



UNDAC
HANDBOOK

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A.1. Introduction to the Handbook

The United Nations Disaster Assessment and Coordination, (UNDAC) handbook is intended as an easily accessible reference guide for members of an UNDAC team before and during a mission to a disaster or emergency. The handbook is not an authoritative instruction but rather represents an accumulation of institutional memory related to processes and procedures for coordination as seen in the scope of the UNDAC terms of reference. Its focus is on the “how to” of coordination but also includes sufficient context to ground the user in the Office for Coordination of Humanitarian Affairs’ (OCHA) mandate. It gives guidance on coordination functions and structures as well as helping “trouble shoot” coordination barriers that may be encountered. It provides an insight into coordination resources, partners, and important contextual information that may contribute to UNDAC effectiveness.

Although the chapters are written as stand-alone documents, they are intended to be read as a whole as they reference material across chapters. The sequence of chapters generally follows the progression of typical UNDAC missions.

The UNDAC handbook has been developed by OCHA and members of the international UNDAC system. The information contained in the handbook draws on references from a variety of sources, including:

- OCHA publications.
- The United States Office of Foreign Disaster Assistance (OFDA) “Field Operations Guide” and “Disaster Assessment Procedures Manual”.
- The United Nations High Commissioner for Refugees (UNHCR) “Handbook for Emergencies” and other UNHCR reference material.
- The World Food Programme (WFP) publication “Food Aid in Emergencies”.
- The UNICEF handbook “Assisting in Emergencies”.
- Training modules of the United Nations Disaster Management Training Programme (DMTP).
- The Oxfam publication on landmines, “Legacy of Conflict”, by Rae McGrath.
- Publications by the Red Cross and Red Crescent Movement including the International Federation of Red Cross and Red Crescent Societies (IFRC) “Guidelines for Emergency Assessment”.
- The Sphere Project publication “Humanitarian Charter and Minimum Standards in Disaster Response”.

The UNDAC handbook has been developed by the Field Coordination Support Section (FCSS) of the Emergency Services Branch (ESB) of OCHA. FCSS is financed entirely through voluntary contributions from interested governments. Any comments on the handbook or proposals for improvements should be addressed to FCSS.

A.2. How to contact OCHA

NEW YORK

During Office Hours: +1 212 963-1234

United Nations Headquarters switchboard. If known, direct numbers to OCHA officers may also be used.

In Emergencies: +1 212 963-4962

Facsimile: +1 212 963-9489/1312/1040

Email: ochany@un.org

Mail:

Office for the Coordination of Humanitarian Affairs
1 United Nations Plaza
10017 New York
USA

GENEVA

During Office Hours: +41 (0)22 917-1234

United Nations Office at Geneva switchboard number. If known, direct numbers to OCHA officers may also be used.

In Emergencies: +41 (0)22 917-2010

OCHA-Geneva maintains a 24-hour duty system 365 days-a-year. The call is received by an answering service, Digicall, which conveys the message to the OCHA-Geneva Duty Officer who then calls back.

Facsimile: +41 (0)22 917-0023

Telex: 414242 OCHA CH

Email: ochagva@un.org

Mail:

United Nations Office for the Coordination of Humanitarian Affairs
Palais des Nations
CH- 1211 Geneva 10
Switzerland

UNDAC mobilization and missions

An UNDAC team is mobilised by FCSS from OCHA-Geneva. During an UNDAC mobilization and mission two separate lines will be opened by FCSS, exclusively for communications with the UNDAC team:

Facsimile: +41 (0)22 917-0023
Telephone: +41 (0)22 917-1600
Email: undac_alert@un.org

Other purposes

For any other purpose, or when an UNDAC team has not been activated, FCSS should be used as the point of contact.

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B.1. Coordination is essential and important

A sudden onset emergency situation is characterized by overwhelming needs; competing priorities; destroyed or damaged communication and transportation infrastructure; a rapid influx of providers of humanitarian assistance coupled with an outburst of mutual aid from local citizens; and highly stressed local governmental and non-governmental institutions. Given this view of the emergency conditions an image of chaos quickly springs to mind.

Coordination may be defined as intentional actions to harmonize individual responses to maximize impact and achieve synergy - a situation where the overall effect is greater than the sum of the parts. There can be a little coordination or a lot of coordination and, for the most part, the more coordination - the better.

The absence of coordination is characterized by gaps in service to affected populations; duplication of effort; inappropriate assistance; inefficient use of

resources; bottlenecks, impediments, and slow reaction to changing conditions; and frustration of relief providers, officials and survivors - in general, an unsatisfactory response to the emergency.

B

At its best, coordination contributes to humane, neutral, and impartial assistance; increased management effectiveness; a shared vision of the best possible outcomes from a given situation; a seamless approach to service delivery; and donor confidence resulting in sufficient resources to achieve the desired outcomes, i.e., the least possible amount of human suffering and material damage and a rapid return to normal living conditions and the ongoing progress of development.

Coordination begins with the initiation of working relationships and regular sharing of information. As coordination increases there is a resulting change in the way relief providers implement their programs of assistance. Because relief providers cooperate, individuals and organizations adapt and adjust their efforts based on changing needs and each other's strengths and weaknesses.

Coordination rarely is the result of one group or organization telling another what or how to do their work. Certainly examples of coordination as "directing" exist, especially where relief operations are controlled by a strong national government, but these situations are uncommon.

The person or organization charged with promoting and ensuring cooperation is, therefore, working in an environment where the coordination authority has few if any resources to "require" coordination. Therefore, agencies and individuals must see some added value from participating in the coordination process and the benefits must outweigh the costs. And, indeed, there are costs to coordination. Coordination requires time and other resources. Coordination may result in one organization taking a "back seat" to another; closing operations in one area; taking on a challenge at which they may be less successful; or reducing their organization's profile.

Coordination, therefore, is far from a sure thing. Thus, the coordinating organization, in this case the UN Office for the Coordination of Humanitarian Affairs (OCHA), must establish a coordination process based on certain characteristics.

To achieve the best possible coordination outcomes the process should be:

- **Participatory** - Coordination occurs through the legitimacy derived from involvement. The tasks of coordination must occur within a structure and process agreed and supported by the actors in the emergency situation. The coordinators must secure and maintain the confidence of the other actors, engendering an atmosphere of respect and good will. Organizations need to participate in deciding the policies, procedures, strategies and plans that will affect them.
- **Impartial** - The coordination process should not be seen to favour

one organization over another but rather to identify the distinctive competencies of the various actors. Coordination should advocate the principle of impartiality, i.e., the provision of relief solely on the basis of need irrespective of race, religion, political affiliation, gender, or age; provided by the actor most likely to achieve the desired outcomes.

- **Transparent** - Coordination requires trust and trust requires transparency; the willing flow of information, open decision-making processes, and publicly-stated, sincere, and honest rationales for decisions. This will include the need to admit failure or at least falling short of objectives.
- **Useful** - The coordination process must produce useful products, processes, and outcomes. These may include a platform for decision-making; an opportunity to use shared resources, a venue for donor recognition and support; or a comfortable place to share frustrations and try out new ideas.

B.2. Field coordination mandate, goal and objectives

B.2.1. OCHA's mandate

OCHA is responsible for coordination in a disaster or emergency. This responsibility has been historically determined and mandated. As such, OCHA's mandate is to ensure that the relief provided is effective, not to provide effective relief. OCHA's original mandate for natural disaster response stems from the United Nations General Assembly (GA) Resolution 2816 (XXVI) of 14 December 1971 which authorizes it to "mobilize, direct and coordinate" international assistance.

In December, 1991, the GA, by its resolution 46/182 recognized the need to strengthen and make more effective the collective efforts to provide humanitarian assistance. The resolution supported a strengthened leadership role of the Secretary-General to ensure better preparation for, as well as rapid and coherent response to, natural disasters and other emergencies. To this end, the resolution called for the Secretary-General to designate an Emergency Relief Coordinator (ERC) at the level of Under-Secretary General for Humanitarian Affairs, and specified that the ERC should be supported by a secretariat; this is OCHA. GA Resolution 46/182 incorporates the mandate given in the original GA Resolution 2816 (XXVI) of 14 December 1971.

The responsibilities assigned to the ERC and his/her secretariat, OCHA, are essentially coordination, advocacy and information. This should include the following:

- Coordinating, facilitating, and mobilizing the humanitarian assistance of the United Nations system in those emergencies that require

a coordinated response.

- Providing services that maximize the efficient use of resources for humanitarian assistance, such as consolidating, managing and disseminating information including situation reports, early warning data and needs assessments.
- Mobilizing resources through the preparation of interagency appeals, management of response funds, and financial tracking of donor responses.
- Promoting competent staff through training programs and other staff development activities.
- Acting as focal point for advocacy on humanitarian concerns, for maximizing opportunities for preventative action and for securing access to people affected by conflict.
- Ensuring that relief contributes to future development and that development plans incorporate measures for disaster mitigation, preparedness and prevention.
- Supporting and strengthening national capacity for emergency response.

B.2.2. OCHA field-based goal and objectives

Field-based goal

The goal of humanitarian coordination is to ensure that humanitarian actors responding to disasters or emergencies work toward a common strategic vision, design and deliver their assistance in a complementary fashion according to their mandates and capacities, and adapt their activities in response to mutual agreement on changes in circumstances and, thus, of needs.

There are two aspects of humanitarian coordination, the first referring to requirements at the strategic level, and the second to those at the operational level. The two are interlinked.

Strategic coordination

Strategic coordination is concerned with the overall direction of the humanitarian program. Thus, it includes the setting of agreed goals for the program, drawing on a common strategic analysis of the problem. It allocates tasks and responsibilities, according to mandates and capacities, and ensures that these are reflected in a strategic plan. It includes the undertaking of advocacy of humanitarian principles. It ensures that resource mobilization for the program results from a process conducted in a manner which responds to agreed priorities. It monitors and evaluates the overall implementation of the program to ensure that changing circumstances and constraints are identified and are then responded to in an agreed manner. In so doing, it may address issues more generally regarded as operational when these issues are seen to have an impact on the program as a whole.

