The Feasibility of a Rapid Response Radio Unit

A Study for Voice of Friendship

by

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Contents

A. Definitions

Disaster

An event, man-made or natural, sudden or progressive, the impact of which is such that the affected community must deal with it through exceptional measures (Asian Disaster Preparedness Centre).

Emergency Management

In this feasibility study, this term is used to describe agencies and organisations that are involved in the planning and coordination of emergency relief agencies. For example, in Western Australia, FESA (Fire and Emergency Services Authority of Western Australia) is involved in supporting statewide services and creating policy and strategy to coordinate planning and management across fire and emergency services.

NGO Non-Government Organisation

Relief/Aid Agency

In this study, this term is used in reference to agencies that enter an emergency relief situation and deliver aid directly to the community. For example, in Western Australia, the Red Cross carries out a registering and tracing service. This responsibility has been delegated by Emergency Management services (see definition) in the state.

Rapid Response Radio Unit (RRRU)

A team of specialists equipped with highly mobile and compact radio production and broadcasting equipment who can rapidly respond to an emergency situation and broadcast specific humanitarian information to the affected community.

Voice of Friendship

Voice of Friendship, a non-profit organisation, has its background in humanitarian values and Christian education. Its practical broadcasting experience to disaster-affected communities has highlighted the possible potential for an RRRU.

B. Executive Summary

This feasibility study, commissioned by Voice of Friendship, discusses the viability of setting up a Rapid Response Radio Unit (RRRU) for use in emergency relief situations. It was proposed that the RRRU be used to broadcast humanitarian information to a community impacted by a disaster, thereby working with relief agencies to bring assistance to disaster victims.

Policy Delphi methodology guided the collection of data for this research study. Opinion and views were gathered from emergency relief agencies, emergency management agencies, media organisations, Voice of Friendship and volunteers.

After analysing the results of the research it is concluded that it is feasible, and recommended, for Voice of Friendship to proceed with further development of a RRRU. Further recommendations can be summarised under the following headings:

Ownership & Management
The RRRU should work with an existing emergency relief agency or emergency management agency. The RRRU would provide a specialist service for broadcasting emergency and health promotion, and would rely on the partnering agency to determine the kinds of information to be disseminated. Working with an existing aid agency would allow the RRRU to remain within the emergency 'information loop' and would hopefully increase trust and confidence in the service.

Role of the RRRU
In an emergency situation or crisis, the RRRU should provide the community with information that is accurate, appropriate, sensitive, credible, neutral, impartial, and unbiased. The RRRU should strive to complement—rather than compete with—existing channels of communication used in crisis situations. It is possible that the RRRU could train existing radio programmers in emergency and health promotion broadcasting.

Staff & Training
At least three permanent staff should be employed to manage and operate the RRRU, and local staff should be acquired from the affected area. The permanent staff should undergo intensive training in all facets of radio programming and operation, as well as emergency preparedness and management structures and procedures. The permanent staff should be able to train local staff in required skills.

Logistics & Challenges
As yet, no agencies have volunteered to work with Voice of Friendship in developing the RRRU service, despite supporting the concept and expressing interest in discussing it further. Lack of funding and regulatory control could prevent the RRRU from moving to the first level. If it is to progress, the RRRU and the partnering agency will need to negotiate clear ownership and management guidelines. The Tampere Convention on the Provision of Telecommunication Resources for Disaster Relief and Mitigation (adopted at the Intergovernmental Conference on Emergency Telecommunications 1998) may provide for the use of radio broadcasting in international emergencies.

Pilot Project
It is recommended that Voice of Friendship attempt to work with an agency to develop experience and credibility in a trial project. Emergency management services in Western Australia have expressed interest in the proposal, and WA's politically stable environment and well-practised emergency response may make the state an ideal place for the RRRU's beginnings.

C. Background to the Study

Objective of the Study

The objective of the study was to establish whether a Rapid Response Radio Unit (RRRU) would have the potential to improve vital communications in the early stage of disaster relief. The brief was to assess the viability of a 'radio station in a suitcase' that could be used by an emergency relief agency to broadcast humanitarian information to a community in crisis. This study was designed to investigate whether radio programming as a method of rapid information dissemination, designed for the specific needs of emergency relief agencies, would assist their operations in bringing assistance to disaster victims.

Voice of Friendship will assess the results of this present study to determine whether to proceed with a RRRU.

The Research Team

The principal researcher, Amy Tait, an honours student in media studies at Murdoch University in Perth, Western Australia, has completed an undergraduate degree in Communication studies, specialising in radio. The present study was supervised for Voice of Friendship by Dr Ross James from the School of Public Health at Curtin University and Dr Gail Phillips from the School of Media, Communication and Culture at Murdoch University, Western Australia. Ed Stortro, Voice of Friendship Engineer, provided information for the technical overview (Section G).

Voice of Friendship

Voice of Friendship, the non-profit organisation that commissioned this study, has a wide range of involvement in programming for community health and development throughout Asia and Africa as well as experience in broadcasting in times of civil unrest and natural disasters in the Philippines. Voice of Friendship is concerned that, in the initial stages of emergency, relief agencies are hindered by the lack of a direct channel of communication to the affected community.

Voice of Friendship's expertise is in radio programming. Its proposed intention would be to offer this specialist service to an aid agency, to work with the aid agency rather than as a stand-alone broadcaster in an emergency situation. Voice of Friendship hopes that the RRRU would be regarded as part of the aid agency's total package of aid.

In a project with Curtin University, Voice of Friendship has developed specialist training courses in the use of radio programming for health and social development, and for peace-building and delivers those courses throughout Asia. The purpose of this study is to establish whether the RRRU could extend this expertise and be of assistance to aid agencies.

Voice of Friendship considers this project to be part of its charter for public broadcasting and mandate for humanitarian service.

Study Limitations

Due to several constraints this study should be read as an initial enquiry that provides a broad overview and a blueprint for follow-up. Those constraints were:
- Voice of Friendship required that the study be completed between January and April 2000.
- Some key agencies were unable to respond during the survey period due to a lack of time and a lack of their own resources.
- Some key agencies did not respond to attempts to contact them regarding this study.

- Time restraints meant that respondents were only given two weeks to return the questionnaire in Round Two. For many, this was not enough time (particularly as a major cyclone impacted in Western Australia during this period).
- The study respondents in Round Two were limited to those with access to email.

Study Strengths

Being based in Perth provided the opportunity to focus a major part of the research on Western Australia's disaster preparedness/management systems. Western Australia is impacted almost annually by cyclones and floods and has implemented many local, district and state emergency plans. The state is politically stable which, coupled with its highly regulated disaster management structure, provided a perfect setting for a discussion on the implementation of the RRRU as a 'new tool'. Many of the participants for Round One were members from Western Australia's emergency management and relief services. All these participants, and more, were approached to complete Round Two of the methodology. Unfortunately, and ironically, a cyclone in the north of the state meant that many of the panel members were unavailable to be included.

Based on available literature and agency reports, the information gathered from this study can be confidently generalised and used to draw conclusions on an international level.

D. Methodology Used

Policy Delphi Methodology
The Policy Delphi method allows the researcher to gather information from various means and from multiple sources and perspectives. This methodology allows for different research structures, and flexibility in the makeup and specialisation of the study participants. It also encourages feedback and revision of opinion in cumulative stages of inquiry.

It was considered ideal as the research method for the purposes of this feasibility study. Specifically, a Delphi study

> may be characterised as a method for structuring a group communication process so that the process is effective in allowing a group of individuals, as a whole, to deal with a complex problem.[1]

Although Delphi studies may consist of as many as four stages, it was decided that two would provide sufficient information in the limited time available for this feasibility study. Normally, Delphi studies require a minimum of ten participants for the research to be considered viable. This was achieved in both rounds.

Respondents
Respondents were located through several means. An invitation to participate was issued through an Internet mail list with subscribers from a wide variety of community development and aid agencies in international settings. A direct approach was made to other individuals and agencies located through professional directories. Finally, some individuals were contacted after being recommended by existing respondents.

Round One
A summary of the study was sent to individuals (Appendix A). Round One of this study was an interview consisting of 26 questions. The questions were designed to gather information on existing communication and disaster preparedness procedures, and to test broad reactions to the RRRU concept. The questions were categorised under the following headings:
- Information
- Management Procedures
- Radio

Individual interviews (phone and face-to-face) were conducted with each participant, and their responses were transcribed (Appendix B and C). The transcriptions were analysed and opinions were grouped into meaningful categories. Where appropriate, similar views were collapsed into one indicative statement. This is normal procedure for Delphi methodology.

Round Two
The format for the second round of the study was an eight-question questionnaire (Appendix D) where respondents were asked to offer suggestions or clarification on previous information and to answer new questions evolving out of that information. The questionnaires were all sent via email, to 76 individuals, who were asked to reply within two weeks. Twelve responses were received, giving the second round a 16% return rate. The second round answers were also summarised and grouped into meaningful categories of information (Appendix E).

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[1] Turoff, M. (1975). The Policy Delphi. In H. Linstone & M Turoff (Eds.), *The Delphi Method: Techniques and applications* (pp.84-101). New York: Addison-Wesley Publishing Company.

E. Study Structure

Round One

The objective of the verbal interviews (Round One) was to gather a range of professional opinions and suggestions about the viability of establishing a RRRU. Ten people were interviewed but for confidentiality reasons it is not possible to include a list of the participants' names or organisations.

The panel for Round One consisted of:
- Four participants in management positions from international relief agencies.
- Four participants from Western Australian emergency management and relief agencies.
- One radio journalist.
- One relief agency volunteer.

The interviews took place in February 2000 and were all approximately 40 minutes long.

The questions asked in this round were broad and allowed for lengthy comment, speculation and discussion. The study gathered information about current communication procedures in emergency relief, ways in which these communication systems could be improved, and, more specifically, whether a RRRU would be of assistance. Other questions provided information on potential difficulties, suggestions as to the overall structure, and what would be needed to take the project to the next level.

Round Two

The results of Round One provided a general overview of the range of professional opinions and reactions to the concept of a Rapid Response Radio Unit. There were aspects of this round that were self-explanatory. However, many points and suggestions raised in this initial phase did require further refinement and clarification, and so a second phase consisting of a written questionnaire was undertaken.

The questionnaire consisted of eight main questions that extended the questions asked in Round One. The questions asked the respondents to provide suggestions and feedback to various issues that had been raised in Round One. In this way respondents saw their colleagues' considerations and therefore could comment on one another's opinions.

In this phase 76 questionnaires were sent out over email. The list of recipients included all those from Round One and more international and national relief agencies. The radio journalist and the volunteer were not included in this round because the information required was more specific to agencies directly involved in the management and procedural aspects of disaster response.

It was estimated that the questionnaire would take approximately 40 minutes to complete, and recipients were asked to return it by email or post within 2 weeks. Twelve responses were received.

F. Survey Findings

The information obtained from the two rounds produced wide-ranging comments and suggestions on the function and potential of the RRRU (Appendices B and D). For the purposes here, the responses have been summarised and kept as brief as possible. In some cases this has meant that statements made by a minority have been omitted.

The statements and suggestions are numbered and grouped under appropriate headings. Where statements appear contradictory, these (and others) will be discussed in section H.

1) Current Communication & Emergency Relief Procedures

1.1) In order to assess whether an emergency is within an international aid agency's scope, they assess the humanitarian need and their capacity to respond. Consultation with other agencies and funding are also factors.

1.2) In Western Australia (WA), emergency relief teams enter any situation where their services are required.

1.3) Immediately after an emergency has occurred, international aid or relief agencies need to liaise with local government and the UN. If a host government is present a formal agreement is usually arranged.

1.4) In WA, emergency plans exist and they are followed. Few negotiations with other agencies or government are required.

1.5) Most agencies rely on public meetings and staff in the field to relay messages to the community in need of assistance.

1.6) In international emergencies, media from the area is sometimes used but is usually a back up and not a primary means of communication. Often this is simply because the resources are not available.

1.7) Most WA agencies had been in situations where the existing local radio service had been utilised to broadcast information.

1.8) There were differing opinions about the efficacy of these current communication procedures. Some believed they were very effective while others were unsure or couldn't say due to the many different circumstances they had experienced.

1.9) Information is mostly obtained and verified by sending field staff to liaise with the community. Some agencies said that they relied heavily on 'gut feelings' when it came to establishing what information the community required.

1.10) Demographic information on the population and the area in which the disaster has occurred is usually collected by conducting surveys in the field, or using information that has already been collected by local authorities, government organisations or from existing databases. Some respondents said they rarely, if ever, have time to collect demographics. WA agencies said the population in the areas usually struck by disasters is so transient that they have no way of gathering specific demographics.

1.11) All panel members of Round One believed that continuing liaison with other agencies in times of calm is an essential component of effective emergency relief procedures.

2) Staff

2.1) All agencies agreed that employing local staff was a key to ensuring cultural sensitivity.

3) Logistics
3.1) Agencies involved in emergency relief take between 24 and 78 hours to mobilise and move into an area.

3.2) Immediately after the agencies agree to move into an area impacted by disaster, the main logistical difficulties they face are: finding the staff to move on such short notice, finding transport and accommodation, and deploying the resources.

3.3) A plan for the distribution of radios for the areas struck by disasters would need to be established. They will be valuable commodities and their distribution needs to be well managed and planned.

3.4) The RRRU would need access to its own equipment and resources, specialised to the specific nature of RRRU broadcasting.

4) The Rapid Response Radio Unit
4.1) All agencies but one believed that a system of rapid response radio communications could potentially be of assistance in certain situations. Some agencies were more committed, saying they had experienced situations where they would have welcomed it. Others were wary, saying that it would not work in every situation.

4.2) No international agencies had considered a project such as this before as it is not their core business or expertise. In WA, similar ideas had been considered but none yet carried through.

4.3) Some participants were particularly encouraging, saying there were obvious opportunities for the RRRU to become a trusted and participatory service.

5) Administrative & Regulatory Difficulties
5.1) All international agencies expressed concern about regulatory difficulties that the project would face if entering a foreign country.

5.2) Issues of government control, security, funding and propaganda were also raised.

5.3) In WA, the agencies' concerns lay primarily in the areas of licensing, funding and management.

5.4) The members in Round One suggested that the RRRU would have difficulties in gaining permission to access a broadcasting frequency in the affected country/area. This is a main concern for most respondents. Respondents in Round Two suggested the following as solutions:
- Long term planning and preparation on the part of the RRRU should include establishing good relations with local governments.
- Negotiate for emergency protocols with authorities.
- The RRRU could work through existing local broadcasters (regular RRRU slots and/or programs).
- The RRRU could work with other agencies, particularly the UN.

6) Management & Ownership
6.1) All agencies agreed that communicating information was an essential part of their work and integral in successful emergency management. However, most believed that information dissemination was not a part of their core activity.

6.2) Respondents suggested that the RRRU should liaise with the partnering agency (should one agree to participate) in order to construct clear guidelines of ownership over all aspects of the RRRU's function (e.g. the information, the staff, the equipment etc).

6.3) A clear and concise mandate and vision stating the RRRU's work ethic and goals, running the RRRU in a transparent fashion, and a procedural manual were all recommended.

6.4) In the event of a partnership with any agency it was recommended that the RRRU would need clear objectives and a negotiated agreement of responsibilities, expectations, funding, management and ownership.

6.5) The majority of the respondents thought that the RRRU could be unique insofar as it would not be hindered by commercial or government content restrictions, and would help to avoid the politicisation of information.

6.6) It was suggested that the RRRU should not be used to the exclusion of local services.

6.7) All panel members agreed that the RRRU would need clear and agreed procedures to enable it to function efficiently and effectively.

6.8) There were conflicting opinions about the extent to which the UN should be involved in the project. Some panel members believed that it was imperative that the UN be involved from the outset because any RRRU activity would need to complement UN activity. Others recommended that the RRRU should try and stay out from under UN jurisdiction.

6.9) One panel member was concerned that, in some circumstances, the RRRU would be in competition with UN radio services.

7) Partnership

7.1) Most agencies agreed that the RRRU would not be able to stand-alone. It was suggested that if this were the case, the RRRU would be excluded from the emergency 'information loop'.

7.2) However, it was also suggested that the RRRU would be better off working under its own name and achieving its own credibility, rather than working under the auspices of an aid agency. It was suggested that independence would aid neutrality and impartiality.

7.3) One respondent made the point that if the RRRU serves one agency this could result in other agencies withholding information, eventually leading to a decline in control over information. If serving multiple agencies, the respondent believed that the RRRU had a good chance of enhancing the partnering agency's control.

7.4) Some panel members said that the RRRU could become an asset to the partnering agency (in terms of control over information), but could also be a potential threat to procedures if it was badly organised and managed.

7.5) Panel members said it would be necessary for clear and agreed roles to ensure expectations (of the RRRU and partnering agency) be defined.

7.6) Respondents in Round One said the RRRU and the partnering agency would need to establish clear and agreed legal, social and practical responsibilities.

8) Potential role of the RRRU

8.1) In the initial stages of emergency response affected communities need to know:
- What services are available
- How services/ information can be accessed
- Health and hygiene issues
- Safety issues
- Accurate information (i.e. counteracting rumours and misinformation)
- Updates on the situation
- Information about the nature and development of the hazard/emergency

- The particular leanings and purposes of the different aid groups
- How to be self-sufficient (i.e. how families can cope during the emergency using their own resources)
- Family reunification information

8.2) Two members of the panel suggested that a potential role of the RRRU could be to act as a 'community bulletin board'. They envisaged that in so doing, the RRRU would connect people and information, and could possibly be extended to allow a kind of trading/bartering service. It was suggested that the overall aim would be to make the RRRU a real service to the community and give them a sense of ownership.

8.3) The RRRU would complement other forms of information dissemination in this way, using its immediacy to reach people faster than other media. It was mentioned that local radio is an appropriate medium for economically impoverished populations.

8.4) All panel members agreed that the RRRU would be of assistance by notifying the community what services are available.

8.5) All panel members agreed that the RRRU would be of assistance by rapidly disseminating information to the community.

8.6) All panel members agreed that the RRRU would be of assistance by being able to respond to specific information needs that the community would have. They said that specific information helps ensure appropriate emergency measures are taken. It was stated by a member of an international that for such targeted information, accuracy would be critical.

8.7) All respondents but one said that the RRRU would be of assistance by counteracting rumours and misinformation. Members of the panel believed that misinformation could lead to wrong measures that, in turn, dictated aspects of the emergency response. It was reiterated that the RRRU must have stringent information verification policies. However, it was pointed out that this role depends very much on the local circumstances and the media environment.

8.8) One panel member did not think that this was a critical service for the RRRU as rumours were inevitable.

8.9) The majority of respondents believed that the RRRU would be of assistance in some natural disaster situations by providing a pre-disaster warning service. Generally, it was agreed that foresight and planning help to lessen panic and disorder in a disaster situation. Some panel members believed that this could be the most important function of a RRRU but acknowledged that this would really only be appropriate for slow-onset disasters where the service was not already provided by an existing service.

8.10) Most respondents believed that the RRRU would be of assistance by providing a constant and regular information source to the community throughout the emergency period. Some panel members believed that the RRRU could provide a unique and critical communications connection. Through consistency and regularity, the RRRU would become a service in which the community would have confidence.

