



# INTERNATIONAL RECOVERY PLATFORM

# DRAFT

## Capacity Building and Training for Disaster Risk Reduction in Recovery Management

**Strategy Document - Version No.2**

**Proposed by the International Labour Organization  
(ILO/CRISIS – ITC/Delnet)**

## Table of Contents

1. Background.....	3
3.1. The IRP and its mandate.....	3
3.2. The IRP as operational platform to support the IASC Cluster Working Group on Early Recovery .....	4
3.3. The IRP Capacity Building and Training Cluster: Organizational arrangements and partnerships.....	5
2. Strategic goals of the IRP Capacity Building and Training Cluster.....	6
3.1. Capacity building to enhance disaster risk management and post-disaster recovery.....	7
3.2. Capacity building to increase self reliance of disaster-prone nations .....	8
3.3. Capacity Building to support the development of the IASC Cluster Working Group on Early Recovery (CWGER) .....	9
3. Capacity-building gaps and vulnerabilities to be addressed.....	9
3.1. Prioritising high-risk geographic areas.....	10
3.2. Building early recovery and recovery capacities.....	12
3.2.1. Addressing specific gaps of the recovery process.....	12
3.2.2. Building vulnerable groups' capacities in disaster-prone areas .....	14
4. Guidelines for action .....	16
3.1. Development objective .....	16
3.2. Specific objective .....	16
3.3. Target groups.....	16
3.4. Capacity building and training areas .....	17
3.5. Expected outputs .....	18
5. Preliminary work .....	19
6. Monitoring and evaluation .....	20

## 1. Background

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### 3.1. The IRP and its mandate

The International Recovery Platform (hereinafter IRP) launched in Kobe during the International Seminar on Post Disaster Recovery (May 2005), is expected to set up a coordination framework for key international agencies involved in relief and post-disaster recovery operations<sup>1</sup>.

This platform emanates from the Hyogo Framework for Action<sup>2</sup> (HFA, adopted at the World Conference on Disaster Reduction, Kobe, January 2005) that identifies post-disaster recovery as one of the key opportunities to reduce disaster risk.

The IRP aims, indeed, at the systematic integration of disaster risk reduction measures in post-natural disaster recovery operations.

By doing so, the platform will also significantly contribute to bridging the gap between relief and reconstruction phases and to strengthening prevention/mitigation and preparedness capacities of relevant actors at the local, national, regional and international levels.

Specific objectives are: a better coordination of efforts amongst governments and key institutions, at the local, national, regional and international levels; the enhancement of recovery expertise; the development and dissemination of knowledge tools, of ad hoc preparedness and response methodologies and guidelines. This strategy would contribute to ensure the reduction of vulnerability and disaster risk-exposure of hazard-prone countries.

The recovery phase should not re-establish the pre-crisis conditions. Indeed, such an approach would reactivate the root causes of the disaster and of the magnitude of its impact.

**Rather, the recovery phase is expected to build-up a new and less vulnerable environment, whereas both prevention and response capacities are strengthened.**

According to that, the IRP is expected to provide advice and support in:

- Disaster risk management and prevention;
- Socio-economic-vulnerabilities reduction;
- The establishment of appropriate response and preparedness measures;
- The formulation of post-disaster recovery planning and programming.

The IRP's inception phase will last two years and will initially focus on three main *clusters*, addressing the existing gaps in each one of the areas:

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<sup>1</sup> For in-depth reference on the IRP and its background documentation, please refer to its official Web Page [www.recoveryplatform.org](http://www.recoveryplatform.org).

<sup>2</sup> For further reference, please refer to the document "Hyogo Framework for Action for 2005-2015. Building the Resilience of Nations and Communities to Disasters".

1) **Advocacy and knowledge management:** to promote the production and dissemination of lessons, best practices, tools and mechanisms for a better coordination of prevention and recovery activities;

2) **Capacity building** for the enhancement of post-disaster recovery operations with an emphasis on human resource development within UN Country Teams, as well as local, national and international counterparts.

3) **Enhanced recovery operations**, through the provision of common tools and mechanisms for operational activities.

### 3.2. The IRP as operational platform to support the IASC Cluster Working Group on Early Recovery

Within the framework of the Humanitarian Response Review that is part of the UN Reform lead by the UNUSG Jan Egeland, the Inter-Agency Standing Committee (hereinafter IASC) Cluster Working Group on Early Recovery<sup>3</sup> (hereinafter WGER) has recognized the IRP as the main interagency mechanism involved in post-natural disaster recovery. As such, the IRP will have the function of supporting the WGER in filling the capacity-response gaps identified within the system.

In particular, the IRP is expected to serve as a platform for coordinating key actors, building core capacities at a global level (including the WGER staff, the UNCTs, as well as the national and local counterparts), facilitating and speeding up human and financial resources mobilization, managing critical knowledge, developing and/or improving existing policy and operational tools.

As a whole, the CWGER aims at the enhancement of the UN and non-UN capacity in supporting the Humanitarian/Resident Coordinators in the performance of humanitarian and recovery-related interventions. The focus is on improving the response capacity of the system while initiating recovery efforts and integrating risk-reduction measures at the very early stage of emergencies<sup>4</sup>.

As regards the post natural disaster side of the WGER 2006 Work Plan, the IRP is considered as the interagency platform for performing a number of activities such as: development of a joint Post Disaster Needs Assessment Methodology, the improvement of South-to-South cooperation for providing surge capacity, training of key human resources in early recovery programming and planning (i.e. training needs assessment; implementation of a pilot training in selected Central American countries), compilation of best practices in early recovery and recovery.

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<sup>3</sup> The WGER comprises the following agencies: FAO, ICRC, IFRC, IOM, OCHA, UNDP, UNFPA, UNHCR, UNICEF, WFP, WHO, ILO, ISDR, UNDO, UNEP, UN-HABITAT, UNV.

<sup>4</sup> The CWGER had an initial test of its operational capacities through the application of its key principles and approach to the South Asia Earthquake emergency operations, started in mid October 2005. The IRP provided a framework for coordination of the main actors and enjoyed the participation of the Asian Disaster Reduction Centre (ADRC).

### 3.3. The IRP Capacity Building and Training Cluster: Organizational arrangements and partnerships

In the framework of the IRP, the International Labour Organization (hereinafter ILO) will be coordinating the capacity-building cluster of activities in close collaboration with the UN Disaster Management Training Programme (UN DMTP)<sup>5</sup>, the World Bank's Global Development Learning Network (WB/GDLN)<sup>6</sup>, and the Asian Disaster Preparedness Centre (ADPC)<sup>7</sup>.