Operational coordination

Operational coordination is concerned with two requirements. The first is the need, within the strategic framework of the humanitarian program, for substantive coordination in relation to specific humanitarian sectors of activity, with regard to geographical areas or beneficiary groups. This is to ensure that, within each sector, the activities of different actors are conducted in a complementary manner and according to an agreed plan. The second requirement is for common services for humanitarian actors. Thus, operational coordination ensures that matters such as security, communications and common logistical systems are managed in a manner best calculated to respond to changing operational requirements.

Field-based objectives

Several objectives have been identified by OCHA as essential to achieving effective sustained field coordination consonant with its goal. These objectives include:

1. Ensure a comprehensive and coordinated program of humanitarian assistance by:
 - Creating a framework and mechanism/platform and acting as catalyst for strategic decision-making and consultation.
 - Identifying critical needs and targeting resources to those needs.
 - Ensuring access to populations-at-risk.
 - Developing and adopting a unified approach that eliminates gaps and duplications.
 - Promoting an appropriate division of responsibilities resulting in a streamlined and coherent service provision.
 - Promoting accountability through the use of monitoring and evaluation information.
 - Promoting emergency assistance that is supportive of recovery and long-term development.
 - Advocating for humanitarian principles and concerns as well as the security of humanitarian workers.
2. Ensure a steady and reliable flow of information to inform decision-making by:
 - Monitoring events, conditions and trends to provide sufficient early warning to enable a timely response.
 - Establishing and maintaining an effective information collection, analysis, dissemination and clearinghouse capacity.
3. Ensure sufficient resources to accomplish agreed programs by:
 - Mobilizing resources to accomplish tasks in a coordinated and systematic manner.
 - Providing essential coordination/common services.
 - Promoting sharing of resources among providers of humanitarian assistance.

Essentially, coordination normally progresses through the under-mentioned phases of increasing interaction:

- Information sharing.
- Agreed distribution of program tasks and responsibilities amongst all participants.
- Common goals and programs.

B.3. Field coordination functions

Overview

OCHA seeks, overall, to improve the impact of field operations through coordination. Coordination is determined by the GA to add value to the United Nation's efforts but is not expected to add a layer of decision-making or extra bureaucratic impediments.

If field operations are improved, improvement will be evident in the areas of efficiency, effectiveness and impact. Efficiency covers those improvements that ensure that services are provided for the least possible cost and minimum amount of resources. Effectiveness is improved when humanitarian assistance providers are able to achieve the objectives of their programs. Finally, impact is the extent to which the overall "quality of life" conditions in the emergency are improved.

To carry out its mandate, field coordination requires the provision of certain key functions. The mandate to ensure coordination does not, however, mean that OCHA must provide all of them - it must ensure they are there.

The UN Resident Coordinator/Humanitarian Coordinator (RC/HC)

Certain functions require the status inherent in the representational role of the UN Resident Coordinator/Humanitarian Coordinator (RC/HC) as the designated representative of the Secretary General and ERC and are closely linked with the responsibilities of the coordinator him/herself. The functions of the RC and the HC are separate, but are often combined in one person/office (see also B.4.1.)

The RC/HC is responsible for overall leadership of humanitarian coordination; representing the UN system to high levels of government and other high-level liaison; and facilitating sensitive political or inter-agency agreements.

Specific functions related to this include:

- Convene and chair coordination body.
- Facilitate agreement on division of responsibilities.
- Negotiate access to emergency areas for all organizations.
- Advocate for humanitarian concerns.

Depending on who has requested an UNDAC team from the ERC, the team may work to support the Government of the affected country and/or the RC/HC in-country.

B.3.1. OCHA coordination functions in the field

In order to achieve strategic coordination, OCHA will typically provide the functions of:

- **Operations/programme coordination** - Responsibility for facilitating a coordinated, comprehensive and coherent operation/ programme of assistance to meet the humanitarian needs in the emergency situation.
- **Information collection/dissemination** - Responsibility for collecting, compiling, analyzing, displaying and reporting on the general emergency situation, its consequences, resource need and availability, the response activities, the achievements, and the unmet needs.
- **Coordination for international Urban Search and Rescue (USAR) teams on-site during a collapsed structure emergency** - In accordance with GA Resolution 57/150 of 16 December 2002 on "Improving the effectiveness and coordination of international urban search and rescue operations"; OCHA is to deploy an UNDAC team to assist the national authorities in on-site coordination of the international USAR teams.

B.3.2 Common services

In order to achieve operational coordination OCHA may need to request and support the provision of UN common services such as:

- Humanitarian Information Centre (HIC).
- United Nations Joint Logistics Centre (UNJLC).
- United Nations Department of Safety and Security (UN DSS).
- Civil Military Coordination (CMCoord).
- United Nations Humanitarian Air Services (UNHAS).
- Information and Communication Technology (ICT).

In regard to these services, OCHA's primary responsibility is to ensure that these services are accessible and sufficient.

B.3.3. Principal field coordination activities

OCHA staff and/or UNDAC-members will engage in the following activities when working to achieve the above listed goal and objectives.

Assessing/Analyzing

Assessing requires gathering information, analyzing it and making a judgement about the situation. UNDAC members begin assessing as soon as they hear about the disaster, consulting media and web-based information sources. Further assessing occurs during transit, when landing in-country, and travelling to the capital and/or disaster site. Every interaction provides an opportunity to build up a picture of the situation, i.e., assessing options as a prelude to action and as a guide to making good choices about deploying scarce resources.

Planning

Information collected on the survivor and institutional strengths and assets, humanitarian needs and programs of assistance offered by various responding organizations must be shared and discussed by these organizations. OCHA is responsible for regularly convening the organizations to plan integrated and comprehensive interventions; facilitating agreement on the division of responsibility; and taking such actions as are necessary to ensure plans are updated and interventions implemented as envisaged in the plan(s).

Mobilizing

The resources required to effectively respond to an emergency will be significant, and frequently fall outside of normal budgetary projections. OCHA is responsible for supporting the fund mobilization process, perhaps through the Consolidated Appeal Process (CAP) or a Flash Appeal. OCHA may also be required to mobilize personnel and material to support humanitarian assistance efforts.

Supporting

A coordinated program of assistance requires accurate and timely information on the humanitarian situation. OCHA is responsible for coordinating and supporting inter-organizational assessments; ensuring that all areas of possible assistance are assessed and that, to the extent possible, assessment teams do not duplicate each others' work or leave important areas unassessed. (See also Chapter G – Disaster Assessment.)

When the relief effort is organized in humanitarian clusters, e.g., shelter, health, etc., OCHA is responsible for supporting the cluster lead agency (s). OCHA may need to convene cluster meetings in the very early stages of the response.

In the early stages of a humanitarian emergency, especially a natural disaster with search and rescue requirements, OCHA will be responsible for identifying priority areas and coordinating on site international assistance providers at these areas, in support of national and local authorities.

Liaising

An emergency situation of sufficient magnitude will be characterized by a large number of different entities, e.g., host-government, UN agencies, international organizations, and non-governmental organizations (NGOs), providing humanitarian assistance. OCHA is responsible for ensuring that these organizations are linked with each other and with the overall effort. OCHA is, therefore, responsible for maintaining contact to promote integrated programming and regular and effective sharing of information.

Monitoring

As the humanitarian emergency evolves, new areas of need will develop; some needs will be met or otherwise decrease in importance; and new providers will join the effort. OCHA is responsible for monitoring the emergency situation,

needs and assistance provided to quickly identify emerging needs, gaps and duplications in assistance, and the extent of program accomplishments.

Reporting

OCHA is the principal organization through which information on the humanitarian situation is gathered and analyzed. OCHA is also, therefore, responsible for regularly communicating the results of the analysis to interested parties such as emergency responders, donors and the media, in the form of regular situation reports and briefings.

B

B.4. OCHA country level coordination structures

B.4.1. Representatives of OCHA

The UN Resident Coordinator

In the great majority of countries where the UN system is present, overall coordination of UN activities falls primarily to the UN Resident Coordinator (RC), in consultation with the relevant UN agencies. In most cases, the Resident Representative of the United Nations Development Program (UNDP) is designated as the RC. The RC is responsible for coordinating UN humanitarian assistance. In the period before a disaster occurs, the RC coordinates preparedness and mitigation activities; monitors and provides early warning of potential emergency situations; leads contingency planning based on early warning monitoring; and chairs the UN Disaster Management Team (UN DMT). Unless otherwise designated, once an emergency occurs, the RC will continue to lead and coordinate the UN inter-agency response. For the duration of the emergency the RC reports to the ERC who is also Under-Secretary General of Humanitarian Affairs, i.e., the head of OCHA.

The UN Humanitarian Coordinator

If an emergency becomes significant in size and/or complexity, the ERC, in consultation with the UN agencies, may appoint a UN Humanitarian Coordinator (HC). If the RC has the necessary skills, he/she will normally be designated as HC. If not, either a new RC will be appointed to serve in both functions, or a separate HC will be appointed. In countries where there is a significant risk of the occurrence of a complex or major emergency, efforts will be made by the Administrator of UNDP, whether through specific training or accelerated rotation, to find a RC with an appropriate humanitarian profile. The HC normally phases out once the emergency subsides.

Lead agency as coordinator

In instances where one UN agency is providing the overwhelming majority of UN humanitarian assistance, the Inter Agency Standing Committee (IASC) may designate this agency as Lead Agency and its representative as the HC, acting under the authority of the ERC and reporting to him/her on coordination matters.

B.4.2. OCHA Field Coordination Unit

During an emergency, OCHA is responsible for ensuring that the RC/HC receives the support required to carry out his/her responsibilities. In major or long running emergencies the Coordinator will need substantial assistance in the form of a core of experienced and energetic professional and support staff and adequate logistical, administrative and financial support. This may entail the establishment of a dedicated Field Coordination Unit (FCU).

B.4.3. The operations coordination centre

In situations combining a high number of humanitarian actors and a rapidly evolving emergency situation requiring a high degree of real time “operational coordination”, the OCHA field coordination activity may be organized in an Operations Coordination Centre. The Centre serves as the entity for the coordination of the operational activities undertaken by humanitarian organizations responding to the emergency, including the United Nations agencies, the government, and NGOs. It provides a clearly visible focal point and “meeting place” for interaction amongst the organizations carrying out or supporting the humanitarian response operation. The Centre focuses on the multi-sectoral overview of the situation, actors and responses to the emergency. It ensures that sectoral coordination is integrated and presented within a plan for the overall humanitarian response, ideally through cluster coordination carried out from the Centre by the agency designated responsible for a given cluster.

