicates what stock has been received, issued, lost, and the total closing stock. The opening stock will usually be the closing stock carried-over from the previous month's report. The stock report is compiled using the reconciled information from the stock cards and stock ledger. Stock cards are used to register any commodities received or dispatched from the warehouse. National Societies should clearly specify who is to prepare this report and who is to receive it. Consolidated stock reports (see Annex 7) are produced at headquarters and are a compilation of all the stock reports received from all country warehouses. They have the same basic information as the stock report, with separate sheets for every commodity.

2.4 Donor reports

National Societies often receive funds from governments and international donor agencies. Where agreements are established which involve transfer of resources (funds, food or other), it is important that reporting requirements and expectations be discussed and clarified from the outset—before funds are transferred. When establishing these agreements, reporting requirements should be reviewed and clarified; and specific requirements, reporting formats and procedures should be stipulated in each agreement. Timely and accurate reporting to donors encourages accountability and can lead to long-term relationships with donors. When recipient organisations fail to report on time, or at all, they jeopardise future disbursements of funds and donor confidence in their abilities. While each donor reporting format and content is different, most will ask for the following types of information:

- Background, objectives of project
- What did the National Society receive from the donor?
- What were the justification, purpose and objectives of the project?
- Who are the beneficiaries of the project?
- When were the proposed activities implemented? Who benefited?
- What objectives were achieved? What indicates that these objectives were achieved?
- What specific challenges, difficulties and constraints did you encounter in implementing your activities?
- What are your project priorities, work plans or goals for the next month, quarter or year?

Annex 1: Disaster Preparedness Programme Report

Prepared by _____

Date of report _____   For period _____

Country_____

Region_____

City/Town_____

Organisation_____

I.   Inventory of disasters and emergencies occurring during the reporting period

II.   Description and status report of activities completed or initiated (Dates, participants, beneficiaries and results)

This information should be organised according to the categories of activities and objectives found in the initial project proposal or program planning documents.

III. Description of special challenges, constraints or problems encountered in implementing activities

IV.   Priorities, plans and goals for the next month, quarter and or year

V.   Describe important new developments or concerns

VI.   Request for support (resources, materials, expertise, in-kind, etc.)

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Annex 2: Disaster Needs Assessment Report Form

Based on format developed by the International Federation Pacific Region disaster preparedness office.

PREPARED BY:	COUNTRY:	DISTRICT/REGION:
YOUR ORGANIZATION:	DATE:	REPORT NUMBER:

When preparing the form, provide the most complete & recent information available. If the information is not known, write, "Not Known at this time."

I.   The Disaster

A.   Type of Disaster: (Circle one)

Cyclone   Earthquake   Flood   Landslide

Drought   Tsunami   Volcanic eruption

Chemical explosion or spill   Other (specify)

B.   When did the disaster event occur?

....

C.   Briefly describe the disaster (attach additional sheets if necessary)

....

....

....

....

D.   Precise geographic areas and locations impacted (districts, states, towns)

....

....

....

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II.   Disaster Impacts/Effects

A.   How many people are affected and what percentage of the overall population is this number?

....

B.   How many deaths have been attributed to this disaster? If possible, specify the gender and age composition of those affected.

....

C.   How many injuries have been attributed to this disaster? If possible, specify the gender and age composition of those affected, and the cause of their injuries.

....

D.   How many people are displaced or evacuated? Also identify where they have gone and if possible, specify the gender, age and family composition of those affected.

....

E.   How many families are affected? If possible, specify the gender and age composition of those affected.

....

F.   How many households or dwellings have been completely destroyed?

....

G.   How many households or dwellings have been partially damaged but not completely destroyed?

....

H.   What is the physical and/or financial damage to other property, buildings and infrastructure in the affected area?

....

I.   What is the physical and/or financial damage to crops and livestock?

....

J.   What are the expected financial damages and costs to businesses in the affected area?

....

III. Local Financial, Material and Human Resources

A. **What resources and capacities do the local population have for responding to this disaster, and how might these resources be used?**

LOCAL CAPACITY OR RESOURCE	SUGGESTIONS FOR USE
E.g. Local neighbourhood association volunteer group	Prepare and serve food for displaced and homeless

B. **What transport and storage facilities (commercial, government, Red Cross/Red Crescent) are available locally for immediate use?**

....

....

....

C. **What is the availability, location and condition of roads, airports, ports and railways?**

....

....

....

D. **What is the capacity of the local and national RC Society for dealing with this disaster?**

....

....

....

IV. Immediate Needs

Provide the most complete and up-to-date answers as you can to these questions:

A. Has a detailed needs assessment been carried out? Please attach a copy if available or give a summary of the priority needs below.

Describe the unmet needs in shelter, water, sanitation, food, household supplies (clothes, blankets, cooking utensils, cooking fuel, etc.) and health (medical supplies, equipment, facilities). Quantify and qualify the targeted needs (for example, 110 adults and 200 children need food and water for at least the next 20 days.) Attach additional sheets as necessary.

....

....

....

....

B. Who carried out the needs assessment?

....

C. What is needed immediately and who will supply it? Please check or fill in the boxes below as appropriate.

ITEM	QUANTITY NEEDED	TO BE SUPPLIED BY:			
		GOVERN-MENT	RED CROSS	NGO'S (specify)	OTHERS (specify)

V.   Longer-Term Needs

D.   **What will be needed in the longer term (after the first month) and who will supply it?** One should anticipate serious problems or needs that may arise in the coming months resulting from the disaster and potential future events (winter or rainy season approaching, etc.)

ITEM	QUANTITY NEEDED	TO BE SUPPLIED BY:			
		GOVERN-MENT	RED CROSS	NGO'S (specify)	OTHERS (specify)

VI. National Society Operation

A.   Give a brief description of what the National Society proposes to do. (Attach additional sheets if necessary)

....

....

....

....

B.   What is the proposed duration of this NS operation?

....

C.   Which groups of people were chosen for assistance and why?

....

....

....

D.   What transport will be required and who will provide it?

....

....

E.   Who will carry out the operation (e.g. NS volunteers, staff, etc.)?

....

....

....

F.   Who is responsible for reporting to donors and when will the reports be made?

....

....

....

VI.   National Society Operation (continued)

What items are required for the operation and from where can they be obtained?

Item	Total Number Required	Number Available In Country	Number Needed From Outside	Nearest Country From Where They Can Be Obtained

VII.   Additional Comments, Requests, or Information

Feel free to add any important information not reflected in responses to this form. This might include political context, local ethnic tensions, history of disasters and response in the area, and other such contextualising factors.

If this form is used for an international appeal, please provide further details in the Budget Table on the next page.

VIII. Budget			
Budget Items	**Number Required**	**Cost Per Item (Specify Currency)**	**Total Cost**
Supplies			
Sub-total			
Equipment			
Sub-total			
Transport			
Sub-total			

Budget Items	Number Required	Cost Per Item (Specify Currency)	Total Cost
Personnel Expenses			
Sub-total			
Travel Expenses			
Sub-total			
Administration Expenses			
Sub-total			
Communications Expenses			
Other Expenses associated with the operation			
Sub-total			
TOTAL COST			

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Annex 3: Relief Situation Reports

Situation Report Title

The title of the Report is the same as that of the Appeal. It should indicate the affected global region (e.g. Central Asia) the country and the type of disaster.

Situation Report Number

All Reports from the Relief operation should be numbered. The number is normally followed by the year — for example: 01/98 means Situation Report No. 1, year 1998.

Appeal Reference Number

For easy reference all Relief Appeals for the same year are to be numbered, based on the date of their launch. For example: 05/98 means Appeal No. 5, launched during 1998. Note that the number is the Appeal number, and not the month of its launch.

Date

The date when the report is submitted.

Period Covered

The time period covered by the report.

1. The Context

This section should give a brief (1-4 page maximum), overall perspective of the disaster to ensure that the report can be placed in context by someone who has not kept up with events. It should include:

- The date of the disaster
- The number of people affected by the disaster (killed, injured, homeless, displaced, short of food, in refugee camps, etc.)
- A description of the affected geographical area (location, size, terrain) and the scale of the damage (destroyed houses, crops, livestock, etc.)
- The date the National Society relief operation started
- The number of target beneficiaries for the NS operation

2. Latest Events

This section consists of a strategic analysis of the overall disaster situation, including pertinent social, political and economic factors, including:

- New developments (since the last Situation Report)

- An assessment of whether the situation in general is getting better or worse, and why

Highlight, in particular, any events or changes which may have some impact on the situation and on the Operating National Society's action.

3. National Society Action—Main Achievements

This should describe the progress achieved by the Operating National Society in each operation, in each phase, in the order set out in the initial appeal. Key questions to be answered and information given should include:

Objective (as described in the Appeal)	Estimate % Achieved	Comments/Explanations

- What has been done since the last Situation Report, where and by whom?

- Division of work/respective roles of the National Society, including the number of National Society staff and volunteers involved in the operation and the management structures used

- Main problems and successes and the operational response to each

- Statistical records of relief supplies distributed or other services rendered during the period, and the combined totals since the beginning of the year. If possible, indicate beneficiaries by category (children under five years of age, lactating mothers, elders confined to their homes, etc.)

Item/Service	Quantity	Location of Distribution/ Service Provision	Category of Beneficiary	Number of Beneficiaries in Reporting Period	Number of Beneficiaries Year-to-Date

If available statistics are incomplete, provide realistic estimates, indicating clearly that they are estimates.

4. Outstanding Needs

This section should highlight all the outstanding needs to be met if the Operating National Society is to realise its operational objectives. Explain whether these needs can be met locally—and therefore cash is required—or whether in-kind goods and services are to be sent.

5. External Relations

This section should outline the general relief context in which the Operating National Society is acting, the role of other organisations and the coordination efforts of all agencies involved. It should include:

- The actions of the Government, local NGOs, UN agencies and international NGOs
- Material and financial resources committed by the Government and other agencies
- Cooperation between different agencies involved in the operation and coordination mechanism (government briefings, inter-agency meetings, etc.)
- Local and international media interest in the National Society Operation

6. Conclusion

The conclusion should gather all the major strands of the Report and reiterate the key messages.

7. Annexes

Some or all of the following may be attached to the report as annexes:

- Detailed distribution and stock reports
- Maps and photographs
- Financial statements

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Delegation

Annex 4: Distribution Report
Distribution point / centre
Number of beneficiaries
Distribution period

Relief Supplies	Units		Opening Stock (if any)	Received	Distributed	Losses (if any)*	Closing Balance
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					

*Explanation of losses:

Distribution point manager	Signature	Date
Storekeeper (if any)	Signature	Date

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Delegation

Annex 5: Beneficiary Distribution List
Distribution point / centre
Settlement (town, village, district, camp, etc.)
Date / Period

	Card Number	Name of family/ household head	No. of Benef.	Distributed relief supplies						Beneficiary Signature
1.										
2.										
3.										
4.										
5.										
6.										
7.										
8.										
9.										
10.										
11.										
12.										
13.										
14.										
15.										
16.										
17.										
18.										
19.										
20.										

International Federation of Red Cross and Red Crescent Societies
Delegation

Annex 6: Stock Report

Warehouse

Period from   to

Relief Supplies	Units		Opening Stock (if any)	Received	Issued	Losses (if any)*	Closing stock
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					
		units					
		Kg.					

*Explanation of losses:

Storekeeper (if any)	Signature	Date

International Federation of Red Cross and Red Crescent Societies
Delegation

Annex 7: Consolidated Stock Report

Item	
Period from	to

Warehouses		Opening Stock (if any)	Received	Issued	Losses (if any)*	Closing stock
	units					
	Kg.					
	units					
	Kg.					
	units					
	Kg.					
	units					
	Kg.					
	units					
	Kg.					
	units					
	Kg.					
	units					
	Kg.					

*Explanation of losses:

Officer-in-charge	Signature	Date

Disaster Programme Information and Reporting

Situation Report

Disaster Needs
Assessment Report

Disaster
Preparedness
Programme
Report

Disaster Preparedness Training Programme

International Federation
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Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. These trainer's notes suggest one way to conduct a short two and a half hour session to introduce participants to the topic of information management systems. It is intended to stimulate participants' thinking and enhance their awareness about purpose, importance and types of reports used in disaster preparedness and relief programmes. Participants will also discuss donor reporting requirements.

You are encouraged to analyse your own situation and adapt the course as necessary. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints. This planner can assist you in preparing and tailoring the course to fit the specific needs of your group.

I.   Overarching course objectives

What are your overarching or broad reasons for holding this course? What do you hope it will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, list how this will be accomplished. List your reasons below.

Reasons for this workshop	Ways this will be accomplished
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

II.   Training objectives and training methods

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

　　　1. What should participants know about disaster programme information and reporting that they don't know already?

2. What should participants do differently?

In order to answer the above two questions, you must have an idea of your trainees' existing experience and knowledge. *How will you assess their knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Improve presentation skills	• *Participants make presentations. (Learn by doing)* • *Participants evaluate each other's presentations. (Learn by observing)*

III.   Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and the methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑   Have you varied the workshop methods? (For example, a presentation is better
    followed by a good group exercise than by another presentation.)

❑   Have you built in practical activities where participants can apply and discuss what
    they have learned or heard in a presentation?

❑   If networking is an important course objective, have you allowed enough time for
    participants to meet informally during breaks and meal times?

❑   Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that
    are required?

Disaster Programme Information and Reporting
2 1/2 Hour Workshop

Workshop session objectives

The purpose of this session is to help participants recognise that effective disaster preparedness and relief programmes rely on the accurate and timely collection, analysis, interpretation and reporting of information. Ideally, these functions should not be conducted ad hoc but should form part of a well-designed information and reporting system based on the specific information needs of the information users and decision makers. Part of the responsibility of an officer with disaster preparedness responsibilities is to advocate for such an integrated information management system and to promote organisation-wide adoption of standardised disaster programme reporting formats.

Workshop audience

IFRC delegates and National Society staff or volunteers who want to increase their awareness and understanding about some basic guidelines, requirements and formats for disaster preparedness programme information management and reporting.

Pre-workshop planning

- Arrange for workshop venue, logistics, training materials, etc.

- Send an invitation to participants and request that they bring actual or sample completed reports of one or more of the following: Disaster Preparedness Programme Reports, Disaster Needs Assessment Reports, Relief Situation Reports, and Relief Distribution and Stock Reports.

Using the accompanying training module

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialists in this theme should be able to prepare and present the points and concepts suggested in these trainer's notes.

Disaster Programme Information and Reporting

Methods

- Large group shares their experiences
- Mini-presentation by the trainer on the purpose and content of four types of reports
- In small groups, participants role-play and identify the information needs of donors who have provided a cash donation to a National Society office.

Time required

2 1 /2 hours

Materials

- Disaster Programme Information and Reporting module

- Actual or sample completed reports of the following: Disaster Preparedness Programme Reports, Disaster Needs Assessment Reports, Relief Situation Reports, and Relief Distribution and Stock Reports. **Note**: either the trainer or participants must bring these to the workshop.

- Flip-chart paper and markers

Tips for the trainer

The trainer should be familiar with the contents of the module and the various reporting forms found in the annexes.

Procedure

I. Mini-presentation by the trainer   45 minutes

A. Explain that information and reporting systems consist of systematically and purposefully gathering, analysing, storing and reporting information. Present the idea that all information collection and reporting systems should begin by identifying the users of the information and their specific information needs (See Overhead 4 "Disaster Information and Reporting Systems.")

B. Ask participants to share the types of reports that they must write and to whom they must submit these reports. Write their responses on flip-chart paper or on the blackboard.

C. Ask three participants to describe the purpose, general content and audience for one major report that they must write. How do others use the information they produce in their reports?

D. Make a brief mini-presentation based on the following points (The trainer should refer to the module to prepare and elaborate on these points)

- Purpose of information gathering, analysing and reporting in disaster programs

- Identifying the users of the information and their information needs

- Information needs pre-disaster and post-disaster and how this information is used in disaster preparedness and emergency response activity planning

- Reasons for recording and reporting information about disaster preparedness and emergency response programs

II. Mini-presentation by the trainer   10 minutes

A. Present and describe the general purpose and basic content of "Disaster Preparedness Programme Reports." (This report is described in the module and a sample reporting form is included as an annex.)

B. Present and describe the general purpose and the basic content of "Relief Situation Reports."

III. Review/critique of reports   70 minutes

(This exercise requires that the trainer or the participants bring actual or sample completed reports of the following: Disaster Preparedness Programme Reports, Disaster Needs Assessment Reports, Relief Situation Reports, and Relief Distribution and Stock Reports.)

A. Separate participants into two to four groups (depending on how many different types of sample reports are available). Assign each group one of the different reports mentioned in the module. For example:
- *Disaster Preparedness Programme Reports to Group 1*
- *Disaster Needs Assessment Reports to Group 2*
- *Relief Situation Reports to Group 3*
- *Relief Distribution and Stock Reports to Group 4*

B. In their groups, participants should review the report format shown in the annex to the module and discuss whether any additional information should be included in the report. In addition, they should make a list of criteria for judging the quality of a report. **30 minutes**.

C. Distribute samples of the different reports corresponding to each group. Ask them to critique these sample reports based on the lists of information needs and criteria they generated in task B above. **30 minutes.**

D. Groups should summarise and present their critiques to the plenary (5 minutes for each group).

IV. Role-play: donor reporting requirements   20 minutes

A. Ask participants if any of their agencies must report to a government funding agency or international donor agency. Explain that, whenever there is a transfer of resources (funds, food or other relief supplies) from donors to National Societies, there will usually be reporting requirements.

B. Tell participants that they are to role-play a major donor that funds disaster preparedness and emergency relief activities at the local level.

C. Pass out the Role-Play Scenario and Instructions.

D. Participants will work individually or in pairs. They have 10 minutes to complete this exercise.

E. Monitor the process and assist where necessary

Role-Play Scenario and Instructions

You are the representative of a major international donor which gave the National Red Cross / Red Crescent Society a $ 75,000 cash donation to provide emergency relief to the populations affected by the recent flash floods occurring in the fictitious town of Algansk, located in a remote mountain valley. Your donor agency now wants to hear about the progress of the relief effort and how exactly the money is being, or was, spent.

As the donor in this scenario, you should brainstorm everything that you as a donor want to know about the funds that you provided, and about the relief effort. What information should be included in the National Society report to you—the donor? Also from the donor's perspective, identify why this information is important to you. You have 10 minutes to complete this task.

F. After 10 minutes, the instructor should go around the room, one by one, and ask each participant to share one of the items on their list. Continue around until participants have exhausted all ideas about specific donor information needs.

G. Wrap-up this session by noting that each donor will have its own reporting expectations. Organisations that receive funds from donors should clarify and establish expectations before the funds are transferred. They should clarify reporting requirements as well as the specific donor reporting formats and frequency of reporting.

Handout 1: Role Play Scenario and Instructions

> You are the representative of a major international donor which gave the
> National Red Cross/Red Crescent Society a $ 75,000 cash donation to
> provide emergency relief to the populations affected by the recent flash
> floods occurring in the fictitious town of Algansk, located in a remote
> mountain valley. Your donor agency now wants to hear about the progress
> of the relief effort and how exactly the money is being, or was, spent.

You have 10 minutes to complete the following: *As the donor in this
scenario,*

1. Brainstorm everything that you want to know about the funds that you
    provided and about the relief effort.

2. What information should be included in the National Society report to
    you—the donor? Why is this information important to you?

