



Training on Disaster Preparedness and Contingency Planning

4

Guide to Conducting a Community Drill

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and Contingency Planning**

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List of Abbreviations

Acknowledgement

The plan to publish an updated edition in English was suggested in a meeting amongst Wouter Bokdam, Anne te Molder, Merdi-Jean Arcilla and Celso Dulce Jr. on 23 May 2012 in Kupang, Indonesia, during the Fifth South-South Community-Based Development Academy. The idea was broached to Erik Rottier and Nok van de Langenberg, who quickly expressed support to the plan of updating *Pagsasanay sa Disaster Preparedness at Contingency Planning*, and translating the four-volume manual to English.

To meet a strict deadline, Sindhya Obias, Ansherina Grace Talavera, Jennifer Furigay, Xyla Ortinero, Remina Plomos, Athena Denise Gepte, Erica Chester Bucog and Marieta Alcid, all Assistance and Cooperation for Community Resilience and Development (ACCORD) staff, worked on the updating and translation of specific lesson plans. Jose Leon Dulce developed the artworks, while Leo Esclanda did the lay-out. Elias Jayson Tolentino, Merdi-Jean Arcilla and Celso Dulce were responsible for editing. Ma. Stella A. Dulce was responsible for coordinating the various tasks entailed in coming up with the English edition, while doing her share in the updating, translating, editing and proofreading.

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Introduction

This Manual was originally published in Filipino in 2009, bearing the title *Pagsasanay sa Disaster Preparedness at Contingency Planning*. The publication in Filipino was intentional. The targeted users of the manual were high-risk communities and local authorities in the Philippines. Moreover, the choice made by CARE and the Corporate Network for Disaster Response to propagate the community-based approach to disaster risk reduction dictated that the manual be published in Filipino.

Much has transpired since the manual's publication in 2009. The manual was a product of the Strengthening Assets and Capacities of Communities and Local Governments for Resilience to Disasters (ACCORD) project. Two follow-up community-based disaster risk reduction projects have since been completed, also supported by the European Commission Humanitarian Aid and Civil Protection department (ECHO). A five-year community-based disaster risk reduction programme was also started in 2011, with funding from the Ministry of Foreign Affairs of The Netherlands. These projects have served to enrich the content of the training manual.

Aside from the foregoing explicit DRR projects, other projects implemented by CARE and partners CNDR, Cordillera Disaster Response and Development Services (CorDisRDS), Agri-Aqua Development Coalition (AADC) and Assistance and Cooperation for Community Resilience and Development (ACCORD Inc.) have used *Pagsasanay sa Disaster Preparedness at Contingency Planning*. Five emergency response projects since Ketsana (Ondoy) and a food security and livelihood project funded by the EuropeAid have used the manual as a means for mainstreaming DRR in emergency response. This experience likewise contributed to the enrichment of *Pagsasanay*.

Over three years of practical experience later, frameworks, approaches and concepts have clarified and evolved. Tools and learning methodologies have vastly improved. These developments required that *Pagsasanay* be updated.

An updated *Pagsasanay* would feature the addition of sessions on climate change adaptation and ecosystem management and restoration. This is in recognition of

present realities – that disasters are becoming more frequent and more destructive because of climate change and environmental degradation. These aspects were not present in the original manual.

Other additions are the sessions on relevant DRR and CCA laws and the organization of functional Disaster Risk Reduction and Management Councils (DRRMCs). There were two push factors for these inclusions. One is the passage of the Philippine Disaster Risk Reduction and Management Act and the Climate Change Act. The second factor is closely linked to the first: village, municipal and school authorities wanted to know more about the new laws and are requesting assistance for them to be able to comply with the provisions of the laws.

So then why an English edition? Early on, there was already a demand for an English edition from those who do not read and speak Filipino. The lack of an English edition prevented the dissemination of the manual on a wider scale, within the Philippines and beyond.

Training on Disaster Preparedness and Contingency Planning is the response to the oft-received request for an English translation of the manual. Updating of the original manual in Filipino, and its translation and publication in English are a fulfilment of the obligation of CARE and partners to share what has been developed from experience and collaboration amongst high-risk communities and local authorities.

