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Introduction

1. The purpose of this chapter is to provide general guidance on UNHCR's basic administrative procedures and actions in an emergency. Nothing in this chapter should be read as altering any existing rules, regulations and instructions, in particular the UNHCR Manual. The latest edition of The Checklist for the Emergency Administrator (hereinafter referred to as the Checklist) is an essential reference for administration in emergencies. The Checklist comes in 3 parts:

- i. The actual Checklist (a few pages). This is reproduced as Annex 1.
- ii. Annexes to the Checklist (on the CD Rom) which are primarily samples of the most frequently used administrative forms and extracts from the UNHCR Manual.
- iii. A CD Rom containing many of the forms.

Throughout this chapter references are given to the relevant item in the Checklist.

2. The chapter considers particularly the opening of a new office in an emergency, but may also be helpful when expanding an existing office or establishing Sub or Field Offices.

3. The status of an established UNHCR office is governed by an agreement between the host government and UNHCR, called a Cooperation Agreement, also referred to as a "Branch Office Agreement" or an "Accord de Siège". (See Checklist Section on Premises). Until such an agreement is concluded, UNHCR will be covered by the United Nations Development Programme's (UNDP) agreement with the host government. In addition, the Convention on the Privileges and Immunities of the United Nations, 1946,¹ is applicable to UNHCR and covers such matters as the inviolability of United Na-

tions premises, the right to operate foreign currency accounts, exemption from direct taxes and customs duties on articles for official use, and facilities and immunities for communications. Specific considerations in respect of the emergency operation, e.g. regarding the handling of relief supplies, would be set out in the exchange of communications concerning the government's request for material assistance and in the project agreement (see Chapter 8 on Implementing Arrangements).

Emergency staffing

(See the Checklist section on Personnel, Staff Conditions & Security. See also the Staff Rules and the Staff Administration and Management Manual, also the In-Site database available on CDRom.)

Introduction

4. As soon as possible the Head of Office should communicate to Headquarters the projected staff requirements at both general service and professional levels with the necessary detail to enable Headquarters to review these in accordance with established personnel procedures and to approve the staffing table for the emergency. Emergency staffing resources should be used for the initial emergency period only. In the initial period, prior to the creation of posts, national staff could be recruited and paid for under Temporary Assistance.

5. There should be no delay in committing necessary personnel. However, solely adding personnel will not meet the organizational needs of an emergency: the operations plan and definition of responsibilities must determine personnel needs, not vice versa. Experience shows that for a given operation, smaller teams with clear allocation of responsibilities are usually more successful than larger teams whose members have less clearly defined roles.

Additional staff, who are unclear as to their role, will add to the management burden in an emergency

¹ Contained in UNHCR, *Refworld* CD-ROM.

Staffing must be flexible. Numbers are likely to vary over time.

Recruitment

6. It is important that the different advantages of national (also referred to as local) and international staff are understood, and that these different strengths are properly incorporated into a staffing plan. National staff members understand the local situation and are sensitive to issues that often escape the notice of the international staff member. They often enjoy a wide range of contacts that enable them to “get things done”. Very significantly, national staff may speak the refugees’ language.

7. Correspondingly, international staff members bring to the operation impartiality and an embodiment of the international character of UNHCR, which is essential. They will also have experience from elsewhere to contribute to the management of the emergency.

8. Headquarters is responsible for international staff identification, recruitment and deployment. The need for international staff will depend on the scale of the emergency and implementing arrangements.

UNHCR has developed a number of standby arrangements whereby suitable international staff can be deployed rapidly to an emergency operation.

9. The following table shows staff functions which may be needed in a large emergency.

Type of function
Overall management and leadership
Core UNHCR functions in an Emergency Team: Field, Protection, Programme
Administrative and finance functions for an Emergency Team, to set up new offices and train staff
Community services functions
Supply and transport functions
Technical functions <ul style="list-style-type: none"> – technical coordinators (e.g. for health, water, nutrition); and – other technical support (e.g. health assessment, epidemic preparedness and response, health monitoring systems, engineering (physical planning, water, sanitation, roads)
Support functions (e.g. base camp management, telecommunications and staff safety)

10. The need for at least the following international staff (comprising an emergency team with an appropriate gender balance) should therefore be considered in a large scale emergency.

- Emergency Team Leader (with one of the senior officers also possibly acting as Deputy to Team Leader)
- International Secretary or Assistant for the Team Leader
- Senior Protection Officer
- Protection Officer(s)
- Senior Programme Officer
- Programme Officer(s)
- Sector Coordinators, e.g. community services, water, health, nutrition
- Field Officers deployed at the refugee sites
- Senior Administrative Officer
- Finance Officer/Human Resources Officer
- Field Safety Adviser
- Public Information Officer
- Logistics Officer
- Telecoms Officer

11. The emergency team could be composed of staff deployed from emergency standby arrangements only, or a mix of the latter plus UNHCR staff already posted to the area. Emergency standby and staffing arrangements include an internal roster of UNHCR staff and emergency standby arrangements with other organizations. Details of these arrangements can be found in the Catalogue of Emergency Response Resources, Section A.

12. For all staff, prior experience of an emergency operation is of course, a great advantage.

The overriding staffing priority is to fill key managerial posts with experienced UNHCR staff of the right calibre.

13. In a country where a major emergency is added to a previous small-scale programme it may be necessary to replace the existing Head of Office with a more experienced Head of Office at least for the duration of the emergency.

14. Administrative staff is another priority. An experienced administrative assistant will be an essential member of the team if a new office is being opened. In large emergencies experienced Finance and Human Resources Officers are likely to be necessary. Without persons with these skills, other staff will have to devote a disproportionate amount of time to UNHCR internal administration. National administrative staff must be identified and trained, but this in itself requires experienced supervision.

15. Each refugee emergency will require a certain number of specialist skills even at the assessment and initial phases of the emergency. Where these are not available in-country, the assistance of Headquarters for recruitment of specialists through standby arrangements should be sought without delay. See Section A, Catalogue of Emergency Response Resources for more details of these standby arrangements.

16. Informal volunteers, both nationals and members of the diplomatic and expatriate communities may come forward to help. The value of these outside volunteers will vary considerably with the situation. It will be important to assess the skills of the volunteers, the time they can devote and the availability of management personnel needed to coordinate and support them.

Lack of proper supervisory support may lead to the volunteer taxing already over-extended staff as much as, or more than, the value added.

Reporting lines

17. In situations where an emergency team is deployed to an area of the country where there is no UNHCR office, the emergency Team Leader will normally report to the UNHCR Representative in that country or the Regional Representative or Special Envoy as appropriate in the individual circumstances.

18. When an emergency team is deployed into an area where a UNHCR office already exists and has responsibility for the operation, then the emergency team should integrate into the staffing structure of the existing office. The decision as to who should head the operation, the existing Head of Office or the Emergency Team Leader, will depend on the circumstances and the relative experience and seniority of the individuals. The decision as to who will head the operation must be clearly communicated to all staff at the outset to avoid any ambiguity in responsibilities and reporting lines.

Management

19. Sound human resources management, supervision and leadership are very important to the success of an emergency operation, but can easily be overlooked. The initial motivation of those involved is a major asset, but for persons at levels that do not allow an overview of the operation,

this can be replaced by disappointment and frustration if supervisors are too busy to plan, organize, direct, control and continue to motivate their staff.

20. Responsibilities, roles and tasks must be clearly defined and understood.

Job descriptions are the most common management tool for defining individual responsibilities, even if the imperatives of an emergency mean their frequent revision. They are important for UNHCR staff, and even more so for seconded staff (such as United Nations Volunteers (UNVs), consultants and staff deployed through the emergency standby arrangements), and informal volunteers. Responsibility should be delegated to the lowest possible level, and with it must go the necessary authority. Responsibility without authority is useless.

21. Staff meetings should be convened regularly from the start. Team welfare will have an important bearing on the success of the emergency operation.

Everyone must be made to feel part of the UNHCR team. This includes consultants, seconded staff, and volunteers.

22. Very long hours will often be necessary, but supervisors must ensure that staff have time off, away from the refugee site, and do not get so tired that their efficiency and the professionalism of their approach suffers.

23. All field staff have a particular responsibility to safeguard their own health, but also have a role to play in ensuring that their colleagues remain in good mental and physical health (see chapter 25 on coping with stress). Early corrective action can avert the need to hospitalize or evacuate key staff.

24. In an emergency, there may be many occasions when staff can clearly see that they could alleviate suffering directly by

devoting time in helping individual refugees or families in distress. To seek to do so is very understandable. However, it can lead to a personal emotional involvement at the expense of the staff member's wider responsibilities towards the refugees as a whole, and to resentment among other refugees. Direct responsibility for individual care is usually best assured by the refugee community. For all staff, compassion must be tempered by a professional approach. Guidance by supervisors is often needed on this point.

25. Particular attention must be paid to proper supervision and encouragement of newly recruited national staff. Often the Head of Office and other international staff are extremely busy, out at meetings or in the field, and the other staff, who may know little about UNHCR and less about the operation, lack guidance and a sense of involvement. Some of the general information in the emergency office kit may be useful for briefing newly recruited national staff. In all cases, the new staff should receive a briefing from their direct supervisor covering, at a minimum, general information on the operation and the role of the new staff member.

Human resource management

26. UNDP may be able to help in determining conditions of service and even in identifying national field staff.

27. Careful attention must be paid to the administration of out-posted field staff. A convenient way of administering Field Officers, at least initially, is to ensure that the Travel Authorization (PT8) issued authorizing the mission to the country of operation also covers internal travel and daily subsistence allowance (DSA). If the latter is not covered, an addendum to the original PT8 is issued. Normally in emergency situations, and to avoid staff carrying too much cash, a DSA advance is given on a monthly basis. This advance is charged to the suspense account code as indicated

on the UNHCR account codes listing (VF 369 in FMIS and 240020 in MSRP) and recorded on the reverse side of the original PT8. Upon completion of the mission, the office settling the travel claim, must ensure that the travel advances are deducted from the entitlements.

28. Particular care must also be taken to ensure the proper administration of out-posted national staff, for example, Field Officers' drivers. It should be noted here that while Heads of Office can authorize out-posted staff to drive official vehicles on official travel, as in an emergency this is likely to be necessary, every effort should be made to provide Field Officers with drivers from the start. They can be of great help to Field Officers in a variety of ways.

29. All out-posted national staff must have contracts, understand their terms of employment and benefits, including the cost and benefits of the UN health insurance scheme, receive their salary regularly, work reasonable hours and take leave due.

All staff should have job descriptions and understand them.

Obvious as these requirements are, they can be difficult to meet in an emergency. There may be important extra demands on UNHCR drivers, both beyond simple driving and also as a result of their working for itinerant Field Officers and thus spending considerable time away from home. These factors must be taken into account.

Staff visibility

30. A means for visual identification of UNHCR staff may be necessary, particularly outside the capital. Visibility materials, available from Headquarters, include flags, stickers (including magnetic stickers), vests, armbands, T-shirts and caps (see the Catalogue of Emergency Response Resources Section B).

31. Consideration should also be given to adopting a UNHCR identity card with a visible photograph that can be worn as a pocket badge. Arrangements should be made as soon as possible for UNHCR staff to receive diplomatic identity cards issued by the government. Pending that, an official attestation in the local language could probably be quickly obtained for each out-posted Field Officer from UNHCR's government counterpart and might be very useful.

Staff accommodation

32. At the start of an emergency, international staff will be on mission status and will generally be accommodated in hotels. Should the daily subsistence allowance (DSA) not cover the basic cost of adequate hotel accommodation, Headquarters should be informed at once and all hotel receipts retained. Conversely, DSA is reduced if official accommodation and/or meals are provided. If it is clear that special arrangements will be required for personal accommodation for staff who are assigned to that duty station, Headquarters should be informed, with details of local UN practice.

33. In extreme hardship areas, where there is no suitable staff or office accommodation, a standard staff and office accommodation package is available. This consists of prefabricated units which are stockpiled and which can be airlifted to the operation. Further information is provided in the Catalogue of Emergency Response Resources (Section C).

34. Standard travel kits and field kits are also available from the emergency stockpile, and details of their contents are provided in the Catalogue of Emergency Response Resources (Section C). The kits have been developed to provide staff with some basic personal items likely to be of use in the first days at such places, pending more appropriate local arrangements. The kits will normally only be issued to

staff proceeding to isolated locations from or via Geneva, and when it is clear that there may not be time to obtain what is actually needed on arrival in the country of operation. If UNHCR is already represented in that country, the Field Office should have a good idea of conditions to be expected and thus of what specific personal equipment may be needed, and this is probably best purchased locally.

35. Responsibility for the provision of the necessary personal items rests with staff members. Even when issued with kits, staff should check carefully what other items may be required; it is unlikely that a standard kit will meet all needs. Staff receiving kits will be required to account for them at the end of their mission, and will be expected to at least return the non-consumable items.

36. In difficult conditions it may be necessary to hire a base camp manager who will be responsible for organizing living arrangements for UNHCR staff. A description of the tasks of a base camp manager is provided in the Checklist for the Emergency Administrator.

Budget and finance

(See Annex 1: Checklist for the Emergency Administrator: Section on Finance, Equipment & Supplies)

Authority to incur expenditure

37. Currently UNHCR classifies expenditure into two types:

- i project expenditure; and
- ii administrative support expenditure.

This classification of expenditure may change in the future.

38. Authority to enter into obligations for project expenditure is given by a letter of instruction (LOI). Further details can be found in chapter 8 on implementing arrangements.

39. Authority to enter into obligations for administrative support expenditure is given by an Administrative Budget and Obligation Document (ABOD). This is issued by Headquarters and is addressed to Heads of Offices. It covers all non-staff costs including temporary assistance and overtime.

40. Authority for additional administrative support expenditure in an emergency is given to an existing Field Office by amending the existing ABOD. When an emergency occurs in a country where UNHCR is not already represented, an initial ABOD will be issued immediately. This can then be amended when more details of administrative requirements are known. For offices that are using the Financial Management Information System (FMIS), the Administrative Budget Control Sheet (ABCS) provides information on expenditures against funds allocated. For offices that use the Management Systems Renewal Project (MSRP), the ABOD Expenditure Report (HCR113) provides the same information.

Transfer of funds

41. It is essential to have funds immediately available. Funds will normally be made available by bank transfer. However, such transfers, especially to out-posted Field Office bank accounts, sometimes suffer undue delays because of complicated banking channels. It is very important to select a local bank with a direct international correspondent relationship, if possible with Citibank N.A. New York, Deutschebank GMBH, Standard Chartered Bank, or the UBS Bank in Switzerland. Further information can be provided by the Treasury Section at Headquarters.

42. At the start of an emergency it may be possible to hand carry a banker's cheque from Geneva to be credited directly to the Field Office bank account. If this is done, proper precautions must of course be taken to ensure the security of the cheque.

43. In very extreme cases, when no banking services are available, cash may be acquired locally (e.g. through local companies and traders) upon specific authorization from Treasury. Funds would be transferred to an account indicated by the trader after receipt of the cash by UNHCR. Cash may also be provided to Field Offices through professional courier services. Information about cash transfers, past, present and future, must be treated with absolute discretion.

44. Subsequently funds will be transferred by Treasury upon cash replenishment requests in the standard format shown in the box below. Care should be exercised that funds are called forward as close as possible to the date of their utilization to avoid unnecessary high bank balances over prolonged periods.

To: UNHCR Treasury (HQTY00)
From: Requesting Officer/Field Office Location
Subject: Cash Replenishment Request

Please effect an immediate transfer of funds based on the following information:

Balances on hand (all bank accounts and petty cash) at (dd/mm/yy): (provide details of amounts and currencies)

Total disbursement needs for the next x (maximum 4) weeks: (provide details of administrative and programme needs, amounts and currencies)

Replenishment amount requested: (indicate amount and currency)

Complete bank name and address, including UNHCR bank account number, and the Field Office's accounting system receiving bank code.

45. Disbursements for both administrative and project expenses are made in the Field either from a local UNHCR bank account or, pending the opening of such an account, through UNDP. In the latter case, UNHCR Headquarters will arrange with UNDP Headquarters for the local UNDP office to receive the necessary authority to incur expenditure on behalf of UNHCR. Settlement is made between UNHCR Headquarters and UNDP New York for these transactions. As a rule, disbursements exceeding the equivalent

of US\$100 should be made by cheque. Whenever local circumstances require regular cash payments in excess of this limit, Headquarters' approval must be obtained.

Bank accounts

46. All local UNHCR bank accounts are opened by Treasury upon recommendation from the Field Office. The choice of a bank will be determined by its reputation, ease of access, services offered and charges. Other UN agencies, diplomatic missions and NGOs should be consulted. The following information is required:

- i. full name of the bank;
- ii. address, phone, telex and fax numbers;
- iii. type and currency of account;
- iv. full details of the Bank's international correspondent bank, (including SWIFT code, ABA, IBAN, etc.);
- v. maximum amount of any one cheque;
- vi. suggested panel of bank signatories; and
- vii. Amount of initial transfer.

47. Treasury will designate the authorized bank signatories. Two joint signatories are normally required to operate UNHCR bank accounts. In exceptional circumstances, signature by one Officer may be authorized.

Particular care must be taken to ensure cheque book security.

Cheques must bear UNHCR in words, be consecutively numbered, verified on receipt, and kept in a safe by a staff member designated by the Head of Office. Cheques should always bear the name of the payee and should be crossed unless there is an overriding reason why this is not practicable. Under no circumstances should a bank signatory pre-sign either a blank cheque or one which is only partially completed.

48. Field Offices will normally maintain one non-resident local currency bank account; circumstances may however also require the opening of a non-resident US dollar account and perhaps even a resident local currency account. Where problems of exchange control regulations are encountered, the Treasury at Headquarters should be informed immediately. Field Offices should ensure that the most favourable conditions are obtained for the transfer and conversion of UNHCR funds.

Exchange rates

49. If there is a significant discrepancy, i.e. more than 3%, between the actual market rate and the prevailing UN rate of exchange, a request for a revision of the latter should be made. This request should be coordinated with UNDP and other UN organizations locally and addressed to UNDP New York. The communication should contain a summary of the fluctuations over the previous 60 days. If necessary, UNHCR Headquarters should be requested to intervene with UNDP New York.

