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PLANNING FOR EMERGENCY HEALTH MANAGEMENT TRAINING

Exercise for country and inter-country workshops

OBJECTIVES: *to have decision makers from Ministry of Health, partners from other sectors and WHO country staff*

- 1. develop a common understanding of the disaster-development continuum, of emergency management and of the role and limitations of training therein.*
- 2. identify priorities and outline plans of EHTP country activities.*
- 3. commit themselves to immediate follow-up.*

ACTIVITIES AND SPECIFIC OBJECTIVES

1. Defining the Issues

Activity:

- participants order information and give a summary profile of their countries in a standard format.

Specific objective.

- to have participants adopt standard criteria for analysis of the country situation.

2. Analysis, Prioritisation, Systematisation

Activity:

- participants analyse the hazards, vulnerabilities, capacities of their country.
- participants use information to determine the urgency of the needs.
- participants identify the position of the country in the disaster-development continuum.

- participants decide what are the main needs of their country in terms of capacity building.

Specific objectives:

- to have participants get acquainted with the concepts of Hazard, Vulnerability, Capacity.
- to have participants recognize where their country and area stand in the Disaster-Development Continuum.

3. Defining the Role of Training in Capacity Building

Activity:

- participants form new pairs by levels of interest (i.e. national or sub-national).
- participants review their experiences and identify two main constraints they had to face.
- participants identify what can be improved by training alone.
- participants identify what else is needed for capacity building.

Specific objective:

- to have participants link their experience in emergency management with needs for EHM training.
- to have participants draw preliminary conclusions on other issues needing attention.

4. Deciding on Training

Activity:

- participants identify the main responsibilities of the MOH in emergency management.
- participants define what MOH needs in terms of training and other forms of capacity building.
- participants make an outline for action: training subjects, objectives and audience.

Specific objective:

- to have participants assume ownership of their role in training.
- to have participants keep track of other ideas for country capacity building.

5. Outlining the Plans

Activity:

- participants identify one or two general objectives of training that are more relevant to their country/area.
- participants develop a logical framework giving the specific objective, output, activities and inputs that are appropriate for the general objective.
- participants develop some details of their plan.

Specific objective:

- to have the participants' contribution to country plans for EHTP.
- to have participants draw ideas on their role of implementation.

6. Consolidating the Plans

Activity:

- participants select a group of rapporteurs.
- a group of rapporteurs:
 - compiles and compares the plans for the different situations.
 - discusses the plans in order to ensure thoroughness and consistency.
 - identifies the priorities.
 - identifies specific objectives and participants for each situation.
 - identifies the contribution of the Ministry of Health.
- the rapporteurs' choice is discussed and amended in the plenary.

Specific objective:

- to have participants agree on one national plan of action for EHTP.

Notes on the General Objectives, the Audience and the Method.

1. This exercise is meant for workshops for Decision makers from Health and other sectors.

The exercise will assist the decision makers to develop a common understanding of the disaster-development continuum, of emergency management and of the role of training therein; to identify priorities and outline EHTP country activities; to commit themselves to immediate follow-up. The participants proceed through a planning process, concluding with a plan of action.

In this perspective, it is essential for the organisers of the workshop to have the full support of their Government, as well as the interest of prospective external donors.

2. The exercise needs to be supported by at least one facilitator, by technical presentations and discussion in plenary. Besides, the facilitator is to ensure that the participants' analysis and involvement is as comprehensive as possible, and that the planning process is consistent with it.

In the course of the proceedings, the participants are expected to enrich their appreciation of hazards, vulnerabilities, capacities of planning methods and principles of training.

3. Ideally, participants should be senior staff from Ministry of Health of national and sub-national level and the WHO country office. Partners from other sectors can be associated according to the circumstances.

4. The exercise passes through six sequential steps which, together, represent a workload of about 20 hours. The exercise can be accommodated in a workshop of 4 days, leaving ample time for discussion after each step. For the first two steps, participants work together in casual pairs. The next four steps are addressed by 'position-pairs', i.e. pairs that address either the needs of the national level or the specific needs of one or more provinces or regions.

