

4. IDENTIFYING NEEDS

"A need is a discrepancy or deficiency between what is and what ought to be"

One of the most important steps in the training process is the establishment of the training needs. In using this term we are implying that there are weaknesses somewhere in the system which demand strengthening by means of training in some form or other. It is common to define a training need as the gap between the requirements of a job and the present skills of the incumbent. However, the definition should not be confined to the individual, although in the last analysis satisfaction of the needs will have to be carried out through individuals. The whole disaster management system in a country, individual institutions and organisations may equally have shortcomings and needs which need to be examined and reduced, even eliminated. This involves among other things, establishing whether the organisational structures and capabilities are right to meet the challenges of the future and identifying the needs which arise in the various functions throughout the system.

In order to be able to measure the gap at all levels which has to be closed by training, it is necessary to address the following issues:

- why do we need to assess needs?
- what do we assess?
- how needs are assessed?

4.1 Why do we need to assess needs?

- * To be effective, training decisions must be based on a consistent flow of reliable information about the quality of performance in various parts of a disaster management system or within an organisation.
- * The efficient use of resources for improving the quality of organisational or individual performance can be improved through the realistic assessment of needs.
- * The ordering of needs can help in determining priorities for actions.
- * Establishing needs and priorities facilitate training decisions and the design of training activities.
- * As the needs assessment involves organisations and individuals in the process it can also motivate them to offer support for training.
- * Supporting evidence for training proposals (such as information about its impact on improved effectiveness in a past disaster situation) in an organisation or in

another country can be useful in discussion with senior management levels and in seeking financial resources.

- * Disaster management relates to a dynamic context of change. Hazards, patterns of vulnerability, governmental structures, resources for mitigation etc., change continually. Therefore, training needs will require continuous monitoring.

4.2 What Do We Assess?

The strategic contribution of training to disaster management is to help provide skills, knowledge and attitudes that are vital to achieve corporate goals. The assessment of needs has to focus upon the evaluation of the existing standards of skills, knowledge and attitudes amongst the various actors of disaster management. Where present competence falls short of that required, this gap will indicate the training agenda. These two processes of assessment and design of training activities should be carried out simultaneously because the results provide the information from which the training programme is formulated.

The specific nature of national training development require various levels of needs assessment:

- 4.2.1. **At the national level:** - (e.g., Governmental and non-Governmental organisations, national and international agencies operating in the country) At this level the task is to assess the corporate needs of various actors of disaster management to establish their respective competence, weaknesses and importance to the overall performance. This evaluation will help to prioritise overall training objectives and may improve inter-organisational communications.

Tasks:

- * Identifying the institutions that are involved in disaster mitigation, relief and rehabilitation at the national level, including non-governmental organisations that can be useful or beneficial;
- * Identifying the role and responsibilities of each institution in relation to different phases of disaster management;
- * Understanding the procedural and operational relationship between these institutions;
- * Understanding the operational relationship between these institutions;
- * Understanding the budgetary procedures and links;
- * Identifying the gaps/needs in the national system - institutional, procedural, budgetary, operational;

- * Identifying the national priorities for training;
- * Identifying the target institutions for training.
- * Identifying the training targets.

4.2.2. **At the organisational level (multi-sectoral):** the assessment of inter-departmental needs of the relevant organisations that are identified at the national level. (e.g. line ministries, local authorities, civil defense, Red Cross/Crescent, NGOs)

Tasks:

- * Identifying the role and responsibilities of the organisation in relation to different phases of disaster management;
- * Understanding the institutional framework and departmental or sectorial relationships;
- * Understanding the operational framework;
- * Identifying the gaps, weaknesses and strengths of the organisation;
- * Identifying the target departments for training within the institution;
- * Identifying human and material resources within the organisation;
- * Identifying priorities within the organisation.
- * Identifying training targets of the organisations.

4.2.3. **At the departmental level:** the assessment of needs at the departmental or sectorial levels of an institution or an agency. (e.g. public work department of a ministry, logistics unit of an agency or civil defense)

Tasks:

- * Identifying the role and responsibilities of the department(s) in disaster management at the national and organisational level.
- * Understanding the procedural and operational relationship between the departments and the organisation.

- * Identifying the gaps, weaknesses and strengths of the department(s).
- * Identifying the training priorities and targets within the department.
- * Identifying the individuals to be trained in relation to the set priorities.