In a natural disaster, the Centre will typically be known as an On-Site Operations Coordination Centre (OSOCC) and be located at the disaster site. Sub-OSOCCs may be established at other locations affected by the emergency. (See also Chapter E – Coordination in the Field.)

B.4.4. Regional coordination mechanism

In situations where the emergency is likely to, or already has, involved more than one country, the IASC and ERC may establish a regional coordination mechanism of some kind. Operating under the supervision of the ERC, a regional coordinating mechanism will have responsibility for facilitating congruence of country-specific policies on sub-regional humanitarian assistance issues, including, where appropriate, standardization of agreements governing cross-border operations and providing logistical support including regional telecommunications networks.

B.4.5. Integrated UN missions

In some situations, the UN agencies in-country will simultaneously be involved with humanitarian, security, and development operations. In such cases there may be three separate and distinct reporting lines. Peace-keeping forces will be

overseen by a Force Commander, humanitarian affairs by a UN Humanitarian Coordinator, and development activities by a UN Resident Coordinator. There may also be a Special Representative of the Secretary-General (SRSG).

An SRSG may be appointed to act on behalf of the Secretary General in an emergency which is “complex or of exceptional magnitude” - normally one in which there are major political negotiations and/or when UN peace-keeping forces are deployed. An SRSG has overall responsibility for UN system-wide action and coordination. The OCHA Coordinator(s) has a dual reporting requirement to both the SRSG and the ERC.

B

B.5. Coordination fora

B.5.1. Local authorities

In most emergencies, especially in sudden onset emergencies, the main UN counterpart in-country is the national government. In most countries the government will appoint a special ministry or other entity charged with overall coordination of government humanitarian assistance and with interacting with international assistance entities. When such a government coordination structure exists, this will be an important counterpart for UN humanitarian coordination staff. Other government ministries OCHA may liaise with include Foreign Affairs, Interior (normally encompassing the police and border control functions), Defence, and Civil Defence. The UNDAC team may at times be tasked to strengthen this capacity of the government authorities.

At the field level, it is not unusual for local authorities, such as regional governors or local military commanders, to have considerable responsibility and some degree of independence from the capital. An important task of OCHA field level staff is to ensure that such authorities are well informed concerning the objectives, principles, and implementation of humanitarian assistance, both of the UN as well as the larger international system.

In complex emergencies, UN assistance may need to be provided to persons living in areas outside of the control of the national government, e.g., under the control of opposition groups. Opposition groups may have established their own coordination mechanisms and OCHA field staff must be able to work effectively with them.

B.5.2. United Nations Disaster Management Team (UN DMT)

The GA has mandated that a standing UN Disaster Management Team (UN DMT), also referred to as the UN Country Team (UNCT), be formed in every disaster/emergency-prone country. The UN DMT is chaired by the RC/HC. Its composition is unique to each country depending on its special circumstances and normally includes representatives, if present in the country, from Food and Agricultural Organization, (FAO), United Nations Development Programme (UNDP), United

Nations Children's Fund (UNICEF), World Food Programme (WFP), World Health Organization (WHO), and United Nations High Commissioner for Refugees (UNHCR). In some countries the UN DMT may be expanded to include donor representatives, major NGOs and the Red Cross/Red Crescent movement. In such cases, it is often known as the IASC Country Team.

The primary purpose of the UN DMT is to prepare for and ensure a prompt, effective, and concerted response and promote coordinated UN assistance to the government for post-emergency recovery. This does not supersede the mandates of its members. During an emergency, the UN DMT is the main in-country mechanism by which UN agencies coordinate policies and programmes of humanitarian assistance. (See also Chapter M – United Nations and International Response Organizations.)

B.5.3. The Cluster approach

The IASC principals have agreed to establish cluster leads at the global level in nine sectors of humanitarian activity. The cluster leads will act as lead agency and have been mandated to establish a coordinating mechanism within their sector.

The designated clusters are:

Cluster	Lead agency
Nutrition	UNICEF
Water and sanitation	UNICEF
Health	WHO
Camp coordination and management	UNHCR – complex emergencies. IOM – natural disasters.
Emergency shelter	UNHCR – complex emergencies IFRC – natural disasters (taking into account the IFRC's obligations and independence, IFRC will act as convener).
Protection	UNHCR – complex emergencies. UNHCR/UNICEF/OHCHR – will jointly determine under the overall leadership of the RC/HC in natural disasters.
Logistics	WFP
Telecommunications	OCHA for emergency telecommunication and as overall process owner. UNICEF for common data services. WFP for common security and telecommunications services.
Early recovery	UNDP

The cluster approach will be applied in these nine sectors with the understanding that in four sectors the cluster model is not necessary as these four already have sufficient leadership. These four are:

- Food led by the WFP.
- Refugees led by the UNHCR.
- Education led by UNICEF.
- Agriculture led by FAO.

The IASC-endorsed cluster approach operates at two levels. At the global level, the aim is to strengthen system-wide preparedness and technical capacity to respond to humanitarian emergencies by designating global cluster leads that are accountable for ensuring predictable and effective inter-agency responses within the particular sectors or areas of activity concerned.

At the country level, the aim is to strengthen the coordination framework and response capacity by mobilizing clusters of agencies/organizations/NGOs to respond in particular sectors or areas of activity, each cluster having a clearly designated lead as agreed by the RC/HC and the IASC Country Team. To enhance predictability, where possible, this should be in line with the cluster lead arrangements at the global level.

OCHA will take on the role of ensuring the establishment of the cluster approach in a sudden onset disaster and provide inter-cluster coordination, overall guidance and monitoring of the process, and advocacy to support the work of the clusters.

Cluster lead ToR

The cluster leads have been given standard Terms of Reference. In summary they are as follows:

- The cluster lead will be accountable for ensuring preparedness and response that is both adequate and predictable. It will work with relevant actors and agencies with expertise and capacities in that area.
- At the field level, the clusters provide support to the Humanitarian Coordinators who are able to call upon cluster leads for support as required.
- The cluster lead will not carry out all of the activities itself, but will be responsible for ensuring that these activities are carried out and will act as the provider of last resort.

The complete ToR for the cluster lead may be downloaded from the Reliefweb or obtained through OCHA.

B.5.4. Military/humanitarian operations interface

In countries that have a UN peace-keeping mission or other multi-national military presence it may be expected that such operations would have resources

which will be of considerable value for the implementation of humanitarian operations. Apart from providing security to humanitarian operations, such resources as logistics, telecommunications, and engineering support such as road, bridge, and site preparation may be useful or essential.

A UN peace-keeping operation may have a humanitarian cell or other humanitarian liaison function. US military operations or US-led multi-national forces often have a Civil-Military Operations Centre (CMOC) with humanitarian liaison as one of its responsibilities.

Ideally, such military liaison functions should work to support OCHA's coordination role. As the availability, type of resources, and expertise will differ in each situation, it is not possible to create a generic model for linkage between a peace-keeping operation and the OCHA coordination structure. Organizationally, the military support element might be limited to a position in a liaison cell or take up a more active position in other cells.

The military assets available for humanitarian activities should be integrated or at least linked to the OCHA coordination structure. However, it is important that the military liaison functions, if in the form of a humanitarian cell or CMOC, act in support of and not parallel to or in front of a primary humanitarian coordination function.

OCHA-Geneva has a Civil Military Coordination Section (CMCS) which may assist in establishing a military - civilian interface. CMCS has provided training to numerous persons in civil-military coordination (CMCoord) who can function as liaisons on all levels of the coordination structure. (See also Chapter L – Civil Military Coordination.)

B.5.5. NGO coordinating councils

In any given emergency there may be a large proliferation of NGOs. They may have organized themselves into NGO coordination bodies to meet their collective needs and integrate activities to maximize their impact. Such efforts may be organized by the International Council of Voluntary Agencies (ICVA), InterAction, Steering Committee for Humanitarian Response (SCHR), or other NGO umbrella organizations. The activities of these NGO coordinating bodies should be integrated into OCHA's overall coordination effort.

B.5.6. Donor councils

In some emergencies, donors may form a coordination body for their own purposes. These bodies are more likely to be created at the height of an emergency, when donors need information quickly and when, individually, they are not able to get reliable information. These efforts may be sustained during the rehabilitation and reconstruction phase, as well.

B.6. Variations between natural disasters and complex emergencies

While each emergency situation is unique, many aspects of the emergency environment and how the response is managed are the same in natural disasters and complex emergencies. Significant variations also exist and are detailed below. The terms disaster and emergency have generally, though not universally, accepted definitions (see UN International Strategy for Disaster Reduction definitions at www.unisdr.org).

The role of the national government/state

“The sovereignty, territorial integrity and national unity of States must be fully respected in accordance with the Charter of the United Nations. In this context, humanitarian assistance should be provided with the consent of the affected country and in principle on the basis of an appeal by the affected country.”

“Each State has the responsibility first and foremost to take care of the victims of natural disasters and other emergencies occurring on its territory. Hence, the affected State has the primary role in the initiation, organization, coordination, and implementation of humanitarian assistance within its territory.”

These principles from GA Resolution 46/182 are fundamental to the UN system.

While for most natural disasters, the State is a willing and legitimate partner and must request international assistance. In complex emergencies, the legitimacy and territory of the State is under, often violent, dispute. In some situations a State, per se, may not exist. Even if it does exist it may have limited authority and capability.

This situation makes the adherence to the above principles problematic in complex emergencies. In these cases the commitment to the victims may supersede the commitment to the State. More likely, however, OCHA coordination efforts will need to acknowledge the legitimacy of competing authorities. Thus, OCHA may need to develop and maintain effective relationships not only with the State but also with the antagonists and political opposition.

Time frame

While the basic human needs for security, food, water, shelter and medical treatment are the same for beneficiaries in natural disasters and complex emergencies, the role of an UNDAC team in a natural disaster will be circumscribed to a short period of time. In a natural disaster speed of response is critical and is measured in hours and days. This is especially so in an earthquake situation where trapped people are unlikely to survive more than 3-4 days unless rescued.

For most complex emergencies the OCHA presence and coordination mandate will need to be sustained over a longer period of time and needs created by the emergency will become chronic. This will inevitably affect the coordination approach and determine priorities.