However, these agencies are not expected to be the direct implementers of the all set of envisaged capacity building activities: they will be rather playing the role of catalysers of the existing resources and actors at the national, regional and international levels, as well as they will be responsible for the launch and implementation of pilot training activities according to the strategic priorities of the cluster.

More specifically, the above-mentioned agencies will provide their support and expertise in mobilizing and coordinating institutional and human resources for the development of core capacities in the areas of prevention, preparedness and post-disaster recovery.

In other words the cluster will be engaged in encouraging the generation of linkages and synergies amongst relevant actors, in order to ensure that capacity building initiatives are in place for supporting both national and international actors.

The capacity-building initiatives will be planned and implemented in coordination with the other two IRP clusters, with a view to mutually reinforce and complement each other's function. For instance, the Knowledge Management cluster is expected to guarantee that a sound knowledge and information sharing system is established and operational, in order to support the implementation of distance learning modules, if existent, and the rapid and efficient dissemination of learning tools. Similarly, the Capacity Building Cluster would ensure the organization of capacity building activities to support the appropriate adoption at the field level of methodologies and tools produced by the Knowledge Management Cluster.

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<sup>5</sup> The **UN DMTP** is a learning platform addressing crises, emergencies and disasters for the UN Member States, the UN System and international and non-governmental organisations. The Programme, launched in 1990 by UNDP, has raised awareness of the need for a more effective crisis and disaster management to: reduce risks and vulnerabilities; reduce incidence and impact of crisis and disaster occurrences in programme countries; eliminate risks and vulnerability to such events; promote effective national and regional strategies in crisis and disaster prevention, preparedness, mitigation, response and recovery; encourage efficient co-ordination and collaboration at all phases of crisis and disaster management, between and among national and international partners.

<sup>6</sup> The **WB/GDLN** is a global partnership of learning centres (GDLN Affiliates: academic institutions, development agencies, government agencies, non-governmental organizations, amongst others) that use advanced information and communication technologies to connect people around the world working in development. Applying technologies and services developed in the area of "distance learning", GDLN Affiliates help organizations, teams, and individuals to communicate (especially at long distances) in a timely and cost-effective manner so that they can share knowledge and learn from each others' experiences, through coordination, consultation, and training events.

<sup>7</sup>The **ADPC** is a regional resource centre, established in 1986, working towards disaster reduction for safer communities and sustainable development in Asia and the Pacific. This non-profit organization is recognized as an important neutral focal point in Asia and the Pacific for promoting disaster awareness, mainstreaming Disaster Reduction in Development, building and strengthening capacity, facilitating partnerships and exchange of experiences and developing local capabilities to foster institutionalised disaster management and mitigation policies. ADPC programs demonstrate a wide diversity in application, address all types of disasters, and cover all aspects of the disaster management spectrum – from prevention and mitigation, through preparedness and response, to reconstruction and rehabilitation endeavours. ADPC's mission is to reduce the impact of disasters on communities and countries in Asia and the Pacific by: raising awareness and enhancing knowledge and skills; strengthening sustainable institutional mechanisms; facilitating exchange of information, experience and expertise.

As regards the International Labour Organization, the ILO Programme on Crisis Response and Reconstruction<sup>8</sup> and the Delnet Programme<sup>9</sup> - based in the International Training Centre of the ILO in Turin<sup>10</sup> (Italy) - will be in charge of the facilitation and coordination of the strategic planning and execution of the above-mentioned initiatives. They are expected to cooperate tightly and to provide each other with complementary core knowledge and know-how.

ILO is expected to coordinate together with other relevant agencies and ILO technical units in order to provide the ITC/ILO with the necessary technical cooperation contents and advice for the design and planning of training-activities programmes, curricula and knowledge management information tools. The ITC/ILO will convey the technical contents into training programmes, curricula and tools, under the modalities that its expertise in capacity building may consider opportune.

## **2. Strategic goals of the IRP Capacity Building and Training Cluster**

### **CAPACITY BUILDING FOR WHAT**

**This strategy document attempts to provide a general framework for action as regards the two-year-inception-phase (2006-2007) of the IRP capacity building cluster.**

The strategic goals of the capacity building cluster during the first biennium are:

1. Contributing to the enhancement of disaster risk management and post-disaster recovery, with a view to bridging the gap between relief and reconstruction and to ensuring the integration of risk reduction measures into recovery interventions
2. Supporting the increasing of disaster-prone-nations self reliance
3. Supporting the development of the IASC Cluster Working Group on Early Recovery

During the inception phase the IRP will launch pilot experiences in a number of selected disaster-prone countries (initially in the Central American Region) and will support the development of the IASC Cluster on Early Recovery.

<sup>8</sup> **ILO/CRISIS** was created within the Employment Sector of the ILO in 1999 (originally as InFocus Programme on Crisis Response and Reconstruction), in order to develop tools and provide technical support services for crisis-torn countries facing employment-related challenges. ILO has a comparative advantage and a critical role to play in promoting decent work in crisis situations, stemming from armed conflicts, natural disasters, abrupt financial and economic downturns or social/political transitions. The ILO/CRISIS seeks to promote socio-economic reintegration of crisis-affected groups and to strengthen ILO's capacity to respond in a timely, comprehensive and effective manner to different types of crisis situations. The main focus is on generating a quick impact in terms of employment creation with a view to laying the basis for a sustainable socio-economic recovery process and long-term job opportunities.

<sup>9</sup> The Delnet Programme was created by the ITC/ILO in 1998 with the aim of using information and communication technologies to provide local governments and socio-economic actors with access to training, information, technical advice and networking with a perspective of sustainable development. Nowadays Delnet is providing its I&CT-based services to more than 1,200 local governments and institutions in 72 countries. Delnet expertise, in the use of I&CT applied to training and knowledge management as well as in the networking with local authorities and socio-economic actors, can ensure a substantial contribution to the development and execution of the activities envisaged the IRP's second cluster. Particular emphasis will be given to guaranteeing the sustainability of the results thus attained.