4.2.4. **At the team level:** the assessment of the needs of a group that works together on a certain aspect of disaster management - decision making, execution, technical etc., or, at a specific stage of disaster management - emergency and relief, rehabilitation, mitigation etc. (e.g. damage assessment team, needs assessment team; task force in an agency; water engineers in a public works department, Disaster Co-ordination Council).

Tasks:

- * Identifying the teams that operate together.
- * Identifying their roles and responsibilities in disaster management.
- * Identifying the nature of team work.
- * Identifying the gaps, weaknesses and strengths of each team.
- * Identifying their training priorities.
- * Prioritising the target teams for training.

4.2.5. **At the job level:** the assessment of what jobs need to be re-defined or created in terms of skills, knowledge and attitudes required to meet the new priorities in disaster management.

4.2.6. **At the individual level:** the assessment of present abilities (skills, knowledge and attitudes) of each member of staff in the priority areas (departmental, teams etc.) against the standards defined and any shortfall to be remedied through training.

4.3 How Needs are Assessed?

The level of needs assessment depends on the financial and personnel resources and the availability of time to carry out the task. In formulating a strategy for national training programmes, it is advisable to conduct first a national level evaluation to identify where vital improvements are necessary, followed by an assessment in these priority areas.

In situations where resources are limited to carry out a thorough needs assessment, an individual, or a small group with experience in the field and with a good insider knowledge of the country, organisation or agency can be used to identify the needs. This however, may reduce the sense of ownership, participation and belonging to the programme by the others. The persons who assess or identify the needs may prove to be useful as resource staff within the actual training programme. This is due to the reality that 'understanding a need is half-way to resolving it'.

The technical process of carrying out a thorough needs assessment can be very complicated. Often, the training process itself is the best medium where organisational, institutional or individual needs are identified. However, a systematic assessment may be required by funders, or, becomes necessary to involve top management and the staff in the idea of training. It will also enable more realistic definition of objectives and programme planning.

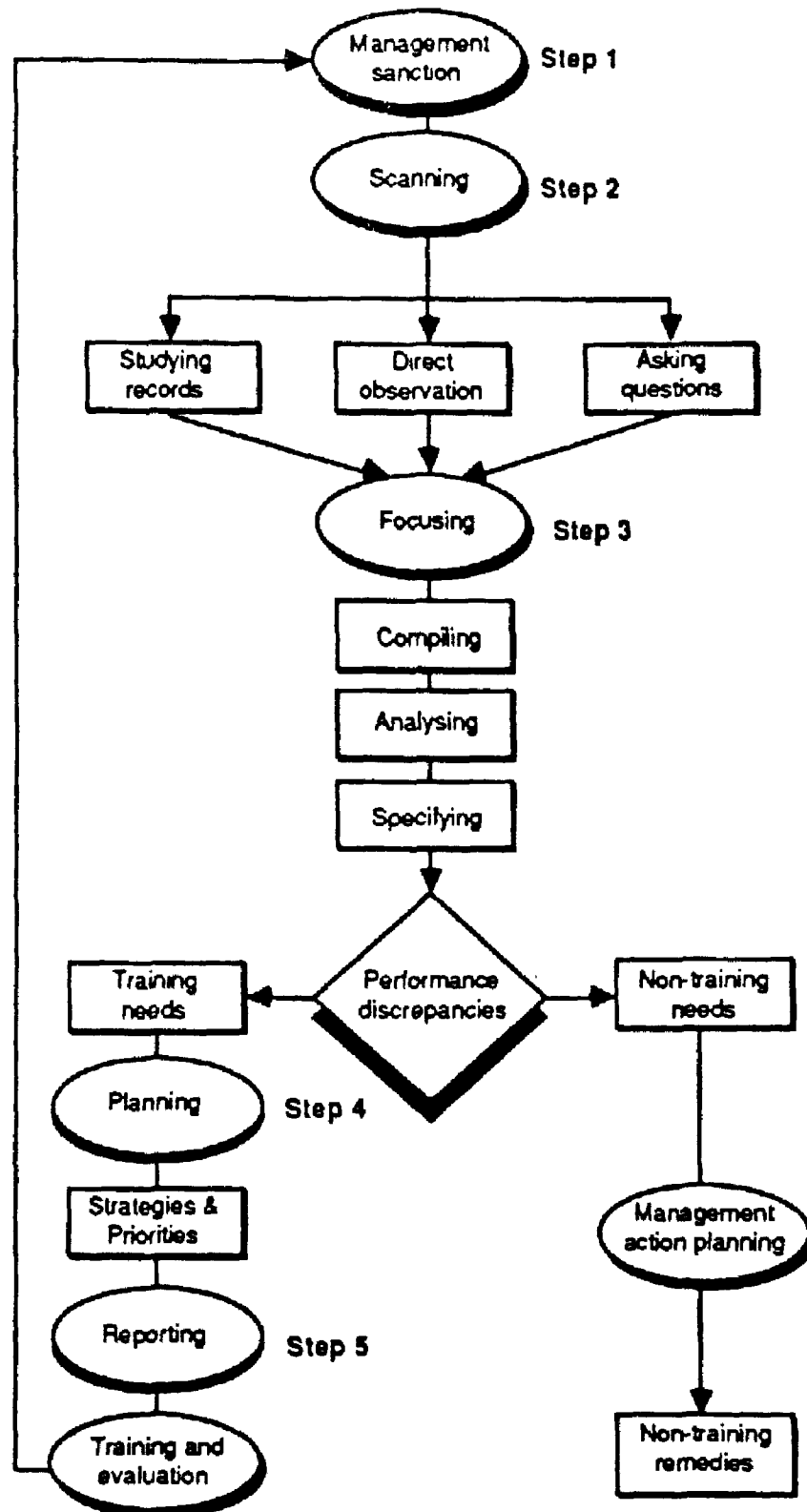
For the purpose of this document a complex needs assessment is not considered. There are several books that cover the various techniques that can be employed. Some of these are listed in the bibliography. The following tables, selected and modified from the UNCHS "Manual for Training Needs Assessment in Human Settlements Organisations" provide a simple approach to needs assessment. They should be treated as sample forms to stimulate the design of nationally or institutionally appropriate ones.

