



TACTIC

TOOLS, METHODS AND TRAINING FOR COMMUNITIES
AND SOCIETY TO BETTER PREPARE FOR A CRISIS

TACTIC Krakow Expert Workshop Minutes: Summary and Next Steps

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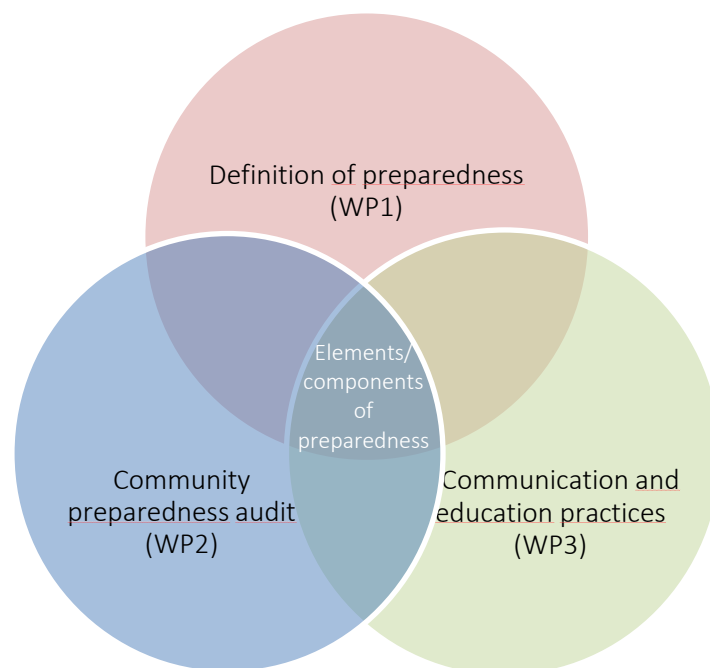
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1. Summary and lessons learnt

1.1. Aims of the workshop

The aim of the **TACTIC** (tools, methods and training for communities and society to better prepare for crisis) project is to provide communities with demand-oriented methods and tools for communication and education that can help to improve community preparedness to large scale and cross border hazards. In order to do this **TACTIC** will develop an audit that organisations and the general public can use to assess their community's preparedness. The results of this audit will be used to provide context-specific recommendations of practices in communication and education that could be employed to help improve preparedness. In order to develop this audit **TACTIC** has three work packages, WP1, 2 and 3 (see Figure 1) which aim to combine both theory and practice. To make sure that the questions **TACTIC** asks in the audit reflect **TACTIC's** definition of preparedness and link to the good practices, **TACTIC** has developed a first suggestion of elements/components of preparedness (e.g., knowledge, motivation, networks, responsibility, and resources). These elements/components will provide the backbone of the work carried out in the project, and it is important to make sure that they are plausible in theory and in practice.

Figure 1: linking the work packages through elements/ components of preparedness



Therefore, the aim of the **Krakow Expert Workshop**, October, 13-14 2014, was to discuss the components of preparedness, develop an agreed upon understanding of what they are, discuss whether they can be used to structure the audit, as well as whether they can be used to categorise the examples of good practices in communication and education for preparedness.

1.2. Lessons learnt

The following section provides a summary of the workshop discussions and outlines how the results of these discussions will be used to inform the next steps of the **TACTIC** project.

1.2.1. Session 1: Defining community preparedness

In the first session, we discussed the components of preparedness. As a starting point TACTIC appropriated the UNISDR's definition of preparedness. This definition understands preparedness as the knowledge and capacities developed by different actors (e.g. governments, emergency management agencies and residents) to "effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions" (2009). Based on this understanding of preparedness, TACTIC has developed a suggestion of five components of preparedness that could be used to describe the concept of preparedness. The use of these components was seen to be a helpful way of breaking the concept of preparedness into assessable pieces. That could be used to structure the preparedness audit as well as the good practices.

