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FOREWORD

For years, the Social Welfare Unit of the League was concerned by the minimal role - if any - played by the National Societies in the social welfare field at the time of disasters.

The inclusion of the chapter on "Social Welfare Services" in the last edition of the Red Cross Disaster Relief Handbook of the League (1983) was the first step in promoting such activities.

However, aware that this was insufficient and comforted by a growing recognition within some National Societies of the contribution to be made by social workers and social welfare volunteers in disaster relief operations, the Social Welfare Unit initiated the preparation of guidelines to assist the social welfare personnel of the National Societies in playing its full part in disaster relief operations.

The present document is the outcome of the Round Table held in Madrid at the invitation of the Spanish Red Cross in May 1988, in which some twelve National Societies and colleagues from the Central Tracing Agency (CTA) of the International Committee of the Red Cross (ICRC), the Henry Dunant Institute (HDI) and the League Secretariat took part. Their task was to study and amend the draft document prepared at an earlier stage by a small working group.

It is a reference document to be treated as guidelines and adapted as needed in planning or implementing the social welfare part of a relief operation. It is intended mainly for use by professional social workers and volunteers of National Societies who may be involved in relief work, but also for men and women who have to cooperate in one way or another with social welfare personnel in such situations.

Those who are already familiar with the material relating to relief operations will recognize many extracts of widely-known texts. However, the aim is to be first and foremost a practical "vade-mecum" in which the necessary material has been compiled and supplemented for the purposes of social welfare work so that the reader has in a single document, texts from the League, National Societies, international Organizations and individuals, together with comments and guidelines based on the theoretical and practical knowledge of social workers.

The League, and more specifically the Social Welfare Unit, is greatly indebted to all National Societies which, through their participation in the Round Table and their involvement at an earlier stage in the preparation of the document, have made the publication of these guidelines possible.

Special mention should be made of the National Societies which, from the inception of the process, provided support to and cooperated most efficiently with the League Social Welfare Unit, namely :

- the Hellenic Red Cross, which lent for three months the services of Ms Dora Papadopoulou, social worker with experience in several disaster situations;

- the Belgian Red Cross (Flemish Section), which accepted to be the League focal point for "Social Welfare in Disasters" and agreed to the cooperation of Ms. Dany de Beukelaer, social worker who was heavily involved in the Zeebrugge operation (the car-ferry which capsized near the Belgian coast);
- the Spanish Red Cross which, through Ms. Mercedes Babé, social worker, currently "Technical Secretary" of the Studies and Training Institute, not only secured the funds for the Round Table but also ensured the translation of the document into Spanish and made her training experience and social work knowledge available to the working party.

TERMINOLOGY

For convenience the following terms have been used in this document but may not necessarily correspond to the structure or usage in some National Red Cross and Red Crescent Societies.(1)

- SOCIAL WELFARE DEPARTMENT/
SERVICE Part of a National Society's structure(2) in charge of Social Work/Social Welfare. Staffing in Social Welfare however varies widely among National Societies and will determine the responsibilities allocated, the organization and the ways of functioning.
- SOCIAL WELFARE
COORDINATING GROUP A group of representatives of the Red Cross Social Welfare personnel from regional and local levels
- SOCIAL WELFARE PERSONNEL General term which comprises Social Welfare leaders, Social Welfare volunteers and Social Welfare workers.
- SOCIAL WELFARE LEADER A Social Worker or someone duly trained, paid or unpaid, with responsibility for the planning, implementation and evaluation of the social welfare activities or the social aspects of broader activities such as disaster relief operations.
- SOCIAL WORKER Someone with professional-level qualifications in social work.
- SOCIAL WELFARE VOLUNTEER A person who takes part in social welfare activities either at the time of a relief operation or on a regular basis after being duly prepared.

(1) All references to Red Cross in this document also include Red Crescent Societies

(2) The structure refers to the National Headquarters as well as to the branches, divisions and districts.

- RELIEF WORKER Someone trained to take part in disaster relief operations
- VULNERABLE GROUP General term which comprises children under five, or isolated, pregnant and lactating women, the elderly and people with certain illnesses
- VICTIMS Individuals and families directly affected by disasters or their consequences.

INTRODUCTION

The Principles and Rules for Red Cross Disaster Relief were approved by the XXist International Conference of the Red Cross in 1969 and revised in 1973, 1977 and 1981. They state that: "The Red Cross in its endeavour to prevent and alleviate human suffering, considers it a fundamental duty to bring relief to all disaster victims".(1)

The Red Cross considers that in the event of a disaster, there are social and psychological needs as well as medical ones, therefore attention should be paid to all these aspects.

"Social Services are more effective when coordinated as part of an overall programme of assistance. It is also important for those working in other areas to see how their work relates to and can be supported by Social Services".(2)

The emotional shock of disaster, the death or injury of family members, the separation of families, the lack of news, changes in living accommodation, hardship from material losses, physical handicaps resulting from injury, and the loss of income or employment, etc. all may create problems and affect the ability of an individual or family to recover.

The objectives of the Red Cross Social Welfare Service during a disaster are to see that basic needs are met and the special social and psychological problems of the disaster victims are coped with to enable the affected population to become self-sustaining and independent as soon as possible.

Special attention should be given to persons who may be particularly vulnerable, especially if they lack family support: disabled and elderly persons, small children, single parents, nursing and pregnant mothers, and those whose family problems may have been accentuated by the disaster.

(1) Red Cross Disaster Relief Handbook, League of Red Cross Societies, 1983, p.4

(2) UNHCR Handbook for Social Services - Introduction p. 3

Social Welfare service should mobilize appropriate community resources, establish good channels of communication between victims and relief organizers, and develop activities which will promote the general well-being by involving the affected population.