Bilateral donor response

In a natural disaster, donor response whether financial or in-kind is largely bilateral between the donor government and affected government. In this case, coordination becomes even more difficult and the people responsible for coordination have to make a special effort to draw donor governments and organizations into the coordination process. This is less of a challenge in complex emergencies since donor response is mostly through multilateral channels.

The role of the military

Using military assets for humanitarian needs in a complex emergency is a political decision and has been opposed in the past in recipient countries, e.g., Somalia. In a natural disaster it is far easier to use military assets for relief as there are fewer political implications to such use.

C. UNITED NATIONS DISASTER ASSESSMENT AND COORDINATION (UNDAC)

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C.1. Concept

The United Nations Disaster Assessment and Coordination (UNDAC) system is designed to assist the United Nations in meeting international needs for early and qualified information during the first phase of a sudden-onset emergency and in the coordination of incoming international relief at national level and/or at the site of the emergency. It is designed to deploy staff and experts at very short notice (12-24 hours) anywhere in the world. It also aims at advising and strengthening national and regional disaster response capacity.

The UNDAC system consists of four components:

- 1. Staff** - Professional and experienced emergency managers made available for UNDAC missions by their respective governments or organizations together with Office for the Coordination of Humanitarian Affairs (OCHA) staff. UNDAC team members are specially trained and equipped for their task.
- 2. Methodology** - Predefined methods for coordination including the collection and management of information, assessment as well as structures for coordination support during the first phase of a sudden-onset disaster or emergency. UNDAC methodology is designed to fit any disaster around the world.
- 3. Mobilization procedures** - Proven systems to mobilize and deploy an UNDAC team, so that it will arrive within 24 hours at any disaster or emergency site anywhere in the world.
- 4. Equipment** - Adequate personal and mission equipment for UNDAC teams to be self-sufficient in the field when deployed for disasters/emergencies.

Added value

An UNDAC team is a neutral, international asset that provides experienced emergency managers with varied skills, free of cost at very short notice to a sudden onset emergency. An UNDAC team may be dispatched at the occurrence or early warning of an emergency. UNDAC teams are requested by, and work under the authority of the UN Resident Coordinator/ Humanitarian Coordinator (RC/HC), and, when requested, the national government of an affected country. They provide an international capacity to support cross-sectoral emergency assessment, relief coordination and information-management.

In an earthquake, the UNDAC team provides the On-Site Operations Coordination Centre (OSOCC) which coordinates the international Urban Search and Rescue (USAR) teams assisting in the rescue of survivors. The OSOCC structure may also be established in other types of emergencies.

When required, UNDAC teams are reinforced with experts covering more specialized fields of emergency management, e.g., environment. An UNDAC team is self-sufficient in basic telecommunications, office and personal equipment.

UNDAC regional teams

The UNDAC team is divided into three regional teams:

- Africa-Europe.
- Americas.
- Asia-Pacific.

In emergencies of mainly national or regional concern, UNDAC will draw upon its regional teams consisting of UNDAC members from the affected country/region. This enables OCHA to deploy an UNDAC team of emergency managers who are well versed in the local conditions, languages and culture.

Triggers for mobilisation of the UNDAC team

Indicators triggering the mobilization of an UNDAC team by the Emergency Relief Coordinator (ERC) include:

- **Natural Disasters** - When a disaster affected country requests international assistance in coping with a natural disaster and requires additional international coordination resources, or when a disaster is imminent, e.g., hurricanes, UNDAC teams may be pre-positioned in the country.
- **Complex Emergencies** - When there is the sudden onset or change in intensity of a complex emergency, which is likely to result in an unforeseen requirement for additional international coordination resources.

In each case, the deployment and detailed tasks of an UNDAC team are decided in consultation with the RC/HC and/or the national government. The team normally stays in the affected area for the initial response phase of two to four weeks.

C.1.1. IASC Working Group agreed statement on UNDAC

Following is the Inter-Agency Standing Committee (IASC) Working Group statement on the UNDAC concept of 2002 that provides guidance for the use and development of the concept.

“General:

UNDAC is part of OCHA, not an independent organization. Its main role is to give the ERC the capability to support a member state affected by an emergency by providing technical services, under the leadership of the RC/HC. Among the technical services that UNDAC provides, the principal ones are on-site coordination and information dissemination services.

Complex emergencies:

The response to complex emergencies is frequently politically sensitive and close consultation within the United Nations family is called for. When UNDAC teams are deployed into such environments it will normally be in the context of OCHA's surge capacity.

Assessment:

Substantive sectoral assessments will normally be made by the host government, UN agencies, or qualified members of the IASC family. An UNDAC team may be requested to provide technical support in support of the RC/HC or UN Country Team.

Reporting and appeals process:

UNDAC will not issue appeals. UNDAC's reporting will focus not only on the material dimension. This reporting will aim to give governments and others a broad understanding of the scale of an emergency. Any United Nations appeal will be managed by the RC/HC and the UN Country Team.

Agency participation in UNDAC:

IASC agencies will seek to make available a number of staff for training and deployment on UNDAC teams.

Governance arrangements:

UNDAC will be managed by OCHA. An UNDAC Advisory Board has been established to more closely involve partners and to provide advice to the ERC on the development of the UNDAC system. Participating governments and IASC member agencies are invited to join the board which shall be chaired by OCHA. OCHA will report regularly to the IASC Working Group on the functioning of the UNDAC system and will consult the IASC Working Group with respect to any significant policy proposals."

C.1.2. Examples of what the UNDAC system can and cannot do***Examples of what the UNDAC system can do to support the RC/HC in case of disaster***

- Support and facilitate the work of the RC/HC and the United Nations Disaster Management Team (UN DMT) and/or the IASC Country Team in the coordination of international assistance.
- Inform the RC/HC of developments in the emergency situation and other information which might be included in field and OCHA situation reports distributed to disaster relief organizations and the international community.
- Support the UN DMT and/or IASC Country Team in coordinating assessments of the emergency situation and analysis of relief needs.
- Support coordinated information management and dissemination related to the international humanitarian response to the disaster on behalf of the United Nations in-country system.

Examples of what the UNDAC System can do in support of the affected country's authorities

In case of disaster, the RC/HC and the government can agree on the use of the UNDAC team to:

- Strengthen the coordination centre of the government for international coordination.
- Strengthen the coordination centre of the authorities in charge at the site of the disaster.
- Support the following :
 - Coordination of the process of evaluating immediate humanitarian needs.
 - Management and dissemination of information towards the international/donor community.
 - Mobilization of international resources.
 - Reception and orientation of the international USAR teams.
 - In the logistics sector, the government has overall responsibility and World Food Programme (WFP)/United Nations Joint Logistics Centre (UNJLC) normally assumes the responsibility of lead agency on behalf of the UN system. The UNDAC system, if requested, may provide support to the logistics operation by establishing a relevant coordination platform.

Outside cases of disasters

- Coordinates the selection of new UNDAC candidates in order to sustain the capacity of the UNDAC system worldwide.
- Trains new UNDAC members selected by national government and international organizations during induction courses of 12 days duration.
- Refreshes the skills of UNDAC members in 4-day courses held yearly for each UNDAC regional team.
- Keeps UNDAC members and UNDAC focal points in governments and agencies informed of developments in UNDAC system and its related missions.
- Ensures representation of the UNDAC system in relevant events or training worldwide.
- Conducts disaster response preparedness missions on request from disaster-prone countries. (See also Chapter I – UNDAC Disaster Response Preparedness Missions.)

Depending on available resources

- Facilitate or participate in simulation exercises involving disaster response coordination of relevance to the UNDAC system's role.
- Facilitate or participate in training initiatives addressing the subject of disaster response coordination relevant to the UNDAC system's role.

- Facilitate or participate in familiarization sessions to enhance understanding of the UNDAC system and OCHA's role.

Examples of what the UNDAC system cannot do

- In-depth or sectoral evaluation. The host government, UN agencies or qualified members of the IASC family, will normally make substantive sectoral assessments. However, the UNDAC system may help mobilize expertise in case of environmental impact of the emergency.
- Deliver humanitarian assistance. The UNDAC system only delivers support related to coordination, information management and resource mobilization.
- Take on a specialist role outside the areas of coordination, information management and resource mobilization.
- Sectoral coordination. This should be done by the ministries concerned, and within the UN system, by the designated lead agencies in each sector/cluster.
- Coordination of national/provincial entities. This is the responsibility of the national government.

C.2. UNDAC Standard Terms of Reference (approved by the ERC in Nov 2002)

The UNDAC system is a part of OCHA and is deployed pursuant to a request from an affected government, the ERC, or the RC/HC. It supports the RC/HC and the UN Country Team (UNCT)/UN DMT/IASC Country Team by providing technical services, principally in on-site coordination and information dissemination. It aims to facilitate close links between country-level, regional and international response efforts. It assists in meeting international needs for early and qualified information on the situation and, when necessary, in the coordination of international relief at the site of the emergency. UNDAC teams work in close consultation and coordination with the UNCT/UN DMT/IASC Country Team.

The following are standard Terms of Reference (ToR) for the mission of an UNDAC Team, which establish the overall framework for UNDAC deployments. The ERC may, within this framework, modify the ToRs for an UNDAC mission, consulting with the RC/HC and UNCT/IASC Country Team in the field, depending on the requirements of a given emergency situation.

“When on mission, the UNDAC team:

1. Assists and works under the authority of the RC/HC, who in turn reports to the ERC when responding to disasters

and emergencies. Supports and facilitates the work of the affected government and the UNCT/DMT in-country, in the initial response phase of an emergency.

2. Reports to the RC/HC and informs him/her and the UNCT/DMT of developments in the emergency situation.

3. The UNDAC team may provide and disseminate initial information on the material and human dimensions of an emergency with the aim of giving host governments and the international community a broad understanding of the nature and magnitude of an emergency. The UNDAC team will not issue appeals. Any UN appeal will be managed by the RC/HC and the UNCT.

4. While substantive multi-sectoral assessments will normally be made by the host government, UN agencies or qualified members of the IASC, within the framework of RC-UNCT coordination, UNDAC aims to support the host government and UNCT/DMT in facilitating the coordination of initial assessments of both the emergency situation and the international relief requirements stemming from it, with a particular view to ensuring:

- The consistency of any preliminary information regarding the nature and scale of the emergency, the preliminary needs assessed and the relief interventions required; and,
- The coordination of the infrastructure and logistics, including in relation to a possible deployment of UNJLCs.