5. Throughout the exercise, the participants must stay aware of the logic of the planning sequence. Therefore, the facilitator will give an outline of the entire process on the first day, and then give a reminder when introducing each step of the exercise.

While briefing the participants on the mechanics and the specific objectives of each step, it is useful to project by overhead a transparent copy of the appropriate working sheet. At the end of each step, the sheets that have been filled can be transferred on transparencies for overhead presentation, to be discussed in plenary. The facilitator makes sure that one copy of each filled sheet stays with the secretariat.

These discussions have a triple objective: a) to consolidate the learning process, b) to ensure the quality of the outcome of the workshop and c) to ensure consent. They must

be allotted sufficient time, be managed by an effective chairperson, and be assisted critically by the facilitator and the resource persons.

The final result of the exercise is a consolidated plan of action for the national and sub-national level. The workshop report will present this plan and will include recommendations for follow-up. Therefore at all stages, the participants must be made feel responsible for the quality of their work. Any amendment made to the presentations should be immediately registered.

**PLANNING FOR
EMERGENCY HEALTH
MANAGEMENT
TRAINING**

EXERCISE

**Sheets
Annexes
Trainers' Guide**

PLANNING FOR EMERGENCY HEALTH MANAGEMENT TRAINING

1. Defining the Issues

Specific objective: to have participants adopt standard criteria for the analysis of the country situation.

Presentation: Definitions, Approaches, the Role of the Health Sector, Epidemiology of Disaster.

The participants work in casual pairs and analyse the country.

Exercise 1. Hazards, Vulnerabilities and Capacities of the Country.

The participants compile a summary profile of their country. They analyse the country by major administrative divisions (Province or Region) or at least by main homogeneous areas (North, Centre, South etc).

Column 1 (Province, region or area) List the provinces or regions that are analysed.

Column 2 (Accessibility) Give information on the access of the area analysed: mode of transport, extension, type, state of road network, seasonal variations, etc. It does not mean access to the health services, which can be dealt with in the last column.

Column 3 (N° of population) Give an approximate estimate (...,000).

Column 4 (Water security) Give your opinion and at least one relevant indicator, e.g. "high incidence of diarrhoea" or "65% of households have tap water".

Column 5 (Food security) Give your opinion and at least one relevant indicator, e.g. "35% of children-under-5 are stunted" or "high prevalence of pellagra".

Column 6 (Epidemics) List the Epidemics/Outbreaks that are known to have occurred.

Column 7 (Endemics) List the Endemics known to exist: e.g. Malaria, Trypanosomiasis.

Column 8 (Other hazards) List the other natural or man-made hazards known: e.g. drought, floods, traffic incidents, war, displacement.

Column 9 (Situation of the Health Network) Give a very brief statement on the state of the Health Network in the country, possibly corroborate with indicators: e.g. "75% EPI coverage", or "% population with immediate access to health services".

Note for the facilitator: Consider whether presentation is done or not. If not, explain why (the first day is laborious, exercise 2 can not be broken up, presentation would take 20'/group) Keep it, use it during the following days, eventually pull it out at the last day and check compatibility. If presented, verify and discuss the consistency of the information, as well as the appropriateness of the indicators.

At the end of every group work, make sure that a copy is made and goes to the Secretariat immediately.

Exercise 1: Hazards, vulnerabilities and capacities of the Country

Ministry of Health of

Give a summary profile of your Country

Analyse by major administrative divisions or at least by main homogeneous areas, eg. North, Centre, South..								
Give a summary profile of your Country								
Province, region or area	Accessibility (i.e. state of roads, distances, etc)	N° of population (...000)	Water Security (give your opinion and one indicator)	Food Security (give your opinion and one indicator)	Epidemics (known to have occurred)	Endemics (list)	Other hazards (including war, drought, displacements, etc)	Situation of the Health network (opinion & one indicator)

2. Analysis, Prioritisation, Systematisation

Specific objectives:

- to have participants get acquainted with the concepts of Hazard, Vulnerability, Capacities.
- to have participants recognize where the country stands in the Disaster-Development Continuum

Presentation: Hazard, Vulnerability, Capacity, Assessment Information, Disaster Management Cycle.