<sup>10</sup> The Training Centre's mandate is to provide ILO with technical support for the development of knowledge tools, learning methodologies, Information & Communication Technologies (I&CT) tools applied to training and knowledge information management. To that end, it collaborates tightly with the constituents, the offices at headquarters and in the field and their partners. Sensitisation on key issues, capacity building, production and dissemination of training and information materials and guidelines are preconditions for the consolidation and the improvement of common approaches, for sharing information and brainstorming on topics of common interest. Therefore, considering its expertise and recognized experience, ITC/ILO's role is crucial in the support of coordination and implementation of the second cluster of IRP's strategy.

The strategy focuses on building and strengthening the capacities of those local, national, regional and international actors that are mainly involved in post-natural disaster recovery efforts.

### **3.1. Capacity building to enhance disaster risk management and post-disaster recovery**

Natural disaster (risk) management includes all measures and forms of actions aimed at ensuring that preventive, mitigation and preparedness measures are established and operational in order to reduce and/or limit the negative impact of natural hazards. It comprises actions such as hazard risk analysis; vulnerability and capacity assessment; information and knowledge management; establishment of early warning and early action systems; public awareness; land-use and urban planning, etc.

Disaster management involves many actors at different levels and with different functions within specific institutional frameworks, comprising the policy and legislative ones.

Disaster management measures should be planned and applied within the broader framework of mid- and long-term development strategies; this approach would guarantee the effective reduction of underlying vulnerabilities and the sustainability of the structures and measures put in place.

Considering that, the process of capacity building should be framed in such a way to impulse a structural shift within the disaster-prone societies, as well as within international actors supporting them, in terms of generating, improving and maintaining over time their capacity to cope with and better manage disaster risk.

In the technical field of disaster risk management, according to the definition provided by UN/ISDR, capacity building involves those *“efforts aimed to develop human skills or societal infrastructures within a community or organization needed to reduce the level of risk. In extended understanding, capacity building also includes development of institutional, financial, political and other resources, such as technology at different levels and sectors of the society”*.

Capacity building should involve the development of disaster-management capacities within the whole system, which comprises the local, national, regional and international levels. The adoption of such a systemic approach would ensure a coherent and comprehensive effort as well as the establishment of a broader enabling environment.

Finally, capacity building is expected to cover all aspects and phases of disaster management, including pre-disaster planning, prevention, mitigation, preparedness, post-disaster early recovery, recovery and reconstruction.

### 3.2. Capacity building to increase self reliance of disaster-prone nations

The great part of natural disasters' victims worldwide is in developing countries. At that regard, the UN Secretary General stated that "their extraordinary vulnerability is perhaps the single most important cause in disaster casualties"<sup>11</sup>.

According to the WB, disaster impact and damages, in terms of economic loss, are 20 times higher in developing countries than in industrialized ones.

Nations' vulnerabilities to natural disasters can be institutional, organizational and individual, involving the social, economic, environmental and technological levels. Vulnerability might be due to several factors such as poverty, lack of awareness, lack of widespread access to information and knowledge, lack of appropriate and sound legislative frameworks, as well as weak institutional capacities.

Being that so, there is a major need for increasing self reliance of disaster prone nations and enhancing the effectiveness of the international support.

Capacity building responds to that challenge. In a significant number of resolutions and programmes for action<sup>12</sup>, many references have been made to capacity building major role in relation to disaster risk reduction.

For example, the *Hyogo Framework for Action for 2005-2015* identifies capacity building as one of the priority areas requiring for a more effective and coherent worldwide commitment to disaster risk reduction in hazard-prone countries.

Within this framework, nations are recognized as primarily responsible for taking on and implementing the related efforts, with support from regional and international institutions, including the UN family.

Disaster-prone countries and communities need to be institutionally organized, adequately staffed and trained to set-up and operationalize effective disaster management strategies. These comprise all forms of activities and measures concerning disaster risk reduction – which encompasses prevention, mitigation and preparedness – as well as disaster response and recovery.

In particular, communities are the first to respond when a disaster occurs; hence they should be prepared to cope with disasters in a timely and effective manner. This involves being able to mobilize appropriate resources at the local and national levels and ensure a better coordination with key international actors.

Local and national governments should be enabled to design and apply institutional and regulatory frameworks that ensure a safer environment, reduce structural vulnerabilities and guide socio-economic-agents' behaviours towards risk reduction and disaster prevention.

Furthermore, specific measures need to be introduced in order to support socio-economic actors and to reduce their vulnerabilities. Individuals and socio-economic actors that are particularly vulnerable to disaster risk and impact need to be sensitised, informed and trained about natural hazards, causes and potential impact. By doing so, it will be possible to reduce/avoid risky behaviours and to put into force preventive measures while performing usual economic activities.

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<sup>11</sup> Kofi Annan, IDNDR Programme Forum 1999.

<sup>12</sup> Please refer to: the UN General Assembly Resolution 54/219; the Yokohama Strategy, adopted at the World Conference on Disaster Reduction (WCDR) held in May 2004; the Hyogo Framework for Action adopted at the WCDR held in January 2005

### 3.3. Capacity Building to support the development of the IASC Cluster Working Group on Early Recovery (CWGER)

National and local governments need to be supported by a system of human, institutional and technological resources operating at the local, national, regional and international levels. International agencies and other relevant institutions that are engaged in promoting risk reduction and those involved in relief and recovery efforts, need to strengthen their capacity in supporting and advising disaster-prone countries and areas in order to react rapidly and efficiently.

One of the three main goals of the IRP's overall strategy is therefore ensuring that an appropriate capacity-building strategy is in place in support to recovery operations. This requires strengthening the capacities of those actors that intervene in the recovery process, including international UN and Non-UN agencies.

In particular capacity development represents, one of the main responsibilities within the agenda of the IASC WGER. This is expected to *“facilitate the identification of critical training gaps, the development of corresponding training modules, the inclusion of these training modules in existing training facilities and the mobilisation of resources for training”*.

Most of all, there is the recognised need for more coordination amongst international actors and for the generation of synergies in the development and mobilization of resources and expertise. Coordination and synergies should frame permanent preparedness mechanisms to react promptly and systematically to crisis. Predictability of human-resources availability is therefore crucial.

#### CAPACITY BUILDING TO WHOM

**Training activities and related knowledge & information management tools will be developed along three main axes, addressing the following target groups:**

- 1) IRP member agencies' staff and early recovery/recovery experts, in order to develop common skills, to ensure information and knowledge sharing and to facilitate networking and coordination;
- 2) Trainers and professionals of relevant training institutions, in order to facilitate the development, dissemination and sharing of disaster-management know-how;
- 3) Local and National authorities, institutions and socio-economic actors, in order to facilitate their collaboration and coordination and to enable them to establish permanent prevention, preparedness and response mechanisms and frameworks.