5. During earthquakes and other emergencies involving collapsed structures where international urban search and rescue teams are deployed, UNDAC may, when requested by the affected government, ERC, RC/HC or the International Search and Rescue Advisory Group (INSARAG), establish a specialized On-Site Operations Coordination Centre (OSOCC) with the local emergency management authorities to enable them to meet the technical needs of coordination of the international urban search and rescue teams.

6. When requested by the affected government, ERC or RC/HC, UNDAC may establish an OSOCC for the effective integration and use of international relief assets in support of the appropriate national emergency management authority.

7. When requested by the affected government, ERC, RC/HC and UNCT to operate in complex emergencies, UNDAC normally deploys and functions with the context of OCHA's surge capacity and operates in close consultation and coordination with the UN operational agencies.

8. The UNDAC team maintains links with and regularly reports on the progress of its mission to the ERC, UNCT/DMT and IASC partners throughout the duration of its mission.

9. As part of a joint effort to enhance system-wide coordination, OCHA will provide regular reports on UNDAC missions and field deployments to the UNDAC Advisory Board and the IASC Working Group, as required.”

C.3. The UNDAC mission cycle

An emergency response mission normally proceeds in an operational cycle. Given below is an outline of possible actions that an UNDAC member may be required to take during the various stages of an UNDAC mission commencing from preparation to lessons learned.

It should provide UNDAC members with a check-list that allows them to anticipate the next steps they may need to take during a mission. Not all the actions listed here are applicable all the time and thus this list is not prescriptive but rather is primarily meant to be a guide for the UNDAC members' discretionary use.

UNDAC member's pre-mission awareness

- The international disaster environment, e.g., the consequences of floods, earthquakes, refugee movements, etc.
- The key players and their mandates.
- International humanitarian law.
- International resources for relevant information, e.g., web sites.
- Monitor Virtual OSOCC on a regular basis.
- OCHA's coordination mandate and UNDAC *raison d'être*.
- At all times make sure that Field Coordination Support Section (FCSS) has updated contact and personal information.

Personal preparation as an UNDAC team member

- Vaccinations/medical (updated vaccination-card).
- Family.
- Physical (pre-, during, and post-mission).
- Kit (personal and team-equipment).
- State of readiness.
- Passport valid for more than six months.

UNDAC mobilization

- Know the system:
 - Step by step.
 - Forms and procedures.
 - National/Geneva level.
- Contractual arrangements for:
 - Insurance.
 - Liability.
 - Readiness.

- Compensation.
- Contacts.
- Length of deployment.
- Daily Subsistence Allowance (DSA).
- Certificate.
- Status as “UN Expert on Mission”.
- Arrangements for evacuation in the event of serious injury/illness.
- Arrangements/preparations for the possibility of death.

Deployment

- ToR.
- Mission objectives (determined in consultation with RC/HC and OCHA-Geneva).
- Briefing (mission tasks, expectations, methods of operation, briefing file, initial Plan of Action).
- Team capacity (members’ strengths and weaknesses – personally and collectively).
- Team Leader’s role and responsibilities.
- Cultural conditions existing in the country/region.
- Climatic conditions at disaster area.
- Security situation, phase and clearance.

Arrival in country

- Contacts.
- Entry formalities (forms, telecommunications and IT equipment).
- Logistical practicalities, e.g., bills, transport, money, food, etc.
- Select appropriate team profile level / visibility on entry.
- Marketing our services (using targeted literature, presentations, and member profiles).
- Identifying the key people and gaining their confidence as soon as possible.
- Establishing communication links (with the field, OCHA-Geneva).
- Briefing the RC/HC and/or government authorities.

Orientation phase

- Dispel pre-conceived ideas and re-adjust objectives on facing reality.
- Begin the information management process that continues throughout.
- Identify the key issues; establish a clear aim / objectives and then stay focused.
- Although missions are short, look at transition (short - medium - long term), i.e., what happens after the UNDAC mission and plan the exit strategy from the beginning.

- Win RC/HC / other key players' (government, UN agencies) confidence and manage their expectations.
- Get a feeling for the security situation.

Plan of Action

- Create a Plan of Action based on known information, including partners.
- Contents, e.g., times, objectives, etc.
- State clearly to the team and to outsiders the purpose of UNDAC.
- Give mission focus.

Execution

1. Assist and work under the RC/HC:

- The RC/HC's ToR and roles in specific disaster situations.
- ERC responsibility, role, power, etc.

2. Participate in the UN DMT/IASC Country Team:

- Participants.
- Work procedures.
- Its responsibility vis à vis the affected country as an effective platform for coordination.

3. Coordination:

- Major players and their expressed intentions and possible agendas.
- Definition of coordination to different people / agencies.
- Pre-established, workable plan or model for coordination.
- Identify possible conflicts of interest.
- Identify what is working in this situation and what is not.
- Identify and analyze existing coordination fora for strengths / weaknesses.

4. Provide cross-sectoral support to information and response coordination:

- Definition, i.e., what are the tasks / activities they imply.
- How to accomplish these tasks / activities.
- Identify and obtain the support one require, e.g., support modules / Military and Civil Defence Assets (MCDA).

5. Coordinate, initiate, and participate in joint assessment of situation, response, and relief needs:

- Know the characteristics and needs of other stakeholders in assessment.
- Where, when, and how to carry out joint assessment?
- How UNDAC may best support the joint assessment?
- How to achieve consistency of assessment information?
- How to prioritize needs and act as an arbiter between stakeholders?
- How to identify gaps, overlaps, and inefficient or weak response?
- How to present assessment findings?

6. Information management:

- Define priority information requirements.
- Collect the relevant information.
- Collate the information collected.
- Consolidate and organize the information.
- Analyze the collated and consolidated information.
- Make recommended courses of action for decision-makers.
- Report and disseminate the findings and recommendations, as appropriate.
- Sitreps:
 - Audience and purpose.
 - Configuration and what they should / should not contain.
 - Preparations (dos and don'ts).
 - UNDAC role in preparing them.
 - Processing in Geneva.
 - Practice good sitrep producing skills (by reading, writing, and critiquing them).

7. Appeals

- Audience and purpose.
- When to do them, when not to (they should be generated in-country / be joint).
- Configuration and what they should / should not contain.
- Extent of UNDAC's supporting role in their preparation.
- Implementation in the country and processing of them in Geneva.
- Practice good appeal producing skills (by reading, writing, and critiquing them).

8. Maintain links with the Coordination and Response Division (CRD) desk / FCSS, i.e., the Standard Operating Procedures (SOP) for:

- Regularity of contact.
- Reporting, lines and schedule.
- Personnel, administrative procedures, etc.

Consolidation phase

- An open discussion; "are we on the right track?"
- Are the right people doing the right jobs?
- Need for additional equipment and/or support?
- Analyze distribution of work load (is there a need to rotate?).

UNDAC team disengagement phase

- Exit strategies (must be integral to the team's entry strategies, i.e., in the Plan of Action).
- Clarify to partners that UNDAC is not there for ever, but just a stage in a longer process.
- Who makes the decision, based on what, clearances and needs?
Indicators for withdrawal.
- Full or partial pull-out, who to handover functions to?
- Ensure systems are in place to avoid total breakdown of structures the team have set-up.
- What equipment stays behind, i.e., is left for counterparts to continue using.
- Bring in other resources/counterparts/agencies at an early stage, to facilitate hand-over.
- "Shadowing" by local counterparts from the start of the mission, to build capacity.

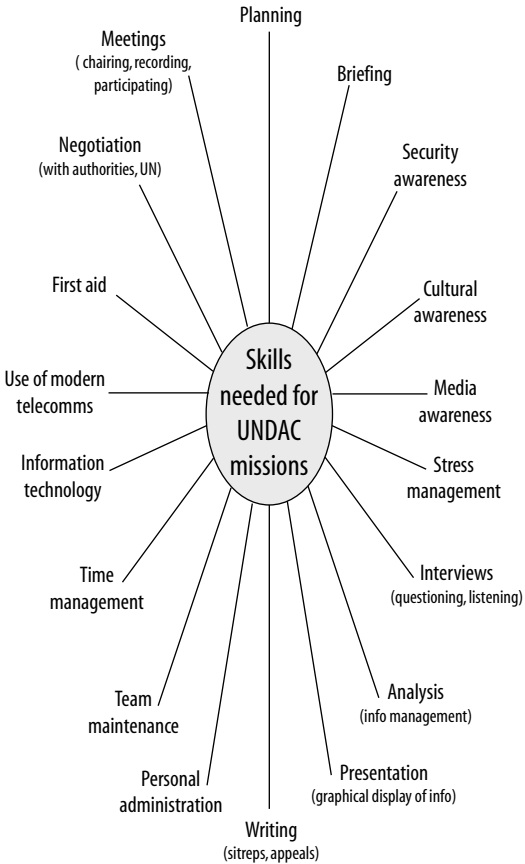
Geneva debrief

- With whom (involve the whole team)?
- Type of debrief / format / presentation.
- Keep in-house to improve the system, i.e., with confidentiality, and/or open to promote transparency and confidence in the UNDAC system.
- When? An immediate "post mission" unburdening of the team members and / or a later follow-up of members' mental and physical states?

Lessons learned

- For "closing the loop".
- A corrective action process to improve practice / rectify problems.
- A way of marketing our services ("continuous improvement" for future missions).
- Providing feed-back to team members about the corrective action process.
- Mission reports: their purpose, audience, e.g., the UNDAC team and focal points, the UN team in country, the national govt., OCHA desks, donors.
- A standardized format for reports and approach to their production on mission.
- How big, i.e., how much time and effort should be spent on them?

Diagram of core UNDAC skills



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D.1. Standard mobilizing procedure

The UNDAC team is a tool for, and is mobilized on the request of, the government of the affected country or the UN Resident Coordinator/ Humanitarian Coordinator (RC/HC). It may also be mobilized by the Emergency Relief Coordinator (ERC) when she/he considers it necessary.

D Mobilization of an UNDAC team will be commenced on the occurrence, or early warning, of a sudden-onset disaster in which early information indicates that an UNDAC team might be needed. When a disaster is impending, e.g., hurricanes, the decision may be made by the ERC to preposition an UNDAC team in the country.

