

## **ACKNOWLEDGEMENTS**

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A list of the primary resources consulted is included in the bibliography. The various needs assessment forms are from the United Nations Centre for Human Settlements 'Manual for Training Needs Assessment in Human Settlements Organisations' (1987) We would like to acknowledge the value of this document in developing the relevant section.

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**GUIDE TO DEVELOPING TRAINING STRATEGIES  
AND PROGRAMMES**

*"If you are thinking a year ahead - sow a seed;*

*If you are thinking ten years ahead - plant a tree;*

*If you are thinking one hundred years ahead - educate the people"*

Kuan Tzu, Chinese Poet, 500 BC

## 1. INTRODUCTION

Training in disaster management has traditionally been provided in two ways by specialised centres/institutions or within agencies. At the national level, it is often confined to sectoral training - eg. civil defense, police forces or emergency medical services - to improve their capacity to respond to emergencies. In other instances, senior management training in Disaster Planning has been one item, amongst many within Administrative Staff College training programmes. Interest in national training programmes as a part of general disaster mitigation activities is relatively new. Many disaster prone countries are only beginning to develop in-country capacities to run such programmes at national, regional and local levels, but only a few of them have advanced in institutionalising training programmes in more than one sector and level.

Experiences of these countries, institutions and agencies are often unavailable for wider dissemination. Where this is available it tends to reflect the training needs of their specific audiences and organisations. While there can be similarities in developing any national or agency training programme the needs, opportunities and constraints can be unique to each country or organisation. In this respect, there is no "blue-print" to a successful programme but broad principles and guidelines that can enable countries, institutions and agencies to develop training programmes appropriate to their own needs.

This module presents such principles and guidelines drawn from past experiences to encourage individuals, institutions and organisations interested in initiating training in disaster management. It specifically focuses upon the needs of 'training organisers and promoters' rather than what the 'trainers' need to know in order to run a workshop.

The Trainers Guide contains the latter information and for practical reasons is treated as a separate volume. The two volumes complement each other and should be seen in a continuum. The Guide to Developing Training Strategies and Programmes addresses the broader issues related to development and management of training, therefore, it is a document of training strategies. The Trainers Guide assumes that a training strategy is in place and therefore focuses upon operationalising training once it is formulated. The inevitable overlap occurs in the planning of individual workshops. Guidelines for this stage of training development are contained in both volumes from different perspectives. The readers are expected to refer to both volumes and bring their own interpretation to the subject.

The primary audience of this Guide is governmental staff interested in developing training but the authors hope that the material will also be useful to staff in NGDO's (Non Governmental Development Organisations) since they are equally active in promoting training in this field. Although the U.N. agencies are not often involved in developing and running detailed training programmes for individual countries, they may be in a position to initiate and support them. Therefore this document will hopefully provide officials in various bodies with the basic information necessary to facilitate a training process.

You may find this document useful if you are :

- \* someone who has recently been appointed to a training role in an organisation;
- \* someone who is involved in training as a part of a broader job;
- \* someone who would like to promote the idea of training in an organisation;

Finally, the authors of this document have found no sources on how to develop National Training Programmes, except a few articles, case histories and working documents that touch upon the subject. These are listed at the end of the text. The information in this Guide is therefore breaking new ground and is based upon the experiences of a few national programmes and an intuitive rather than scientific evaluation of their approaches.

Throughout the text 'Exercises' are included to assist readers to relate the text to their specific situations.

## 1.1 Overall Learning Objectives

After assimilating this text you should be able to :-

- understand opportunities and constraints to promote training in disaster management;
- identify training needs and resources/capabilities in a country, organisation or 'agency';
- define the fundamental elements to set-up, run and sustain training programmes;
- understand the institutional framework through which training becomes operational;
- define types of training appropriate for different audiences;
- develop appropriate training strategies;
- define achievable training objectives;
- understand the series of actions to achieve these objectives;
- understand post-training evaluation and monitoring;
- become familiar with the idea of enabling/empowering;
- Understand the importance of institution building relative to training in disaster management.

## 1.2 Why is Training in Disaster Management Necessary?

### \* STAFF COMPETENCE, THE BASIS OF AN EFFECTIVE ORGANISATION:

Knowledge, skills, energy, constructive attitudes and behaviour patterns are the backbone of any organisation. If they exist that body is likely to be effective and if they are absent it will suffer from general ineffectiveness and ultimately die. Training contributes to the strengthening of these varied capabilities.

