

Driving African Capacity Building in Disaster Management (AFRICAB)

# FREETOWN CITY COUNCIL FACILITATORS' GUIDE TO DISASTER MANAGEMENT



**Sierra Leone FCC Edition**

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# **A Collaboration with Freetown City Council (FCC) funded under the auspices of the Driving African Capacity Building in Disaster Management (AFRICAB) Research Project**

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**OFFICE OF THE MAYOR  
FREETOWN MUNICIPALITY**

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The FCC Disaster Management Facilitator's Guide is intended as a ready reference for all FCC personnel actively involved in the management of crises before, during, and after disaster situations. This includes the Deputy Mayor, the Council Administration and Councilors, members of the District Disaster Management Committee (DDMC), the hundreds of frontline volunteers in Freetown's Community Disaster Management Committees (CDMCs), the Office of National Security (ONS) and our many partners.

Freetown's recent history of annual floods, landslides, fires and disease and the impact of deforestation, overpopulation and uncontrolled urbanization highlight both the vulnerability of Freetown to disasters, and the critical requirement to forecast, prepare and respond to them. I therefore expect this guide to be read and understood by all FCC planners, practitioners and responders at all levels.

The Guide benefits from funding, academic research and training conducted by Bournemouth University Disaster Management Centre (BUDMC). I am very grateful to them, the ONS and our many partners for collaborating with FCC to create a document which incorporates internationally accepted best practice and existing FCC SOPs and structures. The result is an excellent Guide which will improve Freetown's capacity to deal with natural and manmade disasters. I commend it to you in the strongest terms.

A handwritten signature in red ink, appearing to read 'Y. Aki-Sawyerr', is positioned above the printed name.

**Yvonne Aki-Sawyerr OBE  
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## WELCOME TO THE FACILITATORS' GUIDE TO DISASTER MANAGEMENT

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14 July 2020

As Director of the Driving African Capacity Building in Disaster Management (AFRICAB) project, I welcome you to this Facilitators' Guide for Disaster Management.

The Guide has been developed and written by a joint team involving disaster management experts at Bournemouth University Disaster Management Centre (BUDMC) in the UK in conjunction with senior policy-makers at Freetown City Council (FCC) and the Disaster Management Department (DMD) based at the headquarters of the Office of National Security (ONS) in Freetown.

The aim of the guide is to enable those interested in or charged with handling emergencies and disasters in Freetown to gain practical, highly relevant guidance on what are the critical things that need to be considered, how to move forward and act, and when and where to look for key supporting information.

The guide has been developed to also provide insights for 2020 and beyond. Freetown is increasingly faced with handling multiples risks, hazards and events simultaneously and/or in short succession. For example, in facing of flooding and landslides during the annual rainy seasons, alongside the need to maintain vigilant in handling pandemics, like COVID-19. This guide provides helpful advice on how to balance these challenges and to move forward as best they can.

The guide is distinctive in several ways.

First, it draws upon major cutting edge research into what are the Single Points of Failure (SPOF) in Sierra Leone that facilitators need to know about when handling disasters in Freetown. The guide advises Facilitators on the 10 main questions relating to SPOF that they need to ask.

Second, the guide is written in a reasonably simple style so it can provide practical advice to many people. It is not designed to replace key laws, plans and standard operating procedures. Rather to advise on what needs to be looked at and if things are missing, how they should be quickly addressed.

Third, the guide provides four Annexes that provide sample best practice guidance sheets of the ten SPOF questions to be asked and considered, a sample risk matrix and register, an example of a situational awareness checklist and a straightforward example of a Dos and Don'ts guide. They could collectively or individually be taken from the guide, and pinned to a wall or placed in an office, and ultimately be adapted by local actors at the district and community levels to fill in any missing gaps.

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# Chapter 1

## Introduction to the Guide

### 1.1 Aim

The aim of this Guide is to provide relevant advice and best practice guidance to Facilitators at every level of the disaster management system in Freetown and to assist them in the handling of likely disasters or major events within the context of a major epidemic or outbreak of transmissible disease, like COVID-19.

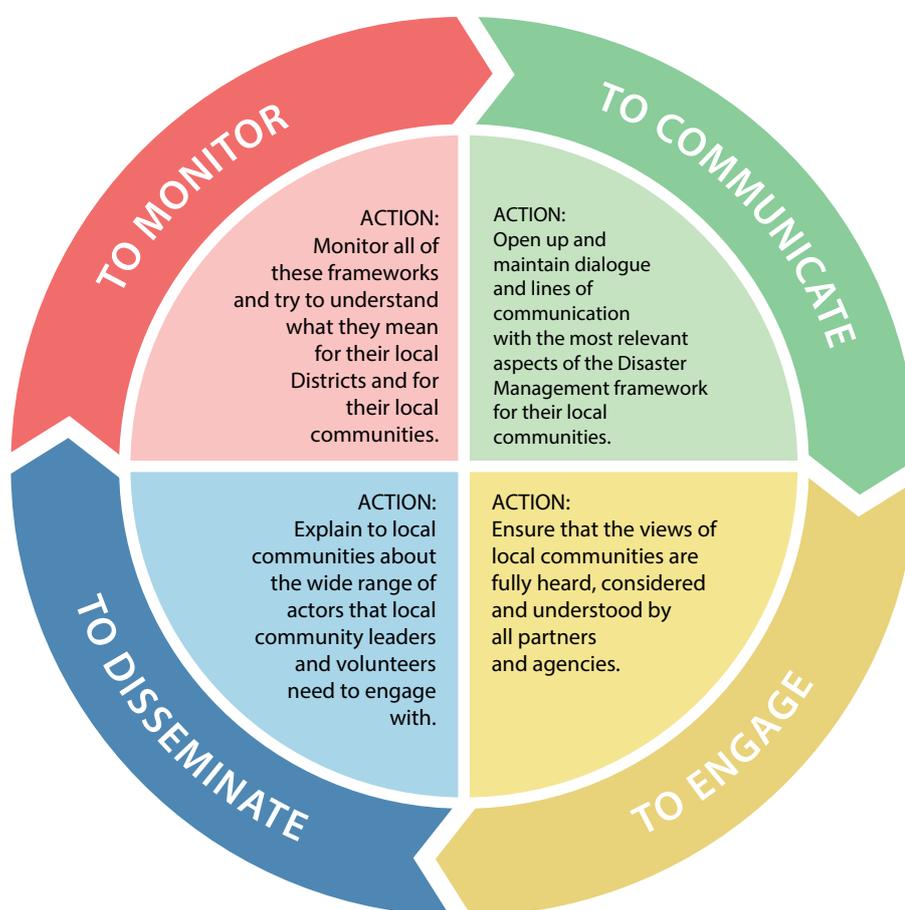
good communication skills and possess the trust and respect of local communities. They can be recognised officials, disaster managers, local community leaders and respected volunteers. In this context they are seeking to improve the resilience of local communities, reduce their vulnerabilities and provide informative approaches on how to respond to disasters.

### 1.2 What is a Facilitator? What do they do?

A Facilitator is simply a person or even an organisation that seeks to find solutions to a problem. They are often persons who have

**“A Facilitator is simply a person or even an organisation that seeks to find solutions to a problem”**

*Figure 1.1 - The Role of Facilitators.*



**“For Facilitators, there is a need to know where to look for Single Points of Failure.”**

### 1.3 How can this Guide help?

Freetown has had to frequently respond to disasters such as floods, landslides, health pandemics and environmental hazards.

The Freetown City Council (with its Mayor and councillors) require effective disaster management and responses to the various risks the city experiences every year.

The intention is that this Guide will contribute to the continuing resilience of the local communities and Districts of Freetown by:

- Helping to understand the challenges of addressing Single Points of Failure (SPOF) that will aid and focus efforts at making local communities and districts more resilient.
- Providing guidance and best practice advice on handling hazards and disasters.
- Further enhancing planning for dealing simultaneously with potential multi-hazard, overlapping emergencies arising from the full onset of the rainy season and beyond.

### 1.4 Understanding the Contribution of AFRICAB and Single Points of Failure Analysis.

This Facilitators' Guide benefits from insight and reflections taken from state-of-the-art academic research conducted in Sierra Leone in 2019 and 2020 as part of the Driving African Capacity Building in Disaster Management (AFRICAB) Project. This research was undertaken by Bournemouth University Disaster Management Centre (BUDMC) in partnership with the Disaster Management Department within the Office of National Security of the Government of Sierra Leone. This included nearly 100 interviews and focus group meetings with the District Disaster Management Committees covering

Freetown (Western), Bo (Southern), Kenema (Eastern) and Makeni (Northern) regions of the country.

The aim of the research project was to consult with National, District and Local level stakeholders on what they saw as the main challenges in dealing with disasters in Sierra Leone. The project sought to identify any potential and real Single Points of Failure (SPOF).

A Single Point of Failure (SPOF) is defined as a specific failure within a place (situation/location), an entity (organisation, team or individual) or a process (policy or procedure) that can lead to the breakdown or paralysis of part or all of the disaster management system at any point in time (AFRICAB Definition).

In simple terms, these Single Points of Failure (SPOFs) are often small things that can have big consequences and which can, in most cases, be fixed at every level.

For Facilitators, there is a need to know where to look for Single Points of Failure. After all, they may be good places to start when wanting to improve the well-being and resilience of their local communities, friends and family.

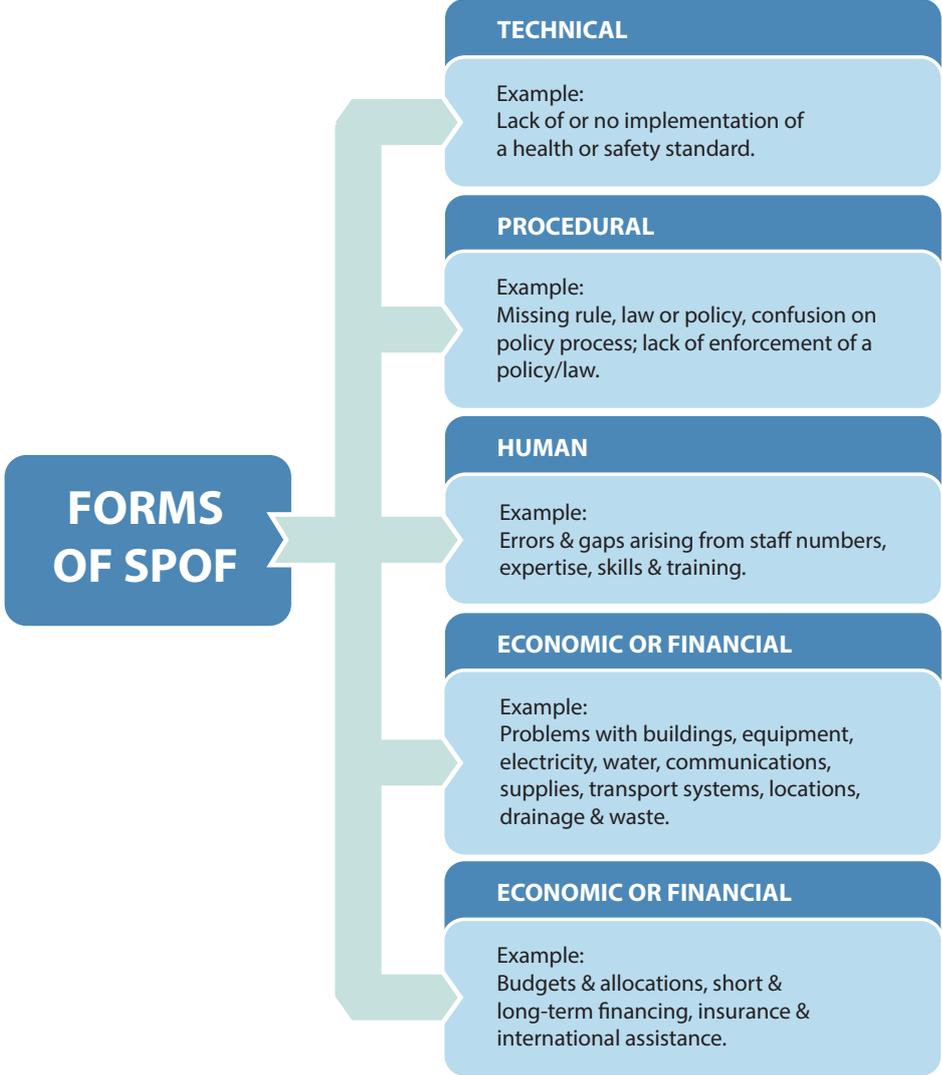
Examples include: technical (standards), procedural (laws, policies and processes), human (people and training), physical (infrastructure) and financial (budgets and funds) (See Figure 1.3).

Figure 1.2 - What is a Single Point of Failure?



Figure 1.3 - What do Single Points of Failure (SPOF) Look Like?

“...identify any potential and real Single Points of Failure.”



SPOF have important impacts especially when local communities are thinking about:

1. Avoiding hazards that they know about or reducing the likely impact (**Mitigation**)
2. Preparing for those hazards that they know about and cannot avoid (**Preparedness**)
3. Handling disasters as they happen (**Response**)

4. Recovering, repairing, and learning from disasters once the initial events have come to an end (**Recovery**)

All four parts together (Mitigation, Preparedness, Response, and Recovery) are known collectively as the **Disaster Management Cycle**.

*Figure 1.4 - Disaster Management Cycle.*



### 1.5 Where are the Single Points of Failure?

Addressing these Single Points of Failure, particularly at the local level, should help to reduce casualties, save lives and limit the impact on local property, jobs and the environment.

The AFRICAB research revealed that there are ten areas where SPOF often exist at both

the national and district levels in Freetown. At the district level, these were found to be common across the country and were agreed by local disaster managers and stakeholders to represent the most important Single Points of Failure affecting local communities and districts in Sierra Leone. They are listed in Tables 1.1 and 1.2 opposite.



**“Addressing these Single Points of Failure, particularly at the local level, should help to reduce casualties...”**

IDENTIFIED SPOF NATIONAL LEVEL:
Leadership training
Training/exercising
Relations with Districts (District coordination)
Managing volunteers
Leadership coordination
Ministerial coordination & information sharing
Common technologies
Risk Registers/Guides/Plans/SOPs
Communication support
Disaster Risk Reduction/Early Warning System training

**Table 1.1 - Identified SPOF National.**

IDENTIFIED SPOF DISTRICT LEVEL:
District resourcing (budgets)
Hazard profiling
Common technologies (VHF radios, over reliance on mobile phones)
Risk Registers/Guides/Plans
Communication plans, procedures, media training & common messaging
Understanding Disaster Risk Reduction/ Early Warning System training
Responders (fire force/police)
Compliance and enforcement
District Disaster Management Committee training & exercising
Linkage to wider issues such as deforestation causing environmental issues

**Table 1.2 - Identified SPOF District.**

## 1.6 The Ten Important Questions for Facilitators

As an aid these single points of failure can be addressed by using ten important questions for facilitators (see Table 1.3).

They can act as a place to start or a constant reference point that Facilitators can use and apply in their discussions with their local partners and stakeholders.

**“...Facilitators can use and apply in their discussions with their local partners and stakeholders.”**

THE TEN QUESTIONS FIXING SPOF AT THE LOCAL LEVEL	
QUESTIONS	EXAMPLES OF SOLUTIONS
What is the Risk?	Find and Distribute risk registers and assessments
How do we know?	Decide how to access Early Warning Systems and Information and Disaster Risk Reduction
What plans do we have?	Find, locate, review or create Risk Registers/Guides/SOPS/Plans
Who is working on this?	Understand roles of the District and Community Disaster Management Committees
What money do we have?	Find/create/locate local budgets and resources for multiple hazards and disasters (budgets)
How can we communicate?	Decide and agree communication equipment (VHF radios, reliance on mobiles)
What shall we say?	Train together on communication messaging
What will the Responders do?	Dialogue with fire force/police/medical
Will the public help or hinder?	Compliance and enforcement
Are there links with other issues?	Make link to wider issues that have relevance for disaster management, such as deforestation causing enviromental impacts

**Table 1.3 - Ten Important Questions for Facilitators.**

Facilitators can start by asking these questions to decide whether a SPOF exists in relation to their own roles, organisations and local communities. It forms a quick way of finding the small problems that can be more easily fixed. And if they are not fixed, there will be major impacts for the local communities.

## Questions

A copy of the ten questions can be found in Annex A of the guide. Why not put them up in an important place (a noticeboard or wall) to remind you and other facilitators of what should be asked?

1





# Chapter 2

## Disaster Risk, Hazard & Vulnerability

**“It is important to remember that a ‘hazard’ is not in itself a ‘disaster’.”**

Chapter 2 seeks to provide Facilitators with guidance on two aspects. First, how to consider disaster risk hazards and vulnerability (What is the Disaster Risk?) and the importance of understanding a Risk Matrix and a Risk Register. Second, some guidance on the main hazards and disasters that confront local communities in Sierra Leone. The accompanying Annex 2 provides an example of a Risk Register and Risk Matrix for Facilitators to use.

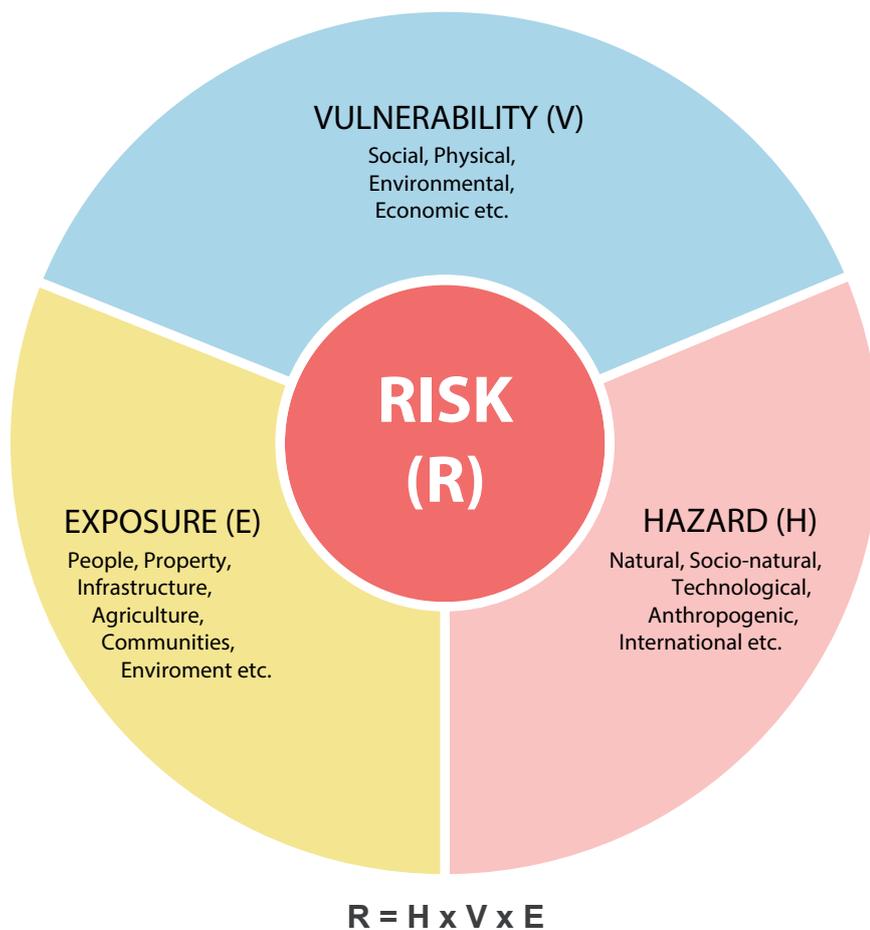
### 2.1 What is Disaster Risk?

- Disaster risk is the potential death of or injury to people or livestock as well as destruction of or damage to property that may happen to communities in Sierra Leone in any given time period.
- The main components of disaster risk are a combination of hazard, vulnerability and exposure. Each term is defined in the glossary at the back of this guide. The relationship between them is shown in Figure 2.1 below.
- It is important to remember that a ‘hazard’ is not in itself a ‘disaster’. Hazards can however trigger events that eventually lead to a disaster. That is why hazards are often called trigger events.
- Whether a hazard triggers a disaster is dependent on the level of exposure of the local community to a hazard, such as whether local people live on an existing flood plain and how many people live there.

- Whether a hazard becomes a disaster is also dependent on the level of vulnerability of the local community to a hazard; in other words, what is the ability of the local population to withstand a disaster, such as, if they live in flood proof houses or have jobs and funds able to prepare their houses for floods. All this makes up how Facilitators can understand what is the disaster risk in their local area.



Figure 2.1 - Main components of risk.



Identifying the main hazards, vulnerabilities and exposure of local districts in Sierra Leone will lead to better disaster management processes and procedures that can help

minimise the risks for local communities, as well as improve their response when disasters occur.

Figure 2.2 - Exposure to a Hazard: Annual Flooding in Freetown



**“Identifying the main hazards, vulnerabilities and exposure of local districts in Sierra Leone...”**

**2.2 For Facilitators to understand Disaster Risk, they need to know that Disaster Risks:**

- Cause both Direct (that happen at the time of the disaster) or Indirect (Secondary/Cascading) Impacts or Effects (that come from the disaster but appear/and happen at later dates). Local populations can suffer injuries at the time of a disaster; yet they can also suffer later problems, such as the impacts of water-borne diseases, like cholera, as a result of the stagnant water.
  - Are Dynamic. Levels of risk can change (rise or fall) depending on the Facilitator’s ability or inability to reduce vulnerability. For example, if storm drains are kept clear then the risk of flooding for surrounding communities at times of heavy rain should be less.
  - Are Unevenly Distributed. The same hazard will have different impacts across local communities even within one city depending on the specific exposure and vulnerabilities of the local communities. It should be expected that pandemics or floods can affect different districts and regions of Sierra Leone in various ways.
- Cannot be removed completely. Facilitators should focus on reducing existing risks, recognising ongoing risks and preventing future risks. Facilitators should recognise that ‘life is always risky’ and some risks cannot be reduced or removed completely.
  - New and interconnected risks are being created daily through the activities of local communities and the global socio-economic development processes.

