2. TOOLS

2.2. Planning, Disaster Prevention and Emergency Management

2.2. Planning, Disaster Prevention and Emergency Management

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2.2. Planning, Disaster Prevention and Emergency Management
Trainers' Guide

Objectives:
To clarify the differences and the role of development planning, strategic planning, preparedness, contingency and operational planning and how they fit with each other; to clarify that planning is a process; to introduce the concept of stake-holders and the logical framework approach. (Knowledge/Attitudes/Skills)

Key-message:
There are different types of planning. When working on one, we are partially satisfying the others but they are different. Plans do not work, people work: if people work together at planning, it will be easier for them to work together when the plan must be implemented.

2.2.1. To Plan, Definitions (Present and discuss)

2.2.2. Planning
Present and discuss. There are different types of plans. The last three are integral part of Emergency Management, but they must be supported by, and be consistent with the first two. A good opening statement is if one fails to plan one plan to fail.

2.2.3. Development Planning, Definition
Present and discuss. Underline "steering economic policies"

2.2.4. Strategic Planning, Definition
Present and discuss. Underline "direction" and "broad guidance"

2.2.5. Preparedness Planning, Definition
Present and discuss. Underline "process" and "organised and safe mobilisation of resources"

2.2.6. The Preparedness Planning Process, Flow Chart
Present and discuss. Recall the concept of Planning as a Process. Underline the box "Authority", the processes of feedback, the boxes "Document and distribute", "Test" and "Update".

2.2.7. Contingency Planning, Definition
Present and discuss. Underline "different plans" (i.e. alternatives) and "IF"
2.2.8. Operational Planning, Definition
Present and discuss. Underline "detailing"

2.2.9. Planning for Disaster Prevention and Emergency Management, Chart
Present and discuss. Highlight how the different types of planning fit one into the other: a Development plan is not complete if it doesn’t include provisions for Capacity Building towards Preparedness. Preparedness, in turn, includes Contingency planning. All plans address vulnerability and hazards and all, in different ways and moments, lead to disaster prevention.

2.2.10. Planning, Approaches
Present and discuss. Planning can be done by different approaches: mobilising Resources to address certain Needs; analysing Problems and looking for Solutions; identifying Vulnerabilities and building up Capacities accordingly.

2.2.11. Plans Do Not Work, People Work
Show to the audience a wad of paper: does it have arms, legs, brain? That’s what a plan is: just a wad of paper. In order to “work”, it must be known, read and utilised by people.

2.2.12. Stakeholder, Definition
Present and discuss. Stake-holders are the persons or organisations who have, or will have, a positive or negative interest or stake in the project, e.g. governments, managers, workers, beneficiaries.

2.2.13. Stakeholders Analysis
Present. Use these questions to identify the stakeholders

2.2.14. Formulating Objectives
Present and discuss. Objectives must be formulated in a way that helps achieving them. An objective, which is too vague or too confused, is no help for the implementation. Do not confuse objectives and activities. Objectives represent a vision of a future situation, and not activities leading to an undefined situation. Objectives have owners to whom they are important. Objectives must be expressed with a level of specificity appropriate to the next decision point. Precise wording is important; adjectives and adverbs do not help clarity.

2.2.15. Objectives must be Smart
Present and discuss. Specific, Measurable, Accurate, Realistic, Time-bound. Or quality, quantity, results, target group/area, time frame. E.g. "Financially and technically sustainable, uninterrupted supply of safe water (30 litres per capita per day) of all 5000 households in village Y by June 1999" is a smart objective. It quantifies, states quality, location and time.

2.2.16. Objectives Should Be...

Present and discuss. A clear statement of objectives is the starting point for Co-ordination. Objectives that are not clearly formulated and known to our partners (i.e. “in writing”) and do not have certain characteristics do not allow for Co-ordination and collaboration.

2.2.17. Planning Against Disasters

Present and discuss. In emergency management, one can plan by different approaches. Whatever the approach, one must be honest with oneself and one’s partners; otherwise the exercise will be difficult and ineffective. Planning by Assets and Capacities, one can ask precise questions that lead to formulating more precise objectives.

2.2.18. Plan of Action, First Steps

Present and discuss. Sooner or later, a plan must be implemented. Test the feasibility of your plan and clarify your immediate course of action by asking yourself these questions.

2.2.19. Planning in a Logical Framework

Present and discuss. The Logical Framework provides a good blueprint for the planning process. Set your general (or ‘global’) objective. You will progress towards your general objective through a series of specific (or ‘immediate’) objectives. In fact, the specific objectives will concretise through a series of outputs. Outputs will be produced by certain activities. Activities will require certain inputs. The entire process will not run in a vacuum: certain pre-conditions will have to be in place before everything starts moving, and certain assumptions about the context will have to remain valid for the process to be successful.