8.11) Other panel members thought this service would supplement others, not act as a substitute.

8.12) The majority of respondents were unsure about the statement: "that the RRRU will enhance inter-agency coordination". Many said that it depended entirely on the situation. One thought that the RRRU could certainly *contribute* to coordination but not necessarily *enhance* coordination. One member said that coordination (or lack thereof) is certainly dependent on effective communication, but is also dependent on other larger issues within the agencies (such as unspecified roles and responsibilities, unfamiliar management structure, lack of staff capability etc).

8.13) It had been suggested in Round One that radio might be a redundant method of communication in the field because face-to-face communications are required. However, the majority of panel members believed that the RRRU and face-to-face communications should be complementary, reinforcing rather than negating each other.

8.14) One member thought that it would be worth considering using the RRRU as a support unit to existing local media to help them bridge the gap between the different agencies and organisations involved in disaster response.

8.15) Some of the Round One panel members suggested that a possible role for the RRRU would be to become a 'first point of contact' for outside media sources. Opinion was split when this scenario was raised in Round Two. One respondent said this would be inevitable as media people always seek out other media. Another respondent said it would be a helpful linkage for local media, but foreign news media would place a heavy burden on the RRRU and would be best left to themselves. It was emphasised that the RRRU should guard against becoming a spokesman for other agencies. One panel member said that this role would not be a feasible one in places where the media are already well developed. Another said that the best source of information is collected at the grass roots level and introducing a third party would likely distort or dilute the facts.

8.16) Members of Round One suggested that the RRRU could become a part of a complete media unit, working closely with the media managers and headquarters of any partnering agency. When asked to comment, most respondents in Round Two said it was possible, but the first responsibility of the RRRU was to inform the local population, not to provide agencies with a public relations service, and that it would be important not to duplicate or compromise existing services.

8.17) Almost all respondents in both rounds said that in an emergency situation where a radio station already exists and is broadcasting to the area, it would assist their organisation if the local radio personnel had been trained in emergency broadcasting. Most of the panel members from Round Two believed that the RRRU could have this training role as it would have the relevant training and expertise.

9) Challenges

9.1) It was emphasised that the RRRU must never stray from information handed out by the authorities. All information must be verified and official; nothing can be assumed. An experience in one area must not lead the RRRU to extrapolate and 'create' information in the next area based on previous information.

9.2) The panel agreed that it is imperative that the community is aware of the agencies and services addressing their needs. They emphasised the need for the community to be fully aware of the RRRU's service.

9.3) Members of the panel made it clear that credibility among the community would be imperative, but that it should be recognised that establishing this credibility in such a short period of time would be neither automatic nor easy.

9.4) One member stated that humanitarian work was competitive enough and adding radio would make it worse.

9.5) Most members of Round One raised funding as a challenge the RRRU would face.

9.6) Some of the panel members in Round One raised concerns that the RRRU may be vulnerable to being used for propaganda purposes. Respondents in Round Two offered the following solutions to this problem:
- The RRRU can avoid being identified with the message (if it is perceived propaganda) by quoting references.
- The RRRU should have reliable aides who understand the local language and can monitor all broadcasts.

- The RRRU should establish a system of accountability whereby it regularly receives feedback and evaluation from beneficiaries.
- There needs to be prior agreements with governments, other agencies, and various factions or parties of non-interference and non-politicisation of information.

9.7) Respondents in Round One said there were risks that the RRRU may further complicate the emergency situation by constituting an additional threat to relief agency staff and the community (in areas struck by civil conflict). The majority of respondents in Round Two tended to disagree, saying that this scenario was unlikely unless the RRRU broadcasts became controversial. The respondents who agreed said that this issue would be overcome by instilling a servant attitude among RRRU members and having advanced cross-cultural communication skills.

9.8) The majority of the respondents said that, like any foreign entity, the RRRU would be subject to local scrutiny and suspicion. They suggested that the RRRU should start small and slow, building confidence and expertise through a pilot project.

9.9) Almost all panel members in both rounds said that the RRRU would need to develop ways to deal with language barriers. All members who raised the problem said that engaging and liaising with local people would be critical. One member said that good translators are at a premium and the RRRU would need to "snap them up" before the news media arrive en masse.

10) Broadcast Content

10.1) Most members agreed that the RRRU would need to reflect the whole picture, broadcasting messages from all agencies involved. Concern was raised about the confusion that the RRRU may suffer if inundated with conflicting or competing messages.

10.2) One panel member noted that along with a constant supply of information, the community also benefits from entertainment. They had found that music, news and entertainment gave people hope and lifted their spirits.

10.3) It was stated that the RRRU would need to be informative, unbiased and perceived to be impartial.

11) Training
(Training topics are italicised and followed by a summary of responses)

11.1) *Stress management training* The majority of respondents thought that training in this topic was necessary. They said that disaster settings are stressful and all agreed that some element of stress management training should be provided to the RRRU staff.

11.2) *Training in the handling of information that could be sensitive or confidential* Panel members thought that training in this topic was very necessary. All panel members agreed that the implications of insensitive reporting are serious and could be potentially disastrous. Foreigners especially need to be sensitised to local issues.

11.3) *Skills in living in difficult conditions* This was considered to be an important training topic. Respondents stated that living conditions in disaster settings can be basic and the staff will need to be prepared.

11.4) *Management structures and procedures in the field* Respondents thought that a sound knowledge of these procedures would be very important. In order to assist with maintaining, building and respecting relationships the RRRU team should know what management structures exist.

11.5) *How to train others* One panel member said this training topic is not necessary because training is a long-term development job function rather than an emergency response. Other

panel members believed that training skills were imperative in order to encourage and support others. It was raised as a particularly important training aspect if local staffs are to be employed.

11.6) *The ability to identify and troubleshoot common equipment difficulties* All panel members agreed that training in technical self-reliance in the field would be essential.

11.7) *Basic trauma counselling skills* Respondents believed that whilst this should not be the RRRU team's role, it would be useful to have training in this area.

11.8) *A general understanding of the psychology of disaster (i.e. how the community is likely to react)* Panel members suggested that this awareness would assist in understanding the community and therefore providing a sensitive and helpful broadcasting service. It would also reduce trauma on the part of the RRRU team.

11.9) *A general understanding of disaster preparedness techniques and methods* Several members believed that this should not be the RRRU's role, but would be useful training nonetheless. One respondent thought that having this knowledge would reduce tension and trauma on behalf of the broadcaster.

11.10) Panel members also suggested that the following training would be necessary for the RRRU team:
- Exercises to build physical alertness and stamina.
- How to acquire a good understanding of the demographic and geographic conditions of the affected areas.
- Training in ways to empower others and help them to build skills and confidence.
- Training in methods of cultural sensitivity. RRRU members should have some basic knowledge of the culture into which they are going.
- Personal safety and health.
- The RRRU team should have a sound understanding of international humanitarian law, codes of practice and humanitarian charters.
- Training on propaganda strategies and guidelines to immediately recognise propaganda when it occurs.
- How to build bridges into the community and government in order to help quickly establish credibility and trust amongst the affected community.

12) Suggestions and Recommendations
12.1) All panel members from aid and relief agencies said the project needed to have been through a trial before it could be taken up. They said that some kind of pilot would test assumptions and help develop a successful model

12.2) Of the seven aid and disaster response agencies interviewed in Round One, four said that in principle they would be interested in participating in a trial with the RRRU. The other three were not in a position to answer.

12.3) It was recommended that the RRRU establish guidelines for the use and protection of the equipment.

12.4) Some panel members suggested that the RRRU be incorporated into oing public education campaigns to allow radio communications to become an intrinsic part of the emergency relief procedure.

G. Technical Overview

The equipment options for the RRRU vary in suitability depending on the situation. It is therefore impossible to create a definitive equipment list. The following is a list of suggested equipment and approximate prices that would allow the RRRU to be set-up and run easily and effectively. It is followed by several other options.

RRRU Equipment List and Costs	US$
FM Transmitter - Crown FM 2000T 2000Watt	$14 000
Antenna Double 5/8	$ 600
Antenna 4-Bay	$ 1 000
Mast/tower hardware	$ 4 500
5-10Kw Generator	$ 1 000
Fans & Racks	$ 750
Mixer – Audio Arts Broadcast Grade	$ 3 500
Microphones – Shure SHU Beta58A (4 @ $ 266 each)	$ 1 050
Microphone accessories (mic stands, cables etc)	$ 400
Minidisc player – Sony MDS-JE630	$ 360
Portable minidisc player/recorder – Sony MZR55CG	$ 400
Cassette Deck – Marantz PMD500 dual well deck and 2x CD player	$ 1 500
TOTAL	$US 29 060

Other Options:

Studio/transmitter location
Maximum coverage in a disaster zone would depend on being able to locate a transmitter at the highest point one could find. However, one needs to define what a coverage area is. Clearly, this is somewhat difficult to define as scenarios will differ.

What can be defined is the coverage area based on a flat terrain and to build from there. As the terrain changes to a more hilly or mountainous region the amount of equipment required would have to be adjusted, such as adding repeaters etc.

Therefore, for the purposes of this feasibility study, the basic assumption is that the best option is for a centrally located studio/transmitter site. Any other arrangement could create problems for the RRRU if it meant that the studio was located outside the community, as it is imperative that the RRRU maintains a presence alongside relief agencies. The section on Link Options, below, addresses the situation where it is necessary to have a transmitter site separate from a studio.

Should the RRRU enter a circumstance where the main transmitter cannot cover the area that is required, it will be necessary to incorporate translators (repeaters) into the structure. Below is a list of options (they will need to be chosen according to specific need).

FM Translators (repeaters) – optional	*US$*
FM 100, 100 Watt	$3 995
FM 250, 250 Watt	$4 195
FM 500, 500 Watt	$5 500

Miscellaneous
Other miscellaneous items will be purchased on a needs basis and will be determined by the RRRU's budget.
- Vehicles
- Fax Machines
- Cellular phones/ two-way radio system

Suitcase Station
A "Suitcase Radio Station" is a mobile and compact radio station that can fit into one or two cases. It contains all the equipment that is needed to set up a small FM radio station. Voice of Friendship is already using these units for the initial start up of a station. As funds become available, higher power transmitters are purchased and installed. The ease with which they can be transported and set up (basically plug in and play) are definite advantages. The Crown Broadcast transmitters are commercial grade units and are being used by the National Weather Service in the USA to provide weather information. The other equipment being recommended is of the same calibre.

The more reliable "suitcase stations" have several design goals in mind:
- To provide low powered FM broadcasts to areas where currently no stations operate
- Compact enough to transport anywhere in the world
- Minimising customs importation requirements
- Easy to set-up
- Reliable service over the expected life of the equipment

Digital Studio
Computer-based production studios are a competitive option, with live or automated operation of stations increasingly computer oriented. However, for the situations that the RRRU is likely to enter, where resources will be low, the digital option may not be practical.

Link Options
The best means to link the studio and the transmitter would depend on the scenario, as different situations will call for different set ups. In order for the RRRU to be set up as easily and quickly as possible, equipment should be kept to a minimum. In addition, potential political opposition or regulatory restrictions may be reduced if there is only a small amount of equipment. In terms of links, locating the studio and the transmitter together (co-locating) and using the same power source for both would achieve this.

Practically, however, in some situations this would mean that the studio would be located in the highest place along with the transmitter. A studio to transmitter/station link (STL) would remove this problem by allowing the studio to locate in a central location and separate from the transmitter. With the proposed antenna mast (approx. 20 metres or 60 feet in height) it is likely that in most situations the coverage area will be adequate. This would allow for co-location of the studio and transmitter and central to the relief agencies involved. By mounting the antenna on top of an existing building, coverage area would also be increased.

If there was a need to separate the studio and transmitter, a smaller FM transmitter, coupled with a directional antenna, could reduce the cost and achieve the same purpose.

Satellite linking is another method but may be too costly for short-term broadcasting such as proposed for a RRRU.

Distribution of Radios
The RRRU will inevitably enter situations where power or lack of resources has meant that the public will not have access to radios. In these cases, the RRRU should be responsible for distributing small receivers to the community. There are various kinds of radios that could be suitable: wind-up, solar powered, or battery powered and the RRRU will need to determine the suitability of each specific to the circumstances. Until the need for this service is fully established and a trial has been run, it would be practical to use the cheapest (battery powered). The radios will not be returned and therefore need to be regarded as disposable.

H. Discussion

Ownership & Partnership

Most respondents in the present study believed that the RRRU should work with a partnering aid agency. In this ownership situation the RRRU would provide a specialist radio service to the partnering agency and would be regarded as part of that agency's total emergency response package. As the RRRU's expertise is in radio programming it would be used to complement the aid agency's expertise in emergency relief.

Some respondents thought that working with a partnering agency would compromise the RRRU's independence. This issue would need to be addressed, as it is a potential hazard to the RRRU's credibility among the community and other agencies. However, the alternative of having the RRRU operate as a stand alone agency could present difficulties in terms of it becoming part of the emergency 'information loop', and would make it more difficult for it to gain the trust and confidence of agencies in the field.

If the community is to rely on radio as a credible and reliable source, it must be broadcasting information specific to the community's needs. Therefore, the RRRU would have to broadcast information from all agencies—not just that of the partnering agency which may only be concerned with one dimension of the emergency relief process. This leads to the question, Would an agency want to form a partnership with the RRRU and then lend its services to all other agencies? This is an essential aspect of the RRRU's role and must be negotiated with the partnering agency.

Clear guidelines stating the expectations of both the RRRU and the partnering agency would be essential. The agreement will need to cover:
- Roles
- Procedures
- Expectations
- Funding
- Resources
- Ownership
- Responsibilities
- Skills and aptitudes required of the RRRU team

It is imperative that the RRRU be fully self-sufficient, even if working under an agency. In critical situations the RRRU must assume that it can rely on the community for nothing. Technical assistance, equipment, personnel and information must all be gathered and provided by the RRRU or the partnering agency under which it works.

Overcoming Administrative and Regulatory Difficulties

Particularly when entering politically volatile areas the RRRU is likely to face stringent government regulations and elements of suspicion. Simply put, some local regulatory bodies or governments may refuse to allow a broadcast operation by a foreign agency. Some agencies that were approached for this study believed that this problem would be too large to overcome. However, a 1998 international treaty may minimise regulatory requirements (See Appendix F for full text).

The *Tampere Convention on the Provision of Telecommunication Resources for Disaster Relief and Mitigation* was adopted at the 1998 Intergovernmental Conference on Emergency Telecommunications, in Finland. The purpose of the conference was to approve a legally binding international convention which would help facilitate the use of telecommunications equipment by humanitarian agencies and disaster response units in times of emergency. The Convention is a legal instrument which empowers countries requesting external assistance following a natural or man-made disaster to waive normal licensing and importation provisions covering communications equipment such as mobile phones or radios. For humanitarian

agencies such as the Red Cross, the UN High Commissioner for Refugees (UNHCR) and the UN Office for the Coordination of Humanitarian Affairs, it represents a breakthrough which will permit the latest communications equipment to be deployed at the scene of a disaster without complicated legal entanglements and the lengthy delays these often entail.

It is yet to be determined whether the Tampere Convention would include radio broadcasting and programming activities as proposed for the RRRU.

It is suggested that, until the RRRU has established a reputation for credibility and success in emergency relief situations, it should work only in politically stable areas or emergencies where its assistance has been directly sought. Inevitably, there will be situations where the services of the RRRU are not required or suitable and the RRRU must respect the partnering agency's decisions in these instances.

Many respondents expressed concern about broadcasting in civil unrest situations, saying that radio inevitably sparked suspicions and could become a first target for guerrilla activity and propaganda, thus creating further risks for the relief agencies, the RRRU and the community. Although each situation will need to be assessed individually, it is perhaps worth considering the possibility of only attending natural disaster situations. Respondents stated that in these situations the RRRU would most likely be welcomed as another 'communication tool'.

In all cases, the RRRU's goals and functions will need to be transparent if suspicion and regulation are to be kept to a minimum.

In Western Australia there is potential for a permanent emergency license to be arranged.

Funding
Almost all respondents raised funding as a major concern. It is not known, at this stage, how funding will be acquired for the project. What is known is that most agencies are unwilling to provide funding for the project, as they are reasonably satisfied with the current communication systems (but acknowledged that the RRRU would improve these systems and had potential to be of great assistance to them). Most agencies said that what limited funds were available to them are directed towards their core business of providing basic aid.

Staff Structure
Without having conducted a pilot project, and without any previous model to lean on, conclusions concerning the team structure of an RRRU can only be speculative. However, the knowledge gained from this study, and the research team's practical experience of radio programming make it possible to define certain basic requirements. These are outlined below.

The RRRU team should comprise both permanent and local staff. The necessity for intensive training and a thorough understanding of the function of the RRRU suggests that not all personnel can be recruited from the disaster area at the last minute. However, the RRRU's purpose would be greatly enhanced by any input from personnel familiar with the community it enters.

Permanent Staff
At least three permanent staff should be involved in the management and operation of the RRRU. When a disaster impacts, the permanent staff will be responsible for mobilisation and construction of the RRRU.

These staff will need to be responsible for continuous liaison with relief agencies in times of calm in order to establish the RRRU as a fixture in emergency relief structures. In emergency relief situations, they will need to have continuous contact with the partnering agency to establish the community's information needs and assess the best ways to broadcast the information.

All permanent staff will need to have been intensively trained in health promotion broadcasting. The RRRU will be relied on for presenting information in a way that is both effective and interesting. This is a specialist area and all permanent members of the RRRU must have the skills required, and be able to train others if required.

The permanent staff will need to be trained in all aspects of the RRRU in order to satisfy security, technical and information needs. All positions must have the flexibility to adapt to other roles when required.

Local Staff

When the RRRU moves into a disaster-affected area it is imperative that local staff be incorporated into the broadcasting team. The main reasons that so much importance needs to be placed on the participation of local staff are:

- Staff would bring to the RRRU a complete understanding of cultural norms and practices to the area, thus enhancing the RRRU's cultural sensitivity and credibility.
- Staff would speak the appropriate dialect.

The employment of local staff is likely to be challenging, particularly as the staff are required to have broadcasting skills. The RRRU should have the capability to train local staff in general broadcasting and announcing skills but it is probable that there will be time constraints and fully trained broadcasters should be used whenever available.

The roles to be undertaken by the local staff will vary according to circumstance and will need to be negotiated in each situation.

Training

The RRRU team will need intensive training in radio programming and emergency relief. From these two disciplines many other training topics evolve. Most respondents agreed with all training topics suggested (below):

- Stress management training
- Training in the handling of sensitive and confidential information
- Skills in living in difficult conditions
- Management structures and procedures in the field.
- How to train others
- Troubleshooting equipment difficulties
- Basic trauma counselling skills
- A general understanding of the psychology of disaster
- A general understanding of disaster preparedness techniques and methods
- Health promotion and community/social development communication

It is essential that a training course be developed along with a 'handbook' that specifies the roles and responsibilities of the RRRU.

Broadcast Content

The RRRU must, at all times, adhere to its mandate and only broadcast humanitarian information. It should guard against being associated with controversial groups and their political propaganda.