Therefore, the aim was to agree upon the components that constitute preparedness, discuss the suggested definitions, and discuss the links between each of the components. As a result of this discussion, we agreed upon and further developed the definitions, including the interrelations between the components of preparedness. The improved definitions are as follows:

Knowledge includes knowledge about the hazard as well as about actions which can be taken to prevent, respond to and mitigate its potential consequences. Knowledge is communicated through information. This distinction is important. Information is based on knowledge but whether information is received as intended will depend on the existing knowledge of the audience. In a nutshell: while information is a difference that makes a difference, knowledge refers to understanding and interpreting this difference. Information/Knowledge can be communicated in different forms (e.g. scientific, cultural and lay) and through different degrees of formality (e.g. formalised information includes information about organisational procedures, printed information material, etc. and informal information includes first-hand experiences, etc.). Knowledge is an overarching component of preparedness. It comprises of knowledge about existing responsibilities, networks, and resources. Different actors in disaster risk management require different amounts and types of information. Knowledge can, but does not always increase motivation. For example, having knowledge or access to information does not mean that people will act. To increase motivation to act, information needs to be effectively communicated (e.g. based on the needs of the audience) and trusted. In addition, responsibilities for preparedness need to be clear, people need to be motivated and have access to resources such as skills and funding. Knowledge can also be transmitted through networks and used to create new networks as well as strengthen existing networks. Importantly, knowledge is a site of potential conflict (e.g. there is likely to be more than one right answer to a given problem). Therefore, critical thinking should be encouraged.

Motivation is seen to be an important component of preparedness. Motivation relates to the general willingness to take notice of and address hazard-related risks. Without motivation preparedness actions are unlikely to take place or be sustained. Motivation is influenced by knowledge and information (e.g. awareness of the hazard as well as knowledge of how to act), responsibility and ownership. Hazard-related motivations can be established or enhanced through emotions (e.g. linked fear, anxiety as well as to previous disaster experience), incentives (e.g. funding opportunities), interests (e.g. assets located in areas of risk), trust (e.g. in authorities or other members of community), and belief in self-efficacy. Individual motivation can be constrained by existing resources, such as the existence of skills and sources of funding as well as cultural norms (e.g. cultural narratives, ideologies, etc.).

Networks relate to the possession and exploitation of social capital, for example distributing resources both financial and human (e.g. knowledge and skills). Networks encourage a collective effort which is believed to encourage effective and sustainable preparedness actions. Furthermore, they are used in interactions among and between communities and organisations. Therefore, networks are transmitters of all the other components (e.g. knowledge, motivation, resources, and responsibility). It is also linked to trust. Yet, networks should not be romanticised, as they not only contribute to internal cohesion but may also lead to fragmentation.

Resources include both financial resources (e.g. finances, land, physical material, buildings, etc.) as well as human resources (e.g. number of personnel and skills). Resources describe the means to be able to know, be motivated, establish networks, and to be able to act. There is a strong link between resources and the responsibility component as financial and human resources are often related to issues of distribution, transparency and perceived justice/injustice. The availability, development and use of resources is linked to values, culture norms and motivation (e.g. if motivation to act is lacking then resources are unlikely to be activated).

Responsibility relates to the distribution of responsibilities between public/individual and private actors as well as the opportunity to participate in decision- and policy-making processes. Across Europe there is a highly diversified governance landscape of risk management (e.g., strong vs. weak, paternalist vs. non-paternalist, participatory vs. top-down approaches). It also includes how responsibility for preparedness actions is perceived by different actors (e.g. organisations and the general public).

Based on the above definitions we can see how complex the relationships between the components of preparedness are. But what does this mean for the definition of preparedness? We can also conclude that knowledge and motivation are of great importance in terms of improving preparedness. The aim of improving preparedness could be argued to be to increase the motivation of actors to take actions to prepare themselves and their community for a range of hazards. Therefore, it could also be argued that the aim of communication and education is to increase preparedness-related motivation and knowledge. Both motivation and knowledge are strongly interdependent components: motivation is required to process knowledge/information and to take actions and knowledge/information is required to help people turning their motivation into preparedness actions. Communication includes informing people about the hazard (e.g. raising risk awareness) and informing them of what they can do to protect themselves as well as response to a hazard (e.g. preparedness actions). Trust was also something that kept coming up in the discussions as an important aspect of each of the components. The effectiveness of this communication is influenced by trust (e.g. in the source of the information and self-efficacy) as well as the existence or non-existence of resources (both financial and human), networks, and responsibilities (e.g. both legal and perceived).

1.2.2. Session 2: Evaluating preparedness

The aim of the second session was to discuss whether the components described in the previous session could be used to structure the audit and to evaluate preparedness. The initial idea was to structure the audit into five parts which represent the five components of preparedness. Such a structure would allow the audit to highlight the strengths and weaknesses of preparedness based specifically on each of the components (e.g. the results would specify the level of motivation, knowledge, etc.). These components could also be linked to the good practices which would mean that, based on the results of the audit specific practices could be selected and suggested for the

improvement of preparedness which reflects the specific context of the actor employing the audit. For example, motivation, networks and information could be found to be high but responsibilities and resources could be found to be low based on these results and the relationship between the components, good practices which can harness existing motivation, networks, and knowledge as well as encourage responsibilities, whilst taking into account that resources are low, would be suggested.