### 3. Capacity-building gaps and vulnerabilities to be addressed

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The unprecedented natural catastrophes occurred over the last year in several regions of the world, call upon the international community for a systematic effort in addressing existing gaps in disaster risk reduction. Amongst these gaps, capacity building represents a major area of concern.

The first step to be undertaken in setting up a comprehensive capacity building strategy is the needs assessment and priority targets definition.

The main gaps and vulnerabilities identified as priority areas to be addressed within the framework of IRP draw on the lessons learnt, findings and conclusions provided by the following documents:

- The World Bank publication “Natural Disaster Hotspots: A Global Risk Analysis<sup>13</sup>”;
- The report<sup>14</sup> of the Inter-Agency Standing Committee (IASC) Cluster Working Group on Reintegration and Recovery, afterwards renamed as Cluster Working Group on Early Recovery;
- The report of the UN Secretary-General on “Strengthening emergency relief, rehabilitation, reconstruction, recovery and prevention in the aftermath of the Indian Ocean tsunami disaster<sup>15</sup>”;
- DAC/GOVNET paper on “Rising to the Challenge of Capacity Development: Learning Lessons and Moving Forward”<sup>16</sup>.

Strategic priorities set accordingly are:

1. Developing capacities in high-risk geographic areas
2. Addressing capacity gaps and vulnerabilities affecting early recovery and recovery operations

### 3.1. Prioritising high-risk geographic areas

**The World Bank**, in collaboration with the Centre for Hazards and Risk Research (CHRR) at **Columbia University**, has published the report “**Natural Disaster Hotspots: A Global Risk Analysis**”.

The study presents an overview of major natural hazards – drought, floods, cyclones, earthquakes, volcanoes and landslides - and attempts to assess the related risk and potential impact in terms of mortality and economic losses. It therefore identifies high-risk geographic regions (specific countries, regions and areas across countries) with a view of better informing the design of development efforts and contributing to the reduction of disaster-related losses in the future.

The main finding is the identification of areas that are relatively higher single or multiple hazard risk. In other words, the study identifies those areas that are at higher risk of disaster-related damages with respect to others.

The outcome is a clearly defined list of countries where the majority of large scale natural disasters will occur over the next ten years and where the UN will be called to intervene to support the recovery.

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<sup>13</sup> The International Bank for Reconstruction and Development/The World Bank and Columbia University (2005). *Natural Disaster Hotspots: A Global Risk Analysis*. Washington: The World Bank, Hazard Management Unit, 2005.

<sup>14</sup> Document released on 22<sup>nd</sup> August 2005 and submitted to the IASC *ad hoc* Principals Meeting on Strengthening Humanitarian Response held in New York on 12 September 2005.

<sup>15</sup> Sixtieth Session of the United Nations General Assembly, 21 June 2005. Report A/60/86 -- E/2005/77.

<sup>16</sup> Draft version of 11 August 2005 for the Network on Governance of the Development Assistance Committee. Paper DCD/DAC/GOVNET(2005)5.

The following selected maps summarize the main results of this research (for the list of countries exposed to multiple hazards, see [Annex I](#)):

- [Countries Most Exposed to Multiple Hazards](#)
- [Global Distribution of Highest Risk Disaster Hotspots by Hazard Type – Mortality Risks](#)
- [Global Distribution of Highest Risk Disaster Hotspots by Hazard Type – Total Economic Loss Risks](#)
- [Global Distribution of Highest Risk Disaster Hotspots by Hazard Type – Economic Loss Risks as a Proportion of GDP per Unit Area](#)
- [Global Distribution of Drought Risk – Mortality](#)
- [Global Distribution of Drought Risk – Total Economic Loss](#)

As the authors of the study remark, “Such information can inform a range of disaster prevention and preparedness measures, including prioritisation of resources, targeting of more localized and detailed risk assessments, implementation of risk-based disaster management and emergency response strategies, and development of long-term land-use plans and multi-hazard risk management strategies”.

The IRP capacity building strategy should take into account this evidence and, according to that, prioritise those areas that are identified as the most exposed to large scale multiple hazards over the next decade.

During the first year of IRP activities (2006), the IRP capacity building cluster will focus its activities on the Central American Sub Region that alone includes 6 out of the 15 countries (see Annex 1).

Nevertheless, contingencies and specific crisis situations might require a revision of the priorities in order to include further target countries.

### 3.2. Building early recovery and recovery capacities

The report of the **IASC Working Group on Reintegration and Recovery**<sup>17</sup> and the above-mentioned **UN Secretary-General Report** identify the lessons learned from past and ongoing humanitarian response and recovery effort in the disaster-affected countries and regions.

Additionally they address several key issues that are particularly relevant to disaster response and recovery, highlighting main future challenges for local, national and international actors.

The IASC WGER report defines early recovery as the process that “*aims at stabilising during a critical period of time the situation from economic, governance, security and social view point, and at laying the basic foundation of a transformation process which integrates risk reduction at the very early stages of the response to a specific crisis and that supports national<sup>18</sup> capacity development efforts to that effect*”.

Being that so, **the IRP capacity building and training cluster of activities offers an important opportunity to introduce concrete measures for the reduction of risks and vulnerabilities**, which represent the root causes of major crisis. As already mentioned, the overall capacity-building strategy aims at ensuring that recovery is linked to all forms of risk reduction and management.

This strategy has therefore been designed on the basis of the capacity gaps and vulnerabilities emerging from the analysis provided by the IASC-WGER and the UNSG reports.

This exercise led to the adoption of a **two-fold-approach**, oriented on one side to address key **specific gaps identified in the recovery process** and, on the other side, to support specific **group of actors**.

#### 3.2.1. Addressing specific gaps of the recovery process

As regards the main **thematic areas** where capacity building can play an important role, they can be outlined as follows:

- **National and local ownership and leadership.** It is widely recognized that when the disaster affects strong national governments with well-developed national institutions and functioning legal frameworks, relief efforts are always more successful and can set a solid ground for recovery. Besides national governments, local authorities and actors are essential to ensure a successful response coordination: affected populations need, therefore, to understand how the recovery and reconstruction process will succeed and which role they will have to play in it. However their institutional structures often lack of necessary resources and capacities to perform such coordination tasks; in addition to that, affected populations are often considered as passive victims to be assisted, and not as key resources within the recovery process. Hence, in order to enhance ownership and participation at the local and national level in the

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<sup>17</sup> The IASC Working Group on Reintegration and Recovery has been afterwards reshaped as Working Group on Early Recovery.