It is worth stressing again the importance of broadcasting information from all agencies in the area. It will be of vital importance to the community to receive information on all facets of the relief process and the RRRU must be integral in passing on this information in its entirety.

Some respondents suggested that the RRRU could act as a 'bulletin board' for the community. The community would be encouraged to become directly involved in the RRRU

by using it to pass on messages or request information etc. Certainly, audience participation has a role in fostering trust and credibility in the community towards the RRRU.

The RRRU need not be limited to broadcasting information and messages. It should also expand its function (if culturally appropriate) to broadcasting entertainment. It is to be expected that the RRRU would broadcast edu-tainment (information/education in entertaining forms), however there is a place for direct entertainment. One respondent said that research they had conducted showed that music, news and entertainment gave hope to the community and lifted their spirits in an otherwise desperate situation.

Other Roles of the RRRU

1. Almost all respondents to the surveys believed that the RRRU could take on the role of training existing radio personnel in emergency broadcasting. International experience has shown that broadcasters' lack of awareness of emergency procedures has often hindered communications and the response to and management of emergencies. This can be readily rectified with basic training. As the RRRU will have expertise in radio programming for emergency relief situations, it seems logical that it could design a training course for this purpose. This could be a parallel purpose or activity of the RRRU.

2. As was previously mentioned, the RRRU should facilitate community participation by establishing itself as a 'bulletin board' for all who wish to access it.

3. In some cases the RRRU will be the first point of contact for other media agencies reporting on the crisis. For example, media organisations regularly contact agencies in the field but sometimes speak to aid or emergency personnel who are not fully involved in the emergency or who cannot provide accurate and updated information. As an alternative, media organisations could instead first contact the RRRU, which would then refer the media representatives to the specific emergency personnel who had the information.

Theoretically (it is hard to say without a trial) the RRRU could assist by contacting the right people and passing messages to the media. However, it is imperative that the RRRU avoid becoming a spokesperson for any agency. It should remain as a source and disseminator of approved information, not the independent author of that information.

4. In situations where the disaster is predictable some time before impact, the RRRU could act as a pre-disaster warning service. Although this service is covered in most places by existing media, the majority of respondents thought that the RRRU, as a specific service, would be of assistance in these circumstances. Certainly, RRRU staff could act as advisors to local broadcasters in their preparations.

5. Although RRRU's first priority should be with the community it serves, some respondents believed that the RRRU could also act as a link between the partnering agency and their public relations headquarters. In this way, the RRRU could facilitate communications between the two and relieve some of the pressure on the staff in the field. It is a role that will require intense negotiations and very clear guidelines of expectations to ensure that the main role of the RRRU is not compromised.

I. Recommended Pilot Program

The RRRU will need to undertake a trial or pilot project on a small scale. For this reason, it is suggested that a pilot program be considered. If no suitable opportunity is available elsewhere, and if no alternative agency wishes to partner Voice of Friendship in a pilot study, then Western Australia could be a viable option.

As previously stated, one of the strengths of this study was the broad research it was able to gather on emergency procedures in Western Australia. The north of the state is particularly susceptible to cyclones and severe flooding, meaning that emergency systems and preparedness are well rehearsed and structured.

All agencies contacted in Western Australia believed that there was potential for the RRRU in all emergency efforts. Lack of communication procedures and protocol in recent emergencies lead some agencies to think that the RRRU would be of great benefit to communities and relief agencies alike.

Western Australia has a stable political environment, and is therefore never impacted by civil unrest. Natural disasters that impact the state are dealt with swiftly and by practiced agencies.

Further, Western Australia is currently the operational base for a unit that is developing Voice of Friendship's programming training. In a partnership with Curtin University of Technology, Voice of Friendship is strengthening its health promoting and community development capabilities. There is potential in extending that partnership to the mass media department of Murdoch University.

While Western Australia is not normally considered as being within Voice of Friendship's region of broadcast interest, these circumstances make Western Australia an ideal location for a small-scale trial of the RRRU.

It is suggested that:

- Voice of Friendship form a RRRU
- Discussions be held with agencies to determine a possible pilot project. (One option is for the RRRU to become involved in Western Australian emergency procedures)
- The RRRU be incorporated into the emergency routine of a managing agency
- The RRRU provide a rapid, specific and accurate information source direct from the aid agencies to the affected community
- The RRRU provide a specific service that is not provided by existing media
- Where existing media are providing a similar service, the RRRU be involved in training in emergency broadcasting (this could be a role for the 'off-season', i.e. in times of calm when the RRRU is not involved in an emergency situation itself)

Further discussions and negotiations will need to take place with key agencies, several of which have already expressed an interest in taking this idea further.

J. Key Recommendations

After consideration of the study data and related issues, 24 key recommendations can be made with specific regard to ownership and management, the role of the RRRU, staff and training, logistics and a proposed pilot project.

1) Ownership & Management

1.1) The RRRU should work with an existing aid agency or emergency management agency.

1.2) The RRRU should serve that agency in times of disaster relief.

1.3) The RRRU should broadcast information from all agencies in the field in order to become an integrated and complete information source that responds to all emergency priorities and information needs.

1.4) Any formal agreement with the partnering agency should be negotiated with these priorities in mind:
- Ownership
- Roles
- Procedures
- Responsibility
- Expectations
- Funding
- Resources

2) Role of the RRRU

2.1) In an emergency situation or crisis, the RRRU should provide the community with information on:
- What services are available
- How those services can be accessed
- Health and hygiene issues
- Safety issues
- Accurate information (i.e. counteracting rumours and misinformation)
- Updates on the situation

2.2) The RRRU should act as a 'community bulletin board' connecting people and information.

2.3) Wherever possible, the RRRU should provide a pre-disaster warning service to the community at risk.

2.4) The RRRU should consider a role of handling outside media agencies and liaising with the partnering agency's PR department.

2.5) The RRRU should undertake to provide training in emergency broadcasting to existing radio services in areas impacted by disaster.

2.6) In the distribution of information the RRRU must be:
- Credible
- Accurate
- Sensitive
- Neutral, impartial and unbiased

2.7) The RRRU should complement, rather than compete with, existing communication services.

3) Staff & Training

3.1) At least three permanent staff should be employed to manage and operate the RRRU.

3.2) The permanent staff should be trained in emergency and health promotion broadcasting.

3.3) Local staff from the affected area should be acquired to assist the permanent staff.

3.4) The RRRU's permanent staff should be able to train local staff in general broadcasting and announcing skills in a short amount of time.

3.5) The RRRU staff should be trained intensely in the following:

- Radio programming in general, and specifically in health promotion and communication for community/social development
- Radio operations and technical production
- Skills in living in difficult conditions
- The handling of sensitive and/or confidential information
- Management structures and procedures in the field
- How to train others
- Cultural sensitivity
- How to quickly achieve credibility in a community
- Health promotion and communication for community/social development

3.6) The RRRU staff should receive basic training in the following:

- Basic engineering skills to troubleshoot any equipment failures
- Trauma counselling skills
- The psychology of disaster
- Disaster preparedness methods
- How to recognise and handle propaganda

4) Logistics & Challenges

4.1) The RRRU should be entirely self sufficient, and able to mobilise and operate within 24 hours of a disaster impacting.

4.2) The RRRU should be responsible for the distribution of radios whenever necessary, and a plan of distribution management and procedures should be developed.

4.3) The RRRU should be responsible for determining the suitability of the various receiver options available (solar, battery etc).

4.4) Wherever possible, the community should have prior knowledge about the existence of an RRRU (through continuous public awareness campaigns etc).

4.5) More investigation should be conducted to determine the extent, if any, with which the Tampere Convention (Appendix F) would include radio broadcasting and programming activities as proposed for the RRRU.

5) Pilot Project

5.1) The RRRU should undertake to become involved in the emergency procedures of an appropriate agency that is willing to partner with Voice of Friendship.

5.2) In the absence of any other opportunity, a pilot program in Western Australia should be considered until the RRRU's effectiveness and role can be assessed, and a decision made on whether it is a service that could be expanded to an international level.

K. Conclusions

The objective of the study was to establish whether a Rapid Response Radio Unit would have the potential to improve vital communications between relief agencies and the affected community in the early stage of disaster relief. After analysing the results of the research it is concluded that it is feasible, and recommended, for Voice of Friendship to proceed with further development of such a unit.

This process comes with many challenges, including the following:
- s have stated a general reluctance (and inability) to provide funds for the project.
- The RRRU faces difficulties negotiating levels of independence with a partnering agency. Information from all agencies in the field will need to be disseminated, but there must be a level of loyalty to the partnering agency for the arrangement to be mutually beneficial.
- The RRRU may encounter strong inter-agency competition that could affect independence. If other agencies in the field do not wish to participate or cooperate, the integrity of the information may be compromised.
- The RRRU may face regulatory measures that could prevent broadcast in many countries, although it is possible that such restrictions are provided for by the provisions of the Tampere Convention (Appendix F), or when a partnering agency negotiates with authorities to enter an emergency zone.

Generally speaking, relief agencies and emergency management services identified that the RRRU had the potential to improve coordination and communication in the initial stages of emergency relief and was therefore a service worth considering.

Further discussions with interested parties will need to take place, particularly with agencies that have expressed interest in the possibility of developing a pilot program.

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L. Appendices

Appendix A: RRRU Summary

Appendix B: Transcribed answers: Round One (Emergency management and aid agencies

Appendix C: Transcribed answers: Round One (Media)

Appendix D: Questionnaire: Round Two

Appendix E: Transcribed answers: Round Two

Appendix F: Tampere Convention

Appendix A   RRRU Summary

Radio programming is being employed for peace and reconciliation interventions in Europe and Africa, where civil unrest has occurred. However, this involves more longer-term radio programming, and has more of a political purpose to it, with programs that involve all parties to the dispute and those involved in conflict reduction strategies.

However, at times of natural disasters or immediately after civil unrest, relief and development agencies are frequently hindered by the lack of communication facilities. This is the period when agencies first enter the situation and are attempting to get information and education to the local community.

Radio programming through low-powered transmitters is one solution that is currently being considered.

Voice of Friendship is considering the establishment of a Rapid Response Radio Unit (RRRU) to quickly set up radio programming and transmitting facilities in such a situation.

Current technology allows for low-cost and highly portable broadcast equipment to be available for such a situation. This includes a low-powered transmitter, recording facilities and portable field equipment, and even radio sets to be distributed to people. Radio sets are available with fixed frequency, solar-power, batteries, or clockwork (wind-up) mechanism.

The RRRU is likely to comprise health promotion and community development personnel, re trained in disaster response and radio programming.

Voice of Friendship's expertise is in radio programming, not in disaster management or emergency aid. With that in mind, Voice of Friendship would be offering themselves as a specialist service to an aid agency, to work under the aid agency rather than stand alone in an emergency situation. Voice of Friendship would rely on the aid agency to include the RRRU into their negotiating protocol (with the UN or government agencies) when they respond to an emergency. Voice of Friendship hopes that the RRRU would be regarded as part of the aid agency's total package of aid.

The RRRU will establish the communication needs of the development and aid agencies - specifically for the early stages of emergency relief. The RRRU will broadcast humanitarian information only, and will in no way be affiliated with political messages.

Our assumption is that the RRRU could broadcast the following types of messages:
- information specific to aid and relief
- public health issues
- general news relating to the situation
- assisting people to contact missing family or friends
- providing general counseling and reassurance

In the situation where there is no locally available radio station, the RRRU would establish a temporary and low-powered broadcast station to communicate information to the public during the humanitarian and relief operation.

In the situation where local radio stations are still on air, the role of the RRRU could be to train and assist local broadcasters in disaster programming. Not only will this help communication in the period just after a disaster, but it will also assist local broadcasters to sustain positive coverage to continue after the initial emergency effort.

It is important to note that Voice of Friendship is a non-profit organisation and likewise regards the RRRU as a non-profit activity. Voice of Friendship considers this project to be part of their charter for public broadcasting and mandate for humanitarian service.

Appendix B

Transcribed Answers – ROUND ONE
(emergency management and aid agencies)

Information

In the initial stages of emergency relief, how does your organisation communicate to the refugees/community in crisis?

A. Community leaders within each section. Daily meetings with leaders. Notice boards. Megaphones on vehicles driving through camps. Via UN local radio station (in repatriation stage).

B. Word of mouth. Community based meetings.

C. Through government bodies, UN agencies in country, through world vision offices. Informal communication between world vision employees and people they know in the community.

D. We use the local state and national media. They broadcast community announcements.

E. We formed a "one-stop shop" where all the services were based. The message about this shop got out through word of mouth. We also held community meetings outside the town hall at 4pm everyday. We were also putting advertisements and information in the state newspaper.

F. We got fliers out, people went around the community with loud speakers, if people had radios we put announcements over the radio, we had daily meetings at the town centre, put announcements up on all notice boards an shop-fronts, letter drops - all to inform them about the "One-stop shop". People tuned into the radio (if they had power, or could get batteries).

G. Through the staff in the field. Establishing a structure/hierarchy – have meetings with group leaders.

H. We don't have direct contact; we establish the systems and procedures. Communications has been face-to-face and word of mouth. Door knocking, electronic media and TV to a lesser extent. We've used radio predominantly. Written communication is used in the later stages.

I. Public meetings, notices – they're very long-winded way of doing things. In Moora there was no way of distributing information, we couldn't get to the people. We have used radio before – tourist radio for broadcasting messages in Exmouth.

How effective are these methods?

A. Very effective.

B. Don't really know. They are quite effective and require quite a lot of resources.

C. Surprisingly effective because in those settings communication wasn't all that good to begin with. Communication more effective in rural areas than in urban as it is more akin to communication that was in place before the disaster.

D. Pretty effective. The message gets across. People know they will get messages over the radio. Power is always an issue. If the power goes down we rely on battery-operated radios. The broadcasters are good; they get the message across well.

E. Dealing with the newspaper was difficult because of the deadlines. Often we didn't have the information in time so it couldn't be published, but it was important information to pass on. The radio stations weren't broadcasting the really specific community information that we would have liked.

F. Extremely effective. Within a day people were coming in to get help.

G. Depends on the situation. They are effective because communicating with the victims is effective when you are with them, and when you can demonstrate activities. You need to SHOW them how to do things.

H. Communications generally are the area of operations that tend to let us down. They are the area that if we get wrong, has the potential to have mis-information determine operational decisions that may not be right. We have had successful and unsuccessful communications. It is an area that needs constant improvement. We've often had good relations with local radio stations.

I. News travels pretty quickly, but if you have a huge population it's a big task. Often we don't know how many people are in the area, and we have no way of reaching them - particularly in the tourist season.

In the initial stages of emergency relief what information does the community need?

A. What services are available. If and when food is to be distributed. What are their entitlements. Basic information on what's happening and what the agencies are providing.

B. Based on different needs assessments, established by going into the field. Also what information we want – mixture of both. Look at what people have and haven't got, work out a project and how to do it. Usually related to survival supplies and hygiene issues.

C. The nature and the impact of the disaster. Measures that people can put in place to respond. Sources of help and support. Family tracing.

D. It's a combination of information gained from everybody involved: fire service, hospitals, police, etc. Establish the needs of the community and the statements that need to be issued.

F. Where they can access the necessities of life – food, water, clothing, and protection. Power, sanitation and services. The priorities were to clean up the neighbourhood first, and then clean up the houses.

G. Depends on the disaster. It's complex, and if there is a political component people will need different information. Some of the refugees may be the perpetrators of the genocide.

H. The community needs to be constantly updated on the current situation. We provide information based on what we require them to do. It's an action message. Raw information is good for the public, and we don't do that near enough.

I. Utility information. Updates on the situation. Safety and health messages (eg, live wires and mosquitoes). Road reports. Who to contact.

How is information obtained and verified?

A. Section leaders and field staff talk and liaise with community on a daily basis.

B. Project leaders carry out assessments. People evaluate whether the projects have been effective.

C. The governments' reports and views. The UN. Survey activity by our agency – making different assessments, water, agriculture, health etc.

D. That was entirely up to the local committee. It was their choice.

F. Through the emergency management organisations. We were given information on the way they wanted to clean up. We had regular meetings, and got information on the incoming cyclone from the Internet.

G. We go there and we talk to them.

I. Each operation is different. We assess risks and we use 'gut-feeling' a lot.

What systems (if any) do you use to gather demographic information on the population and the area in which the disaster has taken place?

A. Through local authorities, or UN (UNICEF), or government organisations. Rarely collect that information ourselves.

B. Surveys. Sometimes complete demographic surveys are done in camps. In most cases we need to collect information ourselves – going out and talking to people.

C. Our agency has an Early Warning scheme and various areas are monitored and reports are distributed. The data for that comes from publications, field officers, newspapers, Internet.

D. Statistical data gathered at the emergency management organisation's main headquarters over the years.

E. It was all too quick to do that.

F. That job was further up the chain of command.

G. Usually the last census is 10/15 years old. There is no accurate data. We guess from the food needs, crops etc. It's always a guess.

I. Absolutely none. We never really know, especially up north because the towns are so transient.

Do you encounter problems with communicating across cultures?
-What are the problems?

A. Always a challenge. Not always comfortable with our means of communication (i.e. email etc). Different traditions of communicating.

B. We're quite good at that, because of our experience.

C. It can be a problem but large number of local staff prevents major problems.

F. There is a period of adaptation. The key thing is to hire and work with local staff. We train them and they train us.

I. Yes. We are hoping to do all our public information programs in all languages but it's very expensive.

-How do you deal with areas of cultural sensitivity?

A. Provide training – awareness of the culture they are working in, establish some of the local customs and traditions. Vast majority of staff are local. Embedded in the ethos of the organisation.

B. We use local staff and continually talk with the community.

I. We haven't really dealt with it yet; those things are slowly coming into our procedure.

Do you consider information dissemination to be a part of your core activity?

A. Not a core activity as such. We distribute emergency relief goods. However, information dissemination is integral to that activity.

B. It's definitely a part of our way of working. It's critical and we couldn't work in the way we do without it.

C. Depends. Preventative health work depends on communicating. 's don't get involved in political information.

D. Information is very important. It is the only way we can keep the community aware and calm.

E. You MUST pass on information. It's the most important thing. Even if there's no information, pass on the fact there's no information.

F. Yes. That was our primary role – to make sure people knew about the services and where they could access them.

G. We are not a communication agency. But it is when it comes to community health programs and training people. Things don't work if you don't tell people about them.

H. Certainly.

I. Very much so. There are so many people involved in it. If the information flow doesn't work, people end up confused and we end up looking stupid. Coordinating the information is the biggest problem, but disseminating it is very difficult as well.

Management Procedures

How do you decide whether an emergency is in your scope?

A. Assess whether a response is needed. Historical/geographical presence. Needs and capacities of the local authorities. Capacities of our agency. Financial support. Geopolitical considerations. Australian interest – government funding. Value judgment. Member of our agency enters field and makes an assessment.

B. Set of operations guidelines. The humanitarian need and our capacity to respond. Consult with other organisations.

C. Is the disaster beyond the capacity of local coping strategies? Assess our capabilities to deal with the situation. Funding/ prospect to receive funding.