Guide to Conducting a Community Drill

Some Notes About the Module

After taking up three modules and creating a draft Contingency Plan (CP), the following common questions arise:

- Why is there a need for the fourth module “Guide to Conducting Community Drill” if a CP has already been drafted?
- Is the community ready to handle possible emergency situations now that a CP is drafted?
- What are the anticipated problems when a disaster actually occurs?

Upon completion of the module *Contingency and Risk Reduction Planning*, the community should have drawn up a CP. A CP, however, could not be assumed effective if it had not been tested. A community drill is performed to test the CP, or certain parts of it. Short of an actual hazard event, only through a community drill can the CP be assessed for its effectiveness.

This module on “Guide to Conducting Community Drill” is the last of the series on Disaster Preparedness and Contingency Planning that the community has to undertake to come up with an effective CP. Important parts of the CP such as the early warning system and evacuation plan must be fully understood by the community as these will be rehearsed in a community drill.

Unlike the first two modules, which are designed for classroom-setting trainings, this Guide is slightly similar to the module on contingency planning where workshops are conducted as the main method of learning. Learning is measured from the results of drill assessments. The success of a community drill does not solely depend on the Barangay Disaster Risk Reduction and Management Committee (BDRRMC) and those who are organizing the drill but also on the participation of the whole community. In the end, the support and cooperation of everyone (organizers/facilitators, BDRRMC, and the whole community), or the absence of it will determine whether the community drill is effective or not.

It is important to note that while the actual community drill can be done in around 2-3 hours, preparations take a longer time and usually last two months.

This module is divided into three parts:

1. Preparing for the community drill;
2. Testing the capacity to respond during disaster; and
3. Evaluating the community drill experience.

Part 1 Preparing for a Community Drill

LEARNING OBJECTIVES:

After the activity, participants are expected to be able to:

1. Explain what a community drill is and its importance;
2. Discuss the process and steps in preparing for a community drill;
3. Explain the responsibilities of the BDRRMC and identify key people from the community who should be involved in the conduct of a community drill; and
4. Develop a drill plan.

KEY MESSAGES

1. What is a community drill?

A community drill is the process by which a community “acts out” or simulates its contingency plan. The EWS and evacuation plan, in particular, are parts of the CP that

*Disaster Preparedness
Pinoy-style*



*community drill
sa fiesta, may handa
sa disaster, may paghahanda*

are tested to find out how effective they are, and the CP in general. The CP is based on the worst-case scenario developed by the community. This scenario may not exactly be what will happen when a disaster strikes. Nevertheless, an informed assessment by the community of what will most likely happen is the basis of the scenario. It therefore stands as a realistic basis for the plan.

A community drill may be compared to a dramatization of a script that the community members enact.

2. Why is there a need to conduct a community drill?

A community drill is conducted to:

- Familiarize and enable the BDRRMCs and

the entire community to practice their specific roles during emergencies using the contingency plan as their guide;

- Measure the effectiveness of the various parts of the CP, in the process identify problems that may be encountered, and the possible steps to resolve them;
- Improve parts of the CP to make it effective by adjusting it to actual conditions and the capacity of the community.



For communities often beset by disasters, a community drill is an effective way of training the community members on how they can take appropriate and organized actions to prepare for and respond to disasters. Situations during emergencies are simulated to make the community members and leaders see the possible problems that may occur and be prepared for such. By improving the ability of the community to take



fast and appropriate actions in an organized manner, lives are saved, and assets and livelihoods are protected. In an area vulnerable to floods for example, each minute counts as floodwaters rise. A slight delay in appropriate response could result to a large casualty and high cost of damage to properties and livelihood.

A drill can be conducted yearly to improve the contingency plan and to familiarize the community on what to do during emergencies. This helps to instill disaster preparedness in their consciousness.