<sup>18</sup> National capacity is here understood as encompassing national institutions, civil society organizations and community-based organizations.

design and execution of recovery programmes, it is necessary (1) to strengthen local and national-institutions capacities; (2) to strengthen civil society at the local and national level, in a way that it can provide active support to planning and implementation of activities.

- **Immediate response capacity.** Significant capacity gaps impede both national and international actors to respond promptly to a crisis. Such gaps involve the all phases defining the response process: mobilization and deployment of resources; crisis analysis, impact and needs assessment; knowledge and information production and dissemination; strategic programming; and operations implementation. In particular priority gaps can be summarized as follows: lack of predictable human, financial and physical resources to be immediately deployed; absence of a common knowledge and information management system to share policy/operational tools and relevant information; lack of common analysis and assessment tools and methodologies; lack of a common framework for strategic planning, able to consolidate in a coherent and comprehensive manner the different agencies' inputs; and need for contingency plans already in place, defining roles, responsibilities and mechanisms of immediate intervention.
- **Coordination amongst actors.** Coordination in relation to recovery efforts is a critical issue, in order to ensure that relief and recovery plans match the existing needs and that the different actors (national and international) have the capacity to intervene appropriately. Coordination is needed amongst all the actors involved: between local, national and international institutions; between governmental and civil society organizations and, last but not least, between civilians and military forces. With respect to international agencies, coordination is affected also by the lack of leadership and of clear division of labour and responsibilities amongst agencies, as well as between HQ and field levels. At the local level, in many cases there is lack of adequately trained staff able to perform leadership and coordination functions required to begin recovery activities from the outset and be explicitly highlighted as part of the initial funding appeal. Coordination is finally directly related to information management, which means that the communication channels are not always well organized and used. (1) to provide support for a greater collaboration and coordination amongst local/national task forces and their international counterparts; (2) to establish pre-disaster preparedness plans distributing roles and responsibilities amongst international actors and local and national institutions.
- **Resource mobilization, transparency and accountability.** Financial contributions can represent a critical issue both in case they are not sufficient and when they far exceed the capacity of many organizations to spend them in the response phase. In the Indian Ocean tsunami, Pricewaterhouse Coopers and the UN set up a work force to assist the UN both with its immediate accounting and tracking of contributions raised and also in expanding its financial tracking systems for emergency appeals to fit the requirements of the new funding environment.

A crucial gap in terms of resource mobilization regards coordination amongst international donors, national counterparts and the local level, in order to avoid replication of activities and waste of funds. The increasing magnitude of

disasters and the consequent scope of the response and recovery efforts imply the necessity to improve public and private financial tracking system must be improved. At the same time, international organizations and governments should work together to strengthen accountability mechanisms in recovery and reconstruction phases.

### 3.2.2. Building vulnerable groups' capacities in disaster-prone areas

Disasters do not affect all individuals and socio-economic actors with the same intensity and in the same way. Some groups of individuals and actors are more exposed to the risk and to the potential impact of a natural disaster, because of their structural vulnerabilities and behaviours. Nevertheless, it should be taken into account that the behaviours adopted by these actors can produce either a positive or a further adverse effect on the magnitude of hazard exposure and on the potential impact of a disaster.

Being that so, it is crucial to develop and establish effective measures to prevent and reduce disaster risks. Prevention contributes to decrease the potential costs due to disaster occurrence, in terms of social assistance to be provided to the affected population, reconstruction of infrastructures, rehabilitation of destroyed economic activities and services, etc. Money allocated in establishing prevention measures, represents an investment that will pay back in the future, and not a dead loss.

There are several main categories of vulnerabilities, associated to respective different groups of socio-economic actors. Their identification and further analysis, allow designing an appropriate and effective strategy to overcome gaps, to reduce and prevent risk and to improve disaster management throughout all its phases. **Four main categories of actors are prioritised:**

- **Socio-economic vulnerable groups.** This heterogeneous category includes those socio-economic actors that do not have access to safety nets and/or to coping mechanisms. Clear examples are represented by the workers employed in the informal sector and/or the most vulnerable social groups, as women, young people, disables, etc.
- **Economic actors particularly exposed to disaster risk,** because they work or develop their activities in disaster prone areas. These groups not only are not able to protect themselves at the personal level but, additionally, they face significant difficulties in protecting their economic activities from risks and disasters that may occur. At this regard, besides the potential lost of income sources, it should be taken into account also the additional social negative impact in terms of job loss.
- **Economic actors developing economic activities that potentially increase and/or provoke disaster risks.** Due to the lack of information or awareness, for instance about environmental issues, sometimes the economic actors develop activities that can increase the risk of natural disasters (i.e. wood industry and deforestation can dramatically increase the risk of flooding).
- **Local authorities** on the other hand, play a crucial role in ensuring a risk-preventive environment and adequate preparedness and disaster-response mechanisms. Namely, due to the fact that they are the closest authorities to citizens, they ensure or should ensure crucial functions such as:

- Establishing regulatory frameworks;
- Inspection and enforcement;
- Information and sensitisation activities in order to orient individuals' and economic-actors' behaviours towards an increased social responsibility and conscious disaster prevention
- "First line of defence" in response to possible disasters.

Hence, their capacities need to be built-up or strengthened to guarantee that they can carry out the above-mentioned responsibilities.

The common aspect shared by these groups is the lack, or the insufficiency, of knowledge and of information on hazard prevention and reduction that underlies their behaviours. It is therefore evident that these gaps can be addressed by providing the mentioned agents with the adequate training and information that they may need to improve their capacities and skills, both in terms of knowledge and in terms of management. As a consequence they will be able to avoid risky behaviours and to better protect themselves from the hazard and the potential adverse consequences of natural disasters.

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## 4. Guidelines for action

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### 3.1. Development objective

To contribute to the development and strengthening of local, national and international capacities in reducing disaster risk in hazard-prone countries. In particular the aim is to ensure that disaster risk reduction is concretely integrated into post-disaster recovery operations.