It was found, however, that the components are different in terms of scope and relevance for the different hazards. It became clear as a result of the group work, that there is a large difference between more or less known hazards (e.g. earthquakes and floods) and more or less unknown hazards (e.g. epidemics and terrorism). For the groups that focused on floods and earthquakes, it was much easier to develop questions for the audit that can be associated with the five components. For epidemics and terrorism, however, the discussions tended to focus more on defining the hazard and both groups concluded that the best way to deal with each hazard is to employ an all-hazards approach. The discussion about the all-hazard approach became a theme throughout the workshop. It was also pointed out by a number of participants that rather than taking a hazard-focused view of preparedness, it may be more effective to focus on more general preparedness and achieving broader social goals such as community development and ability to think critically. Furthermore, it was underlined that the very framing of the hazard and the context within which preparedness strategies are developed shouldn't be taken for granted. As a result of these discussions it became clear, that using the components as a structure for the indicators/questions is not very intuitive and **TACTIC** may have to reconsider the role of the components for the audit.

1.2.3. Session 3: (Good) practices in communication and education to improve community preparedness

In a third session we discussed some examples of good practices for improving community preparedness. As a result, we were able to add some fantastic examples to our catalogue of good practices. During this session, it was reinforced that working with the target audience of preparedness communication is of great importance in order to ensure that "good" communication practices are developed. It was also reinforced that understanding how people process information and perceive risk (e.g. through probabilities) is of great importance. Moreover, producing a one-size-fits-all solution to risk/preparedness communication is unlikely to be successful as communication needs are strongly context-, recipient- and resource-dependent. Information needs and way of processing information varies. Therefore, communication techniques should also vary in order to reach a broad audience. It also became clear that there are many existing tools and practices for communication and education (of which many have never been evaluated). The aim for **TACTIC** should be to systematically categorise them in a way that can help organisations develop a communication strategy that best suits their context (e.g. strengths and weaknesses). These practices can also be used to help raise awareness and provide guidance for members of the general public (e.g. organised groups and/or individuals). The discussion in this session focused primarily on aspects of good practices. Links between the good practices and the components of preparedness were seldom discussed.

1.3. Next steps

As a result of the workshop, it has become clear that although the components may be helpful in defining preparedness, we need to further discuss their role in the structuring of the audit and the categorisation of the good practices.

Based on the results of the workshop presented above, the following section provides a first suggestion of how we might go forward. This is however, a suggestion and is therefore not considered to be a concrete road-map for the further steps taken in the project. It aims to provide a basis for discussion that will take place between the project partners in preparation for the case study workshops which are scheduled to take place early next year.

Based on the discussions that took place at the workshop, the use of the five components of preparedness as a structure for the audit and to categorise the good practices needs to be further specified. The suggestion is to still use the components as a way of structuring the audit and the categorisation of the good practices but to do this in a more implicit manner. This would mean that rather than communicating the results of the audit in terms of the components (e.g. structuring the audit into five parts representing the five components with the intention of being able to direct an organisation to a range of good practices for strengthening motivation if they were to find that, as a result of the audit, their community's motivation was low), **TACTIC** potentially needs to consider an alternative way of using the components to structure and communicate the results of the audit.

Furthermore it became very clear that the framing of the hazard itself in relation to other challenges of daily life or hazardous developments needs to be taken into account as well as the very context within which the audit is taking place. **TACTIC** will therefore consider developing a more general approach to the audit which focuses on broader social goals such as community development in addition to preparedness. Therefore, **TACTIC** should keep in mind, as the audit develops throughout the project, if it is possible/ useful to develop an audit which focuses on both community preparedness as well as broader aspects of community development.

Acknowledging the expert discussion we suggest the following sections or steps to be taken within the learning framework (includes both the audit and the choice of good practices):

1. **Framing of the hazard**

(what's the problem and how relevant is it, what are the larger challenges for a community and how do they relate to (the) hazard(s)?)

2. **Understanding context**

(what are central actors, what are current responsibilities, which networks are existent and what resources are available?)

3. **Evaluating preparedness**

(What kind of knowledge/information is available, how is it used and how is it communicated, how motivated are actors, what drives motivation?)

⇒ Step 1 to 3 results in a specific result of the audit

4. **Agreeing on goals to increase preparedness**

(the results of the audit do not automatically translate in an overall goal for next steps to be taken)

5. **Identifying appropriate communication practices and strategies**

The suggested structure still reflects the 5 components of preparedness (section 2 and 3) but allows grasping the bigger picture in order to develop a more comprehensive preparedness strategy.