### \* RESPONSE TO RAPID CHANGE:

Disaster Management is a fast changing field, so staff at all levels need to be made aware of new developments at regular intervals, (say at a minimum of two-three year intervals).

### \* STAFF TURNOVER:

Staff changes in development agencies, the UN system and within governmental

departments can be very rapid. Therefore there is a continual need to provide induction training for new staff. But at a more fundamental level training can create an enthusiastic body of staff with a commitment to disaster planning and this can reduce staff turnover as employees can see a productive career-path ahead of them and employers recognise the value in retaining and strengthening their "in-house expertise".

\* **EXPANSION OF PERCEPTIONS:**

Any individual is constrained by their original education. Therefore medical staff will see health problems in a given situation, architects will be preoccupied with buildings etc. So it is essential in a multi and inter-disciplinary field such as disaster management for all personnel to learn other perspectives than their own positions.

The ultimate need is to develop a holistic understanding of problems that embraces technical, social medical, environmental, economic and political dimensions, and training is one way to facilitate wider perspectives.

\* **CONFIDENCE BUILDING:**

Despite valuable progress made in reducing the impact of disaster, frequent damaging events can demoralise staff and a feeling of failure may prevail within an organisation. Training can provide the opportunity to share and review successes as well as problems. This process of 'ventilating' motivates staff to seek for alternative solutions and helps to build up a feeling of confidence and mutual support.

\* **LEARNING ORGANISATION:**

Too much or too little confidence, lack of enthusiasm, fear of change, conservatism, can easily create a stagnant organisation. Creating a responsive workforce is virtually the same as building a learning organisation. Training contributes to learning, the process of discovery and acceptance of new experiences.

**Exercise:**

**After reading the above points try to answer the following:-**

- **Do you recognise any of the above needs in your organisation?**
- **Can you identify the most fundamental points that influence the effectiveness of your organisation?**
- **If you are in a position to promote training in your organisation/department, if so, which one of these points would help you to 'sell' the idea to your decision makers?**

### 1.3 What can be achieved by training?

The long-term support for training very much depends on setting realistic and achievable objectives. Many training programmes fail to begin or continue, due to over ambitious objectives that can not be achieved. A bad start is a primary way to kill a programme. Objectives such as creating experts on specific subjects and the acquisition of expert knowledge are not very easily achieved over short periods of training. They require long-term, intensive courses and practical opportunities to put the technical/theoretical knowledge into practice.

A well designed series of training activities may help to achieve the following :-

- it can provide information on current national/international knowledge and where this knowledge is located.
- It can help to restructure existing knowledge, identify gaps, strengths and future organisational and individual needs.
- Training programmes for professional development can teach a few practical tasks in disaster management that can be implemented rapidly and will be beneficiary to the participants organisation.
- Training can also share knowledge and experience as well as stimulate critical and creative thinking. However, putting these into practice requires organisational /institutional commitment to collaboration with related bodies and an openness to change.
- Training at the regional level can stimulate co-operation among neighbouring countries. However, the continuity of this co-operation in a meaningful way may require national and international support for implementation of knowledge and skills acquired though training and a regional focal point to act as the co-ordinator of such co-operation.
- Training can encourage inter-agency and government-agency communication. However, co-operation in actions is also critical in improving performance.

### 1.4 - Who is to be trained?

Since effective team work is the absolute condition for successful operations, training has to be eventually available to all the participants in disaster management. Many training programmes focus upon the practitioners or implementors. They are often emergency and relief oriented and aim to improve immediate response. However, a comprehensive planning process at the national level should consider training as necessary to improve all stages of disaster management including relief, rehabilitation, mitigation and preparedness. These actors may include decision-makers (politicians, senior management levels) middle management levels of relevant ministries, technical and operational (field) level of these ministries, regional and local authorities, NGO's, agencies, professionals, army and civil defence authorities, and the general public.



At the initial stages of a training process 'in-country' or 'in-house' staff with training experience may not be available. This is not to say that considerable practical, technical or management capacity in the disaster field might already be in place. However, communication of these experiences and knowledge often requires special skills. Many training programmes in their early stages of development, rely on training expertise from outside. Building indigenous training capability to sustain the desired training activities will require support for trainers as well as academic researchers to be involved in helping the programmes and developing appropriate materials.