All these subjects are covered in the document as well as the mechanisms required to develop effective Social Welfare services in time of disasters, through disaster preparedness.

CHAPTER I

CONCEPTS OF DISASTER

I. DEFINITION OF DISASTERS

There are almost as many definitions of disaster as there are organizations and institutions working in this field. In part this stems from the complexity of the subject. Also definitions change as new knowledge and experience are gained.

The definition of a disaster given in the official Red Cross Disaster Relief Handbook will be used as the working definition for this document. It reads:

"A disaster is a catastrophic situation in which the day-to-day patterns of life are - in many instances - suddenly disrupted and, as a result, people need protection, food, clothing, shelter, medical and social care, and other necessities of life ... (A disaster) may be the result of any of the following:

1. Extreme or violent acts of nature, such as floods, volcanic eruptions, earthquakes, tropical storms, tidal abnormalities, and land or snow slides.
2. Sudden catastrophes, such as fires, explosions, transportation wrecks, and contamination from escaped gases, chemical or other harmful elements.
3. Illness or disease of epidemic proportions.
4. Famine and the resultant malnutrition and related illnesses.
5. Acts of hostility, or armed conflicts, both internal and international, in which the civilian population is threatened or affected."⁽¹⁾

Social welfare has a role to play in all the above-mentioned circumstances.

(1) Red Cross Disaster Relief Handbook, League of Red Cross Societies, Geneva, 1983, pp. 17-18

II. CHANGING VIEWS ON DISASTERS AND DISASTER ASSISTANCE

In addition to individual behaviour and needs (panic, protection, food, clothing, etc.) recent researches on disasters have focussed on the importance of the approach taken by various organisations involved in disaster relief.

The subject of disaster assistance has become a critical issue within those Organizations. The question of whether or not traditional approaches and institutional arrangements for providing international disaster relief are still adequate has been a recurrent topic for discussion in inter-governmental organizations (WHO, UNICEF, FAO, etc.) as well as in non-governmental, voluntary organizations.

From these discussions, certain conclusions about disaster assistance have emerged:

1. Disasters whether isolated incidents, or arising from development problems requiring planned, co-ordinated and long-term responses.
2. Greater attention should be paid to disaster preparedness and disaster prevention programmes.
3. People in disaster-prone areas must be involved in pre-disaster planning as well as in tackling the consequences of a disaster.

CHAPTER II

GENERAL PRINCIPLES

I. INTRODUCTION

"From the early days of Red Cross activities to relieve human suffering, disasters were considered to fall within two general categories namely natural or man-made. However, with the rapidly increasing world population, advances in science and technology, and the social and economic changes taking place in the world today, it is appropriate that the Red Cross consider further what constitutes a disaster." 1)

It is important for the Social Welfare personnel to understand the origins and causes of disasters as well as their consequences.

II. NEEDS RESULTING FROM DISASTERS

"While the characteristics of a disaster may vary ... there are certain effects which are common to most disasters." 2) They can basically be considered in relation to the people (victims and relief workers) and the community, systems and services."

Although not exhaustive the following lists reflect the interlinked needs which often occur in disasters:

a) In relation to the victims:

- Social and psychological support:

- . primary needs (food, clothing, shelter)
- . counselling
- . exchange of news, tracing and family reunification

- Medical care and nursing

- Organizational support:

- . information
- . emergency communications and transportation
- . restoration of household
- . restoration of income

(1) Red Cross Disaster Relief Handbook, p.17

(2) Ibid. p.19

b) In relation to the relief workers:

The most important needs with regard to the relief workers include: management, supervision, resources and logistics.

In addition, when helping people in disaster situations, it is important to remember that relief workers - like victims - are vulnerable to stress and to the changes in normal behaviour that can occur as a result.

c) In relation to the community, systems and services:

- Restoration of public utilities (water supply, sanitation, electricity, telephone and postal services, transport and communication facilities, etc.)
- Repair or replacement of public buildings (schools, hospitals, office buildings).
- Restoration of health and welfare services.
- Planning for economic recovery and reduced vulnerability of the community.

III. RESPONSIBILITIES IN DISASTER RELIEF

The affected population plays the key role in coping with the consequences of a disaster: however the following bodies, among others, may provide the necessary support:

a) The Government

"In times of disaster, government responsibility remains the same as in normal times and includes the protection and safeguard of life, property, the public health and welfare of the people. Disaster increases, but in general does not change the responsibility of the government."(1)

b) The National Society

According to the Fundamental Principles of the International Red Cross and Red Crescent Movement and the Principles and Rules for Disaster Relief, the National Society has the duty to do everything possible to cope with disaster situations as regards prevention, preparedness and the emergency and rehabilitation phases depending on circumstances and provided the National Society is assured of the necessary resources and means.

(1) Red Cross Disaster Relief Handbook, p.18

c) The League of Red Cross and Red Crescent Societies

When a disaster has occurred, the League acts as the clearing house for the Red Cross in respect of the situation caused by the disaster and co-ordinates at the international level the assistance provided by National Societies and others if an appeal has been launched.

CHAPTER III
DISASTER PREPAREDNESS

I. DEFINITION OF DISASTER PREPAREDNESS

Disaster preparedness may be described as the capacity to minimize loss of life and damage and to organize and facilitate timely and effective rescue, relief and rehabilitation in cases of disaster. It implies a permanent multisectoral activity which includes vulnerability analysis, establishment of a national coordination mechanism, preparation (and continual updating) of operation plans, as well as providing information and training for the personnel, the public and the mass media (1)

Disaster preparedness plans should be tested regularly in order to review the concept and adapt it to the real situation.

The League has a permanent responsibility to assist National Societies with disaster preparedness and relief planning.