Alternate exercise

Methods

- Participants will write a draft report and then discuss and critique them
- Mini-presentation by the instructor on the purpose and content of four types of reports

Time required

2 1 /2 hours

Materials

- Disaster Programme Information and Reporting module
- Flip-chart paper and markers
- Paper and pens

Tips for the trainer

The trainer should be familiar with the contents of the module and the various reporting forms found in the annexes.

Procedure

I. Mini-presentation by the trainer   45 minutes

A. Explain that information and reporting systems consist of systematically and purposefully gathering, analysing, storing and reporting information. Present the idea that all information collection and reporting systems should begin by identifying the users of the information and their specific information needs (See Overhead 4 "Disaster Information and Reporting Systems.")

B. Ask participants to share the types of reports that they must write and to whom they must submit these reports. Write their responses on flip-chart paper or on the blackboard.

C. Ask three participants to describe the purpose, general content and audience for one major report that they must write. How do others use the information they produce in their reports?

D. Make a brief mini-presentation based on the following points (refer to the module to prepare and elaborate on these points):

- Purpose of information gathering, analysing and reporting in disaster programs
- Identifying the users of the information and their information needs
- Information needs pre-disaster and post-disaster and how this information is used in disaster preparedness and emergency response activity planning
- Reasons for recording and reporting information about disaster preparedness and emergency response programs

II. Mini-presentation by the trainer   30 minutes

A. Present and describe the general purpose and basic content of "Disaster Preparedness Programme Reports." (This report is described in the module and a sample reporting form is included as an annex.) Provide them an outline and/or an example.

B. Present and describe the general purpose and the basic content of "emergency and relief Situation Reports." Provide them an example.

C. Present and describe the general purpose and content of "donor reports." Provide them with an outline of the contents and or an example.

III. Draft preparation of reports   120 minutes

(Alternatively, have participants bring in their own samples of one or more of the following four reports: programme reports, emergency situation reports, distribution reports or donor reports. Instead of writing a draft then, the exercise is one of having others critique those that have been brought in.)

A. (90 minutes) Participants should review the samples that were distributed and review the guidelines and requirements suggested in the previous presentation and in the module. They then should choose to write a draft report of one of them. For example, I might choose to write an emergency situation report for a situation in my region, or I might choose to write a draft programme report for my activities over a certain time period, perhaps over the last month, or for the last two or three months.

B. (30 minutes) In groups of three, have participants exchange reports, so that each of the three in the group is reading a report written by someone else in their group. They then must review and offer a critique of this report based on the suggestions made in the previous presentation and those guidelines suggested in the module.

C. Take fifteen minutes to debrief in plenary. Ask the group what main challenges and difficulties they had in writing the report? How might they have overcome these difficulties? For example, a difficulty might be "remembering what I did last week! " The solution might be to keep an "Activity Log" of everything that you did or accomplished each day, so that you can use this information when preparing your programme report.

D. Review the requirements for each type of report—did the participants' draft report address all the categories for the type of report they chose to write? Why or why not?

E. Summarise all salient points raised in this session.

Improving Coordination

| Information Sharing → | Collaboration → | Joint-strategic planning → |

Disaster Preparedness Training Programme

International Federation
of Red Cross and Red Crescent Societies

Table of Contents

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic.   Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
- A general reference material on disaster preparedness
- Training and workshop modules and trainer's guides
- An orientation to disaster preparedness for Delegates and NS officers
- A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Disaster Preparedness	Preparedness Planning	Risk Reduction
Increasing Community Disaster Awareness	Disaster Needs Assessment	Disaster Information and Reporting
Improving Coordination	Improving Basic Training Skills	Project Planning

Acknowledgements

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The following documents served as references for the compilation and writing of this particular module:

1. **Interagency Coordination,** conference paper prepared for the Emergency Settlements Conference, sponsored by the University of Wisconsin-Disaster Management Center and InterWorks, 1996.

2. **Creating Coordination Among Organisations**, by Dennis Hamilton, ILO Training Centre, Turin, Italy, 1995.

3. **Coordination Among International Organisations in Complex Emergencies**, draft training module prepared for the Complex Emergency Training Initiative and the Disaster Management Training Programme, by James Good and Paul Thompson, InterWorks. 1997.

Improving Coordination

Aim and audience

This training module focuses on providing officers of National Red Cross/Red Crescent Societies and other agencies with a basis for better understanding the pre-conditions and actions that facilitate coordination. This module is appropriate for IFRC delegates and National Society staff who are interested in and responsible for increasing collaboration and strengthening partnerships with other organisations.

Main points

- Advantages of coordination
- Preconditions to coordination
- Spectrum of activities that can be improved through coordination
- Barriers to coordination
- Actions and strategies which facilitate coordination
- Examples of National Society coordination policies, activities and mechanisms

1.   Introduction to coordination

1.1   Need for coordination

No organisation working alone can address the magnitude or the complexity of the needs associated with disaster preparedness and disaster response. In addition to the Red Cross and Red Crescent (RC), there are government agencies, public service institutions (police, firemen, health workers), community groups such as farmers or youth groups, civic and religious organisations, NGOs, businesses, local leaders and local groups with roles and responsibilities in disaster preparedness and response. Effective coordination among these various responders is critical to successful preparation and response to disasters. At its best, coordination can eliminate gaps and duplication in service, determine an appropriate division of responsibility and establish a framework for information sharing, policy agreements, program collaboration and joint planning.

1.2   Red Cross as a government auxiliary

Ultimately, it is the responsibility of the government to ensure the safety and preparedness of its citizenry, and to coordinate the work of the various organisations involved in disaster response. The role of the Red Cross/Red Crescent and NGOs in a disaster is to act as auxiliaries to government action.

For these reasons, Red Cross/Red Crescent officials need to liase with the proper authorities in order to ensure that the work they will be undertaking is within the framework of government disaster preparedness plans and that the RC society does not duplicate government efforts. At

the national level, the liaison should, in principle, be handled through the Secretary General's office. The day-to-day programme coordination, however, is often delegated to the heads of the appropriate department, for example, the disaster preparedness programme officer or the disaster response programme officer.

The RC National Society and local branches should also identify opportunities to collaborate and coordinate with NGOs working within the country, or within their locale, respectively. This may be as simple as periodic meetings to exchange disaster and programme activity information. Sometimes it may also mean working together to plan and implement a disaster preparedness awareness campaign.

Finally, it is critical that the National Society and its branch societies at the district (or state) and local community level clarify their respective roles and responsibilities in disaster preparedness and response. This includes establishing necessary communication and coordination procedures between the different levels.

1.2   Defining coordination

Coordination means working together in a logical way toward some common result or goal. The operational definition of coordination, however, varies among personnel from different agencies. Definitions of coordination range from centralised coordination to simple information sharing between organisations.

Between these two opposing viewpoints is a definition of coordination in which agencies have the will, instruments and trained personnel for effective collaboration with each other. Perhaps the greatest challenge to coordination is the inherent difficulty of identifying a common purpose and approach among agencies whose mandates, methods, resources and systems are diverse. The incentive to coordinate comes from experiences where the lack of coordination results in conflicts and misunderstanding.

1.3   Advantages of coordination

Disasters are characterised by overwhelming needs, competing priorities, destroyed or damaged communication and infrastructure, a rapid influx of humanitarian assistance organisations and an outburst of mutual aid from local citizens and highly stressed local governmental and non-governmental institutions. In these environments, coordination takes extra effort, time, resources and commitment. Some fear, rightly at times, that it will add another layer of bureaucratic decision making that will

What is coordination? Coordination of independent organizations is undertaken for the purpose of eliminating fragmentation, gaps and duplication in services. Coordination can also mean harmonizing separate disaster actions or activities and clarifying roles and responsibilities. Methods for ensuring coordination include written memoranda of understanding, or other similar agreements. In coordinated systems, independent actors share information and work with a common purpose. Coordination may be either voluntary or mandated, and carried out through formal or informal agreements.

hinder their ability to maneuver. Coordination when well done, however, has many positive benefits, that can far outweigh many of its disadvantages. These benefits include:

Improved efficiency, cost-effectiveness and speed of response
When organisations begin the process of sharing information either before an emergency occurs or quickly thereafter, coordination can improve the efficiency and speed of disaster response. This will occur when organisations have mechanisms in place to quickly assess the needs of the affected population and when organisations have shared with each other the resources that each brings to the response. These types of coordination activities enable decisions to be taken quickly.

A framework for strategic decision making on issues of common concern
Through a coordinating mechanism, all response organisations have the opportunity to identify the needs of the emergency and to participate in an organised strategic planning process.

A unified strategic approach to disaster response
Discrepancies between agencies over standards of assistance, linking relief with longer-term rehabilitation efforts and differences in conceptual approaches to response all represent challenges to achieving a harmonised response. Disaster response, which is not coordinated and does not try to harmonise standards and approaches, leads to differential treatment of the population. This can lead to competition for resources, conflict and distrust—all of which exacerbate the problems of the disaster-affected population.

Elimination of gaps and duplication of services in meeting the needs of the affected populations
If organisations are successful in coordinating their activities as described in the first three benefits above, there should be neither gaps nor duplication in services and resources to meet the needs of the affected population.

Appropriate division of responsibilities based on an organisation's comparative advantage

In an emergency there will be clarity about some of the operations of all agencies. Their comparative advantages and spheres of operation are known and accepted by all. On the other hand, the areas of operation of many agencies will likely overlap in terms of mandate, resources, geographic location or capabilities. Therefore, one of the key challenges is determining who will take on a task when two or more organisations are ready and able to do it.

At their best, coordinated activities that consider the comparative advantages of responding organisations result in humane, neutral, and impartial assistance; in increased management effectiveness; in a shared vision of the best possible outcomes for a given situation; in a seamless approach to service delivery; and in donor confidence resulting in sufficient resources to achieve the desired outcomes.

1.4   Preconditions to coordination

The chances of achieving effective coordination are greatly enhanced when several preconditions have been met. Coordination is a process that works best when it is
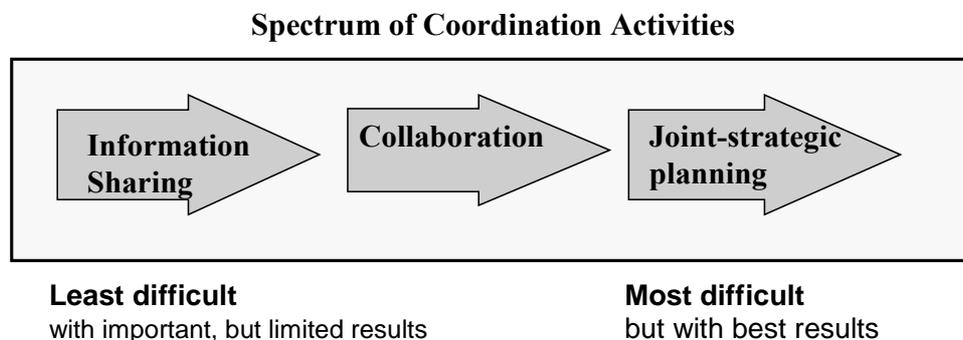
- participatory
- impartial
- transparent

Coordination becomes viable when agencies actively *participate* in the coordination process. Organisations need to participate in deciding the policies, procedures, strategies and plans that will affect their operations. Participants must act to secure and maintain the confidence of others, thereby creating an atmosphere of respect and good will. The possibility of participating in relevant decision making is one way to build confidence. The coordination mechanism should not be used as a way to subordinate or gain advantage over other agencies. A coordinated approach toward achieving a common goal will work best when areas of authority and responsibility are clearly defined.

Coordination should advocate the principle of *impartiality*, i.e. the provision of relief solely on the basis of actual needs, not on the objectives of a particular agency. This impartiality should be maintained in both pre- and post-disaster periods. Coordination requires trust and trust requires *transparency*—the willing flow of information and open decision making processes. The real motives of decision making should be clear to all participants and acceptable to the affected population.

2.   The spectrum of coordination activities

Coordination, as illustrated in the diagram below, can be described as a spectrum of activities, starting with simple information sharing leading to collaboration and then to joint development of plans and programs. The activities discussed below are loosely listed in an ascending level of sophistication. Although each activity can lay the foundation for successive ones, the given order should not be taken too literally since some activities can be performed simultaneously and, in some cases, less difficult activities are bypassed in favour of higher priority, more challenging ones.

Spectrum of Coordination Activities

Information Sharing   **Collaboration**   **Joint-strategic planning**

Least difficult   **Most difficult**
with important, but limited results   but with best results

2.1   Information sharing

Lack of understanding or simple miscommunication often prevent organisations from realising that they share many interests, especially when it comes to the welfare of their beneficiaries. Often, they may desire the same end-goal and may share many philosophical and conceptual approaches.

Sharing and exchange of information is one of the basic coordination activities. Agencies can share their objectives, mutual interests, strengths and limitations, viewpoints and many other things including:

- the roles and responsibilities of each agency and specific resources they have for disaster preparedness and response
- geographical area of operation
- purpose of planned activities
- priority needs and gaps in assistance
- issues related to the situation or context (e.g. political situation, security, local conditions)
- other information characterising the input of each agency

2.1.1   Identifying gaps and overlaps in disaster/emergency assistance

In disaster response, it is inevitable that gaps in assistance will occur in both the relief and rehabilitation efforts. This can be especially problematic when distribution systems are inaccessible to the affected population, where the local population is out of favour with the authorities, or where the population is difficult to locate as in situations where families and individuals are dispersed throughout an urban environment. One way that organisations can minimise these gaps and overlaps, however, is to meet, discuss and negotiate a mutually acceptable agreement on each organisation's (1) geographical area of operation, (2) individual services or contribution to a joint service package and (3) the specific target group or set of clients with whom each will work.

> **Post-earthquake coordination**
> **Naryn oblast, Kyrgyzstan**
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> A small earthquake in January 1997 affected the Kosh-Debe settlement in Naryn oblast of Kyrgyzstan (population of approximately 3,000). There were no deaths or injuries, but the situation was complicated by downed power supply lines—the main heating supply for the community.
>
> - The Ministry for Emergencies and Civil Defense worked on restoration of the power supply and repair of destroyed housing and social structures
>
> - A private firm headed by a native of the settlement paid for the cost and delivery of coal
>
> - The regional Red Crescent Society Committee arranged for the delivery of foodstuffs and clothes according to the framework of the humanitarian assistance programme
>
> These examples illustrate that even small-scale activities in disaster preparedness and response demand coordination.

The Gap Identification Chart, shown below, is an example of a tool that can be created for a disaster or emergency situation. It lists the required actions in the left column of a matrix and the responding agencies across the top. By identifying which agency is responsible for each action, you can identify both gaps and overlaps in assistance.

Sample gap identification chart for a flood-prone area

Activities	Agencies					
	Local government	Civil defence / Government Emergency management	Meteorological service	Irrigation system	Population	NS
Preparedness						
Site selection, building protective constructions	+		+	+		
Maintenance of protective constructions				+		
Flood prognosis			+	+		
Forecast tracking and public awareness system	+	+	+	+		
Personnel and population training		+				+
Response						+
Population evacuation	+	+				
Restoration of protective constructions	+			+		
Shelter and loans	+	+				
Aid distribution	+	+				+

2.1.2   Warning systems

Early warning systems are integral to, but distinct from, preparedness planning. Early warning is necessary prior to the onset of a disaster, and also an essential part of ongoing operations.

Warning systems, including monitoring and control, are costly and target one type of hazard or specific group of hazards. Over the years, experience has shown, that one agency, however powerful it may be in terms of authority and resources, cannot set up and maintain a comprehensive warning system alone. The only effective solution is to monitor the situation by using and coordinating the resources and warning systems of many agencies.

2.2   Collaboration

Collaboration is more than simply sharing and exchanging information. Collaboration means that agencies assess the situation together, share ideas on how to overcome the problem and initiate practical responses together.

2.2.1   Identify affected population groups and jointly assess their potential capacities and needs.

In some cases it is difficult to reach consensus on which population group needs assistance. Coordinated identification of the target group is a priority task. Joint assessment of needs and available resources should result in a decreased need for duplicative follow-up activities. In addition, joint assessment should provide the basis for a more complete picture of the situation and therefore serve as the basis for a comprehensive strategic plan for assistance operations. Joint needs assessments are also more considerate of the affected population—imagine being a

member of the affected population who is asked the same questions multiple times by representatives of different agencies.

2.2.2   Coordination of assistance standards

Before a joint assessment field assessment is conducted, the logistics of conducting the assessment and the standards that will be used should be agreed upon by all on the assessment team and assessment tasks should be assigned accordingly. The minimum humanitarian standards in disaster response developed by the Sphere project can assist organisations with prioritising information collection needs and planning an appropriate level of response.[1] The sectors included in the Sphere project include:

- Water supply and sanitation

- Nutrition

- Food aid

- Shelter and site planning

- Health services

In addition to these sectors, assessment teams may want to collect information on personal and household needs; agricultural, economic and infrastructure damage; and the political and security situation.

2.2.3   Mobilisation of relief resources

Resource mobilisation is central to mounting a disaster relief effort. A well-coordinated appeal is often more attractive to potential donors and often becomes the basis for making a decision on providing funds or other materials.

In assessing the resources required for a disaster preparedness plan, the following elements should be considered:
- housing
- medical supplies
- food
- communication systems
- transport and organisation of deliveries
- availability of people to render urgent assistance (relief)
- equipment and sanitation

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[1] The entire manual, Humanitarian Charter and Minimum Standards in Disaster Response, can be downloaded from the **The Sphere Project** website http://www.sphereproject.org, or can be ordered through Oxfam publishing @ Bournemouth Book Centre (BEBC), PO Box 1496, Parkstone, Dorset BH12 3YD, Tel: +44 (0) 1202 712933, Fax: +44 (0) 1202 712930. The Sphere Project can be contacted at: P.O. Box 372, 1211 Geneva 19, Switzerland Tel: (41 22) 730 4501 Fax: (41 22) 730 4905.

The types of needs that must be addressed depend on the types of disasters anticipated. Such needs should be made explicit, and should cover all aspects of disaster relief and recovery. Specific arrangements should be established whereby each party agrees to secure certain goods and services as required.

2.2.4   Joint training

The implementation of emergency relief operations requires a diverse set of skills and expertise. Too often, the people responding have little formal training in emergency management; and often, past mistakes are repeated. When organisations have similar training needs, sponsoring joint-training programs is one way to share the cost. In addition, joint-trainings are a way to improve trust and relations between response organisations. Disaster response drills involving several organisations help identify strengths and weaknesses in the response system, and build the communication and personal links required to make coordination work during an emergency.

> **Central Asia
> Disaster Preparedness Training**
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> From 1997-1999, National Society officers with disaster preparedness responsibilities and their government counterparts attended a series of disaster preparedness meetings and workshops designed to build DP knowledge and expertise, plan the development of disaster preparedness programmes at the country level and increase government support and recognition of National

2.3   *Joint strategic planning and programming*

Planning is a fundamental component of disaster management. It is essential before the onset of an emergency, and even more so, once it has begun. Failure to foresee an emergency and anticipate changes in the relief efforts, such as in the location and number of affected persons, has too often resulted in needless suffering and deaths.

2.3.1   Disaster preparedness and planning

The process of developing common approaches in advance, sharing information, developing joint plans, and taking coordinated preparedness actions will greatly improve relief efforts. By coordinating disaster preparedness activities:

1. the efficiency of harmonised use of resources is applied to an entire operation
2. all organisations can benefit from the planning skills and experience of the most talented members of the team—a resource base significantly larger than afforded by individual organisations
3. team building occurs before the emergency and strengthens the ability of organisations to work together in emergency situations

2.3.2   Share personnel

For some organisations, including National Societies, responding to major emergencies may require additional experts. As a rule, bringing in highly qualified experts can be costly. This cost can be defrayed if organisations agree to share these expenses.