Comparison of Methods for Assessing Training Needs:

The following table compares "conventional" and "systematic" approaches to needs assessment. The advantage of "systematic" approaches is the importance placed upon self-evaluation as opposed to reliance on outside training institutions or assessors.

Diagram of the Training Needs Assessment Process

The following is a comprehensive and perhaps an idealised approach to needs assessment. Other and simpler approaches may also work.



4.4 List of General Statements for Classifying Performance Discrepancies:

Performance in some areas of the disaster management system or of an organisation can be less than desired. Classifying discrepancies by general types can be useful in selecting priorities as well as remedies. For example, skill deficiencies can be improved by training but lack of commitment to say training requires other inputs. (See item 4.1,3 'Motivation to learn' pp 40-43 in Trainers Guide).

An example of classifying discrepancies in an organisation is as follows:

A. Discrepancies Due to Lack of Skill

- * Basic job skills
- * Technical skills
- * Professional skills
- * Administrative skills
- * Management skills

B. Discrepancies of Execution

- * Lack of purpose/goal
- * Inappropriate organizational environment
- * Inadequate rewards
- * Lack of resources
- * Poor work relationships
- * Insufficient leadership
- * Lack of teamwork
- * Lack of organisational structure.
- * Lack of knowledge
- * Attitudinal problems
- * Poorly defined patterns of authority
- * Little or no accountability

C. Externally Caused Discrepancies

- * Other organisations
- * Economic conditions
- * Political pressures
- * Lack of commitment to the subject at other levels

The items on the above lists will need to be addressed in various ways. These include training - but it should be emphasised that this will not change organisational structure, reward systems and lack of material resources. Such matters will need to be treated in parallel with training programmes.

4.5 Other Types of Needs Assessment

Where resources and time are too limited to carry out a comprehensive needs assessment, simpler approaches can be better than no assessment. These include:

Key Task Assessment. As the name suggests, this approach is concerned with the identification and investigation of tasks that are central to improving effectiveness in disaster management.

'Key task assessment' is appropriate where tasks are varied and not all are critical for effective performance. This approach is also useful if the job is changing in content or in emphasis, resulting in a continued need to establish priority tasks, standards of performance and the skills and knowledge required.

Problem-Centred Assessment. In a problem-centred approach, assessment is limited to a difficulty considered to have a training solution.

Thus the assessment is concerned with describing the nature and causes of each problem, and the skills, knowledge and attitudes needed to cope successfully with it.

Both approaches can be appropriate when the need for training is urgent but resources are limited; when a fuller analysis is unnecessary and obscures rather than reveals information, for example, where performance is satisfactory except in specific 'problem' areas or critical tasks.

Exercise :

Investigate the resources available to you to carry out a needs assessment - financial, time, staff, data, willingness to participate among the staff. Which one of the assessment types suit your situation the best?