II. NATIONAL DISASTER PREPAREDNESS - GOVERNMENT PLAN

It is necessary to emphasize the importance for every Government to have a disaster preparedness plan in which the roles and responsibilities are clearly defined. Wherever there is a national disaster plan, a Disaster Coordinating Committee at national level should be established. It may include:

- representatives of governmental ministries, departments and/or branches whose regular services and activities relate closely to the needs created by disasters,
- representatives of governmental branches whose services and resources can be used not only in disaster preparedness but also in relief and rehabilitation, and
- representatives of non-governmental organizations.

1) Based on Guidelines for Disaster Prevention and Preparedness in Tropical Cyclone Areas, Economic and Social Commission for Asia and the Pacific, World Meteorological Organization and League of Red Cross Societies, Geneva/Bangkok, 1977, (quoting UNDRP interim list of definitions).
and
Emergency Health Management after Natural Disasters, Pan American Health Organization, Washington D.C., 1981, pp.58-60.

The functions of the Disaster Coordinating Committee should be:

- To provide interested agencies with guidance in programme management for disaster preparedness and relief.
- To prepare public information material about the risks of disasters and preventive measures.
- To organize training programmes for all those involved in planning, relief and mass media.
- To oversee and coordinate disaster preparedness, relief operations and rehabilitation.

The national coordinating committee, as the central authority responsible for coordination in pre-disaster planning and disaster relief, should establish coordinating bodies at other levels (regional and local).

III. ROLE OF THE NATIONAL SOCIETY IN PREPAREDNESS

Wherever there is a national coordinating mechanism for disasters, the National Society - as an auxiliary to the public authorities - should be a member of the national and other disaster committees. Its duties should be clearly defined. In countries where no official plan exists, the Red Cross can take the initiative to work out a disaster plan and offer its services to the Government. An agreement should be reached concerning the tasks it should perform when a disaster occurs. A clear mandate should be given and adequate preparation and training provided.

Whatever tasks have been assigned to it, the National Society should set up its own national, regional and local Disaster Committees and mobilize its resources in order to assume its responsibilities.

The Disaster Committees must meet regularly and examine and overhaul their plans and machinery so that when they go into action they can be reasonably certain that the plan will be applied. The Red Cross Disaster Relief Handbook suggests that "in ordinary times, the Committee can work in an advisory capacity to the central governing body, as the organ which reviews the existing disaster preparedness and relief programmes, and suggests improvements."(1)

(1) Red Cross Disaster Relief Handbook, p.28

Understandably, the role of the Red Cross varies from one country to another, depending on the decision of the Government and the strength and resources of the Society.

A. Role of the Social Welfare Department/Service at the different levels

1) At national level

The role of the Social Welfare department in national Red Cross pre-disaster planning depends on the structure of the National Society, the responsibilities delegated by its Government or by the National Relief Plan, the availability of social workers, and the possibility of mobilizing well-trained volunteers.

If a Red Cross Disaster Committee has been established, the Social Welfare department should be part of it, along with the other relevant services involved in disaster situations (health, tracing, rescue teams, supply services, etc ...).

The Social Welfare department/service, through its coordinator, must work out a flexible plan indicating the responsibilities of the social welfare professionals and volunteers who will be mobilized in a disaster situation.

The plan should indicate that the operation should be subdivided into self-sufficient units, composed of people who know their jobs and can continue to assume their functions within the master-plan if communication breaks down. Cells should be created with specific responsibilities (e.g. data collection, food distribution, provision of shelter, visiting service, collecting information on casualties, etc...).

The representative of the Social Welfare department/service in the national Red Cross Disaster Committee must ensure the flow of information to the Committee and pass on its decisions to the rest of the department/service or to the Social Welfare coordinating group.

Ideally a social welfare coordinating group, composed of Red Cross social welfare personnel from the different levels (national, regional and local), should be established:

- To cooperate with the Red Cross Disaster Committee.
- To maintain a continuous liaison with the various departments/ services within the Red Cross and make arrangements so that their staff may be involved, if necessary.
- To arrange meetings with professionals, volunteers and paid staff to discuss tasks, define responsibilities, train them in specific areas (tracing, interviewing).

- To design an appropriate service delivery system to meet the emergency needs of disaster victims in a timely fashion, whilst maintaining human dignity.
- To organize plans for assistance to specific groups (the disabled, the elderly, pregnant women, children, etc.) as well as educational programmes for self-protection.
- To recruit and train social welfare personnel and keep up to date records.
- To collect and maintain data on the various resources related to social welfare that are available for use in disaster.
- To contribute to training programmes with relief workers and arrange meetings with appropriate community agencies to discuss the emotional needs of disaster victims.
- To determine which agencies would be willing to provide staff to work with the Red Cross and establish agreements with those agencies to which disaster victims could be referred for assistance within their programme (e.g. community mental health services).
- To organize meetings for sharing information with State officials, experts from private organizations and other specialists.

From all of the above, it is clear that pre-disaster planning does not consist in the one-time preparation of a plan, but is a continuous process. Experience suggests that during this process it is useful to revise the plan as necessary based on evaluation and experience gained.

2) At regional level

In any National Society where there are intermediate levels, an appropriate structure should be developed to ensure planning and prompt action in case of disaster. A Red Cross Disaster Committee should be established, composed of permanent members (one member for each of the operating functions) plus members appointed because of their special knowledge and skills. The Social Welfare Department/Service, as a member of this Committee, should be responsible for drawing up the social welfare relief plan, its implementation as well as for the training. It should also support and facilitate the development of plans for self-reliance at the community level.

Plans for mutual assistance from neighbouring branches should also be prepared at the regional level to ensure that prompt assistance is given to a community stricken by a disaster.