2.3.3   Share operational costs

For many agencies the high cost of running operations causes them to recognise that it may be beneficial to pool their resources. The following is a checklist of resources that potentially can be shared by two or more organisations:

- security for premises or field camps, including guards
- common infrastructure (offices, guest houses)
- communication facilities and equipment
- transport and warehouse facility
- office services: computers, printing
- purchase of materials, equipment

2.3.4   Development of joint plans

One of the most important results of joint assessment, information sharing and management is the conversion of information into a plan of action, utilising a strategic planning approach. The plan for strategic coordination will identify, from a broader perspective, which organisation will be performing a given task in a particular geographic location. The strategic plan identifies actions that maximise cost-effectiveness and speed of response. It should also include the mechanism for sharing operational support resources among the organisations. The elements of a strategic plan for coordination include:

- the emergency's needs and resources assessment
- the goals and objectives of the operation
- identification of roles and resources of organisations
- comparative analysis of advantages and drawbacks of organisations
- identification of potential duplication or gaps in provision of assistance
- identification of actions to be taken, by whom, ensuring no unnecessary duplication of services
- identification of operational support coordination activities, e.g. shared facilities and other resources
- Implementation schedule

Agencies will benefit from coordinating their operations with others who are involved in disaster preparedness or response. These benefits, however, do have a cost. To be effective, coordination must be seen as a task that is as important as other activities, and, accordingly, there must be funding to support coordination activities.

Early Warning Coordination in the Kyrgyz Republic

Maylu-Suu town in the Kyrgyz Republic has a population of approximately 10,000 people and is located in a highly landslide prone area. The vulnerability of the population is increased by the storage of radioactive wastes under landslide slopes. Presently, several of the most exposed areas have notification systems installed to warn the population. The systems were installed as a result of coordinated efforts among several ministries and structures in Kyrgyzstan as well as foreign agencies.

- A hydro-geological expedition by the Institute of Engineering Research assessed the hazard on the slopes
- The city administration provided the premises to install receivers and personnel to operate the facility and field transport
- City Civil Defence headquarters included landslide warning into the overall notification system and worked out an emergency evacuation plan jointly with local authorities
- The Institute of Rock Physics and Mechanics in the National Academy of Sciences identified the firmness of stored waste and developed facilities to control landslide hazards
- The Ministry for Emergencies and Civil Defence received partial funding for the project from the European Community through the German Committee of the International Decade on Natural Disaster Reduction (a semi-governmental organisation)

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3. Identifying barriers to coordination

Recognising and identifying barriers to coordination is the first step in overcoming them. In the following table, some barriers to coordination are identified along with examples of how each may be manifested.

Barrier	Example
1. Threat to autonomy (real or perceived)	Members of organisations fear that coordination will reduce their freedom to make decisions and run programs.
2. Professional staff fears	Professionals fear loss of freedom—coordination agreements may require ways of working that are different from staff preferences.
3. Disagreement among resource providers	People or groups providing resources disagree about needs to be met, services to be provided, and programming approaches.
4. Multiple local government, private sector and non-governmental organisations	Coordination is complicated by the presence of too many actors, slowing the process and losing focus.
5. Absence of consensus among participants	Disagreements among organisations regarding: • the right of one or more organisations to be involved • which organisation should function in which geographic area • which organisation should provide which services • which affected populations are to be served by each organisation
6. Different expectations of different levels of the government hierarchy	Different expectations about which populations should be provided with which services—this may become complicated by differing and/or changing political interests.

Barrier	Example
7. Coordination viewed as low priority	Members of some organisations think that coordination is not really necessary and do not follow through with commitments.
8. Costs and benefits are viewed as unsatisfactory	Staff of some organisations think the costs of coordination or the program costs will be higher than the benefits.
9. Resources are not available	Some organisations which may want to participate in a coordinated effort have inadequate resources to contribute to the effort
10. Diffusion of "credit"	Sometimes recognition is the only form of personal reward that members of organisations receive. In a coordinated effort, however, "credit" for or acknowledgement of individual contributions may get lost or diffused.
11. Lack of trust	Participating agencies may have a history of poor relations leading them to see each other as threats, competitors and/or untrustworthy.
12. Fragmentation	The diversity of mandates, policies and procedures as well as ideologies, values and vested interests among all of the international organisations leads to a fragmentation within the "humanitarian response system"
13. Highly centralised bureaucratic organisations	Coordination will be hindered by agencies that must generally seek approval from their headquarters prior to approving inter-organisational goals or making commitments of time and resources.
14. Lack of coordination skills, knowledge and experience	Organisations that do not understand the preconditions and dynamic nature of coordination or that field representatives without proper training or skills will frustrate and be frustrated by coordination efforts.
15. Staff turnover	Frequent staff turnover threatens policy continuity, coordination agreements and institutional memory. Trust often depends on increased levels of familiarity and contact among parties, which is lost with high turnover rates.
16. Unilateral donor actions	When donors act unilaterally, politicise aid, or earmark funds for specific populations, they may undermine the efforts of established international coordinating mechanisms.
17. Ineffectual or inappropriate coordination leadership	Participation in coordination may break down if the leadership is autocratic, imposing their decisions and agenda on the body. Lack of leadership skills or resources will diminish the value and quality of the coordination effort.

One major obstacle to coordination is simply the competition between organisations for scarce resources. Both government and non-government agencies approach the same donors for funding for similar projects. Each agency is therefore viewed as a competitor. Acting on the belief that information is power and that this power can be used against you by a competitor fosters a non-cooperative attitude. Unfortunately donor agencies at times contribute to this competitive atmosphere by pitting agencies against each other. This has often carried over into disaster relief operations as the agency perceived as doing the most or with the greatest visibility is likely to receive the greatest support in the post response period. In this way inherent competition in the system is maintained. As discussed earlier, joint appeals may be one way to minimise competition and its effects.

4.   Actions that facilitate coordination

While there are many barriers to coordination, there are also many actions and strategies that can be pursued to facilitate coordination. The table below suggests several of these.

Actions that facilitate coordination	
Actions	**Explanation**
1. Identify mutual interests and objectives	Lack of understanding or simple misunderstandings often prevent organisations from realising that they share many interests—prime among them the desire to best serve the interests and needs of beneficiaries.
2. Use effective negotiation skills	If you are the person who wants to initiate coordination with others, you will have to convince them that coordination is in their self-interest and that the benefits of joining in the coordination effort far outweigh the costs. This requires that you spend some time analysing the benefits and costs of coordination, and the self-interests, priorities and motivations of those you want to participate in the coordination activity. Once you know the answers to these questions, you can pitch your proposal in a way that best appeals to their main priorities and interests.
3. Secure funds that are tied to coordination	Get donors to stipulate that organisations can get the needed resources only if they coordinate effectively with others.
4. Increase awareness of interdependence	Discuss previous successes with coordination, or the absolute need to work together to improve effectiveness and the consequences of not doing so.
5. Standardise organisational activities	Organisations with standardised and routine services find it easier to coordinate because gaps in their service delivery may be more apparent and opportunities to interface with other organisations easier to pursue.
6. Choose the number and participating organisations strategically	The more organisations involved in a coordination effort, the more likely that it will break down. Only organisations that are directly involved and which have something to offer in addressing the target problem or opportunity should participate in a coordination partnership. Other organisations can be included on an ad hoc basis.

Actions	Explanation
7. Build personal relationships and trust	Disaster preparedness officers depend on many other institutional players to achieve their goals. This means that they must seek out and build relationships and trust with key players. Relationship building is best done over a cup of coffee or during breaks at joint meetings, and other such informal opportunities. In the final analysis, effective coordination depends on the strength of relationships and the level of mutual respect that people have for each other.
8. Invite dynamic/ creative people to join the coordination body	Often, the inclusion of dynamic leaders and personable participants in the coordination effort will attract others to participate and support it.
9. Promote effective leadership	Coordination efforts require formal and informal leaders who understand what it takes to support successful coordination and who have the facilitation, people and leadership skills required to motivate others towards a common coordination goal, process or outcome.
10. Ensure local decision making capacity	In large bureaucratic organisations, which have central headquarters and field representatives posted throughout the country in sub-regions or communities, coordination at the local level can be enhanced by assuring that field representatives have the authority to make decisions based on the realities of the local situation.
11. Improve coordination skills, knowledge and experience	Many coordination efforts fail because leaders and participants lack an awareness of the principles, skills and techniques required to make the effort succeed (see next section). The capabilities required to effectively coordinate with others can be improved through training and awareness raising about the challenges, opportunities, barriers and actions that facilitate coordination. In addition, skill building related to improved communication, and negotiation and meeting facilitation skills will also enhance efforts to coordinate.

All these actions that facilitate coordination share one common element: improved communication. All of them require that both those who initiate and those who are involved in coordination efforts build in formal and informal mechanisms for improving and increasing communication between all concerned.

5. Coordination techniques

There are a variety of useful techniques, each of which is described below, that can assist in coordination efforts including:

- facilitation skills
- consensus building
- preparation of memoranda of understanding
- identification of each organisation's comparative strengths and mandates in order to establish a division of labour
- maintenance of a "communications loop"
- decision making in plenary meetings
- appropriate inclusion of partners in the process
- timely action, especially during the emergency phase
- follow up and follow-through on coordination decisions
- provision of personnel incentives to coordinate

5.1 Facilitation skills

The essence of coordination is working together, which requires some skills. Both the leadership of a coordination body and the other participants will benefit from effective facilitation skills in such activities as negotiation, conflict management, participatory team planning, effective presentations, meeting management and process monitoring and evaluation. Many of the following techniques are included in this range of skills.

5.2 Consensus building

While building consensus is difficult, if organisations wish to coordinate their response, achieving consensus on policy, programme, and resource issues is crucial to their success. They will need to reach agreement on:

- Geographical areas of operation (who will do what and where)
- Individual services or contribution to a programme of services
- Population each organisation will work with
- Standards of assistance and methods of delivery

5.3 Memoranda of understanding

Memoranda of understanding can mitigate potential inter-agency conflict by clarifying objectives, expectations, roles, policies, responsibilities and commitments. The process of agreeing to a memorandum of understanding may be as important as the product. During the process, organisations develop relationships and become more knowledgeable about each other.

Memoranda of understanding may need to be reviewed or updated when the players and/or the context change. Prototype memoranda of understanding should be developed to avoid having to identify and negotiate details during an emergency.

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5.4   Identification of comparative strength of each organisation

The comparative advantage of an organisation depends not only on its mandate, but also on its actual expertise, capacities and resources. For example, a local National Society committee may lack funds and staff, but may be the only agency with experience working with a certain population or in a certain region.

5.5   Maintaining the "communications loop"

All organisations need to take responsibility for staying in touch with each other. The mechanisms for sharing information need to be adequate to quickly disseminate both critical and current information.

5.6   Decision making in plenary meetings

Inevitably, difficult and potentially divisive issues arise in a crisis. When it is obvious that a "floor fight" may occur at a coordination meeting between particular parties, those responsible for the differences of opinion may need to resolve these differences away from (and in preparation for) the plenary forum. Otherwise a divisive spirit between a few organisations may spread and lead to a breakdown of the whole coordination effort.

5.7   Appropriate inclusion of partners in the process

Appropriate membership in the coordination body is vital to its success. Small organisations with few resources to offer or organisations whose mandates and policies are at odds with the coordination body's objectives may impede successful coordination.

5.8   Timely action, especially during the emergency phase

Coordination should not be the cause of or the excuse for delays in responding to an emergency. To avoid delays, participating organisations need to establish arrangements before the emergency. Preparedness planning should include arrangements for acquiring stocks, identifying staff and establishing procedures and other necessary elements to be ready to respond quickly during an emergency operation.

5.9   Follow-up and follow-through on coordination decisions

The coordination body needs to have adequate staff and commitment to follow-up and to follow-through on decisions taken by the body. Coordination will flounder and dissipate without determined follow-up.

5.10   Provision of personnel incentives to coordination

As a prerequisite to participating in a coordination effort, organisations must value coordination. This value must be evident in the organisations' personnel policies. Successful staff participation in coordination activities must result in rewards, not penalties.

6.   Coordination issues in large scale emergencies

In the event of a large-scale emergency, very few countries have enough resources to cope. Generally, large-scale search and rescue activities at the national level are followed and complemented by efforts of the international community. IFRC delegates and National Society staff need to be aware of the roles and responsibilities of the various UN organisations. These are listed in Annex 1.

After a large-scale disaster,

- Representatives from the affected country should initiate a damage and needs assessment as soon as possible

- The appeal for international aid should conform to certain standards (the declaration of a disaster situation by the national government and the need for international assistance) and describe priority needs and the type of expected aid

- The affected country should guarantee simplified procedures for entry and exit of search and rescue teams, transport, equipment, and tracing dogs

- The affected country should organise a centre to provide communication with officials, discussion, and primary instructions for search and rescue teams

- The affected country should establish an On-site Operation Coordination Centre

Annex 1: Roles and responsibilities of United Nations agencies

At the national level, the National Societies should be familiar with the various United Nations Agencies that may be present in their country and of their function.

A.   Office for the Coordination of Humanitarian Affairs (OCHA)

The mission of the Office for the Coordination of Humanitarian Affairs (OCHA) is to reduce human suffering and material destruction caused by natural disasters and emergencies by mobilising and coordinating the collective efforts of the international community, in particular those of the UN system. Its main functions are to advise the Secretary General on emergencies and recommend appropriate actions.

B.   Food and Agriculture Organisation (FAO)

FAO's mission is to raise levels of nutrition and standards of living, and to improve the efficiency of production and distribution of food and agricultural products. In relief operations, it focuses on the provision of agricultural inputs, such as seeds and veterinary services. This includes working closely with NGOs active in this field, and in some countries with UNICEF.

C.   United Nation's Children's Fund (UNICEF)

To ensure a "first call for children" UNICEF mobilises both political will and material resources to help developing countries. UNICEF's niche in emergencies is its role as an advocate for children. Its general resources budget is over USD 500 million, 25 million of which is allocated to its Emergency Program Fund.

D.   United Nations Development Programme (UNDP)

UNDP is the United Nations largest provider of grant funding for development and the main body for coordinating UN development assistance. UNDP provides logistic, communications and other support for the activities of the United Nations Emergency Relief Coordinator and to UN Disaster Management Teams. UNDP's annual budget is USD one billion. Five percent is allocated for disaster preparedness. The UNDP Resident Coordinator has the right to allocate up to USD 50,000 for emergency needs to a country in a disaster situation.
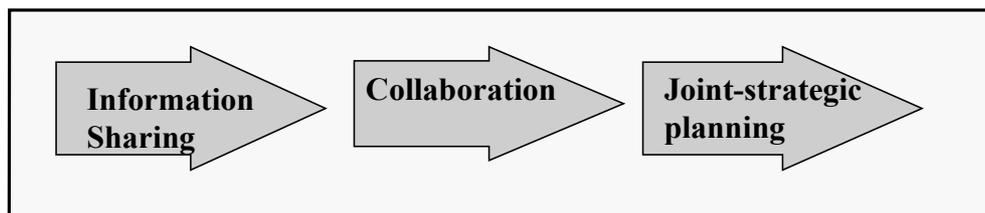
E.   United Nations High Commissioner for Refugees (UNHCR)

UNHCR's main task is to provide protection and assistance to refugees and to seek permanent solutions to the problems of refugees. UNHCR's operations can be classified into two categories:

* protection of refugees from further persecution and violence, including being forced back into areas from which they have fled, while helping lay foundations for lasting solutions to refugee problems.
* meeting the physical needs of refugees—UNHCR works to supply refugees with food, water, health care, shelter and sanitation.

Improving Coordination

| Information Sharing | Collaboration | Joint-strategic planning |

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Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. These trainer's notes suggest one way to conduct a short three to five-hour workshop to introduce participants to coordination. It is intended to stimulate participants' thinking and enhance their awareness about this topic. Participants will be introduced to the pre-conditions to, advantages of, barriers to and actions that facilitate coordination and will analyse their own opportunities for coordination.

You are encouraged to consider your own situation and adapt the course as necessary. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints. This workshop planner can assist you in preparing and tailoring the course to fit the specific needs of your group.

I.   Overarching course objectives

What are your overarching or broad reasons for holding this course? What do you hope it will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, list how this will be accomplished. List your reasons below.

Reasons for this workshop	Ways this will be accomplished
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

II.   Training objectives and training methods

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

   1.   *What should participants know about project planning that they don't know already?*

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     2.   What should participants do differently?

In order to answer the above two questions, you must have an idea of your trainees' experience and knowledge about coordination. *How will you assess their knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Improve presentation skills	• *Participants make presentations. (Learn by doing)* • *Participants evaluate each other's presentations. (Learn by observing)*

III. Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and the methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑   Have you varied the workshop methods? (For example, a presentation is better followed by a good group exercise than by another presentation.)

❑   Have you built in practical activities where participants can apply and discuss what they have learned or heard in a presentation?

❑   If networking is an important course objective, have you allowed enough time for participants to meet informally during breaks and meal times?

❑   Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that are required?

Improving Coordination
3 to 5 Hour Workshop

Workshop objectives

This trainer's guide suggests alternative ways for conducting a workshop on the topic of improving coordination. Coordination efforts often fail because those involved have not considered these factors. This session will introduce participants to the pre-conditions to, advantages of, barriers to and actions that facilitate coordination. Participants will take part in a coordination learning activity and will be asked to analyse their own opportunities for coordination. In addition, alternative workshop sessions and exercises are included for use in tailoring this workshop to your particular needs.

Workshop audience

IFRC delegates and National Society staff or volunteers who want to increase their awareness of the factors that facilitate and obstruct coordination efforts. The ideal audience in a workshop would consist of individuals from different organisations who are interested in exploring ways to enhance cooperation and coordination between their organisations.

Pre-workshop planning

- Arrange for workshop venue, logistics, training materials, etc.

- Send an invitation to participants and request that they begin thinking about risk reduction projects and activities that they would like to design and implement.

Using the accompanying training module

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialists in coordination should be able to prepare and present the points and concepts suggested in these trainer's notes.

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Improving Coordination

Methods

- Group exercise that highlights the need for and barriers to coordination
- Mini-presentation
- Group work and presentations

Time required

3-5 hours, depending on whether or not optional activities are used.

Materials

- The training module "Improving Coordination."
- Flip-chart paper and coloured markers
- Flip-chart sized gameboard replicated from Handout 2

Tips for the trainer

The trainer should be familiar with the module, especially with the definition of coordination and opportunities for and examples of coordination in disaster preparedness and response. S/he should also read through, understand and practice the strategic planning exercise included in these trainer's notes. Ideally, the trainer should invite a resource person who has experience leading or participating in successful coordination efforts.

Procedure

I. Introduction   5 minutes

A. Introduce the procedures and purpose for this session.

B. Introduce the next exercise. Explain that disaster preparedness and emergency response coordination require the use of analytical, strategic planning and decision-making skills. All of these skills will be practised in the next exercise. (**Note**: Do not over-emphasise "coordination," at this point, as you want them to learn from the exercise, where, in most cases, teams become very competitive to the detriment of coordinating their efforts to reach the overarching (and somewhat hidden) goal.)

II.   Strategic planning exercise   45 minutes

Notes: This "strategic planning" exercise is bound to foster competition—a present reality in disaster preparedness and response—and so is a useful starting point for discussing the need for coordination. If you prefer to start by establishing a cooperative atmosphere, you can refer to the attached activity, "Cooperative Squares Exercise."

It is important that you understand the procedures and instructions for this exercise. Be careful to distinguish between TEAMS and GROUPS. The Teams are made up of 2-4 individuals. The Groups are made up of three or four Teams.