### 3.2. Specific objective

To provide communities, local and national governments with:

- The required knowledge and the capacity to put into force preventive, preparedness and response mechanisms;
- The permanent support of a global network of highly qualified expertise on prevention and recovery.

### 3.3. Target groups

The capacity building efforts will be focused on four axes of training activities and knowledge & information management, addressing the needs and gaps previously mentioned. The capacity building activities will address the following target groups:

- **IRP's agencies' staff and recovery experts.** This component is expected to generate a *core team of post-disaster recovery experts*, deployable at very short notice in disaster-prone countries. Their task will consist of supporting local and national governments as well as the UNCT in the design and implementation of recovery programmes. In particular, they will ensure that disaster-risk reduction measures, including prevention and mitigation, are fully and systematically integrated into recovery operations. ILO will provide technical contents and existing tools; the ITC/ILO will establish a methodology and will collaborate in the design of training curricula and in the adaptation of training and information tools and materials; the UN DMTP will provide contents and decentralized capacity; finally, the WB's GDLN would provide I&CT infrastructures and will work together with ITC/ILO in designing distance learning methodologies suitable to the targeted areas. It is expected to count on the support of the United Nations System Staff College in terms of logistic and organizational arrangements.
- **Trainers and professionals of targeted training centres.** This component will involve training and disaster-management related institutions. The aim of this component is twofold: on the one hand to generate a group of trainers; on the other hand to develop materials and training elements to be incorporated in the curricula of the vocational training centres with the aim of increasing the awareness on risk prevention concerns. The ITC/ILO would activate vocational training networks, by involving the UN DMTP, which would provide networks of institutional contacts, and the WB's GDLN, which

would provide their experience in setting-up adequate IT infrastructures and will work together with ITC/ILO in designing distance-learning methodologies.

- **National authorities and institutions.** This component will involve national governments as well as other national institutions, such the Agencies for Civil Defence/Protection. The aim is to train them in prevention and post-disaster recovery concepts and skills, and most of all to help them in achieving a better coordination with regional and local authorities.
- **Local authorities and socio-economic actors.** This component will involve local governments as well as other local institutions and socio-economic actors from public and private sectors. *Particular emphasis should be given to strengthen the capacities of local authorities, as they are the most directly involved in case of disaster.* The aim is to train them in prevention and post-disaster recovery concepts and skills, adapting curricula and tools to the local needs and contexts. The aforementioned institutions will be endowed with the necessary skills and know-how for establishing appropriate prevention measures, for developing and increasing their crisis preparedness, for planning post-crisis operations and for mobilizing the appropriate resources for an effective and prompt disaster management.

The establishment of a scholarship fund is envisaged in order to facilitate the participation of selected and qualified experts and officials in high-level training activities, study tours, working experiences and exchanges.

### 3.4. Capacity building and training areas

According to the gaps analysis presented in section 4(ii), a number of priority capacity building and training areas have been identified, covering the main phases of the recovery process:

- **Mobilization and deployment of human resources (international, regional and national).** The gap in terms of qualified and rapidly deployable recovery experts, can be addressed by developing a global interagency stand-by capacity, prepared to intervene in support to the UNCT and the national authorities when a disaster strikes. This network of experts would cover key technical fields (disaster risk analysis, social services, livelihoods and employment promotion shelter/housing, property and land issues, etc.) to ensure a comprehensive approach and the appropriate selection of expertise on the basis of case-by-case priorities. It should involve the development of regional and national capacities, particularly in disaster-prone regions. They would be trained and briefed in order to be immediately mobilized/fielded with the task of better factoring and integrating the different technical dimensions of post-disaster recovery into the strategic and operational planning.
- **Joint impact/needs assessment and risk analysis.** Training courses on how to perform PDNA exercises by adopting PDNA methodologies (to be developed within the framework of IRP) should address both international-agencies' officers of involved in field operations, and national/local disaster management experts. The objective is to train recovery experts and national counterparts to be able to select, collect, analyze and compile information, by adopting common standards and methodologies on a multisectoral basis.

- **Strategic planning.** Recovery programmes should be designed in such a way that disaster risk reduction is factored into recovery operations. The actors involved in this phase should therefore be trained in order to be able to coordinate their efforts and identify new avenues and operational approaches to ensure that recovery will set up a less vulnerable environment. Existing recovery programmes run by different UN agencies will be used and rearranged on the basis of a multi-sector needs assessment.
- **Development of policies and strategies.** The main gaps to be addressed regard areas such as government ownership and leadership, intersection between humanitarian and development spheres, system policy and strategy consolidation, legal frameworks enforcement.
- **Information and knowledge management.** Information is a key element in order to increase synergy and improve coordination at all levels and to avoid duplication of efforts and initiatives. Training on information management should cover from the preparatory phase (mapping and tacking stock of the situation in target areas) to the dissemination of best practices.
- **Public information and awareness rising.** Relief and recovery efforts are always more successful when citizens and civil society engagement is strong.
- **Resource mobilisation and management.** To overcome the absence of appropriate resource mobilization mechanisms specific training is needed on both innovative fund raising tools and flexible financial tracking system development.

Concrete examples of actions planned for each area, on the basis of the gaps previously identified, can be found in [Annex II](#).

### 3.5. Expected outputs

- Existing training curricula, manuals and modules for prevention, preparedness and disaster response adapted to the objectives of the capacity building cluster. Training tools and methodologies produced where absent. They target: IRP's agencies' staff and prevention/recovery experts; trainers and professionals of targeted training centres; local and national authorities and institutions.
- An I&CT-based system developed and operational. This is aimed at facilitating knowledge sharing, permanent updating, distance learning activities, and exchange of training materials and best practices.
- Key human resources, at the local, national and international levels, trained in prevention and post-disaster recovery concepts and skills.
- Global network of selected recovery experts available to be fielded at very short notice in disaster-prone countries with the task of supporting local and national governments in the design and implementation of prevention/recovery activities.
- Network of local authorities and regional network of national institutions established and operational to ensure know-how and resources sharing.

The appropriate and systematic production of these outputs will require the continuous interaction with the other two IRP clusters.

## 5. Preliminary work

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The design and the implementation of an effective strategy of capacity building require the inventory and mapping of relevant available resources in terms of: (i) international, regional and national training centres specialized in disaster management; (ii) training packages; (iii) knowledge tools. Hence, these resources need to be analysed and their potential must be fully exploited through appropriate activities.

ILO/CRISIS and Delnet have been working on a preliminary map of existent resources as regards capacity building for disaster management and related issues.