3) At local level

One of the important aspects of disaster preparedness is having well-organized branches which will carry the main burden of responsibility in the emergency phase of a disaster.

A Red Cross Disaster Committee should be established at local level.

The Social Welfare Department/Service as a member of this Committee should organize efficient plans, and provide well-trained personnel to fulfill the appropriate tasks as mentioned for the the national level.

In cases where the relief operation is beyond the capacity of the local branch, the regional or national headquarters should be asked to provide assistance.

IV. INFORMATION AS A TOOL FOR PREVENTION AND COMMUNITY PARTICIPATION PROGRAMMES

The Social Welfare Department, along with the relevant services within the Red Cross and governmental and non-governmental organizations, should be involved in planning for information and public participation in order to promote community-level action in disaster situations.

It has been proved that community education programmes over a long period are effective. From the point of view of social work, several factors influence later reactions of disaster victims. These include the effectiveness of the warning system, the speed of the onset, whether the disaster is unusual or expected, whether there have been any prior false alarms, and whether or not a family is together at the time of the disaster.

There are several approaches to inform and mobilize the public:

1. Disaster information

In elementary and secondary schools, institutions for adult education, youth organizations, etc...

It should include practical work as well as theory. Students should be encouraged to discuss with their families what they have learned about disasters and what they should do before, during and after a disaster.

This kind of information could be given in schools by Red Cross Youth groups. Films, slides, role-playing, puppets and posters are very effective in developing interest and participation in a class or group. Special sessions could be held in schools in order to inform children of the problems and needs of disabled children in time of disaster, and let them know how they can help.

2. Disaster preparedness campaigns

There are many different strategies, for instance:

- through mass media
- through publications
- training courses/seminars/symposia
- competitions (photography, posters, etc.)
- cultural activities such as role playing.

Full use of mass media in the pre-disaster period complements the corresponding educational programmes and informs the people of possible disasters and preparedness measures. Various forms of mass media (newspapers, magazines, television, radio, etc.) are used to convey official warning, instructions and advice during disasters.

Governmental and voluntary organizations should take an active part in publicizing information about vulnerable groups and their needs through public media. Pamphlets, posters and local radio programmes should be utilized to increase general knowledge regarding the disabled, the elderly, etc., and the particular problems they face in emergencies, as well as the planned solutions.

Social workers should be used to disseminate knowledge at the community level. Special preparation should be given to the disabled persons, informing them of survival techniques, especially if they live in high-risk areas. Also, family members, friends and the staff of institutions should be trained, because they must play an active role in assisting during a disaster.

3. Activities on a neighbourhood basis

These activities could be used to involve people in neighbourhood support groups. Self-help programmes can increase self-confidence and self-reliance, encouraging people to assume greater responsibility for their own welfare.

People should be trained and helped to organize themselves in small groups in order to achieve cooperative action in community preparedness and take over special responsibilities during and after a disaster.

CHAPTER IV

EMERGENCY PHASE

I. PLANNING FOR SOCIAL WELFARE INTERVENTIONS IN DISASTERS

As already stated, intervention in disasters is not a matter to be determined at the moment of action, but well in advance. When a disaster occurs the pre-disaster plan should be put into effect.

The participation of the Red Cross in a disaster plan, defined by the authorities, is an important element closely linked with practical work in disasters.

In addition, it will also have to be determined within the National Society which services will execute which tasks and how these services will cooperate. Attention will be paid to the fact that some social welfare services will have to continue working and whose staff and equipment should not be depleted because of the disaster.

From these agreements it will be necessary for the Welfare Service to draft its own action plan, in other words a guideline or prototype of working procedure, flexible enough to implement social tasks in disaster circumstances. All people concerned, i.e. the Social Welfare responsible officers at all echelons, the Social Welfare volunteers and the professional staff, as well as all other channels with which the Social Welfare can be involved, should be informed of this working procedure.

Within the Social Welfare Service a specific training plan should be prepared, clearly informing everyone who is called upon in a disaster situation, which tasks can be assigned to a particular person and which are the required aptitudes. This is a prerequisite to sound and efficient work in disasters.

II. MAJOR SOCIAL WELFARE TASKS

When a disaster strikes, it is necessary to obtain data regarding the number and location of people affected as well as services and facilities needed. This information can be obtained from the Disaster Coordinating Committee.

Basic tasks to be performed in relation to Social Welfare will comprise:

- A. Registration
- B. Meeting primary needs.
- C. Counselling/information/support for individuals and families.

D. Exchange of news and tracing.

E. Motivation of the victims.

A. Registration:

It is important for the National Society to organise registration for tracing and other purposes. However, coordination should be ensured with governmental and other agencies involved.

Registration has to be done wherever the victims are located (hospitals, clinics, shelters, etc.), for the following reasons:

- no programme can work properly unless the number of prospective beneficiaries is known.
- registration allows a much tighter system of relief distribution.
- registration is essential to individual tracing.
- after the emergency phase, registration data can be used for specific surveys, e.g. socio-economic survey and statistics.

Principles in registration:

- Registration should begin immediately upon the arrival of disaster victims at the Red Cross Welfare Centre. Experienced volunteers should be used as registrars. Experience shows that results are not satisfactory when disaster victims are asked to complete the registration forms themselves.
- It is important that the same type of data be collected in all locations where homeless people are received. To obtain uniform information the use of standard registration cards, printed in advance and issued to all welfare centres, is essential.

B. Meeting primary needs :

Although the role of the Red Cross may vary from one Society to another, most Societies assist in meeting primary needs of disaster victims. Social Welfare personnel may therefore be involved in the provision of food, clothing, shelter, etc.

1. Emergency food and clothing :

Food and clothing distributions are essential services in most relief operations. The following principles should be applied:

- make flexible plans for food and clothing distributions and involve local people in them, if possible.