The presentation should highlight risk assessment as the first critical step of the planning process. It must stimulate a discussion on Hazards, Susceptibility, Resilience, Vulnerability (factors and signs) and on the definition of Capacity. Once the risk factors are assessed, the next step, identification of the needs, becomes clear.

Exercise 2.1. Assessing the Needs.

On the basis of their information, the participants assess the vulnerability of the country and prioritize the hazards. The two documents "Vulnerability assessment" (Annex 2.1a.) and "Hazard assessment, SMUG priority score" (Annex 2.1b.) , essential for the completion of the exercise, are presented and explained.

i. Upper matrix: Assess the degree of vulnerability of the geographical areas identified in sheet 1. Use Annex 2.1a.

Column 1 (Region, Province or Area)	List the provinces, regions or areas that are analysed.
Column 2 (N° of population)	Give an approximate estimate (...,000).
Column 3 (Susceptibility)	How many and which hazards exist in the area? How many and which hazards are known to have occurred? May occur? Is the population settled in dangerous sites? Is the exposure to the hazard High, Medium or Low? Use Annex 2.1a.
Column 4 (Resilience)	This is about the capacity of the infrastructures, services, local organisations, local economies etc. to withstand and recover from the impact of the hazard Is the capacity to recover High, Medium or Low? Use Annex 2.1a.
Column 5 (Vulnerability)	Attribute to each area a Vulnerability score based on the appreciation of Susceptibility and Resilience. Use Annex 2.1a.

Column 6 (Remarks)	Draw conclusions on the vulnerability of the area and prioritize accordingly.
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ii. Lower matrix: Identify the priorities among the hazards. Use Annex 2.1b.

Column 1 (Hazard)	List the hazards identified in exercise 1.
Column 2 (Seriousness)	Can the hazard kill? Can it damage anything of value? To which extent? Can it cause major economic losses? Is the seriousness of the hazard High, Medium or Low?
Column 3 (Manageability)	Can anything be done to eliminate, reduce, or control the hazard? Do counter measures exist? Which is their cost? Can the country afford them? Is the manageability of the hazard High, Medium or Low?
Column 4 (Urgency)	Can the damage be reduced by quick action? Are there signs of panic in specific areas? Is there political pressure for action? What is the attitude of the media? Is the urgency of the hazard High, Medium or Low?
Column 5 (Growth)	What are the trends? Does the hazard show signs of increasing or getting worse? Can action taken now reduce future damages and costs? Is the growth of the hazard High, Medium or Low?
Column 6 (Priority score)	Attribute a Priority score to the hazards, making a sum of the ratings of the previous columns. Use Annex 2.1b. Prioritize the hazard according to the rating (the highest score is the first priority).

Note for the facilitator: These sheets will be useful when the rapporteurs have to choose sub-regional priorities (last exrercise). Insure that they are not lost.

Exercise 2.2. Urgency of the Needs

The document "Information for Emergency Management" (Annex 2.2.) is presented and explained. On the basis of their best information, the participants fill the form.

Column 1 (Possible causes of emergency)	Possible causes of emergencies are listed. They are divided in 1. immediate causes and 2. underlying causes. Use Annex 2.2. to get a clear understanding of terms and flow of information.
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Column 2 (On-Going) Indicate whether an emergency is actually on-going, triggered by any of the causes listed (it applies especially to immediate causes).

Column 3 (Not on-going, but relevant INDICATORS exist) For the causes of emergencies that are NOT on-going, indicators may exist at present. If so, indicate them here. Make a distinction between slight or strong indicators.

Exercise 2.3. The Position of the Country in the Disaster-Development Continuum

The document "Capacity Assessment" (Annex 2.3.) is presented and explained. Based on the information analysed so far and on the same principle of analysis, the participants give an overall value for Hazard, Vulnerability, Urgency of Need and Capacity of the country. The score values are High, Medium, Low.

Column 1 (Hazard's Score) Give a general hazard assessment of the country, based on Annex 2.1.: High, Medium, Low.