A. Begin by saying that participants will now participate in a strategic planning and analysis exercise. Remind them of the importance of analytical, strategic planning and decision-making skills in disaster preparedness and emergency response. All of these skills will be practised in this session.

B. Begin the session by engaging participants in a strategic planning exercise. Tell them that after the exercise the major points will be presented and discussed.

C. Divide participants into nine to twelve **TEAMS** of two to four members each.

D. Next, divide these teams into three **GROUPS**. Each group should consist of three or four teams. Each group is assigned their own strategic planning game-board (Handout 2 replicated on a flip chart).

E. Within each group, distribute different coloured markers to each team, so that each team in each group or *operation* can be distinguished by its colour. Each team should also receive one Instruction Sheet and one Strategic Planning and Operations Recording Form (Handouts 1 and 2, respectively).

F. The following diagram illustrates three different coloured teams in each group.

Illustration of the groups and teams

GROUP A (1 recording form)	GROUP B (1 recording form)	GROUP C (1 recording form)
Red Team	Red Team	Red Team
Black Team	Black Team	Black Team
Blue Team	Blue Team	Blue Team

There should be three to four groups consisting of three four teams each. Each team should consist of two-four members. Each team needs to assign a marker holder. Each team in each group should have a different color marker, pen or crayon. The team name is then its group plus its color, for example, **Group A-Red Team**. Each *group* is to complete ONE Strategic Planning Game Board (Operations Map).

G. Each team must identify a team captain who will be responsible for marking the Strategic Planning game board. These "captains" can be honoured by a formal presentation of their teams' markers. The team implements its strategy by placing its coloured "X" on the game board.

H. Explain that each team's objective is to score as many points as possible. A point is scored anytime you achieve five X marks of the same colour in five consecutive cells (either vertical, horizontal or diagonal). The facilitator should demonstrate this—see handout # 3.

I. Explain that the game consists of forty-two, ten second turns during which a team must place its "X" on the gameboard. Teams can only place one "X" per turn. The order of turns will be as follows: BLUE Team, then RED Team, then BLACK Team.

J. A new turn occurs every time the game manager (i.e. the workshop facilitator) shouts "CHANGE " which will occur exactly every 10 seconds. The game is over when there are no more empty cells on the game board, or when the time is up after—42 timed rounds. Please stay in the room when the game is over—as we will discuss lessons learned.

K. If anyone asks the purpose of this exercise, simply tell them that the purpose of this exercise is to practice their analytical and strategic planning skills and their ability to act promptly and decisively. Point out that these same skills are required during emergency operations.

L. Ask if there are any questions. Give participants 4 minutes to review the instructions and to plan their strategy as a team.

M. Remind all the teams that, when the strategic operation starts, they are only to fill in one strategic planning game board per GROUP (*not one per team*).

N. At the end of 4 minutes, give a loud "START" command and then monitor your watch and say "TURN" or "CHANGE" at each 10 second interval to signify that it is now the next team's turn. After 40-42 turns (when the form is complete with three teams or when only 2 squares are left with four teams), announce "END." All teams should stop at this point.

O. After the game is over, each team should mark its score on the group's game board. A team gets a point each time it has marked five consecutive cells (vertical, horizontal or diagonal) of the same colour. (See overhead).

P. Now here's the twist. In the end, it is not the Team with the highest score that has won the game, but rather, the Group with the highest cumulative team totals. For example, this group received a score of "FOUR" since there is one set of five blue, one set of five red and two sets of five green.

Group A's Completed Strategic Planning and Operations Game Form

GREEN	*GREEN*	*GREEN*	*GREEN*	*GREEN*	*RED*
GREEN	blue	red	red	*BLUE*	*RED*
GREEN	red	red	*BLUE*	green	*RED*
GREEN	red	*BLUE*	red	blue	*RED*
GREEN	*BLUE*	green	blue	blue	*RED*
BLUE	blue	blue	blue	green	green
blue	green	blue	red	red	red

Q. Explain that the winner of this exercise is the group (or operation) that managed to get the most points *by all of their combined team efforts. Thus, winning through blocking the other team is still a losing strategy for all the teams in one group if the other groups have made more points through working together—i.e. coordinating their efforts (or at least not blocking each other so effectively).* Of course, in a narrow gaming sense, the "Green Team" won. But if the game board represented an emergency support operation by many organisations to address emergency needs, the disaster-affected populations lose due to this spirit of competition, because the "total response," which depends on many actors, was not maximised.

R. **Note**: This is akin to what can happen in an emergency response, when organisational players compete rather than cooperate or coordinate their efforts. The game board is a metaphor for the emergency affected area. The teams are metaphors for different organisations. The groups could be representative of different types of organisations (Government, NGOs, UN agencies, NS, etc.) Points are comparable to the number of lives saved by any agency's effort.

II.   Review and discussion   15 minutes

A. Highlight additional coordination issues by posing the following questions:

- What did the teams view as their goal in the game?
- What strategies did they devise in the three minutes prior to starting the exercise?
- Did any of the teams consider coordinating with the other teams? Why or why not?
- How did it feel to "block" the other teams?
- How did it feel to be "blocked" by other teams?
- If the teams could redo the exercise, what strategies might they consider?

B. Ask participants to describe what similarities and parallels can be drawn between this exercise and real life disaster preparedness and emergency response operations.

C. What is the primary goal or objective of disaster preparedness? Of emergency response operations? Are these goals served by organisations that "grandstand" or which view each other as competitors? Why or why not?

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D. If you have time, you can ask participants to play this game again, but this time the teams should discuss what part of the game board they will "occupy" or respond to — thus beginning the process of eliminating gaps in service and maximising the emergency response. After they have completed the board, have each Group compare their new total score to the previous one. Ask how this might relate to emergency operations and the need for communication and cooperation?

Give participants a 10 minute break

III. Presentation/discussion: coordination   30 minutes

A. Explain briefly why coordination is an important topic in disaster preparedness and response. Refer back to the game participants just played.

No organisation working alone can solve the magnitude or the complexity of the needs associated with disaster preparedness and disaster response. Red Cross and Red Crescent (RC) societies are but one of many different organisational entities with disaster preparedness and response responsibilities. In addition to the RC there are government agencies, public service institutions (police, firemen, health workers), community groups such as farmers or youth groups, civic and religious organisations, NGOs, businesses, local leaders and local groups with roles and responsibilities in disaster preparedness and response. Effective coordination, therefore, is critical to successful preparation and response to disasters. At its best, coordination can eliminate gaps and duplication in service, determine an appropriate division of responsibility and establish a framework for information sharing, policy agreements, program collaboration and joint planning.

B. Ask participants to define or describe the nature and purpose of coordination.

C. Compare their descriptions with the following main points extracted from the description and definition given in the module. Use the overheads to discuss benefits of, preconditions for and actions that facilitate coordination.

What is coordination? What is its purpose?

- **Eliminate fragmentation, gaps and duplication of services.**

- **Harmonise separate disaster actions or activities and clarify roles and responsibilities.**

- **Share information and coordinate actions among independent organisations with a common purpose.**

- **Coordination can be voluntary or mandated.**

- **Levels of coordination: From simple information exchange to mutual strategic planning—each level is more challenging and difficult to implement.**

- **Determine who will take on a task when two or more organisations are ready and able to do it.**

D. Ask participants to provide examples of coordination among organisations or agencies. If there are examples, pose one or more of the following questions:

- What organisations took part in this coordination effort?

- What was the purpose of the coordination effort?

- What was the result?

- What were some of the problems or constraints encountered during the coordination effort?

- How were these problems and constraints addressed?

IV. Small group exercise   45 minutes

A. Explain that there are many opportunities for coordination and many barriers to effective coordination. You will form two groups to explore these opportunities and barriers.

B. Before dividing into groups, ask participants to brainstorm a list of barriers to coordination.   Write these on flip-chart paper.

C. Divide participants into two groups. Each group should select a chairperson, recorder and reporter.

- **Group 1**: Overcoming *Barriers to Coordination*. Distribute Handout 3 on barriers to coordination. From either Handout 3 or the barriers to coordination brainstormed by the whole group, they should choose five barriers and propose strategies and methods for overcoming them.

- **Group 2:** *Opportunities for coordination in disaster preparedness and emergency response at national, regional and local level*. (This group should include representatives of different organisations, such as the National Society and Civil Defence.) Group 2 should brainstorm and identify a list of opportunities and potential activities that can be coordinated among their organisations at the national,

regional and local levels. They should also anticipate any problems, as well as any special requirements, policies or resources that will be needed for this coordination to take place. They should use Handout 4 to guide their discussion and their report back.

D. Each group has 30 minutes to complete their exercise.

E. Monitor the process and help if necessary.

F. Ask groups to present the results of their discussions. These report-backs are limited to 7 minutes per group. Each group should be "peer reviewed" by one of the other groups.

G. Challenge each group to consider additional points that they did not mention which are in the module, see Section 1.5 "The Spectrum of Coordination Activities" and Section 6 "Actions that Facilitate Coordination." The trainer must be familiar with the content in each of these sections. You may want to comment on the group presentations by making a brief presentation using overheads highlighting main points and asking each group to provide their comments or reaction.

V. Wrap-up and conclusions   10 minutes

A. Ask if there are any comments or questions on the two presentations. If there are questions, direct these questions back to the group that made the presentation.

B. Summarise the main points, themes and consensus from this session.

C. Stress that while coordination is critical for effective disaster preparedness and emergency response, it is also difficult to achieve for many of the reasons already discussed. Any organisation that is serious about coordination needs to consider the barriers and be committed to finding ways to overcome or reduce them.

Handout 1: Instructions for Strategic Planning Exercise

Your team is about to participate in a strategic planning and operations exercise that will involve the actions of your team as well as the actions of the other teams in your group. All that is required for your team's success in this exercise is skill, careful strategic analysis and prompt decisive action.

1. This exercise may be played by two or three groups (operations) each composed of three to four teams. Teams should consist of two to four members.

> **GROUP A**   **GROUP B**   **GROUP C**
> (1 recording form)   (1 recording form)   (1 recording form)
>
> | Red Team | | Red Team | | Red Team |
> |---|---|---|---|---|
> | Black Team | | Black Team | | Black Team |
> | Blue Team | | Blue Team | | Blue Team |
>
> There should be three to four groups consisting of three
> four teams each. Each team should consist of two-four
> members. Each team needs to assign a marker holder.
> Each team in each group should have a different color
> marker, pen or crayon. The team name is then its group
> plus its color, for example, **Group A-Red Team**. Each
> *group* is to complete ONE Strategic Planning
> Game Board (Operations Map).

2. Each team will receive one coloured felt-tip marker (pen or crayon), one set of instructions, and a copy of the *Strategic Planning and Operations Game Form (Handout #2)* for planning their operational strategy.
3. You should already be divided into teams of no more than four players each. Introduce yourselves to your teammates if you are not already acquainted. Decide on one team member who will be responsible for implementing the team's strategy. Give that person the coloured marker. S/he will be the team captain. Each team in your group should have a different coloured marker, which also signifies the name of the team, e.g. Group A: Red Team.
4. The team captain will record the team's strategic decisions or moves directly on the Strategic Planning Game Board, which the workshop trainer will distribute to each group.
5. Each team's objective is to form 5 consecutive marks on the form in any orientation: vertical, horizontal, or diagonal. The object is to form as many of these 5 consecutive marks as possible.
6. The team captain will mark only one square per turn. Moves will be taken in turn by each team. Turns last 10 seconds during which time each team can discuss and advise where to place its mark.
7. Each team must decide on their move and have it marked on the form by the team captain within the 10 seconds allotted for each turn. The workshop facilitator will monitor the time for every turn. If you fail to mark your move within 10 seconds, your team forfeits its turn and the next team can begin immediately.
8. There will be a 4-minute strategy period before the beginning of the first round of the operation. You can discuss your strategy and use your team's copy of the Strategic Planning and Operations Recording Form as a preliminary planning tool if useful. The facilitator will provide the official Strategic Planning Game Board to be used for recording the actual strategic operational moves of each group.
9. The exercise will be complete after 42 turns (14 per team) (or 40 turns if there are four teams per group). If there are four teams per group, there will be two squares left unmarked at the end if all teams took their moves. If there are three teams per group, all squares will be filled in if each team took their turn.
10. The winners will be those who have constructed the greatest number of same-coloured consecutive marks of five on the game board.

Handout 2: Strategic Planning Game Form

Handout 3: Barriers to Coordination

There are many barriers to coordination. Choose five barriers from this list or from those generated in the previous brainstorming session. Identify strategies, policies or methods for overcoming them.

Barrier	Strategy for overcoming the barrier
1. Threat to autonomy (threat can be real or perceived)	
2. Professional staff fears (will working with another organisation help or hurt my career and promotional opportunities?)	
3. Too many organisations and agencies involved in disaster preparedness or emergency response operations	
4. Organisations lack initial agreement on the goal of disaster preparedness or emergency response activities	
5. Organisations have different expectations, goals and mandates	
6. Coordination is viewed as a low priority within the organisation	
7. Coordination efforts are not rewarded	
8. Resources for coordination are not available (time, meeting space, communication facilities: fax, email, telephones, etc.)	
9. Lack of trust among organisations	
10. Different decision-making structures within different organisations: from highly centralised and bureaucratic organisations to very decentralised and informal organisations	
11. Lack of skills in coordinating, planning and facilitating meetings where representatives of different organisations are present	
12. High staff turnover—relationships are lost	
13. Lack of leadership or vision in the coordination effort	
14. Lack of top-level (leadership) support or commitment within each of the organisations	
15. Other barriers? List	

Handout 4: Opportunities for Coordination

1. Identify other organisations and government agencies with which Red Cross/Red Crescent Societies may need to coordinate.

2. Identify two or three opportunities for coordinating activities, sharing information or cooperating in the disaster preparedness phase or in disaster preparedness activities. Specify the nature of this coordination; any problems or constraints that may arise; and any special procedures, policies or resources that would be required to make this coordination successful.

3. Use the tables below to guide your discussion and report-back.

Coordination Opportunities	Nature/specifics of this coordination (Also specify at what level: National, regional or local)	What problems or constraints might arise?	What special procedures, policies or resources are required for this coordination to be successful?

Alternative Group Exercise: Cooperative Squares Exercise

Adapted from: Anne Hope and Sally Timmel, *Training for Transformation: A Handbook for Community Workers*, Book 2, Chapter 6, "Leadership and Participation." Mambo Press, 1984.

Purpose
This exercise helps a group identify some of the elements and behaviours involved in fostering a spirit of cooperation and coordination.

Time required   **60 minutes**

Materials and preparation required
- Four people per table
- For each group of four participants, cut up a piece of cardboard, or piece of paper into four squares of 4 pieces each and distribute four pieces into four different envelopes numbered # 1 through # 4. (See diagram that follows.) All the pieces on this diagram that are marked "1" will end up in envelope # 1. All the pieces in the diagram marked "2" will end up in envelope # 2. All the pieces in the diagram marked "3" will end up in envelope # 3. All the pieces in the diagram marked "4" will end up in envelope # 4.
- For each table, prepare four envelopes (one per participant) with four random pieces of cardboard or paper—taken from the piece that was cut up for their table. In other words, all of the pieces from one larger piece of cardboard or paper need to be distributed to one table in a random fashion.
- Envelope with sets of broken squares (equalling the number of participants in the group)
- Flip-chart/newsprint
- Tape
- Felt pens/markers

Instructions
1. Read the following instructions to the whole group.
   A. Each of you will receive an envelope with pieces of cardboard for forming squares. When I gives the signal to begin, the task for each group is to *form four squares of equal size*. The task will not be complete until each individual has before him or her a perfect square of the same size as those in front of the other group members.
   B. No member may speak. The task must be done in silence.
   C. You *may not take* or ask for a piece from any other person but you can *give* pieces to others.
2. Ask if there are any questions and answer them.
3. Give each group of four a set of squares in the four envelopes.
4. Ask the groups to begin work. Watch the tables during the exercise to enforce the rules.
5. After the task is complete, ask each group to discuss the following questions:
   A. In what way do you think each of you helped or hindered the group in completing its task?
   B. How did members feel when someone holding a key piece did not see the solution?

      C. How did members feel when someone completed a square incorrectly and then sat back without helping the group further?

      D. How did members feel about the person who could not see the solution as quickly as others?

      E. How are some of the things you learned from this game true of real life coordination situations?

6. After the small groups have discussed these questions, ask the whole group how they answered question E above and what they learned about cooperation from this exercise.

7. Summarise the main points of the activity. You may want to discuss, for example,

      A. How every person in each group needed to understand the total/overall problem

      B. How each person needed to understand how to contribute to solving the problem

      C. How each person needed to be aware of the potential contributions of others in the group

      D. How groups that pay attention to helping each other work well are likely to be more effective than groups that ignore each other

4

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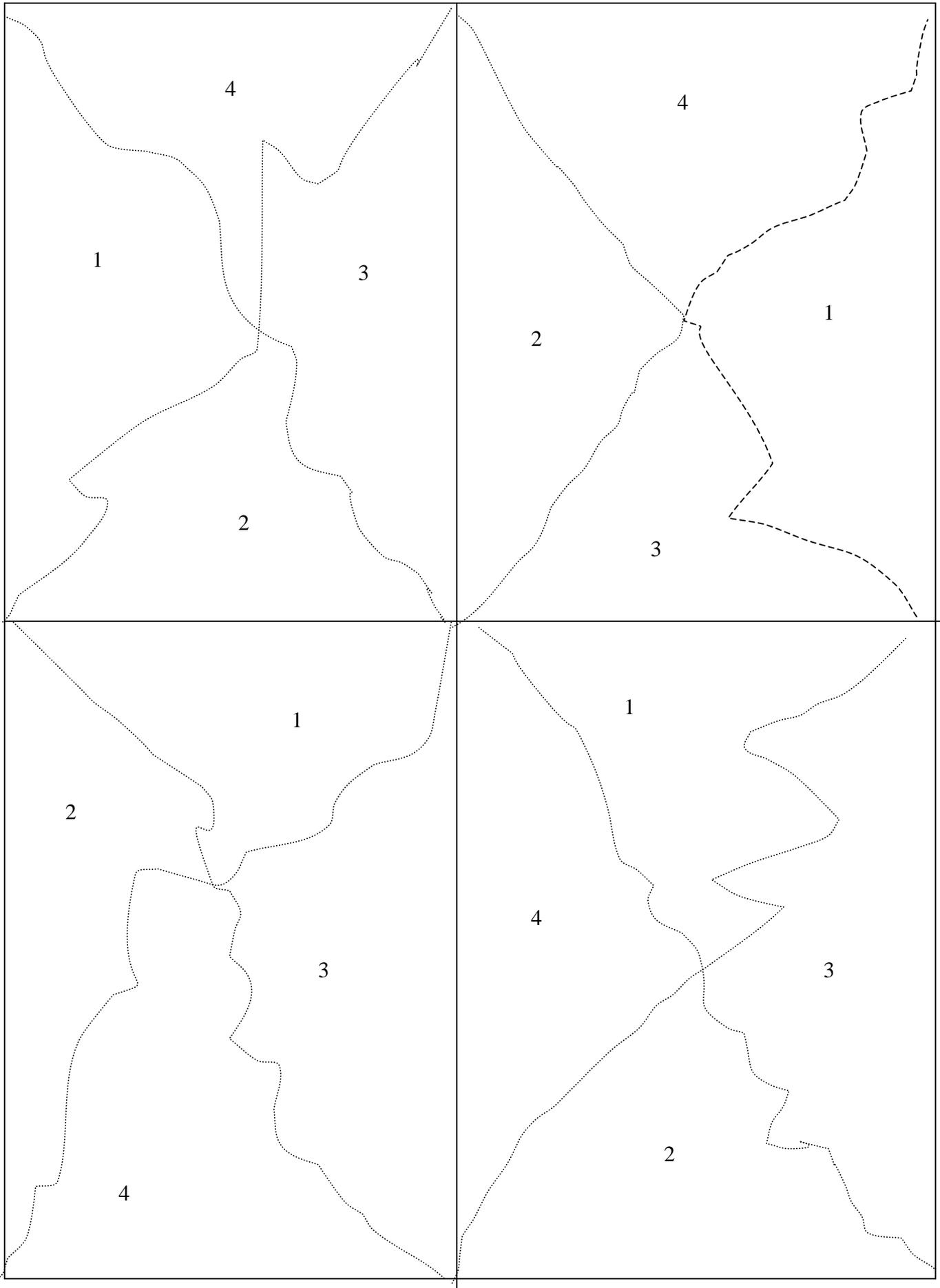
Optional training activities

These optional activities are based on training sessions described in the "Community Based Self-Reliance: Disaster Preparedness Manual for Red Cross Instructors in the Pacific." Volume 3 of 4, produced by the IFRC and Red Crescent Societies, Regional Delegation in Suva, Fiji.