- keep the victims informed about the location of distribution points and the times of distribution.
- identify and make special arrangements for those unable to collect or prepare food for themselves and make sure that the nutritional needs of vulnerable groups are met. These groups include children under five, or isolated, pregnant and lactating women, the elderly and people with certain illnesses.
- keep a record of the assistance given.

The food distribution method will depend on the circumstances. There are two major patterns:

. Dry ration distribution:

This method has great advantages over cooked food distribution. It allows families to prepare their food as they wish and is generally more culturally and socially acceptable.

Distribution is usually made at weekly intervals. Where an accurate census is available and families have food distribution cards, some form of delegated family or group distribution is possible, but in the initial stages the best way to guarantee a fair distribution may be to have every individual present. In addition to cooking pots, fuel and utensils, the disaster victims must have containers and sacks to protect and store their food rations.

. Cooked food distribution :

This requires centralized kitchens, adequate utensils, water and fuel and trained, healthy personnel. Disaster victims usually sit together in a feeding compound although in some circumstances families can carry the cooked food to their accommodation. At least two meals must be served each day.

2. Shelter :

Attention should be paid to the importance of privacy and families should be kept safe and together as much as possible, as this will strengthen the morale of the victims and provide the best psychological support.

"The best and most practical way of sheltering victims is with friends, relatives or public-spirited citizens".(1)

(1) Red Cross Disaster Relief Handbook, Page 38.

However it may be necessary to:

- provide temporary settlements and camps
- transfer the victims to more permanent accommodation, such as hotels, lodging centres, etc.
- ensure that special measures are taken for sheltering vulnerable groups.
- promote the general welfare of those housed under such circumstances.

C. Counselling/information/support for individuals and families:

The Social Welfare personnel dealing with disaster victims is generally responsible for:

- assessing the needs of individuals and families affected by disaster.
- determining which needs must be met immediately and which needs can be met later and by whom: the family, the Red Cross, or specialized agencies.
- giving information on the state of the disaster and the services available in the community.
- providing emergency assistance to those unable to take care of themselves (e.g. vulnerable groups and persons in a state of shock).
- identifying people separated from their family and starting tracing as soon as possible.
- informing disaster victims of governmental and other voluntary disaster relief resources and how to benefit from them.
- providing aid grants according to criteria.
- keeping up-to-date records and individual dossiers, especially for cases which need follow-up.
- establishing visiting services for those who have not moved away from their homes, and escort services for victims evacuated to hospitals for treatment.
- ensuring that religious support and assistance to the dying persons will be available

D. Exchange of news and Tracing:

Following a disaster, one of the major anxieties of survivors is caused by lack of knowledge about the safety and welfare of separated members of their families who are believed to have been in the affected area.

"During disaster relief operations, the Red Cross must expect to receive enquiries directly from persons inside its own country, as well as from persons abroad and through sister Societies. Each Red Cross Society should prepare itself to reply to enquiries about persons affected by the disaster".(1)

Social workers and Social Welfare volunteers with special training should be involved in a Tracing Service in two ways:

- if the National Society has an established Tracing Service they contribute by responding to requests from National Headquarters for local searches.
- they initiate a local Tracing Service.(2)

There are several reasons for using Social Workers in tracing activities:

- a) their training in confidentiality, understanding, ability to establish rapport, etc...
- b) their skills in interviewing and crisis intervention.
- c) their awareness of community resources and how to use them.

Where mail cannot be delivered and when called upon by the postal authorities, the National Society may assist by using its sources of information in searching for missing addresses, before undelivered mail is returned to the sender. As postal services are re-established, affected persons should be encouraged to communicate with their relatives within the country or abroad in order to allay anxiety and possibly lessen the volume of enquiries received.

Message cards with TO and FROM (addresses) and a space for a short message, or writing material, should be made available by the Red Cross to help families make these contacts.

(1) Red Cross Disaster Relief Handbook
Annex 7, p. 93

(2) Refer to Central Tracing Agency Guide for National Red Cross and Red Crescent Societies and Guidelines for Tracing in Disasters (under preparation) League of Red Cross and Red Crescent Societies/ ICRC/National Societies'

E. Motivation of the victims :

There is a need to involve victims in planning and implementing the relief actions. The relief operation must be planned in such a way as to respect human dignity and allow people as far as possible to contribute towards their own welfare.

Some of the reasons for motivating victims to be involved in the relief operation are the following:

- it helps to develop self-reliance.
- it develops a sense of community.
- it allows for the expression of the personal qualities of individuals.
- it enables people to assume leadership and managerial responsibilities.
- it promotes an awareness of needs at grass-roots level.
- it ensures continuity because the initiative lies in the hands of the people.

Victims should be involved in the following ways:

- in decision-making that directly affects their daily lives.
- in implementing programmes wherever possible. Where suitably qualified or experienced people have been identified, they should be invited to make use of their skills and resources.

If victims help in relief operations it will be probably the responsibility of the Social Welfare personnel to:

- make sure that their families are safe and being looked after.
- see that the helpers are suitably clothed and fed and get sufficient rest.
- keep them informed and encouraged.
- make sure that the job they are asked to do is within their physical and emotional capability.

III. TASKS AND DUTIES OF SOCIAL WELFARE PERSONNEL INVOLVED

A) The Social Welfare Leader :

The manager in charge of the operation in welfare must define how this service can be initiated as soon as possible.

The confusing situation characterizing the onset of a disaster or calamity and the emotions it arouses tend to create an atmosphere which is not conducive to useful action.

The "implementation requirements" aim at a systematic approach to the problem.