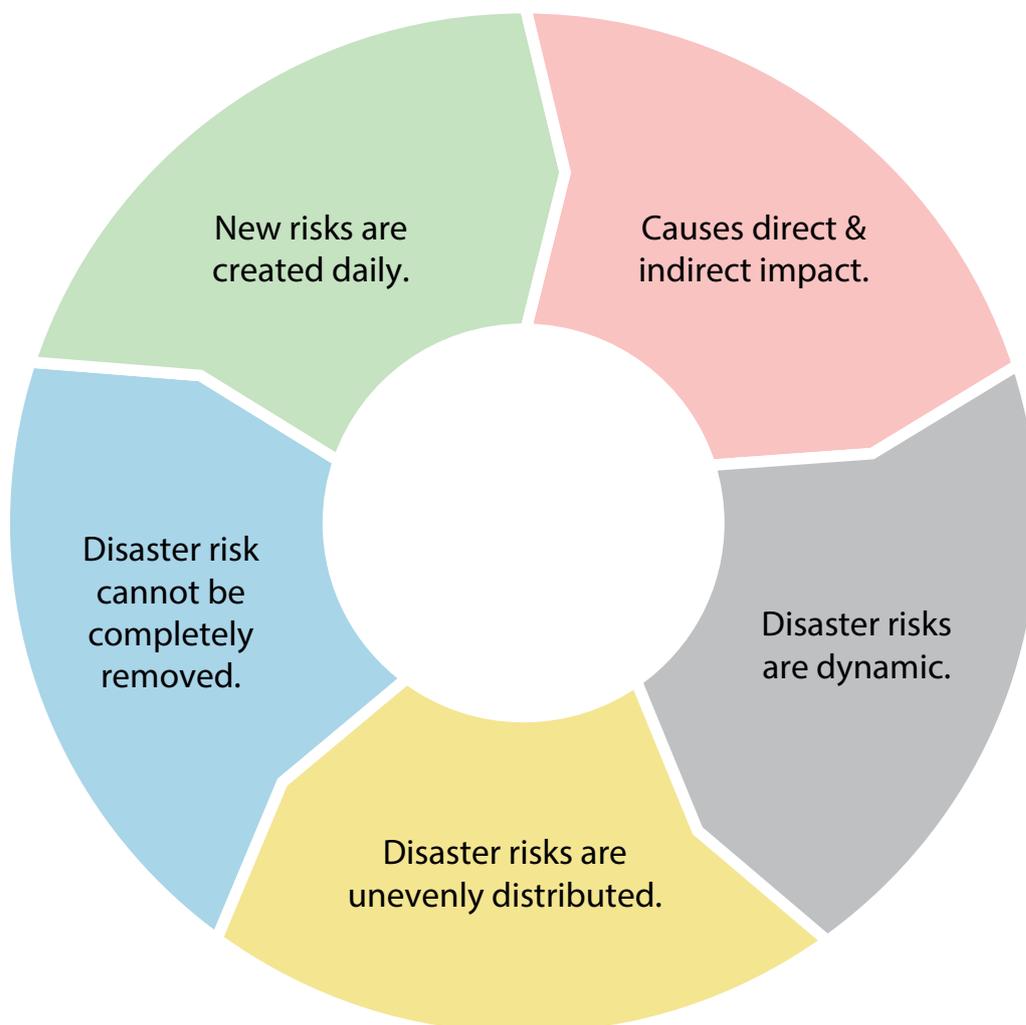
Being able to understand and identify Disaster Risk is therefore, one of the ten questions that Facilitators should consider in terms of avoiding Single Points of Failure.

*Figure 2.3 - Example of a Vulnerability in Sierra Leone: Houses in Flood Water.*



“Part of the role of a successful Facilitator is to understand where information or data on risk assessments can be accessed...”

Figure 2.4 - What Facilitators need to know about Disaster Risk.



### 2.3 Why Access Information on Hazards and Risk?

Part of the role of a successful Facilitator is to understand where information or data on risk assessments can be accessed and how they should be communicated to the local communities and their respective leaders.

### 2.4 Where to Access Key Information on Hazards and Risk?

Facilitators therefore need to know where this information can be accessed quickly and successfully. Sources include:

- National Risk Registers and Hazard-Profile and Risk Assessments.
- Local Risk Registers and Hazard-Profile and Risk Assessments.
- Maps (Risk, Hazard, Vulnerability) from various sources (local, national, GIS, Google)
- National and Local Emergency Plans and any Standard Operating Procedures (SOPs)
- Risk Reviews/Capacity Needs Assessments by International Institutions.
- Documentation and communications from Non-Governmental Organisations (NGOs)

- Wider, often web- and internet-based materials.
- For Freetown, which is prone to floods, two of the best online sources are below: · The tide times and levels can be found at: <https://www.tide-forecast.com/locations/Freetown-Sierra-Leone/tides/latest>
- A reliable weather forecast including estimated rain in mm can be found at: <https://www.timeanddate.com/weather/sierra-leone/freetown>

In the case of Freetown, Facilitators should also recognise that Freetown City Council has many roles that relate to managing risks and hazards that particularly affect the area, such as flooding. In normal times, they will be an important place for information and guidance. In normal times (what is called a Level 1 situation in Sierra Leone – see Chapter 3), and where the Council has enough resources to handle an emergency, such as during most of the annual rainy season, many of these roles can be seen in Table 2.1.

## Why access information on Hazards & Risk?

### If done successfully then:

- Local people will better understand the hazards and vulnerabilities in their communities.
- Local leaders/communities will work in partnership with government actors more effectively.
- Views of local populations can be heard and understood.
- Trust among local communities, national organisations and international actors will grow.
- More timely response and better situational awareness can be achieved during disasters.
- Duplication of response effort (actors doing the same tasks) will reduce.
- Community and wider public expectations can be managed.
- Recovery efforts and co-ordination will be enhanced.



STAKEHOLDER	ROLE
Freetown City Council	Response Lead
RESPONSIBILITIES	
1. Coordination of overall response.	
2. Assessing and identifying nature and scale of the emergency (with ONS).	
3. Creation of appropriate centralised document storage accessible to all key stakeholders (Google Drive) and distribution (via WhatsApp group and email).	
4. Administration of email list for key stakeholders.	
5. Administration of Disaster Management WhatsApp group.	
6. Communications with stakeholders.	
7. Decision making as to: <ul style="list-style-type: none"> <li>a. Definition of category of persons affected by disaster who will receive support.</li> <li>b. Standard tool to be used for rapid assessment and registration.</li> <li>c. Content of standard tool (questions, sequencing, etc).</li> <li>d. Standard package of support to be provided by stakeholders.</li> <li>e. Any necessary prioritisation for support for persons affected by the disaster.</li> <li>f. The period for registration and any additional registrations requested after that period.</li> <li>g. Any other relevant matters.</li> </ul>	

**Table 2.1 - Roles of Freetown City Council (FCC) in Managing Risks and Hazards (in Normal Times).** Source: Freetown City Council (2017) Draft Flood Disaster Response: Standard Operating Procedure for Level 1 Disaster in Freetown.

**“Facilitators should acknowledge that local communities are mostly aware of the main hazards and vulnerabilities confronting them...”**

## 2.5 Local Communities Awareness of Hazards and Risk

Alongside the formal roles of the FCC, it is vital for Facilitators to recognise and involve local communities as key stakeholders in matters of hazards and risks that concern them.

Facilitators should acknowledge that local communities are mostly aware of the main hazards and vulnerabilities confronting them in Sierra Leone because they:

- Have often experienced regular and frequent hazardous events.
- Seek to recognise any conditions that increase their exposure to the impact of hazards.
- Want mostly to understand their vulnerabilities and how they can offset or reduce them.

Local communities possess what is called indigenous knowledge of hazards and risks that should be highly valued by Facilitators. For example, which areas in their neighbourhood are prone to hazards like flooding or landslides? They can also detect climate and weather changes through, for instance, changes in the behaviour of local wildlife populations or growth patterns of crops. Facilitators should therefore highlight that:

- Indigenous knowledge can represent important sources of local early warning and indications of possible behaviour, conduct or perception of risk by local communities.
- Understand that how local people perceive the risks in their community is valuable to facilitators because risk perception influences disaster response attitudes and behaviours.

Perhaps what most local communities are often less aware of is that the Government of Sierra Leone – often in partnership with

international partners and external actors – have also undertaken assessments in order to understand the risks and hazards and to help them identify how they will prioritise their response and mobilise responders (like the police and fire force).

## 2.6 Importance of Disaster Risk Assessment: Using a Risk Matrix

Disaster Risk Assessment is an invaluable policy and decision-making tool for Facilitators. It provides them with relevant knowledge of the nature and extent of risk faced by the local communities, especially the causes, impact, likelihood and magnitude of losses that may be incurred. This enables Facilitators to make strategic disaster risk management decisions necessary to mitigate or respond to hazards. Facilitators familiar or knowledgeable with the following aspects of risk assessment will be more effective in their function.



TYPE OF ASSESSMENT: WHAT IS IT?	FUNCTION: WHAT DOES IT DO?	IMPACT: HOW USEFUL IS IT?	SOURCE: WHERE CAN I FIND ONE?
Hazard Assessment	Find/identify type, location, likelihood and strength (magnitude/intensity) of major hazards affecting local community.	Helps to: identify areas most prone to natural hazards; review local DM plans; assist production of local/ country wide hazard maps and DM institutional reports.	National, District & Local Risk Registers & reports of local DM assessments (if available) and Sierra Leone's development plans or poverty reduction strategy papers.
Exposure Assessment	Identify assets (infrastructure, facilities, houses, transportation systems, agriculture products). Exposure includes assessing populations, households and communities at risk.	Helps identify densely populated areas & those with the most assets or critical infrastructure; aids review of DM plans and prioritise actions to vulnerable locations; give data for exposure maps/ reports.	National, District & Local Risk Registers & reports of local DM assessments (if available) and Sierra Leone's development plans or poverty reduction strategy papers.
Vulnerability Analysis	Determine the ability & capability of exposed elements at risk to withstand, resist or recover from potential hazards. Facilitators must identify factors influencing vulnerability for each type of hazard.	Helps identify and prioritise areas for hazard/disaster mitigation, preparedness & response; facilitates procurement of key response resources; provides data for producing vulnerability maps and reports.	National, District & Local Risk Registers & reports of local DM assessments (if available) and Sierra Leone's development plans or poverty reduction strategy papers.
Impact/ Damage Loss	Estimate likely fatalities that might occur to exposed population; damage to property/assets and environment, loss of livelihoods/services; assessment of probable effects on local communities.	Determine & estimate potential sectoral loss or incurred cost from hazard & disasters; provides data for sectoral reports, helps national budget distribution & review of long-term local development plans.	National, District & Local Risk Registers & reports of local DM assessments (if available) and Sierra Leone's development plans or poverty reduction strategy papers.
Risk Profiling/ Evaluation	Determine or identify any cost-effective risk reduction measures.	Helps the governance of disaster risks, including review of institutional/ legislative DM frameworks & all the above points.	National, District & Local Risk Registers & reports of DM assessments (if exist), development plans or poverty reduction strategies.

**Table 2.2: Indicative Types of Disaster Risk Assessment.**

**“A Risk Matrix can be used to provide and present a comprehensive assessment...”**

### 2.7 Know about Different Types of Risk Assessments

There are different kinds of assessments. Facilitators should know that these might be referred to by government and international actors. For ease a brief explanation is provided in Table 2.2.

### 2.8 Introducing a Risk Matrix

- A Risk Matrix can be used to provide and present a comprehensive risk assessment in a form that offers a simple and visual comparison of different risks (see Figure 2.5).
- The Risk Matrix is used to communicate the result of the risk assessment that focuses on two useful dimensions for Facilitators. It combines an assessment of the likelihood of any occurrence (how often does the hazard occurs?) against, and in combination with, an evaluation of the severity of any impacts/ consequences (how bad or severe will it be?).

- The Likelihood scale ranges from ‘Rare’ to ‘Almost Certain’; the Impact/Consequences scale from ‘Marginal’ to ‘Severe’.

- Facilitators simply estimate the level of risk from Tolerable/Low (In Green), through to Intermediate/Medium in yellow through to high/critical (in orange/red).

- Facilitators must pay full attention to the Intolerable Risk (red) and work hard to turn them into green, or at least yellow.

Using a comprehensive disaster risk assessment can thus provide an important headline on which to:

- Understand differences between different types of risks, such as between a pandemic and a flood.
- Provide an agreed background in which to consider revisions and changes to disaster risk reduction measures, plans, programmes, strategies or actions (see Chapter 3).
- Help to focus priorities when it comes to organising response and recovery options.

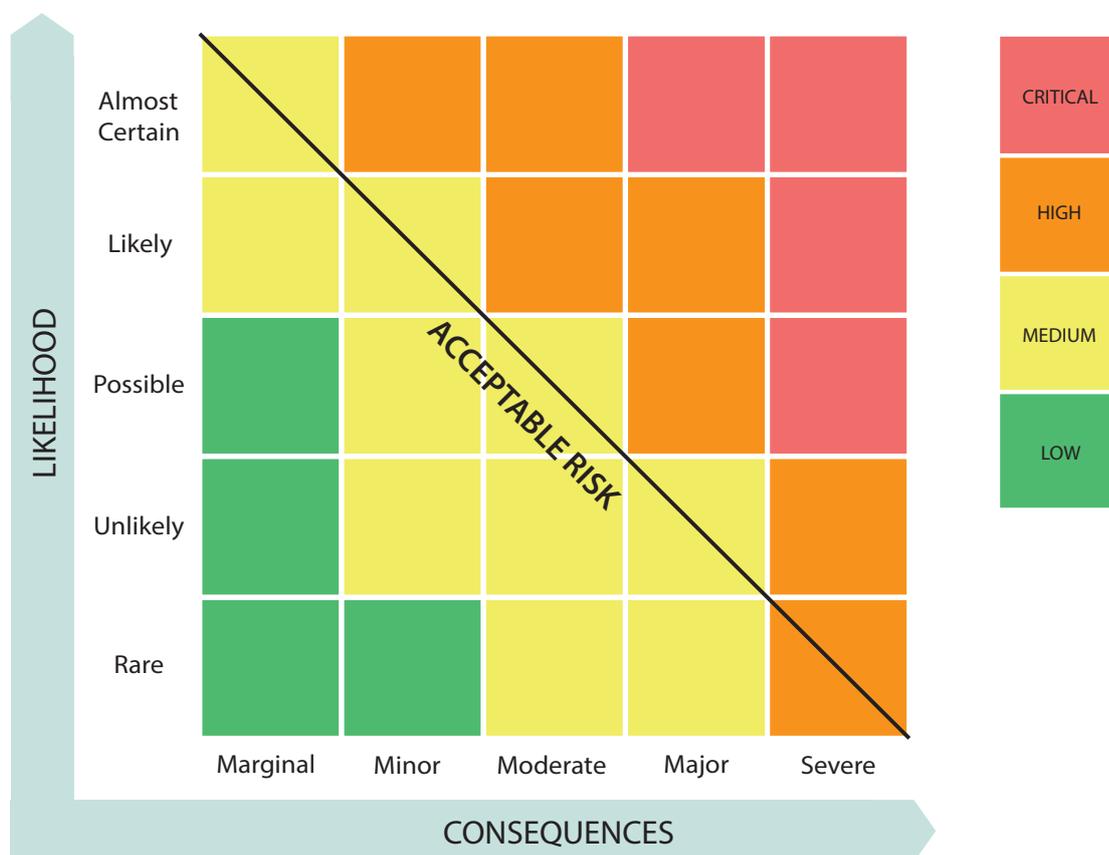


Figure 2.5 - Risk Matrix.

**“Sierra Leone’s Vulnerability to hazards is intimately linked to natural and environmental factors...”**

## 2.9 Recognised Main Hazards for the Local Communities of Freetown

This section seeks to remind Facilitators of the main and most frequent hazards for Freetown. It provides guidance for identifying the kind of hazards that might appear when filling in your sample risk matrix and risk register for your local community and district.

Sierra Leone’s vulnerability to hazards is intimately linked to natural and environmental factors and also varies according to the time of the year.

The main hazards are linked to:

- Climate
- Location
- Topography
- Human Activities

Table 2.3 lists the main hazards that may occur in the various districts of Sierra Leone that Facilitators should know about and also has the potential causes/vulnerabilities of the various hazards, their effects and photos that depict the hazards so that facilitators can see how they might be presented.



HAZARD CLASSIFICATION/TYPE		VULNERABILITIES/CAUSES	EXAMPLES/IMPACTS
GEOLOGICAL	<p>Landslides</p> 	<p>Steep slopes, heavy rainfall, deforestation, poor land use management, frequent in rainy season (June-October).</p>	<p>Deaths, damage to property, facilitate land erosion, mudslides reduce the portability of water.</p>
	<p>Earthquakes</p> 	<p>Few low magnitude earthquakes occur, Freetown is not prone to earthquakes.</p>	<p>Extraordinarily little or no impact. Slight tremors felt in Freetown in 2016.</p>
METEOROLOGICAL	<p>Flooding</p> 	<p>Flash, riverine, coastal, urban floods; tropical climate; climate change; urbanisation (blocked drains); flooding in Freetown is an annual phenomenon particularly during the rainy season.</p>	<p>September 2015 floods affected several Districts (Freetown severely), damage ≈ 355 houses and affected ≈2,900 people. August 2017 in Freetown, causing damage (with associated landslides) worth US\$ 31.65 million. Flooding affects many communities annually all over the country.</p>
	<p>Coastal Erosion &amp; Storm Surge</p> 	<p>Shore sand mining, coastal land reclamation, poorly planned coastal infrastructure development, chemical weathering of shoreline cliffs, stormy weather, high sea wave/tide, and coastal erosion is prominent along the extensive coastline, beaches &amp; cliffs.</p>	<p>Coastal erosion is visible in the beaches at Adonkia, Lakka, Mahera and Bullom; Man of War Bay, Moa wharf. Sea incursion of coastal areas (≈100 m) with property damage; displaced coastal communities, saltwater intrusion into coastal areas.</p>

Table 2.3 - Main Hazards in Freetown.

	HAZARD CLASSIFICATION/TYPE	VULNERABILITY/CAUSES	EXAMPLES/IMPACTS
METEOROLOGICAL	Severe Storms & Lightning Strike 	West African Tropical weather systems, worst during the rainy season.	Strong winds cause fatalities; damage property, forests, crops, & power lines etc.
	Drought 	Climate change (variation of rainfall pattern, longer & warmer dry season); more water demand & usage, poor water management, poverty.	Water shortages, lower agricultural yields, increased livestock mortality, poor water quality, desertification; reduced wetlands, food insecurity, more wildfire hazards; environmental degradation.
HEALTH	Epidemics 	Frequent flooding causes water borne diseases, country is prone to transmissible & communicable diseases (malaria, cardiovascular & diarrhoea etc.), unrestricted access to infected wildlife (responsible for the Ebola Virus Disease), poorly resourced health system, poor waste (liquid & solid) disposal.	2014/15 Ebola Virus Disease affected all the Districts & infected over 8,600 people, exacerbating health particularly for the most vulnerable (women & children), affected the country's economy & development (resources diverted to healthcare). (The 2020 COVID-19 global pandemic is unfolding in Sierra Leone as this handbook is being written.)
	Maritime Accidents 	Increasing maritime transportation between coastal towns and islands, overloaded, structurally fragile & poorly maintained ferries & boats, Stormy weather, poor & often non-implementation of marine safety rules & regulations.	In August 2007 a ferry from Freetown capsized killing 50 people. In September 2009 an overloaded boat sank near Freetown causing 229 deaths.
TRANSPORTATION	Road Crashes 	More commuters, better intercity road infrastructure, over speeding on highways, inexperienced drivers, poor vehicle maintenance, non-enforcement of road traffic rules & regulations.	Causes fatalities, incapacitating injuries, loss of livelihoods (unrepairable vehicles). At least 2,204 road traffic accidents occurred in Sierra Leone between 2005 - 2015 most crashes are not reported and are undocumented.

HAZARD CLASSIFICATION/TYPE		VULNERABILITY/CAUSES	EXAMPLES/IMPACTS
ANTHROPOGENIC OR HUMAN INDUCED	Solid Waste Pollution 	Bad solid waste (household, toxic, hazardous) management in urban areas. Urbanisation, inadequate enforcement of environmental legislation.	Freetown has piles of garbage weighing several tonnes at King Tom and Granville Brook dump sites. Eyesore in capital town, health risks (diseases), landslide risk to nearby slump settlements.
	Liquid Waste Pollution 	Pollutants from pesticides, chemical toxins, rutile and gold mining, sewage, synthetic organic compounds and heavy metals; inadequate liquid waste management; poor enforcement of environmental regulations.	Contamination of water courses (rivers, streams, ponds etc.) and ground water (dug out wells), deaths, biodiversity loss, increased diseases (typhoid fever, dysentery, diarrhoea, etc.).
	Domestic Fires 	Cooking accidents (gas bottle explosions & leakages), illegal electrical wiring. Low fire safety standards.	Death of people, destruction of property and businesses, loss of livelihoods. Happens frequently in urban areas.
	Wildfires 	Poor farming practices (slush and burn, shifting cultivation), clearing vegetation by burning, arson, drought conditions (dryness or high temperatures). Wildfire prone area in Sierra Leone is 90 - 100,000 hectares.	Annual destruction of huge forested areas and farmlands, death of people and cattle, air pollution, biodiversity loss, land degradation and desertification. Common in the forested regions of Northern and Eastern Provinces especially during the dry season.
	Armed Conflict 	Pre-war economic inequality (lack of education and unemployment for many), quests to control the country's mineral resources (rutile and diamonds), external military intervention or support, illegal diamond mining by rebel forces.	March 1991 - January 2002 11 year Civil War. More than 50,000 Sierra Leoneans died, around 35% of the population was displaced, Sierra Leone's economy was devastated, traumatised child soldiers and survivors of the war are still destitute.