A. Panel: NS, government & NGOs in disaster management   75 minutes

Objective: To present and discuss the different roles that National Society, government and non-government organisations have in disaster preparedness and response.

Roles of NS, government and NGOs in disaster management		
Content	**Methodology**	**Key Points**
Brief introduction followed by questions from participants and discussion	A panel made up of the government, NGO and National Society Representatives. Each panel member makes a 5-10 minute presentation regarding their priorities and roles in disaster preparedness and response. This is followed by Questions and Answers with participants and an active exploration of areas of potential collaboration.	Panel format should be informal to encourage discussion and questions. The trainer should have three or four questions in reserve to stimulate discussion, if necessary.

B. Role of government in disaster management   **45 minutes**

Objectives: To inform participants of the roles played by Government agencies in disaster preparedness and response and to explore options for coordination.
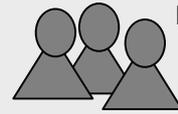
Content	Methodology	Key Points
Outline of Govt. National Disaster Plan and how it operates at national & local levels. Govt. role in community disaster preparedness and response. The structure of the Govt National Disaster Management Office. The Govt relationship with the Red Cross/Red Crescent & how they fit into the Government Plan	Presentation by a representative of the Government's National Disaster Management Office. The officer should be from the appropriate local government level where possible. A real case study of a previous disaster is useful to illustrate the role of Government, National Society, and other players. Question and answer period to explore opportunities for coordination.	Allow time for questions and answers. The trainer should have three or four questions in reserve to stimulate discussion, if necessary.

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C.   Role of NGOs in disaster management   **45 minutes**

Objectives: To inform participants of the roles played by NGOs and to explore options for coordination.

<table>
<tr><td colspan="3" align="center">Roles of NS, government and non-governmental organisations
in disaster management</td></tr>
<tr><th align="center">Content</th><th align="center">Methodology</th><th align="center">Key Points</th></tr>
<tr>
<td>Information about NGOs operating in the area and their involvement in disaster preparedness and response activities.

How these NGOs relate to Government and RC/National Society programs.

Explore opportunities for coordination.</td>
<td>Presentation by representatives from 2 or 3 different NGOs with disaster preparedness and response responsibilities.

If possible, a case study of past experiences of these NGOs in disasters is useful.

Question and answer period to explore opportunities for coordination.</td>
<td>Allow time for questions and answers.

The trainer should have three or four questions in reserve to stimulate discussion, if necessary.</td>
</tr>
</table>

Improving
Basic Training Skills

Disaster Preparedness Training Programme

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Table of Contents

Background and uses

This module is one of nine modules that have been prepared by INTERWORKS for the International Federation of Red Cross and Red Crescent Societies Disaster Preparedness office in Geneva. This module can be used as for independent study, as a reference guide on the subject, and to provide participants at a workshop training event on this topic. It is intended to accompany the trainer's notes on this topic.   Their intended use is global, and they are written for generalists, planners and professionals with disaster preparedness and/or emergency response responsibilities both within the Federation and in the National Societies. Non-governmental organisations interested in disaster preparedness and preparedness planning, government emergency commissions, local disaster committees and civil defence training units may also find these modules useful.

This material can be used as:
- A general reference material on disaster preparedness
- Training and workshop modules and trainer's guides
- An orientation to disaster preparedness for Delegates and NS officers
- A guide for assessing or planning disaster preparedness capabilities

All nine of these modules are revised and updated versions of modules that were initially developed for the Central Asia IFRC Disaster Preparedness Regional Delegation DP project in 1998. This project resulted from recommendations and training needs expressed by Central Asian National Society and Emergency Commission staff attending the IFRC sponsored regional disaster preparedness conference held in Tashkent, Uzbekistan from June 24-26, 1996.

The overall aim of the Central Asia DP training project was to support the National Societies in further developing their own structures for preparedness in conjunction with those of the Emergency Committees, Ministries and Civil Defence organisations in each of the five countries in the region. To date, disaster preparedness in the region has been typified by highly response oriented, well maintained and trained Civil Defence organisations; and largely unprepared, and untrained local populations and non-governmental organisations. Disaster management has traditionally consisted of preparedness for efficient and centralised emergency response, not the development of community-based or localised preparedness capacity. The Central Asia DP training programme was one attempt to change this emphasis and was proposed as a starting point from which revisions, and modifications for use on a country-by-country basis were expected and welcomed.

This material is based on a "multi-hazard" approach, and is typically applicable to preparedness in all of the hazard situations represented. However, the specific country context of the readers and trainees will necessitate a focus on the hazard types that are most applicable to their situation. While the modules and accompanying trainer's notes are written for use at national level workshops, individuals with training responsibilities are encouraged to use and adapt the material for use at more local regions and towns.

The nine disaster preparedness modules and trainer's notes

Disaster Preparedness	Preparedness Planning	Risk Reduction
Increasing Community Disaster Awareness	Disaster Emergency Needs Assessment	Disaster Programme Information and Reporting
Improving Coordination	**Improving Basic Training Skills**	Project Planning

Acknowledgements

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The following documents served as references for the compilation and writing of this particular module:

1. **Instructor Training Manual**, International Federation of Red Cross and Red Crescent Societies, Regional Office for Central Asia, Disaster Preparedness Programme (used in Almaty, Kazakstan workshop, December 1997).

2. **InterWorks Training-of-Trainers Workshop**, (C. Dufresne's trainer's notes 1999).

3. **Organising and Designing a Training Workshop**, IFRC's Training Support Service, Geneva, April 1997.

4. **Effective Presentations**, IFRC's Training Development Service, Geneva, May 2000.

Improving Basic Training Skills

Aim and audience

IFRC and National Society staff with disaster preparedness responsibilities are often involved in designing and conducting workshops and making presentations related to the theme of disaster preparedness and response. This module is a reference document for those staff who have occasional responsibilities to serve as trainers in participatory workshops using interactive methods. It can also serve as the participant's module during a train-the-trainers workshop.

This module is based on the premise that disaster preparedness and response training is most effective when a variety of training methods are used and when participants are involved as active learners, not simply as passive listeners. There are many methods for conducting this type of training and for involving participants. This module presents several of these in the hope that current and future trainers will examine, expand and improve their own approaches.

Main points in this module

- The rationale for designing highly interactive and participatory disaster preparedness workshops

- A general overview, including advantages and disadvantages, of different types of training methods and techniques

- Specific guidelines and procedures for:
  —Making presentations / mini-lectures
  —Conducting practical demonstrations
  —Facilitating group discussions

Part I: Overview of participatory training and methods

1. Introduction

Disaster preparedness and emergency response training is most effective when participants are involved as active learners, not simply as passive listeners. For this reason, trainers should use an approach where participants are involved in discussing issues, solving problems, practising skills, analysing situations and applying concepts. Participants should be challenged to think critically, use and develop planning skills, and solve problems creatively.

When conducting a training event, it is important to recognise that adult learners bring expertise, experience and insights that, when tapped, can enhance the quality of a training session. Adults must be interested and engaged in a topic in order to learn the material. If they do not feel there is a reason to learn a particular skill or subject, it will be very difficult to engage them. One way of engaging adults is to make workshops participatory. By actively

involving adults in their own learning—drawing on their past experiences and allowing opportunities to learn by doing—trainers will facilitate the adult learning process. In general, participants learn better and are more interested if the methods used are varied and if participants are given opportunities to actively participate through practical exercises, small group work and group discussions.

2.   Participatory workshops

The participatory methods used in disaster preparedness workshops differ from more instructor-centred teaching and learning approaches. Ideally, the participant-centred approach generally grants a higher value to participant insight and experience and thus relies on increased participant involvement in the teaching and learning process.

In participatory workshops, trainers still make presentations, but they do not rely primarily on this method. They also plan, design and facilitate group discussion, self-study and group problem solving exercises. The following chart presents some additional differences between instructor-centred approaches and participatory approaches.

Comparison	Instructor-centred	Participatory workshops
Expertise/ knowledge	Instructor is the sole expert, and authority. Instructor alone has the "correct" knowledge	Both the trainer and participants bring experience, expertise and knowledge relevant to the topic
Role and responsibility of instructor	Lecturer; scholar, savant	Plans and organises seminar; provides structure for participant involvement; stimulates group discussion; facilitates discussion by participants; summarises group discussions and conclusions; makes mini-presentations
Role of the learner	Passive listener, listen and pose questions to instructor.	Active learners, involved in discussions and problem solving
Primary Methods	• Lecture or presentation by the instructor followed by question and answer period with participants • Participants direct their questions to the instructor	• Group discussion and analysis • Practical exercises and activities • Mini-presentations to introduce a topic or to emphasise important points • Participants direct questions to each other and to the trainer
Learning	Participants must memorise theory, information and facts. The insights, opinions and experience of participants are seldom sought.	Participants learn from instructor and from each other through discussions; critical reflection; practical activities. A primary goal of participatory seminars and workshops is to develop participants' critical thinking, problem solving and planning skills
Solutions/Action	Instructor proposes a set of "correct solutions" or expertise-based technical solutions that participants must learn and follow	Participants are involved in identifying and generating solutions, and proposing actions, based on technical information, as well as their own experience, resources and capacities

There are many different types and variations of training methods. Trainers have to choose the most suitable methods for each training situation. To choose suitable and effective training methods, it is necessary to take into account many factors including participant needs and characteristics; the training situation; trainer expertise and skills; amount and content of information; the timing and location of the event; and available equipment.

3.   Developing training/learning objectives

Whenever you conduct a training event—be it a presentation, workshop, demonstration, or a similar activity—you must consider, in advance, what you would like participants to learn from the event. Developing training/learning objectives will provide you with a structure to begin developing the rest of your training strategy.

It may be useful to consider two broad types of objectives for your event. First, what are your overarching or broad reasons for holding the training event? What do you hope it will accomplish? Your answers may relate strictly to learning or they may also relate to networking, team building and program promotion.

Once you have developed your overarching course objectives, focus on developing specific training objectives. Ask yourself these questions:

1. Upon completion of the training, what should participants know about this topic that they do not already know?

2. After the training, what should participants do differently?

In order to answer the above two questions, you must have an idea of your trainees' experience with the topic and what they already know about it. Therefore, you will need to determine how you will find out what participants already know and then take steps to assess their existing knowledge and experience.

Based on the answers to the above two questions and on the participants' existing knowledge and experience, develop specific training objectives related to learning, knowledge acquisition and skill development. For example, one of the specific training objectives for this course is: "Learners will understand the basic principles of adult learning and be able to apply them by developing training strategies for multiple learning styles."

After developing your training objectives, list how you will accomplish each objective—including what training methods you will use and the materials that you will need. After you have developed a complete list of objectives and identified your methods, proceed with the development of specific training materials. Annex 1 is a useful tool for designing training/learning objectives and thinking about how you will achieve them.

Part II: Guidelines for improving training skills

This module focuses on three specific training methods: making presentations, conducting demonstrations and facilitating group discussions. There are many other training methods and techniques that trainers can use when developing and leading workshops. Many of these methods and techniques are listed included in Annex 2. Trainers should be familiar with all of

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these methods and techniques and remember that adults learn better when instructional techniques are varied.

4. Making effective presentations

4.1 Introduction

Presentations are useful when time is limited, when your training audience is large, and when most, if not all, of the content is new to the audience. Presentations can be used to transfer information, or better yet, to motivate and inspire your audience to a particular course of action, or convince them of a particular point of view. In this chapter, you will learn useful tips and guidelines aimed at improving your presentation skills.

There are five basic elements of effective presentations. The acronym ' COPES' is useful for remembering each of the elements.

C = Communicating effectively

O = Opening successfully

P = Planning, preparing and practising

E = Engaging your audience

S = (Using) Sign-posts and summarising

The rest of this section considers each of these elements, and provides practical guidelines for doing each well.

4.2 C = Communicating Effectively

Presentations are used to communicate an important idea, strategy, concept or vision. Effective communication, however, is much more than just verbally presenting the content of your speech. It is also about engaging your audience, having empathy for them, knowing what content to emphasise, and choosing what to say.

4.2.1 Communicating Content

Presentations should communicate a few simple and big ideas, goals or concepts; inspire your listeners to action; or emphasise the most critical elements of a strategy, process or procedure. Presentations should rarely, if ever, be used to transmit complex and detailed information, as this will often confuse, tire and bore your audience. Leave the complexity and the details for the discussion session to follow your presentation or include them in a report that you can distribute after your speech. In a 20-minute presentation, no more than three or four major ideas should be presented. Use stories and anecdotes to illustrate and support your main points. It is also good practice to become familiar with and use local terminology and make references to local examples. Thoughts should be expressed as concisely as possible.

Be flexible. Especially with small groups it is quite easy to misjudge the level of expertise or experience of the group prior to the session. If you discover that the participants are well advanced in your topic area, do not waste their time by telling them things they already know. Rather, let them tell you what they know and discuss only problem areas or issues that they are interested in.

4.2.2 Non-verbal communication

Communicating effectively also requires attention to non-verbal means of communication. You need to show enthusiasm or passion for the topic throughout your speech. You want to establish and maintain eye contact with your audience. Some presenters do this by ' locking-eyes' briefly (2 seconds) with participants throughout the meeting room. Others do this by using the ' light-house' technique, where they slowly scan the audience from side to side—holding eye contact with people on one side of the room and then slowly moving their eyes to the other side of the room. Many presenters use a combination of both techniques. The key is to keep your eyes and focus on your audience, not on your notes or overheads. This communicates that you are attentive and that you care about your audience.

Your body also communicates messages to your audience. Stand up straight in an open and relaxed position. This will communicate confidence and ease with your topic. Likewise, always face your audience. At times, it may be appropriate to walk towards your participants to emphasise a point or to regain their attention. Avoid pacing or weaving back and forth nervously—, as your audience will be more attentive to your motion than to your message. You should also keep your hands free of paper and pens, which can be distracting if they are shuffled or played with.

4.2.3 Voice and Speed of Delivery

The volume, tone and speed of your speech also communicate various messages. Generally, you want to speak slower and louder than normal. A simple rule is to speak to the person at the back of the room—this way everyone is sure to hear you. Speak dynamically by varying the pitch and speed of your voice. Vary your pitch from softer to louder tones to emphasise and gain attention. Similarly, vary the speed of your words—faster to excite and slower to emphasise important points. Ideally your speech should be delivered in a conversational tone, as if you are speaking to a group of trusted colleagues or friends, rather than in a rigid and mechanical fashion.

4.2.4 Multi-medium communication

Your audience will retain more of what you say if you communicate your message in a variety of ways. People learn by listening, seeing, reflecting on experience and doing. This means that you need to present information verbally (appealing to listening), use graphics (appealing to sight) and provide opportunities for your trainees to discuss and apply (reflecting and doing). When trainees are involved in their own learning, they are more likely to remember details of the experience.

4.3 O = Opening successfully

The first 30-60 seconds of your presentation are key for successfully communicating your message. As you approach the front of the room, all eyes are on you and your audience is determining whether or not you are someone they should listen to. Some participants may still be thinking about the last session, about work at the office, or about a sick child at home. If you fail to get your audience's attention and respect immediately, you may lose them for the remainder of your presentation. Opening successfully, therefore, becomes critical to the success of your entire presentation.

Opening successfully first requires that you show enthusiasm for your topic. If you are enthusiastic, chances are that your enthusiasm will infect others. The reverse is also true. If you are not enthusiastic about the topic, why then should your audience be?

During your opening, present both your objectives and the benefits your audience will receive

from listening. You must let your audience know what it is that you are speaking about and why they should listen. This requires that you learn something about your audience prior to making your presentation. Put yourself in your audience's place and ask yourself, ' Why should I listen?' and ' What can I get out of this presentation?' Answers to these questions should be reflected in your introduction and opening statements.

From the very beginning, you will want to establish trust and build rapport with your audience. One of the most effective ways to open is to make a statement that acknowledges your audience's situation—pose a rhetorical question to your audience, or ask them for a show of hands in answer to a question. For example, if you are speaking about contingency planning, you might begin with the following:

> *Good afternoon. It's a pleasure to participate in this emergency management workshop. Thank you for inviting me back to Xenostan, where I was a field officer six years ago. Having gone through this workshop myself, I know how hard you have been working and hope that* you *are benefiting from it like I know I did. Today, I have been asked to speak to you about the five key steps of the 'Contingency Planning' process.*
>
> *Before I begin, I would like to ask a few questions and have you answer with a quick show of hands. How many of you are involved in any kind of strategic or programme planning activities in your current work? How many of you are familiar with the concept of contingency planning? How many of you have done contingency planning?*

In this opening, you have accomplished several important things. First, you have established yourself as one of the group, as someone they can trust. You did this by letting them know that you have been in their shoes (having attended this workshop yourself) and that you also served in this country (Xenostan). You also let them know that they are important by thanking them and involving them in the presentation via your questions. You have briefly shared the topic (Contingency Planning) and the objectives (' five steps'), and you have captured their attention by asking them questions.

4.4   P = Planning, Preparing and Practising

As you are now aware, making effective presentations requires much more than just delivering content. It requires many other verbal and non-verbal communication strategies as well as planning for an effective opening, delivery of three or four key ideas, and a strong conclusion. In some ways, your presentation is like a short trip. It should have a beginning, an efficient route, and successful arrival at the destination or main point. Be flexible and sightsee at points of interest, but do not take extensive detours from your planned route. This requires that you plan your presentation, prepare your material, and practice your delivery prior to the actual presentation. The main planning stages are:

❏   Outline the main themes or ideas and how they will be sequenced for maximum impact

❏   Determine the main points for each idea, the methods for transmitting these points (speech, transparencies, handouts, etc.), and the time allocated for each main idea or theme

❏   Write a draft or outline of your presentation

❏   Research and prepare your materials (transparencies, flip-charts, handouts)

❏   Practice and rehearse your presentation (e.g. tape record yourself and listen to it, and/or visualise your presentation and your audience)

4.5   E = Engaging your Audience

Not only is it important to capture your audience's attention at the beginning of your presentation, you must also devise strategies for engaging them throughout, lest their attention wander. There are many ways to do this. One of the best ways is to maintain a high level of enthusiasm and passion throughout your presentation. Relevant and interesting stories, anecdotes and examples are also powerful ways to maintain your audience's attention and to make important points that they can understand intuitively. You can also engage them by asking them to respond to thoughtful or provocative questions, asking one or two of them to share their experience or an anecdote, maintaining eye contact, using good visual aids, and planning some time for discussion or an interactive exercise (completing a questionnaire for example). Jokes—especially ethnic, racist, sexist, or vulgar ones—should be avoided, as they are inappropriate and sure to offend at least one person in your audience.