1. Priority tasks to be performed :

- assessment of needs must be done in coordination with the Disaster Coordinating Committee, so that use of Red Cross Social Welfare Service can be maximized in meeting the needs of the victims.
- implementation of the plan considering the priority needs and the possible solutions.
- assignment of tasks.
- permanent reassessment (plan, personnel and resources).

a) Assessment of needs :

The assessment aims at investigating all factors influencing and determining the choice of the solution in order to reach the most suitable plan. If more than one solution is feasible, the advantages and disadvantages of each should be balanced to find the best solution and a decision will determine the action plan which will lead to a logical and balanced assignment of tasks. Permanent reassessment is necessary for smooth implementation of the plan.

Two questions will always have to be taken into account in the assessment:

- What are the needs?
- How can they be met?

Nevertheless, the second question should never be dealt with until the first one has been answered completely and accurately.

The time available and the circumstances will determine which factors take priority.

The assessment can be divided into two stages:

- the first one with a view to drafting a preliminary emergency plan.
- the second leading to a more complete plan.

b) Implementation of the plan :

To reach the most effective solution for the action, it is advisable to refer to the pre-disaster plan and determine which primary tasks are to be implemented in the current situation.

c) The assignment of tasks :

The assignment should be continuously evaluated, as unexpected modifications in the situation may occur requiring adaptations.

The assignment of tasks should be clear and explicit so as to make the relief work optimal and enable the Social Welfare personnel to do the job properly.

d) Permanent reassessment :

It is advisable to compare the results with the plan regularly. This comparison should be done preferably by the Social Welfare leader. Possible divergences from the plan are caused by:

- an unexpected modification of the situation.
- an incomplete and/or incorrect plan due to bad assessment which is the result of:
 - . incorrect interpretation of facts
 - . overlooking important facts
 - . underestimating the necessary resources
 - . insufficient information
- wrong implementation.

After identifying the factors which have caused the problems (divergences) the plan can be adjusted. Consequently it is recommended that reassessment be regularly carried out by the Social Welfare leader.

2. Personnel management :

Sound personnel management, supervision and leadership are very important to the success of an emergency operation.

The Social Welfare leader must always:

- keep in touch with the ongoing event and be available to personnel.
- establish as early as possible a working base for Social Welfare personnel with adequate facilities for the task (e.g. heating, tables, telephone, ...). This base may be in a Red Cross coordination centre, in a public building serving as temporary shelter for the homeless or in a camp. It may be mobile in large-scale disasters.
- see that victims and Red Cross relief personnel know where and what kind of services are available.
- make sure that key people designated in the plan have reported so that lines of responsibility and authority are functioning and reasonable working hours observed.
- make arrangements for Social Welfare personnel to be transported to the disaster-stricken area and set up practical means of communication between them and the Welfare base.
- make sure that all personnel (professionals and volunteers) are clearly identified as members of the Red Cross.
- provide guidance and emotional support to helpers who are in need of it.
- see where and how local people who have not been affected by the disaster can help. Arrange meetings between key personnel and local people and plan action together.
- arrange regular meetings of staff members from the beginning.
- make sure that supervisors provide for time off for the staff so that they do not get overtired.

The work of the personnel - professionals and volunteers - must be properly coordinated. Coordination should involve frequent contacts between the personnel of the different sub-sections of the Social Welfare Department/Service. In addition to these staff meetings, regular and frequent sessions with key personnel from other departments/services of the Red Cross are essential.

Summary minutes and/or decision sheets are an important management tool in emergencies. Otherwise, under the

pressure of events, what was decided and who was to take responsibility for what action and when, may be forgotten.

Correct "briefing" and "debriefing" is usually done on the basis of a written report on the course of the action as so far implemented.

B) The Social Welfare Personnel :

Before starting, the Social Welfare personnel must make sure that they know their job and have all they need for their tour of duty.

They must report to the appropriate person.

Although it is the coordinator's responsibility to keep Social Welfare personnel up-to-date with accurate information relevant to their particular job and to supply them with anything they need, it is their responsibility to ensure that they do have everything they need including the latest information available.

All Social Welfare personnel should know where information and services can be obtained and where persons with appropriate skills are available for counselling.

- There is a difference between working as an individual and working as a representative of an organization.
- With regard to the Red Cross, they have to carry out their duty in accordance with the Red Cross Principles and its policy.

They must be able to:

- work as members of a team and accept their own limitations.
- appreciate fellow workers' skills and abilities.
- think about their own feelings and attitudes and how they affect others, and avoid being impulsive or overcritical.
- keep to the hours for which they have been rostered and never think themselves indispensable.
- appreciate that colleagues also work under certain constraints, and be as sympathetic and understanding towards the recipients of a service.

It is also one of the tasks of the Social Welfare personnel to pass on to the responsible officer all data which might be of interest for the course of the action. Therefore it is best to keep a logbook, which clearly states how the action

should proceed as well as the problems, the questions and the points of interest.

Each time a new person takes over as duty officer, there should be a briefing and a debriefing.

IV. FINAL EVALUATION

In addition to the permanent reassessment of the plan, personnel and resources, there is normally a final evaluation.

There is one last point to be mentioned in connection with the end of the emergency operation and the beginning of rehabilitation: although it is a very busy time, it is the moment for all groups concerned to take stock of the relief action and to evaluate the effectiveness of their disaster plan and its implementation. It is an opportune time because contacts with other Organizations are generally good, and people know each other. Details of the action are fresh in their minds and people are motivated to improve their relief work because they have seen the need. It is a good time, too, to think about training and see what additions or modifications should be made in the light of recent experience.

CHAPTER V

POST EMERGENCY PHASE - REHABILITATION

1. INTRODUCTION

Few National Societies have the mandate or the resources to undertake long-term assistance to individuals or communities affected by a disaster. When a National Society is involved in rehabilitation, its social welfare personnel is likely to play a key role.