D. We react to anything that impacts on a community, even if it's small and they only need to use a small part of the plan.

E. We are called out. We don't decide.

G. We go there. We send a minimum of 2 people to make an assessment. We use lots of sources of information, but we do not rely on that information.

I. We have core responsibilities – we do tsunamis, flood, cyclone, severe storm and earthquake. We plan for and respond to those main hazards.

Immediately after an emergency has taken place, what steps do you take to negotiate your way into the area?

A. Liaise with authorities on the ground, and local government or military. If host government is present we enter into a formal agreement. If in a contested area work with local political groups, try and establish formal agreements. Discussions with local leaders through our staff on the ground.

B. Has to be an agreement with the government, the need to agree or request outside presence. Experts go into the field and assess the needs and the actions required. Establish whether we can help. Get the team together, or work with partners.

C. If our agency is already working in the area they offer their help. If we are not present, we negotiate with the government and UN coordinating bodies.

D. The plan doesn't set out how people do things, it's an overall plan of impact minimisation and preparedness to the hazards that are identified. It establishes who's responsible for certain hazards, the protocols of the agencies, and who takes the lead role.

E. There's no negotiations, the plan exists and we move in - Statewide.

G. If we are invited it is the easiest way, but it is rare. It is difficult to work on both sides in an area held by the guerilla.

I. All emergencies are different. We try to be proactive, deploy staff prior to a cyclone for example, but for all others we have to be reactive.

-What are the main agencies you have to negotiate with?

B. UN agencies, other 's, local government.

G. There are no agencies, just authorities. The ones that have the guns. Religious authorities with a strong interest.

-Which would you consider to be the key one?

Under normal circumstances, how long does it take your unit to mobilise and move into an area?

A. Mobilise initial core staff within 72 hours. Have a register of people on stand by all over the world. Stay there for 6 weeks and assess whether full-time/national staff are required.

B. Has been done in a week, depending on the need to react quickly. Have had an assessment team there in a few days.

C. 72 hours, if we are present in the country. Starting from scratch it is difficult to put a time-frame on it.

E. In most places we already have people in the area. Sometimes I take a team up.

G. 24–48 hours.

What are the main logistical problems you tend to encounter?

A. Finding the staff – experienced field managers to get in within 72 hours.

B. Getting people in short notice and getting an aeroplane to go.

C. Transport, communications –setting up HF radios and Sat phones, security, funding, staff housing, warehousing.

G. Logistical problems would be on the spot. In the field, to organise it and take it to the very spot it is needed. Contracting local staff. The airport is the number one spot that needs to be secured.

I. Used to be deployment of resources. We never know how much we're going to need. Transport - getting aircraft into an emergency can be difficult.

How far do you consider oing liaison facilitates emergency procedures?
-Do you have a system for maintaining communications with governments in times of peace?
A. Our longer-term development fields have usually started as an emergency relief situation. Program emphasis changes, and involves longer-term relationship with the government.
B. Very important. Where we have an established office, operations work much smoother. Keep contact through normal commercial channels and through our offices and programs in 80 different countries.
C. It is critical. In the long-run we try to do ourselves out of a job. Need to implement the kind of program that the government thinks is appropriate so the program can develop and continue. Lack of communication creates friction and hinders activities. Need the confidence of relevant bodies.
D. Very important. Most areas have a local emergency advisory committee that meet on a regular basis. They have regular exercises to test their procedures.
E. We meet with other agencies all the time. Without meeting, we wouldn't be able to do what we do. We wouldn't understand our role or theirs.
F. It's a priority. You need to have a coordinated liaison approach between the repair teams and the community support base.

G. If you have an existing agreement to use the airport, which is important. If we are working in a country we have many existing networks. If we have never worked in a country we do not have contacts.

H. The single most destructive emergency management issue with the media is that everyone can remember being misquoted. If you have oing liaison with the media, it makes it harder for them to embarrass you or the organisation. If you create good relations with the media, a symbiotic relationship develops.

I. We have specific plans written for each area and regular meetings. The plans haven't happened very well. Moora didn't have a plan (although it has a very good one now!). Legislation is currently being worked on.

Radio

Has your organisation ever used any kind of radio communications (other than HF/VHF) in an emergency relief situation?

A. Not sure. Did in previous agency I worked with. National/local radio stations used to facilitate child tracing. Only ever used existing radio facilities.

B. Not that I'm aware of. Paid announcements have been broadcast on local radio. Local radio is normally quite supportive. Communication systems have very little support in most of these areas.

C. Not that I'm aware of. Haven't used local radio stations.

D. Yes, we've used local radio stations to broadcast information. They were very helpful, and read what we wanted them to.

E. Quite a lot of metropolitan radio stations wanted to speak to us. Mainly for ratings. We didn't use local radio. We found the media kept interviewing the emergency management organisations for things they weren't responsible for. The media said they didn't want to talk to use about the good we were doing. They only wanted to talk to us if we did something wrong. Our people get downhearted because their efforts aren't recognised.

G. Yes. We've used the local radio to broadcast messages nationally. That was to restate that we are neutral, reacting to rumours. We have used it for pro-active messages like immunisation programs etc. If it is a direct interview and the audience can hear it is successful.

H. Yes. When the stations went commercial we were unable to tap into their programs, which caused difficulty. The national broadcasters were enormously helpful because we had constant contact prior to any disaster.

I. Yes. In Exmouth we took over the local tourist radio station. Some of the equipment was damaged so we fixed it and it ran for another 6 weeks after we left. We broadcast public information. The radio became the first place people went for information. We could access it from mobile phones in any location. It worked really well and made us realise that radio was a good idea. In Moora the state radio broadcast some information from another town. The commercial media are too 'newsy' to broadcast specific information. The use of media in past events hasn't been that good, it'll probably get better.

Would rapid response radio communications assist you in emergency relief situations?
-If yes, how?
-If no, why not?

A. Yes, where no infrastructure exists. For rapid dissemination of information to the people we can't access – roads are down, telecommunications are down. RRRU would be valuable in this circumstance.

B. Potential for it. Not in every case. Notifying people on the services and organisations. Help in coordination.

C. It may. It would be a new area. We are potential interested in exploring the idea. Also many risks. Could broadcast information about food distribution –time and nature. Could be broadcast to villages rather than sending staff out. Health information could be widely beneficial. Security information? Risks may be higher in civil unrest situations. Increasing number of CHE's which could prove complicated. RRRU may be of more benefit in a natural disaster.

D. Yes in certain situations. Where there is no power for example. It would certainly be another tool to be used. May be conflict with existing radio stations, but everyone would get the same information.

E. Yes. In Moora, for example, we would have welcomed it. Different people were getting different information. The rumours began. An RRRU would have made our job much easier. There is also the secondary possibility of using the RRRU to provide a warning service. The RRRU could be used to recognise all the agencies involved and the services they provide. Maybe the RRRU could contact the media in Perth. It could be used for pre-disaster broadcasting.

F. Probably. Immediately after the cyclone had hit. If we had had a radio team ourselves our role as a tracing centre would have been far more effective.

G. I am not familiar enough with the concept to answer. We monitor our messages; we want to be fully responsible for them. We wouldn't be able to subcontract a radio to issue messages. We don't want someone else to be involved between ourselves and the community. Maybe if it was affiliated with the UN.

H. Yes. I have no doubt of that. They may not specifically help emergency management services, but if our overall goal were to ensure a rapid response and a recovery then something like this would be helpful.

I. It's a good idea. It is certainly worth investigating further. It maybe better to work with existing infrastructure up and down the coast. This could be looked at for remote desert areas. If the current infrastructure were damaged, we'd need a back up. If we had our own system we could go anywhere. All other media outlets have other interests – this doesn't.

Has your organisation considered establishing a rapid response radio unit as part of your approach to emergency relief?
-If yes, why wasn't it realised?
-If no, why not?

A. No. Not our core business, or expertise and competency.

B. No. Hasn't crossed our mind as far as I'm aware.

C. No. At first glance the needs on the ground are more material.

D. No. Mainly because we've had success with the stations we've used. This is the first of heard that anything like this could be done.

E. No. The cost, and it's not our forte.

F. No. But we have looked at having an emergency response unit in the North.

G. Not that I know.

H. We have been approached by commercial enterprise and the government has carried out the process of validation. It was unsuccessful because we couldn't afford it.

I. Yes. After Exmouth we realised how valuable it could be and approached other agencies about setting it up. It was going to cost around $200,000 - $300,000. We were looking at using the tourist radio services. This may be a better idea.

What do you believe are the administrative/regulatory difficulties that this project could face?

A. In a contested area, radio could be used for propaganda and would concern political groups. People may try to coerce the RRRU to push their agenda. Mainly political considerations.

B. Biggest problem would be getting permission to set up radio in a foreign country. Need to be some sort of permit. Probably 50% of governments would be easy, and 50% would be some complication. Transmission may also be a problem, eg– transmitting to refugee camp or wider community. Need to know what people are saying over air (if in a foreign language).

C. Approval from local/national governments to set up a broadcaster. Need to seek approval from UN coordinating bodies. Don't know how hard that would be.

D. It creates another group of people that have to be accommodated and supported in the disaster zone. Telecommunications legislation may require a permit/license.

E. Getting the equipment. Which agency do you fit in with?

F. Making sure the people are trained in radio, and competent with the equipment. There would be issues of security if trying to trace people.

G. You will hit a political problem, and a lot of suspicion. We have to rely on existing systems; communication facilities are always the first targets in a war. You can't select the audience. Security of the people may be put in danger. You need to demonstrate action, and work with them rather than just talking to them.

H. There needs to be a clear delineation of the partnership expectations on both sides. We need to be clear on the overall management structure. Responsibilities. Actual cost – a business analysis is need. Some strategic management of existing media links and how the RRRU would exist alongside them. Staffing issues.

I. Licensing. Partnerships. Staff and Training. Not many regulatory difficulties, mostly administrative.

-How could they be overcome?

A. Have a very clear and concise mandate. Articulate ethics of the RRRU. Ensure information transmitted is available. Openness and transparency.

C. Start off with a small-scale trial project to demonstrate capability, suitability and benefits of the RRRU.

D. If you could prove its use and potential, I think it could be considered.

F. A procedural manual is vital. It is essential that members of the local community are the broadcasters. They are the ones who know what they want.

G. By opening it to different parties in the conflict. The RRRU would make sense in a natural disaster zone. Not in a war zone.

I. Might be easier to get the license from a ministry responsible for emergency services.

Apart from radio production, what training/experience would the Rapid Response Radio team need to operate effectively in emergency situations?

A. Sensitised to working in politically complex situations. Fully briefed on security and cultural issues. General understanding of geopolitical situation. Potential dangers and protagonists. How information can affect power relations.

B. Language skills. Need some sort of disaster management training. Able to move and assess the situation.

C. Skills and experience living in difficult conditions. Relational skills are critical, as a project such as this would attract attention.

D. They'd have to be self-sufficient and be able to function in uncomfortable living conditions. They'd need to be independent of other agencies so they didn't need other agencies to support them.

E. They'd need to have a broad based understanding of emergency management arrangements within WA. Need to learn the terminology. There are a number of courses they could go on.

F. Basic counseling skills. Understanding of what community resources are available after a disaster.

G. Technical skills. Journalistic skills, but that's when I won't give them my message to broadcast.

H. Understanding volunteerism. Understanding the psychology of disaster-as the carrier of the message they will often shoulder some of the community's grieving process. They can't take it personally. They must be self-sufficient – we can't add demands on the community. Stress management training.

I. Ideally they would come from an emergency services background. They'd need to be self-sufficient for at least a week. Survival training and technical skills.

Should this Rapid response Radio Team be a stand-alone agency, or part of an organisation, or done in collaboration with a broadcast agency?

A. Through an agency like the Panos institute. Need outside expertise. Alternatively local radio has expertise. Wouldn't go alone – at least until you knew what you were doing.

B. Very hard to stand-alone because the role and possibilities would change quickly. Need to be an identified role. Would be feasible to work with an aid agency, if they are made aware of resources and funding.

C. Depends on the regulatory framework that the local government has in place. Better for the broadcaster to be established under their name, rather than working under an aid agency. Aid agencies would be a little shy about having a broadcaster under their umbrella, incase some of the risks materialise. Unless they were persuaded this would be a good way to go.

D. It could be attached to the emergency management organisations, through their communications services. If they were stand-alone, it would be a service that was provided for other agencies, and be responsible for it's own costs and transport.

E. If you're a stand-alone agency people won't call you. You won't be in the loop.

G. You can't bring in a radio in a civil unrest situation. Neutrality is impossible. It would need to exist with a coordinating body such as a UN agency.

H. A clear partnership between Voice of Friendship and another other agency (or several other agencies)

I. It would become a partner with the emergency management organisations.

What are the issues you think would need to be addressed in the event of any partnership with an ?

A. Clear objectives. Compatibility of objectives. Mutual understanding of values and ethics. Best foundation for successful marriage. Requires research and a formal agreement – responsibilities, conflict resolution procedure, and clear funding guidelines.

B. Each one would be different in terms of location and jobs. Financial, ownership of information, responsibilities, boundaries. Undoubtedly more as well.

G. The mandate of the radio service – if it's technical support or handling the message. You need to determine the audience, and who owns the message. The contract should make clear who owns the message. It's very contentious and someone has to be responsible.

Would you be prepared to participate in a trial with this Rapid Response Radio Team?

A. Don't know. Not something that is our competency. Tend to use more established communications networks. RRRU would need to link in with them.

C. I can't answer that. Need to contact the partnership office.

D. Yes. I couldn't see why it shouldn't participate in a trial to see how useful it could be.

E. Yes. The trial would need to be non-intrusive to clients. We can't help with costs.

G. I don't think we need this service. I would not engage in a trial just for the sake of it. But if political difficulties were not a problem, then why wouldn't we use your service?

H. Conceptually, yes.

I. Yes.

What would be needed to make this project feasible?

A. Access to resources. Access to technical competency. Equipment. Clear mandate and vision. Objectives and activities and values written down. Work in partnership with one of the UN agencies of international relief agency. Need personnel.

B. Communications with various s, UNHCR, clear and defined role and capacity of equipment and staff. Clear guidelines of ownership.

C. Negotiation and approval from the partnership office. A more detailed proposal outlining preferred models. An agreed location and time for a trial project.

D. Seek inclusion in an exercise so the qualities of the RRRU can be tested and evaluated.

F. It would be most effective in areas where there are no radio stations already.

G. Major concerns: political and security aspects. The situation is always moving, never fixed. This idea is more appropriate for long-term programs.

H. Dollars, dollars, dollars. An understanding of the needs of the EM community. Resources. Licensing.

I. We would have to incorporate it into our public information campaigns so that people knew the service was available.

Would you be willing to talk to Voice of Friendship further about this proposal?

A. We will certainly be a source of information.

B. Taking it a step at a time. Yes. We have a limited operational role, so direct advantage would be limited.

C. Yes. We are interested in the outcome.

G. Yes, I will answer questions if you need me to.

Appendix C

Transcribed Answers – ROUND ONE
(Media)

**This broadcaster entered a flood situation in Western Australia. Some of the answers have been changed to respect confidentiality.

Why did your organisation send you to the disaster area?
I was there by accident; we had gone up to do an OB. In the end we were there and reporting on the crisis situation. We broke into most of the programs in the capital city, and fed into the local network and then we went statewide.

How long were you there?
I was there for 48 hours. After that another reporter fed into the programs. She was there until the water started to recede.

How did you obtain information?
I sought people out.

Did they ever come to you with information?
No, it's a free-for-all in the media and they couldn't show preference.

How did you verify the information you received?
I always confirmed with the emergency management team and the local authorities.

Did you alter the information in your broadcasts because the local community was listening?
No. The information I was describing was universal. I was describing the situation in the town. Sewerage lines have burst, don't use power etc.

Did the community feel like they were getting the information they required?
Pretty much. It wasn't a flash flood, so the information was general.

What was the overall reaction to the media presence?
Most of the people were concerned about their own stories, but they were always happy to talk.

How helpful were the aid agencies?
Pretty helpful. I only spoke to the emergency management, the police, and the local authorities.

Was there any information you would have liked that wasn't forthcoming?
The movement of people. But talking to the people compensated that. Nobody was holding anything back (except the media).

Did you think the communication structures were adequate?
Yes, for that situation. It was very well coordinated. The police had loudspeakers, and they were getting regular radio broadcasts.

How did those without battery-powered radios receive information?
I don't know, but towns like that operate on a network of talking.

In retrospect, was there anything you would have liked to know about disaster management?
Everything! I was improvising. Having been a producer before, I knew who to go to to get the information I needed.

Would it have been advantageous to have prior disaster training?
Yes, probably. But most people just go up and do the story, and we'd go to the emergency management and take it from there. Training is a great idea, but it may be difficult to convince people to undertake the training. They're all pretty laid back about disasters.

Did the existing networks help in the emergency procedure?
Yes. You need to know who to speak to.

What was the feedback on your report from the management at your radio station?
They were very pleased.

What was the feedback from the community?
The shire president thanked the station. I didn't keep in touch with any of the residents but I think they were pleased.

Would a RRRU have been useful in this situation?
It would have if it had gone up with the emergency management because they are involved with the immediacy of the situation. When something like that happens, the rapid response comes from the commercial television networks that fly in and set up a satellite. In one sense it would be effective, but in another sense it's already done.

What administrative/regulatory difficulties do think this project might face?
How important would it be to set up a RRRU? It wasn't needed in this situation. There are government and commercial stations operating in all places. The government stations reach remote places, that's their strength.

Appendix D

Questionnaire – ROUND TWO

Introduction

In the initial stages of emergency relief, agencies are often hindered by the lack of a direct channel of communication to the affected community. Word-of-mouth and local radio stations have proved successful, to some extent, as primary means of communication, but most agencies agree that a method of rapid information dissemination designed for their specific needs would assist their operations in bringing assistance to disaster victims.

The purpose of this feasibility study is to establish whether a Rapid Response Radio Unit (RRRU) would have the potential to improve vital communications in this early stage of disaster if it was incorporated into the emergency procedure structure. The study is being supervised by researchers from the School of Public Health at Curtin University and from the School of Media, Communications and Culture at Murdoch University, Western Australia, for Voice of Friendship.

Using portable equipment, trained personnel and low powered transmission, the RRRU would move into an area with the partnering aid agency and broadcast humanitarian information (collected from the 's) to the community in crisis.

The RRRU would in no way be associated with political messages.

Voice of Friendship's expertise is in radio programming, not in disaster management or emergency aid. With that in mind, Voice of Friendship would be offering themselves as a specialist service to an aid agency, to work under the auspices of the aid agency rather than as a 'stand alone' in an emergency situation. Voice of Friendship hopes that the RRRU would be regarded as part of the aid agency's total package of aid.

Voice of Friendship has had a good deal of experience in broadcasting in times of civil unrest and natural disasters in the Philippines, and a wide range of involvement in programming for community health and development throughout Asia and Africa.

Voice of Friendship is a non-profit organisation and would regard the RRRU as a non-profit activity. Voice of Friendship consider this project to be part of their charter for public broadcasting and mandate for humanitarian service.