4.6   S = Sign-posts and summary

Throughout your presentation, you have to make it easy for your audience to follow and retain what you are saying. One way to do this is to use a mnemonic, such as the ' COPES' acronym that we used to present the material in this chapter. Another way is to sprinkle your presentation with ' sign-posts.' In longer presentations, you will want to summarise occasionally during your presentations as well as at the end. This section provides guidelines on using signposts and on summarising.

4.6.1   Sign-posts

' Sign-posts' in oral presentations are words and phrases that explain what you are doing and where you are going. They are transitions, emphases, and reminders that help you structure the pace and direction of your presentation. Especially in situations where your audience has varying degrees of expertise in the language being used, signposts can help them find their way. Commonly used signposts include:

- *This presentation is divided into three parts …*

- *First of all, … Second, …*

- *To sum up, … or In Conclusion …*

- *So far I have presented …*

- *I will next turn to my second point …*

- *Let me begin by saying …*

- *This brings me to my third point …*

- *You will note on the flip chart that …*

- *Let me spend a moment on that idea …*

- *Before I go on to the next issue …*

- *In my opinion, the answer to your question is …*

- *Your comment brings us to the issue of …*

4.6.2   Summary

In longer presentations (over 10 minutes, for example), summarise occasionally in addition to providing a conclusion at the end of your presentation. The best presentations always deliver a forceful summary or conclusion. It is good practice to prepare and rehearse your concluding remarks ahead of time to make sure that you conclude clearly and with confidence.

5.   Organising and conducting demonstrations

Demonstrations, followed by participant practice, are an effective method for helping participants master and develop new skills. This section reviews the steps and procedures for organising and conducting effective demonstrations.

5.1   Preparation

Demonstrations require adequate preparation. At a minimum, the following steps should be followed:

1. Determine the aims of the demonstration—what skills and experience should students acquire?

2. Prepare and study information about what aspects should be demonstrated

3. Create detailed step by step instructions

4. Prepare all necessary materials beforehand and check all necessary equipment

5. Practice the demonstration to gain confidence and improve the flow of delivery

5.2   During the demonstration

1. Introduce yourself and ask participants what they know about the given theme.

2. Ask them if they ever saw a demonstration on this theme—where and in connection with what?

3. Use their answers to supplement the description of what you are going to do, and why the demonstration you are about to give is important.

4. Explain and show a new skill—slowly, thoroughly and consistently—but keep your explanations brief.

5. Pause to answer questions and to informally quiz the group.

6. Repeat the most difficult procedures.

7. Ask members of the group to help you demonstrate a new skill.

8. When you finish your demonstration, ask students to demonstrate one or several components of the new skill, in order to check their level of comprehension and competence in using it. Provide several opportunities to practice the new skill.

9. Finish the demonstration with questions to the audience to determine what they have mastered as a result of the demonstration.

10. Summarise the session by repeating key points and conclusions

5.3   Post-demonstration

During the demonstration, lengthy explanations should be avoided. After finishing the

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demonstration, however, the trainer can provide additional explanations or clarify procedures that may be confusing or difficult to grasp. If participants are still confused, it is preferable to repeat the demonstration rather than to give long, elaborate verbal explanations. Generally, the demonstration will be grasped better the second time. Simple procedures or techniques can be learned quickly; whereas more complicated procedures may require several demonstrations.

5.4   Participant practice

Use the following steps for the practice session.

1. All participants should start work simultaneously, consistently following every instruction. The trainer should assist participants when necessary. Participants should be allowed enough time to complete each of the actions or steps. When they make a mistake, the trainer should correct participants and help them master the given action. Each step must be clear before moving onto the next step or skill.

2. Participants repeat their actions step by step gradually moving to the next step under trainer supervision. The required number of repetitions will depend upon the ability of participants to master the different skills. At first, participants work under trainer supervision, then independently.

3. The class should be divided into several groups, and the trainer should circulate from group to group. Not all participants will work at the same pace. Participants who have successfully completed the task can be asked to assist or demonstrate to others who are experiencing difficulties.

4. The more time participants have to practice a skill, the better the chance that they will be able to retain the skill.

5. The trainer should allow plenty of time for self-directed practice and for questions.

6. The trainer should provide timely and continual feedback.

5.5   Feedback

Feedback consists of making both encouraging and critical comments to help a person improve their performance. In training, feedback can come from the trainer and be directed toward participants. Or, participants can give each other feedback. Finally, participants can also give the trainer feedback on his/her methods, the content being taught, etc. Feedback helps individuals recognise what they are doing well, and what they need to improve. Critical feedback is effective and useful, when it is:

- precise and concrete

- constructive without judging

- directed at behaviour which results in desired changes

- immediate

- combined with suggestions on correcting mistakes

Constantly provide listeners with feedback, praising them for the efforts just completed and encouraging them in the upcoming ones. Participants who receive positive feedback from a trainer become aware of their progress and will be further motivated to learn. Success

generates success

5.6   Demonstrations are most effective when:

- The trainer's background and characteristics closely match those of the participants. Participants should be able to relate to the trainer on a personal level.

- Practical training should immediately follow theoretical presentations.

- The sooner participants have an opportunity to use the knowledge that has been demonstrated, the greater the chance that they will be able to learn and retain what they have heard or observed

- Participants are asked to repeat movements in the same way and order as they observed them being done by the trainer

6.   Facilitating group discussion

6.1   Responsibilities of the discussion facilitator

When leading a discussion, the workshop trainer has many responsibilities including:
- Encouraging active, meaningful and full participation
- Stimulating discussion
- Managing the discussion time and keeping the workshop on track
- Managing conflicts that may arise
- Allowing minority views to be expressed
- Summarising and synthesising main points, views and conclusions
- Inviting quieter or shy participants to give their opinion or ideas

During participatory workshops, both structured and impromptu discussions will occur between participants, and between participants and the trainer. Thus, the trainer needs to be adept at managing and leading group discussions. In this section, the following facilitation skills are considered:
1. Asking good questions
2. Handling participant questions
3. Stimulating discussion
4. Listening

6.1.1   Asking good questions

Not all questions will generate the response you want. Asking good questions is an important skill trainers must master. Trainers who ask good questions keep the discussion interesting, highlight critical issues and keep participants engaged. Guidelines for asking good questions include:

- Initially pose general questions to the whole group

- Make follow-up questions precise and direct

- Ask answerable questions (questions that seek information that is within the participants' knowledge or experience)

- Formulate clear questions. If your question is not initially understood, reformulate it, or break it down into sub-questions.

- Prepare your questions in advance and envision the type of responses you hope to receive. This will help you reformulate the question if the initial response takes the discussion on an unintended tangent.
- Ask one question at a time. Allow enough time for participants to answer. If there is silence, count to five before asking your next question.
- Avoid leading questions such as, "Don't you think that…?"
- Formulate reflective or hypothetical question, "What would happen if…?"
- Use open-ended questions. Open-ended questions cannot be answered with a simple "yes" or "no." They require a more complex answer or opinion. Generally, questions that begin with "What," ""How," or "Why" will generate more complete responses.

Even when trainers ask good questions, they do not always get in-depth, informative answers. Trainers must follow-up with participants to go beyond the superficial answers that are sometimes offered. For example, in a discussion about ensuring local participation in projects, trainers might ask questions, such as, "how specifically would you involve the local population?" "What specific activities would they be involved in?" "Who would you involve?" "Can you give me a specific example of what you have tried in the past?" These types of questions will invoke more thoughtful responses that will benefit other participants in the course.

6.1.2   Handling participant questions

Not only will the trainer be asking questions, but often s/he will have to respond to questions posed by participants. Some guidelines for handling participant questions include:
- Anticipate the type of questions participants might ask and prepare your response or strategy for handling them.
- Redirect the question to someone else: the questioner, other participants, or other trainers
- If the question is critical, insulting or confrontational, stay calm. Some ways to stay calm include counting to six and taking a deep breath before responding. You can also defuse a tense situation by taking a break, or by breaking a larger group into smaller groups and asking each group to identify four or five main problems or issues under contention and what they would recommend to solve them. You might also ask if anyone could share a different perspective or opinion on the matter. Sometimes just thanking a person for his/her contribution, or suggesting that you can speak with him/her during the break are other strategies for dealing with this challenging behaviour.
- Summarise or reformulate the question before answering.
- Take several questions at a time.
- Stimulate a general discussion if the question seems of general interest to other participants.
- Admit you don't know the answer and redirect the question to someone who does know.

6.1.3   Stimulating discussions

The trainer will need to find a way to stimulate the group's interest and participation if s/he is to engage them in the discussion. There are various ways to do this.
- Make a brief presentation that raises issues of concern to participants and sets the stage for the discussion questions that follow
- Ask the group to read a short excerpt from an article
- Distribute discussion papers or reports ahead of time

- Show a short, thought-provoking video
- Ask the group to complete a quick exercise, questionnaire or short problem
- Make a provocative statement or ask a provocative question
- Stage a brief role play or skit

After using any of these techniques, the trainer should have several follow-up discussion questions ready. "What did you think about …?" "How do you feel about what you saw?" "What is your view about what you've read?"

Trainers should know where they want to lead a discussion and what kind of discussion is to take place. It is helpful to envision beforehand how you want the discussion to proceed. You might also imagine the types of questions or concerns that will arise during the discussion and prepare a response to deal with those issues.

6.1.4   Active listening

The trainer will need to be an active listener if s/he is to encourage participants to share their opinions and respond meaningfully to questions. A trainer who listens actively is telling his/her participants that s/he cares about what they are saying. Active listening helps the trainer accurately interpret the meaning and purpose of the participant's question or comment. Active listening techniques include:

- Allowing the participant to complete his/her question or comment before responding
- Asking questions to clarify your understanding
- Paraphrasing
- Summarise and reformulating what has been said
- Asking open-ended questions
- Including participant's words or concepts in your response
- Asking a participant to elaborate on his/her answer: "Ali, why don't you tell us more about that…"

Annex 1: Training design planner

This checklist can assist trainers in preparing the design and content for their training course or workshop session.

I.   *Overarching course objectives*

What are your overarching or broad reasons for holding this workshop course? What do you hope that this workshop will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, in the table below list how you will accomplish it.

Reasons for this workshop	Ways this will be accomplished
E.g. To improve training skills	Participants will get opportunity to practice and apply training techniques.
E.g. To build organisational links between National Society and civil defence disaster preparedness unit.	Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.
E.g. To raise confidence and visibility of the DP programme and its capabilities.	Invite key stakeholders to participate in the workshop.

II.   *Training objectives and training methods*

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this course,

   1.   What should participants know about this particular subject that they don't know already?

   2.   What should participants do that they don't do already?

In order to answer the above two questions, you must have an idea of what your trainees' experience with and knowledge of the workshop topic. *How will you assess their knowledge and experience during the training design phase?*

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B. After you have defined your overarching objectives, list your specific training objectives related to learning, knowledge acquisition and skill development for your group of trainees. In the second column of the table below list the different training methods that you will use to meet each objective.

Training objectives	Training methods
E.g. Improve presentation skills	• Participants make presentations. (Learn by doing) • Participants evaluate each other's presentations. (Learn by observing)
E.g. Increase knowledge and awareness about the DP programme.	• Participants will be asked what they know about the DP programme? • Based on this input, the "DP Delegate" will make a presentation and answer questions from participants about how DP relates to them.

III.   *Workshop or session plan*

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and the methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑   Have you varied the workshop methods? (For example, a presentation is better followed by a good group exercise than by another presentation.)

❑   Have you built in practical activities where participants can apply and discuss what they have learned or heard in a presentation?

❑   If networking is an important course objective, have you allowed enough time for participants to meet informally during breaks and meal times?

❑   Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that are required?

Annex 2: Review of training methods and techniques

In this section we briefly discuss several training methods and the advantages and disadvantages associated with each of them.

Description of method/technique	Procedures/how to use	When to use	Advantages	Disadvantages
Brainstorming Creative thinking is more important than practical thinking. Participants spontaneously offer ideas on the given theme.	Participants spontaneously offer ideas on the given theme. During the idea generating stage, no idea is rejected or criticised, all ideas are written down and all participants are given a turn to share their idea. Participant ideas should be quick and brief. They should be encouraged to feel at ease in suggesting any ideas—even the most absurd (wild) ideas should be welcomed. When the group has exhausted all ideas, the group should discuss the ideas generated, asking for clarification, combination or refinement of ideas. The most valuable ideas should be chosen and developed.	The aim of this method is to generate as many ideas as possible and to stimulate creative thinking. It is a good technique to use for problem solving sessions, when you want to reframe an issue, or when you want to generate new ideas (e.g. identification of project ideas).	• Freedom of expression is encouraged • Fast way to gather many opinions • New and innovative solutions are often suggested.	• Requires a skilled trainer to encourage full participation and to suspend criticism and judgement of ideas.
Case studies Case studies involve discussing details about actual or hypothetical situations which participants could face in their work. The event or case is analysed and discussed resulting in a plan of action to address the given situation.	Either the trainer or the participants prepare a case study in advance of the session. The trainer should provide a structure for the case studies to follow. For example, case studies could consist of a description of the problem, an analysis of the problem, the actions that were taken, results and lessons learned. The value of case studies must correspond to the time spent developing and analysing them. Examples should not be too long, complicated or detailed.	Very good method for applying theory to a real case. Case studies allow participants to suggest alternative solutions and promote the development of problem solving skills. For example, following a discussion of coordination of an international response to a large-scale disaster, it may be useful to analyse a case study for a specific example.	• Case studies promote the development of problem solving skills and allow participants to learn from each other's experiences and suggest alternative solutions.	• Case studies must be developed ahead of time. • May take much time to prepare and complete. • Participants may lack the knowledge or experience to analyse adequately the case study.

Description of method/technique	Procedures/how to use	When to use	Advantages	Disadvantages
Demonstration A demonstration is a performance showing how to perform an action, or how to follow a certain procedure.	The trainer models the behaviour or the action that s/he wants participants to copy. Trainer demonstrations should be followed by practical hands-on exercises which give participants an opportunity to practice what they have just observed.	Use when your objective is to get participants to use and learn new technical skills. For example, giving mouth-to-mouth resuscitation, applying a splint or rescuing someone from a building.	• Participants have a chance to practice • Trainers can see whether participants have mastered the skill	• Demonstrations are constrained by the amount of time and money that may be required to conduct them • If the materials used in a demonstration are small, some participants will have difficulty seeing what is being done
Group discussions In group discussions, the trainer serves as a facilitator—enabling all members of the group to participate and ensuring that a vocal minority does not dominate the discussion.	Additional guidelines are offered in Part II, in the section "Facilitation of group discussions."	Use when you want: • trainees to share their opinions and experience • conflicting viewpoints to emerge and be debated • to allow examples and anecdotes from trainees' experience • to raise issues that you will address in a case study or presentation	• Shows respect for trainees' opinions and experience • Involves trainees in the teaching and learning process • Relies on the real opinions and experience of trainees • Helps highlight many important, complex and interrelated issues	• Requires someone with good facilitation skills • Good discussions require trust among participants • Some trainees may want the trainer to provide the "correct" or final viewpoint • New, tangential issues may arise which may require additional time to discuss
Modelling/simulation/role playing Modelling, simulations and role-plays involve participants in situations which mirror or simulate life-like situations. The purpose is to get participants to think, feel and act in these simulated situations and then to reflect on their experience. Simulations recreate the environment which participants are likely to encounter in a real situation.	To conduct a simulation or role-play, at a minimum the trainer needs to develop the scenario for the role-play and several roles that participants will take on. The trainer must also consider what the objectives of the role-play are and make sure that the role play/simulation illustrates relevant points.	This method serves as a type of "experimental laboratory" where participants are allowed to try out different roles, make mistakes, and learn from the whole experience. One example of a simulation might involve a situation which requires participants to plan, prepare for and respond to a large refugee influx, chemical spill or earthquake.	• Practical exercises that stimulate adult learning	• Often costly and time consuming to develop

Description of method/technique	Procedures/how to use	When to use	Advantages	Disadvantages
Practical exercises/group work Practical exercises involve participants in thinking about and/or using a technique or method.	Practical exercises are usually preceded with a presentation by the trainer which provides the necessary concepts, principles, questions or formula for resolving the problem posed in the subsequent practical exercise. Participants then work on a problem or exercise in groups. Groups discuss the problem and come to a solution or make a recommendation, and then report their decision to the whole meeting. Reports are presented by a member of the group, with the use of flip-chart illustration, lists or other visual aids. For example, an instructor may present the principles of storing relief supplies in a warehouse and then give participants a written practical exercise where they have to calculate the use of warehouse space.	Participants learn best through actually practising what they are learning.	• Everyone participates. • Encourages discussions, exchange of experience and ideas. • Shy participants are more relaxed in small groups. • Incorporates the use of specific information and recommendations.	• Takes time and may require more space where separate rooms are required. • May turn out to be non-productive, if instructions or set-up is confusing or incomplete or if not enough time is allotted for the groups to work. • Small group work can be an overused method. • Requires effective group leadership • Do not overload the amount of work the small groups need to produce. Allow enough time for group work or you will frustrate the participants.
Presentations/Lectures Presentations or lectures may be used to present factual material in logical form, to describe one point of view on a debatable issue, to entertain or inspire the audience, to stimulate thinking and further study of a problem or to initiate a general discussion. Some participants prefer to learn by listening than by having to read the same information.	Presentations should be brief, not longer than 20 minutes (lectures should be limited to an hour or less), should be thoroughly prepared in advance and should be followed by some other training method. Try to involve participants by asking questions, use visual materials to supplement your presentation.	Use with large groups, when participation is not required, and to summarise main points. Presentations are also useful to present new concepts, themes or theories.	• A lot of information can be presented quickly • Useful for large groups • Allows participants to pose questions which may be of interest to the whole group • Often preferred when the lecturer is a highly respected expert who is also engaging • Participants who like traditional methods will like this	• Relies on the speaker's experience • Participants are passive recipients of knowledge • Tiring after about 15 minutes • Easily forgotten • No feedback from trainees

Description of method/technique	Procedures/how to use	When to use	Advantages	Disadvantages
Roundtable (panel) discussions Roundtable discussions offer listeners information on different sides of a problem and give them the opportunity to weigh all sides of an issue.	To organise a roundtable (also referred to as a panel discussion), the trainer invites a group of experts to discuss and debate an issue. Roundtable discussions require an effective discussion leader who maintains order, gives every expert equal time to express himself/herself and organises the discussion so that the theme is adequately covered. They should be followed by an opportunity for participants to discuss and ask questions about what has been said.	When you want to allow multiple experts to speak in a semi-structured session.	• Allows multiple viewpoints to be expressed. • Good method for incorporating experts into a workshop.	• The use of roundtables is limited when not all sides of an issue are discussed as in the case when all roundtable experts share similar points of view. Also, roundtables depend on having a good, effective roundtable leader to make sure that all the experts have equal time to share their ideas.
Skits Skits are short, rehearsed performances involving one or more participants.	Using prepared scenarios, participants perform a situation or event, dramatising a real situation at work.	Skits may be used to present a new theme for discussion, highlight certain problems or sensitise participants to the culture or lifestyle of a group or society.	• Skits allow participants to become personally and emotionally involved in the topic or problem. They also stimulate participants' interest and their involvement in the discussion.	• While skits can include humour, it should not overshadow or blur the intended message.
Independent reading Participants are asked to read some material independently and be able to discuss it later.		This technique may be used at the beginning, at the end, and during the lesson. In many cases independent reading will save time.	• Participants can proceed at their own pace. • Allows participants to delve into topics more deeply	• Time consuming • Difficult to rely on this method because some participants will not do the reading

Description of method/technique	Procedures/how to use	When to use	Advantages	Disadvantages
Idea cards Sometimes it is useful to use small cards to record thoughts, lists and ideas — rather than the static whiteboard, or flip-chart paper.	Distribute large cards (minimum size should be approximately 1/2 of an A4 sheet of paper) to participants. Ask them to write one idea/comment/procedure, etc. per card (depending on the topic you are discussing). Collect the cards from the participants. Organise and summarise them based on the group's discussion.	Use when you want input from the entire group. For example, if the topic you are discussing is assessment information sources, you could ask participants to write down one source of information per card and then discuss the list generated by the whole group.	• Useful for soliciting ideas from everyone • Useful when you need to capture a lot of input from the group in a short amount of time • Notes made on separate cards are easily classified, organised and moved	• May be difficult for participants to read the cards during the debriefing session
Video playback A good collection of video materials may enliven the workshop, and is useful for stimulating discussion.	It is frequently useful to show short video segments and discuss their relevance to the topic being considered.	Videos show real-life situations about which you are talking. They are also a good method for demonstrating a procedural or step-by-step skill.	• Can show real situation • Provides variety for participants	• Can be expensive to purchase or produce • May be difficult for all participants to see or hear the video without the proper equipment
Video feedback Participants are videotaped while performing a specified activity.	The trainer must clearly define the purpose and objectives of the videotaping exercise. After participants are taped, the video is played back so each participant can review his/her own performance. The trainer offers helpful suggestions to each participant.	Useful when participants are practising a specific skill as it allows them to see their own performance. For example, trainees in a training-of-trainers workshop can be videotaped making presentations.	• Participants can view and critique their own performances	• Time consuming • Need the proper equipment to conduct such an exercise

Improving
Basic Training Skills

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Workshop planner

Why this workshop planner? This planner is designed to help you plan and tailor the workshop to meet your specific training needs. While these trainer's notes suggest one way to conduct the workshop, you are encouraged to analyse your own situation and adapt the course as necessary. Since each training situation is different, it is important for you to consider your specific course goals, training and learning objectives and time constraints.