Accounting procedures

50. UNHCR accounting procedures are in the process of being changed with the introduction of the Finance & Supply Chain modules of the Management Systems Renewal Project (MSRP) which is replacing the Financial Management Information System (FMIS). MSRP is now being used in more than 100 offices worldwide. It is expected that, apart from locations where Internet connections cannot support the system, almost all UNHCR Offices in the Field will be using the MSRP by the end of 2007. Whatever system is in use, a Field Office that operates its own bank account(s) must report to Headquarters monthly on all transactions for each account. The procedure is the same for both administrative and project expenditure. Most importantly, a properly supported payment voucher must be completed and

immediately entered into the electronic accounting system. In locations where neither FMIS nor MSRP have been installed, a manual payment voucher (F.10) should be completed and immediately entered on a bank journal (HCR/ADM/800) for each transaction. It is essential that the voucher quotes the authority for payment (LOI, ABOD, PT8 (Travel Authorization)). A “Mini Payment Voucher” book (F.11), designed especially for emergencies, may be used by out-posted Field Officers. An official UNHCR receipt voucher should be issued and entered on the bank journal for any receipts other than replenishments from Headquarters. Similarly, payments from petty cash have to be accounted for in the petty cash journal (HCR/ADM/800). It is imperative that all vouchers and journal entries list the correct account code, as indicated in the UNHCR account codes listing and on the PT8, or the project symbol marked on the LOI against which the transaction is to be debited/credited.

51. Whatever the pressures of the emergency, accounts must be kept up-to-date and the monthly closure done on time.

Experience has shown that failure to do so will not only delay the replenishment of the bank account but will also result in far more work than would originally have been required.

Non-expendable property and office supplies

(See Annex 1: Checklist for the Emergency Administrator: Section on Finance, Equipment & Supplies)

Non-expendable property

52. Authority to purchase office furniture and equipment is given in the ABOD. Field Offices may purchase locally or regionally if the cost of the item is less than 15% above that available through

the Supply Management Service at Headquarters.²

53. The purchase of computer equipment, vehicles, telecommunications equipment and security equipment should be coordinated with Headquarters in order to ensure conformity with the organization's specifications. Local purchase should be considered and if the cost is within the 15% limit referred to above, the Field Office should forward three pro forma invoices, together with the item's specifications, to the Supply Management Service at Headquarters for approval.

Asset management system

54. The asset management system is an electronic system to track and manage all non-consumable assets owned by UNHCR (with a lifespan of over a year), regardless of funding source or user (including for example all vehicles, telecommunications and computer equipment, furniture and office equipment, buildings such as clinics, office, hospitals, and water purification and construction equipment). The system should be installed into at least one computer at the country office level. A decision should be made at the beginning if the extent of the operation requires that the system be installed in other offices within the country. The office must also have the system user manuals, bar-code labels and data entry forms (obtained from the Asset Management Unit at Headquarters).

55. Whenever an asset is purchased, whether locally, regionally, through Headquarters, or by implementing partners with UNHCR funding, it must be bar-coded and recorded in the asset management system.

56. Where items are acquired from stockpiles maintained at Headquarters, such as

computer and telecommunications equipment, relevant data about the item will be sent to the Field on diskette so that the office can import the details into the asset management system.

57. Where an asset is re-deployed to another location, data about it should be sent on diskette to the receiving office for importation into the asset management system.

58. It is important that all assets are bar-coded and recorded in the asset management system from the beginning of the operation. Failure to do so will result in "lost" assets and in far more work than would originally have been required.

59. Offices maintaining their own asset management database should regularly send their databases to the country office for consolidation.

The consolidated database should be sent to Headquarters every three months.

Office supplies

60. An emergency office kit (see Catalogue of Emergency Response Resources, Section C) can be used to supply a new office with stationery and small office equipment. The stockpiled kits weigh approximately 120 kg and are packed in two cardboard boxes. Each kit is designed for an office with five international staff and 10 national staff.³

61. Office supplies, as well as printed stationery and forms, can be purchased locally, regionally, or if this is too expensive, ordered from Headquarters. Office supplies and printed forms listed in the UN catalogue may be ordered on a stationery request form (GEN-236/1) directly from Headquarters. The emergency kits are not intended for re-supply, even in emergencies.

² *Costs of items available through Headquarters are quoted in UNHCR's Catalogue of Most Frequently Purchased Items, UNHCR, Geneva, (updated regularly) and in IAPSO's catalogue of Office Equipment, IAPSO (updated regularly).*

³ *Further information is also contained in the Catalogue of Emergency Response Resources (Section C).*

62. Orders for items not listed in the UN catalogue⁴ and which are not locally available should be requested from Headquarters, giving all necessary details and specifications.

Office premises

(See Annex 1 Checklist: Section on Premises)

63. The order of priority for obtaining offices is:

- i. rent-free from the government;
- ii. in common UN premises;
- iii. government-provided offices against reimbursement by UNHCR; and
- iv. commercial rent.

64. Interim arrangements may be necessary, but the early establishment of the UNHCR presence in a convenient location will be of obvious importance to the success of the operation.

65. Office space per person should not exceed about 14m², but an approximate addition of 30% is needed to allow for a reception area, interviewing room, meeting room, and services area (filing, copier, etc.) as appropriate to the scale of the operation.

66. Considerations in selecting office premises include:

- location (distances from local authorities/ministries, implementing partners, bank, post office, airport, etc.);
- security (for authorized access to individual refugees and UNHCR staff, to prevent unauthorized access, and for the physical security of offices, files, etc.) and compliance with the Minimum Operating Security Standards (MOSS);
- parking facilities;

- utilities (electricity, water, heating, air-conditioning, wires for telephone, toilets, simple kitchen facilities, storage room, etc.);
- physical layout and orientation of the building: ensure that the building and grounds are suitable for radio and satcom antennas and that there is no interference from neighbouring installations e.g. pylons;
- provision for a large enough meeting ;
- space for UNHCR to discharge its coordination responsibilities through coordination meetings;
- room for expansion: in emergencies the numbers of staff can fluctuate considerably; and
- the condition of the office.

67. The use of residential accommodation (e.g. a villa) as an office may be an option.

68. Once office premises have been selected, the government, diplomatic community, other UN agencies and NGOs should be informed accordingly, and the relevant information provided to neighbouring UNHCR offices and to Headquarters.

Official transport

(See Annex 1 Checklist: Section on Communications & Transport. In addition, chapter 21 on supplies and transport deals with all transport issues, focusing on transport for operational needs).

Vehicles

69. It is essential for UNHCR staff to be mobile. Action to ensure enough of the right type of official vehicles will be a high priority. Consult the Supply Management Service at Headquarters regarding the purchase of vehicles (see chapter 21 on supplies and transport for more information about the purchase or acquisition of vehicles). Once the vehicle is sold or

⁴ *Office Supplies, Forms and Materials, UN, Geneva, 1990.*

passes from UNHCR's control (e.g. at the end of a lease agreement), ensure that any official UN or UNHCR logos and stickers are removed. Magnetic stickers (available from Headquarters) can be quickly attached and removed from vehicles and re-used.

70. Requests to Headquarters for vehicle purchase should give full details (make, type of body, number of doors, long or short wheelbase, left or right hand drive, petrol/diesel, special options: sand tires, extra fuel tanks, air-conditioning, heater, mine protection, anti-theft device, etc.). The duty-free on-the-road price and delivery time must be given if local purchase is requested.

71. In many countries duty-free fuel may be available for official UN vehicles. Details of procedures should be obtained from the government and other UN organizations. Follow them from the start; retroactive reimbursement is often impossible.

72. Vehicle daily log sheets should be introduced from the day the official vehicle becomes operational and these should be designed in such a way as to show the daily mileage of each vehicle and the purpose of each trip. The daily log should also include the names of the driver and of the passenger(s). Mileage should be regularly checked against the purchase of fuel for that vehicle.

73. It is important that vehicles are insured and registered upon arrival. In respect of each official vehicle assigned to a Field Office, adequate insurance covering third party risks should be arranged locally with a reputable insurance company.

Light aircraft

74. There may be situations when a light aircraft is the only way to ensure satisfactory communications between the various UNHCR locations. The need may be temporary, for example to expedite needs

assessment and the initial response, or longer-term when the existing communications infrastructure does not adequately cover the location of the refugees and the journey by road is long and uncertain. In some circumstances, security is also a consideration.

75. Immediate action to provide the necessary flights is essential. Initially, or where the need is short-term, this is likely to be by commercial charter unless the UN system already has a light aircraft and spare capacity. If locally based charter companies exist, seek impartial local advice on their reliability, obtain as many offers as possible and send these to Headquarters with a recommendation. Include details of passenger insurance coverage. This information should be complemented by an indication of the required weekly flight plan (e.g. per week: 3 return flights capital/location X; 1 return flight capital/location Y; 1 round trip flight capital/X/Y/capital), and the estimated cost for the necessary flights (total or per month).

76. Where local charter is not possible or a long-term need is foreseen, inform Headquarters with as much detail of the requirement as possible and ways it might be met (for example, of charter companies from neighbouring countries known to operate in the country of operation). Some government disaster corps and a number of NGOs operate light aircraft. Some are specialized in this field like Aviation Sans Frontieres (ASF), and the Missionary Aviation Fellowship (MAF). If there is already such an operation in the country their advice should be sought.

Office organization

(See Annex 1 Checklist: section on Filing & Documentation and Communications & Transport).

Filing and documentation

77. A simple office communication system should be put in place immediately.

This can be implemented by, for example, pigeon holes (ideally one for each staff-member and one for each collaborating organization), white-boards and notice-boards. This will help to ease communication problems in the confusing early days of an emergency.

78. A suitable filing system and registry controls should be set up immediately on the opening of a new office. Annex 2 gives some guidance as to what might be required and how filing could be organized.

79. A rubber stamp to show date of receipt, file, action officer and remarks will be very useful. The practice of putting a chronological number on every outgoing communication is strongly recommended and will be particularly helpful in the confused early days. Everything should have copies on the chronological file in addition to a subject file.

80. As a precautionary measure, offices should have a shredder to destroy any unwanted documents or correspondence. In some countries waste paper is sold and used in markets for packaging, so care should be taken that discarded UNHCR documents are not used in this manner.

Communications

81. Communications needs are discussed in the communications chapter. A simple check-list for a new office is given below; the order will not necessarily be the priority.

- Identify the need for a telecommunications network as soon as possible (radio, e-mail, satellite, etc.).
- Obtain necessary permission from the authorities to operate the equipment with the assistance of the RTO (Retail Tagging Organization) or HQ Telecoms if necessary.

- Obtain immediate access to a telephone and fax and tell Headquarters (and neighbouring UNHCR offices as appropriate) the numbers and where they are located.
- Set up controls and registers for incoming and outgoing communications from the start.
- Establish a pouch system between the offices within the country of operation and Headquarters.
- Consider communications needs in selecting office premises.
- Obtain a PO box number and tell Headquarters (and local authorities, etc.) the number.
- Once the UNHCR telecommunications network is installed, inform government, UNHCR Headquarters, neighbouring UNHCR offices, diplomatic corps and others, and ensure correct listing in national telephone directories, in the local UN and diplomatic lists, and in the UNHCR directory.

Key references

Catalogue of Emergency Response Resources, October 2004.

Checklist for the Emergency Administrator, UNHCR Geneva, 1998 (and subsequent updates).

Most Frequently Purchased Items, UNHCR, Geneva, (updated annually).

NGO Directory, UNHCR Geneva, 1996 (and subsequent updates).

Office Equipment, IAPSO, Copenhagen, 1998 (and subsequent updates).

The UNHCR Manual, chapter 6 on Financial Management, (chapters on financial regulations and rules, especially those financial rules for voluntary funds that are administered by the High Commissioner).

Annex 1: Checklist for the Emergency Administrator

(Note: This checklist is regularly updated, the latest version is dated November 2006)

PREFACE

This checklist is intended as a practical tool for UNHCR staff when responding to emergencies and assigned to duty stations where there is no established UNHCR presence, or where the existing office needs to be strengthened as a result of new events.

There are 3 components:

- The **Checklist** itself which lists most activities requiring consideration when establishing a Branch, Sub or Field Office. Not all items will be relevant. The Administrative Officer together with the Head of Office will need to determine what action is to be taken. The list is not presented in an order of priority and it is therefore important to set your own priorities depending on the local circumstances. The list does not cover administrative procedures and actions required for the ongoing needs of the office, but concentrates on those related specifically to the establishment of an office. Each item is preceded by a box which you may tick off as action is taken.
- **Annexes**, which are primarily extracts from existing documentation. These have been included for ease of reference and are not substitutes for existing manuals and instructions of which the most important is the UNHCR Manual to which frequent reference should be made. Not all relevant UNHCR forms are included, as these are available in the Emergency Office Kit, or directly on request from Headquarters.
- A **computer disc (CD)** which contains the documents mentioned in the table of contents and formats for all forms or documents which are indicated by an (*) in the Checklist. These forms or documents can be copied and amended to suit local needs. (It is recommended that the original format is not amended directly.)

The importance of setting up effective administrative procedures from the outset cannot be over-stressed. They will have important consequences for effective administration throughout the operation.

ESTABLISHING AN OFFICE CHECK-LIST FOR THE EMERGENCY ADMINISTRATOR

	ACTION	ANNEXES
PREMISES		
<input type="checkbox"/>	1. Establish a UNHCR Cooperation Agreement if not already in place or consider its amendment if one already exists but circumstances have changed.	a. Model Agreement(*) b. Example Agreement c. UN Convention on Privileges & Immunities
<input type="checkbox"/>	2. Identify need for Sub/Field Office Operations	a. UNHCR Manual Chapter 2. Section 7.1-7.5.12-Field Office
<input type="checkbox"/>	3. Establishing an Office, Procedure. Identify Office Premises, negotiate lease and seek approval from Geneva. Closing an office, Procedure.	a. UNHCR Manual, Chapter 6 Section 9.1- 4 b. Standard lease (*) c. Note on Selecting Premises
<input type="checkbox"/>	4. Consider the use of UNHCR stickers and UN flags, posters and visibility material . Request more from HQ (PI section) if necessary.	a. UNHCR Logo/Flag, revision & guidelines, IOM/59/05-FOM/58/05, October 2005 b. List of stockpiled visibility material
<input type="checkbox"/>	5. Consider "Base Camp" requirements and need for Base Camp Manager, in situations where this is applicable.	a. Base camp manager profile
COMMUNICATIONS AND TRANSPORT		
<input type="checkbox"/>	6. Determine immediate needs for and set up communications : Telephone, E-Mail, fax, telex and/or radio and pouch. Complete communications questionnaire and send to HQs Attn. Telecommunications Unit.	a. Communications Info Kit including Communications Questionnaire b. Telecommunications inventory forms (*) c. Pouch Service Instructions
<input type="checkbox"/>	7. Establish telecommunications procedures . Train staff and advise of procedures.	a. IOM/97-FOM102/97-December 1997-Procedures for Requesting EDP and Telecom Equipment. - IOM/15-FOM/14/2004-March 2004, 2005 Budgeting Guidelines for IT & Telecom, Computer, Equipment. - Sitor/Pactor/Manual b. Voice procedures c. Codan user instructions (*) d. Handover letter for handsets(*) e. Handset user instructions (*) f. Radio room discipline (*) g. Communications procedures
<input type="checkbox"/>	8. Establish log for recording long distance phone calls giving particular attention to private phone calls.	a. FOM/008/91, Telephone communications and the keeping of a log/private use/official b. FOM 01/93(*), Private use of official telecom facilities c. Telephone log form (*)
<input type="checkbox"/>	9. Prepare forms for telex/fax messages.	a. Model format (*)
<input type="checkbox"/>	10. Establish communications log and chron files. Advise staff on addressing all communications procedures.	a. Radio message chron forms(*) b. IOM/009-FOM/009/2005—Budgeting guidelines for IT & Telecommunications(*)
<input type="checkbox"/>	11. Establish a regular system (shuttle) for transport of mail and personnel between sub office and branch office (if necessary).	a. Shuttle Passenger Manifest (*)
<input type="checkbox"/>	12. Determine Admin Vehicle needs : Landcruisers, Pick-ups, saloons and/or minibus.	a. Excerpts SFAS Handbook b. Excerpts IAPSU Catalogue

□	<p>13. Establish procedures for light vehicle use:</p> <ul style="list-style-type: none"> -Authority for UNHCR staff to drive official vehicles -Driver trip logs -Vehicle tracking system -Maintenance logs -Construct key box & ensure key security -Identify best means for vehicle servicing -Make arrangements for the purchase of duty-free petrol -Undertake driver education sessions 	<ul style="list-style-type: none"> a. Excerpt from UNHCR Manual b. Driver Log format (*) c. Vehicle Tracking format (*) d. Excerpt from ICRC Handbook e. Authority to drive official vehicles (*) f. Inventory record form g. Vehicle inspection check list h. Rules for drivers i. Vehicles in UNHCR operations j. Fuel receipt voucher (*) k. Mileage rates
PERSONNEL, STAFF CONDITIONS AND SECURITY		
□	<p>14. Establish staffing table with organigram and job descriptions. Send to HQs Attn. RCDPS, PCBS and Desk.</p> <p>Guidelines for the preparation of UNHCR job description, revised job description forms, record of post competency requirements.</p>	<p>* PAS.Area of Responsibilities.</p> <ul style="list-style-type: none"> a. Typical field office structures sample organigrams b. FOM/21/97, Revised Post Requirement/Creation c. IOM/30-FOM 28/2002 –Terms of Reference for the ORB with Associated Resource Allocation Procedures d. IOM/25-FOM/25/2003- Designation of UNHCR Country Office; Accreditation, Functional Titles and Reporting Lines; Negotiation and Signature of Agreements with Governments e. IOM/08-FOM/08/2004-Revised Job Description Form
□	<p>15. Identify sources for local staff recruitment. Prepare simplified Job Application Form for local staff. (P11 to be used only for candidates who are being seriously considered).</p>	<ul style="list-style-type: none"> a. Simplified job application form (*) b. P11 Personal History Form.