The resource map will represent an operational tool, useful for the initial assessment of gaps and strengths related to the available resources, as well as during the design of the capacity building strategy to be coordinated by the ILO and the ITC/ILO. Additionally, such inventory will ensure a basis of institutional contacts of relevant training centres to be involved as potential co-implementers of the training activities together with ITC/ILO.

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## 6. Monitoring and evaluation

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A detailed monitoring and evaluation system will be designed during the initial stage of the implementation of the activities; it will be principally aimed at:

- Monitoring and evaluating the implementation of the work-plans.
- Providing a periodical revision of the quality of the curricula, material and tools produced.
- Monitoring the effectiveness of the operational networks established.
- Starting to evaluate the impact of the interventions at an appropriate stage of the implementation process.

All the partner institutions will participate in the monitoring and evaluation process as well as, in key moments, external evaluators.

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# Annexes

## ANNEX I

### *Countries Most Exposed to Multiple Hazards*

#### *Three or more hazards (top 15 based on land area)*

Country	Percent of Total Area Exposed	Percent of Population Exposed	Max. Number of Hazards	Country	Percent of Total Area Exposed	Percent of Population Exposed	Max. Number of Hazards
Taiwan	73.1%	73.1%	4	Viet Nam	8.2%	5.1%	3
Costa Rica	36.8%	41.1%	4	Solomon Islands	7.0%	4.9%	3
Vanuatu	28.8%	20.5%	3	Nepal	5.3%	2.6%	3
Philippines	22.3%	36.4%	5	El Salvador	5.1%	5.2%	3
Guatemala	21.3%	40.8%	5	Tajikistan	5.0%	1.0%	3
Ecuador	13.9%	23.9%	5	Panama	4.4%	2.9%	3
Chile	12.9%	54.0%	4	Nicaragua	3.0%	22.2%	3
Japan	10.5%	15.3%	4				

#### *Two or more hazards (top 60 based on land area)*

Country	Percent of Total Area Exposed	Percent of Population Exposed	Max. Number of Hazards	Country	Percent of Total Area Exposed	Percent of Population Exposed	Max. Number of Hazards
Saint Kitts and Nevis	100.0%	100.0%	2	Kenya	16.9%	8.8%	2
Macau	100.0%	100.0%	2	Mexico	16.5%	9.6%	4
Antigua and Barbuda	100.0%	100.0%	2	Korea, Dem. People's Rep.	16.4%	13.5%	3
Hong Kong SAR (China)	100.0%	100.0%	2	Lao People's Dem. Rep.	15.2%	12.6%	3
Taiwan	99.1%	98.9%	4	Turkey	15.1%	11.3%	3
Vanuatu	80.8%	75.6%	3	Panama	15.0%	12.6%	3
Costa Rica	80.4%	69.2%	4	Swaziland	14.3%	14.2%	2
Philippines	62.2%	73.8%	5	Nicaragua	12.4%	49.8%	3
Nepal	60.5%	51.6%	3	Afghanistan	11.1%	29.5%	3
Guatemala	56.6%	83.4%	5	Myanmar	10.7%	10.4%	4
Korea, Republic of	53.0%	53.6%	2	India	10.5%	10.9%	4
Ecuador	47.6%	74.6%	5	Lesotho	10.3%	3.7%	2
Réunion	45.7%	45.7%	2	Iceland	9.4%	4.8%	2
Viet Nam	45.1%	38.7%	3	Colombia	8.9%	7.5%	3
Somalia	43.1%	53.8%	2	China	8.4%	15.7%	3
South Africa	43.1	46.9	2	Kyrgyzstan	8.3%	5.8%	2
Japan	38.1%	48.4%	4	Dominica	8.1%	6.2%	2
Cayman Islands	36.8%	45.6%	2	Peru	7.4%	26.3%	3
Bangladesh	35.6%	32.9%	4	Iraq	7.3%	9.6%	3
El Salvador	32.4%	39.7%	3	Cuba	6.6%	4.3%	2
Cambodia	27.9%	4.4%	3	Papua New Guinea	5.9%	6.4%	3
Chile	26.2%	62.6%	4	Jamaica	5.7%	7.2%	2
Thailand	25.2%	17.7%	2	Pakistan	5.6%	18.2%	2
Fiji	23.2%	29.0%	2	Indonesia	4.5%	14.1%	3
Tajikistan	23.2%	9.5%	3	New Zealand	4.3%	1.7%	3
Solomon Islands	22.8%	16.6%	3	United Arab Emirates	4.1%	6.8%	2
Madagascar	20.2%	9.9%	2	Armenia	3.1%	1.5%	3
Bhutan	20.1%	29.2%	4	Mongolia	2.8%	0.7%	2
Georgia	17.4%	5.9%	3	Nigeria	2.7%	6.7%	2
Iran, Islamic Republic of	17.1%	22.2%	4	United States	2.6%	11.2%	4

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To consult all tables and maps released at the press conference for the *Natural Disaster Hotspots – A Global Risk Analysis* report on 29 March 2005, Columbia University, please refer to: <http://www.ldeo.columbia.edu/chrr/research/hotspots/maps.html>

## ANNEX II

### Capacity Building and Training Matrix – Example of activities to be run, according to the identified thematic areas and target groups

		↓ TARGET GROUPS ↓			
THEMATIC AREA ↓	TRAINING ACTIVITIES ↓	International actors' and agencies' staff (UN RC, IRP's agencies' staff and prevention / recovery experts, donors)	Trainers and professionals of targeted training centres	National authorities and institutions	Local authorities and socio-economic actors
<b>1. Development of policies and strategies on early-recovery</b>	Technical information through ISDR on the nature of the risks and the probability of a catastrophic event in any given country (preparedness plans)	<ul style="list-style-type: none"> <li>▪ UN Resident Coordinator system</li> <li>▪ UN Country Team system</li> </ul>		<ul style="list-style-type: none"> <li>▪ National officers</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local officers</li> </ul>
	Training on: international standards of humanitarian and recovery response; national legislation and legal framework; turning law into action (in terms of prevention); what to do when disaster occurs		<ul style="list-style-type: none"> <li>▪ Public Administration Schools</li> </ul>	<ul style="list-style-type: none"> <li>▪ National officers</li> <li>▪ Civil protection branch</li> <li>▪ Police and Army</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local authorities</li> <li>▪ NGOs</li> </ul>
<b>2. Coordination and support for early recovery</b>	Support to network and platform development within a specific country or region to facilitate effort coordination in prevention and recovery actions	<ul style="list-style-type: none"> <li>▪ UN Resident Coordinator</li> <li>▪ National Disaster reduction Advisors recruited by UNDP and other agencies</li> </ul>	<ul style="list-style-type: none"> <li>▪ Regional and National Disaster Management Training Centres</li> </ul>	<ul style="list-style-type: none"> <li>▪ National officers</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local administration</li> <li>▪ NGOs</li> </ul>