Column 2 (Vulnerability Score) Give a general appreciation of the vulnerability of the country. Give a general rating: High, Medium, Low.

Column 3 (Urgency of Need) Give a general appreciation of the Urgency of Needs in the country. Give a general rating: High, Medium, Low.

Column 4 (Capacity Score) Give a general appreciation of the country, based on the Capacity Assessment of Annex 2.3.: High, Medium, Low.

- DECIDE:
1. Decide where the country stands: in a phase where the main need is Capacity Building for Response, Readiness, Preparedness.1 or Preparedness.2 ?
 2. Identify provinces or areas where the need for capacities differs from the country's general needs. Specify the areas and what they need in terms of capacities.

Note for the facilitator: Presentation and discussion is done after each step. This is a difficult exercise, but it is critical to understand the basic concepts of emergency management. Familiarize yourself with the score tables and be ready to assist in explaining how to use the scoring system for vulnerability, hazards and capacities (Reference: Australian Emergency Management Authority). Clarify that these are semi-quantitative methods and as such they can not give exact values for each different situation. They indicate trends and nothing more. Stimulate discussion among the

explaining how to use the scoring system for vulnerability, hazards and capacities (Reference: Australian Emergency Management Authority). Clarify that these are semi-quantitative methods and as such they can not give exact values for each different situation. They indicate trends and nothing more. Stimulate discussion among the participants on other possible indicators not listed in the tables. Ensure the assessment is comprehensive and covers all the areas and hazards listed in the first exercise.

Exercise 2.1. Analysis and Prioritisation**The Needs**

Ministry of Health of.....

On the basis of your information, assess the vulnerability of your Country and prioritize the hazards

Region/Province/Area	N. of population	Susceptibility	Resilience	Vulnerability	Remarks

Hazard	Seriousness	Manageability	Urgency	Growth	Priority score

VULNERABILITY ASSESSMENT

SCORE TABLE

SUSCEPTIBILITY <i>exposure to danger</i>	RESILIENCE <i>adaptability, capacity to recover</i>	VULNERABILITY <i>predisposition to suffer damage due to external events</i>
Very Low	High	1
Very Low	Medium	2
Very Low	Low	4
Very Low	Very Low	16
Low	High	2
Low	Medium	4
Low	Low	16
Low	Very Low	256
Medium	High	3
Medium	Medium	9
Medium	Low	81
Medium	Very Low	6561
High	High	4
High	Medium	16
High	Low	256
High	Very Low	65536

HAZARD ASSESSMENT**S.M.U.G. SCORE TABLE**

Characteristic	Rating		
	HIGH	MEDIUM	LOW
SERIOUSNESS How serious is it ? Can it kill ? What can it destroy ? How great economic losses can it cause ?	3	2	1
MANAGEABILITY How manageable is it ? Do counter-measures exist ? Are they affordable ?	3	2	1
URGENCY How urgent it is ? Can prompt action limit the damage ? Are there signs of panic in the community ?	3	2	1
GROWTH What are the trends ? Is it going to get worse ?	3	2	1