Stand-alone.

Essential Reading:
- Planning for Emergencies, WHO/PTC, 1995
2.2.1. To Plan, Definitions

TO PLAN:

To arrange beforehand
(Pocket Oxford Dictionary, 1992)

To ensure that the resources available now and in the future are used in the most efficient way to obtain specific objectives
(Green, 1994)

To rationalize change
(U.S.P, 1981)
2.2.2. Planning

PLANNING:

Development Planning

Strategic Planning

Preparedness Planning

Contingency Planning

Operational Planning
2.2.3. Development Planning, Definition

DEVELOPMENT PLANNING

National/Central level activity, aimed at steering economic policies through public expenditure or fiscal measures

(A. Green, 1994)
2.2.4. Strategic Planning, Definition

STRATEGIC PLANNING

...outlining the direction an organization intends to follow, with broad guidance as to the implications for services or action

(A. Green)
2.2.5. Preparedness Planning, Definition

PREPAREDNESS PLANNING

The PROCESS that ensures the organized and safe mobilization of resources should an hazard strike

(DMTP/WHO, 1992)
2.2.6. The Preparedness Planning Process, Flow Chart

- Determine the authority responsible for the planning
- Establish a planning committee
- Conduct a hazard analysis
- Set the planning objectives
- Define the management structure
- Define the responsibilities
- Identify and analyse the resources
- Develop procedures and arrangements
- Document and distribute the plan
- Test the plan
- Review and update the plan regularly
2.2.7. Contingency Planning, Definition

CONTINGENCY PLANNING

the development of different plans to be placed in effect if certain events occur

(Monty et al. 1988)
2.2.8. Operational Planning, Definition

OPERATIONAL PLANNING

...detailing precise timing, tasks and mode of implementation
2.2.9. Planning for Disaster Prevention and Emergency Management, Chart

- **VULNERABILITY**
  - Population
  - Governance
  - Infrastructures
  - Food Security
  - Poverty
  - Reduction
  - Lifelines

- **HAZARDS**
  - Environment
  - Service-delivery systems

- **1. PREPAREDNESS PLANNING**
  - Policies, Laws and By-laws
  - Awareness and partnerships
  - Institutions and operational systems
  - Early warning systems

- **CONTINGENCY PLANNING**

- **DEVELOPMENT PLANNING**
  - CAPACITY BUILDING
2.2.10. Planning, Approaches

PLANNING:

• by needs and resources
• by problems and solutions
• by vulnerabilities and capacities
2.2.11. Plans Do Not Work, People Work

PLANS DO NOT WORK

PEOPLE WORK
2.2.12. Stakeholder, Definition

STAKEHOLDER

Independent party with whom money wagered is deposited
(Oxford Pocket Dictionary 1992)

Anybody who participates in, and/or benefits from, and/or can be affected by a given activity or project
2.2.13. Stakeholders Analysis

STAKEHOLDERS ANALYSIS

- Who depends on the project?
- Who is interested in the outcome of the project?
- Who will influence the project?
- Who will be affected by the project?
- Who will work against the project?
FORMULATING OBJECTIVES

1. Objectives are *Future Situations, Not* activities

2. One project can have many objectives: these objectives can be at different levels and have a means-end relation to each other; but each object must be expressed at one level only.

3. *Words* are important
2.2.15. Objectives must be Smart

OBJECTIVES MUST BE

S.M.A.R.T.

Specific

Measurable

Accurate

Realistic

Time-bound
2.2.16. Objectives Should Be

OBJECTIVES SHOULD BE:

• expressed in writing

• measurable

• specific as to time

• attainable
PLANNING AGAINST DISASTERS

We can plan by

- Hazards …*as long as we stay aware that they CAN MATERIALIZE*

- Vulnerabilities …*as long as we DO NOT PLAN JUST FOR SOMEBODY ELSE*

- Assets and capacities:
  - What do we have that is worth protecting?
  - How can we protect it?
  - How can we increase our capacities?
PLAN OF ACTION

First Steps

• Will you take responsibility for action?

• Whose authorization do you need?

• Who can help you

• What else is needed to set things in motion?
2.2.19. Planning in a Logical Framework

PLANNING IN A LOGICAL FRAMEWORK

Once you have decided how you would like a situation to change

You identify what you can actually do in that direction.

Then you define what will need to be put in place, in order to achieve your specific objectives

Then you see what must DO to produce what you need.

Then you define what you need to be able to work.

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Danida, 1996