List the possible training and non-training needs for the target group(s) to be trained. What non-training remedies would improve performance?

5. FORMULATING OBJECTIVES

The general objectives of training programmes in disaster management are discussed in section 2. Many objectives can be set without a thorough needs assessment. In fact, a team or an individual with long experience of disaster management in the country can easily make a list of gaps, deficiencies and needs in the system, and formulate some objectives. The possible problems of an intuitive approach are:

- * credibility of the assessment and objectives;
- * regenerating myths about problems and failures;
- * political bias;
- * institutional bias;
- * professional bias and failure to involve the focused groups in the idea of training development at an early stage.
- * relating objectives to the realities of the target groups for training.

A needs assessment involving all interested parties followed by objectives that stem from this assessment is likely to create a better sense of belonging to the training programme that will follow.

In the section on objectives (Section 2) we suggest that training can act as a catalyst to initiate awareness and change. It may be useful to make a distinction between training objectives and the ultimate outcome of an intervention. For example, a senior management workshop might be called with the objective of raising awareness in disaster management. A secondary objective might be to facilitate communication and co-ordination among various ministries and departments. A tertiary objective might be to develop constructive attitudes. For example, a manager may not be in entire agreement with a certain action in disaster management but will nevertheless make a commitment to co-ordinate effectively with other ministries.

Ultimately, the concept of continuing training development implies that the objectives belong to all involving parties. For example, the trainee or the participant should be able to take increasing responsibility for his own learning, and therefore must be capable of drawing up his own objectives. Normally these personal objectives will grow out of the overall aims of the programme.

In summary :

- The objectives should be clear and shared and not just reflect the views of training staff, assessors of needs or one group (e.g., top management or funders)
- Objectives should be limited in scope and number and not mutually conflicting.

6. PREPARING TRAINING STRATEGIES

In training terms, preparing strategies means a series of general statements about how training will be used to bring about planned changes (goals and objectives) in specific areas of disaster management. Objectives precede and are the basis for preparing strategies. Put another way, training objectives define what is to be accomplished while training strategies indicate how it is to be accomplished. For any set of identified needs and set objectives there can be a number of training strategies to follow.

The decision criteria used in determining the appropriate training strategy can be:

- * compatibility with objectives;
- * likelihood of transfer of learning to the work situation;
- * available resources (e.g., time, money, staff);
- * factors related to trainee or organisation.

It is not possible to suggest specific rules which will hold good in every situation. Most cases are likely to result in a compromise between what is desirable and what is possible. The decision-making process is likely, therefore, to be one of "best fit" as is exemplified in the following example;

"A training programme is decided upon to increase communication and co-ordination among the senior management level of local authorities in a high flood prone region of the country"

Using the above criteria, the salient factors are;

- * the objectives embrace knowledge (hazard threat, risk etc) skills (management) and attitude (group interaction, collaboration) formation;
- * immediate transfer of learning to work is desirable but not likely; training that can produce practical suggestions - i.e. concrete, rather than theoretical issues can be more acceptable;
- * resources are limited;
- * participants have work pressure and will not welcome being asked to stay away from their offices but can be persuaded if there is commitment to the idea and if it is only for a short period;

A Possible Strategy:

- * expert input to explain future hazards and risks;
- * a simulation exercise on communication and co-ordination problem followed by an external evaluation;
- * group activities;
- * formulation of practical recommendations
- * venue: away from work location is desirable though costly;
- * duration: 2 days;

There can be several strategies to achieve the same objectives. Selection of the most appropriate training approach is contingent on the circumstances and the resulted choice will reflect the "best fit". Different objectives, problems and situations call for different courses of actions, hence the approach needs to be flexible. In this respect, the training strategy is really a 'facilitation of learning'.

In summary, a training strategy should embody :

- an overall sense of direction and philosophy;
- an assessment of 'environmental' influences such as leadership in the field, organisational culture, management style etc., in the target organisation, department, agency etc.;
- an approach geared to training interventions ultimately at all levels where need for training is identified;
- training activities which aid the satisfaction of those needs;
- planning and tactical flexibility;
- an acceptance of the importance of measuring results, against the criteria for success, and modifying strategies where necessary.

The following forms exemplify checklists that can be useful in systematising a training strategy.

STRATEGY PLANNING WORKSHEET

Strategy Planning Worksheet

A. Training Need

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B. Training Objective

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C. Training Strategy

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D. Suggested Priority
High = H; Medium = M; Low = L.