<input type="checkbox"/>	<p>16. Recruit essential and urgently required local staff. Set up local recruitment committee. Following selection, issue short term contract and arrange appropriate medical check.</p> <p>- Basic Recruitment Formalities During Emergency Phase.</p> <p>Competencies (RPCR)</p> <p>Revised Regulations on Appointments, Promotions and Postings Committee (APPC)</p> <p>Revision to the APB Rules of Procedures</p> <p>GENDER ISSUES</p> <p>Equal treatment of men and women; equality of men and women; gender balance; gender equality; sexual harrassment; women, permanent working group on; women, policy guidelines for the improvement of the status of women in UNHCR/Secretariat; women, special measures to improve the status of women in the Secretariat.</p> <p>Separation</p> <p>Abandonment of post, abolition of post, death in service, expiration of appointment, resignation, retirement/early retirement, summary dismissal, unsatisfactory service, voluntary separation (agreed).</p> <p>Pension Fund</p> <p>New Family Status Entitlement</p>	<ul style="list-style-type: none"> a. SAMM Chapter 4, Appointment and Promotion. Recruitment b. Forms, IOM/04-FOM/04/2002. January 2002.APPC b. Interview Notes& Report Forms(*) IOM/20-FOM/21/2000-Competency-Based Interviewing c. Recruitment tests for local Staff(*) d. IOM 75/2003-FOM75/2003, dated November 2003-Rules & Procedures, Guidelines of APPB. IOM02-FOM03/2000, PCRF e. IOM35-FOM37/, April 1999- Towards Gender Equity in UNHCR. f. SAMM – Chapter 9, Separation from Service g. IOM38-FOM36-2002-Disciplinary Proceedings and Measures h. IOM71-FOM67-2002-The Fast Track Model for the Deployment of Staff i. IOM37-FOM40-1996.Spouse Employment and Related matters. j. IOM26-FOM26-2004-Temporary Assistance lines in the context of the 2005 Annual Programme Review k. SAMI No.2004/5 New Procedures relating to the Release of Pension Fund Benefits upon separation from Service l. IOM24-FOM24-2004-Family Status for purpose of United Nations. Entitlements and ST/SGB/2004/13 dated 24 September 2004
<input type="checkbox"/>	<p>17. *Identify UN Examining Physician if necessary when no UNDP Office and inform DHRM (SASS) for medical services approval.</p> <p>* MIP Enrolment and accounting procedures</p> <p>Medical Examination and Clearance.</p> <p>* PAS1/2002/00851 of June 2002, see related topic in PAS1/2002/00820 dated 16 May 2002</p>	<ul style="list-style-type: none"> a. SAMM Chapter 4 , Section 4.2 (APPC Regulations) b. Staff Rule 104.16, IOM/85-FOM/83/2001, IOM/32-FOM/32 May 2003 Medical Evacuation in extreme emergencies, November 2001 c. SAMM Chapter 6,Section 6.7 .Medical Insurance d. IOM/50-FOM/51/99, Medical Clearance for mission and field staff e. IOM/FOM/43/95, Administration of the Medical Insurance Plan (MIP) by UNHCR Field Offices, June 1995 f. IOM/14-FOM/14/1999, January 1999, Increase in MIP reimbursement

□	<p>18. * Set up personnel files for all staff .</p> <p>* New induction and orientation process of all staff.</p> <p>* Disciplinary proceedings and measures for SMs.</p> <p>* The role of the Inspector's General Office on inspection, preliminary investigation and inquiries.</p> <p>* Constitution of the Rebuttal Board</p>	<p>a. SAMM Chapter 12, Section 12.4</p> <p>b. IOM/20-FOM/19/2002, May 2002, New Induction and Orientation Process for all Staff</p> <p>c. SAMM Chapter 10, Section 10.2 and</p> <p>d. IOM/37-FOM/35, May 2002- Inspector General's Office.</p> <p>e. IOM/56-FOM/52, Sept 2002- Rebuttal Board</p>
□	<p>19. Establish types of leave recording system –</p> <p>Annual leave,</p> <p>Family leave option</p> <p>Home leave</p> <p>Maternity/paternity leave</p> <p>Sabbatical leave programme</p> <p>Sick leave</p> <p>Special leave</p> <p>Special leave with full pay (SLWFP)</p> <p>Special leave without pay (SLWOP)</p>	<p>a. SAMM Chapter 5, Section 5.1.11</p> <p>Annual Leave,</p> <p>Commutation of Annual Leave</p> <p>b Leave and Attendance Records</p> <p>c. SAMM Chapter 5.1, Time, Attendance and Leave Recording, FOM/09/98, January 1998.</p> <p>d. IOM/08-FOM/10/98, February 1998, Introduction of a Family Leave Option.</p> <p>e. Staff Rule-105.2, Special leave, SLWOP</p>
□	<p>20. Establish working hours, overtime and DSA for local staff on mission in country in accordance with UNDP practice.</p> <p>ST/AI/2000/3 (staff rule 303.2) of 1 January 2004</p> <p>Overtime compensation for staff members in the Field Service category at established missions.</p>	<p>a. Staff Rule 101.4-101. Hours of Work and Official Holidays. SAMM Chapter 3, ST/ SGB/2004/3, 1 January 2004</p> <p>Overtime Compensatory Time Off, IOM/76-FOM/65/89, June 1989.</p> <p>b. IOM 61/-FOM/53/88, April 1988, salary advances, Local Staff, IOM/120-FOM 112/88, November 1988, Salary advances, Int. Staff</p> <p>SAMM Chapter 3, ST/ SGB/2004/3, January 2004</p> <p>Overtime Compensatory Time Off,</p> <p>c. Copy of Over Time Record Form.(*)</p> <p>d. ST/AI/2000/3, OT Compensation for staff members in the Field Service category established missions</p> <p>IOM/76-FOM/65/88, June 1989, CTO.</p>
□	<p>21. Establish local mission tracking system.</p>	<p>a. Mission recording format (*)</p> <p>b. Travel Claim Settlement. Calculation Form(*)</p>
□	<p>22. Send information on “Appendix B” for your duty station to Geneva re: special conditions for local staff of UNHCR Offices away from Headquarters</p>	<p>a. Format of appendix B - SAMM Chapter 1, procedure 1.5</p>
□	<p>23. Check that DSA appropriate for duty station and if considered to be inappropriate complete DSA Work-sheet if no UNDP Office and transmit to DHRM (SASS).</p> <p>System and rates established by ICSC for DSA and exchange rate.</p>	<p>a. SAMM Chapter 7, Section 7.1.6</p> <p>b. DSA Worksheet & guidelines, UN Exchange rates, DSA, ST/ AI/2003/9 dd January 7 2004. (Section 3 revision)</p> <p>c. IOM/09-FOM09/2004- System of DSA</p> <p>d. Travel Claim Settlement/Calculation format (*)</p>

<input type="checkbox"/>	24. If new duty station complete Classification of Duty Station questionnaire & send to HQs, Special Entitlements at Designated Duty Stations.	<ul style="list-style-type: none"> a. SAMM chapter 7, Section 7.11 Classification of Duty Station Questionnaire b. Guide to the Mobility and Hardship Scheme & ICSC Questionnaire c. IOM/012-FOM/012/2004-Special Operation Approach (SOLAR) dd 23/01/2004 d. IOM Special Operation Chad/Sudan/Darfur
<input type="checkbox"/>	25. Review the validity of the post adjustment and if considered inappropriate advise DHRM.	<ul style="list-style-type: none"> a. SAMM Chapter 3.5, SAMM Staff Rule 103.7 and ST/IC/2001/24 19 March 2001 Post adjustment classification for New York
<input type="checkbox"/>	26. Determine appropriateness of salary level of local staff and if inappropriate advise DHRM, Salary and Allowance of International Staff. Salary increments and related allowances. Hazard allowance for local staff - procedures, eligibility, calculations etc. Currency and modalities of payment of salaries and allowances.	<ul style="list-style-type: none"> a. SAMM, Chapter 3, Section 3.2 b. Excerpt from CCAQ GS Survey Manual – Salary Setting Principles c. SAMM Chapter 3: Salaries and Related Allowances, topic 3.7 - 3.8 d. SAMI0022 - Hazardous pay; see procedure under Chap.3, Section 3.23 e. IOM/36/2001-/FOM/34/2001, 30 April 2001, Currency and Modalities of Payment of Salaries and Allowances, & ST/AI/2001/1 dd 08/02/2001
<input type="checkbox"/>	27. Staff costs appendix D (1%) Fixed term appointments of short duration and consultants - 1% Contribution to Appendix D (2006) Revised Salary Scale for International and Field Service Category. Housing Maintenance Element (HOME) Mobility and Hardship Allowance - reduction of mobility element.	<ul style="list-style-type: none"> a. IOM/66-FOM68/2000, September 2000, FTA, Consultants – 1% Contribution to Appendix D and SAMMI No.2005/6 b. IOM/FOM/004, 19 January 2006 c. IOM/44-FOM/44/2005, 18 July 2005, HOME d. IOM/24-FOM/25 ,April 2000 - Mobility and Hardship Allowance
<input type="checkbox"/>	28. Negotiate discounts in local hotels and advise HQs. Ensure guaranteed room availability for mission staff.	<ul style="list-style-type: none"> a. Questionnaire on room and meal costs

<input type="checkbox"/>	<p>29. Consider security procedures and an appropriate evacuation plan. Standard Operating Procedures for Air Operations. Strengthening UNHCR emergency preparedness and response capacity and addressing security in refugee and returnee populated areas.</p> <p>Malicious Acts Insurance - the new restrictions on the Insurance Policy for 2006.</p> <p>Security measures: use of guards, travel precautions, clearance.</p> <p>MOSS</p>	<ul style="list-style-type: none"> a. Excerpts from UN Field Security Handbook b. IOM 47/92 on Field Security reporting c. FOM/81/97, October 1997, Identification Cards for Local and Contract Staff d. IOM/74-FOM/76 , October 2000, Standard Operation Procedures for Air Operation e. IOM/43-FOM/44 of June 2000, Strengthening, EPRS f. IOM/60-FOM/60/2006- 10 August 2006- Malicious Acts Insurance. g. UNHCR Manual Chapter 6. Section 3.10.1-11, Travel Precautions h. IOM/106-FOM 103/2001, December 2001, Resource Allocation for Staff Safety i. IOM/105-FOM 102/2001, Meeting Staffing Needs for Staff Safety j. IOM/17-FOM/17/2003- Mandatory Security Course k. IOM/23-FOM23/2004- Review of UNHCR's Security Policy & Implementation for Staff
<input type="checkbox"/>	<p>30. Collect personal data on international staff and request staff to complete inventory forms if warranted by security situation. Shipment of personal effects. Relocation of staff.</p>	<ul style="list-style-type: none"> a. Personal Data form b. Personal Effects Inventory form c. IOM /81-FOM83/2000-Guidelines on UNHCR Records & Personal Property d. IOM/06-FOM07/2000, January 2000-Add. 9 Shipment of Personal Effects and Household Goods e. IOM /84-FOM/82/2001,Add.01, Relocation Grant-Implementation Measures. SAMI 2004/2 & SAMI 2005/7
<input type="checkbox"/>	<p>31. Identify best means and procedures for MEDEVAC (medical evacuation) mode of transport, recognized place, DSA applicable, place of staff members choice, etc. MEDEVAC Table of contents</p>	<ul style="list-style-type: none"> a. Elements of a Medevac. Plan for a UNHCR Office and IOM/85-FOM/83/2001, November 2001, Guidelines for Medevac Plan , b. IOM/29/2002-FOM/27/2002, April 2002, "Payment of Subsistence allowance during medical evacuation" c. Staff Rule 107.1-107.2 (a)(vii), Medevac Travel of Staff Member &Family
<input type="checkbox"/>	<p>32. Special Operations Area: SOLAR Rates, Establish frequency and procedures for staff welfare missions through R and R policy; (Rest and Recuperation). Extra Regional Travel Hazard Pay</p>	<ul style="list-style-type: none"> a. IOM/60-FOM/57/2001, June 2001, Ad Hoc DSA b. IOM/10-FOM/10/2006, 31 January 2006, R & R Policy c. IOM/35-FOM/38/1998, November 1998, Extra-Regional Travel against HQS's ABOD d. SAMI 2004/6, 26 May 2004

<input type="checkbox"/>	<p>33. Review the living and working conditions, report to Headquarters and request field kits, personal travel kits and staff accommodation as appropriate.</p> <p>Administration of rental deduction by Field Offices</p> <p>Residential security measures and reimbursements procedures for International staff members</p>	<ul style="list-style-type: none"> a. Structure of living and working conditions report (*) b. Example of Emergency Operation Living conditions paper c. Catalogue of Emergency Response Resources (field kits, travel kits, staff accommodation) - 2002 d. IOM/68-FOM/70/95, October 1995, Accommodation Provided by UNHCR & IOM/61-FOM/68/1997, August 1997, Delegation of the Administration of Rental Deductions. SAMI 2005/8 17 August 2005. IOM/02-FOM/02/2003-dd 02/01/2003- Discontinuation of the Fund for International Field Staff Housing & Basic Amenities e. IOM/103-FOM/100/2001, December 2001, Residential Security Measures f. UNHCR Manual, Chapter 6- Section 3.8, Staff Residences
<input type="checkbox"/>	<p>34. Design and begin training and coaching programs in office procedures for local administrative staff. *Guidelines on the implementation of staff development activities for Field Offices, and budget allocation.</p>	<ul style="list-style-type: none"> a. Excerpts from UNHCR Training Module b. Notes on Coaching Skills c. Using Interpreters (*) d. Language Training (*) & Guidelines on Language Training For Field Offices. e. IOM/07-FOM/07/2002- January 2002, Guidelines on the Implementation of Staff Development Activities for Field Offices and Budget Allocation f. IOM/54-FOM/61/1997- Establishment of the Career Management System and the Performance Appraisal Report g. IOM/31-FOM/32/2000- Revitalising the Career Management System-Revised Performance Appraisal Report h. IOM/61-FOM/62/2000-Establishment of the Rebuttal Board i. IOM/3-FOM/3/2004- External Studies in UNHCR j. IOM/1-FOM/1/2004-Guidelines on the Implementation of Staff Development Activities for Field Offices and Budget Allocations

FINANCE, EQUIPMENT AND SUPPLIES

□	<p>35. Survey local banks. Propose bank signatories and imprest level and request HQ to open bank account.</p> <ul style="list-style-type: none"> - Propose ceiling and request approval for petty cash account. - UNHCR Delegation of Financial Signing Authority including policy documents and relevant Annexes. - Opening and closing of bank account - Cash safe keeping measures 	<ul style="list-style-type: none"> a. UNHCR Manual Chapter 6. Opening a Bank Account. b. IOM/64-FOM/65/2000, September 2000, Designation of Bank Signatories. - Questionnaire to Setting Bank Account Required by HQS. c. Standard Format for Cash Replenishment Request(*) d. IOM/67-FOM/69/2000, October 9, 2000, UNHCR Delegation of Financial Signing Authority & IOM/67/Add.1- FOM/ 69/2000 Add.1 of 19 December 2000, UNHCR Financial Signing Authority e. UNHCR Manual Chapter 6, Section 4.1-10, Opening and Closing of Bank
□	<p>36. FINANCE: ADMIN./PROJECT UNHCR Account Codes for 2006</p> <p>Budget structure and codes</p> <ul style="list-style-type: none"> - Establish accounts procedures. - Record keeping of monthly account files. - Internal control, audit, 	<ul style="list-style-type: none"> a. Allotment account codes for 2003, MSRP account codes (programme delivery and programme/administrative support) b. Budget Structures and Codes/ Project. Chapter 4. Annex 8.2 c. Format for Manual Payment Voucher/Mini.PV d. FOM/ 68/1999, August 1999, Recordkeeping of Monthly Account Files e. Audit Chapter 6 - Section 5.2-5.13 Self-Evaluation Checklists
□	<p>37. Request emergency allotment advice if not already received & finalize administrative budget request to HQs on ABPS.</p> <p>Budget preparation and control.</p> <p>Internal control, audit.</p> <p>Parameters and further procedures for submission and review of COP and HQ Plans. Preparation and process for the programme review of COP and Headquarters plans.</p> <ul style="list-style-type: none"> - ORB procedures. 	<ul style="list-style-type: none"> a. Copy of Emergency Allotment Advice b. Excerpt of Operating Instructions of ABPS d. IOM/116-FOM/120/94, December 1994, Field Office Admin Budget Procedures f. Chapter 6, Sec.4.6 , 4.10-Budget Preparation and Control g. IOM/53-FOM/53/2005, 14 October 2005, Detailed Project Submissions for 2006 h. IOM/09-FOM/10/2002, January 16, 2002- Project Planning in UNHCR i. IOM/16-FOM/15/2002, February 2002, COP at HQS j. IOM/27/2002- March 2002, Programme Review at HQS & IOM/44/2002, July 2002-Annual Programme Budget Review k. IOM/30-FOM/28/2002, May 2002- Terms of reference for the ORB and Associated Resource Allocation Procedures l. IOM/16-FOM/16-2004- Accepting of Additional Contribution for Unbudgeted Activities

<input type="checkbox"/>	38. Purchase and inventories non-expendable property, particularly furniture, vehicles and equipment and decide which to be charged to admin allotment and to project expenditure (if any).	<ul style="list-style-type: none"> a. UNHCR Manual Chapter 4, Asset Management/Non-Expendable Property. b. GS.45 Forms c. IOM/32-FOM/32/1999, March 1999, Asset Management Boards d. IOM/34-FOM/35/2000, May 2000, Implementation of the Asset Reporting and Tracking Programme-Asset Trak e. IOM/52/2001-FOM/49/2001, July 2001, - Transfer of the Asset Management Unit to the Supply and Transport Section and the Release of new AssetTrak version 5.37 f. IOM/7-FOM/7 /2004 Cost of inspection and insurance of goods procured by the Supply Management Service
	Inventory	
<input type="checkbox"/>	39. Check stocks of stationery and supplies , sort forms into manila folders & order stationery and forms required from Geneva.	a. Chapter 6 Section 6.8- Supplies and Materials. Forms
<input type="checkbox"/>	40. Investigate the possibility of the local printing of stationery. If possible and the cost is reasonable, request permission to do so from HQs. Proceed only once address, telephone number, etc. known and not likely to change.	a. Survey Local Market, Self-Assessment. Price Comparison (Ref. Procurement Procedures)
<input type="checkbox"/>	41. IT, (Telecommunications Facilities ,EDP), equipment and needs and recommend improvements/request additional equipment. If necessary request services of ICSS consultant to assess optimum admin (and programme) needs.	<ul style="list-style-type: none"> a. Refer Section 6,7 and 8 b. IOM/15-FOM/15/2004- Budgeting Guidelines for IT and Telecommunications Support, Computers and Telecommunications Equipment
FILING AND DOCUMENTATION		
<input type="checkbox"/>	42. Advise BO or HQs which newspapers and periodicals to be sent on a regular basis.	(This is part of field office budgeting (ABPS) but worthwhile arranging separately
<input type="checkbox"/>	43. Set up Master file list , chron files and document registration system.	<ul style="list-style-type: none"> a. Filing principles b. Standard file list (*) c. Chron Register Format (*) d. IOM/72-FOM/72/1999, August 1999, Introducing Records Schedules & IOM/72-FOM/72/2001, August 2001, Records Schedule IOM/59-FOM/56/2001, June 2001, Records Schedules IOM/65-FOM/66/2000,- Records Schedule 8
<input type="checkbox"/>	44. Set up distribution system with central location of trays. Consider local construction of pigeon holes. Establish document circulation system.	<ul style="list-style-type: none"> a. Example Action Sheet (*) b. Example Circulation Slip(*)

Annex 2: Suggested field filing system

1. A file list should be established immediately on the opening of a new office. It should be done in such a way that it can expand and contract to take account of new situations. One must achieve the correct balance between being too specific and too general.