The mobilization will follow a pre-set routine in 4 phases:

- M0 Information.
- M1 Alert.
- M2 Stand-by.
- M3 Dispatch.

The UNDAC mobilization procedure may be interrupted at any time by the transmission of a Stand-down message (M3b).

Two telephone numbers designated for communications with the Office for Coordination of Humanitarian Affairs (OCHA)-Geneva will be used during the mobilization and alert of an UNDAC team:

Facsimile: +41 (22) 917-0023
 Telephone: +41 (22) 917-1600
 Email: undac_alert@un.org

D.1.1. Mobilization

Information (M0)

1. When a large emergency occurs, or if information has to be passed to the UNDAC team, OCHA-Geneva through the Field Coordination Support Section (FCSS) may send an information message (M0) to the National Mobilization Centre of all countries participating in UNDAC.
2. No confirmation or other reply need be sent to OCHA-Geneva.
3. An information message will not automatically trigger other UNDAC messages.

Alert (M1)

1. OCHA-Geneva sends an alert message (M1) to the National Mobilizing Centre of all countries participating in UNDAC. An alert message is not normally preceded by an information message.
2. The National Mobilizing Centres pass the message, by prearranged means of communication, to national UNDAC team members.
3. The National Mobilizing Centres copy the alert message to the

national focal point responsible for UNDAC.

4. The members confirm receipt of the alert message to the National Mobilizing Centres.

5. The members reply directly to OCHA-Geneva (M1-reply), indicating their availability, contact point, the airport closest to their present location and the earliest time they can be at the airport ready for departure to the disaster site.

Simultaneously with despatch of an M1 message by fax, FCSS will send an alert by email and SMS to concerned UNDAC members and place the M1 on the Virtual OSOCC. This is to address the contingency that the M1 message may not reach individual UNDAC members through normal means. M1 messages may be sent to the entire UNDAC team or concerned regional wings of it as the situation demands.

Stand-by (M2)

1. OCHA-Geneva, depending on the magnitude and type of disaster, selects an UNDAC team from amongst UNDAC members who have indicated they are available for mission.

2. OCHA-Geneva sends a stand-by message (M2) to the National Mobilizing Centres, indicating the names of the selected members. A copy of the M2 is sent directly to the selected members by email.

3. The National Mobilizing Centres pass this information to all members and to the national focal point responsible for UNDAC.

4. The selected members confirm receipt of the stand-by message to the National Mobilizing Centres and also directly to OCHA-Geneva together with a signed Insurance Proposal Form.

5. The selected members prepare for their departure.

Dispatch (M3a)

1. OCHA-Geneva, in light of the development of the disaster situation, makes the decision to dispatch an UNDAC team.

2. OCHA-Geneva makes flight reservations for the selected members and arranges for the issuing of pre-paid tickets to be collected by the selected members at the airports of their departure.

3. OCHA-Geneva takes out insurance covering medical evacuation for all selected members (see section D.8. for more details of coverage). NOTE, all other necessary insurance is the responsibility of the selected member or his/her government/organization.

4. OCHA-Geneva sends a dispatch message (M3a) to the National Mobilizing Centres with a copy by email to the selected members, stating its decision to dispatch a team including travel arrangements for each member.

5. The National Mobilizing Centres immediately inform the selected

members of OCHA-Geneva's decision.

6. The National Mobilizing Centres also inform the national focal point responsible for UNDAC as well as non-selected members of OCHA-Geneva's decision.

7. The selected members confirm receipt of the dispatch message to OCHA-Geneva and to the National Mobilizing Centre.

8. The selected members depart for the UNDAC mission.

D D.1.2. Stand-down (M3b)

1. OCHA-Geneva, in light of the development of the disaster situation, makes the decision to stand-down the UNDAC team.

2. OCHA-Geneva sends a stand-down message (M3b) to all National Mobilizing Centres with a copy by email to the selected members.

3. The National Mobilizing Centres pass the message to all members as well as to the national focal point responsible for UNDAC.

4. All members confirm receipt of the stand-down message to the National Mobilizing Centre and directly to OCHA-Geneva.

D.1.3. Termination of mission

Once an UNDAC team is in country and has completed its mission, the decision to terminate the UNDAC team's mission is taken by OCHA-Geneva in consultation with the RC/HC and the Team Leader.

D.1.4. Test (M1-test and M2-test)

The above mobilization procedures will be tested at regular intervals. The test will follow the procedure described below:

1. OCHA-Geneva sends a test message (M1-test) to the National Mobilizing Centre of all countries participating in UNDAC .

2. Simultaneously with despatch of an M1-test, FCSS will send an alert by email and SMS to concerned UNDAC members and place the M1-test on the Virtual OSOCC. This is to address the contingency that the M1-test message may not reach individual UNDAC members through normal means.

3. The National Mobilizing Centres pass the message, by prearranged means of communications, to the members.

4. The National Mobilizing Centres copy the test message to the national focal point responsible for UNDAC.

5. The members reply directly to OCHA-Geneva (M1-test).

6. OCHA-Geneva sends a response message (M2-test) to the National Mobilizing Centre, listing the members that responded and indicating the time their replies were received at OCHA-Geneva.

7. The National Mobilizing Centre informs the national authority responsible for UNDAC of the results of the test.

8. End of test.

D.1.5. Alternate virtual mobilization procedure

Simultaneously with the mobilization system mentioned above, mobilisation will be done through the Virtual OSOCC. Due to lack of internet-connectivity worldwide, the M0 – M3 system will be the primary mobilization procedure.

D.2. Personal preparedness

Clothing and equipment requirements for an UNDAC mission will vary according to the location of the disaster, the climate and culture of the affected area, the season, extent of damage, and other factors. Team members are expected to maintain a high level of readiness to allow them to leave on mission at very short notice and to be fully independent and self sufficient throughout the mission with regard to clothing and personal effects.

Cultural sensitivity

When preparing for a mission, all members should be aware of what cultural specifics might exist in the disaster stricken country and how they may affect the mission. Cultural, political, and/or religious conditions prevailing in a country might have an influence on how the team itself approaches its Terms of Reference (ToR) and must be taken into consideration also by the individual team member. One must be prepared to adapt to local customs in such a way that ones own behaviour is not offensive to local counterparts. For example, headscarves for women might be considered mandatory, short sleeves and shorts might not be accepted, consumption of certain foodstuff is prohibited, etc. When possible, a briefing on customs and traditions of the country in question should be given by the Team Leader before deployment.

D.2.1. Documents

- Passport, preferably machine-readable and extra passport photos (6), with copies of the passport.
- UN Certificate.
- Travel Attestation regarding the mission received from FCSS.
- International certificate of vaccinations, with copies of the certificate.
- Maps printed from internet.
- Local currency or US dollars in cash, credit cards, traveller's checks.
- Clipboard, paper, pens, pencils.
- UNDAC Field Handbook.

D.2.2. Personal and team items

The following items are the ones that FCSS recommends. Each member should use one's own judgement when packing for a mission, but should not have more kit than they can carry themselves.

General

- Food and liquid for the first 72 hours of the mission (in case none is initially available).
- Hold-all, i.e., a bag that can be utilized as rucksack.
- Clothing (at least 2 changes) and sturdy walking shoes appropriate for the location, elevation, time of year and expected duration of the mission (normally 2 to 4 weeks).
- Jacket and tie for meetings with local officials, as appropriate. Female UNDAC members to have appropriate clothing including long-sleeves and headscarves, if local customs necessitate.
- Rain gear (jacket and trousers).
- Sleeping bag with liner.
- Pillow-case.
- Field-mattress.
- Extra pair of glasses (contact lenses are not recommended).
- 2 pairs of sunglasses (you can easily lose a pair).
- UNDAC identification kit (vest, arm-badge and field cap).
- Dust masks.
- Lightweight stove and one litre bottle for fuel (empty for air transport).
- Mug, plate, eating utensils.
- Toilet articles.
- Towel.
- Dry wash.
- Toilet paper.
- Ear plugs.
- Torch with spare bulb and batteries.
- Pocket knife/multi-tool, Swiss army model, Leatherman, etc. (not in hand-luggage).
- Sewing kit (not in hand-luggage).
- Shoe/boot polish and brushes.
- Washing powder (usable in cold water).
- Ball of string.
- Plastic bags.
- Matches.
- Candles.
- Water bottle with purification-filter.

Warm weather

- Mosquito net.
- Mosquito repellent.
- Cool boots/shoes.

Cold weather

- Winter jacket.
- Fleece-jacket.
- Warm boots (water-resistant).
- Woollen socks, gloves/mittens, thermal underwear and woollen hat.

Medical/health

See also Chapter 0 - Personal Health.

- First-aid kit including:
 - Wash swabs.
 - Dry swabs.
 - Assorted bandages.
 - Gauze roller bandage.
 - First-aid rescue sheet.
 - Protective gloves.
 - Respiratory sheet.
 - Cleansing swabs.
 - Scissors (not in hand-luggage).
- Optional
 - Over-the-counter painkillers.
 - Prescription medicine for expected length of stay.
 - Water purification tablets or drops.
 - Sun screen (30 or higher).
 - Lip salve.
 - Certificate of blood type.
 - Breathing-mask for disease-prevention.
 - Various salts, minerals, and vitamins for nutrition supplement in case of diarrhoea.

Optional

- Own mobile phone.
- Camera.
- Compass.
- Alarm clock.
- Micro-cassette recorder.
- Pocket-size binoculars.
- Electrical adapters for appliances.
- "Dog Tag" with name, nationality and blood type.
- USB memory stick.
- Personal laptop.
- Personal GPS.

Items included in various UNDAC mission support equipment

The UNDAC mission support kits are stored at OCHA-Geneva and/or OCHA regional offices, and will be deployed with OCHA members, Team Leader,

and/or UNDAC Support- member, as judged necessary:

- Telecommunications equipment.
- Lap-top configured with UNDAC mission software and forms.
- Global Positioning System (GPS).
- Emergency office kit.
- Car flags and stickers.
- Standard WHO health kit including:
 - Antibiotic tablets.
 - Redhydration salts.
 - Diarsed (against diarrhoea).
 - Anti-inflammatory cream.
 - Malaria prophylaxis.
 - Prevention of mycosis (powder and cream).
 - Insect repellent.
 - Insecticide powder.
 - Single-use disposable syringes and needles.