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CHECKLIST FOR CHOOSING THE BEST TRAINING STRATEGY

Strategy 1	Strategy 2	Strategy 3	Criteria
			<ol style="list-style-type: none"> 1. Provide the highest quality of training possible for meeting the objective. 2. Provide training at a cost that would not be viewed as unrealistic by management. 3. Obtain a favourable response from employees to be trained and from their supervisors. 4. Take advantage of training capabilities available within the organization or from professional training groups within the country. 5. Would not disrupt operations during the absence of employees relieved from duty to be trained.

ESTIMATING THE COST OF TRAINING

Participant Costs	Total
Number of participants (by pay grades) x average salary x training hours	
Number of participants x hourly fringe benefit charges x hours	
Travel costs: average costs x number of participants	
Per diem: average allowance x number of participants x number of days	
Participant materials: unit costs x number of participants	
Participant replacement costs: number of hours x average salary	
Lost production: value-per-unit x the number of lost units	
Instruction Costs	
Number of trainers x number of hours x average salaries or fees	
Travel costs: total tickets, or average x number of trainers	
Per diem: average allowance x number of trainers x number of days	
Material Costs	
Manuals or printed handouts: print shop quotation	
Announcements: unit costs x number of units	
Visual aids: rental cost or purchase prices as required	
Space rental: if required, actual quotation	
Total Cost Estimate	

TRAINING STRATEGY PROFILE

Strategy	
Objective	Cost
Participants	Source of Funds
Source of Training	Priority
Schedule	Comments

6.1 Training Framework

Part of preparing training strategies is to define the nature of required training in relation to identified needs and priorities. The actual training framework evolves from what is diagnosed and at what level the problems should be addressed. The widest training framework includes:

- Intersectoral training
- Sectorial training in respective departments/organisations
- Professional training (multi-disciplinary or in one discipline)
- Training the trainers/resource persons

A detailed workplan covering all stages of formulation and execution of training is in the following diagram.

PLANNING WORKSHEET

PLANNING

Circle and add comments

NEEDS FOR TRAINING	GOALS OF TRAINING	TYPE OF PARTICIPANTS	LEVEL OF PARTICIPANTS	TYPE OF TRAINING	SCOPE OF THE MEETING	FREQUENCY
→	→ Improving Broad Basic Knowledge	→ Govt	→ Senior Level (Planning & Policy)	→ Conference	→ Domestic	→ Once
→	→ Advanced Training	→ NGOs	→ Middle Level (Program.)	→ Workshop	→ National	→ Regularly
→	→ skill and attitude dev.	→ Private	→ Technical Level	→ Seminar	→ Sub-national	→ biennially
→	→ awareness raising	→ professionals	→ Field Staff Level	→ Symposium	→ Local	→ yearly
→	→ team building		→ Victims	→ Course	→ Regional	→ twice a year
→	→ institutional co-ordination			→ Roundtable	→ International	
				→ Training of Trainers		
				→ simulation		

FOCUS OF MEETING	TOPICS TO BE COVERED	FORM OF PRESENTATION	RESOURCE PERSONS	HAND-OUT MATERIALS	AUDIO-VISUAL MATERIALS
→ Review Theory	→	→ Lecture	→ National Leaders	→ Lecture Notes	→ Slides
→ Review Local Research	→	→ Lecture/ Discussion	→ National Specialist	→ Key Reference Materials	→ Photos
→ Share Information	→	→ Open Discussion	→ Practitioners	→ local case studies	→ Videos
→ Share Lessons Learned	→	→ Paper Presentation	→ University Teachers	→ exercises	→ Maps
→ Stimulate Action	→	→ Small Group Discussion	→ International Specialist		
→ Identify Problem	→	→ Exercises	→ agencies		
→ Skill Training	→	→ Field Trip	→ community representatives		
→ Procedural		→ group presentation	→ funding organisations		
→ policy development		→ games, simulations, role play			
→ management exercises		→ through visual materials, public media			
→ problem solving					
→ reviewing case studies					
→ simulation of team work					

CONT..