Table 2.3 - Main Hazards in Freetown (Continued).

**“A risk profile provides Facilitators with a view of hazards and risks that help them prioritise disaster risk management strategies.”**

## 2.10 What does Sierra Leone Disaster Risk Profile Look Like in 2020?

It is also important for Facilitators to be familiar with Sierra Leone’s hazards and risks profile and recognise that it is subject to regular change since specific hazards occur within a particular time frame and have varying impacts on urban and rural communities across Sierra Leone.

A risk profile provides Facilitators with a comprehensive view of hazards and risks that help them prioritise disaster risk management strategies.

Table 2.4 is an indicative Disaster Risk Profile for Sierra Leone (and Freetown especially) that shows the hazards and risks, the likelihood or frequency of occurrence of the hazard and the severity or consequences (effects/impacts) with different colour codes.

As indicated in the risk matrix (see Figure 2.5), the potential risk of a hazard is determined by a combination of its Likelihood/Frequency and Impacts/Consequences

The numbers on the risk scale denote the levels of risk. The higher the number, the higher the level of risk. Hence the hazards that pose the greatest risks are those with the highest combined score for Likelihood and Consequences.

Facilitators should be more focused to mitigate the risks of hazards that fall in either the critical range as shown in the risk matrix (Figure 2.5), or the risks with the highest scores (see Table 2.4).

It is often wise to put this information in what is called a risk register. A risk register is a repository for all risks identified. It can be used to label, describe and document the risk or hazard and to outline the nature of the risks and the actions, measures to avoid (mitigate) or manage the documented risk. A

sample risk register is provided in Annex 2 for Facilitators to use.

## 2.11 Understanding a Multi-Hazard or All-Hazards Approach to Disaster Risk Management

The risk assessment of many communities will reveal that there is a strong likelihood of combinations of hazards affecting local communities at the same time. These are known as multi-hazard scenarios or overlapping disasters.

Facilitators should note the hazards that occur simultaneously and if there is any regular pattern for such hazards or a particular period of the year (for instance, during the rainy or dry season) when such hazards occur. Therefore, the likelihood of a hazard becoming an emergency and disaster is partly dependent on the respective season in the country.

The multi-hazard approach is facilitated by identifying all the hazards that occur in local communities and the interaction that may occur between the hazards. For example, in 2014, the local communities of many of the urban cities of Freetown were confronted with widespread flooding and the outbreak of communicable transmission of EVD at the same time. The same may be occurring with the COVID-19 pandemic in 2020.

Facilitators should also note that although the individual impacts and effects of hazards may be minor, their cumulative effects over time can make local communities more susceptible to the effects of subsequent hazards. For instance, the cumulative effects of regular flooding in many communities in Sierra Leone can devastate the local economy and livelihoods in the long-run if the vulnerabilities are not checked.

HAZARD GROUP	TYPE OF HAZARD IN SIERRA LEONE	LIKELIHOOD OR FREQUENCY	SEVERITY OR CONSEQUENCES	TOTAL SCORE
Geological	Landslides	3	4	7
	Earthquakes	1	4	5
Meteorological	Flash Floods	5	4	9
	Sea Level Rise	1	3	4
	Storm Surge	2	2	4
	Drought	3	3	6
	Tropical Storm	4	3	7
	Lightening	5	2	7
Health	Epidemics	3	5	8
Technological	Road Crashes	5	2	7
	Maritime Accidents	2	4	6
	Train Crashes	1	2	3
Anthropogenic	Armed Conflict	1	5	6
	Crime	2	2	4
	Waste Disposal	4	4	8
	Water Pollution	4	3	7
	Civil Unrest (Riots)	1	2	3
	Wildfires	3	4	7
<b>LEGEND</b>				
Likelihood/Frequency Scale		Severity/Consequences Scale		
1	Rare	1	Marginal	
2	Unlikely	2	Minor	
3	Possible	3	Moderate	
4	Likely	4	Major	
5	Almost Certain	5	Severe	

Table 2.4 - Indicative Risk Profile for Sierra Leone.

**Table 2.5 - Types of Vulnerabilities among Local Communities in Sierra Leone.**

<b>FACTORS THAT RESULT IN LOCAL COMMUNITIES BECOMING VULNERABLE TO HAZARDS &amp; RISKS.</b>	<b>Social &amp; Economic:</b> Limited assets or financial ability (poverty) to cope with the effects of hazards/risks.
	<b>Preparedness:</b> Not sufficiently prepared (scientific monitoring, building codes, communication, emergency plans) to cope with the effects of hazards/risks.
	<b>Demographic:</b> Vulnerable Groups (elderly, females & children) are more susceptible to hazards/risks.
	<b>Education:</b> Limited access to community risk information (illiteracy, local languages, poor information dissemination).
	<b>Location of Settlements:</b> Houses built in hazard prone environments such as flood plains or steep slopes.
	<b>Population Density:</b> High concentration of people in specific locations like flood plains, in rural areas for farming purposes or in slums in industrial or urban areas.
	<b>Fragile Infrastructure:</b> Houses constructed with poor building materials. For example the slums in Freetown.
	<b>Agricultural Practices:</b> Pesticide use on farms, farming activities like shifting cultivation that requires burning of grass in open fields, deforestation and land degradation.
	<b>Mining Activities:</b> Illegal extraction of rutile, diamond and other minerals. Illegal mining of sand from beaches.

### 2.12 Risk is Related to the Vulnerability of Local Communities

The notion of vulnerability in this advisory aligns with the UNISDR (2017) definition as “The conditions determined by physical,

social, economic and environmental factors or processes, which increase the susceptibility of an individual, community, assets or systems to the impact of hazards”. In Sierra Leone, the main types of vulnerabilities are listed in Table 2.5.

### 2.13 Final Remarks: Working with ‘All Hazards’ Policies and Plans in the “New Normal” Post-COVID-19 World

From Chapter 2 Facilitators should now have a clear idea of what is considered important in terms of identifying hazards and risks in Freetown.

They should also be aware that an integrated All Hazards approach is widely considered to be the best means for dealing with the hazards and risks faced by the local communities. It is important that Facilitators are aware of National and District emergency preparedness policies and plans for the full spectrum of identified hazards and risks affecting local communities (see Figure 2.6). An All Hazards approach should:

“All Hazards approach is widely considered to be the best means for dealing with the hazards and risks faced by the local communities.”

Figure 2.6 - What Does an All Hazards Approach include?



“It is essential that Facilitators understand & communicate the limitations of what has been planned...?”

## 2.14 Recognising the “New Normal”

It is important to recognise that in 2020 all prior risk and hazard documentation and plans are unlikely to have considered responding to and recovering from a disaster while simultaneously operating in a pandemic environment like COVID-19. There will be a pressing need for Facilitators to complete new risk assessments and revisit old ones as well as communicate these to the local stakeholders (see Chapter 2).

It is essential that Facilitators understand and communicate the limitations of what has been planned before and that this planning will be dynamic and changing in COVID-19 and post-COVID-19 times (see Chapter 3).

Past assumptions of relying on large and rapid amounts of international humanitarian assistance reaching affected districts and local communities may not be as valid as they once were. Although international humanitarian assistance will probably still arrive, the international community and agencies, Government actors and humanitarian actors will have to respect international guidance and codes of conduct on pandemics that will mean that international assistance will most probably be much slower to arrive and possibly in fewer numbers (see Chapters 3 and 4). This means that it is more important than ever that Facilitators develop as much community resilience as possible.

✕ Important message!

# STAY SAFE, COVID-19 IS REAL!

**CORONAVIRUS IS IN FREETOWN, SIERRA LEONE**

Wash your hands often with soap and water for at least 20seconds or alcohol based sanitizer.  
Practice social distancing by keeping at least 2meters apart  
Avoid touching nose, eyes or mouth with uncleaned hands

LEARN MORE →

COVID-19 NEWS →

Source - Freetown City Council website: Accessed on 16/07/2020 <https://fcc.gov.sl/>





# Chapter 3

## Planning & Situational Awareness

Chapter 3 provides more detailed and practical advice to Facilitators on disaster management for local communities. It pays attention to the challenges of advising local communities when confronted with emergencies and disasters while also operating in a pandemic environment like COVID-19.

As an aid, these potential and real Single Points of Failure can be addressed by using

ten important questions for Facilitators outlined in Chapter 1. Facilitators are reminded of them here again in Table 3.1.

They can act as a place to start or a constant reference point that Facilitators can use and apply in their discussions with their local partners and stakeholders.

To illustrate how these might be important the next sections relate these questions to key aspects that Facilitators need to understand.

**“Facilitators can use and apply in their discussions with their local partners and stakeholders.”**

THE TEN QUESTIONS FIXING SPOF AT THE LOCAL LEVEL	
QUESTIONS	EXAMPLES OF SOLUTIONS
What is the Risk?	Find and Distribute risk registers and assessments
How do we know?	Decide how to access Early Warning Systems and Information and Disaster Risk Reduction
What plans do we have?	Find, locate, review or create Guides/SOPS/Plans
Who is working on this?	Understand role of District Disaster Management Committees
What money do we have?	Find/create/locate local budget for multiple hazards and disasters (budgets)
How can we communicate?	Decide and agree communication equipment (VHF radios, reliance on mobiles)
What shall we say?	Train together on communication messaging
What will the Responders do?	Dialogue with fire force/police
Will the public help or hinder?	Compliance and enforcement
Are there links with other issues?	Make link to wider issues that have relevance for disaster management, such as deforestation causing environmental issues

**Table 3.1 - Ten Important Questions for Facilitators.**

## UNDERSTANDING RULES & LAWS

### DISASTER MANAGEMENT FRAMEWORK

<p><b>Laws and Legislation</b> Key laws passed by Parliament.</p>	<ul style="list-style-type: none"> <li>• New Disaster Management law passed in February 2020 that amends the major legislation passed previously in the National Disaster Preparedness and Response Plan (NDRPD, 2006).</li> </ul>
<p><b>Dedicated Plans</b> Important national and local emergency plans that have been approved by Government.</p>	<ul style="list-style-type: none"> <li>• For public health issues, like pandemics, there are formulated plans that focus on handling vector-borne disease and communicable diseases, mass casualty incidents and spillages of hazardous materials, (chemical, biological, radioactive and even nuclear (CBRN) hazards).</li> </ul>
<p><b>Agencies for Disaster Management</b> Can help coordinate and assist during disasters.</p>	<ul style="list-style-type: none"> <li>• Disaster Management Department (DMD) in the Office of National Security and, once implemented, a new Disaster Management Agency that will be responsible for coordinating support to Districts dealing with natural disasters and events, such as flooding and landslides.</li> <li>• In Freetown, a District Disaster Management Committee is established (chaired by Deputy Mayor), supported by a network of Community Disaster Management Committees (CDMCs).</li> </ul>
<p><b>Key National Structures</b> The role of nationally approved disaster management bodies who cooperate with local Districts and communities.</p>	<ul style="list-style-type: none"> <li>• Plans may also be guided by dedicated public health institutions and command rooms. For example, the National Ebola Response Centre (NERC) plays an important role in coordinating public health responses to vector-borne and communicable diseases. It leads the preparedness and response to COVID-19.</li> </ul>
<p><b>Supporting Laws and Institutions</b> Roles of key supporting Ministries and Agencies, responsible for instructing, guiding and helping.</p>	<ul style="list-style-type: none"> <li>• Dedicated agencies like the Environmental Protection Agency (EPA) focus on climate change issues and hazards. The roles of these supporting organisations will be outlined not just in Disaster Management laws but also in wider legislation.</li> <li>• These agencies are represented on FCC's DDMC</li> </ul>
<p><b>Secondary Guidance: Relevant Policies and Standard Operating Procedures (SOPs)</b> Local actors understand what to do, who to work with (Government actors) and using what specific Disaster Management laws and plans.</p>	<ul style="list-style-type: none"> <li>• There may be key guidance about how a particular plan or policy is to be further implemented in a specific way, who needs to be spoken to and on what matters and using which detailed method or procedure.</li> </ul>
<p><b>Financial Preparedness and Contingency Funds</b> Some dedicated funds and budgets that are operated by Government.</p>	<ul style="list-style-type: none"> <li>• Required to meet the duties from all of these laws, plans, structures and policies. Many of these funds are small and often limited in time</li> </ul>

**Table 3.2 - Disaster Management Framework. Action Points: What to Look For.**

### 3.1 How Do we Know? Understanding the Rules and Laws

It is important for Facilitators working at the local level to be aware that there is an extensive Disaster Management framework in place in Sierra Leone.

Where possible it is important that Facilitators understand the range of sources of information and cooperation that may be associated with this disaster management framework. In Sierra Leone (and also applicable to Freetown), for instance, the Disaster Management framework can be seen in Table 3.2.



### 3.2 Early Warning Systems – What to Know? Who is Working on This?

Facilitators will often want as much information as possible about particular hazards and when they might impact on a local district or community. The people who are working on this and the technology used to provide early warning of the onset or likelihood of a disaster are often collectively called the Early Warning System (EWS) (See Figure 3.1). For Facilitators, there are important sources of early warning in existence in Sierra Leone:

- Weather Advice from the Meteorological Office, based in the Sierra Leone Meteorological Agency, that provides updates on climatic and changing

weather conditions, like rainfall and wind patterns.

- Water and Flooding Guidance from the Hydrological Office, based in the Ministry of Water Resources, that offers assistance and information on likely flooding impacts and flood patterns.
- Public Health and Disease Information from the National Ebola Response Centre (NERC) dealing with public health issues, communicative diseases like EVD (Ebola) and pandemics, like COVID-19 coronavirus. This system is being enhanced in 2020 to take account of the COVID-19 outbreak: in this guide, it will be called the ‘Pandemic Early Warning System’



Figure 3.1 - Early Warning Systems (EWS) - What do they do?

“...there are important sources of early warning in existence in Sierra Leone.”

ORGANISATION	POLICY	LINK
Ministry of Transport and Aviation	Meteorological Office and Agency	<a href="https://mta.gov.sl/meteorological-department">https://mta.gov.sl/meteorological-department</a>
Ministry of Water Resource	Hydrological Office	<a href="http://www.mwr.gov.sl/">http://www.mwr.gov.sl/</a>
Centre for Disease Control and Prevention	Global Health - Sierra Leone	<a href="https://www.cdc.gov/globalhealth/countries/sierra-leone/default.htm">https://www.cdc.gov/globalhealth/countries/sierra-leone/default.htm</a>
World Health Organisation Africa	Sierra Leone profile	<a href="https://www.afro.who.int/countries/sierra-leone">https://www.afro.who.int/countries/sierra-leone</a>

**Table 3.3 - Sources of Information on Early Warning Systems.**

ORGANISATION	POLICY	LINK
International Federation of Red Cross	Sierra Leone: National Disaster Preparedness and Respones Plan	<a href="https://www.ifrc.org/docs/idrl/672EN.pdf">https://www.ifrc.org/docs/idrl/672EN.pdf</a>
	International Disaster Response Laws (IDRL) in Sierra Leone Legal preparedness study for strengthening the legal and policy framework for foreign disaster response.	<a href="https://www.ifrc.org/PageFiles/41164/1213700-IDRL-Sierra%20Leone-EN-LR.pdf">https://www.ifrc.org/PageFiles/41164/1213700-IDRL-Sierra%20Leone-EN-LR.pdf</a>
	Sierra Leone Disaster Management Policy	<a href="https://www.ifrc.org/docs/idrl/671EN.pdf">https://www.ifrc.org/docs/idrl/671EN.pdf</a>
Ministry of Health and Sanitation	National Health Sector Strategic Plan 2017-2022	<a href="https://extranet.who.int/countryplanningcycles/sites/default/files/planning_cycle_repository/sierra_leone/sierra_leone_nhssp_2017-21_final_sept2017.pdf">https://extranet.who.int/countryplanningcycles/sites/default/files/planning_cycle_repository/sierra_leone/sierra_leone_nhssp_2017-21_final_sept2017.pdf</a>
Office of National Security	District Disaster Management Committee Guiding Handbook April 2015	
Freetown City Council	Standard Operating Procedure for Level 1 Disasters in Freetown	

**Table 3.4 - Sources of Information on Disaster Management Laws and Plans for Facilitators.**

**“Freetown is likely to remain susceptible to outbreaks of COVID-19...”**

### 3.3 Listening to the Pandemic Early Warning System

What does it provide? The main aim of a pandemic Early Warning Systems (EWS) is to enable Sierra Leone to easily recognise/ detect, validate and warn of an emerging viral outbreak and be prepared to respond and prevent it from developing into a pandemic.

Facilitators need to recognise that Freetown is likely to remain susceptible to outbreaks, and/or waves of outbreaks of COVID-19 since this often happens when a new virus or subtype appears against which the human population has no immunity, and eventually causes a pandemic.

Guidance on pandemics and COVID-19 need to be monitored carefully and regularly by Facilitators because:

- Many of the local communities in Freetown are densely populated with people living very closely together, which enables any virus to have the capacity to spread from person to person quickly and easily.
- The ability of the country to impose anti-COVID-19 measures like social distancing, lock-down and travel restrictions, curfews and the banning of mass gatherings remains limited.
- The importance of key transport infrastructure like Lungi Airport or Freetown port means that there is a constant threat of new infections from travellers and traders across borders.

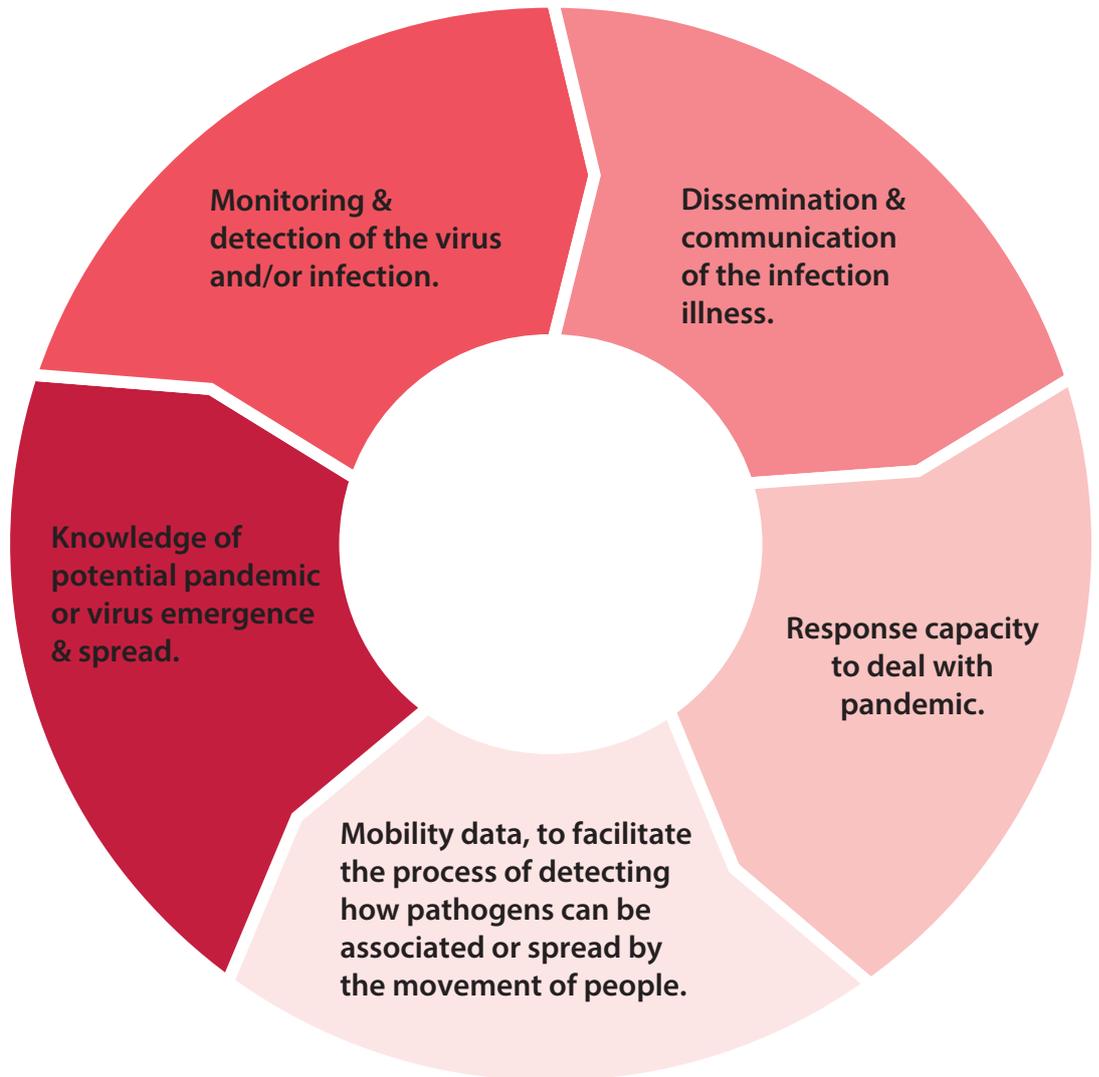
The pandemic EWS, just like others, offers Facilitators five sources of information. Have a look at Figure 3.2 to decide what to focus on.

Facilitators can use this information to point out high risk areas, analyse the impact on the population and revise treatment, containment measures or public messaging accordingly.

This information can be found at World Bank, Practical Action, WHO and UNDP (see further information in the back of this guide).



Figure 3.2 - The Pandemic Early Warning System.



### 3.4 Other Important Sources of Early Warning Information

**International Institutions**, like the World Health Organisation (WHO), that provide current information on cases and death rates and offers interpretations and future predictions.

**Mobility data** generated from smart phones can be used by telecommunication companies and their software providers including apps like Google, Facebook and WhatsApp, which can be used to detect the location and movement of people.

This would facilitate the process of detecting how pathogens can be associated or spread by the movement of people. Facilitators can use this information to point out high risk areas, analyse the impact on the population and revise treatment, containment measures or public messaging accordingly.