There are, of course, many administrative, regulatory and security issues that the RRRU will need to negotiate: how to gain government approval to enter a country, how to gain permission to broadcast, how the project would be funded, how the RRRU would broadcast in a politically volatile situation, etc. However there is evidence of a need for a RRRU and hence this research project.

The purpose of this study is not to find ways for each problem to be overcome. Rather it is to establish whether or not the RRRU could be of assistance, and whether to initiate further discussion on the idea, and possible collaboration with interested agencies.

QUESTIONNAIRE

We have spoken to a wide range of personnel in aid agencies and the media. That panel of people included paid workers and volunteers. They provided a broad overview of the current communication practices in emergency relief situations and a range of opinions as to whether a Rapid Response Radio Unit would be of assistance in certain situations.

In this questionnaire we have summarised the information given by the panel and would like you to help us to refine and clarify it further. If some of the questions are not applicable for your area of work please move to the next question.

It is understood that the Rapid Response Radio Unit has many regulatory and administrative difficulties to overcome. However, for the purposes here, please answer the questions as if these issues have been satisfactorily resolved.

We estimate that it should take you 40 minutes to complete this questionnaire. Due to time constraints I'd be grateful if you could have this questionnaire returned to me by **28 March**.

Thank you for your help and interest in this project; your time is much appreciated.

Kind regards
Amy Tait

Question 1
In phase 1, the panel was asked what information the community needs in the initial stages of emergency relief. Below is a summarised list of their responses. Please read them carefully and answer the questions that follow.

Communities need to know:
-What services are available
-How those services can be accessed
-Health and hygiene issues
-Safety issues
-Accurate information (i.e. counteracting rumours and misinformation)
-Updates on the situation

If there is any additional information that you think the community requires in this initial stage of emergency relief please write/type it here:

If you have any comments at all to make about this list, please write/type them here:

Question 2
The panel in phase one believed that the RRRU could be of assistance in the initial stages of emergency relief in several ways. Below are 6 summaries of their statements. Please read them carefully. Below each statement is a measurement scale of importance. Please rate each of the six statements according to your perception of their importance (an explanation of the scale used can be found at the end of the questionnaire).

Statement 1:
The RRRU could be of assistance by **notifying the community** of what services are available.

(*For example:* informing the community about which agency provides family tracing services, where to go for information etc).

Very Important	Important	Unimportant
☐	☐	☐

Please explain your answer:

Statement 2:
The RRRU would be of assistance by **rapidly disseminating information** to the community.

(*That is:* rather than relying entirely on word of mouth and/or public meetings, the RRRU could broadcast urgent information within minutes).

Very
Important

Important

Unimportant

☐

☐

☐

Please explain your answer:

Statement 3:
The RRRU would be of assistance by being able to **respond to specific information** needs that the community would have.

(*For example:* in the Moora floods (Western Australia) the local and state media provided general information (such as updates on the rising water level), but due to the large audience, none targeted the community specifically so useful detail had to be omitted).

Very
Important

Important

Unimportant

☐

☐

☐

Please explain your answer:

Statement 4:
The RRRU would be of assistance by **counteracting rumours and misinformation**.

(The RRRU would have direct and easy access to the community and would be equipped to broadcast accurate information, thus preventing the random spread of misinformation).

Very
Important

Important

Unimportant

☐

☐

☐

Please explain your answer:

Statement 5:
The RRRU would be of assistance in some natural disaster situations by providing a pre-disaster warning service.

Very
Important

Important

Unimportant

☐

☐

☐

Please explain your answer:

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[                                                                    ]
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Statement 6:
The RRRU would be of assistance by providing a **constant and regular** information source to the community.

(*For example:* information from the RRRU could be broadcast whenever an agency had need of it rather than having to wait for the next community meeting or for the field workers to carry the news into the community).

Very Important	Important	Unimportant
☐	☐	☐

Please explain your answer:

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[                                                                    ]
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Question 3
Below are five statements that have been summarised from the responses in phase one. Please read them carefully and mark the box that most describes how you agree or disagree with that statement.

Statement 1:
Even if partnering one agency, the RRRU would need to broadcast information from all agencies.

Agree	Don't know	Neutral	Disagree
☐	☐	☐	☐

Please explain your answer:

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[                                                                    ]
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Statement 2:
The RRRU will enhance inter-agency coordination.

Agree	Don't know	Neutral	Disagree
☐	☐	☐	☐

Please explain your answer:

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[                                                                    ]
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Statement 3:
The RRRU would enhance the partnering agency's control over information

Agree	Don't know	Neutral	Disagree
☐	☐	☐	☐

Please explain your answer:

┌───┐
│   │
└───┘

Statement 4:
Radio may be a redundant method of communication in the field because face-to-face communications are required.

Agree   Don't know   Neutral   Disagree
☐   ☐   ☐   ☐

Please explain your answer:

┌───┐
│   │
└───┘

Statement 5:
There are benefits to aid agencies controlling their own radio broadcast services rather than relying on existing commercial or government-owned services.

Agree   Don't know   Neutral   Disagree
☐   ☐   ☐   ☐

Please explain your answer:

┌───┐
│   │
└───┘

Question 4
The panel members in phase one told us that, in addition to radio production, the rapid response radio team would need to have specialised training. Below is a list of the topics the panelists thought might be necessary. Please mark the boxes that show your opinion about whether training in that topic is necessary. Please comment on or explain your decision, particularly if you disagree with the topic or would give it less priority in your situation. You may have specific details or examples to give.

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary	Comment/ reasons
Stress management training.				
Training in the handling of information that could be sensitive or confidential.				
Skills in living in difficult conditions.				
Management structures and procedures in the field.				
How to train others.				

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary	Comment/ reasons
The ability to identify and troubleshoot common equipment difficulties.				
Basic trauma counselling skills.				
A general understanding of the psychology of disaster (i.e. how the community is likely to react).				
A general understanding of disaster preparedness techniques and methods.				

Are there any other training topics you think would be necessary? Please specify.

Question 5

We asked the panelists to give us the broad details of what the RRRU would need in order to operate effectively and efficiently. The panel members generated the following list of eight components. Are there any further components that were not thought of? If so, please add your suggestions to the list (#9-12). In the right column, please suggest how the components should be developed (e.g., what should the responsibility structure be?). You may have specific details or examples to give.

Components	Suggestions/Comments
1-Clear and agreed procedures to enable the RRRU to mobilise and function efficiently and effectively.	
2-Clear and agreed roles to ensure expectations (of the RRRU and the partnering) are defined.	
3-Clear and agreed responsibilities – legal, social and practical.	
4-Access to equipment and resources	
5-Clear mandate and vision stating the RRRU's work ethic and goals.	
6-Clear guidelines of ownership over all aspects of the RRRU's function (e.g. the message, the staff, the equipment etc)	

Components	Suggestions/Comments
7-To participate in a trial so that all aspects of the RRRU can be tested.	
8-To be incorporated into oing public education campaigns to allow radio communications to become an intrinsic part of the emergency relief procedure.	
9-	
10-	
11-	
12-	

Question 6

The RRRU will inevitably face many administrative and regulatory difficulties. The panel in phase one raised many of these issues and they have been summarised below. Underneath each statement please comment on the problem and give your suggestions as to how the problem might be overcome.

The RRRU may be vulnerable to being used for propaganda purposes.

There may be local difficulties in getting permission to gain access to a broadcasting frequency.

The RRRU may face difficulties getting permission from UN coordinating bodies.

The RRRU may further complicate the local situation by constituting an additional threat to relief agency staff and the community.

The RRRU may need to overcome local scrutiny and suspicion.

The RRRU will need to deal with language barriers.

Question 7

The panel in phase one of this study told us about several scenarios which suggest two other possibilities in terms of channeling information.

1. It could be used to become a 'first point of contact' for outside media organisations.

(*For example:* one member of phase one commented that media organisations regularly contacted agencies that were not fully involved in the emergency and that could not provide accurate and updated information. It was suggested that the media organisations could instead first contact the RRRU, which would then refer the media representatives to the emergency personnel who had the information).

Do you think this is feasible? Please elaborate:

2. The RRRU could become a part of a complete media unit, working closely with the 's media managers and headquarters.

(*For example:* one member of phase one said that the agency for which he worked had sometimes experienced difficulties trying to provide information to its own PR department when the focus of the workers was to supply aid. It was suggested that the RRRU could take on this role, providing a constant link with a PR department, and supplying information from the field).

Do you think this is feasible? Please elaborate:

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Question 8
In an emergency situation where a radio station already exists and is broadcasting to the area, would it assist your organisation if the local radio personnel had been trained in emergency broadcasting?

_____ Yes. Why?:

_____ No. Why?:

Could the RRRU have this training role?

_____ Yes. Why?:

_____ No. Why?:

Question 9 (demographics)
Q9.1 How many years of direct experience or involvement have you had in natural emergency/crisis response/management/ radio programming/management?

0yrs	1-5yrs	6-10yrs	10 or more yrs
☐	☐	☐	☐

Q 9.2 Select the sector that most nearly describes your situation (please mark only one)

__Radio programming
__Radio technical support
__Radio management
__Community development
__Health/medical
__Disaster response
__Academic

Q 9.3 Select the job function that most nearly describes your work (please mark only one)

__Radio programming producer
__Radio programming management
__Radio technician/engineer
__Community development worker
__Community development management
__Health/medical worker
__Health/medical management
__Disaster response worker
__Disaster response management
__Academic
__Other (please specify)

Q 9.4 In what countries (or states of Australia) have you been involved in emergency response?

Q 9.5 Has your past work or current work primarily been with (please tick only one)

__UN agencies (e.g., UNDP)
__s (e.g., World Vision)
__National or State Government departments or agencies (e.g., State Emergency Services)
__Local government or local volunteer groups
__Voice of Friendship
__Other (please specify)

Instructions
Thank you for your time in completing this questionnaire.

We estimated that it would take you 40 minutes to complete. Were we on target? Roughly how long did it take you? _____ Minutes. This information will help us to revise the questionnaire for others.

Would you like to receive a summary report of this study? If so please write your name and mailing address here:

Please return this questionnaire to:
Mail: Amy Tait, PO Box 1131, Fremantle, Western Australia 6160 Australia
Email: amytait@hotmail.com

Explanation of Importance Measurement Scales

1   Very Important
1.1 It is a most relevant point
1.2 It directly affects major issues or matters
1.3 It must be considered, put into action or implemented, or resolved

2   Important
2.1 It is relevant to the issue
2.2 It has significant impact but other things/issues/matters are more important
2.3 It does not have to be fully considered, put into action or implemented, or resolved

3   Unimportant
3.1 Has no real relevance
3.2 Has no measurable effect
3.3 This item should be dropped or deleted because it is not something that is necessary to consider

Appendix E

Transcribed Answers – ROUND TWO

Question 1:
In phase 1, the panel was asked what information the community needs in the initial stages of emergency relief. Below is a summarised list of their responses. Please read them carefully and answer the questions that follow.

Communities need to know:
-What services are available
-How those services can be accessed
-Health and hygiene issues
-Safety issues
-Accurate information (i.e. counteracting rumours and misinformation)
-Updates on the situation

If there is any additional information that you think the community requires in this initial stage of emergency relief please write/type it here:

A: The particular leanings and purposes of the different aid groups
B: Information about the hazard/emergency – its nature and any emerging threats. If outside assistance is available, who is in charge, what is available, where are they, how can they be accessed. Identify priority need/coping objective for the period depending on the phases of emergency or crisis. Advisory on how families can cope during the emergency using their own resources.
C: The RRRU could act as a 'community bulletin board' connecting people and information. It could provide cultural information and could possibly be used for a trading/bartering service.
D: Early warning and preparedness measures and security and protection information in times of conflict.
E: Provide a bulletin board for separated families and individuals.
F: Inform them about where they can get information.
G: Family reunification information.
H: All of the above. You have however left out the need that the community may have for radios. In Mozambique most of the radios owned by the people were lost in the floods – the lack of recognition of the importance of distributing hardware is a common problem with radio education programs. Also, we have found that communities also need entertainment – findings from our project in Croatia indicated that music and news and entertainment gave some people hope and lifted their spirits.
L: I assume that health and hygiene issues would include health promotion and disease prevention messages such as safe water.

If you have any comments at all to make about this list, please write/type them here:

B: It is important that information is appropriate to the local conditions based on existing vulnerabilities of the affected communities. Advisories must be based on official authorities information. If inadequate or lacking, the person disseminating the information must not assume things that are not available. Must stick with the facts and avoid using analogy of threats or experiences from other countries or locations.
C: Again, participation and connecting the service to the people are important. They can build a greater degree of trust as well as involving other information: peoples' stories and experiences, advice etc. Making the radio a real service to the community to give them a sense of ownership and using the radio as a means for people to talk to one another, even if it is simply sending a message to pick up something from the store on the way home. While this type of programming may not be the first goal of the RRRU, including it won't negate other objectives; in fact it would make them much stronger, by increasing identification, listenership etc.

L: Counteracting rumours and misinformation is difficult to achieve and assumes that national broadcasters are impartial – not always the case in conflict situations or where mass media has been used for propaganda purposes eg Radio Mille Collins hate broadcasts in the 1994 Rwandan genocide. Allegedly journalists recruited to Radio UNAMIR were later implicated in the genocide – it is likely that their broadcasts were perceived as unreliable and untrustworthy to a natural suspicious audience – and their programs would have had little or no impact on the target audience.

Question 2:

Statement 1:

The RRRU could be of assistance by **notifying the community** of what services are available.

(*For example:* informing the community about which agency provides family tracing services, where to go for information etc).

Very Important	Important	Unimportant
A	D	
I	J	
C	K	
E	G	
B		
F		
H		
L		

A: The most important concerns are those of personal and family safety. If this is addressed a lot of panic and tension can be avoided.
I: The services will not reach those for those they were intended if there is no information.
C: The services are only useful if people understand they are available and how agencies are addressing their needs. This is also true in terms of how the services are accessed.
E: Wherever possible the RRRU should provide community access.
F: The RRRU should provide a brochure.
J: This is important and would enhance other methods of communication rather than replacing them.
G: Good information is invaluable in times of upheaval/stress/displacement.
L: Family tracing is probably not the best example since such services are unlikely to be established in the first phase of an emergency. But never the less extremely important. The tragic loss of life in Baidoa, Somalia, arose out of population movement to eastern feeding stations – many died on the long walk – when the delivery of essential food supplies were due in the area in a couple of days. Emergency broadcasting on, for example, the BBC Somali Service – the most popular station for Somali speakers – could have told Baidoans that food was on its way and so saved many lives.

Statement 2:

The RRRU would be of assistance by **rapidly disseminating information** to the community.

(*That is:* rather than relying entirely on word of mouth and/or public meetings, the RRRU could broadcast urgent information within minutes).

Very Important	Important	Unimportant
A	D	
I	J	
G	K	
E	C	
B	L	
F		
H		

A: Time would be multiplied this way. Time element could be a matter of life and death in emergency situations.
I: Without information those who needed help would not be aware of the assistance available.
C: The RRRU would complement other forms of information dissemination. In some cases radio would be faster, in others it wouldn't.
E: Radio is capable of delivering this service with comparative ease. It is made for it and is superior to any other means as long as people have radios.
F: Radio can reach many people very quickly. The credibility of the organisation will influence many people.
J: Again, this would enhance rather than replace existing communications.
G: Local radio is an appropriate medium for poor populations.
L: Yes but this assumes investment in cadre of local journalists who are trained in emergency broadcasting. It would also require a risk assessment and ranking of countries most likely to require/benefit from emergency broadcasting preparedness.
Additional research would need to be carried out into listenership profiles and preferences and the availability of state or private airtime – hit on the wrong station or frequency and the impact will be zero. Unless heavily trailed and marketed well in anticipation of an emergency RRRU mobile transmitters are also unlikely to have much impact.

Statement 3:
The RRRU would be of assistance by being able to **respond to specific information** needs that the community would have.

(*For example:* in the Moora floods (Western Australia) the local and state media provided general information (such as updates on the rising water level), but due to the large audience, none targeted the community specifically so useful detail had to be omitted).

Very Important	Important	Unimportant
A	D	
I	E	
C	K	
B	J	
H	G	
	L	

A: Specific information, if provided, can help people take appropriate emergency measures and make crucial decisions, such a whether to flee a place of stay to protect properties.
I: Not all people are alert enough to anticipate any calamity.
C: A major advantage of the RRRU could be localising information and establishing a closer connection to the people and organisations on the ground. Getting local people together, either as volunteers, phone-in callers, visitors, through other agencies and services will help the RRRU respond to the immediate needs of the area.
E: Not quite as important as the former, somewhere between Important and very Important. It depends on the geographical coverage of the stations.
J: For such targeted information, accuracy will be critical.
G: Good targeting would help ensure the right information gets to the right people at the right time.
H: Depends on the goal of the project and the project scope – do whatever is most appropriate and effective – there is no black and white law – sometimes however local is better as the message can be targeted properly – this is appropriate if this is the only target audience.
L: Yes, especially if integrated with a national/regional disaster preparedness program. Would need to be integrated with civil and public services and would be made more effective if linked to a longer term awareness raising program supported by listeners' clubs and marketed through s.
Would require training of local broadcasters.

Statement 4:
The RRRU would be of assistance by **counteracting rumours and misinformation**.

(The RRRU would have direct and easy access to the community and would be equipped to broadcast accurate information, thus preventing the random spread of misinformation).

Very Important	Important	Unimportant
A	C	L
I	D	
K	E	
G	J	
H	B	

A: Misinformation could lead to wrong measures. It could endanger lives and properties.
B: Misinformation or rumours cannot be totally avoided and emergency management authorities will be so busy confirming these anyway as they will be preoccupied with more important crisis management activities. Furthermore, people will tend to continue listening to rumours (and sometimes will actively solicit or promote). So I think this is not a critical use of the RRRU's information.
I: Rumours and misinformation will cause people to make mistakes and incorrect decisions.
C: This depends, as does everything else, on the media environment in the area. Depending on the situation, this could be a very important role. In other cases only important or perhaps even unimportant. At the very least, the RRRU could be a useful way to reinforce accurate news and information.
E: I have only once lived through a critical situation (where CB radios provided the links) so I am not sure how much misinformation is likely to fly around. If there is a lot I would upgrade to Very important.
J: Credibility will be absolutely critical.
K: It is imperative that the RRRU have the means to verify the information it receives and subsequently broadcasts. In order to be effective in this and other functions, credibility is essential. It should be recognised however, that establishing credibility with an audience in a short period of time would be neither automatic nor easy.
G: Rumours are always rife in these situations in absence of hard information.
L: Not so much unimportant as hard to achieve and measure – see response in question 1. A lack of impartiality and trustworthiness of local broadcasters – especially were there are ethnic divisions - might be overcome by building a cadre of pre-selected and trained program makers in selected countries, but even this is not foolproof.

Statement 5:
The RRRU would be of assistance in some natural disaster situations by providing a pre-disaster warning service.