WORKSHEET

DURATION (days)	TIME	SIZE OF MEETING	POTENTIAL LOCATION	DISASTER TYPE CONSIDERED	SPECTRUM
→ 1-2	→ Jan-Feb	→ < 15	→ capital city	→ Industrial Accident	→ Civil Strife
→ 3-4	→ Mar-Apr	→ 15-19	→ case study areas	→ Drought	→ Refugee
→ 5-6	→ Mar-Jun	→ 20-24	→ regional	→ Earthquake	→ Cyclones
→ 7-8	→ Jul-Aug	→ 25-29	→ training establishment	→ Fire	→ Environmental Degradation
→ 9-10	→ Sep-Oct	→ 30-34	→ commercial establishment	→ Flood	→ Landslides
→ 11-12	→ Nov-Dec	→ 35-39	→ university	→ Famine	
→ 13-14		→ 40-45			→ Prevention
→ 15-16		→ > 45			→ Mitigation
→ > 16					→ Preparedness
					→ Response
					→ Recovery

REQUIRED EQUIPMENTS	AGENCY RESPONSIBLE	FINANCIAL SUPPORT	PREPARATORY ACTIONS	OTHER CONSIDERATIONS
→ Photocopier	→ Principal training institution	→ NGOs	→ Appoint Course Director and staff	
→ Video Player	→ one ministry	→ Int'l Organization	→ Invite Participants to Suggest Topics to Be Covered	
→ Radio Cassette Recorder	→ Collaboration of institutions	→ Bilateral Organization	→ Initiate Studies	
→ Camera	→ disaster council	→ Foundations	→ Request Case Studies	
→ Slide Projector	→ international agency	→ individual fees	→ Request Papers	
→ PC Computer	→ local NGO		→ Request Literature/ Documents	
→ Overhead Projector			→ Develop Syllabus and Schedule	
→ Typewriter			→ invite resource people	

DEVELOPED FROM: E. Ressler and H. Thanh The, Workshop Planning Guide, ADPC, Thailand

6.2 Other Training Alternatives

Further details of actual training programmes are discussed in the Trainers Guide and several examples of 'formal' and 'organised' training activities are given. There are, of course, other alternatives, such as coaching and mentoring on a 'one to one' basis by the experienced staff in an organisation. A good deal of knowledge and expertise in an organisation does not get passed on due to the lack of a formal medium - such as an organised training activity - to activate it. The main advantages of coaching/mentoring as a training alternative is that :

- the organisation taps its own sources of expertise and information;
- it is an on-the-job activity, capable of being carried out at a minimal loss of work time and at a limited cost;
- it helps to create a dialogue about the work of an organisation and so can reasonably be expected to have a favourable effect on both performance and morale;
- it provides an opportunity for self-development both for the mentor and the 'trainee';
- it provides the opportunity to deal with day-to-day problems. The constantly changing nature of disaster management brings forth problems and requires new skills that cannot be stored up to be dealt with on some future training programme;
- the interest raised in learning can create an appetite amongst staff for future formal training activities.

Coaching/mentoring should be developed as a complementary training medium to more systematic and formal training activities. The organisation should also invest in training potential coaches and mentors in appropriate teaching skills and attitudes, in order to make the best use of their knowledge and expertise.

7. SUSTAINABILITY OF TRAINING PROGRAMMES

"Many training efforts are begun without any reason, continue with no purpose, and end in no results"

McGehee and Thayer

A far reaching training programme can begin in many ways. It can evolve from a humble beginning, such as a modest skill development; an enthusiastic staff meeting in a ministry department, or from a high level commitment such as receiving EEC funds for setting-up a disaster training centre. Either way, there is unfortunately no formula for success in rapid development and implementation of a comprehensive programme to address the widest training needs.

Continuity in training is a three-stage process of learning, practising and reviewing performance. For most training programmes this process continues only if there are further targets to aim for, such as reaching out to other groups, areas where training is needed; desire to update skills and knowledge continuously. These targets must reflect 'real' needs and must be based on realistic levels of expectation rather than aiming for further training activities *per se*.

While there may be a desire to continue training without a need or a purpose, the common attitude for institutions and individuals is to stop the process after a few training activities.

Why? Some of the reasons could be :

- bad start; the initial activities were carried out for the wrong reasons, by the wrong institution or people and were done badly;
- motivation is lacking;
- opportunity to continue is not available, e.g., lack of resources, leadership etc.;
- antagonism and refusal by various parties to continue;
- there is no visible improvement due to training, i.e., needs were non-trainer related;
- the process itself stops, e.g. due to political, administrative reasons;
- training is viewed as a second-cousin to do the 'job' by top management or sectors and individuals aimed at; the general tendency is to get on with work;
- there are other pressurising priorities for time, resources etc.;
- the expectations from continuing are not clearly understood or accepted;
- institutions or individuals decide they have reached their peak.