**Table 3.5 - Additional Sources of Information on Early Warning.**

ORGANISATION	POLICY	LINK
World Bank	Mobility data in Freetown	<a href="https://blogs.worldbank.org/opendata/how-urban-mobility-data-transformed-freetown">https://blogs.worldbank.org/opendata/how-urban-mobility-data-transformed-freetown</a>
United Nations Development Programm	Preparedness and Early Warning	<a href="https://www.undp.org/content/undp/en/home/2030-agenda-for-sustainable-development/planet/disaster-risk-reduction-and-recovery/preparedness-and-early-warning.html">https://www.undp.org/content/undp/en/home/2030-agenda-for-sustainable-development/planet/disaster-risk-reduction-and-recovery/preparedness-and-early-warning.html</a>
Practical Action	Early Warning Systems	<a href="https://policy.practicalaction.org/projects/ews">https://policy.practicalaction.org/projects/ews</a>
World Health Organisation	Early Warning Systems	<a href="https://www.who.int/csr/labepidemiology/projects/earlywarnsystem/en/">https://www.who.int/csr/labepidemiology/projects/earlywarnsystem/en/</a>

### 3.5 Understanding Levels of Response to Emergencies in Freetown

Facilitators need to be aware that any response to a national emergency depends on the severity of the situation in terms of:

- **Scale** (how big the disaster is)
- **Duration** (how long the disaster lasts)
- **Impact** (how badly the district and/or local community is likely to be affected)

These descriptors are used to grade response requirements in terms of levels of disaster in Sierra Leone. There are shown in Table 3.6.



**Table 3.6 - National Disaster Levels in Sierra Leone** Source: *The District Disaster Management Committee (DDMC) Guiding Handbook (2015) (Draft), pp. 19-20.*

LEVEL	Description	Procedures to Follow
1	Local event that can be dealt with during a specific period as regular operations by the protective and health services and responders (police, fire force and local health units). During this period, all stakeholders are engaged in their normal day-to-day work. In a Level 1 situation there are deemed to be no potential threats to national security.	Local Bodies (including DDMCs/CDDMCs) have to: <ol style="list-style-type: none"> <li>1. Monitor the situation</li> <li>2. Compile incident of report and send to national bodies (DMD)</li> <li>3. Access and analyse the situation or threat</li> <li>4. Have/contribute to discussions and make contingency plans for a sudden change (consult district risk matrix, risk registers &amp; emergency plans if exist)</li> </ol>
2	Emergency/disaster events that overwhelm the capacity of the affected region to respond using local resources (eg FCC) but do not overwhelm the capacity of the state to respond and recover. Normally a growing threat of this nature as a Level 2 emergency situations could be pronounced by the National Security Coordinator (NSC) or other equally authorised national persons.	Local Bodies (including DDMCs/CDMMCs) have to: <ol style="list-style-type: none"> <li>1. Confirm the event by liaising and consulting with the relevant national bodies</li> <li>2. DDMCs/CDMMCs to activate more regular meetings to coordinate the emergency</li> <li>3. Communicate with the public</li> <li>4. Organise/Mobilise local rapid response and social mobilisation teams</li> <li>5. Create field command posts (as appropriate)</li> <li>6. Liaise with national &amp; international based teams coming into local districts</li> <li>7. Contribute to local relief and welfare management. This can include establishing various local 'pillar' leads for health, communication &amp; logistics etc</li> <li>8. Plan for recovery · Stand down or escalate emergency response when the time comes</li> </ol>
3	Emergency/disaster events that overwhelm the capacity of the state to respond and recover using its own resources, thereby requiring international humanitarian assistance. Such an event may be designated as a national emergency as pronounced by the President or Vice-President (or other authorised person). At this point, there is a major and immediate threat to national security.	Local Bodies (including DDMCs/CDMMCs) have to: <ol style="list-style-type: none"> <li>1. Liaise and consult with the relevant national bodies</li> <li>2. DDMCs/CDMMCs to organise regular coordination meetings</li> <li>3. Communicate with the public</li> <li>4. Organise/Mobilise local rapid response and social mobilisation teams</li> <li>5. Liaise with national &amp; international based teams coming into local districts</li> <li>6. Organise regular local 'pillar' leads meetings</li> <li>7. Set up briefing sessions</li> <li>8. Plan for recovery</li> <li>9. Stand down emergency response when the time comes</li> </ol>

NO.	STAKEHOLDER	ROLE	RESPONSIBILITIES IN A LEVEL 1 (FLOODING) EMERGENCY
1	Freetown City Council (FCC)	Response Lead	<ol style="list-style-type: none"> <li>1. Coordination of overall response.</li> <li>2. Assessing and identifying nature and scale of the disaster (with ONS).</li> <li>3. Creation of appropriate centralised document storage accessible to all key stakeholders (Google Drive) and distribution (via WhatsApp group and email).</li> <li>4. Administration of email list for key stakeholders.</li> <li>5. Administration of Disaster Management WhatsApp group.</li> <li>6. Communications with stakeholders.</li> <li>7. Decision making as to:               <ol style="list-style-type: none"> <li>a. Definition of category of persons affected by disaster who will receive support.</li> <li>b. Standard tool to be used for rapid assessment and registration.</li> <li>c. Content of standard tool (questions, sequencing, etc).</li> <li>d. Standard package of support to be provided by stakeholders.</li> <li>e. Any necessary prioritisation for support for persons affected by the disaster.</li> <li>f. The period for registration and any additional registrations requested after that period.</li> <li>g. Any other relevant matters.</li> </ol> </li> </ol>
2	National Disaster Management Lead (Department of Disaster Management in the Office of National Security (ONS) in 2020)	Security Lead	<ol style="list-style-type: none"> <li>1. Assessing and identifying nature and scale of the disaster (with FCC).</li> <li>2. Administration of Disaster Management WhatsApp group.</li> <li>3. Communication of security matters to stakeholders.</li> <li>4. Coordination of all security support, in particular:               <ol style="list-style-type: none"> <li>a. Support during initial assessments.</li> <li>b. Support during rapid assessment.</li> <li>c. Support during registration.</li> <li>d. Support during distributions.</li> </ol> </li> <li>5. Support and advice to FCC in all decisions.</li> <li>6. Holder of all records of what items/support distributed by NGOs and to whom.</li> </ol>
3	Ministry of Health and Sanitation	WASH Lead	<ol style="list-style-type: none"> <li>1. Coordination of all WASH matters (see Chapter 3).</li> <li>2. Admin of WhatsApp group.</li> <li>3. Communication of WASH-related matters to stakeholders (see Chapter 3).</li> </ol>



NO.	STAKEHOLDER	ROLE	RESPONSIBILITIES IN A LEVEL 1 (FLOODING) EMERGENCY
4			
5	NGOs	Support in Disaster Response	<ol style="list-style-type: none"> <li>1. Supporting Freetown City Council, ONS and relevant ministries in:               <ol style="list-style-type: none"> <li>a. Providing and distributing immediate response items if possible.</li> <li>b. (Where applicable) Providing and managing tool for rapid assessment and/or registration and managing the relevant databases</li> <li>c. Carrying out rapid assessment.</li> <li>d. Carrying out formal registration.</li> <li>e. Distribution of support package including WASH items (see Chapter 3).</li> </ol> </li> </ol>

**Table 3.7 - Roles of Key Organisations in a Level 1 Emergency (Example: Flood)**  
 Source: Freetown City Council (2019) (Draft) Flood Disaster Response: Standard Operating Procedure for Level 1 Disaster in Freetown.

Facilitators should also be aware that the respective roles of different organisations have been outlined according to what kind of National Disaster Level has been declared in Sierra Leone. This will influence who facilitators need to talk to and work with.

In the case of a Level 1 flooding emergency, an example of the roles of key organisations is provided in Table 3.7.

**“DDMC is a multi-organizational grouping, which exists within each district.”**

**3**

### **3.6 What do the Districts have to do with Disaster Management? Important Local Disaster Management Structures and Bodies.**

All Sierra Leone Districts, and FCC specifically, have some functioning bodies that are intended to help organise disaster risk reduction and any disaster response on behalf of the FCC and local communities. In the situation that is faced today three such bodies are likely to be sources of focus for local Facilitators: District Disaster Management Committees (DDMCs)

#### **District Disaster Management Committee (DDMCs)**

DDMC is a multi-organizational grouping, which exists within each district, bringing together District Council leaders, security representatives, key local representatives, the health organizations and any active international partners within the area. The highlighted box shows who members of DDMC are normally.

#### **Members of the District Disaster Management Committee (DDMC):**

- Mayor/Dept Mayor – Freetown City Council
- National Commission for Social Action (NACSA)
- ONS District Security Coordinator Secretariat
- Chairman Council of Paramount Chiefs
- Ministry of Health and Sanitation, District
- Medical Officer (DMO)
- Mayor of the City
- Ministry of Agriculture, Forestry and Food Security (MAFFS)
- Chair of the Council of Paramount Chiefs
- Ministry of Mines and Mineral Resources (MMR)
- Environmental Protection Agency (EPA)
- Ministry of Lands, Country Planning and the Environment (MLCPE)
- National Fire Force (NFF)
- Ministry of Water Resources (MWR)
- Women’s Representatives
- Ministry of Information and Communication
- Representatives from Civil Society
- Ministry of Social Welfare, Gender and
- Children’s Affairs Representative of Youth Organisation
- Sierra Leone Police (SLP) Local Unit Command (LUC)
- Sierra Leone Red Cross (SLRC)
- Republic of Sierra Leone Armed Forces (RSLAF)
- Local and International Partners

*Source: The District Disaster Management Committee (DDMC) Guiding Handbook (April 2015) (Draft), p.5*

## District Health Management Teams (DHMTs)

The DHMTs consist of health professionals who address the health needs of the local populations, usually under the supervision of the District Chief Medical Officer (DCMO). At times of pandemics, like COVID-19, they play a key role in investigating likely outbreaks, tracking potential cases and/or disease spread and administering health care, medical treatment and vaccines.

The DHMTs also send reports and communicate directly with the Ministry of Health and Sanitation (MHS) and report daily on outbreaks and cases to the national Public Health Emergency Operations Centre. In the COVID-19 outbreak this has become the National Coronavirus Emergency Operations Centre (NACOVERC).

In the case of COVID-19 in 2020, the DHMTs have been adapted and are supported by the DICOVERC (District Emergency Operations Centre - DEOC) in all districts, reporting to the NACOVERC.

The DHMTs have an important relationship with the DDMCs and CDMCs. These bodies need to work side by side in the management of a public health disasters.

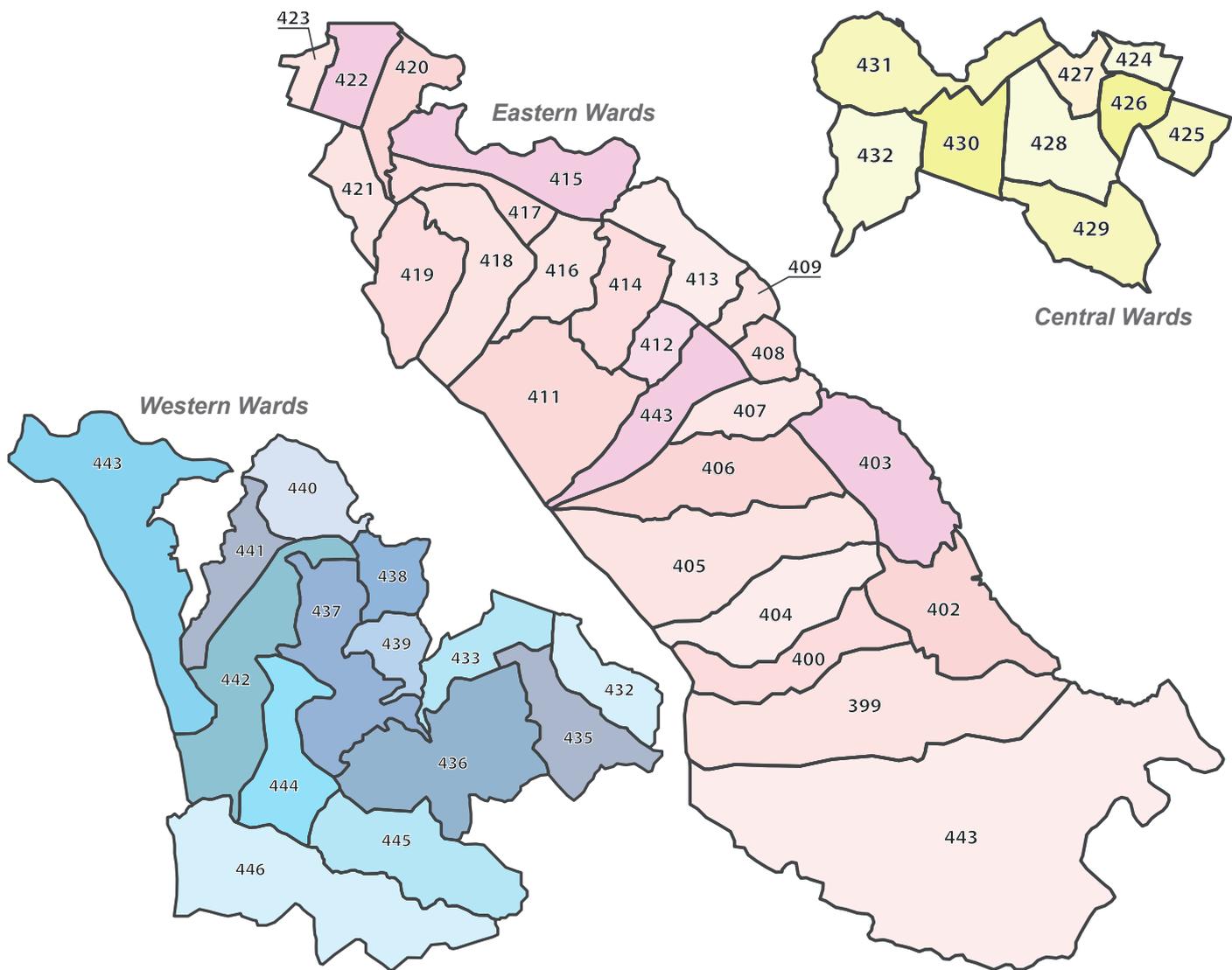
## FCC Community Disaster Management Committees (CDMCs).

FCC has rolled out a network of CDMCs, at community level. At the time of writing (2020), 163 CDMCs are established in 163 of 322 identified communities in Freetown. They are structured on Freetown's Zone, Block and Ward system (see below), and formed into clusters for command and control. Table 3.8 shows where these Community Disaster Management Committees (CDMCs) should be found in Freetown.

In addition, the following organisations have responsibilities to organise and participate in disaster risk reduction and disaster response activities:

Responders (including local elements of the Sierra Leone Police (SLP), National Fire Force (NFF) and the Armed Forces (RSLAF), as well as hospitals and medics/ambulance.





DIVISIONS	BLOCK	WARD/LOCATION	CDMCs Column to be filled by local actors
East 1	Block 1	399 - 404	
	Block 2	405 - 410	
East 2	Block 3	411 - 416	
	Block 4	417 - 422	
Central	Block 5	423 - 428	
	Block 6	429 - 434	
West	Block 7	435 - 440	
	Block 8	441 - 446	

Table 3.8 - FCC Community Disaster Management Committees (CDMCs) in Freetown: Where are they found? Source: Adapted from information at: <https://fcc.gov.sl>

**“To protect human life and, as far as possible, property & the environment.”**

### 3.7 Who is Working on This? How do they work together? Concept of Operations (CONOPS)

These bodies often have to work together in a Framework which is called a ‘Concept of Operations’ (CONOPS). This usually decides who is in charge and what each body should do. They have to think about, decide and agree National (and District) Disaster Management objectives. At National, District and local levels the objectives of Disaster Management Facilitators are all essentially the same:

- To protect human life and, as far as possible, property and the environment.
- To alleviate suffering.
- To support the continuity of everyday activities and to enable the restoration of disrupted services at the earliest opportunity.
- To uphold the rule of law and the democratic process.

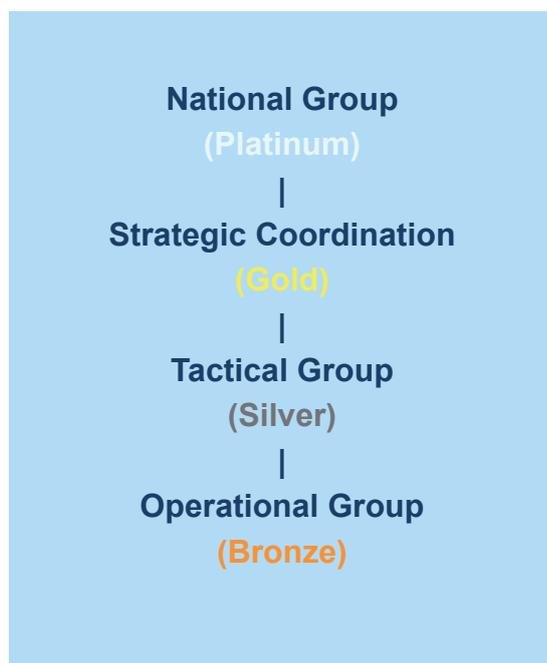
#### A National Disaster Management Framework.

A National Disaster Management Framework is based upon the following four levels:

**National Group:** This is the group of Ministers and senior officials who are responsible for all aspects of the national, cross-Government approach to disasters, including risk reduction, mitigation, response and recovery. Their task is to ensure that a crisis is being properly responded to and that all Government departments are engaged as needed. They issue policy, implement legislation, decide on priorities, allocate responsibilities and provide resources. In Sierra Leone, the National Platform for Disaster Risk Reduction (NPDRR) fulfils this function and this group is sometimes referred to as the “Platinum” level of command.

**Strategic Coordination Group:** The Strategic Coordination Group (SCG) is formed in order to take strategic decisions in relation to the response to a disaster. The role of the SCG is to establish strategic objectives and an overall management framework for the incident. The Office of National Security (ONS) is likely to have a coordinating function for this group, which is sometimes referred to as “Gold”. However, in a pandemic this function could be carried out by a Ministry of Health and Sanitation (MHS) coordinated national emergency response centre. “Gold” command headquarters may be located at some distance from emergency response activities.

**Tactical Group:** The role of the Tactical group is to determine priorities in obtaining and allocating resources and to plan and co-ordinate the overall response at the Regional, District or local level. The DDMC is most likely to be fulfilling this role. This group is sometimes referred to as “Silver”. “Silver” command may be located in an emergency operations centre that is either in the affected area or close to it. In a national emergency, there could be many “Silver” command centres, perhaps at Regional or even District level.



**“An ‘inner cordon’ is directly around the main scene...”**

**3**

These bodies also contribute to managing incidents and emergencies. This is called Major Incident Management.

It is also useful for Facilitators to understand how an emergency or bigger disaster scene is organised. This is often called Incident Management (see Figure 3.3) and is done through creating:

**An ‘inner cordon’** is directly around the main scene (such as the transportation accident or building fire) where the Operational Group (Bronze) may be found. This is usually the area sectioned off around the scene of the incident and where the wider public are not allowed to enter. This allows those people hurt to be looked after and where responders can work helping each other and those attending the scene.

**An ‘outer cordon’** (where wider support and direction is provided). This may be where the Tactical Group (Silver) will operate. This includes areas where ambulances and responders’ vehicles might be loaded, parking for police cars, areas for treating injured and placing dead bodies in a safe and respectful place. Controlled access will be allowed.

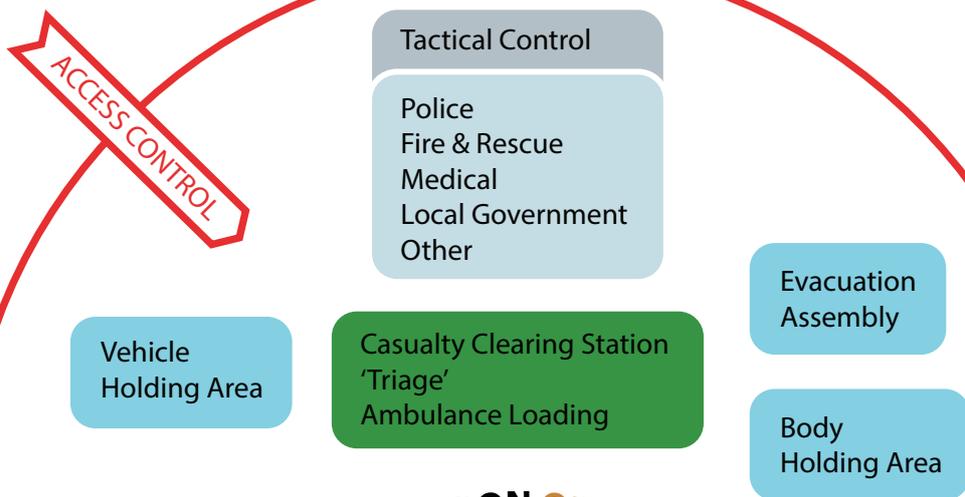
**‘Outside the cordon’** Those services that are provided outside the outer cordon. It includes the district emergency room, hospitals, morgues, DDMCs and Ministries that are providing wider coordination to help with the disaster. This can also include for example a media centre for information (see Figure 3.3).



## OUTSIDE OF CORDON STRATEGIC



## OUTER CORDON TACTICAL



## INNER CORDON OPERATIONAL



Figure 3.3 - A Quick Look at Major Incident Management.