I.   Overarching workshop objectives

What are your overarching or broad reasons for holding this workshop? What do you hope that this workshop will accomplish? Reasons can include "pure" learning objectives, as well as objectives related to networking, team building, program promotion or political reasons. For each reason, list how this will be accomplished. List your reasons below.

Reasons for this workshop	Ways this will be accomplished
Example: To improve project planning skills	*Participants will get opportunity to practice and apply planning techniques.*
Example: To build organisational links between National Society and civil defence disaster preparedness unit.	*Invite participants from each organisation and use small work groups consisting of National Society and civil defence participants.*

II.   Training objectives and methods

A.   Next, develop the specific objectives that you have for this training. To do this, ask yourself the following questions. After taking this workshop,

   1.   *What should participants know about conducting training that they don't know already?*

   2.   *What should participants do differently?*

In order to answer the above two questions, you must have an idea of your trainees' experience and knowledge of training. *How will you assess your trainees' knowledge during the training design phase?*

B. In the table below list your specific training objectives related to learning, knowledge acquisition and skill development. In the second column list the training methods that you will use to meet each objective.

Training objectives	Training methods
Example: Improve presentation skills	• *Participants make presentations. (Learning by doing)* • *Participants evaluate each other's presentations. (Learn by observing)*

III. Workshop or session plan

Based on your course and training objectives, you will need to determine how best to schedule your time. The following table is a useful way to draft your workshop agenda. The questions are useful to think about as you decide on the timing and methods to be used.

Time	Session theme, key points and procedures	Materials required

Additional points to consider

❑   Have you varied the workshop methods? (For example, it is better to follow a presentation with a good group exercise than with another presentation.)

❑   Have you built in practical activities where participants can apply and discuss what they have learned or heard in a presentation?

❑   If networking is an important course objective, have you allowed enough time for participants to meet informally during breaks and meal times?

❑   Have you prepared the materials (handouts, exercise instructions, flip charts, etc.) that are required?

Improving Training Skills Workshop
3 Day Workshop

Workshop objectives

1. Present and discuss guidelines and methods for conducting successful interactive and participatory workshops
2. Practice three workshop instructional methods:
   - making effective presentations
   - conducting practical exercises/demonstrations
   - leading group discussions

Workshop audience

IFRC delegates and National Society staff or volunteers who want to improve and practice their training skills. This workshop assumes that the participant has some training or presentation experience, does not train full-time and wants to practice and improve his/her skills. This workshop is designed for 16 participants.

Pre-workshop planning

- Arrange for workshop venue, logistics, training materials, etc.
- Send an invitation to participants and request that they come ready to make a brief 3-minute presentation and a longer 7-minute presentation based on a theme or topic that they will be expected to present after the workshop. They should also come prepared to work in a small group where they will design and present a 45 minute practical exercise or demonstration (for example, how to make a leg splint, how to stock and maintain a warehouse, how to play a game to learn lessons about coordination).

Using the accompanying training module

This workshop/training session and the suggested trainer presentations are based on content found in the accompanying module. By studying and using the module, trainers who are not specialists in this theme should be able to prepare and present the points and concepts suggested in these trainer's notes.

Workshop Agenda
Improving Basic Training Skills Workshop
3-Day Workshop

Day One

Time	Lesson Themes
0900-1030	**Session A: Introduction to TOT Workshop** • Participant introductions • Aims and agenda • Elements of successful interactive participatory workshops
1030-1045	**Break**
1045-1445 (time for 1 hour lunch break must be arranged)	**Session B: Making Effective Presentations** • Introduction • Brief presentations in groups • Report back to large group • Group discussion
1445-1515	**Break**
1515-1715	**Session C: Conducting Practical Exercises/Demonstrations** • Introduction • Practical exercises • Group discussion

Day Two

Time	Lesson Themes
0900-0915	**Review of the day's agenda**
0915-1200 (with a 30 minute break)	**Session D: Designing Practical Exercises/Demonstrations** • Instructions for small groups • Preparation of practical exercises/demonstrations in small groups
1200-1300	**Practical exercise demonstration. Group Number 1**
1300-1400	**LUNCH**
1400-1500	**Practical exercise demonstration. Group Number 2**
1500-1515	**Break**
1515-1615	**Practical exercise demonstration. Group Number 3**
1615-1630	**Break**
1630-1730	**Practical exercise demonstration. Group Number 4**
1730-1745	**Wrap-up and conclusions**

Day Three

Time	Lesson Themes
0900-0905	**Review of the day's agenda**
0905-1230 (with a 30 minute break)	**Session E: Effective Group Discussions** • Introduction • Discussion in small groups • Lessons learned about group discussions and facilitation • Summary and conclusions
1230-1330	LUNCH
1330-1630 (with a 15 minute break)	**Session F: Making Effective Presentations: 2nd Round** • Preparation and planning time for 2nd presentations • Presentations and feedback in two groups • Wrap-up and conclusions
1630-1645	**BREAK**
1645-1715	**Session G: Training on Your Own** • Personal lessons learned and next steps
1715-1730	**Course evaluation**

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Session A: Introduction to Training of Trainers' Workshop

Purpose

During this session:

- Participants introduce themselves and share their background and expectations

- The trainer presents the goals and agenda for the entire workshop

- The trainer and participants discuss the main differences between trainer-centred and participatory workshops. (Note to workshop trainer: "participatory" means that the participants are actively involved in sharing ideas, expressing opinions, solving problems, working in groups, etc. See the training module for a comparison of trainer-centred vs. participatory workshops)

- Participants brainstorm factors, ideas, techniques and methods that contribute to effective workshops

Methods

- Introductions and brainstorming facilitated by the trainer
- Brief summary and conclusions offered by the trainer

Time required

1 and 1/4 hours

Materials

- Flip-chart paper or newsprint
- Markers
- Training module "Improving basic training skills"

Tips for the trainer

- The trainer for this workshop should be familiar with the content and guidelines offered in the training module.

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Process

I. Introduction   50 minutes

A. Trainer introduces himself/herself

B. Ask participants to pair up and interview each other to find out their partner's:

1. name and organisation
2. main area of expertise
3. experience as a trainers or their likely training responsibilities in the future

C. Ask each person to introduce his/her partner

D. Review the goals for the workshop

E. Present the workshop agenda.

F. Ask if there are any questions about the goals or the agenda

II. Discussion: Effective training   35 minutes

A. Ask participants to spend 3 minutes in silence recalling recent workshops or classes that they either have participated in or led. Based on this experience, ask them to identify the factors, techniques and methods that result in good and effective training and maximum learning.

B. Go around the room and ask each participant to share one item on his/her list. If an idea has already been mentioned, another one should be chosen. Write these items on flipchart paper.

C. Explain that one of the hallmarks of effective workshops is to make them interactive and participatory. For this reason, this workshop advocates an approach where participants are involved in discussing issues, solving problems, analysing situations and applying concepts. Participants are not required to memorise facts, but rather are challenged to think critically, use and develop planning skills, and solve problems creatively—skills they need in their day-to-day jobs. This approach assumes that participants bring expertise, experience and insights that can enhance the quality of a session. It also assumes that participants will learn better and be more interested in the training if they are given opportunities to actively participate through practical exercises, small group work and group discussions.

D. Ask one or two participants to give their opinion on how trainer-centred workshops differ from participatory and interactive workshops.

E. Complete this picture by referring participants to the table in their modules that compares trainer-centred and interactive workshops.

III. Transition to the next session   5 minutes

A. Remind participants that this is an interactive workshop and that they will have many opportunities for applying what they are learning and practising their training skills.

B. Introduce the next session. Remind participants that, after the break, they will be making a 3-4 minute presentation during the next session.

Session B: Making Effective Presentations

Purpose

A good trainer must be a good presenter or speaker. During this session, participants will discuss characteristics of effective presentations and will have a chance to practice their presentation skills in small groups. In small groups, they will also identify a list of tips and techniques for making effective presentations.

Time required

3 to 3 1/4 hours, plus 1 hour for lunch

Materials

- Flip-chart paper or newsprint
- Markers

Process

I.   Introduction   15 minutes

A. Introduce the purpose and procedures for this session

B. Explain that workshop facilitators must be effective presenters. We often admire good presenters, or good speakers, but rarely do we examine why they are effective. By the end of this session, participants will not only have a better idea of how to make effective presentations, they will also have an opportunity to practice their presentation skills.

C. Ask participants to name some of the best speakers or presenters that they have ever heard. What makes these speakers or presenters good? What presentation techniques or methods do effective presenters use? List these on a flipchart.

D. Ask participants to form four groups of 4 participants.

E. Go over the instructions and procedures in section II below for the small group discussions

F. Ask if there are any questions. If not, the groups can proceed with the exercise.

II.   Small Group Exercise: Making presentations   90 minutes

A. Give participants 30 minutes to prepare their individual oral presentations—Each person in the small group is expected to make a 3-4 minute oral presentation on a topic

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or theme most familiar to them, and preferably on one that s/he has to present in the future, for example, and preferably related to disaster preparedness. The following themes are examples for these presentations:

- the main programs or activities of his/her Red Cross Society
- the main components of his/her organisation's disaster preparedness strategy
- Challenges of organising a disaster preparedness workshop or seminar
- the priorities for a Search and Rescue operation during the first 12 hours after an earthquake

B. Distribute the "Best Practices Forms." After each presentation, participants should complete the "best practices" form, noting what they liked about the presentation and what they feel that the presenter did well. This form provides feedback to the presenter and will also help the small groups compile their own list of recommendations.

C. Each small group should have a timekeeper who warns the presenter when 1, 2 and 3 ½ minutes have passed. The timekeeper should stop the presenter after 4 minutes.

D. Each person in the small group should make a presentation. After each presentation the others in the group should take 1 minute to complete the "best practices" form. After completing the form, and prior to the next presenter, participants should read what they have included on the form. Someone in the group should be capturing these points on a flip chart.

E. Based on the presentation best practices and their own experience, each small group should discuss and come to agreement on what makes for effective presentations. They should generate and prepare a list of the 8 most important tips, techniques and recommendations to report back to the larger group.

III. LUNCH 60 minutes

IV. Group reports 30 minutes

1. Each small group has five minutes to report back to the plenary.

2. The facilitator should make some general comments and observations after all four groups have presented.

V. Wrap-up   45 minutes

1. Answer any lingering questions about making effective presentations.

2. Review the main points of this session. Refer participants to the section of the module on "Making Effective Presentations." Use this to reinforce the participants' main conclusions and findings, as well as to add new ideas and guidelines. Key points include:
    - Communicating effectively
    - Opening successfully
    - Planning, preparing and practising
    - Engaging your audience
    - Sign-posts and summarising

Best Practices Form

This form is very short and should be completed immediately after each presentation. After each presentation, participants should complete the "best practices" form, noting what they liked about the presentation and what they feel that the presenter did well. This form provides feedback to the presenter and will help the small groups compile their own list of recommendations.

The aim of these quick evaluations is to give each presenter a "measurement" of what you liked about his or her presentation.

Presenter	What I liked about this presenter and their presentation?
Presenter Number 1	
Presenter Number 2	
Presenter Number 3	
Presenter Number 4	
Presenter Number 5	

Session C: Conducting Practical Exercises

Purpose

Practical exercises are used to give participants an opportunity to learn by doing. This method is based on the concept that experience and practice are the best teachers. During this session, participants will be involved in a practical exercise and will learn the basic procedures for designing good practical exercises. In a later session, participants will be asked to design their own practical exercise.

Methods

- Mini-presentation
- Independent work
- Discussion

Time required

2 hours

Materials

- Flipchart or blackboard
- Markers
- Prepared exercise

Tips for the trainer

Practice and familiarise yourself with the exercise suggested for this session and read the applicable sections in the module.

Procedure

I.   Introduction   15 minutes

A. Introduce the purpose and procedures for this session

B. Explain what a practical exercise is and why it is used as an instructional method. Provide a couple of examples. (Review the module.)

> **Note:** Practical exercises involve participants in thinking about and/or using a technique or method. This method is based on the assumption that participants learn best through actually practising what they are learning. Practical exercises are generally preceded by a presentation which provides the necessary concepts, principles, questions or formula for resolving the problem posed in the subsequent practical exercise. For example, a trainer may present the principles of storing relief supplies in a warehouse and then give participants a written practical exercise where they have to calculate the use of warehouse space.

C. Ask if any participants have been at trainings that used practical exercises. Ask them to briefly describe the purpose of these exercises.

D. Tell participants that they will now have a chance to complete two practical exercises. This work will be followed by a general discussion on guidelines and lessons learned on using practical exercises in workshops.

II. Practical exercises   75 minutes

A. Practical Exercise 1: "Priority First Aid Actions"

1. Choose any simple first aid technique that can be demonstrated and practised in the class. For example: What to do if a tree that has fallen on top of a man and has pinned his legs. The man has been unconscious for at least two hours. If you were to assist this person, how would you proceed? (Note: a first aid or search and rescue specialist is required for this exercise.)

2. Provide a brief explanation of why this technique is used and what you are going to do. Explain that participants will have to use this technique after your demonstration.

3. Demonstrate the technique twice. Answer any questions related to how the technique is done. If necessary, demonstrate it again.

4. Ask for a volunteer from the group to demonstrate the technique.

5. Break participants into pairs or small groups and ask them to practice this technique on each other.

6. Go around the room and help those with difficulties. Ask those who have learned or perfected the technique to assist others who still need help. Remain positive and give encouraging and positive feedback. People's confidence should be increased.

7. Ask each pair or group to demonstrate the technique in front of the class. Provide constructive criticism aimed at giving feedback on what they are doing right, and what still needs to be improved.

8. In plenary, discuss the exercise.
   - Ask participants how they felt about doing the exercise.
   - Discuss any discrepancies or alternative ways of doing the technique
   - Provide participants with a hand-out that illustrates the steps in implementing the technique

9. Give everyone one last chance to practice the technique if they are interested.

10. Ask participants to share what lessons they learned while doing and discussing the exercise. What did they learn that they didn't know before? What do they still not understand?

B. Practical Exercise 2: "Warehouse Storage Practices"

1. Distribute the instructions for practical exercise 2

2. Give participants 20 minutes to complete the exercise

3. Ask participants to be ready for discussion after completing the exercise

4. Form groups of three. Ask them to share their prioritised lists with their groups.

5. In plenary, discuss the exercise
   - Ask two different groups to report their solutions to the exercise
   - Discuss any discrepancies and differences of opinion.
   - Provide participants with the correct answers

6. Ask participants to share what lessons they learned while doing and discussing the exercise. What did they learn that they didn't know before? What do they still not understand?

III. Conclusion/wrap-Up   **30 minutes**

A. Ask participants the following question: What three pieces of concrete advice would you offer a facilitator who has to design and manage practical exercises? Give them 5 minutes to think about this on their own, before asking for responses in plenary. Call on several participants until several different ideas are presented.

B. Ask several participants to think about how they could use practical exercises in their own training. Ask them to give specific examples of how they might be able to use this training method. (Remember to call on different participants, and to encourage participation by quiet and shy participants.)

C. Conclude the session by making a brief presentation covering the following points:

Key guidelines for practical exercises
1. Exercises should be simple and understandable
2. They should focus on a limited number of objectives
3. Trainers should evaluate the readiness and ability of participants to do the exercise and adjust accordingly
4. The purpose and application of the exercise should be clear and explained to participants
5. Materials and handouts should be prepared ahead of time

Key steps for organising a practical exercise:

Step 1: Trainer prepares the exercise and instructions in advance. Instructions should be clear and the exercise should be tested before used in a training.