3. What is being tested in a community drill?

- Early warning system (EWS) – As discussed in the previous module, EWS should be specific to hazard, target group and location. In community drills, the EWS is tested for its appropriateness, timeliness, and effectiveness. The drill will test if the EWS approximates the actual conditions, is easily understood by the community members and carried out as planned by the community.
- Evacuation plan (EP) – This is checked to determine if the plan can be followed easily and if the processes are simple, doable and efficient.
- Capacity of the BDRRMC – The BDRRMC is checked for its members' efficiency to respond to the emergency situation and how familiar they are with their duties and responsibilities.

- Community preparedness –The community members' preparedness, indicated by their familiarity with the steps that they have to undertake prior, during, and after an emergency; participation in the community drill; and ability to respond and comply with orders and instructions made by the BDRRMC. The participation of the entire community also shows the level of their appreciation and ownership of the CP.

By the end of the community drill, assessments are conducted to discuss the strengths and weaknesses of the aspects tested and come up with recommendations on how to improve them.

4. Types of drill

A drill can be done according to the type of hazard e.g. earthquake drill, fire drill, flood drill and others. The CRA, particularly the risk-ranking results will serve as basis for selecting the hazards the community would like to prepare for depending on frequency or likelihood and severity. A community may also decide to conduct drill for more than one hazard if need be.

It can also be classified as evacuation or tabletop drill. In the evacuation drill, participants act out or show actual response to a scenario in real time. Meanwhile, a tabletop drill does not require participants to act out their response. Instead, they will recite what they will do under a particular situation.

5. What should be done before undertaking a community drill?

5.1 Formation of a control group and observers

A control group is formed to provide direction to the community drill. The group is tasked to:

- Lead the planning activity and develop the drill design including scenarios.
- Work with the BDRRMC and selected community members for public awareness activities on the CP and drill.
- Organize the observers and documenters.



- d. Announce the start of the drill and present the scenarios to drill participants.
- e. Monitor the progress of the drill and issue reminders based on the design and scenario.
- f. Facilitate the evaluation process.

The control group may be composed of three to five persons with adequate experience and knowledge on facilitating a drill. This may include community facilitators, barangay and municipal officials, teachers, and others. It will be best if someone from the community is part of the team to encourage self-reliance. The barangay captain or village chief may also be a member if he/she wants to see how fellow BDRRMC members and barangay officials will respond to the scenarios. Apart from sufficient experience, the members of the control group should have:



- (a) completed the series of trainings on DRR;
- (b) time and interest in conducting drills;
- (c) capacity to lead the activity; and
- (d) knowledge about the contingency plan.

Aside from the control group, observers must also be identified and chosen. Observers are tasked to witness and monitor the drill process. They will give their observations on the weaknesses and strengths of the exercise and their recommendations on how future drills can be improved. These observations and recommendations will also be helpful in improving the contingency plan. By participating in the drill, observers also learn from the exercise. Documenters on the other hand focus on the process of the exercise and come up with written notes, video footage and photos of the activity. They can also provide insights and recommendations on the drill.

5.2 Creating the community drill design and scenario

The drill design developed by the control group gives details on the rationale (background and objectives), mechanics, participants (control group, observers,

BDRRMC and community members), and drill scenario. An important part of the design is the drill scenario that will serve as the “script” of the situations that will be simulated in the community. The worst-case scenario developed during the CRA will be the basis of the drill scenario. The script must include the exact time when the warning signal will be issued to indicate the need to evacuate. The script must also simulate common episodes that happen during emergencies such as people unwilling to evacuate, some residents getting injured, the elderly being helped out, or pregnant women with small children in tow. This will not be discussed with the BDRRMC and the community. The control group will secretly plan this with selected residents who will act out these “roles.”