Very Important	Important	Unimportant
A	C	
I	D	
E	J	
B	K	
H	L	

A: Just as preventative medicine is better than curative, so also preventative measures are better than whatever brilliant emergency steps there may be. Foresight and planning help lessen panic and disorder.
B: Providing early warning is the most important use of the RRRU. Early warning saves lives and properties and will reduce the impact of the crisis.
I: That is the principle of helping others. Better to prevent than overcome a broken situation.

C: Again, it depends on the situation. In some circumstances this could be a very important role.

E: Must rate this highly because much damage, hardship and loss of life can be averted through early warnings.

J: This may be of more assistance for slow-onset disasters, rather than rapid-onset disasters.

K: If the RRRU is already on the scene, or can provide useful information, such as disaster preparedness to local government or commercial broadcasters in advance.

G: This assumes you will be in location broadcasting prior to disaster impacts (remember natural disasters can be rapid onset).

L: Yes. See answer to Statement 3.

Statement 6:
The RRRU would be of assistance by providing a **constant and regular** information source to the community.

(*For example:* information from the RRRU could be broadcast whenever an agency had need of it rather than having to wait for the next community meeting or for the field workers to carry the news into the community).

Very Important	Important	Unimportant
A	D	G
B	E	L
I	J	
C	K	
H		

A: Such assistance can help people engage in planning and take preventative measures.

I: Take action immediately before everything is destroyed – regret is useless.

C: RRRU could establish a very positive, unique and critical communications connection to a local population. Consistency and regularity would be critical in making RRRU a useful resource for people. Make it relevant and appealing and they will tune in making it a good vehicle for this.

E: The RRRU needs to be the natural place for people to turn to, something they have confidence in and which is there whenever they need it.

J: Again, this will be a supplement rather than a substitute, and accuracy/credibility will be important.

G: Once the situation normalises usual communication channels may suffice. Can the RRRU be financially sustained in anything but an emergency situation?

H: Field workers cannot always be relied on to convey information consistently – the broken telegraph.

L: Better to work to build the capacity of existing program makers to provide this kind of support than to set up a parallel service.

Question 3:
Statement 1:
Even if partnering one agency, the RRRU would need to broadcast information from all agencies.

Agree	Don't Know	Neutral	Disagree
B		A	
I		L	
C			
D			
E			
J			
K			
H			

I: Important information is more valuable than gold.

C: The media need to reflect the whole picture. Radio is a public resource and cannot be limited to one group. While working with an agency or several agencies, the media must remain independent and serve their role to the community as a whole.

D: All emergency dimensions must be covered and some agencies are sectoral.

E: It has to serve all and will earn credibility by so doing. Otherwise it cannot reach its full potential and a large part of its usefulness will be thrown away.

J: It would seem preferable for the RRRU to stand alone, rather than work under the umbrella of a single aid agency. This will aid neutrality and impartiality.

K: Yes, certainly other agencies or services would have relevant information.

G: Information needs to be informative, unbiased and perceived to be impartial.

H: The only problems I can foresee is if there are too many competing messages which can become confusing.

L: It would beneficial to consult with other agencies, particularly those working on the ground, for example on EPI. Agencies could also provide technical support to programs, for example technical screening health messages for medical accuracy and national protocol. It would not be workable to get agencies involved in the editorial process. Nightmare!

Statement 2:
The RRRU will enhance inter-agency coordination.

Agree	Don't Know	Neutral	Disagree
I	E	B	
C	J	L	
D	K		

B: Coordination (or the lack of it) is certainly dependent on effective communication. However it is also dependent on other larger issues such as: - roles and responsibilities are unspecified and unclear, lack of staff capability, coordination structure is undefined or people are unfamiliar with the prevailing management structure.

I: That's what I call High Spirit.

C: The RRRU could be a very good means to coordinating information and communication between agencies and local people in which case it would definitely have this effect.

D: Contribute to – I think enhance may be too strong.

E: This depends very much on statement 1. If it only assists the sponsoring agency then it is unlikely to enhance inter-agency coordination.

J: It is not clear whether it is possible or desirable to broadcast operational information at a sufficient level of detail to facilitate inter-agency cooperation.

G: *Could* enhance coordination. Depends on the relationship with agencies on the ground.

H: Can't decide – depends on how the relationship is managed.

L: Not necessarily. Inter-agency collaboration is often best served by a lead agency that has multi-sectorial experience of working on the ground. RRRU could, in the long-term, act as a focus for the coordination of development communication activities, although this may be better done through an implementing partner such as the IEC department of a MoH.

Statement 3:
The RRRU would enhance the partnering agency's control over information

Agree	Don't Know	Neutral	Disagree
B	C	L	
I	E		
D	J		
G	K		
H			

A: Because of the RRRU's specialised skills in handling emergencies, it could be an asset to the partnering agency in getting and disseminating information. But if the RRRU is not well organised, it could mess things up for the partnering agency.
I: It is about responsibility.
C: I am not sure what this means.
D: Again, contribute to rather than enhance.
E: Again, this is contingent upon statement 1 and the desire to serve all agencies. If the RRRU does not do that the sponsoring could find that their control over information declines as other agencies withhold it. If it serves multiple agencies, however, it has a good chance of enhancing the partnering agency's control.
J: As states earlier, it would seem preferable for the RRRU to stand alone, rather than work under the umbrella of any particular agency.
H: Stronger dissemination abilities through the enhanced network.
L: This would depend on the organisational aims and objectives of the partner organisation and their capacity and priority for broadcasting activities during an emergency. The partner organisation may gain little control over information if it is unrepresentational of – or is poorly linked to - its target audience. There is often a big gap between the rhetoric and the reality, particularly at national or regional level and while the partner organisations might feel in control of output, broadcast materials fall short of being relevant, affordable and practical (RAP).

Statement 4:
Radio may be a redundant method of communication in the field because face-to-face communications are required.

Agree	Don't Know	Neutral	Disagree
H		D	A
			B
			I
			C
			E
			J
			K
			L

A: Radio should serve as a complementary source of communication.
B: Face to face communication is rarely a situation during large emergencies.
I: Radio brings information faster than other media.
C: Even if face-to-face communication is necessary, the two are complementary. They would reinforce each other rather than negate each other.
D: Both are necessary. Especially in 3rd world settings not all persons have radios. Who will provide them????
E: I can't think of radio becoming at all redundant under the circumstances unless something has happened previously that would heighten distrust. Where face-to-face communication is paramount radio must adapt as much as possible to cater to this need and reflect the local culture.
J: In some instances face-to-face communications may be hindered by distance, lack of access, insecurity etc.
K: Face-to-face is not always practicable. Radio is more efficient and immediate.
G: Radio should complement mouth-to-mouth communication not replace.
H: Both are required as well as other media – multilevel media strategies reinforce the message.
L: Not where awareness raising is concerned. In on going or post-conflict situations face-to-face communications may be inappropriate or even hazardous and the neutrality of radio – smart v bulk relief – can circumnavigate ethnic tensions which will obviate intended benefits of information delivery. Of course face-to-face communication will still be essential, for example, in the distribution of essential relief supplies.

Statement 5:
There are benefits to aid agencies controlling their own radio broadcast services rather than relying on existing commercial or government-owned services.

Agree	Don't Know	Neutral	Disagree
A		B	I
C		J	D
E		L	
K			
G			
H			

A: Aid agencies controlling their own radio broadcast services need not compromise policies and can freely implement their own strategies.

B: Aid agencies have various publics and they may be outside of the exclusive radio services of this agency. Hence, they will also need to rely on commercial or government owned services.

I: If possible do the thing that is cheaper and easier.

C: Although I don't have the necessary experience to really make a proper comment, this seems logical to me. While a service like the RRRU should never compete or interfere with local communications, there are clear limitations to many commercial, government, UN and other types of broadcasting. It might be worth considering that the RRRU, instead of being a station of its own, play a role of support unit to existing local media to help them bridge the gap between the different players, especially the community. They need to work together but at some level there is certainly a role for RRRU, though perhaps in different capacities.

D: Humanitarian work is already competitive enough. Adding radio competition would make it worse.

E: Definitely, so long as they don't antagonise the existing services. It largely depends on how they establish themselves in the beginning and the relationships they establish. They will need to serve rather than dominate. Above all they must be seen as neutral or tending towards those they serve.

J: At present few agencies conduct their own radio broadcasts. As noted earlier, preferable RRRU would operate independently of any particular aid agency.

K: Yes. It avoids politicisation of information, bypasses bureaucracies, and enables the RRRU to follow its own agenda.

G: Timely distribution of accurate and relevant information.

H: There are benefits but also problems as it may be more useful to work with local/commercial/governmental services to build capacity and enhance sustainability.

L: This is dependent on the neutrality of existing government and private stations. Significant cost savings can be made by sub-contracting existing public or private program makers but editorial control, production/sound quality and transmission frequency may end up as sacrificial lambs. Airtime costs are also likely to be higher for independent productions and are more likely to be subject to injudicious, flying editing!

Question 4:

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
Stress management training.	A B I E J L	C K G H	

A: Since the work involves emergency situations, stress is a constant factor to deal with.
I: Before they do something new, everybody should learn and understand what they do.

C: Always useful in stressful situations.
E: They must be able to handle stress above all else. It is bound to be stressful.
J: Disaster settings are stressful.
L: Doubly so in the context of meeting production schedules in unstable situations.

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
Training in the handling of information that could be sensitive or confidential.	A B I C J K G H	E	L

A: In mass media work, a little mishandling of information could have disastrous effects.
I: It will make the work satisfied for those who need help. (?)
C: Special circumstances apply to these type of situations. Foreigners especially need to be sensitised to local issues, culture etc.
E: It could be crucial to their credibility and overall success.
J: The implications of misinformation, errors, insensitive reporting can be serious.
G: Linked to security of staff, perceived impartiality.
L: Presumably the RRRU team members would be experienced journalists and I assume that this would be am important part of their work ethic/practice

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
Skills in living in difficult conditions.	A B I E J K G L	C J H	

A: This should develop the virtue of flexibility, which is a 'must' for emergency workers.
I: No everybody has experience living in difficult conditions.
E: Very important. Many from the west have not been in situations like this before.
J: Living conditions in disaster settings can be basic.
L: This should include security precautions e.g. what to do in an armed attack, kidnapping etc

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
Management structures and procedures in the field.	A B I E J G H	C K L	

I: It is the way to make aid workers professional.
E: The team should know what management will be needed before they arrive.
J: This is important for maintaining, building and respecting relationships.
L: Presumably this would be set out in a staff handbook developed by RRRU and would form part of a general induction.

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
How to train others.	B I C E J G H L	J K	A

A: I see training as a long term or development job function rather than an emergency response.
C: It is essential that people have this approach to encourage and support others, especially locals.
E: Definitely. They are not there to do it all themselves.
J: This depends on the type of operation RRRU has in mind.
G: Language requirement will mean reliance on national staff.
L: Yes, but these skills will take time to develop and imply a high investment cost.

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
The ability to identify and troubleshoot common equipment difficulties.	A B I C E J K G H	L	

I: It will make the work run well and smoothly.
C: Definitely
E: A necessity! Very basic hiccups could shut down the system in places where no technical help is available. They must know their tools.
J: Self-reliance is important in disaster settings.
G: Limited technical support in the field.
L: More important to trainer partners in technical trouble shooting!

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
Basic trauma counselling skills.	A I E K H	C J G	L

C: This shouldn't be their role, but it is still good training to have.
E: Inevitable. This will enhance their interpersonal skills and win credibility and respect.
J: This is more important for people involved in counselling others. Some basic skills are useful for self care and supporting colleagues etc.
L: This is a very skilled area and I would have thought that a little knowledge could be more dangerous than none.

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
A general understanding of the psychology of disaster (i.e. how the community is likely to react).	A B I C J K H L	E J G	

A: The less trauma on the part of the worker, the more efficient he is expected to be.
C: Again, understanding the local situation…this seems very important to have a sense of what locals are going through and how they are likely to react to different situations.
E: Foundational.
J: This will help to ensure broadcasting helps rather than hinders beneficiaries.
L: Yes but see caveat on above point.

Training Topic	Training is very necessary	Training is somewhat necessary	Training is not necessary
A general understanding of disaster preparedness techniques and methods.	A B I J K H L	C E J G	

A: This kind of training should help lessen tension and trauma on the part of the worker, which should promote his efficiency.
C: Again, not their role, but useful.
E: Necessary though the weight of this lies with the partnering agency.
J: This will inform broadcasting.
L: Ditto [to previous answer].

Are there any other training topics you think would be necessary? Please specify.

A: Exercises to build physical alertness and stamina.
B: General understanding of emergency management procedures and acceptable emergency response standards. A general understanding of the interpretation of early warning. Local language or dialect. A good understanding of the demographic and geographic conditions of the affected areas.
C: In addition to training others, empowering others and helping them to build skills and confidence. Media as a form of expression is very important in this sense.
D: I did not fill in the above because many of these areas are very technical. I would recommend a team of technical advisors controlling the contents of all the subject matter productions to ensure the right messages are delivered.

E: Working cross-culturally. RRRU members should have some basic knowledge of the culture into which they are going. Basic beliefs and values would be a good start. I hate to think of anyone going in without a basic understanding.

K: Personal safety and health. Working effectively with people in other cultures. Cultural sensitivity. Good works can backfire if you transgress cultural norms or practices in the process.

G: Codes of practice, humanitarian charter, International humanitarian law.

H: There is no mention of developing a radio distribution plan – without a plan radios get lost, go on the black market, get broken, get used by the wrong people, get dominated by the majority voices and generally do not serve the function that they are meant to.

L: Needs-based program making – in particular participatory audience research PAM&E and quantitative techniques such a KBAP.

Question 5:

We asked the panelists to give us the broad details of what the RRRU would need in order to operate effectively and efficiently. The panel members generated the following list of eight components. Are there any further components that were not thought of? If so, please add your suggestions to the list (#9-12). In the right column, please suggest how the components should be developed (e.g., what should the responsibility structure be?). You may have specific details or examples to give.

1.   Clear and agreed **procedures** to enable the RRRU to mobilise and function efficiently and effectively.

C: This would be a real challenge, but of course is essential. Experience should dictate, including some sort of pilot to test assumptions and develop a model.

D: A clear MOU and TOE developed with agencies for each specific emergency, as they are all very different. This helps ensure that all parties' expectations are met.

E: Under the direction of the partner agency as much as possible.

L: Is this for a global or country-specific remit? Should be incorporated in a staff handbook. The PIA initiative would be helpful in developing procedures relating to personnel.

2.   Clear and agreed **roles** to ensure expectations (of the RRRU and the partnering) are defined.

C: As above.

E: As above.

J: This is critical. RRRU should preferably work independently, rather than under an .

L: Very important, but need to be flexible and kept under regular review.

3.   Clear and agreed **responsibilities** – legal, social and practical.

E: As above.

K: Who pays the bills? Where do the operating funds come from…the partnering agency…a group of agencies? Adequate cash flow needs to be addressed.

L: Should also include line management and reporting responsibilities.

4.   Access to **equipment and resources**

C: This should be specialised to the specific nature of RRRU broadcasting.

E: RRRU should establish guidelines for their use and protection.

5.   Clear **mandate and vision** stating the RRRU's work ethic and goals.

E: In conjunction with partner agency.

> 6. Clear guidelines of **ownership** over all aspects of the RRRU's function (e.g. the message, the staff, the equipment etc).

E: In close cooperation with partner agency.
L: Yes, but this is likely to change over the lifetime of a project, assuming there is a capacity building component.

> 7. To participate in a **trial** so that all aspects of the RRRU can be tested.

C: Definitely…a critical step.
E: RRRU should organise.
J: The trial should be followed up by an evaluation, with feedback sought from relevant parties.
L: Would this be for each project?

> 8. To be incorporated into oing **public education campaigns** to allow radio communications to become an intrinsic part of the emergency relief procedure.

C: Agreed
E: To be coordinated with partner agency and government agencies.
L: This might create an additional, non-operational remit for the organisation i.e. one of advocacy. There are a number of organisations trying to do this and it might be better to work through them.

> Other suggestions/Comments

C: Talk to other like-minded 's ie Panos Institute
L: 1) A mid to long-term strategic plan that would included size and funding objectives. 2) Guidelines and/or protocol on where and with whom the organisation will work. 3) Agreed methods of monitoring process and impact.

Question 6:
The RRRU will inevitably face many administrative and regulatory difficulties. The panel in phase one raised many of these issues and they have been summarised below. Underneath each statement please comment on the problem and give your suggestions as to how the problem might be overcome.

1. The RRRU may be vulnerable to being used for propaganda purposes.

A: Give the RRRU members training on propaganda strategies and guidelines to immediately recognise propaganda when they see one.
B: Practice rational and enlightened editing of messages. RRRU can avoid being identified with the message (if it is perceived to be propaganda) by quoting references.
C: This is usually an overrated concern. Clear guidelines and a base in local public/community environment are critical.
D: VERY or used as an instrument of Government state or liberation front policy rather than promote the humanitarian imperative.
E: This may be difficult to assess where foreign languages are used as will be true in most instances. The only way to preserve this integrity is to have reliable aides who understand the local language and can monitor broadcasts. Selecting reliable people to fill this role will not be easy given the time factor.
J: A system of accountability may be of some assistance, so that RRRU is regularly receiving feedback and evaluation from beneficiaries, UN, s etc.

K: There should be prior agreements with governments, other agencies, and various factions or parties of non-interference and non-politicisation of information. RRRU must be diplomatic in this regard but hold steadfastly to its neutrality.
G: Clear understanding of mandate, codes of conduct, objectives.
H: Yes.
L: Quite possibly. Could partly be overcome by pre-selecting and training a cadre of in-country broadcasters who would be on standby for the RRRU. It may be possible to put agreements in place with governments but of course these can be reneged on.

2.   There may be local difficulties in getting permission to gain access to a broadcasting frequency.

A: Long term planning and preparation on the part of the RRRU should include establishing good relations with local village governments.
B: Negotiate for emergency protocols with authorities.
C: This could be the make or break issue. It seems to be a question of government contacts and willingness. Alternatively, RRRU could work through existing local broadcasters (regular RRRU slots and/or programs) or other agencies, especially the UN, which runs radio services in many of these situations.
D: Very true. Also, who will provide radios to poor participants in 3rd world emergencies??
E: The partner agency will need to be active in assisting here. This is possibly going to be the hardest part of the overall project and foundational for its success. A backup plan may be necessary whereby RRRU can function in facilitating special broadcasts over government or existing commercial stations if they are willing to cooperate.
J: Build relationships and begin dialogue with UN and other relevant bodies.
G: This will be an issue.
H: Yes
L: An alternative may be to approach a global network such as the BBC for airtime. Listenership is very variable according to the language service – 70% in Somali but only around 15% in Kiswahili.