To put in positive terms continuity and sustainability of training depends on:

- commitment to the idea;
- wide net of support;
- good leadership;

- continuity of financial and political support;
- collaboration amongst various institution;
- experienced training staff;
- indigenous resource people;
- improved performance due to training;
- success stories that can be publicised and duplicated;
- tangible results;
- proved need for training;

7.1 Institutional Base for Training:

"Disaster management training, like any other form of continuing education, is an ongoing process. Officials move on to new appointments; others taking their places need to be trained. Trainers themselves have to be kept up to date, to refresh their knowledge, lest they become out of touch with realities of disaster and their teaching becomes 'remote and irrelevant'. Ad hoc programmes lack continuity, have no institutional memory and are denied the security of ongoing budgetary provisions."

Brian Ward

Many training programmes are initiated by a group of enthusiastic and concerned individuals if not by one energetic person. Often, the institutional base for training is established after a few ad hoc workshops. The continuity of these programmes, however, depend upon rapid institutionalisation of training.

There can be different 'homes' for training. The appropriate option will vary from country to county, organisation to organisation, depending upon the existing organisational structure of disaster management, availability of resources etc. The possible options can be broadly classified into three approaches:

- Centralised
- De-centralised
- Distributed

Centralised; This approach involves a central 'unit' (e.g. a ministry, a department, a training centre, a training section) for an NGO implementation of the training strategy, co-ordination and management of all training activities.

Training policy and approach are decided centrally and all training requirements are processed via this 'unit', even if the actual training is carried out locally or through 'distant learning'. This approach enables the consistency and quality of training to

be controlled, and ensures that all training is designed and produced using the appropriate methodologies.

De-centralised; This approach places training 'units' where they are needed (e.g. in line ministries, relevant departments, local offices, local Red Cross/Red Crescents) specific needs are met directly and 'units' provide the training resources. There can be a central policy 'unit' agreeing strategy and co-ordinating diverse training units, or, each 'unit' may have autonomy. In this approach, maintaining standards can be difficult. There is also a risk of effort being duplicated and deviations from the desired direction. On the other hand specific needs can be more appropriately met.

Distributed; Combines the two previous approaches. A central 'unit' provides resources, co-ordination and management, which are consistent and of high quality. De-centralised 'units' decide on the training needs and implement programmes.

The following are the possible centralised, de-centralised and distributed institutional bases for National Training :

- One ministry/department responsibility:

- *Increases control through a central power;
- *Reduces co-ordination time;
- *Rapid decision making;
- *Can create inter-ministerial friction;
- *May not safeguard 'sense of belonging' to the programme amongst all parties;

(e.g. Federal Emergency Management Agency, USA)

- Specialised training centre: (as a separate entity; within a ministry or a department):

- *Can be effective in countries of frequent disaster event;
- *Can develop training skills, train trainers as an integral part of its responsibilities;
- *if a separate entity, can be above internal politics;
- *Creates institutional memory more easily;
- *May not have decision-making powers;

(e.g. Natural Disaster Training Centre (AFEM)

- within the Ministry of Public Works and Resettlement, TURKEY; Australian Counter Disaster College; Indonesian Disaster Management Centre.

- Existing Training Centre(s) extending responsibility:

- *Can be effective in countries of less frequent disaster event;
- *Benefits from an existing training expertise;
- *Benefits from the existing administrative experience;

- *Shares resources, therefore can be run cheaply;
- *Provides in-house, experienced organisers for training;
- *Might have regional branches to duplicate programmes
- *May not have decision-making powers;

(e.g. SENA, regional, vocational training centres in Colombia)

- Interdepartmental/interministerial training committee:

- *Reduces friction amongst various ministries and departments;
- *Increases participation in the programmes;
- *Covers decision-making and programme implementation under the same umbrella;
- *Provides better financial and human resources;
- *Provides a multidisciplinary approach;
- *Co-ordination may become a problem;
- *Lines of responsibility may not be clear;
- *Administrative problems may get into the way of the actual training;

(e.g. Philippines programme, see the appendix for details)

- Consortium of representatives from ministries, agencies, academia, local authorities etc.

- *Provides wider representation;
- *Creates a 'sense of belonging';
- *Increases participation in the programme;
- *Provides better financial and human resources;
- *Helps to establish disaster management networking;
- *Avoids duplication of efforts.
- *Can create conflict of training priorities;
- *Decision-making can be problematic;
- *Co-ordination and administration can be time consuming;
- *Line of responsibilities can be unclear;

In some situations more than one model might be operating simultaneously. For example, training decisions can be taken by a 'consortium' or a 'committee' but the implementation of training can be carried out by one ministry or a specialised training centre.