The following is an example of a drill scenario based on the design made by Bgy. Tambis 1, Saint Bernard municipality:

General scenario: St. Bernard municipality has been experiencing heavy rains for the past two days. PAGASA reported that most portions of Visayas would experience heavy monsoon rains. From the latest report of rainfall observers, the rainfall reading has reached 60mm.	
Time	FLOOD SCENARIO FOR BGY. TAMBIS 1
6:30 a.m.	Inform Joemar of Early Warning Committee regarding rain gauge reading. Report: 60mm for two days Warning: READY The water level of Lawigan River is rising but has not overtopped its banks yet. Purok 3 near Ukay-Ukay is already flooded. Floodwaters have reached ankle-deep.
6:35 a.m.	For the Early Warning Committee Inform Joemar of Early Warning Committee regarding rain gauge reading. Report: 80mm on the third day Warning: GET SET Floodwaters continue to rise and have reached Purok 2. Five houses are affected by the flood. Lawigan River waters continue to rise.
6:45 a.m.	For the Early Warning Committee Report: Rain gauge reading reached 156mm on the fourth day of continuous rain. Warning: GO Knee-level floodwaters on the municipal road. Lawigan River has overtopped its banks and waters from Bgy. Carnaga have reached Bgy. Tambis 1. Eighteen families have moved to the big house in Purok 4. A number of families have gone to the pick-up points (before the evacuation call).
7:05 a.m.	A man refuses to evacuate, insisting his house is safe from floods.
7:15 a.m.	An elderly man suffers a heart attack during evacuation.
7:25 a.m.	The jeep to be used for the evacuation is stalled in front of the municipal hall.
8:00 a.m.	Residents should have evacuated and reached New Guinsaugon.
9:00 a.m.	Registration of evacuees/ Short program/ Distribution of relief goods.

5.3 Preparing the community for the drill

Take time to prepare the community for the drill. As in the actual situation, they will play out their roles as BDRRMC Chairperson, committee head, or as community members. They will undertake the steps to respond to the situations presented - issue warning and move to the evacuation centre. The BDRRMC and the whole community will apply in the community drill what they learned in the trainings and workshops. Learning from all these, they can effectively perform their duties in times of emergency.

5.4 Planning for a drill

Planning for the community drill starts when the Contingency Planning workshops are completed. A checklist may be helpful to guide the preparations. The following are some of the activities that must be done and included in the checklist:

- a. Develop the drill design and scenario;
- b. Conduct public awareness activities:
 - Disseminate the copies of contingency plan to BDRRMC and community members, particularly the evacuation plan (evacuation routes, assigned evacuation centres) and early warning system;
 - Explain to the community the details of the drill - when it will be held, why it is important, who will be the participants, etc. A period of at least two weeks is needed to inform all community members and those who will directly be involved in the conduct of the drill. Public awareness activities will involve holding barangay or community meetings and house visits. Putting up of posters, distribution of flyers, and printing of t-shirts that carry the details of the drill are also done as build-up activities;



- c. Prepare the masterlist of community members and the total count of participants to the drill;
- d. Coordinate with proper authorities to prepare the evacuation centres;
- e. Identify the evacuation routes and conduct actual dry runs to estimate how long it will take to reach the evacuation sites;

- f. Coordinate with local government units, schools, NGOs, etc. to secure support;
- g. Prepare equipment needed to issue warnings like megaphones. The warning signal/system to be used must be the same system agreed upon by the community and stated in their CP;
- h. Prepare the transportation needed to evacuate the residents such as trucks or boats;
- i. Identify and form the team of observers and documenters and prepare the guidelines for these teams;
- j. Prepare supplies such as food for the participants and first aid kits;
- k. Other important things that may be identified by the BDRRMC, control group and community.

5.5 Process of preparing a community drill

Review of the contingency plan

A meeting for all BDRRMC member is conducted to review the contents of the CP and to refresh all participants about the important parts of the CP. The control group also participates in this meeting. It will also be an opportunity to clarify the goals of the community drill. A review of the community's plan to address a disaster situation is a must, and emphasis is given on EWS and evacuation plan.

In reviewing the evacuation plan, take note of the committees responsible for particular actions during an emergency and actual evacuation. Review the responsibilities of each committee and discuss how they can effectively implement these. There is a need to discuss and detail the functions of each committee as shown in the following:

Examples:

BDRRMC Chairperson or Vice Chairperson

- Initiate the conduct of emergency meetings which must be attended by the barangay council and all BDRMMC committee heads;
- Lead in the implementation of the Barangay Contingency Plan;
- Coordinate with the MDRRMC, NGOs, and other organizations when needed;
- Monitor the performance of all committees;
- Require and collect reports from all committees and address the needs which may arise during times of emergency;
- Decide on and issue the call for evacuation, based on reports from the Early Warning Committee.