2. Three types of files should always bear a standard format reference or symbol whether maintained at Headquarters or in the Field: personnel (PER/IND) files, individual case (IC) files and project files. The latter symbol is always allocated by Headquarters. A personnel file bears the file reference PER/IND FAMILY NAME, given names, e.g. PER/IND SMITH, Ms Jane Marie. An individual case file bears IC FAMILY NAME, given names RUR (country of residence)/RUR (country of origin) e.g. IC SMITH, Ms Jane Marie RUR/RUR. A project file bears year/source of fund/country of operation/assistance type/project number, e.g. 98/EF/RUR/EM/140.

3. An indication of subject files which might be required is given below. The number designates a subject not a file. Accordingly, files may comprise two or more file numbers.

Do not make subsequent perusal difficult by filing items out of sequence.

4. Security should be considered when filing documents, in paper and/or electronic form. Files which should be destroyed in the event of evacuation of the office should be marked in advance. These should include individual case files and personnel files.

Suggested file list

1. General & external affairs

- 100 UNHCR structure/mandate & gen. info.
- 101 Executive Committee
- 102 IOM/FOMs

- 110 Relations with (host) Government
- 111 Relations with local Consulates
- 112 Inter-Agency meetings
- 113 NGOs (general & alphabetical by agency)
- 114 UN Agencies (general & alphabetical by agency)
- 115 Inter-Governmental Organizations (general & alphabetical by agency)

- 120 Reports from the field
- 121 Situation Reports (SITREPS)
- 122 Camp profiles

- 130 Missions to the office (UNHCR & alphabetical)
- 131 Missions by office staff (alphabetical)
- 132 Visitors to the office (non-UNHCR & chronological)

- 133 Public information activities & media relations
- 134 Press releases & press clippings
- 135 Conferences and special events

- 140 Training/seminars/workshops

- 150 Fund raising/contributions

2. Protection

- 200 Protection general – UNHCR
- 201 Human rights/country of origin info. (RUR – alphabetical)

- 210 Protection (host country)
- 211 Detention
- 212 Determination
- 213 Tracing
- 214 Family reunion
- 215 Physical security of refugees
- 216 Registration

3. Operations & assistance

- 300 Field operations general
- 301 Field operations (by site/camp)

- 310 Programme general (UNHCR) including FOBS
- 311 Assistance programme general (host country)
- 312 Emergency management
- 313 Technical support
- 314 Procurement

- 320 Food/nutrition
- 321 Health
- 322 Water & sanitation
- 323 Site planning & shelter
- 324 Non-food items & domestic supplies
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Introduction

1. In emergency operations, proper telecommunications will greatly increase the overall control, coordination, and effectiveness. The establishment of information systems and telecommunications links between field offices, emergency managers, implementing partners, logistics/transport staff, and technical experts will significantly enhance the capacity of the international relief system response. Effective communications require appropriate equipment, infrastructure, and good management.

Communications management

2. With improved means of communications, even from very remote locations, the proper management of communications has assumed great importance. The structure and flow of communications should reflect that of the management of the operation, with communications being channelled in a properly structured manner.

At each level reports and information received should be analysed and consolidated before being passed to the next level.

Raw information should not be routinely transmitted simultaneously through several levels of the management structure by copying reports widely, in addition to directing them to the person responsible for action. Distribution of information should be restricted to those who need it for the exercise of their functions and communications traffic in general should be restricted to that which is necessary.

3. Originators of communications should always ask themselves what the purpose of the message is, who will be receiving it, and whether the information contained is sufficient and appropriate for the purpose.

4. Under the pressures of an emergency there is sometimes a tendency to exchange incomplete information. If the information is insufficient for the purpose of the message, and if the matter cannot wait, then acknowledgement of gaps may save time and trouble. For example, “further information being obtained but meanwhile please react on points...”

5. The most appropriate means of transmission for the message should be considered in view of cost, urgency and bulk. For example, avoid using the telephone or fax when the message could be passed by electronic mail (email). Similarly, large amounts of data, unless very urgent, should be sent via pouch or mail rather than by email.

6. Using or developing standard forms can assist communications management, as they can act as a checklist for information usually transmitted in that form of communication (sitreps are an obvious example – see the annex to chapter 8 on implementing arrangements.)

7. An effective referencing system must be used – this is a major factor in ensuring good communications. Correct numbering and/or referencing will greatly help identify earlier communications. It will also provide a means to systematically track actions required and help maintain orderly and disciplined communication. See chapter 20 on administration for more information on a filing system. Annex 2 describes the official UNHCR message identification system which is used by the Telecommunications Unit.

Use separate messages for clearly separate subjects.

8. The immediate requirement for communications may be satisfied by telephone, email and fax. However, regular pouch, courier or mail services should be established as soon as possible. A checklist for communication needs, which should be considered when setting up an office, is

contained in chapter 20 on administration. In addition, the Checklist for the Emergency Administrator contains guidance, forms and information for setting up different types of communications.

Telecommunications

Telecommunications staffing

9. Effective telecommunications requires staff and equipment dedicated to that task. When planning telecommunications requirements, Emergency Preparedness and Response Section (EPRS), the Regional Telecommunications Officer and the Telecommunications Unit at Headquarters should be involved as early as possible. These can help to identify experienced UNHCR telecommunications staff that could be deployed to the operation. Emergency staff can include telecoms technicians, operators and officers from UNHCR's standby arrangements. If necessary these resources can be used to supplement UNHCR Telecom staff.

Telecommunications infrastructure

10. The existing telecommunications infrastructure of the country may not support UNHCR's requirements, because the infrastructure may be either inadequate or damaged. Certain security situations can also result in the telecommunications facilities being closed down or drastically reduced (in which case cellular telephone networks would also be unavailable).

Types of telecommunications

11. The following are the principal means of telecommunication currently available for use by UNHCR:

- i. **Telephone.** Telephones can be connected through standard landlines or cellular networks for communications within the country, and through international or satellite connections (VSAT, INMARSAT, Thuraya, Iridium, etc.) for communications with other countries.
- ii. **Fax.** Facsimile (fax) operates over standard telephone lines, or satellite (VSAT, INMARSAT) connections. Fax facilities are available to and from most countries, however it is more expensive and less easily relayed than email.
- iii. **Email.** Email also operates over standard telephone lines or satellite connections. In the initial phase of an operation, email can be obtained through portable satellite data terminals, or using local phone lines if available, and later the SITA network or VSAT satellite system can be used if there is a suitable connection point.
- iv. **Radio.** Radio is mostly used for voice communication. Installation by qualified technicians is required. In an emergency it is almost always necessary to set up radio networks to ensure communications between UNHCR offices and between UNHCR and other agencies. The radio network will also provide an emergency back-up for communications with Headquarters in the event of landline communications being cut. Mobile radios (handheld or installed in vehicles) enable staff in the immediate region to maintain contact with one another and with the office.
- v. **Transportable satellite services terminals.** From Thuraya to Iridium, Inmarsat mini M or Bgan, a wide variety of transportable satellite services terminals can be deployed in emergencies depending on the coverage area and the service required to fulfill the operation needs.
- vi. **VSAT (or Very Small Aperture Terminal –** a slight misnomer as the smallest dish size is 1.8-2.4 metres in diameter). VSAT provide a wide range of services in a private dedicated network. Telephone, fax, electronic data services the Internet and email communication services can all be provided using this type

of equipment. Installing VSAT is a substantial technical and financial undertaking and an analysis of the site and network required to support the operation must be carried out by qualified technicians.

UNHCR telecommunications network

Field preparations

12. The need for a UNHCR telecommunications network should be discussed at the highest appropriate level in the concerned ministry dealing with UNHCR matters (for example, the Ministry of Home Affairs). The advice of the technically competent authorities should be sought (for example the Ministry of Communications or post and telecommunications service). Note that Section IX of the Convention on the Privileges and Immunities of the United Nations provides that “the UN should enjoy for its official communications, treatment not less favourable than that accorded to diplomatic missions in the country”.

13. Contact EPRS, the Telecommunications Unit at Headquarters or the Regional Telecommunications Officer as soon as the need for a telecommunications network is known. Give the proposed number and location of offices, and distances between them, so they can advise on the type of equipment needed. Permission to operate a radio station and frequency clearance must be obtained – in most countries there is a standard government application form.

14. In most cases HF and VHF frequency licences or permissions to operate have already been granted to the United Nations Development Programme (UNDP) and/or other UN organizations. The Telecommunications Unit or the Regional Telecommunications Officer will assist you in completing the government application form.

15. It is also necessary to obtain permission to operate satellite communications

installations. The competent authority will need to know specific information about operating frequencies and characteristics of the equipment. This information can again be obtained through the Regional Telecommunications Officer or the Telecommunications Unit at Headquarters.

16. As telecommunications are often regarded with suspicion, especially with systems outside the control of the state such as satellite phones and VSAT, contact your Regional Telecoms Officer to seek for advice on licensing before negotiating any specific agreement with the host country which could have technical or financial implications to UNHCR or our implementing partners in the operation.

Office accommodation

17. The physical requirements for telecommunications equipment should be kept in mind when choosing office accommodation (see chapter 23 on administration). For example, a radio antenna will require space either on the roof of the building or in an open area at ground level, and a room for the operating equipment very close to the antenna. For optimum results, the cable connecting the radio equipment with its antenna should be as short as possible, and not more than 50 metres.

18. Satellite equipment installations and VSAT in particular, require a clear and uninterrupted view towards the horizon in the direction of the equator (i.e. towards the southern horizon in the northern hemisphere, and towards the northern horizon in the southern hemisphere). The angle of elevation of the satellite terminal antenna above the horizon will depend on the latitude of the office; the highest angle to aim to a geo stationary satellite would be on the equator.

19. In the case of a VSAT installed on a building (on a flat roof for example), the building must be strong enough to bear the weight. If it is installed at ground

floor level, there should be enough space around it for a safety margin (4 m radius) to avoid the possibility of anyone coming too close to the transmitting antenna.

Radio equipment

20. There are two types of radio equipment generally used by UNHCR in field operations for voice and data transmission: high frequency (HF) and very high frequency (VHF) radio. Generally, HF communications are used for longer distances than VHF. The distance over which VHF is effective can be greatly extended by the installation of repeaters. VHF and HF radio would therefore be installed in the offices and in vehicles as appropriate; depending on the distance from base the vehicle is expected to travel.

High frequency (HF) radio networks

21. It is essential in remote areas to place a high priority on reliable long-distance communications. As well as helping to avert personal disaster, effective communications can save you time where breakdowns might occur.

22. HF communications are free of charge. The units can be used for medium and long range voice communication and are easy to operate when using radios with selective calling such as the units used by UNHCR. These equipments are fairly expensive to purchase and require a proper antenna system, a technician to install them and some training to operate properly but a contact with another station within in UNHCR network is virtually assured.

HF frequencies and propagation

23. When HF radio waves are generated by the transceiver there are two components:

The ground wave, which travels directly from the transmitting antenna to the receiving antenna following the contours of the earth and the sky wave, which travels

upward and at an angle from the antenna, until it reaches the ionosphere and is refracted back down to earth, to the receiving antenna.

- Ground wave is used to communicate over shorter distances usually less than 50 km. Because ground wave follows the contours of the earth, it is affected by the type of terrain it passes over. Ground wave is rapidly reduced in level when it passes over heavily forested areas or mountainous terrain.
- Sky wave is used to communicate reliably over medium to long distances up to 3,000 km. Whilst the nature of sky wave propagation means it is not affected by the type of terrain as in ground waves it is affected by factors involving the ionosphere.

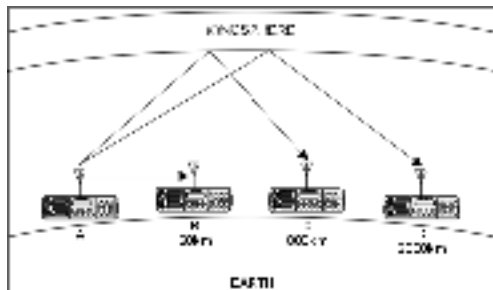
24. During the course of the day, the sky wave is significantly affected by the height of the ionosphere above the ground. When the sun is higher the ionosphere will be higher and the best frequency to use for long distance communication will be higher. At night, the sun being lower on the horizon, the best frequency to use for the same distance will be lower.

25. The following illustrations show the characteristics of ground wave and sky wave propagation during day and night time. In each illustration the height of the ionosphere above the ground is shown. In both illustrations Station A communicates with Stations B, C and D. Propagation from Station A to B is by ground wave. The diagrams illustrate that the ground wave is not affected by the time of day and the height of the ionosphere above the ground. Propagation from Station A to C and D, is by sky wave and the diagrams illustrate the sky wave is significantly affected by the time of day and the height of the ionosphere above the ground.

26. Under each diagram there are recommended working frequencies listed which will also vary according to the time of year

and other factors and are intended only as a guide.

Day:



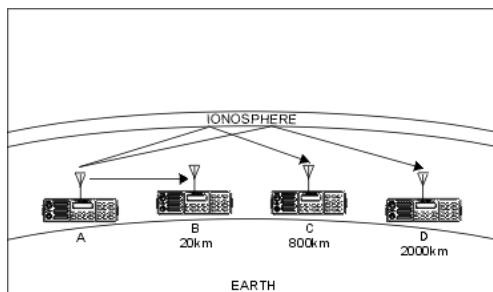
The sun is higher, the best frequency to use is higher

A to B - Possible optimum working frequency is 3 MHz

A to C - Possible optimum working frequency is between 7 - 9 MHz

A to D - Possible optimum working frequency is between 13-16 MHz

Night:



The sun is lower, best frequency to use is lower

A to B - Possible optimum working frequency is 3 MHz

A to C - Possible optimum working frequency is between 5 - 7 MHz

A to D - Possible optimum working frequency is between 9 -12 MHz

Certain weather conditions and man-made electrical interference may cause a continuous or intermittent increase in the level of background noise and may affect the success of your communications via HF.

HF systems configuration and installation:

27. The way your system is configured, the choice of antenna system, the power supply used and the quality of the installation are extremely important and will affect the success of your HF communications.

28. In order to allow interconnection with implementing partners and sister agencies, the UNHCR HF radio network is in most operations, integrated in a UN common system HF network. A standardized selective call system defines 2 digits of the SelCall for the alphabetical sequence for the letter of the agency followed by a sequential number for the bases within the same radio network.

The SelCall (selective calling) system is a digital means of calling and station identification. This feature is installed as standard on all UNHCR HF radios. SelCall enables direct and positive contact on calling frequencies with any station maintaining a SelCall watch.

29. Regional Telecoms Officers and their technicians performing UNHCR HF systems installations have already established a frequency plan and a channel selection guide for the area of operation. Please contact them for advice.

Very high frequency (VHF) radio networks

30. VHF covers the spectrum ranging from between 30 to 300 MHz. Equipments in this band of frequency are used to ensure local/regional communications in our operations. An efficient coordination tool with our implementing partners and sister agencies, VHF is also an essential component of UNHCR staff security

VHF communications operation

31. There are two possibilities for VHF networks. The simplest, called "simplex network" uses a single frequency and has a limited range based on direct wave

transmission. The more complex called alternate semi duplex system involves the use of a repeater. In difficult areas like cities, mountainous areas or deep forest, but also for handheld to handheld, in order to increase the coverage the use of a repeater is essential.

32. Repeaters are automatic transmitters/receivers that provide a greater transmission and reception range. In effect, the two parties talking are not receiving direct signals, but signals linked through the repeater. Generally these units will be installed as high as possible, for example on a high building, on a mast or tower, or mountain to give the best coverage.

33. A unified VHF system such as our usual operations radio networks will contain both simplex and repeater channels. A user is then able to determine which channel was most applicable to use based on the distance they were from the other party.

VHF frequencies and propagation

34. VHF waves travel in what is known as direct wave. Direct waves propagate the distance that one can see (line of sight), typically with a range of up to 20 Km, depending on the topography of the area.

35. The range of a VHF network is heavily dependent on the height of the antennas. Variations in elevation and geographical features will affect the range. In planning a VHF network to have good coverage close attention must be paid to the geographical features of the area required to be covered.

36. Once again, Regional Telecoms Officers and their technicians performing UNHCR VHF systems installations have probably already established a frequency plan for the area of operation. Do not hesitate to contact them for advice.

Radio call-signs

37. Each radio installation will have its own unique call-sign. The office installation is known as the “Base” station, the vehicle installations are “Mobiles”. It is useful to have a formal naming convention for the call-signs, in order to provide a logical reference. For example, one letter can be used to signify the country of operation, one letter to signify the location, followed by one letter for the agency concerned. Remaining letters and figures may be added to provide additional clarity, if the number of users on the network is particularly high. (The country letter is normally omitted, unless cross-border operations are taking place).

38. For example, a UNHCR office installation in **Ruritania**, **Townville** would be **(R) T R Base**, shortened to **T R Base**. A vehicle installation for the same office would be **(R) T R Mobile 1** (**T R Mobile 2**, etc.).