### What do District and Community Disaster Management Committees do?

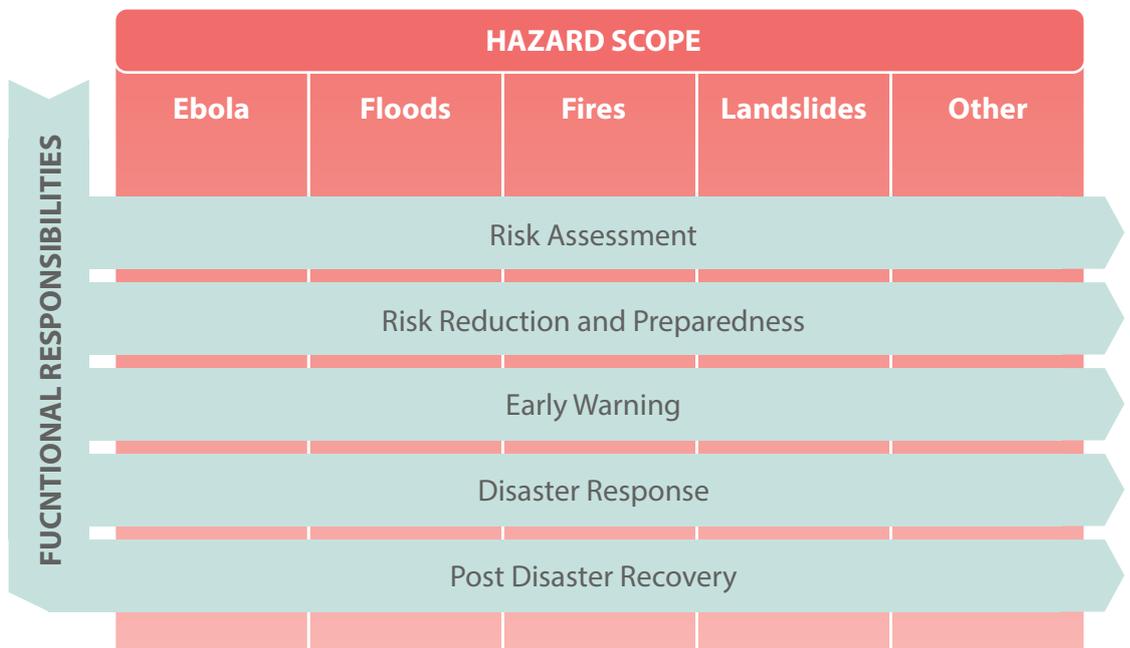
Management objectives described above, the DDMC and CDMCs must work with other agencies and organisations to:

- **Reduce the risk of a disaster occurring.** Carrying out ongoing assessments of the risks within the districts that could cause a disaster.
- **Mitigate any possible impact of a disaster.** Carrying out activities that prevent or reduce harm to life and property (based normally on findings from a risk assessment (see Chapter 2).
- **Early Warning.** Gathering and looking at information from other stakeholders that can help inform when and where a disaster may strike.

- **Plan and coordinate the response to a disaster.** Devising and following a plan and coordinating actions affecting the district (see next sections).
- **Assist with the management of a recovery programme.** Coordinating and contributing to activities that may help the local community after a disaster has occurred

When working together in these five roles the DDMCs need to take into account that each hazard will have different impacts on each local community and district (see Figure 3.4).

“...each hazard will have different impacts on each local community and district.”



**Figure 3.4 - Five roles of the District Disaster Management Committee (DDMC)**  
 Source: *The District Disaster Management Committee (DDMC) Guiding Handbook (2015) (Draft)*, p. 6.

TYPES OF NATIONAL SUPPORT	DURING NORMAL TIMES	DURING EMERGENCIES
Provincial Security Coordinator (PSC)	<ul style="list-style-type: none"> <li>• Ad hoc attendance at DDMC</li> <li>• Advice and support on Risk Assessments, Risk Reduction and Early Warning Activities</li> </ul>	<ul style="list-style-type: none"> <li>• Further support to ONS District Security Coordinator (DSC), chairing DDMCs</li> <li>• Emergency advice to the DDMCs</li> </ul>
Disaster Management Department (DMD) in the Office of National Security (ONS)	<ul style="list-style-type: none"> <li>• Training and advice to DDMCs</li> </ul>	<ul style="list-style-type: none"> <li>• Provide support from Head Office in Freetown to the DDMCs</li> </ul>

**Table 3.9 - Types of National Support Available to DDMCs (and also CDMCs)** Source: Adapted from *The District Disaster Management Committee (DDMC) Guiding Handbook (2015) (Draft)*, p. 7-8.

### What do Responders do?

In the event of a disaster, typical response activities include the following:

- Save lives
- Evacuation and prevention of further loss of life and injury
- Search and Rescue
- Security of affected areas
- Provide relief to those affected
- Health and medical assistance
- Shelter
- Food and water security and sanitation
- Activate distribution systems for aid and relief supplies
- Communications management
- Survivor support

### How to Contact the Responders?

They are represented at every level, and for FCC specifically on the DDMC and CDMC.

#### Police Responsibilities:

- Security and preservation of the scene
- Evacuation
- Criminal investigation, assist other investigations (security of the scene of the disaster)
- Victim identification
- Casualty tracking and information
- Investigation of cause of death on behalf of Coroner
- Maintaining law and order

**“Emergency Response Plans are required at every level...”**

### **Fire Force Responsibilities:**

- Search and Rescue
- Prevention of escalation
- Dealing with fires, chemicals and other contaminants in order to make the scene of the disaster safe.

### **Hospital Responsibilities:**

- Reception of casualties.
- Treatment of casualties.
- Provision of medical teams to the scene of the disaster (if required).
- Casualty tracking and casualty information.

### **Local Authorities Responsibilities:**

- Planning.
- Support for the emergency services.
- Support for the local communities.
- Provision of resources to mitigate effects and to alleviate the suffering of those affected.
- Co-ordination of response by agencies other than emergency services.
- Rehabilitation of the community and restore the environment.

### **Medics and Ambulance Service Responsibilities:**

- Emergency treatment of casualties at the scene of the disaster.
- Transporting casualties to hospitals.

### **3.7. Having a Local Emergency Response Plan: What should it include?**

Each district should have its own basic emergency response plan, which is coordinated and looked at by the ONS DMD and Ministry of Health and Sanitation (MHS) in 2020.

Emergency Response Plans are required at every level (including districts) to guide and co-ordinate the work of all the different agencies and organisations involved in a response to an incident. It is part of doing disaster management quicker and usually better. In some cases, these organisations may not be used to working together, or under stressful conditions of a crisis.

This is one of the most important items that the DDMCs and CDMCs should be looking at and undertake. The level of complexity of the plan will of course depend upon whether it is at the district level. Facilitators should be realistic and sensible when devising Local Emergency Response Plans

An emergency plan should not seek to provide basic procedures for each organisation but to co-ordinate the activities of these organisations that have their own emergency response procedures to follow.

A Local Emergency Response Plan include 4 things: Aims, Objectives, Key Elements, and Operating Principles. So what does this mean?

## 1. AIMS

## 2. OBJECTIVES

## 3. ELEMENTS

## 4. OP. PRINCIPLES

“In the event of a disaster the overall aims of a Local Emergency Response Plan need to be clear.”

### Aims of any Local Emergency Response Plan

Save life

Prevent escalation

Relieve suffering and assist the injured

Protect Property

Safeguard the environment

Facilitate an investigation

Maintain law and order

Inform the public

Restore normality as soon as possible

Promote self-help, individual resilience and recovery

3

*Table 3.10 - The Aims of Any Local Response Plan.*



“Facilitators will be involved in tackling pressing needs as best they can and as quickly as possible. An emergency plan has several objectives.”

<b>Objectives of any Local Emergency Response Plan</b>	<p><b>To co-ordinate the use of available resources in an effective and timely manner. The resources needed to deal with a disaster may be in high demand, scarce or even non-existent. Resources include:</b></p> <ol style="list-style-type: none"> <li><b>1. Information:</b> what has happened, where has it occurred, how many people are involved and what is needed to remedy the situation?</li> <li><b>2. Personnel:</b> emergency managers and responders: police, medics, and fire force etc.</li> <li><b>3. Vehicles:</b> police cars, fire engines, ambulances, heavy plant and engineering equipment etc.</li> <li><b>4. Equipment:</b> floodlights, tents, water pumps, command posts etc.</li> <li><b>5. Supplies and Consumables:</b> fuel, medicines, medical supplies, food, blankets, shelters etc.</li> <li><b>6. Communications:</b> mobile phones, radios (VHF/HF), internet, satellite phones etc.</li> <li><b>7. Premises:</b> command centres, medical centres, emergency shelters, morgues, warehouses, buildings.</li> </ol>
	<p><b>To allocate tasks and responsibilities among the Emergency Responders, agencies and organisations.</b> Each needs to know what they are expected to do what are their roles, responsibilities and tasks.</p>
	<p><b>To guide emergency preparedness.</b> Emergency plan should be based on an assessment of the likely risks/hazards covering the locality; Complete a risk matrix or register (see Chapter 2). The plan should identify what resources are likely to be required and should highlight local sates of vulnerability.</p>
	<p><b>To focus training initiatives.</b> Any plan should be tested and exercised so participants understand the plan and know what is expected of them.</p>
	<p><b>To bring organisations together.</b> Different agencies work together as part of the response to a disaster. These organisations may be unfamiliar with each other’s protocols and procedures. By allocating tasks/responsibilities, the plan will lessen misunderstandings and reduce the need to improve realationships between different organisations. It should also avoid wasting scarce resources so that people can do more with what they have.</p>

Table 3.11 - Objectives of an Emergency Response Plan.

“Facilitators must recognise every emergency plan needs to incorporate key elements.”

<b>Key Elements of an Emergency Response Plan</b>	<b>Risks:</b> Research and analysis of the likely hazards, vulnerabilities and risks in the area covered by the plan. This should be informed by any risk assessments, risk matrix or risk registers that are available. If not, a quick local appraisal could be conducted (see Chapter 2 and Annex 2).
	<b>Organisations:</b> Identifying the organisations (including local) whose actions will be guided by the plan and the frameworks within which they will work. This means deciding who should be involved in the plan to enhance response at the district and community level.
	<b>Resources:</b> Listing the resources that may be required in response to a crisis or disaster. This means being realistic with what is available locally.
	<b>Communications:</b> Including agreed and practiced communications arrangements. It is also wise to identify the key persons as well as contact lists for all those likely to be involved. This means being realistic and accurate about who is available and committed as well as who are the best communicators at the local level.
	<b>Command and Control:</b> Confirming the command and control arrangements and the physical resources that will enable them to function, such as emergency operations centre and communications channels.
	<b>Procedures:</b> Clarifying the procedures and practices that will be applied during an emergency. Standard Operating Procedures (SOPs) should be developed by all parties involved.
	<b>Tasks and Responsibilities:</b> Assigning specific tasks and responsibilities to particular organisations and agencies.

*Table 3.12 - Key Elements of an Emergency Response Plan.*

### Elements of any Local Emergency Response Plan.

The Emergency Response Plan should, using knowledge of local hazards and vulnerabilities outlined in the risk register/matrix, create a clear structure for emergency response. This should include decision-making, command and control

arrangements and the allocations of tasks and responsibilities. As a result, participants should know what procedures to follow and what resources to use under specific circumstances, which will almost invariably be unfamiliar, stressful and challenging. Any Emergency Response Plan includes key elements. These are listed in Table 3.12 above.

“There are numerous operating principles that underpin the production of a viable emergency response plan.”

<p><b>Operating Principles of a Local Emergency Response Plan</b></p>	<p><b>Ownership of the Plan:</b> A single organisation, usually a disaster management committee, agency or organisation, should be responsible for managing the process of producing and maintaining the plan. However, all other organisations involved in the plan should identify with it and agree to abide by it and participate in it, thereby taking joint responsibility and ‘ownership’ of the plan. To function well, emergency plans need to be accepted by all users.</p>
	<p><b>Flexibility:</b> Emergency plans should be written to cope with both known and unknown hazards. An emergency plan should not be written with a single or a few potential disasters or locations in mind. It should be generic enough so that it can cope with a wide range of possible disasters and incidents, including the unexpected and unpredictable.</p>
	<p><b>Legislative Backing:</b> An emergency plan must be backed up by the necessary legislation and must be compatible with all laws that relate to emergency planning and management as well as others that are not directly concerned with disaster management. These may include; laws relating to the environment, health and safety at work and urban regional planning.</p>
	<p><b>Review:</b> Emergency plans should be regularly reviewed, evaluated and updated to ensure that they remain relevant and up to date.</p>
	<p><b>Exercise:</b> The emergency plan, or elements of it, should be regularly exercised by those who are likely to participate in the plan. Exercises help participants become familiar with the plan as well as with other participants and ensure that the plan is tested, evaluated and if necessary, adjusted and improved.</p>

**Table 3.13 - Operating Principles of an Emergency Response Plan.**

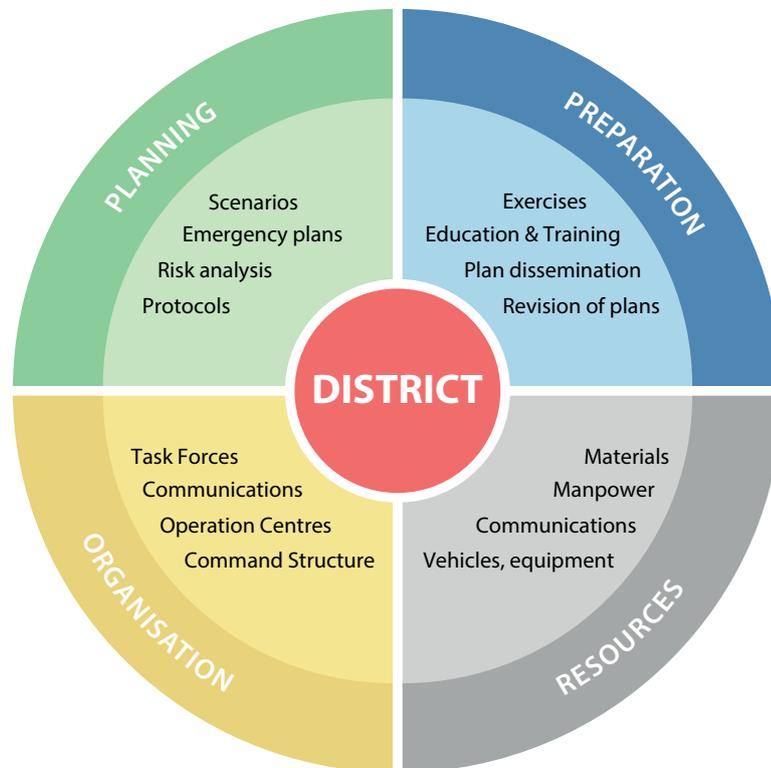
For more information on writing an emergency plan, refer to “How to Write an Emergency Plan” by David Alexander (see back of guide for further information!).

to be carefully thought about and these need to be considered when preparing a Local Emergency Plan (see Figure 3.5)

However, it should be clear that the District is involved in all types of activities that need

“The local or District level EOC is often called the DEOC...”

**Figure 3.5 - What any (Local) Emergency Response Plan should consider?** Source: Modified from: “Planning, Preparation, Resources, Organisation” diagram from David Alexander (2016) *How to Write an Emergency Plan?* (Dunedin: Dunedin Press) (Figure 3.1 p. 24).



### 3.8 Understanding the Role of a Local/District Emergency Operations Room (DEOC)

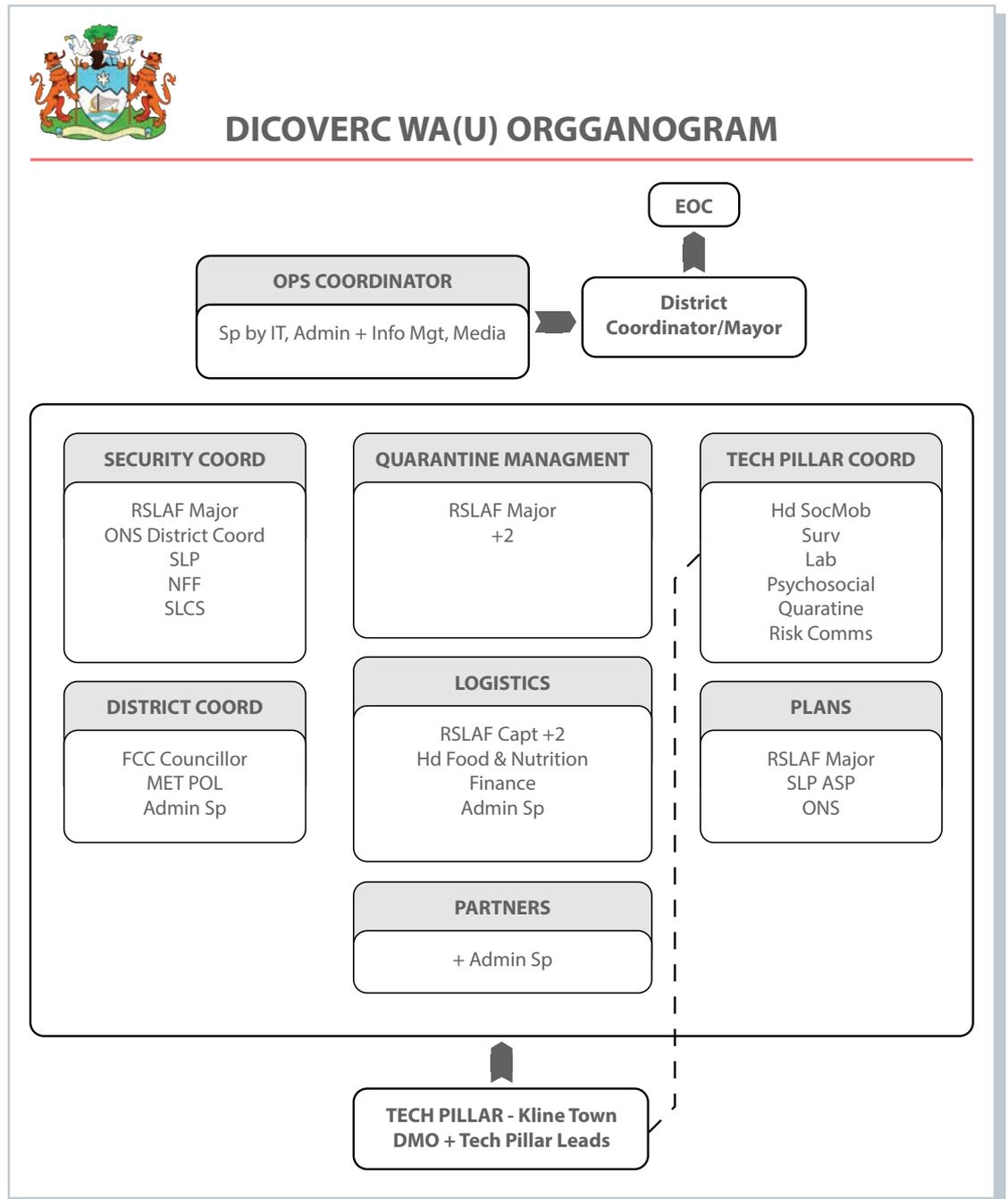
An Emergency Operations Centre (EOC) is usually the place (it can be a room or even a building) that is established to coordinate information and resources in order to manage a response to an emergency or multiple emergencies. Thus, an EOC should be able to handle one emergency (like a flood) or more than one at a time (e.g. COVID-19 and a fire or a flooding incident). They usually exist at the national level (known often as the National EOC - NEOC) and below this they can also be established at the local and district level. The local or District level EOC is often called the DEOC and is there to:

- Apply and interpret any Local Emergency Response Plans in practice as a disaster unfolds (see previous sections).
- Coordinate information and resources available at the local level. When

handling emergencies in the districts and local communities that need the development of an understanding of what is happening in the affected area (situational awareness) and the coordination of local resources, like local police, district fire force stations, municipal or local shelters and nearby volunteers.

- Coordinate and report to the national level and National EOC. This is especially the case when the emergency is or has become too big for local resources to handle alone and help from other regions or from the national level is required.
- Bespoke EOCs. For specific crises, EOCs are organised according to the threat environment. Figure 3.6 shows the DICOVERC, established in Freetown’s Special Court, to run specifically the District level response to the 2020 COVID 19 outbreak.

Figure 3.6 - The bespoke DICOVERC framework that runs the FCC district response to the COVID-19 emergency in 2020.



“A good DEOC will also have clear rules and procedures...”

**For Facilitators, several aspects of the DEOC are important:**

- **Know the Role of the DEOC.** It is important to know what to expect. A DEOC should be looking at the wider implications and coordinating arrangements that the local community or district authorities need to consider and to feed into interactions with national bodies.
- **Know What a DEOC is not supposed to do.** A DEOC is not there to run the incident at the scene of the emergency (tactical/operational). That should be done by the local emergency responders – like the police and fire force – at the scene of the incident or in the affected area. In the case of flooding, the DEOC should be considering how to advise and move populations rather than practically undertaking that task itself.
- **Know the Rules of the DEOC.** A good DEOC will also have clear rules and procedures on how it is run and supposed to operate. This is sometimes established in a special set of procedures which are usually called an Incident Management System but should in any case be mentioned in any National or District Level Emergency Plan. There may also be special procedures laid down in what are called Protocols or Standard Operating Procedures (SOPs).
- **Know how the DEOC fits in.** Often there will be a diagram or schematic that outlines how the DEOC fits in with other bodies and national, regional and local institutions and stakeholders. It is important to see if this can be accessed and looked at before an emergency takes place.
- **Know who is at the DEOC.** A DEOC needs to have the right membership with appropriate local stakeholders

represented. If the right people are there at the DEOC then the discussion will have the right information, expert advice and stakeholders will be empowered to make decisions in a timely manner without having to constantly refer back for direction or authority. Ideally, DEOC members should be empowered to make decisions and allocate tasks and resources without constant reference back to their superiors in their own organisations. It will also allow people to get used to working together, build trust and understand each other’s skills.

- **Know how the DEOC is to be informed and to communicate.** A DEOC needs to have some level of equipment and resources such as functioning mobile phones and ideally computers and access to the internet so that information can be passed in and out of the DEOC quickly and effectively. It is also important that the DEOC have compatible equipment. It should not be a room simply full of people but with no way to communicate to others or for them to communicate to the DEOC quickly.
- **Know where the DEOC is located and how to get there.** The geographical location of the DEOC should also be well-known to all stakeholders so they know where to go at times of emergencies and arrangements. It is better clarified before an emergency takes place as to where the DEOC is or where it will be set up.
- **Find out if the DEOC has been exercised and or updated recently.** Facilitators should if possible either participate in any DEOC exercises or at least find out how they went and what was learnt from any exercise.