Transportation Committee

- Identify and provide transport services;
- Prioritize the safety of children, pregnant women, persons with disability, and elderly;
- Ensure that those who are sick or injured are brought to the hospital immediately;
- Transport residents to identified evacuation centres;
- Monitor road conditions and report on safe or unsafe routes;
- Ensure safe transport procedures to avoid accidents; and
- Ensure that all evacuees are accounted for and that no one is left behind.

Evacuation Committee

- Ensure that the evacuation sites are ready, in coordination with authorities and others who were identified to help;
- Ensure that evacuees are registered and assigned their areas;
- Manage room assignments of the evacuees;
- Report to the BDRRMC chairperson about the conditions of the evacuation centre facilities and ensure that the EC is safe;
- Generate a masterlist of evacuees;
- Prepare a list of things needed for the evacuation and closely coordinate with other committees such as the Relief and Supply Committee for the relief goods;
- Conduct an orientation on systems and procedures or rules and regulations inside the evacuation centre to ensure order; and
- Form task groups to handle cleanliness, food, health, security, and information.

6 Public awareness campaign

Public awareness is vital to the success of a community drill. Barangay residents need to understand why they have to conduct a drill, what needs to be done during the drill, where to evacuate, what warning signals will be used, what they need to bring, etc. Communities and organizations that have conducted drills without ensuring that the whole community was informed have consequently suffered from very low community participation. In some cases, there were undue confusion and panic.

Once the contingency plan has been finalized, the Barangay Council will call for a general assembly to present the plan to the community. This is followed by meetings in each sitio or sub-village to make sure that more members of the community are informed about it.



After the meetings, the Information and Education Committee of the BDRMMC will conduct house-to-house visits to explain about the contingency plan and the community drill. A general assembly will be called one day before the drill to finalize the details.

A public awareness campaign will also be done in neighbouring barangays to inform them about the plan to conduct a community drill. This should also be announced in churches and schools to avoid confusion and panic among the general public on the day of the drill.

To make sure that only one message is disseminated for the public awareness campaign, the barangay council must come up with a summary of the important parts of their contingency plan that will explain why the need for a drill, when the drill will take place, what the warning signal is, where to go, what routes to take, and what items to bring. A printed copy of this message will be given to every household in the barangay. For announcements in churches, markets, schools, a flyer with a shorter message can be distributed.

NOTE: The following is a sample announcement about an upcoming flood evacuation drill in Barangay Tambis 1 to be carried out by the BDRRMC, MDRRMC, and ACCORD. This announcement was issued early to avoid panic, chaos and misunderstanding.

ANNOUNCEMENT

What: Flood Drill

Who: Residents of Barangay Tambis 1

When: November 26, 2011, no definite time

Where: From Tambis 1 to the evacuation site in New Guinsaugon Village

Based on the warning signal agreed upon in the barangay and the municipality (ringing of church bells and string) residents of Tambis 1 must prepare to evacuate to the evacuation centre in New Guinsaugon.

Please note that the evacuation of Tambis 1 residents is FOR PRACTICE ONLY. This is part of the barangay Contingency Plan. This is done to test the effectiveness of the community's contingency plan. This is also an opportunity to see possible problems that may arise during actual emergencies. We hope for your valuable participation during the drill.

In addition to public announcements, t-shirt printing can also be done as part of the PA campaign. Based on experience, community members enjoy this activity. Old shirts are collected and printed with messages for the drill. The only expense is for paint. Community members do the printing themselves. The messages printed on the t-shirts create awareness not only for community members but also for residents of neighbouring barangays. The t-shirts also serve as "uniform" for the drill participants, making it easy to identify and monitor them.

Sample print design for t-shirt:

Bgy. Tambis 1
Municipality of St. Bernard
Southern Leyte
ACCORD Project
Community drill
November 28, 2008

7. Forming the observers group

While community preparations are underway, it is also important to identify and meet with volunteer-observers for the drill. Usually observers come from other barangays or NGOs. These are people who wish to learn further how to organize a drill.