Summary of possible groups to be trained:

- decision-makers; e.g. politicians, relevant ministers, undersecretaries, senior management levels;
- various management levels of relevant ministries; e.g., middle to lower level management;
- regional and local authorities; e.g., mayors, governors and their deputies, provincial and district level authorities;
- technical and field staff in ministry and regional/local authority departments; e.g., health workers, social workers, public works staff;
- NGDOs and agencies; e.g. Red Cross and Red Crescent, UN agencies, local organisation, community organisations;
- army and civil defense authorities;
- general public; e.g. population in high risk areas, school children;
- trainers, educators, researchers;
- professionals in all related disciplines - building/agriculture/economy health etc.

**Exercise:**

- **Examine the three examples of 'National Disaster Management Administration' from the USA, Mexico and Turkey outlined in appendix 1.**
- **Select one and try to list the groups to be trained from the chart.**
- **Add to the list other groups (non administrative) which may need training.**
- **Try to develop a similar list for the organisation, department or country in which you are expected to set up training.**

## 2. OBJECTIVES OF TRAINING PROGRAMMES

*"What people often mean by getting rid of conflict is getting rid of diversity and it is of importance that these should not be considered the same. We may wish to abolish conflict but we can not get rid of diversity"*

Mary Parker Follett.

As stressed in the previous sections, disaster management, due to its complex nature, is primarily a team operation. Individual skills, expert knowledge and attitudes of the disaster managers are fundamental to successful handling of all stages of the disaster continuum. However, the capacity of all the actors of disaster management to act in a co-ordinated manner is ultimately the key to efficient and effective response.

Training in disaster management aims to improve both individual and team performance. Furthermore, it aims to create a medium where sectoral capacities can be enhanced and intersectoral relationships can be developed. An ideal training programme balances individual needs and team tasks as well as improving knowledge and its application. However, in reality the expectations of groups to be trained are varied if not in conflict with one another. A government department with high level of technical competence may regard skill development an unnecessary exercise while a local development agency with limited disaster experience can expect training to solve all their problems. It will be unrealistic to expect a single type of training to address all these issues. A more realistic approach will be to view training as a series of complementary activities to be implemented over a period of time. These activities should clearly reflect the training needs of the target groups and the general objectives drawn from their identified needs and expectations.

The process of setting planned training objectives should, therefore, address the following issues before the objectives are decided upon :

- what are the change targets?
- who decides the objectives?
- what are the criteria for selecting the objectives?
- agree possible objectives.

### ***What are the 'targets for change'?***

When the decision is made that training is necessary, the change targets need to be set. These may include the organisation as a whole, the top management as a unit or the various functional areas such as emergency relief, technical assistance, logistics. In other words, the change targets may well be differentiated by level or by function. There may be some common objectives across all these targets, or the set of objectives for each may be completely different. There is nothing wrong with having only one change target such as the organisation as a whole and one objective such as improving co-ordination among various departments, or, with having many. It will depend on the disaster management system and it's needs.

- \* The selected objectives should reflect the change targets and the identified needs.

### ***Who decides the objectives?***

Most of the time, top management of the organisation or the unit under consideration would like to have the last say. However, it is important that both the top management and those to be trained are made aware of the objectives and share the ideas even if the ultimate decisions might be made by one person - perhaps you alone.

- \* The objectives need to be shared by all the parties involved in implementing them.

### ***What are the Criteria for selecting the objectives?***

***Measurable;*** it is absolutely essential that one or more clear measurement areas be applied to every objective selected., If this is not done one will never know whether the objective is achieved! Such objectives as 'improved communication' can initially be stated as a general aim. If not defined in training terms, however, they remain unachievable. Does one mean more communication, regular meetings, communication downwards or across?

- \* Measurement areas should define what exactly we do mean by a certain objective. This may be best approached by asking the question:

- When we have achieved the objective, exactly how will things be different?

***Attainable;*** Often it takes a long time before it is known the objectives are achieved. There may be several unanticipated factors affecting their attainability which are often outside the training domain. By investigating the necessary conditions to achieve the set objectives better informed choices can be made. These conditions may be political, financial, organisational, institutional or personal.

- \* To give a few examples, ask the following questions: Is the objective politically acceptable? Are the financial and human resources available? Will there be any resistance, what kind? Is training alone sufficient to bring about the desirable change?

***Cost/benefits:*** In setting up specific objectives one question you will frequently be asked by the funders and the high management levels will be the cost of achieving objectives. Training in disaster management will be viewed by many as a waste of valuable resources that could have been used in more visible areas. It will be difficult to quantify the direct benefits likely to be achieved by training.