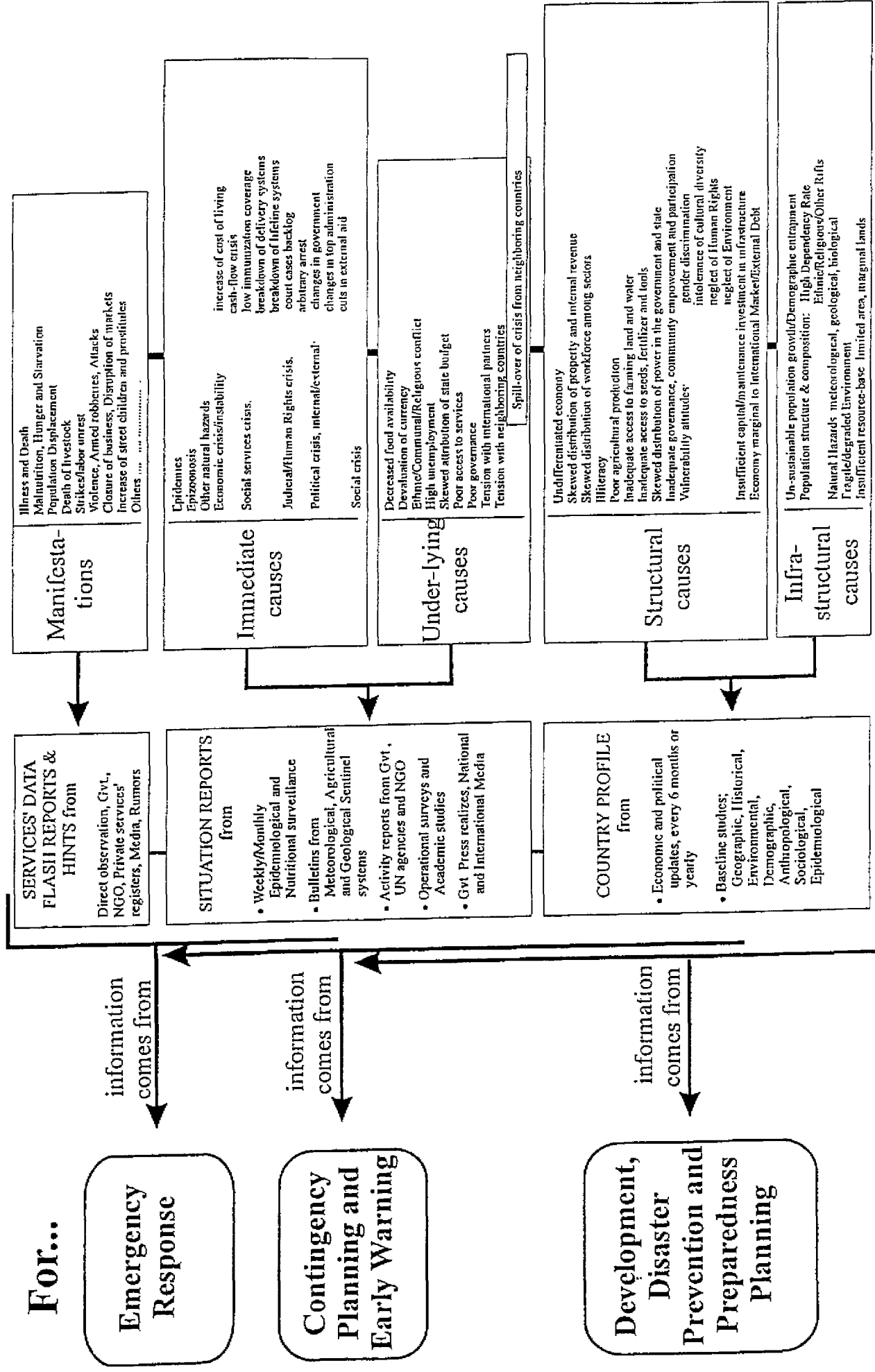
Exercise 2.2.: THE URGENCY OF THE NEEDS**(using information for emergency management)**

Ministry of Health of.....

Try and fill the form on the basis of your best information

Possible causes of emergency	ON-GOING	<i>Not on-going, but relevant INDICATORS exist</i>	
		slight	strong
IMMEDIATE CAUSES Epidemics Drought Any Other Natural Hazard Economic crisis Social Services crisis Judicial/Human Rights crisis Political crisis Internal armed conflict Societal crisis/random violence Armed conflict/displaced population in neighbouring countries			
UNDERLYING CAUSES Decreased food security Devaluation of Currency Ethnic/communal/religious tensions High unemployment Un-even attribution of State Budget Poor access to services Poor Governance Tensions with neighbouring countries Tensions with international partners Any crisis in neighbouring countries			

Information for Emergency Management



Exercise 2.3:

THE POSITION OF THE COUNTRY IN THE DISASTER-DEVELOPMENT CONTINUUM

Ministry of Health of.....

ASSESS:

on the basis of the information analysed so far, how would you rate your Country ?