Step 2: Trainer distributes the exercise to participants

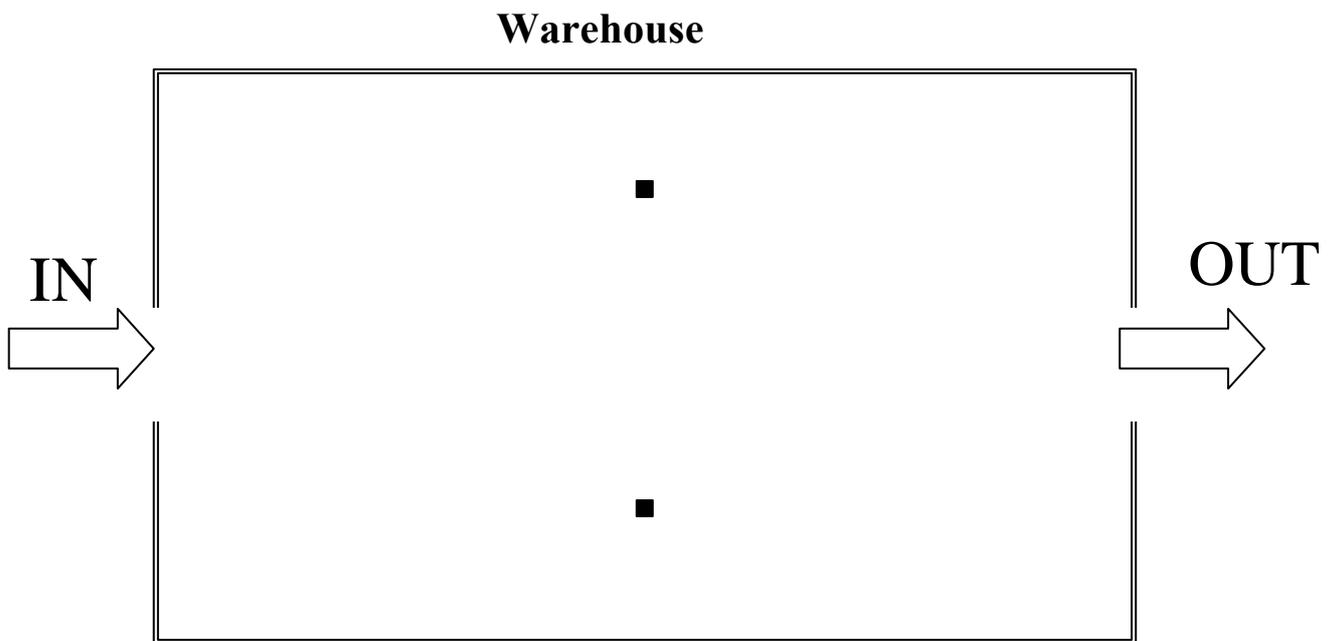*Step 3: Trainer gives the instructions and clarifies any ambiguities*

Step 4: Participants are given the necessary time to complete the exercise

Step 5: Group discussion on lessons learned follows the exercise

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4. Remind participants that tomorrow morning, in small groups of three, they will be asked to design and conduct their own practical exercise.
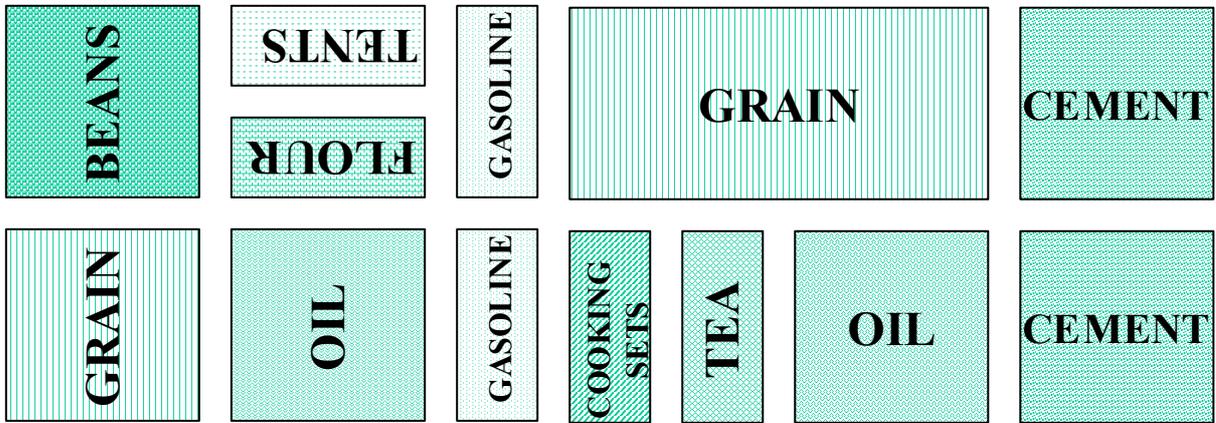
Practical Exercise 2: Warehouse Storage Practices

You are in charge of organising relief items in a warehouse that is approximately 350 m^2. Due to equipment and building constraints, the maximum stacking height is 2-3 meters. You also have available wooden pallets and plastic sheeting. On the following page are all the commodities that must be stored. Cut them out and arrange them in the blank warehouse shown below. Be prepared to describe your reasons why you stored the goods as you did.

Warehouse

IN ➪   OUT ➪

Describe your reasons for placing things as you did.

Commodities for storage

BEANS	TENTS / FLOUR	GASOLINE	GRAIN	CEMENT
GRAIN	OIL	GASOLINE	COOKING SETS / TEA / OIL	CEMENT

Practical Exercise 2: Answer Sheet

Warehouse layout
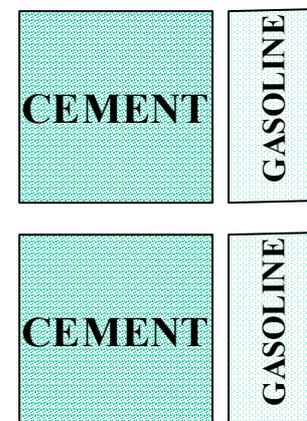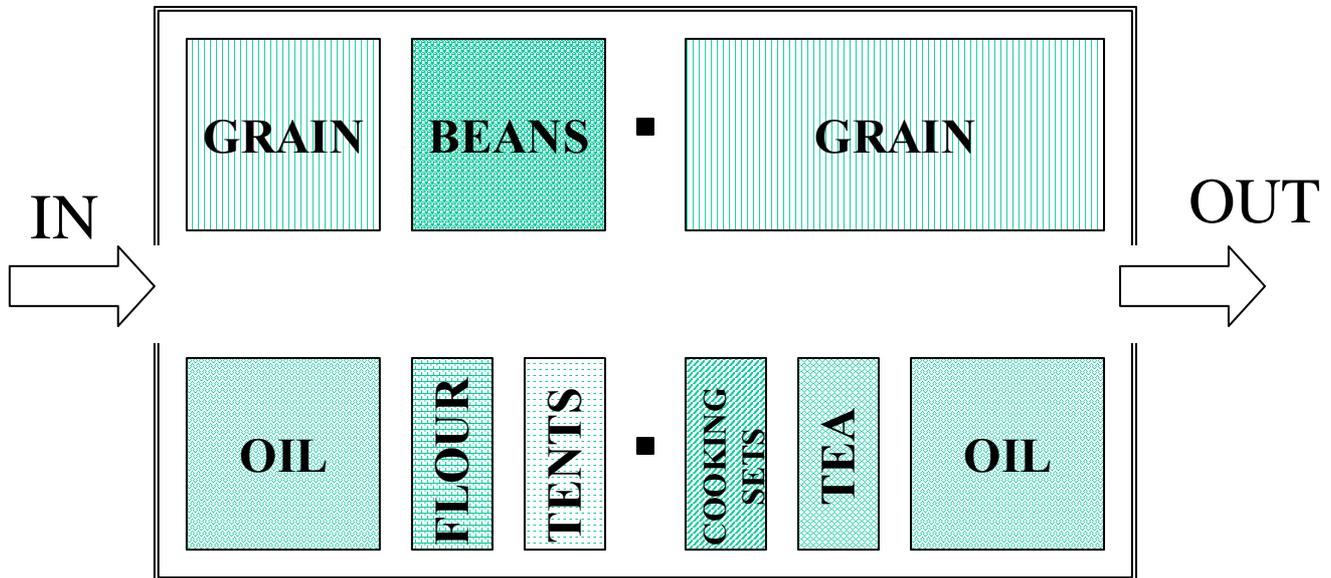
1. In this configuration, all commodities are easily accessible via the centre aisle

2. To protect relief supplies from standing water or dampness

    • Keep the relief items off of the floor by stacking them on the wooden pallets (or their equivalent). If the number of pallets available is insufficient, use those available for bagged foodstuff, rather than canned or bottled products. If no pallets are available, stack bags on plastic sheeting.

    • To avoid dampness, do not store goods directly against the walls.

3. Keep gasoline and foodstuff separate—do not store gasoline, chemicals, fertilisers or cement on the same premises as foodstuff

Session D: Designing practical exercises

Purpose

Practical exercises are used to give participants an opportunity to learn by doing. This method is based on the concept that experience and practice are the best teachers. During this session, participants will form small groups and design and present their own practical exercises.

Methods

- Mini-presentation
- Small-group work
- Discussion
- Conclusions

Time required

21/4 hours

Materials

- Flipchart or blackboard
- Markers
- Prepared exercise

Tips for the trainer

The trainer should read the sections in the module that correspond with the theme of practical exercises and demonstrations. At the end of the day the trainer will need to summarise main conclusions and lessons learned, so s/he is advised to take notes during the debriefing of each practical exercise demonstration.

Procedure

I.   Introduction   15 minutes

A. Introduce the purpose of the session and link it to session from the previous afternoon. Today participants will have a chance to design their own practical session.

B. Ask participants to form four groups of four.

C. Explain that they will have 2 hours to discuss and design a 30-40 minute practical exercise that the other participants must complete (like the warehouse exercise), or a demonstration of a technical skill that participants must practice (e.g. how to create a leg splint with readily available materials). This practical exercise must be related to a disaster or emergency preparedness theme.

D. Once they have identified the practical exercise or demonstration, they should complete the following on flip-chart paper:
- List one or two key learning objectives for this exercise or demonstration
- List three key points for your introductory presentation
- Write the instructions for completing the exercise or the key steps for practising and mastering the demonstrated skill or technique
- Conduct a practice session or dry-run of your practical exercise or demonstration

E. Ask participants if they have any questions about what they are supposed to do. (The trainer should think of two or three possible practical exercises or demonstrations that the groups might consider.

II.   Group Work   120 minutes

Groups should decide on their practical exercise or demonstration and prepare for their presentation. They should also complete the instructions in D above. Groups are responsible for taking their own break during this time.

III.   Practical demonstration #1   60 minutes

A. Ask one of the groups to lead this session. They will have 45 minutes for their practical exercise or demonstration and another 15 minutes to debrief and receive feedback from the others

B. Ask the following questions during the 15 minute debriefing:
- What did you like about this practical demonstration?
- What suggestions do you have for improving it?
- What general lessons have been learned about planning and presenting practical exercises or demonstrations?

IV.   Lunch   60 minutes

V.   Practical exercise demonstration #2   60 minutes

Ask the second group to conduct their demonstration or exercise. Follow the same procedures as above.

VI.   Break   15 minutes

VII. Practical exercise demonstration #3   60 minutes

Ask the third group to conduct their demonstration or exercise. Follow the same procedures as above.

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VIII. Break   **15 minutes**

IX. Practical exercise demonstration #4   **60 minutes**

Ask the fourth group to conduct their demonstration or exercise. Follow the same procedures as above.

X.   Wrap-up and conclusions   **15 minutes**

Based on the practical exercise demonstrations and the information in the module, the trainer should take 15 minutes to summarise the main lessons learned about planning, designing and conducting practical exercises and demonstrations.

Key guidelines for practical exercises
- Exercises should be simple and understandable
- They should focus on a limited number of objectives
- Trainers should evaluate the readiness and ability of participants to do the exercise and adjust accordingly
- The purpose and application of the exercise should be clear and explained to participants
- Materials and handouts should be prepared ahead of time

Key steps for organising a practical exercise:

Step 1: Trainer prepares the exercise and instructions in advance. Instructions should be clear and the exercise should be tested before used in a training.

Step 2: Trainer distributes the exercise to participants

Step 3: Trainer gives the instructions and clarifies any ambiguities

Step 4: Participants are given the necessary time to complete the exercise

Step 5: Group discussion on lessons learned follows the exercise

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Session E: Effective Group Discussions

Purpose

Trainers must be adept at planning, stimulating and facilitating group discussion. The purpose of this activity is to practice and discuss the basic guidelines for leading and facilitating group discussions.

Procedure

- Mini-presentation
- Interactive activity which engages participants in a small group discussion
- Questions posed to the large group

Time required

3 hours

Materials

Flip-chart paper or blackboard
Markers

Tips for the trainer

Review the section in the module on Facilitating Group Discussions.

Process

I.   Introduction   15 minutes

A. Introduce the session
B. Explain the benefits of using group discussions as a training method. These benefits include:
- involving the entire group of participants—encouraging full participation
- changing the rhythm of the workshop
- getting participants to share their knowledge and experience
- tapping the diversity of views, which can lead to creative problem solving
- arriving at a consensus on an issue or proposed action

C. Ask participants to suggest some key principles and guidelines for encouraging effective discussions. You may want to add the following, if they are not mentioned:

- There is a discussion facilitator who encourages participation, manages and balances tasks and process
- There should be full and meaningful participation. No one should be allowed to monopolise the discussion. A discussion requires exchanges of opinions
- The facilitator invites quieter participants to offer their ideas and opinions
- Main discussion points are captured on a flip-chart using large visible words and simple drawings—this flip-chart output serves to focus the group's attention on a common goal and product
- People discuss and debate ideas. They do not criticise or insult the person offering the idea

D. Tell participants that they will now participate in a group discussion. Later they will again reflect on this experience to expand on procedures and guidelines for organising and leading group discussions.

II.   Small group discussions   **45 minutes**

A. Break the large group into smaller groups of 7 to 8 participants.

B. Each small group should choose a group discussion leader or facilitator. This person should help encourage full-group participation, and make sure that the tasks are accomplished.

C. Give each group one of the following group discussion themes, or have them choose their own discussion themes and questions. Make sure that each group has flip-chart paper and markers to capture main points and ideas.

Optional group discussion themes

Group 1: Priorities in disaster preparedness

1. What are the two most important roles and responsibilities that National Societies actually or currently play in disaster preparedness? Give examples from your own experience.

2. What is the one most important disaster preparedness activity that your National Society should be involved in, but currently is not?

Take 5 minutes to respond to these questions on your own. Then, share your answers with your group. The group will need to arrive at consensus on these questions and report its recommendations back to the plenary. They need to be convincing in their argument, as the other groups will be asked to comment and or ask questions related to this group's presentation.

Group 2: Priorities in emergency response

1. What are the three most important roles and responsibilities that National Societies actually or currently play in emergency response? Give examples from your own experience.

2. What is the one most important emergency response activity that your National Society should be involved in, but currently isn't?

Take 5 minutes to respond to these questions on your own. Then, share your answers with your group. The group will need to arrive at consensus on these questions and report its recommendations back to the plenary. They need to be convincing in their argument, as the other groups will be asked to comment and or ask questions related to this group's presentation.

Group 3: Community-based disaster preparedness

1. What does community-based disaster preparedness mean? Write a one or two sentence definition.

2. What are the three most important elements of community based disaster preparedness?

3. Provide two concrete examples of community-based disaster preparedness.

Take 5 minutes to respond to these questions on your own. Then, share your answers with your group. The group will need to arrive at consensus on these questions and report its recommendations back to the plenary. They need to be convincing in their argument, as the other groups will be asked to comment and or ask questions related to this group's presentation.

III. Reflection on group discussions   30 minutes

A. Ask each group to stop their discussion.

B. Each group should appoint or select a new group discussion facilitator and a reporter who will write down the group's main conclusions on flip-chart

C. The group has 30 minutes to answer the following three questions about their group discussion experience and process and prepare a 5-minute report for presentation to the plenary.

   1. In what ways was your discussion a good one? Make concrete and specific suggestions.

   2. In what ways could your discussion have been better?

   3. If you were to provide a new facilitator with three pieces of advice on how to facilitate effective workshop discussions, what would you tell him or her?

IV. Break   30 minutes

V.   Report back and discussion in plenary   45 minutes

A. Ask each group to take 3-4 minutes to report back on the first two questions posed in the previous exercise "Reflection on group discussions." After each presentation, allow five minutes for comments and questions from the other groups.

B. Reverse the order of reporting and ask each group to share their three pieces of advice (their answers to the third question).   After all three groups have presented their "three pieces of advice," ask if anyone has any further comments or questions.

C. If the issue of "active and full participation" was not raised or addressed adequately, pose the following two questions:

- Was there generally active, meaningful and full participation in each of the groups? Call on one member from each group to share his/her opinion on this question.

- What did the facilitators and the other group members do or not do to encourage full participation?

- What other techniques might facilitators use to encourage quiet participants to contribute their opinion (for example, asking all participants to write down their ideas before they are discussed in the group, or, going around the circle allowing each person an opportunity to speak)?

- Is it solely the role of the facilitator to encourage full participation? Why or why not? What can other group participants do?

VI. Wrap-up   30 minutes

A. The trainer might make a brief 10 minute presentation covering the following topics (refer to the section in the module on "Facilitating group discussion"):
- Responsibilities of the discussion facilitator
- Stimulating discussion
- Asking good questions
- Handling participant questions
- Active listening

B. If there is time, ask participants what conclusions or lessons they have drawn from this session

C. Summarise the main conclusions, issues, and consensus from this session

D. Inform participants that the output of their small group discussion topics will be typed up and distributed to everyone since they never had the chance to report their conclusions to the entire group of participants.

E. Remind participants that after lunch they will each make a 5 to 7 minute presentation. They will have 30 minutes after lunch to prepare their presentations.

LUNCH   60 minutes

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Session F: Making Effective Presentations, 2nd round

Purpose

A good trainer must be a good presenter or speaker. During this session, participants will have a second chance to practice their presentation skills in small groups and to receive feedback on their performance.

Time required

3 hours

Materials

- Flip-chart paper or newsprint
- Markers

Process

I.   Introduction   10 minutes

A. Introduce the purpose and procedures for this session.

B. Split participants into two groups of eight.

C. Each small group should appoint a facilitator/timekeeper who warns the presenter when 4, 5, 6 and 7 minutes have passed. The timekeeper should stop the presenter after 7 1/2 minutes. No exceptions.

D. Explain that for the next 30 minutes they are to prepare their 2nd presentation. This can be a new topic, or if they want another opportunity, it can be the same topic they presented on the first day. Each person will be *limited* to making a five to seven minute presentation and the group facilitator/timekeeper will allow five minutes of verbal feedback for each presenter.

E. Distribute the presentation feedback forms. Each person should receive 7 forms: one form for each of the presenters in the group.

F. After each presentation, participants should complete the " Presentation Feedback Form" noting what they liked about the presentation and giving specific suggestions and concrete feedback for improvement. The group facilitator/timekeeper should collect these forms after each presentation, and distribute them to the corresponding presenter after all presentations have been made.

G. Ask if there are any questions. If not, they now have 40 minutes to work and prepare on their own.

II. Preparation of presentations   **30 minutes**

III. Making presentations: 2nd round   **120 minutes**

A. Each person in the small group should make their presentation. Limit of 7 minutes.

B. After each presentation, the others in the group should take 1 minute to complete the "Presentation feedback form." After completing the form, and prior to the next presenter, the group appointed facilitator/timekeeper should ask what people liked about the presentation and if anyone has any specific and constructive feedback that might help the presenter improve the next time. The total amount of time allowed for each presentation and feedback comments is 12 minutes total per presenter. No exceptions.

C. The group should take a 15-minute break after the fourth presenter, and then return and complete the presentations.

IV. Wrap-up   **20 minutes**

A. Trainer should make some general comments about any general improvements s/he has noticed from day 1 to day 3 presentations

B. Go around the room quickly and ask each participant one thing that they learned and will apply the next time they make a presentation

C. Close by reviewing five key aspects of presenting effectively
- Communicating effectively
- Opening successfully
- Planning, preparing and practising
- Engaging your audience
- Sign-posts and summarising

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Making Effective Presentations: Round 2
Presentation Feedback Form

Name of Presenter:

Your Name (optional):

List two to three things that you liked about this presentation?

List two or three concrete things that the presenter can do to improve the effectiveness of his/her presentation

Session G: Training on Your Own

Purpose

The purpose of this session is to review the methods used in this workshop and to reflect on lessons learned.

Procedure

- Mini-presentation
- Discussion
- Questions posed to the large group

Time required

1/2 hour

Materials

- Flip-chart paper or blackboard
- Markers

Procedure

I. Lessons learned and next steps   30 minutes

A. Give participants five minutes to quietly reflect on the two or three most important lessons that they have learned about effective training, and how they can apply these lessons in future situations.

B. Go around the room and give each participant one-minute to share his/her most important lesson learned and how s/he will apply it in the future.

C. Provide your concluding thoughts and insights on training.

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