- \* In defining the objectives, highlight the key result areas and the effect of improved performance on these areas.

*Priority/sequence:* When all objectives seem important and urgent to achieve it is not an easy task to be selective. Available resources and time, political and institutional climate influence the prioritisation of the objectives. Some objectives have to be achieved before others can be started. For example, without raising awareness of the importance of mitigation it will not be possible to aim for technical training in mitigation measures.

\* One rule of the thumb is not to start with the end-product; it may be good to end with, but not to start. Other things come first.

*Agree possible objectives :* Possible objectives can be many and varied. A comprehensive working list can be a collection of objectives identified through needs analysis, from a review of the past experiences/performances and future plans of an organisation/unit. However, time and resources, or, staff interest and participation may not always be available to launch an organised assessment. Often training objectives are generated by one person - a top manager, head of a unit, a designated trainer or an outside consultant. The critical point to remember is that formulating a list of objectives can also become the process of engaging the staff in the idea of training.

Put down as many objectives as you can and ask all involved parties to contribute to a preliminary working list by agreeing, disagreeing and adding more.

## **2.1 General objectives of Training Programmes.**

The general objectives of training in disaster management in a country or an organisation can be broadly classified as short-term and long-term. The short-term objective of training can be limited to the creation of an interest in the idea of training, and to begin to establish a dialogue amongst the various audiences.

These short-term (or immediate) objectives may include:

- \* raising awareness at the various levels - for example, national, regional and local levels on disaster management;
- \* creating a platform for exchange of ideas, problems and sharing of experiences;
- \* initiating co-ordination among ministries, agencies and organisations;
- \* drawing attention of the public, media, decision-makers etc to the relevance of disaster management training;
- \* stimulating improved response to disaster events;
- \* dealing with the most immediate needs and current problems.

The long-term objectives, by definition, require sustainability of the programme over time and replicability in diverse sectors, levels or geographical areas. These objectives may include:

- providing continuous broad staff development on the theory and practice of disaster management -
  - \* sectoral training
  - \* professional training
  - \* resource staff training (training the trainers)
- facilitating abilities, roles and motivations;
- facilitating regular exercising of the management process and preparedness plans to identify gaps and capabilities;
- institutionalising training as an integral part of mitigation and preparedness programmes;
- establishing regional links with countries of similar problems, and inter-agency training activities;
- regional and national networking and co-operation to share resources and achievements;
- creating learning organisations.

## **2.2 What resources are necessary to achieve the objectives?**

Developing realistic and achievable training objectives requires an understanding of the resources that are available or that can be created. Each objective has to be checked against what it involves to implement them. The most fundamental requirements are:

- \* financial support;
- \* organisational capacities;
- \* leadership capabilities;
- \* qualified resource staff and an institutional base in training and disaster management;
- \* appropriate teaching materials.

**Financial support;** An organised training activity requires financial support for the trainers, participants, administration and management, training material, venue etc. Although support in training for disaster management is now more available than before it still has to compete with many other priority areas in a country or an organisation for resources. Initial financial support has been available for several programmes (e.g. Philippines case study in appendix 2) from International sources, donor countries and agencies. However, many such programmes may come to an end due to lack of internal financial (as well as other) commitments to training. In the long run, self-reliance should be envisaged as a programme objective. Thus, the priority for the international community should be to help strengthen national capabilities.

Integrating training into a wider disaster management package, such as part of a preparedness or mitigation plan, may also be more likely to attract funding, since the benefits will seem to be in more than one (and perhaps in more visible) areas. Another alternative might be to begin with a low budget and small-scale training. By setting an example of achieved improvement targets that can be publicised widely, it may be possible to move into full scale programmes.

**Organisational capacities;** A body or bodies need to create a small organisation to mount a training programme. If a number of Government Ministries or departments and sharing in the overall responsibility they may need to provide a secretariat to undertake the following tasks :

- identify trainees and trainers
- select a training venue
- organise work programme
- organise training materials
- acquire the necessary training equipment - photocopies/ audio visual aids/ reference books for participants etc.
- build up a data - base of participants.

The organisation needs several characteristics to act effectively :

- clear authority
- adequate resources
- agreed aims
- good leadership

**Leadership capabilities;** Many successful training activities result from committed and skilled leadership. This role may be undertaken by an individual, a group, a department, an organisation or an agency depending on the nature of objectives and, of course, who is committed to them. Often the leadership may not come from the targeted change area. This may create conflict and a lack of commitment to the activity as an 'outsider' group, individual or an organisation claims responsibility to achieve the training objectives set for another group.