3.   The RRRU may face difficulties getting permission from UN coordinating bodies.

A: Part of long term planning and preparation should be to establish good relations with international agencies.
B: I don't believe this is the mandate of UN bodies. They generally uphold the local government's rules and regulations on communication and transmission.
C: Possible, but UN bodies are increasingly aware of the value of alternative forms of communication, particularly radio. Surely they could be convinced to participate in a trial. They must be involved as much as possible from the outset. Any RRRU activity would have to be complimentary to UN activities.
E: Again, this will be for the partner agency to negotiate. The RRRU will need to develop a standard briefing session for the partner agency concerned so that they fully understand the rational and the strengths that the RRRU can bring to the project to make it most effective. The partner agency will have to plead their case well.
J: Be willing to engage in a trial; have an evaluation process; build in accountability mechanisms.
K: UN bureaucracy can be a nightmare as well as obstructionist. Try to go around them, or even better, stay out from under their jurisdiction.
G: May be in competition to UN local radio.
H: Yes.
L: Undoubtedly! But is it not a case of consultation rather than permission?

4.   The RRRU may further complicate the local situation by constituting an additional threat to relief agency staff and the community.

A: Instill a servant attitude among RRRU members.
B: Not applicable in my opinion.
C: not sure what this means.
D: Radio messages that attack warning factions and represent a grouping of s will put all s at risk.
E: This is where sensitivity is called for. Cross-cultural communication skills will be at a premium. Attitudes are everything. With the wrong attitude things could backfire very badly and assistance of any kind will be minimised.
J: RRRU should work independently, and not be formally linked to relief agencies.
K: I don't quite understand how this would happen unless RRRU broadcasts became controversial to the point that they resulted in retribution of some kind.
G: Information will need to be sensitive to security risk (perceived or actual).
H: Yes.
L: If RRRU's approach is consultative and participatory this need not be a problem. The flip side is the risk that program staff and facilities could become a target themselves in conflict situations.

5.   The RRRU may need to overcome local scrutiny and suspicion.

A: A friendly, servant attitude should help disperse this problem.
B: They are not different from other relief agencies who suffer the same in a politically polarised community.
C: True, but there are excellent means to do exactly the opposite and make it a trusted and participatory process.
E: It will have to earn that right by its actions and attitudes. Training should be given beforehand on how to build bridges into the community and government.
J: Start small and slow. Build confidence with a trial, evaluation and accountability.
K: As a foreign entity, RRRU will inevitably be looked upon as an outsider. A major hurdle initially will be establishing a reputation for fairness and credibility and earning the trust of the community over a short period of time, a steep curve as they say. Enlisting locals of all persuasions in RRRU operations might help although might not be practical.
G: Yes.
H: Yes.
L: Yes but so does any international agency. Lots of collaboration and discussions with government officials, community leaders etc needed. If RRRU is part of a longer term awareness/information project there will be less scrutiny and suspicion.

6.   The RRRU will need to deal with language barriers.

A: Perhaps relief agencies can come up with international sign languages other than those used by the deaf and mute.
B: This is a very important issue which should be dealt with. RRRU, I think, in principle should not replace existing capability. In other words, part of its protocol is to engage with local people.
C: No doubt. And, more importantly, cultural barriers contained in language. Working with local groups and devoting the necessary resources to liaison staff, translation and working an open process are all critical.
D: Messages in the wrong language for local audiences will not work.
E: Good interpreters will be a key here.
J: It may be necessary to broadcast in various languages.
K: Good translators are often at a premium. Snap them up as soon as possible, especially before the news media arrive en masse. Language and culture are intertwined. It is critical to

be able to communicate with the population on their own terms and in their own idiom. One must understand the culture in order to communicate with them effectively.

G: Yes.

H: Yes.

L: Unavoidable but only by working in the vernacular will programming be relevant.

Question 7:

The panel in phase one of this study told us about several scenarios which suggest two other possibilities in terms of channeling information.

1. It could be used to become a 'first point of contact' for outside media organisations.

(*For example:* one member of phase one commented that media organisations regularly contacted agencies that were not fully involved in the emergency and that could not provide accurate and updated information. It was suggested that the media organisations could instead first contact the RRRU, which would then refer the media representatives to the emergency personnel who had the information).

Do you think this is feasible? Please elaborate:

A: Yes. I guess the first step to this is for the RRRU has to make itself and its service known to the different media organisations through an information campaign. (Before any emergencies occur).

B: I think this will not be feasible in countries where media is well developed such as the Philippines. There are authorities that can be contacted on site and media will always have the resources to converge in the affected area and report the situation.

C: Media can function like community centres. People already have a connection to them by listening and getting to the next level of acting as a referral centre, coordinating body, etc. is a question of planning. It means setting up the RRRU as an information office that can be accessed in other ways: by phone, by dropping in, by Internet, etc. The information, the commitment to communicate it, is there.

D: This may be a helpful linkage however the media most often goes for the sensational and often the accurate or the right story is not told event with the correct information

E: Media people will inevitably seek out other media people as a first point of contact. That should be expected. This is very feasible and the RRRU team should go expecting this. All the more reason for them to be politically sensitive and abreast of the situation they are in.

J: RRRU should guard against becoming a spokesman for other agencies.

K: This might be especially useful for local media organisations in that it would increase the spread of accurate information. But as for non-local media, I think it might just be an added burden on the RRRU. Foreign news media might just have to fend for themselves or tune in and listen to find out what they need to know.

G: Best source of information is at grass root implementing level. Using third party may distort, dilute facts filed staff are dealing with

H: Fine, but you will be disseminating different types of information – the problems with this are reduced focus within the organisation and additional costs involved with servicing aid organisations. I don't see this role as that important.

L: UNHCR normally assumes this function in emergency situations and my guess is that their resources are going to be far greater than those of RRRU. In fast moving complex emergencies it might be difficult for RRRU to coordinate with say 60 to 100 s. It would also require an advocacy program with the press.

2. The RRRU could become a part of a complete media unit, working closely with the 's media managers and headquarters.

(*For example:* one member of phase one said that the agency for which he worked had sometimes experienced difficulties trying to provide information to its own PR department

when the focus of the workers was to supply aid. It was suggested that the RRRU could take on this role, providing a constant link with a PR department, and supplying information from the field).

Do you think this is feasible? Please elaborate:

A: Yes. Under such an arrangement, a measure of trust and confidence would have already been built, necessary for both sides to work effectively under emergency situations.
B: Yes, but this would require additional training to staffs of the RRRU. PR job is not at all the same as in being involved in emergency response.
C: See above. The communications role of media can be expanded provided this is included from the beginning and fully incorporated into planning, communication and resource allocation. Important not to duplicate or comprise other services, but to provide service where it is needed and useful.
D: The most valuable information to WV is news about our response operations. Part of our emergency response team is a communications unit to get this information to our marking and PR.
E: Again it is media people talking to media people. It should work well and could be a big selling point for partner agencies to consider if they need reliable and up-to-date info for publicity. It could be a winner!
J: s may be reluctant to 'outsource' their media operations in this way. If agencies are experiencing problems between operations and PR, it would seem preferable to solve this problem, rather than introduce a third party as a go-between.
K: The first responsibility of the RRRU should be to the local population. public relations departments should be pretty far down on the list of priorities.
G: In an ideal world possibly, but communication within agencies is often difficult without a third party getting involved.
H: Perhaps this would work – all media would be coordinated to provide a multi-level reinforcing package. I would watch in case the focus becomes too wide for the organisation to implement successfully.
L: Yes but thinking would need to be done on how this work would be prioritised for s who would presumably be buying the service. s are notoriously competitive about getting their share of the column inches. It also sets up a parallel information system of operational managers to field staff and RRRU to media managers. Potential nightmare!

Question 8:
In an emergency situation where a radio station already exists and is broadcasting to the area, would it assist your organisation if the local radio personnel had been trained in emergency broadcasting?

A: *Yes* - It would make my organisation's public service more accurate, well organised and therefore, more sought after.
B: *Yes* **-** They are the main source of information of the general public, authorities and even potential aid givers.
C: *Yes* - Emergency broadcasting is a specialty. There are special concerns and considerations.
D: *No* - It is seldom that our technicians at times provide technical messages for local radio.
E: *Yes* - 1. It is potentially best when nationals can handle this rather than depending on foreigners. That would fit in well with the goals of our organisation.
2. It would be easier for us to manage and possibly be more effective.
J: *Yes* - They may be better equipped to broadcast relevant information that will assist beneficiaries.
K: *Yes*
G: *Yes* – Timely dissemination of specific relevant information.
H: *Yes* – Speed is of the essence.
L: *Yes* - We support program making during post-conflict and rehab periods and it could link/follow-up work with journalists with an improved capacity.

Could the RRRU have this training role?
A: *Yes* **-** The RRRU would have specialised knowledge on this matter.
B: *No* **-** The local emergency response organisations and authorities should take this lead role. RRRU can provide resource persons at most:
C: *Yes* - RRRU should take on whatever role will facilitate information communication. If this is a viable option, then do it.
E: *Yes* - Very much so. This would be a very valuable role. But it is only likely to be sought after in contexts where disasters happen with regularity. Otherwise they may not see the need or have sufficient interest to make training worthwhile. No one wants disasters!
J: *Yes* - If RRRU has relevant experience and expertise.
K: *Yes* - This could be something that the RRRU does in the 'off season', that is, when it is not actively attending to a disaster or crisis.
G: *Yes*
H: *Yes* - Perhaps? It is difficult to tell if your organisation can work cross-culturally etc – I don't think any organisation can just go into any country – I don't know what you capacity is. Also there is often local capacity in training and it is more effective to build this than bring in imported skills.
L: *Yes* - In theory but that would depend on the organisation's capacity for delivering relevant and practical training that builds skills in the long term.

Appendix F
Tampere Convention

Release

Press Office, International Telecommunication Union. Telephone: +41 22 730 6039 Telefax: +41 22 730 5939/733 7256 Internet: pressinfo@itu.int Web: http://www.itu.int/newsroom/ (For information media, not an official record)   ITU/98-24 18 June 1998 Original: English

Agreement Reached on Emergency Telecommunications Convention

Tampere, Finland – Thirty-three countries today signed a new international convention that should greatly facilitate the use of telecommunications equipment in disaster relief and humanitarian aid operations.

The ***Tampere Convention*** *on the Provision of Telecommunication Resources for Disaster Relief and Mitigation* was adopted this morning at the Tampere Hall international conference centre. The agreement to accept the treaty followed three days of deliberations and debate between the 225 delegates representing 75 countries who participated in the Intergovernmental Conference on Emergency Telecommunications (ICET 98).

The purpose of the high-level conference, which was held at the invitation of the Finnish government in Tampere, Finland, about 200km north of Helsinki, was to finalize and approve a new, legally binding international convention which would help facilitate the use of latest telecommunications equipment by humanitarian agencies and disaster response units in times of emergency.
The Conference was chaired by Ms Kirsti Lintonen, Under-Secretary of State for the Finnish Ministry of Foreign Affairs, and, on the closing day, by Mr Pekka Haavisto, the Minister of Development and Cooperation of Finland.

After some minor tweaks, and occasional substantial redrafting to ensure the rights of states would be protected under the treaty, the delegates of ICET 98 agreed to accept the text of the ***Tampere Convention*** *on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations* at the conference's final session this morning, Thursday June 18.

The ***Tampere Convention*** will officially come into force under international law 30 days after an official ratification, or 'consent to be bound' has been received from required number of 30 nations. It will remain open for signature by other governments at the office of the United Nations in New York until 21 June, 2003.

The Convention is a legal instrument which empowers countries requesting external assistance following a natural or man-made disaster to waive normal licensing and importation provisions covering communications equipment such as mobile phones or radios. For humanitarian agencies such as the Red Cross, the UN High Commissioner for Refugees (UNHCR) and the UN Office for the Coordination of Humanitarian Affairs, it represents a breakthrough which will permit the latest communications equipment to be deployed at the scene of a disaster without complicated legal entanglements and the lengthy delays these often entail.

"In emergency situations, telecommunications saves lives," said Dr Pekka Tarjanne, Secretary-General of the International Telecommunication Union, the UN specialized agency for telecommunications which, along with the UN Office for the Coordination of Humanitarian Affairs, has been a driving force in drafting and promoting the new Convention. "It is encouraging to see that many of the world's nations have been quick to recognize the benefits today's communications equipment can offer, and have chosen to lend their support to what, I believe, will be a great boon to humanitarian efforts all around the world."

"For the Office of the High Commissioner for Refugees and other organizations operating under the United Nations charter, the importance of the *Tampere Convention* is that it offers our and implementing partners an instrument to facilitate the use of telecommunications when engaged in supporting our work," said Jay Rushby, Senior Telecommunications Officer with UNHCR in Geneva and a veteran field worker who has lent communications support to peace-keeping missions and refugee relief in regions ranging from the Sinai desert to the remote mountains of Afghanistan.

The drafting group which prepared the Convention was led by Professor Fred Cate, a specialist in the field of disaster response at the Indiana University School of Law. Articulate and urbane, Professor Cate worked hard throughout the conference to bring clarity to the text of the document and to quell national concerns about possible loss of rights of sovereignty.

"The *Tampere Convention* recognizes publicly that telecommunications are essential to dealing with disasters, not just because telecommunication infrastructure is most vulnerable to disasters, but also because reliable telecommunications are a critical underpinning of all disaster mitigation and relief efforts," he said.

"The Convention is a framework for managing requests for telecommunication assistance, for minimizing the impediments to that assistance before disasters occur, and for identifying and evaluating best practices, model agreements and other valuable resources currently in use by disaster mitigation organizations."

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or consult the ICET 98 Web site at **http://www.itu.int/icet**

http//www.itu.int/plweb-cgi/fastweb?getdoc+view1+www+13078+2++%27Tampere%20Convention%27

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Tampere Convention on the provision of telecommunication resources for disaster mitigation and relief operations (as adopted on 18 June 1998)

THE STATES PARTIES TO THIS CONVENTION, *recognizing* that the magnitude, complexity, frequency and impact of disasters are increasing at a dramatic rate, with particularly severe consequences in developing countries, *recalling* that humanitarian relief and assistance agencies

require reliable, flexible telecommunication resources to perform their vital tasks, *further recalling* the essential role of telecommunication resources in facilitating the safety of humanitarian relief and assistance personnel, *further recalling* the vital role of broadcasting in disseminating accurate disaster information to at-risk populations, *convinced* that the effective, timely deployment of telecommunication resources and that rapid, efficient, accurate and truthful information flows are essential to reducing loss of life, human suffering and damage to property and the environment caused by disasters, *concerned* about the impact of disasters on communication facilities and information flows, *aware* of the special needs of the disaster-prone least developed countries for technical assistance to develop telecommunication resources for disaster mitigation and relief operations, *reaffirming* the absolute priority accorded emergency life-saving communications in more than fifty international regulatory instruments, including the Constitution of the International Telecommunication Union, *noting* the history of international cooperation and coordination in disaster mitigation and relief, including the demonstrated life-saving role played by the timely deployment and use of telecommunication resources, *further noting* the Proceedings of the International Conference on Disaster Communications (Geneva, 1990), addressing the power of telecommunication systems in disaster recovery and response, *further noting* the urgent call found in the Tampere Declaration on Disaster Communications (Tampere, 1991) for reliable telecommunication systems for disaster mitigation and disaster relief operations, and for an international Convention on Disaster Communications to facilitate such systems, *further noting* United Nations General Assembly Resolution 44/236, designating 1990-2000 the International Decade for Natural Disaster Reduction, and Resolution 46/182, calling for strengthened international coordination of humanitarian emergency assistance, *further noting* the prominent role given to communication resources in the Yokohama Strategy and Plan of Action for a Safer World, adopted by the World Conference on Natural Disaster Reduction (Yokohama, 1994), *further noting* Resolution 7 of the World Telecommunication Development Conference (Buenos Aires, 1994), endorsed by Resolution 36 of the Plenipotentiary Conference of the International Telecommunication Union (Kyoto, 1994), urging governments to take all practical steps for facilitating the rapid deployment and the effective use of telecommunication equipment for disaster mitigation and relief operations by reducing and, where possible, removing regulatory barriers and strengthening cooperation among States, *further noting* Resolution 644 of the World Radiocommunication Conference (Geneva, 1997), urging governments to give their full support to the adoption of this Convention and to its national implementation, *further noting* Resolution 19 of the World Telecommunication Development Conference (Valletta, 1998), urging governments to continue their examination of this Convention with a view to considering giving their full support to its adoption, *further noting* United Nations General Assembly Resolution 51/94, encouraging the development of a transparent and timely procedure for implementing effective disaster relief coordination arrangements, and of ReliefWeb as the global information system for the dissemination of reliable and timely information on emergencies and natural disasters, *with reference* to the conclusions of the Working Group on Emergency Telecommunications regarding the critical role of telecommunications in disaster mitigation and relief, *supported* by the work of many States, United Nations entities, governmental, intergovernmental, and non-governmental organizations, humanitarian agencies, telecommunication equipment and service providers, media, universities and communication- and disaster-related organizations to improve and facilitate disaster-related communications, *desiring* to ensure the reliable, rapid availability of telecommunication resources for disaster mitigation and relief operations, and *further desiring* to facilitate international cooperation to mitigate the impact of disasters, *have agreed as follows*:

Article 1 **Definitions** Unless otherwise indicated by the context in which they are used, the terms set out below shall have the following meanings for the purposes of this Convention: 1. "State Party" means a State which has agreed to be bound by this Convention. 2. "Assisting State Party" means a State Party to this Convention providing telecommunication assistance pursuant hereto. 3. "Requesting State Party" means a State Party to this Convention requesting telecommunication assistance pursuant hereto. 4. "This Convention" means the Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations. 5. "The depositary" means the depositary for this Convention, as set forth in Article 15. 6. "Disaster" means a serious disruption of the functioning of society, posing a significant, widespread threat to human life, health, property or the environment, whether caused by accident, nature or human activity, and whether developing suddenly or as the result of complex, long-term processes. 7. "Disaster mitigation" means measures designed to prevent, predict, prepare for, respond to, monitor and/or mitigate the impact of, disasters. 8. "Health hazard" means a sudden outbreak of infectious disease, such as an epidemic or pandemic, or other event posing a significant threat to human life or health, which has the potential for triggering a disaster. 9. "Natural

hazard" means an event or process, such as an earthquake, fire, flood, wind, landslide, avalanche, cyclone, tsunami, insect infestation, drought or volcanic eruption, which has the potential for triggering a disaster. 10. "Non-governmental organization" means any organization, including private and corporate entities, other than a State or governmental or intergovernmental organization, concerned with disaster mitigation and relief and/or the provision of telecommunication resources for disaster mitigation and relief. 11. "Non-State entity" means any entity, other than a State, including non-governmental organizations and the Red Cross and Red Crescent Movement, concerned with disaster mitigation and relief and/or the provision of telecommunication resources for disaster mitigation and relief. 12. "Relief operations" means those activities designed to reduce loss of life, human suffering and damage to property and/or the environment caused by a disaster. 13. "Telecommunication assistance" means the provision of telecommunication resources or other resources or support intended to facilitate the use of telecommunication resources. 14. "Telecommunication resources" means personnel, equipment, materials, information, training, radio-frequency spectrum, network or transmission capacity or other resources necessary to telecommunications. 15. "Telecommunications" means any transmission, emission, or reception of signs, signals, writing, images, sounds or intelligence of any nature, by wire, radio, optical fibre or other electromagnetic system.