Insofar as the broader training is concerned service to staff colleges, public administration and management schools, relevant higher education institutes can provide, at a small cost, the mediums where the idea of disaster management can be promoted. This idea has been put forward several times (UNDRO (1975), Ritchie (1976) and Ward (1990)) but it has yet to be taken on by national governments.

The role of international and regionally based centres can also be crucial in initiating and supporting national programmes by:

- *Training the cadre of national resource staff;
- *Establishing an international forum to promote disaster management net-working;
- *Providing assistance in developing and sustaining national programmes;

Already the ADPC in Bangkok and CARICOM in the Caribbean are successfully serving their regions.

Some of the options for an institutional base in training have been operational. There can be lessons to learn from their experiences but there is no formula for establishing a training base. Each option has its advantages and disadvantages. The appropriate approach should be to identify the system which:

- *satisfies the objectives in the best manner;
- *creates co-operation among the agents of disaster management;
- *increases commitment by all parties;
- *reduces political friction;
- *guarantees better financial and human resource input
- *is sustainable over a long period of time
- *safeguards practical/operational links with various levels (national, local and international)

8. RESISTANCE TO TRAINING IN DISASTER MANAGEMENT

"There is nothing more difficult to take in hand, more perilous to conduct, or more uncertain in its success, than to take the lead in the introduction of a new order of things".

(MACHIARELLI)

Many training initiatives in disaster management face resistance from the beginning. Others, which generate sufficient interest and become implemented eventually may 'fade out'. It is observable that after a training activity participants return to their work high in enthusiasm. However, for a variety of reasons neither the individuals nor their organisations can sustain an interest in supporting training or initiating new programmes.

Resistance to training in disaster management is often voiced in the following ways:

- it costs money and diverts resources from other areas;
- it consumes time and disrupts ongoing work;
- it raises expectations that can not be fulfilled;
- it causes disturbance in an organisation by questioning current practice;
- highlights problem areas that can not be resolved;
- staff expand in skill and knowledge and leave for better jobs;
- it challenges the system;
- it poses a threat to untrained staff or management;
- training out-puts are seldom implemented;
- it is an academic exercise and a lot of talk with limited practical relevance to jobs;
- effectiveness can not be improved by training;
- it only helps to promote the organisers.

Such resistance is normal, natural, often inevitable, and frequently correct. However, resistance could be reduced if the reactions are anticipated in advance and their nature understood.

Resistance may arise from a variety of quite logical reasons :

- training objectives and individual or organisational benefits are not clearly enough

specified. Training must be given direction and a high degree of specificity.

- there may not be observed pressure in the organisation to become effective, to learn or improve skills. Rewards such as promotion; highlighting tangible benefits from training and commitment to the idea at the top management level may help to create an interest in training.

It should also be pointed out that aiming for improved effectiveness is not necessarily a devaluation of current practice. It is possible to emphasise the strengths and highlight the importance of improvement.

- What is 'known' is always safer than the 'unknown'; there is often a fear of increased expectation from the trained staff from their employers. In reality newly acquired skills and knowledge often result in a short-term decrease in performance while they are tested in implementation. Tolerance and flexibility should be injected into all pre-training discussions on expected outputs and performance.
- bad experiences; an earlier non-satisfactory training experience may create a feeling of scepticism. This is a difficult form of resistance to overcome since no experience is always better than a negative event. Faced with a situation as such, try to understand what went wrong and in what aspects of training. Explain how the planned initiative differs in these areas. Try to regain the confidence of a group by involving them in this analysis.

With all forms of resistance the following action can be useful in 'unfreezing' the obstacles:

1. Make a diagnosis of the situation by seeking maximum involvement in the organisation. The process itself may increase awareness and interest in the idea of training and help to uncover the true nature of resistance which often may not be the reason openly stated.
2. Set objectives mutually: much resistance is simply based on misunderstanding and disagreement about ends. Mutual compromises can be made to define acceptable objectives.
3. Give clear information; unclear information is always open to interpretation and speculation which works against the intended training activity. Resistance to training is lower if the objectives, nature, methods, benefits and drawbacks are made clear to all concerned.
4. Discuss implementation; resistance to training is reduced if those to be trained and their organisations know what precise improvements to expect in doing their jobs in what sequence, at what time scale and for what end results.