39. The phonetic alphabet (**see Annex 3**) is used so that the call signs can be more readily understood over the radio, thus the above example becomes **Romeo Tango Romeo Base** (shortened to **Tango Romeo Base**), or **Romeo Tango Romeo Mobile One**. Call-signs for individuals using handheld radios will normally follow the struc-

Maximum indicative distances using VHF:

	Hand held 5W, 20 cm antenna	Hand held 5W, Car antenna	Mobile 40W, Car antenna	Base 40W, Base antenna
Hand held 5W, 20 cm antenna	3 Km	5 Km	10 Km	20 Km
Hand held 5W, Car antenna		15 Km	15 Km	30 Km
Mobile 40W, Car antenna			40 Km	60 Km
Base 40W, Base antenna				100 Km

ture, for example (for UNHCR Townville, Ruritania):

- T R 1 Representative
 (“Tango Romeo One”)
T R 1 1 Deputy Representative
T R 1 2 other staff member in
 Representative’s office
- T R 2 Senior Administrative Officer
T R 2 1 Administrative Assistant
T R 2 2 other administrative staff
 member
- T R 3 Senior Logistics Officer
T R 3 1 Logistics Assistant

Standard 1st digit call number system:

Fixed:

- 1 = Management and miscellaneous
 senior staff
2 = Finance and administration
5 = Security
8 = ICT / Technical Services

Recommended:

- 3 = Logistics
4 = Programme
6 = Agency defined
7 = Drivers / Transport
9 = Visitors

40. Dedicated numbering prefixes should only be used for departments or user groups large enough to justify a dedicated prefix. For further information regarding call-signs, refer to the Regional Telecoms Officer in charge of the operation area.

Field–Headquarters telecommunications

41. Email allows the field to communicate directly with individuals at Headquarters and at field offices where a Local Area Network (LAN) Email Post Office is installed. However, email messages sent directly to individual staff email addresses may not be read and acted upon immediately if the staff member is unexpectedly

absent. It is better, therefore, to address messages that require immediate attention to a generic email address, these are addresses with the form HQxxnn, where xx are letters indicating the organizational unit and nn are digits denoting a subunit, e.g. HQAF04 is the generic email address of Desk 4 of the Africa Bureau. Urgent messages may be copied to the Telecommunications Service Desk at Headquarters, who will alert the relevant Desk Officer, or Duty Officer, as appropriate.

Data security in UNHCR operations

42. Virus and hacker attacks, identity theft, destruction of data, leak of information or simply lost data on your workstation... Data security is essential within an office. Simple practices will help you to protect the refugees, your colleagues and the organization:

- As much as possible close your lockers, cabinets, drawers and door when leaving the office.
- Ensure that computers are switched off when unused.
- Make regular backups and store them in a separate and safe location. If the area is unsafe think about which documents or files will be needed in case of evacuation.
- Ensure your workstation has an updated anti-virus software.

43. The Internet creates many threats to our personal privacy. Your cyberspace online activity may lead to significant privacy risks.

- Expect little to no privacy unless explicit protection measures are employed.
- Assume that your online communications are not private.
- Be aware that applications may retain passwords for subsequent reuse. (This is important to remember for libraries, Internet cafes, etc.).

Privacy and security for email

44. Drafting a document on a sensitive refugee case? Need to share it with colleagues away from the office? Unless action is taken, documents transmitted over the Internet are in “clear text,” meaning readily readable.

- Messages sent using and within the UNHCR email system, including correspondence with Field Offices whose addresses appear in the Address Book, may be assumed to be secure.
- Under no circumstances use free web based mail services for UNHCR official correspondence. If you can get access to a web based service you can get access to the official and secured UNHCR GroupWise internal email service.
- Do not include in a message transmitted via the Internet any information you would not put on a postcard.

Photocopying and printing

45. Email and document security within UNHCR offices is often jeopardized by printing and photocopies.

- Restrict the number of copies to the strict minimum
- Collect immediately your documents at the printer
- Use a document shredder to destroy restricted documents

Security and passwords

46. Deciphering passwords is one of the most commonly used methods for hackers

to gain unauthorized access to information systems. With a user name and password in hand, intruders can masquerade as you. Carefully follow UNHCR official guidelines in protecting your security passwords.

Emergency response kits

47. UNHCR EPRS unit maintains a stockpile of IT and telecommunications equipment for rapid deployment to emergencies. The equipment will provide emergency response staff with immediate communication links from even the most remote locations.

For detailed information on these kits please refer to the Emergency Catalogue.

Global Service Desk – operating hours

48. Should you need technical assistance for IT or telecommunications related questions, the Global Service Desk at Headquarters is staffed between the following local Geneva times:

Operating hours: Monday - Friday,
0800 - 1800 Geneva local time, except
UN official holidays in Switzerland
(subject to modification)

Global Service Desk email address:
GlobalSD@unhcr.org

Global Service Desk telephone number:
+41 22 739-8888

49. Swiss time is one hour ahead of GMT in winter and two hours ahead in summer. Arrangements can be made to extend these working hours, as necessary, in emergencies.

Annex 1: Common communications equipment and terminology

Common name or acronym	Full name	Description and use
SATCOM	Satellite Communications	Generic term for any satellite communications system.
INMARSAT	International Maritime Satellite Organization	Inmarsat is a Global satellite service provider offering a wide range of services from mobile beacons to high speed data services.
Mini-M	Refers specifically to INMARSAT Mini M service voice terminal.	Small laptop sized satellite telephone terminal mostly used for voice communication. These units are widely used in UNHCR.
BGan / RBgan	Refers to specific INMARSAT BGan /RBGan services data modem terminals.	Small laptop sized satellite Telephone terminal mostly used for data /high speed data communication. These units are widely used in UNHCR.
Thuraya	Satellite system	Combined Satellite/GSM phone with regional coverage using one geo stationary satellite service provider.
VSAT	Very Small Aperture Terminal	Satellite system which allows multiple lines of telephone, fax and data to be transmitted via a selected geo stationary satellite.
GroupWise	Novell GroupWise Mail	Standard UNHCR email application.
SITA	Société Internationale des Télécommunications Aéronautiques	An organization providing a global data communications network, mainly airlines but also non-airline customers like UNHCR.
HF	High Frequency	Range of frequency (HF : 3 to 30 MHz) used for long distance radio communication.
VHF	Very High Frequency	Range of frequencies (VHF : 30 to 300 MHz) used for short distance radio communications. VHF is used in most of UNHCR operations.
UHF	Ultra High Frequency (Higher than VHF)	Range of frequencies (UHF : 300 to 900 MHz) used for short distance radio communications.
Repeater	Repeater	Equipment used to extend the range of VHF short distance radio communications devices to a range of 20 to 80 km, depending on the topography.
Handset	Radio Handset Terminal	Handheld VHF or UHF radio transceiver.

Annex 2: Message identification

The following instructions are for telecommunications operators who need to keep a formal log of all messages received and transmitted (including email, fax and PACTOR). The principles are that in each case “HCR” must appear in the prefix and whatever the type and means of communication, each message must bear one number unique to that transmission for each addressee.

Components of the message identity are:

- Message from Headquarters to the Field: HCR/aaaaa/9999
- Message from the Field to Headquarters: aaaaa/HCR/9999 where aaaaa is the official UNHCR location (Duty Station) code of the Field Office concerned and 9999 is a four figure sequential number starting at 0001 on the 1st of January each year.
- Between field offices: aaaaa/bbbbb/HCR/9999 where aaaaa is the five letter location code for the sending field office and bbbbb is the five letter location code for the addressee, and 9999 = four figure sequential number, starting at 0001 on the 1st of January each year.
- To non-UNHCR addressees: aaaaa/MSA/HCR/9999

There are two categories of four figure sequential numbers which may be used:

Category A is used for communications between Headquarters and field offices and between field offices with a considerable message exchange. The number used would be the next in the series for communications that year between the originator and addressee.

Category B is for UNHCR addressees who do not fall into Category A and for non-UNHCR addressees. If there are many such messages, two series may be used: UNHCR and non-UNHCR. All series or sequences restart at 0001 on the 1st of January.

Examples

Category A messages:

HCR/ANGLU/0123 means the 123rd message from Headquarters to Luanda, Angola this year.

ANGLU/HCR/0210 means the 210th message from Luanda, Angola to Headquarters this year.

ANGLU/RSAPR/HCR/0097 means the 97th message from Luanda to Pretoria, South Africa this year (where Luanda and Pretoria use sequential numbering).

Category B messages:

ANGLU/SENDA/HCR/0024 means a message from Luanda to Dakar, Senegal, and which is the 24th Category B message this year from ANGLU (where Luanda and Dakar do not use sequential numbering).

If there is more than one addressee, a separate message identity must be used for each. If the message is being sent to some addressees for information only, this should be indicated in brackets after the respective message identity. For example messages from Luanda to Headquarters for action, copied to Dakar for information, would bear the following:

ANGLU/HCR/0124

ANGLU/SENDA/HCR/0024

(SENDA for info)

In order that the system can work effectively any missing sequential number in Category A must be reported to the other category A addressee as soon as possible, and the last number of the year (or of a series) must be reported to each category A addressee. If a category A number is duplicated by mistake, correct this by allocating the next available number and reporting this number to the addressee by a service (SVC) message. Note that the SVC message itself should also be numbered.

Indicate the date or subject to avoid any danger of confusion.

Annex 3: Phonetic alphabet

Letter	Phonetic Equivalent		Numeral	Spoken as
A	Alpha	1	0	Zero
B	Bravo	2	1	Wun
C	Charlie	3	2	Too
D	Delta	4	3	Thur-ree
E	Echo	5	4	Fo-wer
F	Foxtrot	6	5	Fife
G	Golf	7	6	Six
H	Hotel	8	7	Seven
I	India	9	8	Ate
J	Juliet	10	9	Niner
K	Kilo	11	<div>In general, numbers are transmitted digit by digit except that exact multiples of hundreds and thousands are sent as such.</div> <div>Example:</div>	
L	Lima	12		
M	Mike	13		
N	November	14		
O	Oscar	15		
P	Papa	16		
Q	Quebec	17		
R	Romeo	18		
S	Sierra	19		
T	Tango	20		
U	Uniform	21	12	Twelve
V	Victor	22	44	Fo-wer Fow-er
W	Whiskey	23	90	Niner zero
X	X-Ray	24	136	Wun thuh-ree six
Y	Yankee	25	500	Fife hundred
Z	Zulu	26	16000	Wun six thousand

Annex 4: Radio communications procedures for UNHCR

Getting prepared and transmitting

- Check the radio is prepared for operation :
- VHF Handhelds – Always ensure that the battery is charged and have a spare available. Check that the antenna is attached correctly.
- HF Mobiles/Base – Check power supplies regularly. Check cable connections i.e. antenna, power supply, microphone.
- Decide beforehand what you are going to say, ensuring that it will be clear and concise. Make notes if necessary.
- Check that no one else is speaking on the network before you start. In the case of HF mobile or base stations do not attempt to use Recall if the network is busy.
- Avoid excessive calling. In particular with HF or VHF selective calling system. Over HF, It can take up to 30 seconds for the remote station to generate its automatic reply. Calling again too soon you will not hear an incoming reply from the called station.
- The called station may be able to hear you but be unable to reply, or you may not hear their reply. Make one last call stating “NOTHING HEARD, OUT”. The other station can then call you back when they are in a more suitable location to do so.
- If your message is long, divide it into sensible phrases, pause to allow your

message to be understood (and written down if necessary) while maintaining a natural rhythm.

- Use standard pronunciation. Emphasize vowels sufficiently. Avoid extremes of pitch; do not let your voice drop at the end of a sentence. Speak in a moderately strong voice but do not shout, as this will distort the signal.
- Hold the microphone at about 5 cm from your lips while speaking. Shield the microphone from background noises.
- Be aware that everything that you say can be heard by anyone using a radio receiver on the same frequency. Depending on the situation in the country of operations, it may be wise to use simple codes (e.g. Alpha-Numeric codes for locations, call signs for names, etc.)
- Ensure that each user on the network is registered on a master list held by the Radio Room, and that any unauthorized call signs heard on the net are noted and the users (if known) are properly registered or informed that they do not have permission to use the network.
- Never transmit military or any other restricted information on UN radio network as it could have a direct impact on your own safety.

Always remember ALL field communication systems used by UNHCR can be intercepted and cannot be considered as secured.

Procedure words

Pro Word	Meaning
Acknowledge	Confirm that you have received my message and will comply (WILCO).
Affirmative	Yes/Correct
Negative	No/Incorrect
All after	Everything that you (I) transmitted after....
All before	Everything that you (I) transmitted before....
Break Break!	All stations will immediately cease transmission leaving a blank in their message for the incoming station to join the network on hearing that ProWord. The station Breaking has urgent message.
Correct	You are correct.
Correction	The correct version is... Your last transmission was incorrect; the correct version is....
Disregard transmission	This transmission is an error, disregard it.
Do not answer	Station(s) called are not to answer this call, acknowledge this message, or to transmit in connection with this transmission.
Figures	Numbers follow (in message).
Message	I have an informal message for you.
Message follows	I have a formal message which should be recorded (e.g.) written down.
Over	I have finished my turn. A response is expected. Go ahead, transmit.
OR	I have finished my transmission.
Out	(Over and Out are never used together). No reply is expected have nothing more for you, do not reply, I shall now call another station on the net.
Read back	Read back the following message to me exactly as received.
I read back	The following is my reply to your request to read back.
Relay to...	Transmit the following message to all addressees or to the address immediately following.
Relay through	Send this message by way of call sign....

Roger	I have received your last transmission satisfactorily.
Roger so far?	Have you received this part of my message satisfactorily?
Say again	Repeat all of your last transmission.
Say again all (word)	Repeat portion of message indicated.
after (before)	
I say again	I am repeating my transmission or portion indicated.
Send	Go ahead with your transmission.
Send your message	Go ahead, I am ready to copy.
Silence –	Cease all transmission immediately.
Silence –	Will be maintained until lifted.
Silence!	Only used by Network Control Operator.
Silence lifted	Silence is lifted. Net is free for traffic. Only used by Network Control Operator.

Speak slower	Adjust the speed of your transmission.
Faster	
I spell	I shall spell the next word phonetically.
Through me	I am in contact with the station you are calling, I can act as a relay station.
Message passed to...	Your message has been passed to...
Unknown station	The identity of the station calling or with whom I am attempting to establish communication is unknown.
Verify	Verify entire message (or portion indicated) with the originator and send correct version.
I verify	To be used only at discretion of or by the addressee to whom the questioned message was addressed. That which follows has been verified at your request and is repeated. To be used only as a reply to verify .
Wait (wait – wait)	I must pause for a few seconds.
Wait out	I must pause longer than some seconds, and will call you again when ready.
WILCO	I have received and understood your message and will comply (only used by the addressee).
Word after...	The word of the message to which I refer is that which follows...
Word before	The word of the message to which I refer is that which precede...
Words twice	Communication is difficult. Transmit(ing) each phrase twice. This proword can be used as an order, request or information.

Reporting

When you are moving around, you should always report your location back to the base station either via HF or VHF. The base station should keep a log of all calls, in order to know where users are, at all times and it is of vital importance that the base is aware of your whereabouts in case of an emergency.

If you have to switch off your radio, or you intend to go somewhere where it is not possible to use the radio, you should first make a call and inform the base station that communication will not be possible for a certain period of time and provide an alternative means to reach you.

Inform the base station as soon as you are in a position to communicate again.

When in a convoy, follow convoy procedures, keep contact on regular base with convoy leader, keep track of your location even if you are not leading and ensure the base is regularly informed of your position.

Example of radio conversation

The calling station is indicated by the use of **this** is or **from**:

Bravo Romeo Base this is **Bravo Romeo Three Four**— message — over.
This is **Bravo Romeo Base** — send — over.

Bravo Romeo Base this is **Bravo Romeo Three Four**— Convoy 5a has just passed Sierra 3 and will reach Sierra 14:30 hours — over.

Bravo Romeo Three Four this is **Bravo Romeo Base** Message copied over.
Bravo Romeo Three Four Roger out.

What to do in an emergency

In an emergency it may be wise to take your time...

A good and clear reporting is essential. The more accurate your message will be the less confusion it will generate and the more efficient the assistance will be.

Decide beforehand what you are going to say and take notes if necessary:

What happened?
Where are you?
What do you need?

Don't panic and speak slowly. Call for help as follows:

**EMERGENCY EMERGENCY EMERGENCY
BRAVO-ROMEO-BASE THIS IS BRAVO-ROMEO-THREE-NINER,
BRAVO-ROMEO-THREE-NINER EMERGENCY!
DO YOU READ ME OVER?**

(Wait for response and then proceed or repeat).

**BRAVO-ROMEO-THREE-NINER this is BRAVO-ROMEO-BASE
SEND
OVER**

BRAVO-ROMEO-BASE THIS IS BRAVO-ROMEO-THREE-NINER Message:

**Vehicle accident Location 46° 12 North 6° 10' East – On road N1 – 6 Km after Point Bravo
– 2 Vehicles involved – 7 passengers total – All 3 UNHCR Staff are not injured- 2 Passengers non HCR heavily injured and requiring medical assistance – First aid in progress by HCR Team – Will revert with more accurate info.
HOW COPIED?
OVER**

BRAVO-ROMEO-THREE-NINER this is BRAVO-ROMEO-BASE Good copy we are contacting First aid responder team will reach your location within 35 Minutes.

An emergency call must only be placed for a life threatening emergency

For a lower degree of urgency, use the word "SECURITY" instead of "EMERGENCY"

Any station hearing an "EMERGENCY" or "SECURITY" call should immediately stop transmitting and listen-out.

If you need to interrupt another radio conversation

- wait for a pause (immediately after you hear "OVER");
- call "BREAK BREAK BREAK. THIS IS **BRAVO-ROMEO-THREE-NINER, BRAVO-ROMEO-THREE-NINER. I HAVE AN EMERGENCY. PLEASE STAND BY**";
- pause transmission and listen to ensure the other communication has ceased;
- proceed with emergency call.

Radio checks

Radio checks should be carried out periodically during periods of low traffic. Signal quality is reported as strength/readability as follows:

Signal Strength	
LOUD	Your signal is strong
GOOD	Your signal is good
WEAK	I can hear you but with difficulty
VERY WEAK	I can hear you but with great difficulty
NOTHING HEARD	I cannot hear you at all

Readability	
CLEAR	Excellent quality
READABLE	Good quality, no difficulty in reading you
DISTORTED	I have problems reading you
WITH INTERFERENCE	I have problems reading you due to interference
NOT READABLE	I can hear that you are transmitting but cannot understand

Example

Tango Romeo Three One – this is Tango Romeo Two Five – Radio Check – over.

Tango Romeo Two Five this is Tango Romeo Three One – loud and clear – over.

In areas with potential security risk, a network radio check including position report and can be preformed at any time. Fixed schedule is not advisable as radio network users must be monitoring permanently the network.