This brief chapter on rehabilitation is included in recognition of that fact, and also because those who work in the emergency phase should have some understanding of the rehabilitation process. They must be aware that what they do and how they do it will have repercussions later on.

This is especially true for the latter stages of the emergency operation, when the transition into "recovery" or rehabilitation is beginning. Whatever the type of assistance given, the affected population - individual and communities - must be the agents of their own rehabilitation. The social welfare personnel in this transitional period should make it clear (if this was not entirely understood earlier) that they are not there to do things for people but to help people help themselves.

Attention should be paid to the fact that prolonged assistance may have detrimental effects on the victims and on their ability to resume normal life.

In addition, it should be pointed out that the Social Welfare personnel involved in the rehabilitation phase should benefit from continuous support and guidance, either individually or as a group.

II. DEFINITION OF REHABILITATION

"The basic purpose of rehabilitation is to provide services and facilities which will restore to communities, families and individuals their former living standards, whilst at the same time encouraging any necessary adjustments to drastic changes caused by the disaster that has occurred. If, as a result of the material damage suffered in a locality, a large-scale programme of rehabilitation is seen to be required, the aim might be to improve rather than merely restore the accustomed living standard and social conditions.

"Rehabilitation should be carried out in a two-pronged programme covering on the one hand the victims of the disaster and on the other hand the public services and amenities. For the victims, assistance may include the repair of homes, provision of basic home needs such as furniture and kitchen utensils, the provision of food and clothing and resettlement ... The rehabilitation of public services and amenities makes a most important contribution to the recovery of a community and would include such matters as the repair of roads and bridges, the restoration of the various public utilities, assistance for industry and commerce to resume full activity and all manner of help to agriculture (recovery of land, replacement of crops and livestock, etc.)"(1)

III. ROLE OF THE SOCIAL WELFARE DEPARTMENT/SERVICE IN REHABILITATION

...."Rehabilitation planning begins prior to disaster, but the rehabilitation of people begins with the emergency." (2)
Before the emergency phase ends, decisions will have been made as to what the social welfare role will be in the rehabilitation phase.

Among other tasks, the Social Welfare personnel may be called on during this phase to:

- ensure the follow-up of victims, assessing their needs and resources and giving support, encouragement and guidance
- keep in contact with concerned authorities and community agencies for coordination purposes, through a specially designated person
- help arrange for the resumption of children's schooling, in cooperation with the proper authorities, if there is a prolonged shelter operation
- plan or continue certain activities that will contribute to the rehabilitation effort, such as:
 - . recreational programmes
 - . special programmes for the elderly and the disabled (e.g. day centres).

(1) Guidelines for Disaster Prevention and Preparedness in Tropical Cyclone Areas, Economic and Social Commission for Asia and the Pacific, World Meteorological Organization and League of Red Cross Societies, Geneva/Bangkok, 1977, Chapter 17, pp. 111-112

(2) Kelley, Margaret, (Australian Red Cross Society) "Social Work Role in Disasters", document prepared for the League, 1980.

Just as every disaster is different, every rehabilitation programme will take place in a unique set of circumstances. Nevertheless, experience in past disasters suggests that the Red Cross Social Welfare Department/Service would do well to keep these points in mind when planning its involvement in the late emergency phase and/or the rehabilitation phase:

- many victims do not need help in making future plans - only the resources to implement them
- economic and social planning should meet the needs of the victims, not the planners
- disasters bring out latent problems such as economic, social and emotional problems
- disaster victims need to have confidence in Social Welfare personnel in order to accept counselling or assistance in community organization programmes. As far as possible, Social Welfare personnel should be appointed with the expectation of remaining over the emergency period and into the rehabilitation period
- there is a need to maintain contacts between the Social Welfare personnel and the victims. This is very important because after the first emotional public reaction, disaster victims are usually left alone to cope with their problems
- communities as well as individuals need help during this phase. Social Welfare personnel skilled in community work (community development, community organization) can play a key role in helping the community to:
 - . focus on the problems
 - . mobilize resources
 - . get organized

CHAPTER VI
TRAINING IN SOCIAL WELFARE FOR DISASTERS

I. INTRODUCTION

The recovery time for a disaster victim depends partly on the emotional support received from the Social Welfare personnel in the immediate post-disaster phase. For this reason, it is important for the relief workers in general, but specially for the Social Welfare personnel in a disaster area, to be familiar with and understand human behaviour under stress and to know how to work together, as members of a supportive team.

It should be pointed out that training should be adapted to the specific situation within each National Society, the needs of those who are to be trained, their background (education, experience, etc.) and the specific work that is to be performed.

The training of welfare personnel for disasters should be part of pre-disaster planning and integrated into the general disaster training programme.

Social Welfare personnel involved in relief work must receive - if they have not got it previously - information on the Red Cross and Red Crescent Movement, its Fundamental Principles, the Principles and Rules for Red Cross Disaster Relief, and on Geneva Conventions and the Additional Protocols.

II. OBJECTIVES

- Provide knowledge about the way Social Welfare works and its role in disaster situations, particularly to the Red Cross leaders at policy and operational levels, so that they are able to make decisions in conformity with the global approach of Social Welfare in disaster situations.
- Supply the volunteers with the necessary training to participate effectively in welfare work in disaster situations so that they may be involved in disaster preparedness, in relief operations and in rehabilitation work, as required
- Help the volunteers to understand better the emotional reactions and the needs of the victims and of the relief workers in disaster situations
- Give the Social Welfare personnel all the necessary information in order to plan, carry out, supervise and/or evaluate the Social Welfare programme, in disaster situations.

- Help relief workers at all levels to understand how Social Welfare work should be integrated in the whole relief operation.