Hazards' Score	Vulnerability Score	Urgency of Need	Capacity Score

Score values: 1 (low) to 3 (high)

DECIDE:

1. 'In general the Country stands in a phase where the main need is Capacity Building for

- **RESPONSE** : *because there is an on-going crisis or post-crisis transition '*
- **READINESS** : *because there are strong signs of an impending crisis'*
- **PREPAREDNESS 1** : *because susceptibility is high and capacities are low '*
- **PREPAREDNESS 2** : *because susceptibility is average and capacities are fair'*

2. 'Nonetheless, the following areas differ from the rest of the Country, and they need capacities for...

CAPACITY ASSESSMENT

SCORE TABLE

Component	Rating		
	HIGH	MEDIUM	LOW
LEGAL & POLICY FRAMEWORK Acts of Parliament, Government's declarations MOH policy statements, circulars, etc Is the framework complete ? Is it known to the operators and the public ?	3	2	1
INSTITUTIONAL RESOURCES Budget for Emergencies Disaster/emergency coordinating bodies Emergency unit/committee in MOH Regular training for emergency management State of internal&international communications Vital systems & reference systems	3	2	1
PLANS AND PROCEDURES Inter-sectoral Planning Process: is it on-going ? Is MOH involved in the Planning Process? Does the Process involve the Local Authorities ? Communications & collaboration between Sectors State of stockpiles Relations with international partners	3	2	1
PARTNERSHIPS Information through the Media Educational campaigns and programmes State of National NGOs Initiatives in the Private sector Instances of community involvement Relations with International NGOs Collaboration with neighbouring countries	3	2	1
INFORMATION Country baseline data: are they complete ? Does the national early warning system integrate epidemiological & nutritional surveillance ? Real catchment area of Health Information System Circulation of Health information within MOH Circulation of Health information outside MOH	3	2	1

NOTE: Through the previous exercise, the participants have identified the position of the country and of specific areas in the Disaster-Development Continuum. From here on the participants work, depending on their interest, by 'position-pairs', i.e. pairs that address either the needs of the national level or the specific needs of one or more provinces or regions. The groups are reshuffled and must mark the sheets accordingly.

3. Defining the Role of Training in Capacity Building

Specific objectives: - to have participants link their experience of emergency management with needs for EHM training
- to have participants draw preliminary conclusions on other issues needing attention

Exercise 3. Experience and Capacity Building.

The documents "Capacity" and "Training cycle" are presented. Looking back at their experiences, the participants review their involvement in emergencies (Any emergency). They describe how they tackled or would tackle now, on the force of their experience, the two main constraints they had to face in the past.

Column 1 (Constraint) Specify the two main constraints encountered in the course of the operations.

Column 2 (In your opinion, which of the following ...) In order to overcome the constraint stated in column 1, in your opinion, which of the following components need to be strengthened: 1. Laws and policies, 2. Institutions, 3. Plans and procedures, 4. Partnerships, 5. Information or 'other'. (For more details on the components, check the matrix of sheet 2.3). Give the corresponding number and if 'other' specify.

Column 3 (Which form of capacity building did/would you implement) For each constraint, identify a form of capacity building that you did or would like to implement. Separate the activities for capacity building by: 1. Training and 2. Other activities.

Note for the facilitator: Presentation and discussion. The participants must be as specific as possible in identifying the constraints without falling into irrelevant details. Instruct them to be creative. They can call upon professional or personal experience of emergencies. At the end of the exercise, highlight the fact that participants have a) reached a preliminary conclusion, b) realised that capacity building is more than training. Underline the value of personal experience and common sense.

Exercise 3: EXPERIENCE AND CAPACITY BUILDING

Ministry of Health of.....

Looking back at your experience with emergencies (of ANY kind) what were the two main constraints that you had to face ?
How did tackle them ? OR how would you tackle them NOW ?

	CONSTRAINT	In your opinion, which one of the following needed to be strengthened, in order to overcome the constraint ? 1. LAWS & POLICIES 2 INSTITUTIONS 3. PLANS&PROCEDURES 4.PARTNERSHIPS 5.INFORMATION OTHER	Which form of Capacity Building did/would you implement ?	
			TRAINING (give brief details)	OTHER ACTIVITY (give brief details)
1				
2				