Example

Tango Romeo Three One – this is Tango Romeo Base – radio check – over.

Tango Romeo Base this is Tango Romeo Three One – loud and clear – at Compound nothing to report– over.

Tango Romeo Three One – copied; Tango Romeo Three Seven – this is Tango Romeo Base – radio check – over.

Tango Romeo Base this is Tango Romeo Three Seven – good and clear – ETA Office 5 minutes – over.



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Introduction

1. Stress is a feature of life and it can be both positive and negative. In its positive aspect, it enables us to cope with change and challenging situations by stimulating a number of biochemical reactions in the body that mobilize physical and mental energy. In such situations, stress allows us to respond effectively to increased demands. Once the challenge is over and this energy is no longer needed, our body adjusts its level of functioning to its usual level.

2. This becomes a problem when one is continuously exposed to challenges and changes and therefore to a continuous chain of biochemical reactions. Without an opportunity to properly rest and recuperate, these biochemical reactions start having a wear and tear impact resulting in a number of negative stress reactions. Although there are some individual differences in how people react to stress, everybody is likely to be affected by the negative impact of stress if not provided with an opportunity to recuperate. Such situations of protracted challenges are frequently found in humanitarian emergencies.

3. Apart from having an impact on the individuals, stress is also likely to affect to entire teams, starting with their interpersonal relationships, team morale, productivity and their security. Negative stress of an individual should be regarded as the problem of the entire team.

Challenges and stressors in an emergency situation

4. Below are causative factors which contribute, if not give way to, stress in an emergency situation:

- i *Environment.* Difficult climate, remote and isolated location, inadequate living conditions, militarized settings, high level of crime, cultural or racist attitudes towards outsiders, foreigners or women.

- ii *Organizational environment.* Organizational culture including rigid hierarchy, bureaucracy, allocation of resources and management style. An unsupportive and uncaring management style is quoted as the most frequent source of stress in an emergency context.
- iii *Social and interpersonal factors.* Forced intimacy and lack of social and recreational choices apart from one's colleagues. Interpersonal stress may arise from co-worker conflicts, abrasive or unskilled supervision, dysfunctional colleagues, dissatisfied receivers of one's service, family problems, and problematical or unhealthy relationships with others.
- iv *Personality factors.* Frustrated personal values (i.e. idealism) can be a strong source of stress. People in such situations tend to identify themselves with the success or failure of the work, particularly in isolated work sites.
- v *Biological factors.* Degree of fitness, acute or chronic physical illness, allergy, injury, trauma, or simple fatigue and exhaustion.
- vi *Psychological factors.* Threats of physical harm, earlier and more recent traumatic experiences, attacks on self-esteem, lack of self confidence, feelings of insecurity.

Identifying stress symptoms

Understanding one's own reactions to stressful situations, knowing how to handle these and early attention to symptoms can speed recovery and prevent long-term problems.

Cumulative stress

5. Cumulative stress builds up slowly as a result of the magnitude and multiplicity of demands, lengthy working hours and day-to-day frustrations and difficult living and

working conditions in emergencies. This character of an emergency operation is not likely to change but it is possible to contain the adverse stress reactions by implementing the stress management plan for the team.

6. Cumulative stress reactions develop slowly and the individuals affected by it do not necessarily observe changes in their pattern of interacting with the world around them. We all normally observe stress reactions in others much faster than in ourselves. Team leaders need to be particularly observant of individual reactions during an emergency.

7. Cumulative stress reactions can be seen in every facet of our lives and normally they are grouped into physical, emotional, cognitive, behavioural and spiritual categories. There could be changes in ordinary behaviour patterns, such as changes in eating habits, decreased personal hygiene, withdrawal from others and prolonged silences. The following non-exhaustive list gives an indication of some of the most observed symptoms:

Physical reactions:

- i. gastro-intestinal: dry mouth, impression of having one's heart in one's mouth, nausea, vomiting, sensation of bloating, heartburn, abdominal pain;
- ii. appetite changes, diarrhoea, constipation;
- iii. cardiovascular: elevated blood pressure, rapid heart beat, hot flushes, cold hands and feet, sweating;
- iv. respiratory problems: breathlessness, panting, sensation of not being able to breathe;
- v. musculoskeletal: cramps, back pain, trembling, nervous ticks, grimacing; and
- vi. neurological: headache.

Emotional reactions:

- i. anxiety;
- ii. irritability;
- iii. anger;
- iv. blame;

- v. lack of self-confidence;
- vi. feeling alienated from others;
- vii. desire to be alone;
- viii. negativism/cynicism;
- ix. suspiciousness/paranoia;
- x. depression/chronic sadness;
- xi. feeling pressured/overwhelmed;
- xii. diminished sense of pleasure; and
- xiii. loss of sense of humour.

Cognitive (intellectual) reactions:

- i. tired of thinking and obsessive thinking;
- ii. difficulty concentrating;
- iii. increased distractibility/inattention;
- iv. problems with making decisions/setting priorities;
- v. feeling indispensable/obsessions;
- vi. diminished tolerance for ambiguity;
- vii. rigid, inflexible thinking;
- viii. forgetfulness; and
- ix. problems with reasoning and verbal expression.

Behavioural reactions:

- i. reluctance to start or finish projects;
- ii. social withdrawal;
- iii. absenteeism;
- iv. unwillingness to take leave;
- v. substance abuse, self medication;
- vi. high alcohol consumption;
- vii. disregard for security, risky behaviour; and
- viii. changes in one's libido;

Spiritual/philosophical reactions:

- i. doubt of value system/religious beliefs;
- ii. questioning the major life areas (profession, employment, lifestyle);
- iii. feeling threatened and victimized;
- iv. disillusionment; and
- v. self-preoccupation.

8. The presence of a number of these reactions over longer period of time probably indicates that a person's coping ability is diminishing and work performance is being affected.

9. The signs and the degree of stress presented by a person in any given situation will vary, depending on the level of stress experienced, previous emotional experiences and the personality of the individual.

10. If the cyclic causes and resultant symptoms of cumulative stress are not promptly addressed, exhaustion sets in, leading eventually to “burnout”. Should this happen one needs a longer rest and counselling.

Traumatic stress

11. Traumatic stress is brought on by unexpected, violent events that threaten or claim life. These events may be on a large or small scale, but they are emotionally powerful and they overwhelm the individual’s usual coping abilities. Examples are deaths of colleagues in the line of work, deaths among those being assisted, especially children, personal encounter with violence such as being kidnapped or held hostage and witnessing violent events personally or even through media.

12. Staff might experience acute reactions immediately after a critical incident or a delayed stress reaction days and months after the event. In rarer cases reactions may come after a few years.

13. The reactions after a critical incident can be similar to cumulative stress reactions but in addition an affected individual is likely to experience physical hyper-alertness, intrusive memories and thoughts, strong reactions to reminders of trauma, an urge to avoid the reminders of trauma. Absence of these reactions (numbing) after a traumatic incident does not allow for an assumption that the individual concerned is coping well due to the possibility of delayed reactions. Although all these reactions are normal in such situations they are likely to be highly disturbing to the affected individual and, at times, uncomfortable for colleagues around.

14. Untreated traumatic reactions may develop into a condition termed Post Traumatic Stress Disorder (PTSD). The diagnosis of PTSD is made by a psychiatrist or psychologist based on the presence of various elements. The risk of PTSD can be considerably reduced by the appropriate pre-deployment preparation, on-site care including a supportive work environment, and appropriate psychological intervention following an incident.

Techniques for dealing with stress

Introduction

15. Stress management is a joint responsibility of the individuals concerned, team leaders/managers and the organization. While the organization supports the stress management strategies by setting the appropriate policies and providing resources, managers contribute to it by setting team norms that include stress management and by supporting their staff members to adhere to them.

Stress management strategies are effective the most when incorporated in the usual work routine and implemented regularly.

Individual stress management

16. Being well prepared, both physically and psychologically, is an important way to reduce the chances of harmful stress. This preparation includes:

- understanding stress and one’s own coping strategies;
- understanding your strengths and limitations;
- educating oneself in advance on the environmental factors including climate, culture, living conditions and also on job requirements;
- ensuring one’s family’s welfare during the deployment; and
- maintaining physical and psychological fitness.

17. To prevent stress overload during an emergency, individuals are encouraged to follow a basic guide for stress management which includes:

- get enough sleep;
- eat regularly;
- make frequent mini-breaks during the day;
- make time for regular physical exercise (minimum 20 minutes per day);
- avoid managing stress with alcohol, nicotine and self-medication;
- give expression to the stress: paint, write, punch a bag, and talk about the emotions you feel;
- monitor your negative thoughts (as they can undermine your energy to solve problems);
- use the buddy system – ask a colleague to remind you when you exhibit stress reactions so that you can do something about them on time.
- make sense of your experience: what are you learning about the operation, about yourself?
- recognize your limit and ask for permission to rest when it's reached.
- use appropriately your rest and recuperation leave.

Tips for managers on stress management

Team leaders and managers have a responsibility to set norms within their teams which facilitate the optimum level of the team's productivity and well-being. Each manager should be reminded that the period of long hours and high productivity will be short-lived unless followed by appropriate level of support and care.

18. A supportive managerial style includes elements of care leadership and motivational leadership. It includes structured but transparent communication with the team members, availability when appropriate, respect for individual needs, clearly set team norms and values, ap-

preciation of efforts and constructive and timely feedback.

19. Setting an example: Supervisors in particular have an important role to play as they can provide an example in the way they handle their own personal stress, e.g. by eating properly, resting and taking appropriate time off duty. Staff are less likely to abide to any stress management routine if it is not supported by their team leader.

20. The following ideas may serve as reminder to the manager about possible outcomes. While a number of tasks below can be delegated, your support to all of them is a key to success.

- i. Dedicate resources to ensure the appropriate working and living conditions.
- ii. Create a supportive climate in the office – model positive attitude, give frequent encouraging feedback to the staff.
- iii. Take a note of predominantly exhausting tasks and introduce a rotation of staff on those tasks.
- iv. Monitor the health and well-being of all team members – assign a Peer Support Person (or a team of PSP for bigger operations), pay attention to staff needs, provide feedback and ideas regarding containing the stress. Ensure that staff take time to eat and rest.
- v. Together with the team, create a stress management routine for the office that encourages staff to take short breaks with healthy snacks and water, exercise, rotate long days (duty system).
- vi. Provide briefings to the incoming staff on socio-cultural and political environment.
- vii. Provide sports and recreational opportunities: together with the team set up a mini-gym, recreation room (table tennis, badminton, TV/DVD space, newspapers and journals).

- viii. Ensure regular use of rest and recuperation (R&R). ix. Ensure that the out-going staff have an opportunity for a debriefing and feedback exchange.

Organizational support

21. UNHCR has recognized that stress as an important part of its operational environments around the world and that it has responsibilities in mitigating its impact on staff in the interest of both the staff's well-being and the operational efficacy. The Staff Welfare Section (SWS) of the Division of Human Resources Management (DHRM) is the dedicated resource based at the HQ and with regional capacities in Accra and Nairobi, in charge of providing individual and group counseling, team support and training. The SWS also contributes to the organizational policies that have an impact on staff welfare. The Medical Service, also a part of the DHRM, monitors health of UNHCR worldwide and determines the psychological and physical fitness to work.

22. The Peer Support Personnel Network is a project coordinated by the SWS. Members of the network are colleagues around the world trained in basic counseling skills and in dealing with specific areas of staff welfare problems including traumatic stress. Peer Support Personnel can be a good source of support in an emergency operation.

23. Most of the emergency operations have a system of rest and recuperation (R&R) which is a mechanism indicated by the HR policy on mental health travel for release of stress. While this is a provision bestowed by the organization, it is up to managers to ensure its implementation and that the staff use it.

Dealing with traumatic stress

Introduction

24. Intervention following a critical incident consists of a number of well coordi-

nated actions by the Field Safety Section, Medical Service, Staff Welfare Section, Personnel Administration Section, Desk and country operation management. The immediate goals are to secure the staff, to take care of medical needs, and provide basic comfort. Research has consistently shown that the level of support provided to survivors and the level of team cohesiveness amongst the team positively impacts on coping with traumatic stress. Coping capacities are likely to be undermined in situations where the survivors feel unsupported.

25. As described above, any event that involves a threat or damage to one's life is a potential source of traumatic stress. Although not everybody will react in the same way to a traumatic event, it is important that all staff involved receive professional support from within or outside the organization. Given the nature of traumatic stress reactions and their potential for a delayed symptom development, it is important that all staff involved in such an event receive timely support. The Staff Welfare Section will organize such support and provide advice on future handling and therefore it is important that such events are communicated to the Section without delay.

Actions to consider

26. The following actions can be taken by the managers:

- Ensure that colleagues exposed to the traumatic situation are accommodated, provided with a change of clothes and a meal in privacy and comfort. As a team leader, welcome the group in person.
- Ensure medical assistance is provided and coordinated with the UNHCR Medical Service.
- Provide the survivors with an opportunity to contact their families or important others.

- Ensure that the victims are not overwhelmed by supporters and that support efforts are coordinated.
- Maintain a high degree of respect towards survivors of traumatic events and respect their privacy especially when sharing personal information.
- With the assistance of the Staff Welfare Officer, arrange for psychological support as soon as possible.

27. Generally, the more difficult a critical incident is, the psychological impact is likely to be higher. This will also depend on the previous traumas experienced by the person and other personal factors. Encouraging staff to talk about their experiences might be beneficial but be sure to respect their feelings and their need to be quiet if necessary. A calm and reassuring presence might be more appropriate. You may want to provide a copy of the self-help guide for survivors of traumatic events *“Traumatic Stress Reactions”* (copies available from the Staff Welfare Section [SWS] or from *UNHCR Intranet: operational support – staff welfare section – publications and website*).

28. If colleagues are keen to talk, be a good listener. If a member of the Peer Support Personnel is in the country they may be available to assist, but the need for professional assistance will be assessed and provided by the Staff Welfare Section or UNHCR Medical Service. Psychological interventions are delivered on the basis of the WHO guidelines for dealing with post-traumatic stress reactions and are provided in a confidential manner.

29. Should the staff be required to give statements for investigation, inquiry or similar reports, consult the Staff Welfare Section or the Medical Service on the timing of such interviews. If there are multiple interviews, ensure that they are coordinated.

Managing transition

30. Once life-saving needs are no longer acute, managers need to assist their teams to shift gears. Supervisors can arrange supportive activities and make changes themselves which will model ways of coping with the stress of the let-down period after an intense initial emergency experience. The following ideas can help:

- i. Arrange for a team opportunity to discuss personal experiences during the emergency impact and initial response period. Help by a trained facilitator is advisable.
- ii. Hold “lessons learned” sessions, encouraging the participation of all staff, to provide constructive opportunities for staff at **every level** to discuss, evaluate and analyse procedures and the work.
- iii. Give recognition and appreciation for work performed.
- iv. Attend to the possible need for ceremonies or rituals to honour losses if relevant.
- v. Encourage team members to reconnect with family and friends. Trauma is isolating, but accounts of what happened and some information about normal stress reactions will help both staff and their families during the emergency crisis period and after it is over.
- vi. Assist in re-establishing regular work and personal routines as soon as possible.
- vii. Make time for regular recreational or team “time out” activities and encourage the participation of everybody.

More information can be obtained from:

Staff Welfare Section, DHRM,
HQ Geneva.

Telephone: 00 41 22 739 8195

Confidential Fax: 00 41 22 7397370

UNHCR Intranet: operational support
– staff welfare section

Key references

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Introduction

- The primary responsibility for the safety of staff members, their dependants and property and that of the organization, rests with the host government.
- Every effort should be made to facilitate the tasks of the government in the discharge of its responsibilities by making appropriate supporting arrangements and through regular liaison and exchange of information with the host country security officials.
- All of the recommendations below should be considered in addition to, and complementary with, actions taken by the host country security officials.
- Every office should have a security plan and a medical evacuation plan.
- The cardinal rule for landmines is that when in doubt, stay away. Inform the host country military. Any suspicious object should be treated as a landmine or booby trap.

The UN security system

1. UN system-wide arrangements are described in detail in the UN Field Security Handbook (see references) and outlined here.

UN organizations have agreed to system-wide arrangements for the safety of UN staff and property in the field.

The UN Department of Safety and Security (UN DSS), based in New York, acts on behalf of the Secretary-General to ensure a coherent response by the UN to any security situation. UN DSS produces weekly publications on security conditions on a country by country basis. In addition, the Field Safety Section at Headquarters can provide country specific information and advice

2. The primary responsibility for the security and protection of staff members rests with the host government.

This responsibility arises from every government's inherent role of maintaining law and order within its jurisdiction.

3. UNHCR and other UN organizations may lend assistance, when possible and to the extent feasible, to protect other people such as staff of NGOs working in cooperation with them. UNHCR has no legal obligation towards others working with refugees.

4. In each country, a senior UN official called the Designated Official (DO) is the person in charge of the security management arrangements of the UN system. The DO is accountable to the Secretary-General through UN DSS for the safety of UN personnel.

5. The principle responsibilities of the DO include:

- liaising with host government officials on security matters;
- arranging a security plan for the area and including provision for relocation of National staff and evacuation of International staff;
- informing the Secretary-General (through UN DSS) of all developments which may have a bearing on the safety of staff members;
- carrying out relocation or evacuation where a breakdown in communication makes it impossible to receive the Secretary-General's prior approval;
- forming a Security Management Team (SMT); and
- informing the senior official of each UN organization of all security measures.

6. The DO will form an SMT, the function of which will be to advise him or her on security matters. The SMT is normally chaired by the DO and consists of the Heads of UN agencies in country (who must attend in person unless officially out of the country). In addition certain other staff members, (such as field security officers; a medical officer; an internationally recruited staff member familiar with local conditions and languages; a staff member with a legal background and any agency staff who by training, background or experience will contribute to the team) may be invited by the DO to attend in an *ex officio* capacity as advisers or observers.

7. In large countries with regions separated from country headquarters in terms of distance and exposure to emergencies, a UN staff member may be designated as the Area Security Coordinator (ASC). The ASC acts on the DO's behalf and will normally have responsibilities for staff safety similar to those of the DO, but within that region of the country. UNHCR may be requested by the DO to undertake this role.

8. The ASC (or DO where there is no ASC for the region) will appoint security wardens who will have responsibility for security within particular predetermined zones. A separate warden system for nationally recruited and internationally recruited staff may be required. The warden system should include all humanitarian agencies.