### 3.9 Understanding Standard Operating Procedures (SOPs).

An Emergency Response Plan should not just consist of a collection of procedures. Each organisation involved should have its own procedures and the emergency plan should aim to co-ordinate the activities of these organisations rather than give them procedures to follow. However, an emergency plan may well have a number of descriptions of procedures or checklists but these should

be in the annexes and not in the main body of the plan.

Where possible procedures should be standardised to ensure that everyone knows and understands them and can follow them easily. These are known as Standard Operating Procedures (SOPs). A Facilitator should look at any Standard Operating Procedures in place.

In general, there can be many SOPs addressing communities (see Figure 3.7)

**Figure 3.7 - What do Standard Operating Procedures often cover?**



**“Procedures should be standardised to ensure everyone knows, understands and can follow them easily.”**

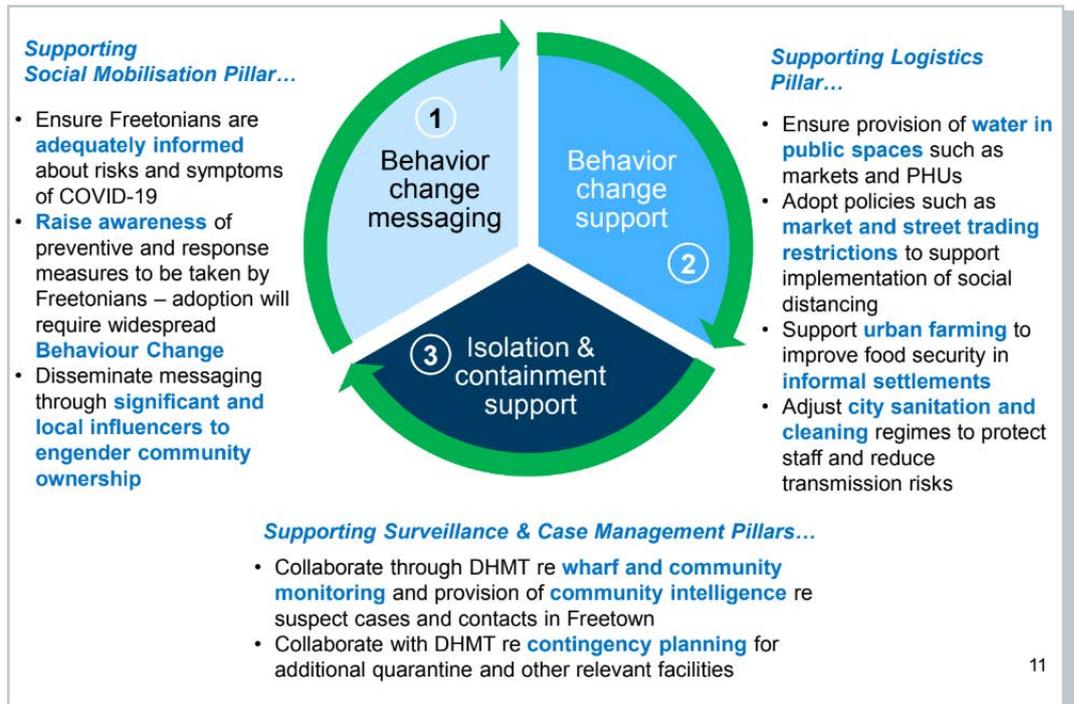
**In Freetown, there are already SOPs that apply to the District and community levels. They cover:**

- Definitions, such as what is a displaced or affected household in an emergency.
- Roles and Responsibilities of Stakeholders at various levels of emergencies in Sierra Leone
- Overall Structure of any Disaster Response, including guidance on initial

information-sharing and decision-making; rapid assessments, registration of affected persons and distribution of aid and resources to households

- Guidance on Communications, including procedures for obtaining initial data and overall data storage

Relevant SOPs examples can be found at: Freetown City Council (2019) (Draft) Flood Disaster Response: Standard Operating Procedure for Level 1 Disaster in Freetown.



**Figure 3.8 - Three Pillars** Source: Freetown City Council COVID-19 Preparedness and Response Plan (2020).

### There is a declared state of emergency in Sierra Leone in 2020!

Pandemics like COVID-19 will restrict the ability of facilitators to work quickly and efficiently in Sierra Leone as they will need to respect pandemic rules on:

- Social distancing
- Hygiene & sanitation procedures
- Prevention of mass gatherings & disease spread
- Uses & applications of Personal Protection Equipment
- Declared lockdowns & curfews
- Isolation & quarantine rules
- International travel restrictions

There is a need for a new situational awareness checklist that balances pandemic conditions with existing plans for hazards in Sierra Leone.

### 3.10 Factoring in a Pandemic: What to consider for Disaster Response.

Facilitators need to consider that Freetown City Council, districts and local communities may have to respond to a disaster while still dealing with a pandemic environment like COVID-19.

Facilitators need to understand existing policies and procedures that may be in place to handle pandemics. This includes reading and understanding official policies and plans of the FCC.

Facilitators also need to respect the strategic aims of the FCC when it comes to controlling pandemics. There are, for example, three strategic elements that support the government response to COVID-19.

### 3.11 Situational Awareness (SA) Checklists.

Facilitators can use checklists to ensure that they are thinking about and undertaking appropriate actions so that they are doing the right things.

A good way of doing this is to use a Situational Awareness Checklist and this can be tailored according to the incident, emergency or disaster being confronted. An example is provided in Annex 3 for you to use.

This guide now provides an indication of what a Situational Awareness Checklist could include in relation to a hazard like a flood, landslide or urban fire that is taking place in a Pandemic Environment (COVID 19). Key considerations for Facilitators are outlined in Table 3.14.



SA (PRIORITY): WHAT TO ADDRESS?	SA: (TASKING): WHAT NEEDS TO BE DONE?	SA: (ACTIVITY): HOW CAN IT BE DONE?	SA: (ADVICE): THINGS TO CONSIDER?	SA: (DOCUMENTATION): WHERE TO LOOK?
<p><b>Clarify the Roles &amp; Responsibilities of the Disaster Management Stakeholders.</b></p>	<ol style="list-style-type: none"> <li>1. Clarify who is and the location of the Lead Agency according to whether this is a Level 1, 2 or 3 declared emergency.</li> <li>2. What they can decide?</li> <li>3. Who they report to?</li> <li>4. Decide how local communities and districts fit in?</li> <li>5. Create a standard matrix document for all stakeholders to understand.</li> </ol>	<ol style="list-style-type: none"> <li>1. Consult National Emergency Plan.</li> <li>2. Check guidance in Pandemic Plan (if exists).</li> <li>3. Check guidance in other plans or SOP documents (if exist).</li> <li>4. If not, create emergency steering group to establish leadership, roles, and responsibilities. At the local level this may be done by DDMCs/CDMCs.</li> <li>5. Update and understand roles of responders and inter-service cooperation.</li> <li>6. Check actions of local authorities, for example in implementing plans.</li> </ol>	<ol style="list-style-type: none"> <li>1. Be aware that existing national emergency plan may not be updated for pandemic environment.</li> <li>2. Focus on an 'all-hazard' approach.</li> <li>3. Check interoperability of existing plans and identify contradictions.</li> <li>4. Establish any key visual schematics outlining roles and responsibilities.</li> <li>5. Check existing local risk matrix and registers. If none exist, then create one quickly.</li> </ol>	<p>Freetown City Council (2019) (Draft) Flood Disaster Response: Standard Operating Procedure for Level 1 Disaster in Freetown.</p>
<p><b>Understand specific actions for Facilitators in on going Pandemics.</b></p>	<ol style="list-style-type: none"> <li>1. Clear objectives for Infection Control Standard and route-specific precautions.</li> <li>2. Identify the chain of infection.</li> <li>3. Roles of national and local governments.</li> <li>4. Ongoing transmission of diseases.</li> <li>5. Types of infectious diseases.</li> <li>6. Relevant WASH guidance.</li> </ol>	<ol style="list-style-type: none"> <li>1. Review, update and distribute procedures from MHS, National Ebola Response Centre (NERC)/ NICOVERC/DICOVERC for COVID-19 pandemic.</li> <li>2. Clarify rules on testing and tracking of pandemic cases for local communities.</li> <li>3. Update and train local volunteers.</li> <li>4. Find out the policies of the local authorities and what they are doing informally.</li> <li>5. Ensure DDMCs /CDMCs are aware of WASH guidance.</li> </ol>	<ol style="list-style-type: none"> <li>1. Data from MHS, NERC and NICOVERC/DICOVERC sources will be quick and accurate due to digital information platforms.</li> <li>2. Other sources of data exist e.g. WHO.</li> <li>3. Information from other sources may be slower as may be using different systems.</li> </ol>	<p>Support to Communication and Dialogue on Early Warning and Forecasting Products &amp; Climate Information Project (2017): Climate Information, Disaster Management and Early Warning System - Sierra Leone (CIDMEWS-SL)</p>

95 **Table 3.14 - Situational Awareness (SA) Checklist for Emergencies and Disasters in a Pandemic Environment: What to think about?**

SA (PRIORITY): WHAT TO ADDRESS?	SA: (TASKING): WHAT NEEDS TO BE DONE?	SA: (ACTIVITY): HOW CAN IT BE DONE?	SA: (ADVICE): THINGS TO CONSIDER?	SA: (DOCUMENTATION): WHERE TO LOOK?
<p><b>Understand specific actions for Facilitators for combined hazards in a Pandemic environment.</b></p>	<ol style="list-style-type: none"> <li>1. Check on disaster risk reduction plans.</li> <li>2. Clarify objectives and response times.</li> <li>3. Clarify procedures for rapid assessments and reporting (see SOPs).</li> <li>4. Review procedures for relief efforts: supplies and distribution, evacuation procedures, shelter and camp management; registration of affected persons (see SOPs).</li> </ol>	<ol style="list-style-type: none"> <li>1. Check disaster risk reduction measures put in place by local authorities.</li> <li>2. Establish documentation and responsibilities at local level.</li> <li>3. Establish size, responsibilities and location of local assessment teams.</li> <li>4. Inform and train local leaders and councillors</li> <li>5. Inform and train local volunteers on revised procedures. It is especially important they understand and integrate existing disaster response SOPs with advice and guidance for handling pandemics.</li> </ol>	<ol style="list-style-type: none"> <li>1. Updates to local authorities' existing plans for waste management and storm drain clearance.</li> <li>2. Pre-agree the need to protect response assessment teams/responders (see FCC SOPs).</li> <li>3. Ensure dialogue and consultation with community leaders/chiefs.</li> <li>4. Establish the location of the local assessment and rapid response and how local communities will contribute and/or support them in practice.</li> <li>5. Ensure guidance and training is provided to local volunteers on relevant SOPs.</li> </ol>	<p>The World Bank- Sierra Leone Multi-City Hazard Review and Risk Assessment Final Report: Freetown City Hazard and Risk Assessment (2018)</p>
<p><b>Create or Revisit Practice on Information Sharing and data management.</b></p>	<ol style="list-style-type: none"> <li>1. Establish whether there are national/local emergency response centres.</li> <li>2. Clarify procedures on sources, schedules and locations of information sharing (consult SOPs).</li> <li>3. Identify what sources of data management are being used (see FCC SOPs).</li> </ol>	<ol style="list-style-type: none"> <li>1. Clarify representation and level of responsibility of DERCs and when and how they report things.</li> <li>2. Clarify stakeholders at DERCs. Who is it important to keep in contact with and how?</li> <li>3. Clarify rhythm and timings of meetings and cheap, quick, accessible information sharing.</li> <li>4. Establish location and access of key information. Need a centralised documentation place/storage of information (see SOPs for guidance).</li> </ol>	<ol style="list-style-type: none"> <li>1. Formal meetings are likely to be too slow.</li> <li>2. Need to establish cheap information- sharing platform (Google Drive).</li> <li>3. Establish WhatsApp groups for speedy updates and consultation. Be clear on the role, use and membership of groups.</li> <li>4. Coordinate process of registration of affected persons to match disease control measures.</li> </ol>	<p>The District Disaster Management Committee (DDMC) Guiding Handbook (2015).</p>

<p><b>Clarify role of international humanitarian assistance.</b></p>	<ol style="list-style-type: none"> <li>1. Clarify demands of local communities.</li> <li>2. Clarify COVID-19 procedures for international actors to operate in local communities.</li> <li>3. Establish process of relief distribution.</li> <li>4. Create contact points with international actors.</li> </ol>	<ol style="list-style-type: none"> <li>1. Consult, understand and embed agreed protocols e.g. SPHERE Handbook and emergency relief packages, e.g. WASH procedures.</li> <li>2. Find out likely changes to distribution arrangements because of the COVID-19 pandemic environment.</li> </ol>	<ol style="list-style-type: none"> <li>1. Understand international organisations are governed by international rules on COVID-19 that will affect how they act in localities.</li> <li>2. Expect international humanitarian assistance to be slow.</li> <li>3. Local communities will need to work more closely with national organisations.</li> </ol>	<p>SPHERE Handbook</p>
<p><b>Understand Available Capacity and Resourcing.</b></p>	<ol style="list-style-type: none"> <li>1. Understand national sources of funding.</li> <li>2. Understand local sources of funding.</li> <li>3. Understand capacity of local volunteers and trained local personnel.</li> <li>4. Understand what local capacity there is to enact revised procedures (consult relevant SOPs).</li> </ol>	<ol style="list-style-type: none"> <li>1. Maintain communication with coordinating bodies (MHS, ONS and FCC). They are mandated to coordinate with and support districts/ communities.</li> <li>2. Revisit local shelter management arrangements, evacuation procedures and training of volunteers.</li> <li>3. Review expectations of the number and availability of local volunteers and responders.</li> <li>4. Estimate existing presence of NGOS and international bodies/assets in the locality.</li> </ol>	<ol style="list-style-type: none"> <li>1. There will be pressure and limited resources on MHS, ONS and FCC. Focus on what can be done with existing resources.</li> <li>2. The impact of dual hazards will lead to increased priorities; but distribution may be slow.</li> <li>3. Capacity and use of shelters and evacuation procedures may need changing to be COVID-19 compatible.</li> <li>4. Expect lower number of volunteers and responders due to pandemic.</li> </ol>	
<p><b>Establish Multi-Agency Cooperation.</b></p>	<ol style="list-style-type: none"> <li>1. Clarify whether COVID-19 Registration of Affected Persons process exists.</li> </ol>	<ol style="list-style-type: none"> <li>1. Understand existing practice led by ONS.</li> <li>2. Clarify those trained previously and new COVID-19 procedures.</li> <li>3. Recognise how MoH and MoW and ONS procedures are unified.</li> <li>4. Clarify local contacts and registration location in the locality. Have/will they change?</li> </ol>	<ol style="list-style-type: none"> <li>1. Demand to be registered as an affected person will rise with multi-hazards.</li> <li>2. Those charged with registration should be WASH trained.</li> <li>3. New training will be necessary and quickly deployed.</li> <li>4. Pre-agree teams for quicker deployment.</li> </ol>	<p>International Disaster Response Laws (IDRL) in Sierra Leone (2012): Legal preparedness study for strengthening the legal and policy framework for foreign disaster response.</p>

Table 3.14 continued - Situational Awareness (SA) Checklist for Emergencies and Disasters in a Pandemic Environment: What to think about?

### 3.12 Communication Strategies for Facilitators. How can we communicate?

This section provides some advice for Facilitators on communication strategies that they might like to use. It covers inter-agency communications, working with the public and dealing with the media.

#### Inter-Agency Communications.

Facilitators must be prepared and able to communicate with numerous other agencies and organisations that will be involved in a disaster response operation. Effective inter-agency communications depend heavily on prior planning and preparation. This should include:

- Facilitators should ensure wherever possible that they have up to date contact details of all the individuals and organisations that they are likely to have to communicate with in an emergency.
- District Emergency Operations Centres should have detailed contact lists of all agencies and organisations that are likely to be involved in an emergency response operation.
- As the most likely and commonly used means of communication is the mobile phone, Facilitators should ensure that their phones are constantly fully charged and that they have access to charging facilities as well as sufficient credit on their phone.
- Setting up WhatsApp groups with key people will help with the sharing and the timely passage of information.
- Where possible, other means of communication such as the internet, social media, radio (VHF/HF) and satellite phones should also be made available and used.

- Regular meetings and updates attended by all relevant stakeholders. These should be held routinely at designated times so that all involved know when and where they will be taking place. Agendas should be established and adhered to and brief updates delivered from key stakeholders. Tasks and actions should be given as necessary.

#### Communicating with the Public.

For Facilitators at every level, communications with the public are critical. Facilitators need to think and focus on:

- Who are your audiences?
- Who are the people that Facilitators need to communicate with?

There will be different audiences within each local area, and they may need to be addressed in different ways. Young people, old people, vulnerable people, men, women, businesses, schools, charities – these are all different audiences and the messages they are given may need to be different to achieve the desired outcome.

There are different ways of communicating; facilitators must choose the most appropriate means of communication to reach the audiences they want to communicate with. For example, young people will use the internet and social media whereas older people are more likely to use the radio, newspapers and word of mouth. For those who cannot read, posters can communicate a message better than a leaflet. Word of mouth may be more effective in remote, rural areas where people will listen to those they trust, such as village elders. To ensure the messages reach all the necessary audiences a range of different means of communication may have to be used.

### 1. Public Awareness (Pre- event)

### 2. Public Warning (During event)

### 3. Informing & Advising Public (Post event)

## When to communicate with the public.

**Public Awareness** (pre-event). Informing and educating the public on the risks and why it is important to prepare. Tell the local community the key aspects of what the risk assessments say. This will also enhance risk reduction and mitigation activities.

**Public Warning** (at the time of the event or when one is likely). Alerting by all available means the local community whose immediate safety may be at risk.

**Informing and Advising the Public** (immediate and long-term post-event). Providing relevant and timely information about the nature of the unfolding event and making clear on:

- Any immediate actions that will be or have been taken by local authorities and responders to minimise the risks to human or animal health and welfare as well as the local environment and property.
- Actions that are supposed to be or are being taken after the event has passed to assist the local community to recover.
- Any actions that the public themselves can take to minimise the impact during and after an emergency. And also those actions that the public should not take in order to reduce the risk to themselves.
- Any guidance on how further information can be obtained and where to look for it
- When the end of the emergency is likely to be declared and further details on any measures to enable a return to normal to be declared.

**“Informing and educating the public on the risks and why it is important to prepare.”**

## How to communicate with the public:

- Internet
- Mobile Phones
- Radio
- Word of Mouth
- Posters
- Social Media
- Newspapers
- Television
- Leaflets



“At every stage, Facilitators should seek to Convey, Reassure, Inform and Persuade the public.”

### Facilitators need to:

**Convey** by clearly stating the main operational aims (what aims are to be achieved and why).

**Reassure** by telling the public what is being done and the actions that are being taken to assist them. This will foster helpful public attitudes and greater trust.

**Inform** by providing the public with emergency information. Like an emergency helpline telephone number or information about what assistance is available.

**Persuade** by offering guidance to the public on what they must do and also what they must not do. This contributes to limiting further loss of life, injury or damage to property.

### 3.13 What shall we say?

At every stage, Facilitators should seek to Convey, Reassure, Inform and Persuade the public. To do this Facilitators should communicate with their audiences using Key Messages. In order to communicate properly, the Key Messages should always be:

- **Clear.** Messages must be readily understood and easily acted upon by all audiences. Complicated or confusing messages will only cause anxiety or misunderstanding, which can lead people to mistrust or ignore the messages.
- **Consistent.** Messages must be consistent over time and across the local community. Any changes to the messages need to be explained and easily understood.
- **Co-ordinated.** Messages must be coordinated between Government Ministries and local actors so that national and local government are seen to be speaking with one voice and working towards a common aim.

### 3.14 Working with the Public: Help or Hindrance?

It is essential that Facilitators understand why it is important to work with the local public before, during and after emergencies. Local Facilitators may have specific roles that they need to fulfil or simply may want to contribute to, which may include:

- **Protecting the safety of the public and local communities and Districts.** This could include controlling public access to and from sites of emergencies, arranging the evacuation of peoples, families and communities and assisting of those affected with local support.
- **Maintaining public order in local communities and districts.** Although mainly a police role, local Facilitators need to understand the rules on and assist with controlling mass gatherings and crowds at sites of emergencies.
- **Tracking and helping affected persons of emergencies and disasters in the districts.** This will help to reduce wider negative impacts on the well-being of the local communities.
- **Coordinating with key stakeholders and sources of local help.** Many people or groups of people offer to assist in an emergency and their activities will need to be closely coordinated. For example, registered volunteers, volunteers from non-governmental organisations (NGOs) and members of the public who wish to volunteer to help (spontaneous volunteers). If not coordinated, they risk becoming a hindrance rather than a help.

- **Managing cooperation and dialogue with external actors.** International non-governmental organisations and representatives from international institutions like the UN may also assist and their activities also need to be coordinated with national and local efforts.

Facilitators should have a good idea of how local communities can behave during and after an emergency.

### Positive Assistance:

The public can provide assistance by for example:

- Community Leadership through local community leaders, chiefs, elders and landowners.
- Local assets and facilities, such as shelter and housing for victims from local families.
- Extra Equipment like transport (local trucks, plant, equipment such as chainsaws, 4x4s and taxis from local businesses).
- Volunteers and local support to help local responders such as police, medics and fire force.
- Local indigenous knowledge on issues of flood plains, wildlife and plant behaviour.
- Communication support such as passing information by word of mouth or handing out leaflets.