A community drill is an opportunity to learn, not only for members of the community, but also for residents from other barangays that are similarly located in high-risk areas, and for the MDRRMC members, teachers, and other NGOs or organisations who are interested. The usual task given to observers is to take note of what they witness and experience while the drill is being conducted and to report this in the post-drill assessment. They are given a briefing on the important parts of the activity which must be observed. Their contribution is important in evaluating the overall conduct of the drill.

Observers are divided into several groups and are assigned to monitor different sections of the community and different phases of the drill. For example, two or three observers monitor how the Barangay Captain will act out his role during the drill, while others may be stationed at the evacuation centre. Others may follow the evacuees to see their reactions and movements.

OBSERVER'S GUIDE

Community Drill

Tambis 1, St. Bernard, Southern Leyte

- What are the people's reactions while waiting for the drill to start?
- What did they do after they heard the first warning sound which meant they should prepare for evacuation?
- What did they do after they heard the second warning sound which meant they should be ready to evacuate?
- What did they do after the third warning sound which meant they should evacuate?
- Who did they bring along and why? What did they bring along and why?
- Why did they join the drill?
- Why did they not join the drill?
- How was the crowd control during the evacuation? Describe if it was orderly or not.
- What did the people do when they reached the evacuation centre? Did they easily find the room assigned to them? What factors helped or did not help?
- Was the registration of evacuees orderly? Were problems or confusion encountered? Cite examples.
- What did they do while waiting for the signal to go back to their residences?
- Was the return to their homes orderly? What factors helped or did not help?
- What lessons did the drill participants learn? Would they opt to join another drill?
- What were the reactions of those who did not join?

The following is a sample set of questions for observers:

8. Documenting the community drill

One person is assigned to document the entire process of the community drill. He is oriented on which parts of the drill must be covered. Observations will be collated and written in one report. This document is used to inform the changes or improvements that will be made in the contingency plan.

If financially feasible, a photographer or videographer is hired. If not, one person may be assigned to take photos. The pictures are important documents which prove that the drill took place. The person will also be oriented on which parts of the drill must be covered.

Examples of images that must be captured:

- Barangay captain calling for emergency meeting upon learning the weather situation;
- Community members on their way to evacuation centres;
- BDRRMC's evacuation committee performing their tasks at the evacuation centre;
- Evacuees during registration at the evacuation site, etc.

Reminder: When planning for the drill, it is important to come up with a good estimate of the number of drill participants to ensure that logistical requirements such as food, transportation, supplies, and other preparations are addressed. This data can be verified while doing the public awareness activities such as community meetings house-to-house visits and others.

Part 2 Testing the Capacity to Respond During Disaster

LEARNING OBJECTIVES:

After the activity, participants are expected to be able to:

1. Explain the particular tasks of the BDRRMC and the community residents during the community drill;
2. Discuss the steps that they will go through during the conduct of the drill
3. Explain the importance and role of the control group, observers and documenters in the community drill

KEY MESSAGES

1. Activities on the day of the drill

a. Conduct an orientation for the BDRRMC:

- Discuss the flow of the drill;
- Review the early warning system (including warning signals) and evacuation plan;
- Quickly review the duties and responsibilities of BDRRMC committees;

b. Conduct orientation for the observers, documenters and media persons (if there are any):

- Explain the drill design;
- Using the guide for observers, discuss the important points to keep in mind.

c. Actual evacuation:

- Wait for the warning signals (ready, get set, and go);
- Evacuation;
- Facilitate registration of evacuees;



- Distribute snacks to simulate the distribution of relief goods; and
- Help evacuees return to their community

d. Post-drill activities:

- Summarize the experience including capacity of community, groups and committees to conduct the drill, follow systems, and deliver services; and
- Ensure that the drill is well documented.

2. Orienting the BDRRMC

It is important to remind BDRRMC members of the whole process that must be followed while conducting the drill. This short orientation is done early in the day. This way, key people will be up early and are ready to take on their duties.