One alternative can be to start with activities where leadership is strong to set an example. A more laborious, but perhaps more successful way of achieving long-term objectives can be to team up individual groups, institutions or agencies with the leadership capability with those where this capacity is needed. Departing with the 'leadership' role to empower those others who ultimately will 'own' the training activities should be a programme objective.

***Qualified resource staff and an institutional base;*** Training objectives are often set only by focusing upon what to train and who to train. The question of who trains comes into consideration after several decisions are taken and sometimes only when the actual programming of training begins.

Qualified resource staff are fundamental to all training activities whether it is on-the-job training or a comprehensive training programme. Often these training areas which need the most attention are the weakest in terms of qualified resource staff.

Several training programmes, have in the past and still do rely heavily on International expertise, which is an expensive solution and creates dependency where resources are available, external expertise can be sought, especially on subjects which cannot be covered by in-house or in-country persons. Also, in situations where training is not envisaged as a continuous activity, external institutions and resource staff may be a more feasible alternative to creating an in-house capacity. National programmes in the long run, however, require availability of this capacity and an institutional base for training for self-reliance. It should be remembered that this may be a long process to achieve as knowledgeable staff are not always good trainers and good trainers may not always be experienced in the disaster management field (see the Trainers Guide for the selection of trainers and training institutions). There may be a need for investing in training the trainers as a parallel activity.

One alternative might be to seek resource staff from 'outside' (regional, international or other organisations) to run training activities alongside the identified 'internal' resource staff. This will initiate training rapidly and support resource staff development. Another alternative might be to begin with objectives where there are qualified resource people and gradually create capabilities. Supporting the training of resource staff should be a programme objective from the start.

***Appropriate training materials;*** While there is considerable accumulation of knowledge in the field of disaster management through research very little of it is put into a practical format. Sectorial material, such as in the health field, through PAHO and CRED publications are more readily available and a number of UNDRO publications and the University of Wisconsin Distant Learning course materials address more general disaster management issues. The current DMTP modules attempt to fill the gaps and will make the state of the art knowledge available in a practical format. While these documents will be useful as general course material to begin with, each country or organisation eventually needs to adapt existing material, develop its own case studies, exercises etc., appropriate to its own needs.

One rule of the thumb to remember is that all training material should be as close to the needs, realities and level of the target group(s) as possible.

**Exercise :**

**Review the fire topics listed above and relative to the available resources in your situation, which do you currently possess, which could you acquire and which would be very difficult to obtain? - Who could assist you in this task?**

### **3. FORMULATING TRAINING PROGRAMMES**

*"A programme is a group of related activities which interact for a purpose"*

The various related processes that underpin the formulation of training programmes can be listed under three categories:

**Pre-training activities -> Training activities -> Post-training activities.**

#### Pre-Training

- \* identifying training needs and setting evaluation targets;
- \* prioritising training needs;
- \* setting objectives;
- \* preparing training strategies;
- \* securing funds;
- \* identifying key institution(s)/individuals to promote training;
- \* designing and developing training activities;
- \* identifying key institution(s) to co-ordinate;
- \* identifying participants, or recipients of training;
- \* identifying resource people and trainers;
- \* sequencing of various training activities;
- \* deciding the content of training activities;



- \* selecting the appropriate training modes;
- \* preparing the relevant training material;
- \* deciding the timing and place of training activities;

### Training

- \* managing and delivering training;
- \* developing professional skills and expertise;
- \* developing basic skills, knowledge and attitudes.

### Post-Training

- \* evaluating training programmes and feedback;
- \* advising and counselling of participants;
- \* supporting participants in implementation of what is acquired through training;
- \* seeking further resources for continuity;
- \* maintaining and supporting organisational relationships;
- \* establishing national, regional, international networking;
- \* establishing a cadre of trainers;
- \* replicating programmes.

The above exhaustive list assumes some resources and training capacity already in place, and envisaged an organised, comprehensive training activity. Where resources are not available to attend all items and a comprehensive programme is not envisaged a simplified set of actions could follow, although not necessarily in a logical sequence, as for example, when resources being made available trigger a programme and precede other actions.

**identify needs -> define objectives -> check resources -> select the appropriate training activity -> implement training -> evaluate and feedback.**