9. The primary tool for security preparedness is the security plan, which is the key feature of the UN security system.

Essential plans

10. In addition to the basic security plan, UNHCR offices must have a medical evacuation plan, and may have a movement control plan and routine radio checks.

The security plan

11. The security plan will be country spe-

cific and have five phases. The DO may implement measures under Phases 1 and 2 at his or her own discretion, and notify the Secretary-General accordingly. Phases 3 to 5 will normally be declared by the DO only with the prior authorization of the Secretary-General. However, if there is a breakdown in communications, DOs may use their best judgement with regard to the declaration of phases 3 to 5, and report to the Secretary-General as soon as communications allow.

12. The UN security phases are:

Phase I: Precautionary

In this phase, clearance from the DO is required prior to travel.

Phase II: Restricted movement

This phase imposes a high level of alert on the movements of UN staff members and their families. During this phase all staff members and their families will remain at home unless otherwise instructed.

Phase III: Relocation

This phase is declared by the Secretary-General, on the advice of the DO. It includes concentration of all international staff members and their families, relocation of non-essential staff and families elsewhere in, or out, of the country. Deployment of new staff must be authorized by the Secretary-General.

Phase IV: Emergency operations

This phase is declared by the Secretary-General, on the advice of the DO. It allows for relocation outside the country of all international staff not directly involved with the emergency, humanitarian relief operations (i.e. of a life-saving nature), or security matters.

Phase V: Evacuation

This phase is declared by the Secretary-General, on the advice of the DO. The evacuation of all international staff should

be carried out according to plans prepared beforehand.

13. The person responsible for security at each location (DO, ASC) should draw up a security plan within the framework of the country security plan. This will need to be regularly updated. Each situation will be different and will require different levels and structuring of the plan. Guidelines for drawing up the plan are in the Field Security Handbook, and copied in the Checklist for the Emergency Administrator.

14. The following are typical headings in a security plan:

A. *Summary of the security situation at the duty station.*

B. *Officials responsible for security:* those in the local area, in Geneva and in New York, with their call signs, phone and fax numbers.

C. *List of internationally recruited staff members and dependants.* This will need to be updated constantly, and should include basic details such as full name, nationality, date of birth, passport and laissez-passer numbers with date and place of issue. A means of tracking visiting missions should be established. The UN Field Security Handbook contains annexes to record this information in a standard format; copies of these are also found in the UNHCR Checklist for the Emergency Administrator.

D. *List and details of locally recruited staff and their dependants.* This will need to be updated constantly.

E. *Division of area into zones.* Zones should be marked on a map with the numbers and residences of staff members clearly marked. The map should indicate the warden responsible for each zone.

F. *Communications.* This should include details of phone numbers, call-signs and radio frequencies of all staff, including those of offices in neighbouring countries.

G. *Selection of coordination centre and concentration points.* The plan should indicate a number of coordination centres and concentration points, and should indicate the stocks and facilities which should be available at these points. It may not be possible for all staff members to reach the same concentration point and alternatives should be foreseen.

H. *Safe haven and means for relocation and evacuation.* The plan should include information on all possible means of travel – by air, road, rail and ship as applicable. Normally only internationally recruited staff can be evacuated outside the country. Under the UN security system, the provisions for evacuation outside the country may be applied to locally-recruited staff members in only the most exceptional cases in which their security is endangered, or their property is lost or damaged as a direct consequence of their employment by UN organizations. Under the UN security system, a decision to evacuate locally recruited staff can only be made by the Secretary-General (based on recommendations by DO and UN DSS). However, during phases 3, 4 or 5, the DO may exceptionally either: a) permit locally recruited staff to absent themselves from the duty station on special leave with pay, or b) may relocate them to a safe area within the country and authorize payment of DSA for up to 30 days. Up to 3 months salary advance may be paid and a grant to cover transportation costs for the staff member and eligible family members. Arrangements to pay locally recruited staff these various amounts should be included in the plan.

I. *Essential supplies:* The plan should include estimates of the requirements for essential items of food, water, fuel etc. which will be needed by the community for a reasonable period of time. Individual items to be kept ready should also be listed. These include: passports, laissez-passers, vaccination certificates, travellers cheques and cash.

J. Plan for handing over the running of the office to the National Officer in charge.

Planning for evacuation

15. The security plan should note who will take what actions at the UNHCR office in the event of evacuation.

These actions include how to deal with confidential documents and individual case files (including those on computer files), financial data, cash, radios, computers and vehicles.

16. Any paper files which need to be destroyed in the event of sudden evacuation of the office should have been marked in a manner agreed-upon and understood by all staff. Such files would include: individual case files, local staff personnel files, etc. If time permits, the shredding and/or burning of these files should be a top priority. Emptying sensitive files onto the floor and mixing their contents with others will afford some protection if there is no time to burn them. Staff should be sensitive to the security situation and bear in mind when creating paper or electronic documentation that it might have to be left behind.

17. It should be agreed in advance which electronic files (including electronic mail files) should be deleted first. In order to truly destroy confidential electronic records from a computer disk (regardless of whether it is a hard disk or a floppy disk), it is necessary to use special software designed for this purpose. Merely deleting the file(s) does not remove the information from the disk, it only marks the space which the file occupies on the disc as being available for re-use.

Medical evacuation plan

18. Every office should have a medical evacuation plan to cover evacuation from that office. The plan should include information about the nearest medical fa-

cilities inside and (if appropriate) outside the country, what types of service they provide and to what standard, means of transport to these facilities in case of evacuation, and types of evacuation scenarios (the Checklist for the Emergency Administrator includes a format for a Medevac Plan, as well as flow charts 1 for decision-making for evacuation).

19. All heads of UNHCR country offices (i.e. representatives, chiefs of mission or, in their absence, the officer in charge) may authorize, without reference to Headquarters, medical evacuation of staff in the circumstances set out in detail in IOM/104/94FOM/107/94, New Medical Evacuation Scheme, and IOM/FOM 26/95, Medical Evacuation in Extreme Emergencies – SOS Assistance. These IOM/FOMs are included in the Checklist for the Emergency Administrator. Briefly, medical evacuation can be authorized:

- i. For all international staff and consultants and eligible family members, in order to secure essential medical care which cannot be secured locally as a result of inadequate medical facilities (and which must be treated before the next leave outside the duty station).
- ii For local staff and eligible family members, in situations of great emergency when a life-threatening situation is present, or in cases of service-incurred illness or accident.

In addition, evacuation can be arranged in extreme emergencies through SOS Assistance (a private company which provides 24 hour world-wide emergency evacuation). However, this is very expensive and not covered by UN insurance. It can be used in life-threatening situations, and where an evacuation by normal means cannot be organized in view of the gravity of the illness or injury. A password is needed before SOS Assistance takes action for UNHCR – heads of offices should ensure they obtain this password from the

Division of Human Resource Management. The password should be known by the Head of Office and the Deputy Head of Office.

20. The medical evacuation plan should be written with close reference to the relevant IOM/FOMs, and the advice of the UNHCR Programme Health Coordinator should be sought, as well as that of any medical NGOs. When an evacuation may be necessary, a UN Examining Physician should assist in decisions as to the degree of urgency and facilities required.

Movement control plan

21. A movement control plan should be prepared when there is a need to track the movement of vehicles, and should provide a means to determine the current location of the vehicles and passengers and whether they are overdue from a trip. The plan usually consists of a fixed schedule of radio calls to the vehicle from the base station (e.g. every 30 or 60 minutes) in order to report the current location of the vehicle to the base station. This information should be updated on a white-board (or electronic tracking system) following each radio call. The driver of every vehicle should confirm safe arrival at the end of the trip.

22. Other contingency plans. In addition to the plans listed above, UNHCR Heads of Office may need to draw up contingency plans for other possible or anticipated emergency situations applicable to the duty station and UNHCR's role. For example:

- i. civil disturbances in refugee camps;
- ii. attempted office occupations or "sit-ins";
- iii. earthquakes, hurricanes, floods or other natural emergencies; and
- iv. hostage taking

Routine radio checks

23. Routine radio checks should be instituted when the current location and wel-

fare of staff members needs to be known. Radio calls from the base station can be made on a fixed schedule or randomly.

Security

24. Keys to effective security are:

- i. First and foremost, personal awareness on the individual level.
- ii. Appropriate behaviour to diminish the risk of security incidents.
- iii. Appropriate response by the individual to security incidents.
- iv. Compliance with Minimum Operating Security Standards (MOSS).
- v. Consideration of security aspects (and full involvement of security specialists) from the earliest stages of planning for any UNHCR operation.

Personal security

25. For personal security, bear in mind the following:

- ☐ Be aware of and alert to your surroundings.
- ☐ Observe the behaviour of other people living in the area. Local people will probably know more about general security threats than you do.
- ☐ Don't travel alone.
- ☐ Don't carry large amounts of money.
- ☐ Don't travel after dark if it can be avoided. Most security incidents occur after dark.
- ☐ When leaving base, make sure someone knows where you are going and when you are expected back.
- ☐ Lock vehicle doors and keep the windows rolled up when travelling.
- ☐ Park vehicles to allow for fast exit.
- ☐ Don't take photographs around military personnel or military installations.
- ☐ Have cash, documents, and an emergency bag packed and ready to go at all times.

- Always be polite: be aware that your behaviour to local officials, police or military can rebound negatively on other staff.

Residential Security

26. Several steps can be taken to improve residential security:

- Make sure there are good solid doors. Never have glass doors on the exterior.
- Install a peep hole, a safety chain and a security bar.
- Keep the entrance door locked at all times, even when at home.
- Install bars and grills, at least on the ground floor.
- All windows should have locks.
- • Draw curtains at night.
- • Install outside lighting.
- • Have emergency power sources, candles and torches.
- • Keep a watchdog or other animals like goats, geese or peacocks.
- • Install a telephone or walkie-talkie.
- Compliance with the Minimum Operating Residential Security Standards (MORSS) approved for the duty station in accordance with local conditions. MORSS provides for reimbursement of some residential security measures (on a country by country basis).

Base security

27. Base security should be improved by:

- Hiring guards: The host country authorities sometimes provide guards. Guards hired by UNHCR are not permitted to carry lethal weapons while on duty. Guards should be trained and briefed, and should wear a uniform or some identifying garment.
- Ensuring there are lights: Lights should be powerful and should light up an area outside the perimeter

fence, providing a barrier of illumination in which intruders can be detected.

- Installing fences and controlling access: Double fences with razor wires form an effective barrier. There should be more than one entrance/exit. Sensitive locations (for example, the accommodation area, communications room, generators and fuel store) may need to be surrounded by a barrier of sandbags. Procedures to control access to the compound need to be established. The fenced compound should be self-contained and equipment (e.g. spare tires, jacks, fire extinguishers, first aid kits, generators, water pumps), should be checked and maintained on a routine basis.

Field security

28. Several steps should be taken by relevant staff and heads of office to improve field security:

- Develop a movement control plan (see above).
- When planning to travel, check the latest security situation with the DO, others who have been there, host country officials other UN agencies, NGOs, traders.
- Get all required authorizations, from the DO and host country authorities.
- Ensure that all staff know what to do in case of accident or breakdown – simple procedures should be established.
- Ensure that vehicles are properly equipped with extra food and water, sleeping bags, mosquito nets, tents, water filters, fuel, tow rope, jumper cables, spare tire, tire jack, flashlight, batteries, first aid kit, travel documents, radio, vehicle insurance papers, shovel and maps.
- Ensure that vehicles are in good mechanical condition and are checked

regularly. Certain items, such as brakes, tire wear, fluid levels, lights, installed radios, should always be checked prior to every field trip.

- Ensure that all staff know what to do at checkpoints – establish procedures for staff to follow. It is against UN policy to allow anyone carrying arms in UN vehicles.

Cash security

29. Ideally staff members should not carry large sums of money in cash. If there is a functioning banking system in the area, then this should be used to the maximum extent possible.

30. If it is necessary to transport cash then arrangements should be made with the host country authorities for protection of the funds. Cash in large amounts should be kept on hand for the shortest possible time, and should either be deposited in a bank or be disbursed quickly to pay salaries or meet other legitimate expenditure. Advance payments could be considered to reduce amounts of cash being stored (provided financial rules are adhered to).

31. Measures which can contribute to security while transporting cash include making use of:

- i. professional couriers;
- ii. armoured vehicles;
- iii. armed guards;
- iv. deception: there should be no regularity in the arrangements; the timing, route, and other details should change every time; and
- v. discretion: the number of people knowing about the movement of cash, the identity of persons carrying cash, their routes and timetables, should be kept to the barest minimum necessary.

Crowd control and security

32. If crowds cannot be avoided:

- Ensure that clear information is provided to the crowd, so that they know what is going on and what to expect.
- Work with representatives of the people to organize the crowd into small groups and get them to sit down.
- Do not engage in unruly group discussions.
- When discussing grievances, meet with a small number of representatives of the crowd, never with the mass meeting.
- Provide sanitary facilities, water, shade and shelter.
- For crowd control, use monitors from among the people themselves.
- If confronted by a crowd when in a vehicle, do not get out. Check that the doors are locked and drive away carefully.
- Maintain poise and dignity if confronted by a hostile crowd, do not show anger.

Mine awareness

33. In countries with high risk of mines, all offices should ensure there is appropriate training and reference materials (see references) – the information contained here is not sufficient, but provides only broad guidance.

34. It is extremely difficult to spot a mined area, so the first priority is to ensure you have up to date information about possible mined areas from local residents and demining organizations. Travel with a map marked with this information and update it by checking with local residents.

35. Be aware of the following:

- Signs: learn which signs indicate known mined areas (whether local signs, UN or other signs).
- No-go areas: avoid areas which are

avoided by the local population.

- Visible mines or indicators: some mines are visible. There may also be evidence of mine packaging.
- Disruption in the local environment: for example disturbed soil if recently laid, and depressions in the ground in an old mine field.
- Trip wires.
- Mine damage (e.g. dead animals) which could indicate the presence of other mines.

36. When driving, the following precautions should be taken:

- Wherever possible stay on hard surfaced roads.
- Always follow in the fresh tracks of another vehicle, at least 50 m behind the vehicle in front.
- Flak jackets can be used as a seat cushion and as a foot protection.
- Wear seat-belts, and keep windows rolled down and doors unlocked.

37. If you encounter a mine:

- Keep away, do not touch it;
- Do not try to detonate it by throwing stones at it;
- Stop the vehicle immediately;
- Stay in the vehicle, even if it is damaged and call for assistance.

38. If you have to leave the vehicle:

- Notify your location by radio.
- Do not move the steering wheel.
- Put on any protective gear available.
- Climb over the seats and leave the vehicle by the rear, walk back along the vehicle tracks.

Never walk around the vehicle:

- Leave at least a 20 m gap between people.
- Close the road to other traffic.

39. When travelling on foot:

- Never walk through overgrown areas: stick to well used paths.

40. If there is a mine incident:

- Do not immediately run to the casualty. Stop and assess the situation first. There may be other antipersonnel mines in the vicinity, and administering first aid to one victim could result in another victim.
- Only one person should go to the casualty, walking in his exact footprints, to apply first aid.
- Do not attempt to move the casualty unless absolutely necessary, call for mine-clearing and medical assistance.

41. Within the UN system, mine clearance and related issues are primarily the responsibility of the Department of Peacekeeping Operations (DPKO). Chapter 22 on voluntary repatriation contains some information about programme aspects of mines.

Protection equipment

42. Typical equipment that has been used by UNHCR includes:

- i. bullet proof vests for protection against most bullets;
- ii. flak jackets for protection against shrapnel;
- iii. helmets for protection against shrapnel;
- iv. ballistic blankets fitted in vehicles, for protection against hand grenades and anti-personnel mines;
- v. armoured cars;
- vi. shatter resistant windows;
- vii. military combat rations for concentration points; and
- viii. metal detectors for body searches.

43. These items can be ordered through the Supply and Transport Section in co-ordination with the relevant Bureau and Field Safety Section.

Security management

44. Heads of Offices, whether at field or branch level should take action to ensure the security and safety of staff members. In addition to the responsibilities implicit in the above sections, appropriate security management measures also include:

- Ensuring both you and your staff have access to relevant, accurate and up-to-date information.
- Providing systematic briefings with all staff on the security situation and on the security plan itself. Bear in mind that some staff, particularly national staff, may provide valuable input into these briefings because of their local knowledge.
- Encouraging staff awareness: a key to effective security is personal awareness and good individual response to security situations.
- Providing training to all staff on hazards specific to the duty station.
- Ensuring the availability of materials on staff stress management and security in the duty station (see key references).
- Reporting security related incidents to Headquarters (Field Safety Section).
- Ensuring there is good communication with other organizations and NGOs about the security situation.
- Ensuring the office has a medical evacuation plan. In addition, the country representative should ensure he or she (and their deputy) has the SOS assistance password in the case of extreme medical emergency.

Risk management

45. It is recognized that risk cannot be totally eliminated from UNHCR operations. It is therefore important for line managers in the field to understand how to *manage risk*. This goes beyond the technical and bureaucratic measures described above and involves a holistic and integrated approach to incorporating security considerations into the planning and conduct of operations from the outset. Specialist security advisers can help and support line managers, but it is ultimately UNHCR Heads of Office who are responsible and accountable for the safety of their staff. Special training packages on “*Security Risk Management*” have been developed to assist managers with this task.

Key references

IOM/26/95-FOM26/95, Medical Evacuation in Extreme Emergencies – SOS Assistance, UNHCR, Geneva, 1995.

IOM/104/94-FOM/107/94, New Medical Evacuation Scheme, UNHCR, Geneva, 1994.

Land Mine Safety Handbook, CARE, Atlanta, 1997.

Security Awareness Handbook, UNHCR, Geneva, 1995.

Security Guidelines for Women, United Nations, New York, 1995.

United Nations Field Security Handbook, United Nations, New York, 1995.



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Introduction

1. Increasingly, UNHCR finds itself in operational areas where military forces are present and active. This fact can have a critical impact on the well-being of humanitarian workers and on populations of concern to the High Commissioner.

2. Legitimately recognized armed forces operating within the boundaries of international humanitarian law play a vital role in ensuring a safe and secure environment for all civilians, including UNHCR beneficiaries and staff.

3. Distinguishing humanitarian activities delivered by civilian organizations from assistance delivered by military actors; and safeguarding a distinct humanitarian identity founded upon the principles of humanity, neutrality and impartiality is a key issue for UNHCR.