Article 2 **Coordination** 1. The United Nations Emergency Relief Coordinator shall be the operational coordinator for this Convention and shall execute the responsibilities of the operational coordinator identified in Articles 3, 4, 6, 7, 8, and 9. 2. The operational coordinator shall seek the cooperation of other appropriate United Nations agencies, particularly the International Telecommunication Union, to assist it in fulfilling the objectives of this Convention, and, in particular, those responsibilities identified in Articles 8 and 9, and to provide necessary technical support, consistent with the purposes of those agencies. 3. The responsibilities of the operational coordinator under this Convention shall be limited to coordination activities of an international nature.

Article 3 **General Provisions** 1. The States Parties shall cooperate among themselves and with non-State entities and intergovernmental organizations, in accordance with the provisions of this Convention, to facilitate the use of telecommunication resources for disaster mitigation and relief. 2. Such use may include, but is not limited to: a) the deployment of terrestrial and satellite telecommunication equipment to predict, monitor and provide information concerning natural hazards, health hazards and disasters; b) the sharing of information about natural hazards, health hazards and disasters among the States Parties and with other States, non-State entities and intergovernmental organizations, and the dissemination of such information to the public, particularly to at-risk communities; c) the provision of prompt telecommunication assistance to mitigate the impact of a disaster; and d) the installation and operation of reliable, flexible telecommunication resources to be used by humanitarian relief and assistance organizations. 3. To facilitate such use, the States Parties may conclude additional multinational or bilateral agreements or arrangements. 4. The States Parties request the operational coordinator, in consultation with the International Telecommunication Union, the depositary, and other relevant United Nations entities and intergovernmental and non-governmental organizations, to use its best efforts, in accordance with the provisions of this Convention, to: a) develop, in consultation with the States Parties, model agreements that may be used to provide a foundation for multinational or bilateral agreements facilitating the provision of telecommunication resources for disaster mitigation and relief; b) make available model agreements, best practices and other relevant information to States Parties, other States, non-State entities and intergovernmental organizations concerning the provision of telecommunication resources for disaster mitigation and relief, by electronic means and other appropriate mechanisms; c) develop, operate, and maintain information collection and dissemination procedures and systems necessary for the implementation of the Convention; and d) inform States of the terms of this Convention, and to facilitate and support the cooperation among States Parties provided for herein. 5. The States Parties shall cooperate among themselves to improve the ability of governmental organizations, non-State entities and intergovernmental organizations to establish mechanisms for training in the handling and operation of equipment, and instruction courses in the development, design and construction of *emergency telecommunication* facilities for disaster prevention, monitoring and mitigation.

Article 4 **Provision of Telecommunication Assistance** 1. A State Party requiring telecommunication assistance for disaster mitigation and relief may request such assistance from any other State Party, either directly or through the operational coordinator. If the request is made through the operational coordinator, the operational coordinator shall immediately disseminate this information to all other appropriate States Parties. If the request is made directly to another State Party, the requesting State

Party shall inform the operational coordinator as soon as possible. 2. A State Party requesting telecommunication assistance shall specify the scope and type of assistance required and those measures taken pursuant to Articles 5 and 9 of this Convention, and, when practicable, provide the State Party to which the request is directed and/or the operational coordinator with any other information necessary to determine the extent to which such State Party is able to meet the request. 3. Each State Party to which a request for telecommunication assistance is directed, either directly or through the operational coordinator, shall promptly determine and notify the requesting State Party whether it will render the assistance requested, directly or otherwise, and the scope of, and terms, conditions, restrictions and cost, if any, applicable to such assistance. 4. Each State Party determining to provide telecommunication assistance shall so inform the operational coordinator as soon as possible. 5. No telecommunication assistance shall be provided pursuant to this Convention without the consent of the requesting State Party. The requesting State Party shall retain the authority to reject all or part of any telecommunication assistance offered pursuant to this Convention in accordance with the requesting State Party's existing national law and policy. 6. The States Parties recognize the right of requesting States Parties to request telecommunication assistance directly from non-State entities and intergovernmental organizations, and the right of non-State entities and intergovernmental organizations, pursuant to the laws to which they are subject, to provide telecommunication assistance to requesting States Parties pursuant to this Article. 7. A non-State entity or intergovernmental organization may not be a "requesting State Party" and may not request telecommunication assistance under this Convention. 8. Nothing in this Convention shall interfere with the right of a State Party, under its national law, to direct, control, coordinate and supervise telecommunication assistance provided under this Convention within its territory.

Article 5 **Privileges, Immunities, and Facilities** 1. The requesting State Party shall, to the extent permitted by its national law, afford to persons, other than its nationals, and to organizations, other than those headquartered or domiciled within its territory, who act pursuant to this Convention to provide telecommunication assistance and who have been notified to, and accepted by, the requesting State Party, the necessary privileges, immunities, and facilities for the performance of their proper functions, including, but not limited to: a) immunity from arrest, detention and legal process, including criminal, civil and administrative jurisdiction of the requesting State Party, in respect of acts or omissions specifically and directly related to the provision of telecommunication assistance; b) exemption from taxation, duties or other charges, except for those which are normally incorporated in the price of goods or services, in respect of the performance of their assistance functions or on the equipment, materials and other property brought into or purchased in the territory of the requesting State Party for the purpose of providing telecommunication assistance under this Convention; and c) immunity from seizure, attachment or requisition of such equipment, materials and property. 2. The requesting State Party shall provide, to the extent of its capabilities, local facilities and services for the proper and effective administration of the telecommunication assistance, including ensuring that telecommunication equipment brought into its territory pursuant to this Convention shall be expeditiously licensed or shall be exempt from licensing in accordance with its domestic laws and regulations. 3. The requesting State Party shall ensure the protection of personnel, equipment and materials brought into its territory pursuant to this Convention. 4. Ownership of equipment and materials provided pursuant to this Convention shall be unaffected by their use under the terms of this Convention. The requesting State Party shall ensure the prompt return of such equipment, material and property to the proper assisting State Party. 5. The requesting State Party shall not direct the deployment or use of any telecommunication resources provided pursuant to this Convention for purposes not directly related to predicting, preparing for, responding to, monitoring, mitigating the impact of or providing relief during and following disasters. 6. Nothing in this Article shall require any requesting State Party to provide its nationals or permanent residents, or organizations headquartered or domiciled within its territory, with privileges and immunities. 7. Without prejudice to their privileges and immunities in accordance with this Article, all persons entering the territory of a State Party for the purpose of providing telecommunication assistance or otherwise facilitating the use of telecommunication resources pursuant to this Convention, and all organizations providing telecommunication assistance or otherwise facilitating the use of telecommunication resources pursuant to this Convention, have a duty to respect the laws and regulations of that State Party. Such persons and organizations also shall have a duty not to interfere in the domestic affairs of the State Party into whose territory they have entered. 8. Nothing in this Article shall prejudice the rights and obligations with respect to privileges and immunities afforded to persons and organizations participating directly or indirectly in telecommunication assistance, pursuant to other international agreements (including the Convention on the Privileges and Immunities of the United Nations, adopted by the General Assembly

on 13 February 1946, and the Convention on the Privileges and Immunities of the Specialized Agencies, adopted by the General Assembly on 21 November 1947) or international law.

Article 6 **Termination of Assistance** 1. The requesting State Party or the assisting State Party may, at any time, terminate telecommunication assistance received or provided under Article 4 by providing notification in writing. Upon such notification, the States Parties involved shall consult with each other to provide for the proper and expeditious conclusion of the assistance, bearing in mind the impact of such termination on the risk to human life and oing disaster relief operations. 2. States Parties engaged in providing or receiving telecommunication assistance pursuant to this Convention shall remain subject to the terms of this Convention following the termination of such assistance. 3. Any State Party requesting termination of telecommunication assistance shall notify the operational coordinator of such request. The operational coordinator shall provide such assistance as is requested and necessary to facilitate the conclusion of the telecommunication assistance.

Article 7 **Payment or Reimbursement of Costs or Fees** 1. The States Parties may condition the provision of telecommunication assistance for disaster mitigation and relief upon agreement to pay or reimburse specified costs or fees, always bearing in mind the contents of paragraph 8 of this Article. 2. When such condition exists, the States Parties shall set forth in writing, prior to the provision of telecommunication assistance: a) the requirement for payment or reimbursement; b) the amount of such payment or reimbursement or terms under which it shall be calculated; and c) any other terms, conditions or restrictions applicable to such payment or reimbursement, including, but not limited to, the currency in which such payment or reimbursement shall be made. 3. The requirements of paragraphs 2 b) and 2 c) of this Article may be satisfied by reference to published tariffs, rates or prices. 4. In order that the negotiation of payment and reimbursement agreements does not unduly delay the provision of telecommunication assistance, the operational coordinator shall develop, in consultation with the States Parties, a model payment and reimbursement agreement that may provide a foundation for the negotiation of payment and reimbursement obligations under this Article. 5. No State Party shall be obligated to make payment or reimbursement of costs or fees under this Convention without having first expressed its consent to the terms provided by an assisting State Party pursuant to paragraph 2 of this Article. 6. When the provision of telecommunication assistance is properly conditioned upon payment or reimbursement of costs or fees under this Article, such payment or reimbursement shall be provided promptly after the assisting State Party has presented its request for payment or reimbursement. 7. Funds paid or reimbursed by a requesting State Party in association with the provision of telecommunication assistance shall be freely transferable out of the jurisdiction of the requesting State Party and shall not be delayed or withheld. 8. In determining whether to condition the provision of telecommunication assistance upon an agreement to pay or reimburse specified costs or fees, the amount of such costs or fees, and the terms, conditions and restrictions associated with their payment or reimbursement, the States Parties shall take into account, among other relevant factors: a) United Nations principles concerning humanitarian assistance; b) the nature of the disaster, natural hazard or health hazard; c) the impact, or potential impact, of the disaster; d) the place of origin of the disaster; e) the area affected, or potentially affected, by the disaster; f) the occurrence of previous disasters and the likelihood of future disasters in the affected area; g) the capacity of each State affected by the disaster, natural hazard or health hazard to prepare for, or respond to, such event; and h) the needs of developing countries. 9. This Article shall also apply to those situations in which telecommunication assistance is provided by a non-State entity or intergovernmental organization, provided that: a) the requesting State Party has consented to, and has not terminated, such provision of telecommunication assistance for disaster mitigation and relief; b) the non-State entity or intergovernmental organization providing such telecommunication assistance has notified to the requesting State Party its adherence to this Article and Articles 4 and 5; and c) the application of this Article is not inconsistent with any other agreement concerning the relations between the requesting State Party and the non-State entity or intergovernmental organization providing such telecommunication assistance.

Article 8 **Telecommunication Assistance Information Inventory** 1. Each State Party shall notify the operational coordinator of its authority(ies): a) responsible for matters arising under the terms of this Convention and authorized to request, offer, accept and terminate telecommunication assistance; and b) competent to identify the governmental, intergovernmental and/or non-governmental resources which could be made available to facilitate the use of telecommunication resources for disaster mitigation and relief, including the provision of telecommunication assistance. 2. Each State Party shall endeavour to inform the operational coordinator promptly of any changes in the information provided pursuant to

this Article. 3. The operational coordinator may accept notification from a non-State entity or intergovernmental organization of its procedures for authorization to offer and terminate telecommunication assistance as provided in this Article. 4. A State Party, non-State entity or intergovernmental organization may, at its discretion, include in the material it deposits with the operational coordinator information about specific telecommunication resources and about plans for the use those resources to respond to a request for telecommunication assistance from a requesting State Party. 5. The operational coordinator shall maintain copies of all lists of authorities, and shall expeditiously disseminate such material to the States Parties, to other States, and to appropriate non-State entities and intergovernmental organizations, unless a State Party, non-State entity or intergovernmental organization has previously specified, in writing, that distribution of its material be restricted. 6. The operational coordinator shall treat material deposited by non-State entities and intergovernmental organizations in a similar manner to material deposited by States Parties.

Article 9 **Regulatory Barriers** 1. The States Parties shall, when possible, and in conformity with their national law, reduce or remove regulatory barriers to the use of telecommunication resources for disaster mitigation and relief, including to the provision of telecommunication assistance. 2. Regulatory barriers may include, but are not limited to: a) regulations restricting the import or export of telecommunication equipment; b) regulations restricting the use of telecommunication equipment or of radio-frequency spectrum c) regulations restricting the movement of personnel who operate telecommunication equipment or who are essential to its effective use; d) regulations restricting the transit of telecommunication resources into, out of and through the territory of a State Party; and e) delays in the administration of such regulations. 3. Reduction of regulatory barriers may take the form of, but shall not be limited to: a) revising regulations; b) exempting specified telecommunication resources from the application of those regulations during the use of such resources for disaster mitigation and relief; c) pre-clearance of telecommunication resources for use in disaster mitigation and relief, in compliance with those regulations; d) recognition of foreign type-approval of telecommunication equipment and/or operating licenses; e) expedited review of telecommunication resources for use in disaster mitigation and relief, in compliance with those regulations; and f) temporary waiver of those regulations for the use of telecommunication resources for disaster mitigation and relief. 4. Each State Party shall, at the request of any other State Party, and to the extent permitted by its national law, facilitate the transit into, out of and through its territory of personnel, equipment, materials and information involved in the use of telecommunication resources for disaster mitigation and relief. 5. Each State Party shall notify the operational coordinator and the other States Parties, directly or through the operational coordinator, of: a) measures taken, pursuant to this Convention, for reducing or removing such regulatory barriers; b) procedures available, pursuant to this Convention, to States Parties, other States, non-State entities and/or intergovernmental organizations for the exemption of specified telecommunication resources used for disaster mitigation and relief from the application of such regulations, pre-clearance or expedited review of such resources in compliance with applicable regulations, acceptance of foreign type-approval of such resources, or temporary waiver of regulations otherwise applicable to such resources; and c) the terms, conditions and restrictions, if any, associated with the use of such procedures. 6. The operational coordinator shall regularly and expeditiously make available to the States Parties, to other States, to non-State entities and to intergovernmental organizations an up-to-date listing of such measures, their scope, and the terms, conditions and restrictions, if any, associated with their use. 7 Nothing in this Article shall permit the violation or abrogation of obligations and responsibilities imposed by national law, international law, or multilateral or bilateral agreements, including obligations and responsibilities concerning customs and export controls.

Article 10 **Relationship to Other International Agreements** This Convention shall not affect the rights and obligations of States Parties deriving from other international agreements or international law.

Article 11 **Dispute Settlement** 1. In the event of a dispute between States Parties concerning the interpretation or application of this Convention, the States Parties to the dispute shall consult each other for the purpose of settling the dispute. Such consultation shall begin promptly upon the written declaration, delivered by one State Party to another State Party, of the existence of a dispute under this Convention. The State Party making such a written declaration of the existence of a dispute shall promptly deliver a copy of such declaration to the depositary. 2. If a dispute between States Parties cannot be settled within six (6) months of the date of delivery of the written declaration to a State Party to the dispute, the States Parties to the dispute may request any other State Party, State, non-State entity

or intergovernmental organization to use its good offices to facilitate settlement of the dispute. 3. If neither State Party seeks the good offices of another State Party, State, non-State entity or intergovernmental organization, or if the exercise of good offices fails to facilitate a settlement of the dispute within six (6) months of the request for such good offices being made, then either State Party to the dispute may: a) request that the dispute be submitted to binding arbitration; or b) submit the dispute to the International Court of Justice for decision, provided that both States Parties to the dispute have, at the time of signing, ratifying or acceding to this Convention, or at any time thereafter, accepted the jurisdiction of the International Court of Justice in respect of such disputes. 4. In the event that the respective States Parties to the dispute request that the dispute be submitted to binding arbitration and submit the dispute to the International Court of Justice for decision, the submission to the International Court of Justice shall have priority. 5. In the case of a dispute between a State Party requesting telecommunication assistance and a non-State entity or intergovernmental organization headquartered or domiciled outside of the territory of that State Party concerning the provision of telecommunication assistance under Article 4, the claim of the non-State entity or intergovernmental organization may be espoused directly by the State Party in which the non-State entity or intergovernmental organization is headquartered or domiciled as a State-to-State claim under this Article, provided that such espousal is not inconsistent with any other agreement between the State Party and the non-State entity or intergovernmental organization involved in the dispute. 6. When signing, ratifying, accepting, approving or acceding to this Convention, a State may declare that it does not consider itself bound by either or both of the dispute settlement procedures provided for in paragraph 3. The other States Parties shall not be bound by a dispute settlement procedure provided for in paragraph 3 with respect to a State Party for which such a declaration is in force.

Article 12 **Entry into Force** 1. This Convention shall be open for signature by all States which are members of the United Nations or of the International Telecommunication Union at the Intergovernmental Conference on Emergency Telecommunications in Tampere on 18 June 1998, and thereafter at the headquarters of the United Nations, New York, from 22 June 1998 to 21 June 2003. 2. A State may express its consent to be bound by this Convention: a) by signature (definitive signature); b) by signature subject to ratification, acceptance or approval followed by deposit of an instrument of ratification, acceptance or approval; or c) by deposit of an instrument of accession. 3. The Convention shall enter into force thirty (30) days after the deposit of instruments of ratification, acceptance, approval or accession or definitive signature of thirty (30) States. 4. For each State which signs definitively or deposits an instrument of ratification, acceptance, approval or accession, after the requirement set out in paragraph 3 of this Article has been fulfilled, this Convention shall enter into force thirty (30) days after the date of the definitive signature or consent to be bound.

Article 13 **Amendments** 1. A State Party may propose amendments to this Convention by submitting such amendments to the depositary, which shall circulate them to the other States Parties for approval. 2. The States Parties shall notify the depositary of their approval or disapproval of such proposed amendments within one hundred and eighty (180) days of their receipt. 3. Any amendment approved by two-thirds of all States Parties shall be laid down in a Protocol which is open for signature at the depositary by all States Parties. 4. The Protocol shall enter into force in the same manner as this Convention. For each State which signs the Protocol definitively or deposits an instrument of ratification, acceptance, approval or accession, after the requirements for the entry into force of the Protocol have been fulfilled, the Protocol shall enter into force for such State thirty (30) days after the date of the definitive signature or consent to be bound.

Article 14 **Reservations** 1. When definitively signing, ratifying or acceding to this Convention or any amendment hereto, a State Party may make reservations. 2. A State Party may at any time withdraw its prior reservation by written notification to the depositary. Such withdrawal of a reservation becomes effective immediately upon notification to the depositary.

Article 15 **Denunciation** 1. A State Party may denounce this Convention by written notification to the depositary. 2. Denunciation shall take effect ninety (90) days following the date of deposit of the written notification. 3. At the request of the denouncing State Party, all copies of the lists of authorities and of measures adopted and procedures available for reducing regulatory measures provided by any State Party denouncing this Convention shall be removed from use by the effective date of such denunciation.

Article 16 **Depositary** The Secretary-General of the United Nations shall be the depositary of this Convention.

Article 17 **Authentic Texts** The original of this Convention, of which the Arabic, Chinese, English, French, Russian and Spanish texts are equally authentic, shall be deposited with the depositary. Only the English, French and Spanish authentic texts will be made available for signature at Tampere on 18 June 1998. The depositary shall prepare the authentic texts in Arabic, Chinese and Russian as soon as possible thereafter.

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