		↓ TARGET GROUPS ↓			
THEMATIC AREA ↓	TRAINING ACTIVITIES ↓	International actors' and agencies' staff (UN RC, IRP's agencies' staff and prevention / recovery experts, donors)	Trainers and professionals of targeted training centres	National authorities and institutions	Local authorities and socio-economic actors
	Support and training on the set up of a framework and other mechanisms for donors in order to coordinate resources and funds management	<ul style="list-style-type: none"> <li>▪ International donors</li> </ul>		<ul style="list-style-type: none"> <li>▪ National cooperation officers (at the Ministry of Foreign Affairs)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local Gov</li> </ul>
	Training on how to best coordinate the management of recovery operations, at the local level and with the international community	<ul style="list-style-type: none"> <li>▪ UN Country Team system</li> </ul>			<ul style="list-style-type: none"> <li>▪ Local Gov</li> <li>▪ Civil and military responsible persons</li> </ul>
<b>3. Information management</b>	Training on how to use the GIS representation for mapping risk areas and how to manage information (UNOSAT and OCHA tools)	<ul style="list-style-type: none"> <li>▪ UN Resident Coordinator system</li> <li>▪ UN Country Team system</li> </ul>		<ul style="list-style-type: none"> <li>▪ National Disaster reduction Advisors recruited by UNDP</li> </ul>	<ul style="list-style-type: none"> <li>▪ Civil Protection</li> <li>▪ Police and Army</li> <li>▪ Local NGOs</li> </ul>
	Training and support for the elaboration of <u>Municipal District Profiles</u> in order to dispose of an important guide for the programming of the recovery action				<ul style="list-style-type: none"> <li>▪ Local Gov</li> </ul>

		↓ TARGET GROUPS ↓			
THEMATIC AREA ↓	TRAINING ACTIVITIES ↓	International actors' and agencies' staff (UN RC, IRP's agencies' staff and prevention / recovery experts, donors)	Trainers and professionals of targeted training centres	National authorities and institutions	Local authorities and socio-economic actors
4. Mobilization and deployment of human resources		▪	▪	<ul style="list-style-type: none"> <li>▪ National government officers</li> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local administration</li> <li>▪ Local civil protection branch</li> <li>▪ Police and Army</li> <li>▪ NGOs</li> </ul>
	Training for early Recovery Specialists and Consultants, addressing the different aspects of the post-disaster recovery (post-disaster assessment, strategy formulation, programme development, national and local level coordination)	<ul style="list-style-type: none"> <li>▪ Individual agencies</li> <li>▪ the UN Resident Coordinator system</li> <li>▪ the UN Country Team system</li> <li>▪ Regional institutions</li> </ul>	ICT and MIS Training Centre	<ul style="list-style-type: none"> <li>▪ National government officers</li> <li>▪ Civil protection branch</li> <li>▪ Police and Army</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local administration</li> </ul>
		▪		▪	▪

		↓ TARGET GROUPS ↓			
THEMATIC AREA ↓	TRAINING ACTIVITIES ↓	International actors' and agencies' staff (UN RC, IRP's agencies' staff and prevention / recovery experts, donors)	Trainers and professionals of targeted training centres	National authorities and institutions	Local authorities and socio-economic actors
<b>5. Strategic planning</b>	Training on how to revise, adapt and reorient specific agencies programming frameworks to address recovery needs and processes. The training will be organized on the contribution of IRP specific agencies: <ul style="list-style-type: none"> <li>- FAO, agricultural livelihoods</li> <li>- ILO, employment and other income generating activities</li> <li>- UNDP, governance and disaster risk management</li> <li>- UNEP, environment</li> <li>- UNFPA, gender focus</li> <li>- HABITAT, shelter</li> <li>- UNICEF, education, child protection, water and sanitation</li> <li>- WHO, health</li> </ul>	<ul style="list-style-type: none"> <li>▪ Individual agencies</li> <li>▪ the UN Resident Coordinator system</li> <li>▪ the UN Country Team system</li> </ul>	<ul style="list-style-type: none"> <li>▪ Regional and National Disaster Management Training Centres</li> </ul>		
				<ul style="list-style-type: none"> <li>▪ National authorities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local authorities</li> </ul>
				<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>

		↓ TARGET GROUPS ↓			
THEMATIC AREA ↓	TRAINING ACTIVITIES ↓	International actors' and agencies' staff (UN RC, IRP's agencies' staff and prevention / recovery experts, donors)	Trainers and professionals of targeted training centres	National authorities and institutions	Local authorities and socio-economic actors
<b>6. Public information and awareness rising</b>	Training on how to create a permanent information system directed to the population in general and in particular the inhabitants of the areas at risk, based on multiple media and information technologies, adapted to the local contexts	<ul style="list-style-type: none"> <li>▪ the UN Resident Coordinator system</li> <li>▪ the UN Country Team system</li> </ul>		<ul style="list-style-type: none"> <li>▪ National Disaster reduction Advisors recruited by UNDP</li> <li>▪ National officers</li> <li>▪ Civil protection branch</li> </ul>	<ul style="list-style-type: none"> <li>▪ Local officers</li> <li>▪ NGOs</li> <li>▪ Policy and Army</li> </ul>
<b>8. Joint impact/needs assessment and risk analysis</b>	Training on how to perform PDNA exercises by adopting PDNA methodologies and tools <ul style="list-style-type: none"> <li>▪ how to gather and analyze data for the needs assessment ,</li> <li>▪ how to use needs assessments for sector-based programming and for resources mobilisation)</li> </ul>	<ul style="list-style-type: none"> <li>▪ IRP agencies</li> </ul>		National authorities	Local authorities
<b>9. Resource mobilisation and management</b>	Training on resource mobilisation mechanisms, and new approaches with emphasis on "Recovery Appeals" and to important sectors such as "employment" and "governance"				