It is necessary to ensure that the members of the control group are present, and all resources and materials needed are available.



An alternative plan must also be in place, including assigning other persons in case someone becomes unavailable at the last minute or a vehicle breaks down and other problems that might arise during the day. It should be noted that despite preparations, problems would still be encountered during the actual conduct of the drill. To address such situations, it is important for the control group to make fast and firm

decisions and issue directions during the drill.

After the drill, a short program and an assessment are conducted as the debriefing segment. This serves to inform everyone of the results of the activity. This also formally closes the community drill.

3. Procedure and flow for the actual conduct of the community drill

- Ensure that all participants are at their respective posts before the order to start the drill is made.

- Make sure that the first aid team is ready should someone need their services during the activity.
- Make sure that the vehicles for evacuation are ready.
- Make sure that the documenter is ready and the drill observers are at their posts.
- Make sure that other observers and those from the MDRRMC are also positioned.
- Once all the requirements for the drill have been checked, start the drill by following the prepared script. Once the warning is given, let the BDRRMC members perform their roles and observe the entire duration of the drill. The control group remains at their posts so

that they are easily located by people seeking help or clarification.

- Every step and action done by the BDRRMC and the whole community from their homes to evacuation centres



must be monitored. At the evacuation site, they will also observe the process of registration, room assignments, and distribution of relief bags.

- Once participants are accommodated in their room assignments, the relief and evacuation committee will facilitate the distribution of packed food to each household. The distribution will be based on the masterlist. This simulates actual distribution of food or other assistance to evacuees in a real emergency situation.
- A short program is conducted right after the food distribution to recognize the participants in the drill. The BDRRMC chairperson usually renders a short speech to thank everyone and make the announcement that the drill is concluded.

The observers also share their insights. The facilitator ensures the flow of the assessment is short but important feedback and inputs are shared. The facilitator summarizes the positive and negative observations, focusing on the recommendations on how to improve the conduct of community drill and make the contingency plan better.

After the short program, the BDRRMC Chairperson announces that the emergency has been lifted and community members can return safely to their own homes following the system agreed upon.

- In a separate meeting, the BDRRMC, observers, documenters and the control group assess and discuss further the evaluation of the drill.

4. Some reminders

When conducting a community drill for the first time, make the drill scenarios as simple as possible. The aim is to familiarize the BDRRMC and community members with the importance and the process of doing a community drill. It is recommended to conduct the community drills annually for the BDRRMC and the whole community to further improve their skills in disaster preparedness and response.

Succeeding drills can be designed to become increasingly complex. For municipal authorities, they can start with one community participating in a drill, and later on graduate to simultaneous drills of several communities.

Inviting observers from other high-risk communities will also encourage them to make their own contingency plans. Participation of the MDRRMC members will also help improve the coordination between BDRRMC and MDRRMC particularly during emergencies.

Part 3 Evaluating the Community Drill Experience

LEARNING OBJECTIVES:

After the activity, participants are expected to be able to:

1. Identify the weaknesses, strengths, and lessons learned from the exercise; and
2. Discuss the lessons which will be used to improve the contingency plan and make it more appropriate to the situation and capacity of the community.

KEY MESSAGES

After the drill, it is important that the BDRRMC, control group, observers, and documenter meet to further evaluate the conduct of the drill. The aim is to review the exercise and draw lessons from it. The lessons will be the basis for improving the contingency plan of the community, ensuring that it matches the capacities and actual community conditions.

Where the implementation was competent, these parts are noted and taken to be the standard action. For parts which were not well-executed, these are studied to identify the problems and the corresponding corrective measures consistent with the capacity of the community.



The documentation of the process of the drill should be completed including the results of the assessment and the photographs. Use these as guides for evaluating and improving the drill plan.

Improve the contingency plan based on the results of the evaluation. The updated plan must be approved again by the barangay council and disseminated to the entire community.

1. Ways of evaluating the actual drill

There are two stages of evaluating the conduct of the drill. First is involving a large number of people or the drill participants. They will be asked to give their feedback and

identify the lessons they learnt from the experience in conducting and participating in a drill. They will also be encouraged to give recommendations on how they can prepare better for emergencies. This can be done while the participants are in their respective rooms inside the designated evacuation sites.