Step one would allow an understanding what role a specific hazard plays in a community. Is it central to the community or is it a rather peripheral problem? With regards to step 2, we could use the components of networks, responsibilities and resources to gain an impression of the current context. In a third step, the current practices in communicating information, how that information is received, and gaps in knowledge could be identified in order to gain an understanding of the strengths and weaknesses of current communication activities as well as identifying the needs of the audience. In a fourth step, the information collected in the audit (e.g. the context and the current communication/communication needs) will be used to filter through the catalogue of good practices in order to identify context-specific and user-defined examples of communication and education practices that could be used as inspiration to develop, for example, a communications strategy for communicating to members of the general public in order to improve community preparedness.

We would like to point out that this suggestion largely overlaps with the initial idea of the learning framework (WP9) as presented in the project's proposal:

- 1) Stakeholder scoping and engagement
- 2) Conducting the preparedness audit
- 3) Selection of context-specific and user-defined communication and education practice for improving preparedness
- 4) Strategy development and implementation
- 5) Evaluation of the individual steps in the learning framework as well as the outcomes of the process.

Although **TACTIC** starts from a single hazard approach, as the project progresses a multi-hazard perspective should develop. We may find that actions taken in order to prepare communities for known hazards are also applicable for unknown hazards and vice versa this would mean that an all-hazard approach and a focus on general social goals could become the focus of the audit. This should be kept in mind as the audit develops. **A draft audit will be developed by December 2014.**

In regards to collecting and categorising good practices, the original idea was to use the components to describe whether a practice could be considered good or poor. However, as a result of the previous discussion, this may not be the most appropriate way to categorise the good practices. In regards to assessing whether a practice is good or not, it was suggested that rather than focusing on best practice, **TACTIC** could focus on good aspects of practices. We started to collect these aspects at the workshop. For example, as a result of the workshop presentations it could be argued that in order to be considered a good practice, the following aspects need to be taken into account:

- The method of communication should reflect the needs of the audience (e.g. context specific and easily relatable for the audience).
- Information must be clear, credible and concise.
- Communicators need to be trusted, and
- The benefit of taking action should be communicated.

Using this as a starting point, **TACTIC** will use communications literature to validate these statements as well as collect additional aspects of good practices.

In order to direct organisations towards context-specific and user-defined practices in communication and education, **TACTIC** needs to be able to link the results of the audit to the practices in the good practices catalogue. Therefore, it is important to link the categorisation of the good practices to the structure of the audit. In the next weeks and months we need to further specify the interlinkages between the outcome of the audit and the choice/identification of communication strategies. The question we need to deal with is: How can we use the information drawn from the audit to identify both the information that needs to be communicated as well as select the most appropriate practice to communicate that information? We might also discuss whether we need to suggest specific practices based on the outcome of the audit or whether we simply make some general suggestions that are linked to some of our practices that would provide some inspiration for next steps.

- ⇒ We propose to clarify this first within a smaller team of METU, IMGW and UFZ and then make a more elaborated suggestion to the entire consortium. We still start the discussion this year; we will intensify it early next year. **A first outline of good practice for preparedness will be developed by April 2015.**

The following provides a suggestion for linking the collection of the good practices to the audit in order to identify the most appropriate practice(s) using the above suggestion for the audit's structure as a guideline, the good practices could be categorised as follows:

1. Understanding context (responsibilities, networks, resources)

Aspects of good practices categorised to reflect a specific context could be:

- Country
- Hazard addressed
- Level of implementation (local, regional, national, international)
- Organisational body charged with implementation of the practice (e.g. government body, private company, NGO, etc.)
- financial costs (high, medium, low)
- time effort required
- Number of personnel required
- Are networks required for implementation?

2. Evaluating preparedness (information and motivation)

Aspects of good practices categorised to reflect the current level of preparedness could be:

- Information type (information about hazard/information about types of actions that could be taken to increase preparedness)
- Target audience (age groups, social status, affected people)
- Communication channel/method (email, TV, mail, flyer, etc.)
- before/during or after
- one-way/two-way
- context-specific or general (= transferable /language needs)

- Good aspects of the practice (e.g. clear, concise and credible, context specific, benefits of taking action clearly communicated)
- frequency (used one-time or frequently applied)

This list is based on the existing categorisation of good practices and the results of the workshop. It is a first suggestion that will be further discussed within the consortium as well as developed upon throughout the case study workshops.