4. The operational-level relationship and interaction between humanitarian organizations and military forces usually managed in the form of civil-military coordination (CMCoord) is of much debate both within and outside the humanitarian community. In some cases, particularly where military operations incorporate humanitarian relief activities as part of their operations, military and humanitarians have conflicting objectives and operating procedures while evidently sharing the same “space”. More detailed information can be found in “UNHCR and the Military - A Field Guide”.

The Division of Operational Services (DOS), at UNHCR Headquarters, is UNHCR’s focal point for civil-military issues, and remains at your disposal for any advice or support that you may require.

5. Within UNHCR’s overall practical approach staff should be cognizant that:

- ♦ Not all militaries are the same. They vary significantly in such areas as structure, capabilities, attitude to humanitarian actors, and adherence

to international humanitarian law. This has an impact on the relationship with humanitarian actors. It also makes it difficult to generalize about the relationship with the military.

- ♦ Context is important. The mandate, mission, legitimacy, and local acceptance of a military presence, for example, can have an impact on the humanitarian community’s relations with a military force.
- ♦ In some instances the humanitarian community may issue specific guidance relating to a particular area or military. Ensure you are aware of any specific guidance.

United Nations civil-military policy and guidelines

6. The custodian of United Nations humanitarian policy on interaction between humanitarian and military actors is the Under-Secretary General for Humanitarian Affairs, who is also the Emergency Relief Coordinator (ERC). Three documents, issued by the Inter-Agency Standing Committee (IASC) and the ERC, are of particular note as they provide broad generic guidance covering many of the situations the humanitarian community faces and are as follows:

- i. Guidelines on the Use of Military and Civil Defence Assets in Disaster Relief 1994 (covering natural, technological and environmental emergencies).
- ii. Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies 2003.
- iii. Civil-Military Relationship in Complex Emergencies - IASC Reference Paper 2004.

In some situations the relationship with the military will be especially sensitive, particularly where the military is undertaking combat operations. This can result in a policy of limited contact.

7. In complex humanitarian emergencies, the Humanitarian Coordinator or the Resident Coordinator at the country or regional level, after consultation with the UN Country Team (UNCT) and the ERC, will determine the circumstances and the extent to which UN humanitarian agencies will interact and coordinate their activities with military forces. In certain operations, specific guidance may also be provided by the United Nations to its staff.

8. If there is any doubt as to the policy in force staff should refer to the Country Representative. Guidance can also be sought from the Division of Operational Services in addition to accessing UN coordination policy promulgated at the country and global level through the Civil-Military Coordination Section (CMCS) of the UN Office for the Coordination of Humanitarian Affairs (OCHA).

Interacting with the military: understanding, communication and negotiation

Introduction

9. Humanitarian agencies do not operate in isolation. The presence of a military force and other armed elements is fairly common in a situation defined as being a complex humanitarian emergency, and most especially in areas of armed conflict.

10. Militaries can also be deployed in support of the response to a natural, technological or environmental disaster. Military presence may include:

- i. The local or national military
- ii. Multi-national forces
- iii. UN peacekeeping troops
- iv. International military observers
- v. Foreign occupying forces
- vi. Regional troops or other officially organized troops

11. In most situations, a UNHCR officer may be required to establish a level of communication with military elements so as to ensure that different roles and responsibilities are fully understood, effectively coordinated and appropriately undertaken. The levels of interaction between UNHCR staff and military staff will vary, and to a large degree be dictated by the nature and complexity of the operational environment, the structure of the military command, and UNHCR policy within the country.

Ensuring an effective interaction with the military that serves the protection goals of UNHCR will require a clear understanding of the military context within a specific situation.

An understanding

12. Like the humanitarian community the military is far from being homogenous. Militaries encountered by UNHCR staff will differ in various ways:

- i. International legitimacy
- ii. Function, task, and level of training
- iii. Use of technology, doctrine, procedures
- iv. Understanding of humanitarian issues
- v. Observance of international humanitarian and human rights law
- vi. Delegation of authority

An appreciation of this diversity is particularly important. To the uninitiated, interaction with the military can present a bewildering array of acronyms, structures, and ranks.

The different mandates, characteristics and nature of these diverse military actors may necessitate that UNHCR relate to different groups with varying degrees of sensitivity or even with fundamentally different approaches. Of particular importance in situations in which there is, or has been armed conflict, is understanding as to who are, or were, the parties to the conflict.

UN integrated missions

13. Another key factor in forming UNHCR's relationship with the military, in particular UN peacekeeping troops is whether there is a UN integrated mission. While the degree of integration in a UN peacekeeping mission may vary, the aim of integration is to have all UN actors in a country working together towards the shared goal of restoring peace and security and creating the conditions for sustainable development and good governance. It is UNHCR policy to actively support the concept and development of integrated missions.

14. In some situations, the political leadership may assign the military the task of providing assistance to a population or, as in the case of United Nations peacekeeping missions, to directly support the work of humanitarian agencies. In other instances the mission statement of national and coalition forces is usually classified information. This makes it difficult to gauge the degree of involvement by the military in support of humanitarian objectives. Therefore, clear and effective communication is necessary at the earliest stages so that misunderstandings are avoided and that the best possible delivery of humanitarian assistance is ensured.

15. For UNHCR the primary objective of such communication is to facilitate implementation of its mandate – to safeguard the rights of refugees (i.e. their legal, social/material and physical protection), internally displaced persons (IDPs) and returnees, and to ensure full and unhindered access to them, together with the delivery of essential humanitarian assistance.

16. The level of interaction between humanitarian actors and military forces may depend upon a number of factors including:

- i. the nature of their intervention;
- ii. the degree of force which the military is authorized to use; and

- iii. the extent and seriousness of the emergency.

In some situations, particularly those where the military lacks international legitimacy and/or where it is not accepted or poorly perceived by the local population, interaction by humanitarian staff may be negligible or carefully controlled.

17. Contemporary military doctrine in many militaries, even for so-called “peace operations” or “peace support operations” emphasizes a need to rapidly vary “stance” or “force posture”. In one sector forces might be engaged in intense combat operations, whilst in another the same military might be seeking to win the “hearts and minds” of a population. In addition, these forces might be asked to quickly switch from one stance to another in one sector. It will be difficult for the humanitarian community to keep up with this fluid situation.

18. It is important when working alongside military forces that you are aware of their mission objectives, roles, responsibilities, and the authority under which they operate. This will determine the extent to which you may seek to coordinate your efforts with the military. Similarly, you should be aware of the military organizational structure. Understanding this structure is important as it will help you appreciate how decisions are made and how the military responds to changing situations.

Military organization

19. You should also understand military operating procedures. These differ among military forces and depend on:

- i. The size of the force
- ii. Its background
- iii. Its access to operational assets
- iv. The experience of its troops and their level of training
- v. National/cultural characteristics
- vi. The command/leadership structure

Military forces are hierarchical in their organization and have generally well defined command and control structures (although command in many multinational forces can be somewhat ambiguous – relying on significant political and technical military negotiation).

20. Military organizational characteristics can include:

- ♦ **Management by objectives.** The objectives of a military campaign are generally defined by political direction and resulting commander's intent and "mission statement". These objectives are included in a mission plan with a desired end-state. Completion of a military mission may not require a resolution of all aspects of a political, social or military problem.
- ♦ **Systematic planning processes and problem solving.** Most militaries have a developed systematic planning processes that include reconnaissance, thorough consideration of a situation (through use of tools such as the "Appreciation" or Staff Estimate" that attempt to think logically through an issue to consider all relevant factors and arrive at the best possible course and a plan). This can be somewhat different to planning in the humanitarian community.
- ♦ **Delegation.** The level of delegation of authority can vary widely between national militaries. Some have adopted doctrines that allow significant freedom of movement to lower commanders, who are basically given the outcome and any known constraints. Others have highly centralized methods of control.

21. The size of the military organization directly correlates to the degree of specialisation in tasks and attention to procedure. While the above features are not specific to the military alone, some of these or-

ganizational issues are very specific to military institutions. In addition, military units, offices and teams may develop operational codes and modalities applicable to a given situation.

22. UNHCR staff should try to understand and respect how the military hierarchy and their reporting lines (the so-called "command and control" structure) work:

- ♦ Determine how the various levels in the military structure relate to the structure in UNHCR's presence.
- ♦ Make sure that the person you deal with has the authority to decide on issues that you are discussing or negotiating.
- ♦ Make use of liaison structures offered by the military. Designated CIMIC officers are often your first and most relevant 'port of call'. Keep them informed once you have developed direct contacts with commanders and specialists.
- ♦ Military officers may object to civilians who "insist on dealing exclusively with the commander, colonel, brigadier, two-star, etc." Unimpeded access to senior officers is a diminishing phenomenon in some militaries. Expect to work through CIMIC/CA officers and established liaison structures.
- ♦ Develop and maintain the trust of your military counterparts. If difficulties arise, try to resolve these within the framework of the established relationship.
- ♦ If necessary, seek review of military decisions through the appropriate military "chain of command".
- ♦ Remember that a soldier works to fulfil the commander's mission. This is the soldier's formal motivation when interacting with others, including dealings with UNHCR staff and counterparts.

- ♦ Finally, bring misconduct to the attention of your supervisor. Disciplinary issues are taken very seriously in most military forces. This is particularly true in highly visible international operations.

Communication

23. Appropriate communication channels should be established between yourself and your military counterparts. Make the effort to meet the most senior military officer responsible for your mission area. You should make the military familiar with UNHCR's mandate, global objectives and current operations, and any concerns in dealing with the military.

You should also try to determine:

- Who are your military counterparts with complementary responsibilities?
- Who within the military do you need to meet and brief?
- At what level of the military organization are decisions made?
- What coordination mechanisms have been established by the humanitarian agencies and NGO's, military, national authorities and others?
- Are there any applicable guidelines or Standard Operating Procedures (SOPs) for UN humanitarian coordination and the military? If so, find out how they are applied locally.
- What formal and informal meetings need to be conducted between UNHCR and the military?

Information sharing

24. Information sharing may be critical to the safety and security of refugees, returnees, UN staff and the overall relief effort. It enables you to properly assess the risks associated with carrying out particular activities, and of course may help avoid any misunderstandings between the military and humanitarian actors. Military forces are careful in their management of information, particularly if its release compromises operational security.

25. It may not always be possible for you to gain free access to information which you consider relevant. Unless a military document is specifically listed as UNCLASSIFIED and authorized for public release, its distribution is selective and may only be provided on a 'need-to-know' basis. In such cases, request sanitized versions of the classified document.

When deployed, contact the UNHCR Military Liaison Officer where appropriate.

26. Sometimes it may be helpful to ask the military to "tell me what you can't tell me" to better define the limits of information sharing. From the humanitarian side, you need to be tactful and discreet when deciding what information you should share, and what should remain confidential to those who receive it. Strict guidance¹ would be provided by the most senior UNHCR officer, but as a general rule **it is prohibited to share:**

- i. information gained during protection interviews, especially specific information from individual protection cases; and
- ii. information that has direct military utility, for example information on the movements of other military elements. (*Note: this does not remove a requirement to share information related to staff security and safety within the UN security system as in some instances this information will need to be shared with the appropriate security forces).*

It may be appropriate to share:

- i. UNHCR's work in the field and the objectives you are seeking to achieve;
- ii. information posted in the public domain: press statements and briefings, reliefweb.org, unjlc.org, unhcr.org, etc.;

¹ See *UNHCR Confidentiality Guidelines - IOM/71/FOM/68/01 of 24 August 2001*.

- iii. local security conditions, population movements and the prevailing humanitarian situation;
 - iv. information on humanitarian assistance, transport and distribution activities, conditions of airfields; and
 - v. general estimates about the scope of the emergency.
- i. Expertise in refugee law and related issues
 - ii. Local knowledge
 - iii. Long-term involvement in the region
 - iv. Network of counterparts in government and local authorities
 - v. Capacity and flexibility in responses

Briefings

27. Briefing military forces will provide a good opportunity to establish contact. Explain UNHCR's role and responsibilities, and articulate your needs and expectations. Briefings will also allow you to become familiar with key military decision-makers as well as technical counterparts. Briefing sessions will help to build mutual understanding and create confidence.

28. Prepare your briefing well. Be clear, well structured and concise. Use schematic maps and UNHCR handouts to support your presentation. A briefing to military forces should cover:

- role, mandate and relationship to other UN agencies and humanitarian actors;
- mission objectives with respect to the specific operation; UNHCR's protection goals should always be emphasized;
- humanitarian principles and operational norms;
- humanitarian coordination structures;
- operating parameters, what we can and cannot do, and why;
- caseload, magnitude of operations, volume of relief items;
- UNHCR organization-chart in the region, sub-office boundaries, etc.;
- counterparts and implementing partners;
- skills and aptitude that UNHCR brings to a mission area. For example:

Negotiation

29. When negotiating with the military, the following points should be considered:

- Ask yourself what needs to be achieved and under what conditions (both negotiable and non-negotiable)?
- Ask yourself where, when, why, by whom?
- Agree on action points and communicate any subsequent changes.
- Write down agreed issues, share and compare notes. This approach will save time, resources and reduce misunderstanding. In an uncertain situation, these may be important for your security.
- When negotiating with military personnel make them aware of your value to their mission; this may even be derived from the initiative you propose.
- Inform all aspects of the relief operation that UNHCR, implementing partners or beneficiaries will implement, and where military forces could assist.
- Ensure understanding on functional areas of responsibility. Different agencies and military forces have different definitions of operations, logistics, medical and engineering needs.
- Exceptionally - if necessary and appropriate - negotiate Standard Operating Procedures with military forces that define responsibilities and activities.

- For these arrangements to be fully effective, you must seek endorsement at the highest levels within the military command structure and UNHCR.

Requesting military assistance

30. The UN humanitarian community has agreed to guidelines for use of military assets in providing assistance. (There are separate guidelines for natural disasters and the complex emergencies). The following factors should be considered when requesting military assistance:

- Are they the option of last resort; indispensable and appropriate?
- Is the requested military or civil defence element capable of the task?
- For how long will they be required in order to complete the task?
- How will a transition back to civilian responsibility be achieved?
- Can they be deployed without weapons or additional security forces?
- Are the military force offering assets or support party to the conflict?
- How will this association likely impact the security of UNHCR personnel and other humanitarian workers?
- How will this association likely impact the perceptions of humanitarian neutrality and impartiality?
- What are the likely consequences for the beneficiaries, other humanitarian actors, and humanitarian operations in the medium to long term?
- What control and coordination arrangements will be required?

Remember, if your office requests and/or makes use of any military assets you should duly inform the Humanitarian Coordinator through the UN CMCoord structure.

31. A military operation is focussed on achieving the stated objective, the “end-state”, completing the mission, and “going home”. Part of their mission will be to hand-over certain functions to another

military force, a government structure and civilian authorities. The military plans for this transition, establishes criteria and monitors developments towards such a hand-over. Try to seek opportunities to contribute to the development of military transition plans, and ensure their planning assumptions remain valid.

Humanitarian–military interface mechanisms

Military coordination mechanisms

32. Military coordination mechanisms can vary according to varying doctrines in use. There are two very broad approaches by the military in their interface structures with civilian actors:

- **Specialised structures and staff**, leaving the “warfighters” (and most commanders) to concentrate on the primary peace and security function.
- **Mainstreamed interface** where all levels of the military command structure will be required to be able to deal with civilian actors, including the humanitarian community.

33. Despite this broad doctrinal difference, in most emergencies where the military is deployed in any significant strength they will establish a contact point to assist their interface with the surrounding civilian environment. This can have various titles, but most commonly it is called a **Civil Military Operations Centre (CMOC)**. CMOCs are often located outside military compounds to facilitate access and the exchange of information between military personnel, civilian organizations, local authorities and the local population.

Specialised humanitarian staff positions

34. Various UN organisations deploy staff to fulfil functions that are specifically related to the interface with the military. The main types of positions are as follows:

- **UN CMCoord Officers.** The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) can deploy UN CMCoord Officers to some humanitarian emergencies to provide a UN Humanitarian or Resident Coordinator specialized advice and liaison.
 - **UNHCR Military Liaison Officers.** There may be occasions, particularly those where there is a very large military presence and a significant humanitarian operation, when the UNHCR may assign a staff member to focus specifically on civil-military interaction. The UNHCR term for these individuals is *Military Liaison Officers* (MLOs).
 - World Food Programme (WFP), UNICEF and other agencies may deploy Military Liaison Officers.
- i. **CIMIC and CA officers** are military and sometimes national civilian staff attached to military forces. They can be trained in the workings of international and non-governmental humanitarian and development agencies. The task of CIMIC officers is to provide the appropriate - and often the direct - conduit to their respective military commander and military components, which aims to support humanitarian action (e.g. engineering, logistics and medical).
 - ii. **CA officers** may also interact with government representatives and local administrators. Their role relates to the broader socio-political environment, but their functions sometimes overlap with the task of CIMIC officers and Political Affairs Officers.

In addition to the UN, other humanitarian entities, e.g. the Red Cross family and some NGOs appoint individuals to specifically deal with the military.

Specialised military staff positions

35. Various military organizations deploy officers whose primary task it is to interface with non-military, including humanitarian, actors. The main types of positions are as follows:

- ♦ **UN Peacekeeping:**
- i. **Civil-Military Liaison Officers.** UN military staffs at the HQ of a peace-keeping mission and at sector HQ can have military officers who are titled Civil Military Liaison Officers (CMLOs).
- ii. **National Contingents.** At the level of national contingents in UN peace-keeping, national doctrine is often applied to the titles of individual staff.
- ♦ **Civil-Military Cooperation (CIMIC) Officers and Civil Affairs (CA) Officers:**

Use of military escorts

36. As a general rule,² UN humanitarian convoys travel without military or police escorts, but when working within a known area of armed conflict exceptions may need to be made. Before commencing any military escorted convoy, all involved personnel must be fully briefed of the convoy rules and must strictly adhere to command and communications procedures. If armed convoy escorts are requested, then the relationship between UNHCR and the military force must be based on the following principles:

- the primacy of the organization in humanitarian work;
- the primacy of humanitarian principles and criteria in deciding on a convoy with a military escort;
- the humanitarian identity of the convoy; and
- that armed personnel remain in separate vehicles and that humanitarian vehicles are clearly marked as such.

² (Details at <http://ochaonline.un.org/webpage.asp?MenuID=5111&Page=774>)

Key references

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