III. WHO ARE TO BE TRAINED

Training for Social Welfare Work in disaster situations is for:

- Social Welfare volunteers
- Social Workers in order to improve specific disaster-related techniques

Red Cross leaders at policy and operational levels should be sensitized to the role of Social Welfare personnel in disaster situations.

IV. TRAINING CONTENTS

The contents of the training vary from basic preparation to specialized training depending on the needs which have to be met, the nature and the complexity of the work that has to be accomplished and the previous experience and qualifications of the participants.

For that reason it may be divided into:

General training for all groups to be trained:

- The role played by and the functions of the Social Welfare Department/Service in case of disasters:
 - . the pre-disaster phase
 - . during the emergency
 - . the rehabilitation phase
 - . the responsibilities of the professionals and volunteers
- Behaviour of the victims and the community affected by a disaster:
 - . the physical and psychological reactions of the victims and stress
 - . personal and social factors which may affect stability and produce emotional disorders
 - . phases which a community may go through as a result of a disaster
- Behavioural reactions of relief workers:
 - . different types of reactions
 - . how to deal with them.

- Assistance to the affected population in:
 - . providing psychological support
 - . informing of existing resources within the community
 - . establishing data registration systems and information services
 - . accepting tracing requests
- Assistance to cover the primary needs of the affected population:
 - . methods of disaster feeding
 - . types of housing and shelters. Basic principles. Associated problems
 - . questions related to clothing and lodging.
- Vulnerable Groups:
 - . identification of the groups: the elderly, the disabled, small and isolated children, etc.
 - . measures to be taken in pre-disaster planning
 - . plan to meet the physical and emotional needs during the emergency and on a long range basis
 - . support systems available for their help. Special services provided by Red Cross or other organizations
- Joint professional/volunteer team work:
 - . how to organize and manage the work of professionals together with volunteers
 - . possible problems caused by this relation, in disaster situations
 - . supervision of individual work and evaluation of the team
- Coordination and cooperation process:
 - . within the Red Cross
 - . between Red Cross and other Organizations or Agencies.

Specific training, according to the groups to be trained:

SOCIAL WELFARE VOLUNTEERS

Depending on their previous link with the Institution and their knowledge of it, the Social Welfare volunteers will receive basic or in-depth information on International Humanitarian Law, the Principles and Ideals of the Red Cross, the organization at national and international levels and above all the missions and functions of each body, in disaster situations.

In addition, the following subjects will be dealt with:

- Introduction to disasters:
 - . Definition
 - . Types
 - . Effects
 - . Phases of emergency relief work.
- Responsibilities for relief work in disaster situations:
 - . role of the Government
 - . tasks of the National Red Cross or Red Crescent Society
 - . functions of the League of Red Cross and Red Crescent Societies
 - . role of other Organisations
- Disaster Relief Preparedness Plan of the National Society and coordination with the National Civil Defence Plan, if it exists:
 - . planning measures to be taken prior to a disaster
 - . Red Cross services involved in relief operations
 - . their respective responsibilities and coordination between them
 - . coordination of Red Cross relief work together with other Organizations.
- Human behaviour in disaster situations:
 - . how to understand the reactions of the people
 - . how to get in contact, communicate, support and guide people in need
 - . physical and psychological factors producing stress in victims and relief workers
 - . the reactions of individuals and groups under stress
 - . psychological support to victims and relief workers
- Basic principles of Social Work to be applied by all those involved in disaster relief:
 - . acceptance
 - . ability to listen, observe and understand
 - . self-determination of the client
 - . confidentiality
 - . ability to work as a member of a team and accept restrictions
- Basic techniques of Social Work:
 - . how to carry out an interview
 - . how to make a simple report
 - . how to pay a friendly visit

- . how to understand the special needs of people asking for help
- . how and when to refer a person to a professional Social Worker or possibly to another Organization.
- Knowledge of the services available in the community.
- Cooperation and coordination between relief workers and the Social Welfare personnel.

SOCIAL WORKERS:

In the first place it is necessary for Social Workers, if they are not members of the Red Cross, to know the Institution, like the other groups of workers already mentioned in disaster situations. In addition, as part of specific training, the following subjects are to be dealt with:

- Introduction to disasters:
 - . definition, types
 - . effects and needs
 - . preventive measures
 - . National Disaster Relief Plan
 - . emergency relief
 - . the Government's responsibilities
 - . Role of the Red Cross: National Society, League of Red Cross and Red Crescent Societies, International Committee of the Red Cross (ICRC)- if required.
 - . role of other Organisations
- Disaster Relief Preparedness Plan of the National Society and coordination with the National Civil Defence Plan, if it exists. (See Volunteers)
- Organization and running of Social Welfare projects:
 - . coordination with the Relief Services
 - . interdisciplinary approach and participation of professionals and volunteers
- Supervision of duties and periodic evaluation of the work that has been accomplished.

RED CROSS LEADERS AT POLICY AND OPERATIONAL LEVELS

The leaders of the National Society should be informed and fully aware of the necessity and importance of Social Welfare Work in disaster situations.

METHODOLOGY

The teaching of the subjects mentioned above should be down-to-earth. Active techniques should be used for step-by-step learning and the participants should be involved as much as possible through practical exercises.

The training may take the form of courses, seminars, lectures, case-studies, etc. depending on the group of participants, the time and the instructors or lecturers available, and using audio-visual material such as films, transparencies, slides. etc.

EVALUATION, ON-GOING TRAINING, REFRESHER TRAINING

The training sessions should always conclude by an evaluation, so that teachers as well as participants may give their opinions, in order to extend, reduce or modify the contents or the methods to be used in future sessions.

Since knowledge should be updated, National Societies should organize in the most appropriate manner, continuous or refresher training of the Social Welfare Personnel for disaster situations.

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