The second evaluation is done by the control group, the BDRRMC, the observers, and the documenter(s). The drill plan or design is reviewed to determine which parts were followed during the drill and which were not. The participants also discuss which parts of the design are applicable and those that need improvement.

2. Guide to evaluation

The following questions may be used as a guide for the assessment:

- What were the problems encountered? How were they resolved? What else could have been done to solve the problems identified?
- How did the BDRRMC perform its duties? Which task groups functioned well? Why? Which task groups did not function well? Why? What other aspects in BDRRMC functions can be further improved?
- What was the level of participation from the whole community? Were they enthusiastic? What percent of the population participated? Was the information dissemination sufficient?
- What are the lessons learned from this experience?
- What improvements can be done in the conduct of the drill?



Based on the results of the evaluation, discuss which parts of the contingency plan must be changed or updated. After the updating, the barangay council will approve the improved plan.

As a last step, conduct meetings with the whole community to inform them of the results of the drill, including the lessons learned and the basis of the changes in the contingency plan.



3. Reminders

In planning the community drill, it is important to consider the timing in relation to other activities of the community. It is best to conduct the drill prior to the expected time or season that the hazards usually occur to give the community enough time to prepare and allow children and elderly to participate. Set the drill according to the availability of the community members. It is recommended to conduct the activity on a Saturday or Sunday so that residents who are out working during weekdays can also join. Ideally, all or a majority of the residents participate to contribute to the success of the activity so it will be best to consider their availability during the planning stage.

One of the important aspects to be reviewed in the conduct of a drill is the capacity of a community to access resources needed to effectively undertake the drill. One thing always noted is the use of privately owned vehicles and equipment for free in the drill. It is also important to utilize other resources and capacities (e.g. bayanihan spirit) which will enable a whole community to mobilize during disasters and to help other members of the community in times of need.

The assessment is a good opportunity to review the CVA of the community, especially the motivational and attitudinal aspects. Through this, it becomes more understandable to see non-material resources like attitudes, as valuable in reducing the disaster risk in a community.

It is also important to explain the goals of the community drill. It must be understood by all that the drill must be done yearly to further improve the contingency plan based on the needs of the community.

Every year, there are changes in a community. These include environmental changes or the state of its ecosystems, the frequency of strong typhoons, and the denudation of forests, the worsening standard of living, shortage in rice supply, the price increase of oil and consumer goods, among others. All these may affect the level of preparedness of a community during times of disaster.

What remains is the strength of a community to adapt to the effects of these changes. A contingency plan that is improved yearly through conducting a community drill ensures the preparedness and ability of a community to be prompt. It can perform early emergency measures against an impending disaster. Effective and timely help and prompt organizing means the protection of life, property, and livelihood in the community.

Materials needed:

Copy of Barangay Contingency Plan

Guide to Observers

Sample public awareness materials (posters, leaflets, etc.)

Photos of other public awareness materials and activities (streamers, barangay assembly, sub-village meeting, etc.)

Photos of community drill

Duration: 2 hours

References:

1. Documentation of experiences in conducting Project ACCORD drills in three areas in Calabanga in Camarines Sur; Dingalan in Aurora; and St. Bernard in Southern Leyte from 2007-2008.
2. Evaluation documents, ACCORD Project, 2007-2008.
3. Training Manual for Disaster Preparedness, CARE-CNDR-WB Project, 2006
4. Basic Steps in Conducting Drills/Simulations: based on a lecture of Mr. Emmanuel De Guzman, former Deputy Director, National Disaster Coordinating Council – Office of Civil Defense

List of Abbreviations

BDRRMC	Barangay Disaster Risk Reduction and Management Committee
CP	Contingency Plan
CRA	Community Risk Assessment
DRR	Disaster Risk Reduction
EC	Evacuation Center
EP	Evacuation Plan
EWS	Early Warning System
MDRRMC	Municipal Disaster Risk Reduction and Management Council