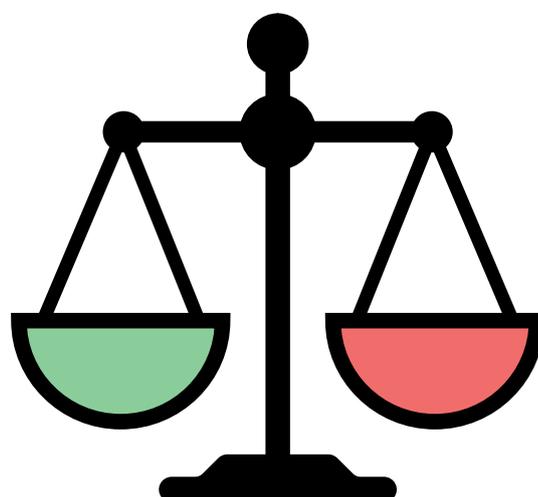
### Negative Assistance:

The public can also be a hindrance if not informed, communicated with and handled sympathetically and respectfully. This is because local people:

- Are often attracted to the site of a disaster during and after the event to see what is happening and can complicate

response operations at disaster sites or even endanger their own lives.

- Can often be spontaneous, uncoordinated and transient. Local people will volunteer to help at the time of a disaster. If they are not trained or are asked to do tasks that they are not familiar with they may not be competent or safe, may not always work well with others and can decide to stop helping very quickly.
- Local people often attempt to go to the scene of a disaster to register as affected persons with authorities to receive additional benefits to which they are not entitled.
- There may be occasions when local people see a disaster as an opportunity to profit through criminal activity including theft and looting.
- Sometimes local people do not trust or believe guidance from authorities, thereby raising issues of non-compliance, particularly in terms of advice on stopping the threat of pandemics.
- Occasionally be resistant to advice and outsiders especially if it is seen that those actors are not respecting local leaders, culture, and traditions.



“In the aftermath of a disaster the finger of blame is invariably pointed.”

### 3.15 Dealing with the Media.

The media are ever-present. Every person with a mobile telephone is now a potential journalist with the ability to upload photos and videos onto the internet or to make comments on social media. Following a disaster there are three stages in terms of the media approach:

- **Chaos.** In the immediate aftermath of a disaster there is a period of chaos when the details of what has happened are unknown or unclear and the media will be reporting whatever information it can get hold of from any available source. Facilitators need to act as quickly as possible in this stage in order to gain ownership of the narrative. It is better to get some details out quickly rather than to wait for the full picture.
- **Context.** As details of the disaster emerge the media will want to place the disaster in a wider picture (context). Has this type of disaster happened before or in similar circumstances? Where, when and how many people have been affected? How many casualties have there been? Is the situation going to get better or worse? How long will it last? What is the risk of it happening again? All these are questions that the media will want answered and which Facilitators need to be prepared and able to answer by ensuring that they have good Situational Awareness and can use all the information available to them.
- **Culprits.** In the aftermath of a disaster the finger of blame is invariably pointed. As the disaster unfolds and the situation becomes clearer the media and the public will be looking for someone or something to blame. At this stage, the way in which the disaster is framed will be critical to how the media and the

public see the disaster and the response to it. By presenting the disaster in the right light, blame can potentially be avoided.

### What do the Media want?

The media almost always want as much information as they can get about a disaster. This includes:

- **The story.** They need to be able to tell their readers, listeners etc the story of what has happened.
- **Information.** They will need facts and figures about what has happened, where, how many people have been affected, how long the emergency will last and so on.
- **Speed, Accuracy and Reliability.** They will want the most up to date, reliable and accurate facts. If these are not provided by Facilitators, the media will get them from wherever they can, and they may not be up to date, true, reliable and accurate. Above all, the media want the truth, but if they can't get it, they may well make up their own version.
- **Human Interest.** They want eyewitnesses, victims, heroes, experts, anyone who can add human interest to the story.
- **Predictions.** They want to know what will happen next or how long it will take to restore normality. Facilitators need to avoid being drawn into making predictions, particularly in the early stages of a response to a disaster.
- **Blame.** They will want to point the finger of blame at whoever or whatever is considered to have been at fault or to have caused the disaster.



### Dealing with the Media Facilitators Do's:

- Know the facts.
- Tell the truth.
- Keep to the agreed message(s).
- Express sympathy for those affected.
- Be friendly.
- Be helpful/keep promises.
- Keep it simple. Do not over complicate your answer or provide too many detailed facts.
- Correct false information.
- Try to be relaxed.



### Dealing with the Media Facilitators Don'ts:

- Go off the record or speculate.
- Stray outside your area of expertise or knowledge.
- Be arrogant, over confident or aggressive.
- Ignore emotions (or be over emotional).
- Say "no comment".
- Blame others for what has happened.
- Make promises that you or others can not keep.

### 3.16 Engaging with international actors and responders

Sierra Leone has been affected by many disasters in recent times. International assistance has often been called for by the Government of Sierra Leone. International cooperation has helped to deal with disasters such as the floods of 2015, 2017 and 2019 as well as the outbreak of EVD in 2014 -16 and the current COVID-19 situation.

There are many opportunities for local communities in working with international actors and vice versa. Facilitators need to understand how to work with international actions in order to:

- Save more lives.
- Bring urgent relief, supplies and shelter faster and more efficiently.
- Share important information and coordinate better.
- Remove duplication of effort that can waste resources.

- Share best practice and learn from wider experiences of disaster prevention.
- Enhance chances of recovery and quicker repairs.
- Provide an important basis for future disaster risk reduction and response.

At the same time, there are challenges since international actors should:

- Respect local community leaders and chiefs.
- Understand local cultures and beliefs.
- Overcome any language and communication barriers.
- Share Information and plans with local communities that they are trying to help.

Facilitators need to understand that international actors are often bound by international principles and codes outlining how they should operate and what they can and cannot do for local communities. This will shape the way they sometimes act.

**“Sierra Leone has been affected by many disasters in recent times.”**

“Human suffering must be addressed wherever it is found. ”

### Principles of Humanitarian Action:

**Humanity:** Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life, health and ensure respect for human beings.

**Neutrality:** Humanitarian actors must not take sides in hostilities. They should not provoke controversies of a political, racial, religious or ideological nature. They are there to help not to cause conflict.

**Impartiality:** Humanitarian action must be carried out on the basis of need alone. Priority should be given to the most urgent cases of distress and make no adverse distinction with regards to nationality, race, gender, religious belief, class and/or political opinion.

**Independence:** Humanitarian action must be autonomous from other political, economic, military or other objectives that any actor may hold in relation to areas where humanitarian action is being implemented.

The actions of these organisations are guided by key humanitarian principles: humanity, neutrality, impartiality, and independence.

Facilitators need to understand the WASH Principles used to guide how international organisations should work with local communities in Sierra Leone during a pandemic (see Figure 3.9).

### International Organisations

International organisations often undertake many kinds of humanitarian assistance and development projects. Some of the most important organisations found working in local communities in Sierra Leone are shown in **Tables 3.15, 3.16, 3.17 and 3.18.**

### Sphere Handbook outlines key standards for Community Engagement:

**Information:** People have the right to understand what is happening and to trust the measures being taken are in their own and the community’s best interest.

**Dignity:** People are human beings not cases

**Community Engagement:** Listen communities (and include vulnerable groups like women, children, older people, and persons with disabilities).

**Other Needs.** Focusing on the spread of a pandemic should not make lead to forget people’s other needs, nor the long-term needs of local populations. waste resources.

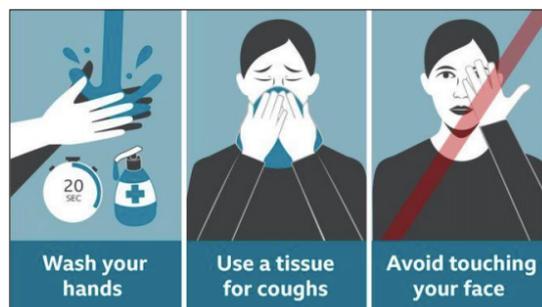


Figure 3.9 - Wash your hands Source: FCC COVID-19 Preparedness & Response Plan (2020).

“...COVID-19 will restrict the ability of facilitators to work quickly and efficiently...”

Figure 3.10 - WASH principles for action in the community during outbreaks Source: The Sphere Handbook 2018

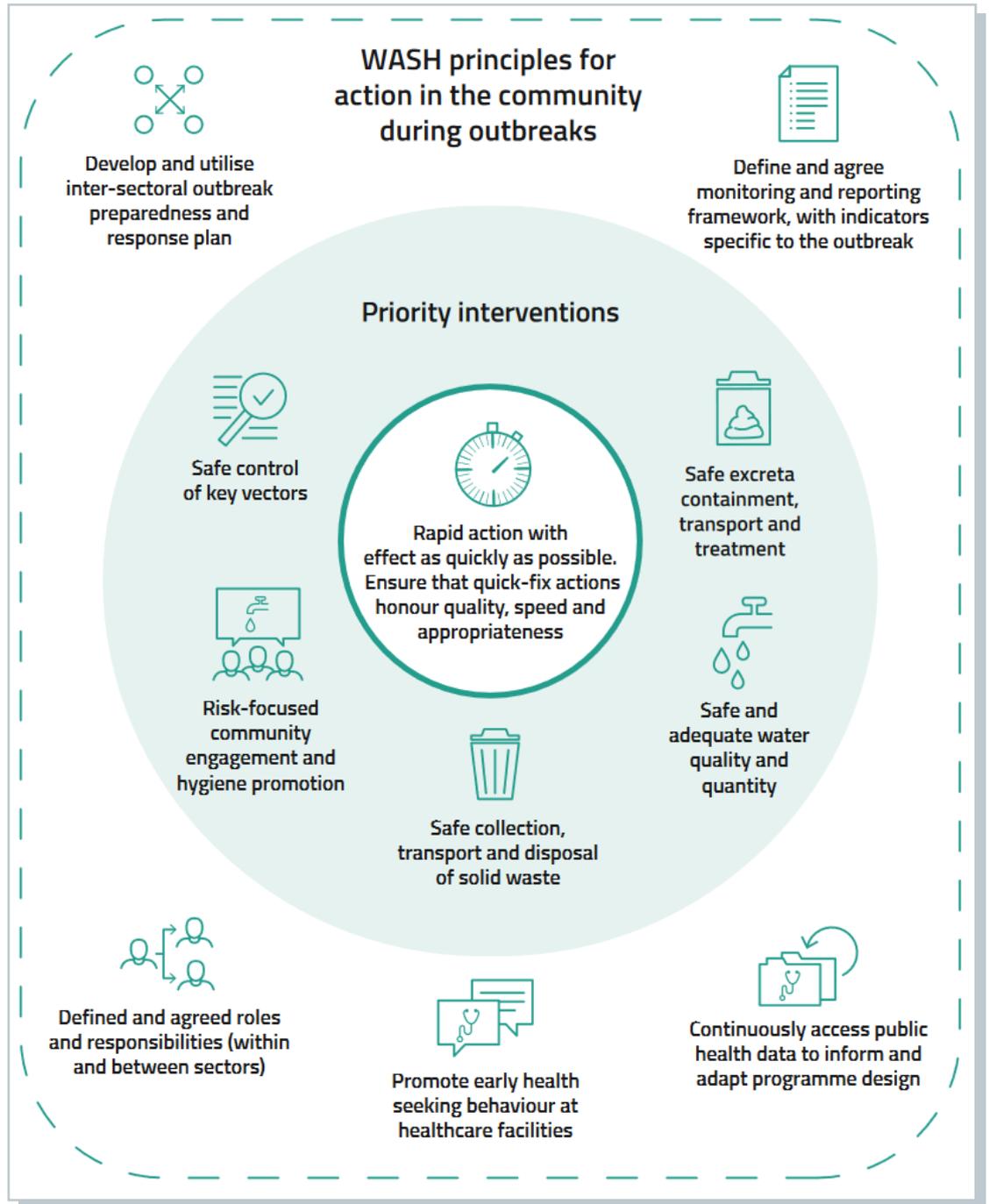


Table 3.15 - International Organisations.

INTERNATIONAL ORGANISATION	WHAT THEY DO
 <p><b>World Health Organization</b></p> <p><a href="https://www.who.int/">https://www.who.int/</a></p>	<ul style="list-style-type: none"> <li>• The collection and management of health information during emergency period.</li> <li>• Rapid assessment of health status.</li> <li>• Establishing a high-level network of emergency health coordination organisations.</li> <li>• Strengthening of emergency response funds at HQ and in subregions.</li> </ul>
 <p><b>OCHA</b></p> <p><a href="https://www.unocha.org/">https://www.unocha.org/</a></p>	<ul style="list-style-type: none"> <li>• Policy development.</li> <li>• Supporting humanitarian affairs and coordination of humanitarian emergency response.</li> <li>• Providing direct international assistance for manmade emergencies and natural disasters as an integral part of UN strategies to promote peace and respect for human rights.</li> </ul>
 <p><a href="https://www.undp.org/">https://www.undp.org/</a></p>	<ul style="list-style-type: none"> <li>• Provide international assistance to the affected country in long term disaster prevention and mitigation.</li> <li>• Provide assistance to the affected areas in post disaster recovery.</li> <li>• Contact the host government on the receipt of a disaster warning.</li> <li>• Convene the UN in-country disaster management team.</li> </ul>
 <p><a href="https://www.worldbank.org/">https://www.worldbank.org/</a></p>	<ul style="list-style-type: none"> <li>• Provide low interest loans, zero to low-interest credits and grants to developing countries.</li> <li>• Support a wide array of investments (education, health, infrastructure, agriculture etc).</li> <li>• Provide or facilitate financing through trust fund partnerships with bilateral and multilateral donors.</li> <li>• Innovative knowledge sharing.</li> <li>• Support developing countries through policy advice, research and analysis and technical assistance.</li> </ul>
<p><b>Onsite Operations Coordination Centre (OSOCC)</b></p> <p><a href="https://vosocc.unocha.org/">https://vosocc.unocha.org/</a></p>	<ul style="list-style-type: none"> <li>• Provide co-ordinated support to international rescue teams and disaster relief resources arriving in affected country.</li> <li>• Assist local emergency management agencies in disaster management.</li> </ul>

Table 3.16 - International Development Agencies.

INTERNATIONAL ORGANISATION	WHAT THEY DO
 <p><b>Department for International Development</b></p> <p><a href="https://www.gov.uk/government/organisations">https://www.gov.uk/government/organisations</a></p>	<ul style="list-style-type: none"> <li>• To improve the coherence and performance of British international development policy in fragile and conflict affected countries like Sierra Leone.</li> <li>• To prevent climate change and encouraging adaptation and low carbon growth in developing countries.</li> <li>• Strengthen global peace, security and governance.</li> <li>• Strengthen resilience and response to crisis.</li> <li>• Tackle extreme poverty and help the world's most vulnerable.</li> </ul>
 <p><b>USAID</b> FROM THE AMERICAN PEOPLE</p> <p><a href="https://www.usaid.gov/">https://www.usaid.gov/</a></p>	<ul style="list-style-type: none"> <li>• Strengthen resilience by helping states and communities prepare for and mitigate the impacts of disasters.</li> <li>• Help people withstand crises rather than seeking emergency assistance.</li> <li>• Provide humanitarian assistance to save lives and alleviate suffering.</li> <li>• Accelerate a rapid and durable recovery by supporting livelihoods, markets and the sustainable provision of basic services.</li> </ul>
 <p><b>European Commission</b></p> <p><a href="https://ec.europa.eu/info/departments/">https://ec.europa.eu/info/departments/</a></p>	<ul style="list-style-type: none"> <li>• Help prepare for and deal urgently with crises that seriously affect populations outside of EU.</li> <li>• Provide needs based humanitarian assistance to the people hit by manmade and natural disasters with attention to the most vulnerable.</li> <li>• Offer food and nutrition, shelter, healthcare, water and sanitation and education in emergencies.</li> </ul>
 <p><a href="http://www.bmz.de/en/">http://www.bmz.de/en/</a></p>	<ul style="list-style-type: none"> <li>• Reduce poverty worldwide.</li> <li>• Develop strategies for strengthening healthcare systems of partner countries.</li> <li>• Secure health for people in developing countries incorporating health, economic and social policies.</li> <li>• Support all developing countries through the work of civil society, churches, political foundation and in corporation with the private sector.</li> </ul>
 <p><a href="https://www.jica.go.jp/english/index.html">https://www.jica.go.jp/english/index.html</a></p>	<ul style="list-style-type: none"> <li>• Aid developing countries &amp; promote international cooperation.</li> <li>• Support Sierra Leone in the field in infrastructure development and human capital development (agriculture, health and education).</li> <li>• Provide loans to developing countries.</li> <li>• Strengthen health management.</li> </ul>

Table 3.17 - Non-Governmental Organisations (NGOs).

INTERNATIONAL ORGANISATION	WHAT THEY DO
 <p><a href="https://media.ifrc.org/ifrc/">https://media.ifrc.org/ifrc/</a></p>	<ul style="list-style-type: none"> <li>• Provide international assistance to victims of natural and technological disasters.</li> <li>• Aid refugees and those in health emergencies.</li> <li>• Promote cooperation between member societies.</li> <li>• Strengthen national capacity for disaster preparedness.</li> </ul>
 <p><a href="https://www.icrc.org/en">https://www.icrc.org/en</a></p>	<ul style="list-style-type: none"> <li>• Ensure that civilians not involved in hostilities are protected from harm.</li> <li>• Search for missing persons.</li> <li>• Information transmission for families separated by armed conflict and help reuniting them.</li> <li>• Provide safe food, water, charity, medical and health assistance to those in need.</li> </ul>
 <p><a href="http://sierraleoneredcross.org/">http://sierraleoneredcross.org/</a></p>	<ul style="list-style-type: none"> <li>• Organise first aid and disaster management capacity building for communities.</li> <li>• Build databases on hazards, resources and supplies at National and Branch levels.</li> <li>• Conduct search and rescue.</li> <li>• Provide relief aid and services.</li> <li>• Conduct Vulnerability and Capacity Assessments (VCA) in the Branches.</li> <li>• Cooperating with and supporting the Government of Sierra Leone through ONS in the development of a National Disaster Management Plan and sensitise key stakeholders on Disaster Management.</li> <li>• Implement the Global RFL Strategy that deals with tracing cases and requests to unite families separated because of crises.</li> </ul>
 <p><a href="https://www.caritas.org/">https://www.caritas.org/</a></p>	<ul style="list-style-type: none"> <li>• Save lives and livelihoods in emergencies.</li> <li>• Respond to humanitarian crises such as natural disasters, conflict and effects of climate change.</li> <li>• Help rebuild livelihoods and communities in long-term.</li> </ul>
 <p><a href="https://cafod.org.uk/">https://cafod.org.uk/</a></p>	<ul style="list-style-type: none"> <li>• Provide food, water and shelter for people in need.</li> <li>• Listen and help people to rebuild their lives and prepare for the future.</li> <li>• Give health advice.</li> <li>• Provide soap and emergency food packages to vulnerable families.</li> </ul>
 <p><a href="https://www.wateraid.org/uk/">https://www.wateraid.org/uk/</a></p>	<ul style="list-style-type: none"> <li>• Solve the water crisis.</li> <li>• Help communities access clean water, decent toilets and good hygiene.</li> <li>• Provide clean water and basic hygiene to prevent disease.</li> </ul>

Table 3.18 - Regional Actors and Responders.

INTERNATIONAL ORGANISATION	WHAT THEY DO
 <p><a href="http://www.comm.ecowas.int/">http://www.comm.ecowas.int/</a></p>	<ul style="list-style-type: none"> <li>• Promote political, economic, social and cultural development amongst member states.</li> <li>• Establish cooperation in social culture, tourism and regional security.</li> <li>• Support information sharing, conflict prevention and crisis management amongst West African States.</li> </ul>
 <p><a href="http://mru.int/">http://mru.int/</a></p>	<ul style="list-style-type: none"> <li>• Promote goodwill, neighbourliness cooperation and peaceful coexistence amongst its people.</li> <li>• Promoting peace, security, democratic principles and popular participation of citizens in the pursuit of good governance.</li> <li>• Integrating commerce and industry aimed at the creation of employment as well promoting social and cultural affairs.</li> </ul>
 <p><a href="https://www.afdb.org/en">https://www.afdb.org/en</a></p>	<ul style="list-style-type: none"> <li>• Mobilise and allocate resources for investment in its regional member countries.</li> <li>• Provide policy advice and technical assistance to support development efforts.</li> <li>• Ensure healthy lives and promote well-being for all ages.</li> </ul>
 <p><a href="https://au.int/">https://au.int/</a></p>	<ul style="list-style-type: none"> <li>• Encourage international cooperation.</li> <li>• Promote peace, security and stability on African continent.</li> <li>• Strengthen research in the field of science and technology.</li> <li>• Work with relevant international partners to improve capacity for disease treatment and prevention.</li> </ul>





4

# Chapter 4

## Dos and Don'ts Guidance of Disaster Management for Facilitators

This chapter provides simple Dos and Don'ts Guidance on key aspects of planning for disasters. There is also a draft Dos and

Don'ts Guide Template that can be completed by Facilitators to suit their own local communities and districts in Annex 4.



### Engagement of International Actors Dos:

- See international organisations as providing valuable expertise for local communities.
- Establish contact points and dialogue with key international actors in local communities.
- Make sure local community leaders are involved in dialogue.
- Keep up-to date directories of contact points.
- Keep coordination going to reduce duplicating roles/actions.
- Respect the operating principles of international organisations.
- Adopt WASH and SPHERE guidelines on international action.
- Share local information and indigenous knowledge.
- Establish cultural boundaries.
- Find trustworthy interpreters to ensure effective communication.



### Engagement of International Actors Don'ts:

- See international organisations as providing simply money or supplies or jobs.
- Keep relevant information secret and ignore them.
- Blame international organisations for what has happened or is happening.
- Work independently of them.
- Be resistant to their requests for help or assistance - they have needs as well.



## Understanding Pandemics Facilitators Dos:

Recognise no existing plan is 'Pandemic Ready' in 2020.

Consult the Pandemic Plan (if it exists).

Find out if there is a risk register or matrix for pandemics.

Link with key agencies in Ministry of Health.