D.2.3. Vaccinations

UNDAC members should have their vaccinations up to date and registered in an international certificate of vaccination (WHO standard recommended). It is unlikely that there will be time to arrange for vaccinations before departure. More information on personal hygiene in tropical areas and vaccinations is to be found in Chapter O – Personal Health and in the WHO homepage on the internet, <http://www.who.int/en/>

Vaccination against yellow fever is required by some countries for entry into their territory, in accordance with international health regulations, depending on the traveller's point of departure and itinerary.

Certain vaccinations are recommended:

- Tetanus.
- Polio.
- Hepatitis A.
- Hepatitis B.
- Typhoid.
- Meningitis.

D.2.4. Team Leader checklist

The Team Leader should check that the following arrangements are in order and have been taken care of by the FCSS:

- Marshalling point.
- Terms of Reference (ToR).
- Briefing material.
- Specific items for team briefing.
- Travel Attestations.
- Team member contracts.

- Visas.
- All members in possession of UN Certificates.
- Press pack - OCHA/FCSS pamphlets and handouts.
- UN security clearance for all members of the team.
- SOS passport and other insurance arrangements.
- Daily Subsistence Allowance (DSA).
- UNDAC team equipment and/or deployment of UNDAC support module.
- Customs papers for UNDAC team equipment.
- Insurance for equipment carried.
- List of contact points, e.g., addresses, telephone numbers, etc.
- If possible, petty cash for UNDAC team.
- Computer with updated version of UNDAC mission software.

D.3. Baseline data of mission area

Prior to the departure of the UNDAC team, it is essential to collect all available relevant data that could be useful for the successful performance of the mission. As it will not be possible to brief all team members in Geneva, the Desk Officer, together with the FCSS, will assemble a briefing file for the UNDAC team members. This will be done during the mobilization phase of an UNDAC team.

Due to the urgency of deployment in certain emergencies, there will not always be time to prepare briefing materials before departure. Team members are requested to follow the development through the Virtual OSOCC and/or other available sources.

D.3.1. UNDAC briefing material

Available briefing material may include a variety of information. Shown below is a recommended list.

Contents

- The Situation.
 - Information/situation reports on the disaster.
 - Latest media reports.
 - ToR.
 - Other information, e.g., International Federation of Red Cross and Red Crescent Societies (IFRC) reports, etc.
- Country Information.
 - Country profile.
 - Other available information on the country, e.g., CIA Factbook.
 - Media reports.
 - Political information, e.g., sensitive issues.

- Maps:
 - Map covering the whole country.
 - Map covering the affected area (large scale).
- Correspondence.
 - Request for assistance.
 - Announcement to RC/HC of UNDAC team's arrival.
 - Latest information on contributions, pledges, OCHA Emergency Cash Grant, etc.
- Reference Material.
 - OCHA/FCSS Information Sheet.
 - Reports on previous disasters in the area.
 - List of goods available at the Brindisi warehouse.
 - Some hard copies of the most common-used forms found in the UNDAC mission software.

D.3.2. Additional information (carried by the Team Leader)

- Travel advance (DSA).
- SOS passport and other insurance information/documentation.
- Contact information for:
 - UN offices in the country.
 - Possible contacts in the capital, e.g., ministries, embassies, non-governmental organizations (NGO's), hotels, travel agencies, etc.
 - Telephone/fax list of OCHA-Geneva/New York staff (including home numbers).

D.4. International travel

Travel documents

For travellers departing from points other than OCHA headquarters, the ticket for international travel will normally be issued by the airline at the airport of departure. If, for any reason, the ticket should not be available, UNDAC members should contact FCSS immediately. Travellers should go to the airport as early as possible to have time to handle any problems with the departure arrangements. In addition to the ticket, the following documents should be carried by the traveller: national passport, UN Certificate, Travel Attestation (see below) international vaccination certificate. (See also D.2.1.)

A Travel Attestation will be faxed/mailed to all members of the mission with the UNDAC dispatch message, stating that the traveller is travelling on an official United Nations relief mission and that visas, if required, will be issued on arrival through the local United Nations representative. The Attestation also requests assistance in facilitating the journey of the team member.

Money

In UNDAC missions, Daily Subsistence Allowance (DSA) for all team members who do not depart from OCHA headquarters, will be made available through the local United Nations Development Programme (UNDP) office or carried by the Team Leader in the form of travellers cheques for hand-over at the marshalling point. In addition to the DSA, all travellers are also advised to carry cash in small denominations, to a limit acceptable for security reasons (determined by the traveller), in a currency acceptable in the affected country (usually US dollars or other major international currencies). Travellers should bear in mind that in certain situations it is not possible to exchange traveller cheques or credits in cash after arrival in the affected country and should, therefore, arrange for this before departure.

Marshalling

Whenever possible, OCHA will try to marshal the team at a point before arrival in the affected country. This will usually be a major international hub from which the members of the team will continue the journey to the affected country together. If it is not possible to marshal the team before arrival in the affected country, the first entry point will usually be used as the marshalling point.

Travel

When travelling, it is important that the team members take the opportunity to get as much rest as possible as they will be expected to take up work immediately upon arrival in the affected country. Should anything unforeseen occur during the journey, such as missing a flight connection, OCHA should be informed immediately.

Luggage

As the journey to the affected country may involve several flight changes, members should pack their equipment in a way that they can carry on-board the most vital items to allow them to function after arrival. It is recommended that the normal entitlements for hand-luggage are used to the maximum. Remember to allow for ample time for security checks at transit points and avoid carrying any sharp objects in the hand-luggage.

D.5. Arrival and first steps

D.5.1. Plan of arrival

A plan of arrival should be created before arrival in the country, started by the Team Leader, and then carried forward as the team begins to assemble at the transit airports. This plan should consider the following issues at a minimum:

Team resources and organization

- Understand competencies and skills, e.g., language, sectoral, etc.
- Understand resources, e.g., equipment, cash, etc.
- Reporting lines and responsibilities.
- Develop initial, communications, and security plan.

- Assign tasks and preliminary tasking/work plan, e.g., media, team maintenance, liaison, reporting, communications, etc.

Assess the situation

- ToR, mission objectives, anticipated outcomes.
- Background documents, e.g., Virtual OSOCC, Global Disaster Alert and Coordination System (GDACS), Reliefweb, etc.
- Situation reports and other impact information.
- Security situation (UN phase, general, hazards due to disaster impact).
- Other assessment teams in the area.
- Contingencies and secondary effects.
- Agree on media message.

Understand UN, bilateral and government

- Status of UN agencies in place and in pipeline.
- Previous UNDAC missions in country.
- Government role and political environment.
- Coordination mechanism.
- Bilateral and other international response.

Actions taken upon arrival

- Notify Geneva.
- Establish base of operations (team base).
- Establish capacity to communicate (radio, phones, and internet).
- Implement communications plan.
- Establish information processing plan.
- Fix personal support, e.g., shelter, food, transport, etc.
- Security assessment.
- Get maps.
- Translators, interpreters.
- Identify media.
- Arrange meetings with:
 - UN Country Team and RC/HC.
 - Government.
 - Coordination authority.
 - Disaster management authority.
 - Line ministries.
 - Local Red Cross or Red Crescent Societies or IFRC.
 - Donors.
- Develop standard briefing package for meetings.
 - What is UNDAC?
 - Team ToR.
 - Capacities.
 - What can we do for you?
 - Identify needs, capacities, and gaps.

- Identify and coordinate responders.
- Develop and revise plans.
- Determine Government/UN capacity and actions.
- Identify relief on-site and in pipeline.
- Logistics capacity.
- Identify relief entry point.

D.5.2. First steps

The first 24 hours after the arrival of the UNDAC team in-country are crucial to establishing its credibility and subsequent functioning. Actions to be taken within the first 24 hours of arrival must be thought through and anticipated as carefully as possible. This is especially true for the initial meeting of the UNDAC team or UNDAC Team Leader with the RC/HC or national government entity.

Immigration and customs

Immediately upon arrival in the affected country, the team should proceed through the necessary immigration procedures and customs clearance. Depending on the situation in-country, some of the equipment such as satellite telecommunications may have to be declared at the entry. An instruction to this effect should normally have been given to the Team Leader before departure after consultation with the RC/HC. If no instruction has been given, it is assumed that no customs clearance is required. The RC/HC is always informed of the communications equipment carried by the team and should normally make the necessary arrangements with the affected country for the equipment to be entered.

First contact

One of the first actions the team should undertake is to brief the RC/HC and UN Disaster Management Team (UN DMT) on its capabilities. An outline of such briefing is at D.5.3.

If the team arrives in the capital, or at the point where the RC/HC is represented, the team should normally be met at the airport and taken to its first point of contact in the affected country. However, this may not always be the case. If the team is not met at the airport, depending on the situation, one of the following courses of action is recommended:

1. Contact the RC/HC by telephone and ask for instructions.
2. Arrange for local transport to the office of the RC/HC or, outside office hours, to a hotel where the team can establish its base.
3. Contact OCHA and ask for instructions.

If the team arrives at a point where there is no representation of the RC/HC, the team should proceed immediately with establishing the team base of operations and get in touch with the national authorities.

Establish team base

In the capital the team base of operations will normally be the office of the RC/HC. If this proves impractical, in consultation with the RC/HC and OCHA, the team may have to establish a base outside the office of the RC/HC. This could be at a hotel or in the office of a national authority. If the team arrives directly at an emergency site where the RC/HC is not represented, the team should proceed to identify a base such as a hotel, office or other location from which it can operate - preferably as close to the national authorities in charge of the emergency as possible.

First report

Immediately upon identifying the team base, the team should communicate its coordinates to OCHA together with known information on the emergency and planned activities.

Establish priorities

Following the first contact with the RC/HC and reporting back to OCHA, the team should establish or, alternatively, revise its immediate priorities in the light of the information available on the emergency and the options open to the team.

A security briefing should be given to the whole team as soon as possible after arrival. If this is not initiated by the RC/HC-office, the team should ask for it. In certain emergencies a security officer from United Nations Department of Safety and Security (UN DSS) may be part of the UNDAC team (see also Chapter N – Safety and Security).

Field trip

If the team has arrived in the capital or outside the immediately affected area, a decision should be taken on how the team will proceed without delay to the affected area to commence its activities.