Know what is happening from the national/ district emergency centres.

Be familiar with key international guidance like SPHERE Handbook.

Understand WASH Principles and government advice on pandemics.

Respect and regularly consult existing pandemic guidance.

Adopt an All-Hazard Approach.

Reexamine objectives for handling other hazards.

Examine and revise current practices to make them pandemic resilient for other hazards. This includes evacuation procedures, shelter capacity and management, rapid assessment and teams, relief supplies.

Create Situational Awareness Checklists.

Understand the additional challenges for local responders.

Be in dialogue with local volunteers.

Develop and/or be aware of communication with the public and the media. The situation is dynamic.

Recognise that social media is an important communication tool when it comes pandemics.



## Understanding Pandemics Facilitators Don'ts:

Do nothing if a Pandemic Plan does not exist.

Ignore existing plans and key agencies.

Expect that nothing is happening for local communities.

Reject WASH Principles and guidance

Treat pandemics and other hazards as separate things.

Apply old plans and ways because it has always been done this way.

Think that responders will be able to help in the same ways as before.

Expect volunteers to do everything.

Expect volunteers, responders and the public not to be concerned about the impact of pandemics.

Ignore local leaders and communities. This will provoke mistrust.

Rely on traditional media alone.



### Distribution of Relief Packages Dos:

- Have pre-agreed local teams to be deployed.
- Understand international procedures like SPHERE and WASH Principles.
- Task pre-agreed teams to distribute WASH items and standard packages (combine if possible with relief items like water, food, shelter).
- Allocate teams who are responsible for distribution.
- Ensure the right documentation is distributed.
- Understand the importance of producing accurate and accessible distribution lists and schedules.
- Ensure all contacts are known and are used: FCC, ONS, MHS, DDMCs and CDMCs, and international agencies.
- Use email and WhatsApp as communication methods.



### Distribution of Relief Packages Don'ts:

- Rely entirely on formal processes. There may be unacceptable delays!
- Risk the safety and security of volunteers and locals
- Work independently; constant coordination and communication between teams and organisations is key
- Ignore the valuable role and capacities of supporting NGOs like the Red Cross
- Over-promise. It needs to be recognised that it is often not possible to supply all persons with relief, such as non-food items (NIFs). There is a need to prioritise.





### Rapid Assessments Dos:

Use standard tools available (see checklist and relevant SOPs).

Introduce employees and locals to the guidance and tools available.

Deploy pre-agreed local team.

Contact and inform local councillors, Government representatives, NGOs on the ground.

Find out about who else is undertaking assessments.



### Rapid Assessments Don'ts:

Work independently; constant communication between teams and organisations is key.

Ignore the local community leaders or communities.

Disregard local indigenous knowledge; it can provide additional insights.

Disrespect local cultures and traditions, leading to a lack of cooperation in the future.

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### Registration of Affected Persons Processes Dos:

Be familiar with definitions of affected persons and any standard packages of support.

Recognise existing procedures will need to be adapted.

Inform local community leaders, volunteers and responders of adapted procedures.

Use standard tools available to train employees/ NGO staff in new procedures.

Inform yourself of Government requirements and utilise contacts on the ground.

Find out about pre-agreed local teams to be deployed.



### Registration of Affected Persons Processes Don'ts:

Turn up unannounced; it can lead to chaos.

Expect there not to be confusion among local communities and peoples on any revisions.

Expect there not to be concerns among local communities about the impact of the process on disease spreading.

Risk the safety and security of workers/ volunteers/locals.

Disregard WASH support and procedures.



### Dealing with the Media Facilitators Dos:

- Know the facts.
- Tell the Truth.
- Keep to the agreed message(s).
- Express sympathy for those affected.
- Be friendly.
- Be helpful/ Keep promises.
- Keep it simple-do not over complicate your answer or provide too many detailed fact.
- Correct wrong stories or false rumours.
- Try to be relaxed.



### Dealing with the Media Facilitators Don'ts:

- Go off the record or speculate.
- Stray outside your area of expertise or knowledge.
- Be arrogant, over-confident or aggressive.
- Ignore emotions (or be over-emotional).
- Say "no comment".
- Blame others for what has happened.
- Make promises that you or others cannot keep.



### Information Sharing & Data Management Dos:

- Use Google Drive to store information and data. WhatsApp to keep up to date on meetings.
- Appoint someone to communicate on behalf of agencies. Distribute contact details.
- Update all relevant group & personnel after every meeting.
- Analyse common occurrences with data problems that need to be fixed.
- Understand that systems need.



### Information Sharing & Data Management Don'ts:

- Use meetings as the only way to share information; process is too slow.
- Keep documents and data in various places and storage. All information must be centralised to one place.
- Work independently. Keep constant communication between teams and organisations.

5



# Chapter 5

## Annexes

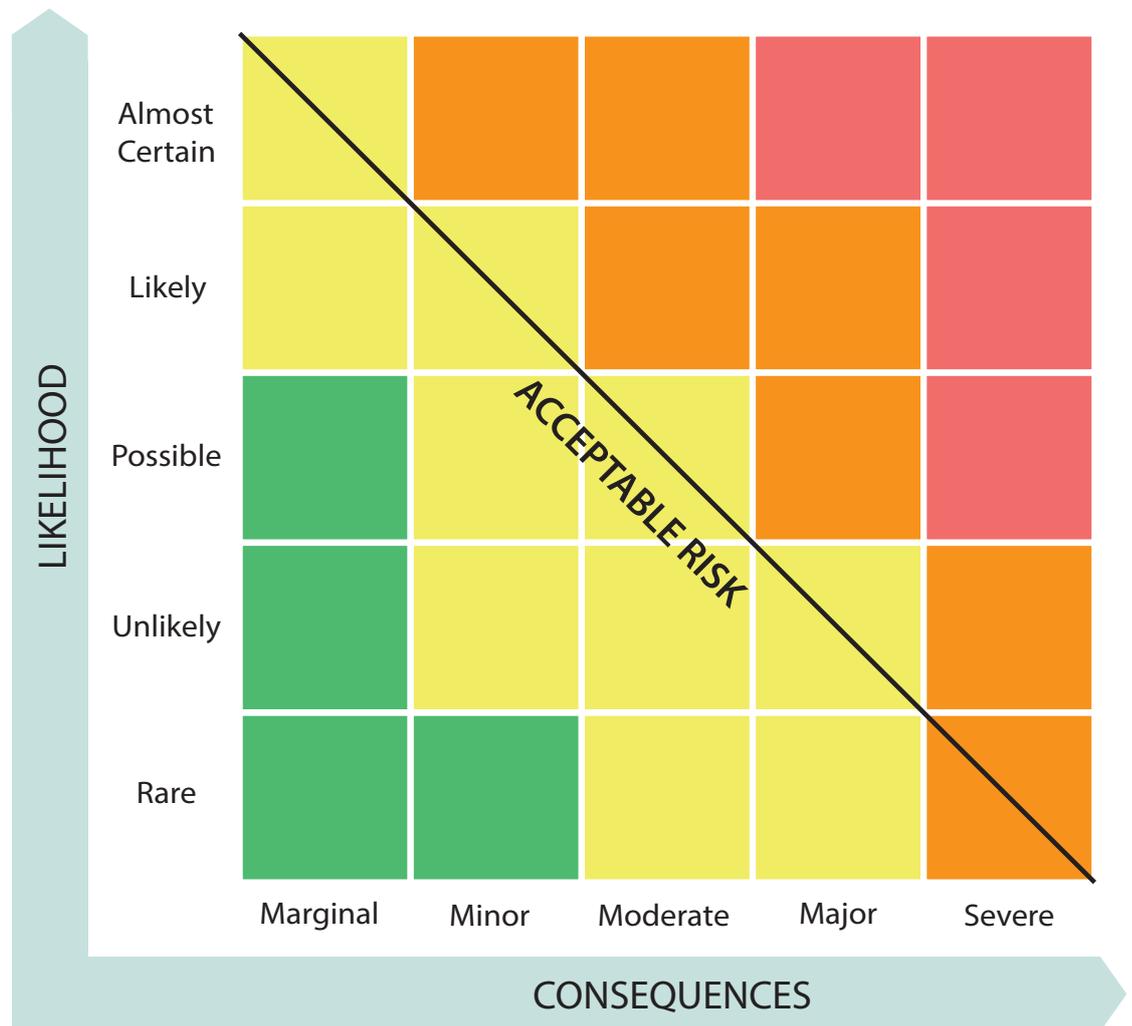
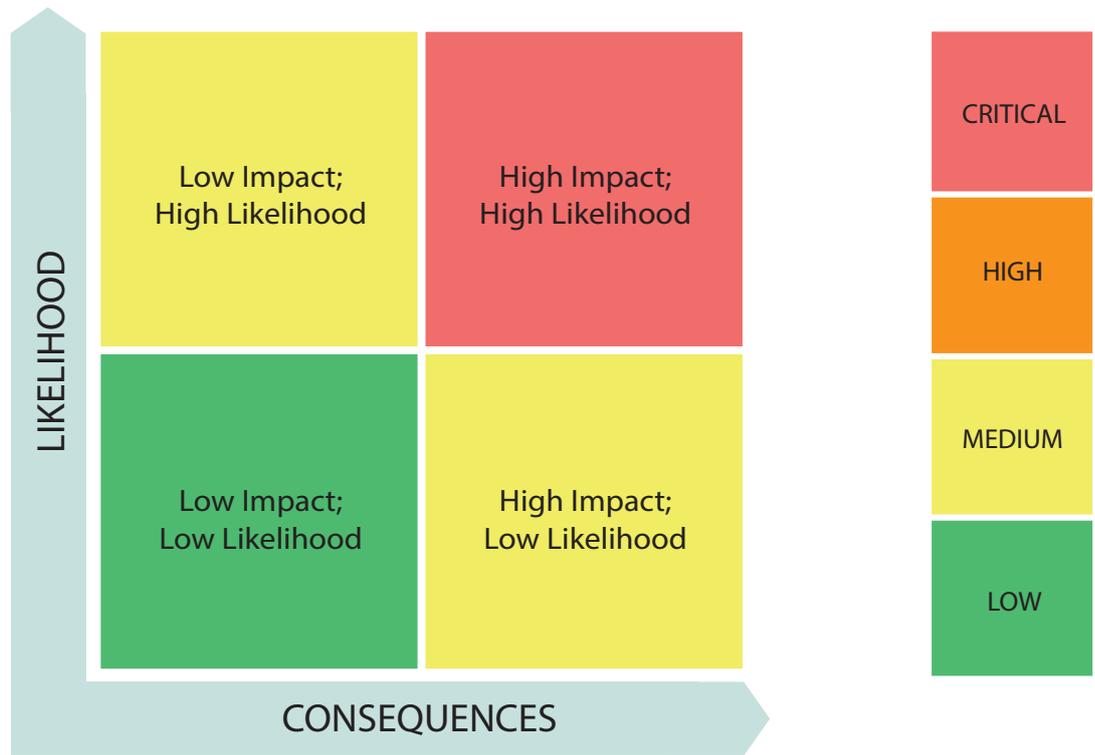
### *Annex 1 - Ten Questions that need to be asked by Facilitators.*

THE TEN QUESTIONS FIXING SPOF AT THE LOCAL LEVEL	
QUESTIONS	EXAMPLES OF SOLUTIONS
What is the Risk?	Find and Distribute risk registers and assessments
How do we know?	Decide how to access Early Warning Systems and Information and Disaster Risk Reduction
What plans do we have?	Find, locate, review or create Guides/SOPS/Plans
Who is working on this?	Understand role of District Disaster Management Committees
What money do we have?	Find/create/locate local budget for multiple hazards and disasters (budgets)
How can we communicate?	Decide and agree communication equipment (VHF radios, reliance on mobiles)
What shall we say?	Train together on communication messaging
What will the Responders do?	Dialogue with fire force/police
Will the public help or hinder?	Compliance and enforcement
Are there links with other issues?	Make link to wider issues that have relevance for disaster management, such as deforestation causing enviromental issues

"The Matrix can be completed by adding the respective risk in each of the quadrants. Once this is done, focus your emergency plans on addressing those areas in the Red quadrant."

5

Annex 2A - A Sample Risk Matrix.



NAME THE RISK	DESCRIBE THE RISK (Any Single Points of Failure?)	GRADE THE RISK (Likelihood - How often?)	GRADE THE RISK (Impact - How bad?)	CONTROL MEASURES & ACTIONS (What is being Done?)	DATE TO REVIEW
		<input type="checkbox"/> Low <input type="checkbox"/> Med <input type="checkbox"/> High	<input type="checkbox"/> Low <input type="checkbox"/> Med <input type="checkbox"/> High		
		<input type="checkbox"/> Low <input type="checkbox"/> Med <input type="checkbox"/> High	<input type="checkbox"/> Low <input type="checkbox"/> Med <input type="checkbox"/> High		
		<input type="checkbox"/> Low <input type="checkbox"/> Med <input type="checkbox"/> High	<input type="checkbox"/> Low <input type="checkbox"/> Med <input type="checkbox"/> High		
		<input type="checkbox"/> Low <input type="checkbox"/> Med <input type="checkbox"/> High	<input type="checkbox"/> Low <input type="checkbox"/> Med <input type="checkbox"/> High		

ESSENTIAL ACTIVITY	COMPLETED	IN PROGRESS	NOT STARTED
<b>CATEGORISATION OF EMERGENCIES</b>			
Find out what is the declared Level of Emergency and what that categorisation means (see Chapter 3 of Handbook).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Gain access to and consult any relevant plans and SOPS for the appropriate Level of Emergency and type of emergency.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact relevant national partners for current guidance and advice, including websites and social media.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>LEADERSHIP AND STAKEHOLDERS</b>			
Clarify who is the lead agency for this type of emergency (MHS, ONS, FCC) and who are the relevant stakeholders.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact (or if appropriate) call together local actors (such as, the DDMC and/or CMMC) to begin planning.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Find out where and when the District Emergency Operations Centre (DERC) is located and what it is doing.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>INFORMATION SHARING</b>			
Ensure there is regular communication and updated links after meetings.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arrange regular meetings.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Create Google Drive and WhatsApp groups.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact Ministry of Health and Sanitation District Authorities.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Appoint one person to communicate on behalf of leading agency.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5

**Annex 3 - A Sample Situational Awareness Checklist.**

ESSENTIAL ACTIVITY	COMPLETED	IN PROGRESS	NOT STARTED
<b>DISTRIBUTION OF IMMEDIATE RELIEF</b>			
Distribute quickly by formal process.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Identify who is responsible for distributing resources.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Use available contacts and engage with the national and international agencies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Appoint local team for deployment.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact MHS, ONS, FCC local district councillors and the Disaster/Community Management Committees.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact by WhatsApp and email.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>RAPID ASSESSMENTS</b>			
Use standardised tools and guidance seen in Chapter 3 in handbook.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Introduce employees and locals with the guidance and tools available.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact local councillors, government representatives, NGOs on the ground.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Deploy pre-agreed local team.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact MHS, District/Community Disaster Management Committees and local responders for example, fire force, police and military.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>REGISTRATION PROCESS</b>			
Show standardised tools and guidance as seen in Chapter 3 in the handbook.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
All trained employers and employees and/or NGO's to train their staff in the standard tool.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Use the pre-agreed local team to be deployed.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact the District and City authorities.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Annex 3 - A Sample Situational Awareness Checklist.**

5

ESSENTIAL ACTIVITY	COMPLETED	IN PROGRESS	NOT STARTED
<b>DATA MANAGEMENT</b>			
Need to secure clean data.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Analyse common occurrences with data problems that need to be fixed.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Localise data to one system e.g. all documents/ data to be uploaded on Google Drive.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact MHS, ONS, District/Community Disaster Management Committees.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>COORDINATION AND PRIORITISATION</b>			
Engage in coordination and removing information silos.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Systems need coordinating.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Standard background documents need to be used across all MDAs (Municipal and District Assemblies).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact ONS, FCC and District/Community Disaster Management Committees.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>STANDARD EMERGENCY RELIEF PACKAGE</b>			
Use policies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The standard package will be needed and WASH items.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact the District Health Management Teams, District and emergency operations rooms and centres.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Annex 3 - A Sample Situational Awareness Checklist.**

ESSENTIAL ACTIVITY	COMPLETED	IN PROGRESS	NOT STARTED
<b>DISTRIBUTION</b>			
Acquire documentation of distribution.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ensure the safety of volunteers and security of supplies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact the locals on the ground for example, role of Freetown councillors and CDMCs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>CENTRALISATION OF DOCUMENTS/STORAGE OF INFORMATION</b>			
Make sure this is localised to one place.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Create communication strategies.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contact the district and city authorities, ONS, MHS for guidance.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Annex 3 - A Sample Situational Awareness Checklist.**

**Annex 4A - A Sample Dos and Don'ts Guide focusing on Communication with the media and the public.**



**Dealing with the Media  
Facilitators Dos:**

- Know the facts.
- Tell the truth.
- Keep to the agreed message(s).
- Express sympathy for those affected.
- Be friendly.
- Be helpful/keep promises.
- Keep it simple. Do not over complicate your answer or provide too many detailed facts.
- Correct false information.
- Try to be relaxed.



**Dealing with the Media  
Facilitators Don'ts:**

- Go off the record or speculate.
- Stray outside your area of expertise or knowledge.
- Be arrogant, over confident or aggressive.
- Ignore emotions (or be over emotional).
- Say "no comment".
- Blame others for what has happened.
- Make promises that you or others can not keep.





# Glossary & Further Information

## **Anthropogenic**

Any disaster that is caused by human actions or inaction.

## **Disaster**

Major disturbance to the normal function of a society which causes or threatens to cause widespread human, material or environmental losses which result in the community failing to cope by using its own resources. Disasters significantly impact the way we live and can often be caused by natural occurrence or by people themselves.

## **Disaster Mitigation**

The structural and non-structural actions that are assumed to restrict the harmful effect of natural hazards, environmental degradation and technological hazards on vulnerable areas, communities, and households. Efforts can pinpoint the hazard or threat itself.

## **Disaster Recovery**

Concentrates on the judgments and actions undergone after a disaster to restore lives and livelihoods, services, infrastructure, and the natural environment.

## **Disaster Response**

Implies the provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate, short-term, or protracted duration.

## **Disaster Risk Reduction**

Viewed as the systematic development and application of policies, strategies, and practices to reduce vulnerabilities and disaster risks throughout a society to avoid and restrict negative effects of hazards, within the broad context of sustainable development.

## **Emergency**

Seen as a local incident within a community that involves a small number of people or property. This could entail severe measures to correct and cope with but can often be controlled by the community, using its own resources.

## **Geological**

Relating to the study of the earth's physical structure and substance

## **Hazard**

Possible damaging physical event which causes social, economic, and environmental destruction.

## **Health**

A person's mental or physical condition.

**Isolation**

An action/status that separates an infected person from others in order to reduce the risk of infection.

**Meteorological**

Relating to weather conditions.

**Natural Phenomena**

Extreme weather, water or geological (earth) processes. When they occur in deserted places, they pose little or no threat to people or property but when they occur in more populated areas they can affect people due to location or poor planning by humans. They can then turn into a potential hazard and could become a disaster.

**Preparedness**

Promotes disaster risk reduction through actions taken in advance to ensure a successful reaction to the effect of hazards for example, well-timed and successful early warnings and the evacuation of people and property from threatened locations.

**Quarantine**

Restricts the movement of people in public to contain the spread of infection throughout a country or society/ particular area. Often a public health policy which is used by medical professionals and most recently, for example, by governments worldwide to deal with COVID-19.

**Resilience**

The ability of individuals, communities, organisations and states to adapt to and recover from hazards, shocks or stresses without compromising long-term prospects for development.

**Risk**

Human inability to cope with a situation and the probability of harmful outcomes for example, estimated deaths, injury, environmental damage, jobs, disruption of economic activity and social systems. These often particularly impact communities differently as the ability and resources in which to cope vary and poorer communities will have a higher risk.

**Social Distancing**

A public health measure that seeks to restrict the infection rate and spread of disease by stipulating spatial distances that people should respect when coming into contact. Social distancing can lead to cancelling of large events and public gatherings and has implications for working practices where extensive social contact is required.

**Technological**

Event caused by a malfunction of a technological structure and/or some human error in controlling or handling technology.

**Vulnerability**

Lack of ability to withstand a hazard or to respond when a disaster has transpired

**Table 6.1 - Further Information.**

ORGANISATION	DOCUMENTS/LINKS
Freetown City Council	(2019) (Draft) Flood Disaster Response: Standard Operating Procedure for Level 1 Disaster in Freetown.
Office of National Security	(2015) (Draft) The District Disaster Management Committee (DDMC) Guiding Handbook.
Freetown City Council	Freetown City Council COVID-19 Preparedness and Response Plan (April 2020).
	Support to Communication and Dialogue on Early Warning and Forecasting Products & Climate Information Project (2017): Climate Information, Disaster Management and Early Warning System- Sierra Leone (CIDMEWS-SL).
The World Bank	The World Bank- Sierra Leone Multi-City Hazard Review and Risk Assessment Final Report: Freetown City Hazard and Risk Assessment (2018).
International Federation of Red Cross	International Disaster Response Laws (IDRL) in Sierra Leone (2012).
Sierra Leone Government	Sierra Leone Disaster Management Policy (June 2006).
Ministry of Health and Sanitation	National Health Sector Strategic Plan 2017-2022 (2017).
Centre for Disease Control and Prevention (Global Health- Sierra Leone)	<a href="https://www.cdc.gov/globalhealth/countries/sierra-leone/default.htm">https://www.cdc.gov/globalhealth/countries/sierra-leone/default.htm</a>
Tide Times Forecast	<a href="https://www.tide-forecast.com/locations/Freetown-Sierra-Leone/tides/latest">https://www.tide-forecast.com/locations/Freetown-Sierra-Leone/tides/latest</a>
World Health Organisation	<a href="https://www.who.int/countries/sle/en/">https://www.who.int/countries/sle/en/</a>

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