Identify key contacts - capital

These include:

- The UN DMT/UNCT
- The national authority in charge of the emergency response.
- The national authority in charge of international relief, if not the same as above.
- Key diplomatic missions representing the countries most likely to respond to the emergency.
- International humanitarian organizations including NGOs represented in the country.
- National humanitarian organizations.
- International responders arriving in the country.

Identify key contacts - field

These include:

- United Nations agencies represented at the site.

- Local authorities in charge of the emergency response.
- International organizations present at the site.
- National relief organizations present at the site.
- International relief organizations/teams arriving in response to the emergency.

Identify relief entry point

The team should identify the most likely arrival point of international relief and decide whether to establish a Reception Departure Centre at this point.

D.5.3. Initial briefing by the UNDAC team to the RC/HC and UN DMT/UNTC

General

The initial briefing by the UNDAC team to the RC/HC and UN DMT/UNTC is extremely important, as it is the initial opportunity provided for the UNDAC team to establish its role, usefulness and credibility. Remember the UNDAC team is a team of specialist emergency managers not generalists.

Preparation for the briefing

A well prepared briefing is an indication of professionalism. The following preparation should be made by the UNDAC team.

- Decide who is to give the briefing - normally the Team Leader.
- Decide who will answer specialised questions - based on specialities of UNDAC team members.
- Prepare an outline briefing - short, relevant and to the point (see below).
- Prepare sufficient copies of the following documents to hand out:
 - Brief CVs of team members.
 - Terms of Reference of the UNDAC team.
 - A list of recent missions undertaken by the UNDAC team.
 - An outline Plan of Action (if ready).
 - Business cards for UNDAC team members.
- Make the effort to find out who the members of the UN DMT are and what organizations they represent.

Aspects to be covered during the briefing

The following should be covered by the team during the briefing:

- A short background of the UNDAC system (hand over list of recent missions/member countries and standard ToR).
- A short brief on each member's experience (hand over CVs).
- The value-added tasks that the UNDAC team could undertake in support of the UN DMT.
 - Overall information management for UN DMT.
 - Establish link with NGOs.
 - Establish link with donors.

- Establish functional relationship with Local Emergency Management Authority (LEMA).
- Establish coordination link with foreign military assets.
- Establish a UN focal point for all disaster-related operations on behalf of UN DMT.
- Organize and coordinate multisectoral assessment(s).
- Support cluster coordination.
- If prepared, a short list outline of the Plan of Action prepared by the UNDAC team, including how to establish a close working relationship with the local authorities.
- A short briefing on the OSOCC concept if this is relevant to the disaster.
- A summary of funding/appeal instruments with which the team may assist.

Do's and don'ts while briefing the UN DMT and RC/HC

Do:

- Emphasise the fact that the UNDAC team is there to help the UN DMT by enhancing its capacity to deal with the emergency.
- Emphasise that the UNDAC team is a specialist emergency management tool sent by the ERC to assist.
- State the team is not itself involved in running relief programmes so is perceived to be neutral by donors and NGOs.
- State the team will assist in credibility of fund raising at the international level.
- Emphasise that the UNDAC team is self sufficient and will not divert resources from UN DMT members.

Don't

- Have more than one team member talk simultaneously.
- Show signs of impatience or irritation.
- Make commitments on behalf of OCHA.
- Discuss financing to be provided by OCHA, unless you are sure of it.

D.6. Plan of Action

An UNDAC mission Plan of Action should be established as early as possible in the mission. The Plan of Action should reflect the information available on the emergency, the mission objectives and the planned activities of the UNDAC team given its constitution and means available. It is developed in two phases. The first phase is a rough outline based on available information before departure.

The UNDAC Team Leader is responsible for creating the Plan of Action. The Team Leader should use the competence of the members of the team in developing the plan. The Team Leader is also responsible for informing OCHA and the RC/HC of the Plan of Action and any changes to it as they occur.

The second phase of the Plan of Action should flow from a consolidation of the plan of arrival, first steps and briefing(s) with the RC/HC and UN DMT. When updating the Plan of Action the UNDAC team should consider the following:

Consolidation

- Agree to an overview of the situation, needs, capacity, gaps, and team roles.
- Revise ToR and mission objectives.
- Regular field report.
- Revised team organization.
- Determine need for further team movement/field assessment.
- Identify team expertise gaps and need for reinforcement.
- Identify further meeting needs.
- Regular contact with Geneva.
- Systematically rest team members.

Constraints

- Support/capacity of UN Country Team, government.
- Logistical capacity and support. Including collapsed infrastructure.
- Cultural implications and sensitivities (holidays, gender/role differences).
- Unavailability of key informants.
- Security.

All members of the team should be informed of any changes to the plan as it develops. Remember that the Plan of Action is a living document that will be changed during the mission, as the situation develops.

D.6.1. Contents

The Plan of Action should be kept short, simple and to the point, perhaps in bullet points only, thus avoiding too much detailed information that will later change as the situation develops.

The following points should be addressed in the Plan of Action:

- **Situation** - Should include known information on the disaster event, damage, national response, international response and projected developments in the emergency situation including secondary risks.
- **Mission objectives** - Should reflect the general UNDAC ToR and include the specific objectives of the mission based on the directions of the ERC, the emergency situation and in-country support requirements. The mission objectives should indicate the main focus of the mission, e.g., assessment, information management, establishment of On-Site Operations Coordination Centre (OSOCC), liaison, etc.; and the expected base of the mission, e.g., in the capital with field trips, or at the emergency site with liaison in the capital. Mission objectives should also include an estimation of the duration of the mission.

- D**
- **In-country counterparts** - Should name the RC/HC, under whose authority the team will work in the affected country, as well as other important counterparts within the UN system, e.g., in-country UN DMT and the national emergency management authority.
 - **Team organization** - Should include the organization of the team in sub-components depending on the mission objectives and programme of work, as well as the assignment of individual responsibilities amongst the team members. A basic team structure should include responsibilities for information (assessment and reporting), operations (liaison with disaster responders, cluster management), logistics (transport, board and lodging) and support (administration and telecommunications). Team organization should also include the assignment of field and capital responsibilities as well as a decision on where the team will be based for its work, e.g., UNDP, hotel, field location, etc.
 - **Programme of work** - Should include a description (in as much detail as possible) of the activities planned in order to achieve the mission objectives, the relation between these activities and the time frame for their execution. Early in the mission, it may only be possible to indicate a desirable start time for the individual activities.
 - **Logistics and resources** - Should include information on logistical arrangements in place for, or required by, the team such as accommodation and transport as well as resources available to the team such as telecommunications equipment and mission support kits, e.g., office kit and petty cash. Logistics and resources should also include financial resources available for relief activities, such as the OCHA Emergency Cash Grant.
 - **Mission support** - Should include information on measures in place to backstop the mission from OCHA, as well as information on the OCHA desk/team managing the emergency at headquarters and possible IHP-support.
 - **Communications** - Should include instruction on reporting between the UNDAC team and OCHA (for the ERC) as well as between UNDAC field teams and the RC/HC in the capital. The first report to OCHA should always be sent as early as possible after arrival in the affected country. Thereafter, the team should send regular situation reports. If the team is using radio communications equipment (VHF or HF) communications should also include frequencies to be used, individual call signs, times for contacts between the base and field teams and, when appropriate, communications restrictions due to security concerns. See also Chapter F - Information Management.
 - **Safety and security** - Should include information on safety and security concerns in the affected country and at the disaster site. Safety and security should also include instructions for team movements, e.g., buddy system, reporting and identification. For further reference, see Chapter N – Safety and Security.

• **Dealing with the international/local media** - In the current environment of instant communications/TV coverage, the UNDAC team must decide on their message and communication strategy for international and national media. The team should nominate a spokesperson for the international media (normally the Team Leader). In emergencies with an increased media presence, deployment of trained media officers should be pursued. There may be a need to nominate a different spokesperson for the national media if the Team Leader is not fluent in the language spoken at the emergency site. This does not preclude any team member answering media questions if the spokesperson is not available. At the daily operations briefing, the team should decide on the points to be made to the media. Normally it is best to be truthful, conservative and mindful of national sensitivities. See Chapter F – Information Management for further details.

D.6.2. Operations review/team meeting

If feasible the UNDAC team should carry out an operations review each day at regular meetings. The operations review should reflect changes in the Plan of Action and the immediate work planned for the day and coming period. The operations review should include:

- New developments in the situation.
- Any changes to the objectives of the mission.
- Daily work programme.
- Any changes to team organization and individual assignments.
- Team movements.
- Resources available/needed.
- Instructions on communications.
- Update on safety and security.

D.7. Mission support

Mission support will be provided mainly through the office of the RC/HC and will include arrangements for entry to the affected country, accommodation, in-country transport and liaison with national and local officials. According to the UNDP administrative instruction 93/57 issued on 3 September 1993 regarding Cooperation between UNDP and UN Department of Humanitarian Affairs (DHA) “the resident coordinator will provide support to a OCHA team” sent to “strengthen and assist the resident coordinator and DMT and the local emergency management authorities in identifying needs for international disaster relief assistance, as well as, when necessary, coordinating the work of international relief teams arriving at the actual site of the disaster.” OCHA being the successor organization to DHA, this still applies as has been confirmed by joint memo of 26 April 1999 issued by the ERC and the UNDP.

OCHA will normally authorize the RC/HC to incur expenditures up to a given limit on behalf of OCHA for inter alia the cost of in-country travel (including rental of vehicles if required) and hiring of local staff (drivers and interpreters as required). The UNDAC Team Leader will be informed of the amount authorized in each case. Normally he/she should carry the authorisation letter from Geneva. Mission support will also be provided directly by OCHA, as required.

D.7.1. The International Humanitarian Partnership (IHP)

Equipment Support Modules

The aim of the UNDAC support modules is to ensure rapid deployment (within 24 hours from request) of tailored, highly mobile and flexible support to UNDAC missions. The support modules provide the UNDAC team with specified equipment to support the operation and trained staff, who may also be utilized for more general mission tasks.

FCSS will seek to mobilize and deploy support modules to all UNDAC missions, normally these would be Information and Communication Technology (ICT) modules supported by 1- 2 staff.

The International Humanitarian Partnership

The support modules are provided by the member countries of the International Humanitarian Partnership (IHP), currently Denmark, Finland, the Netherlands, Norway, Sweden, and the United Kingdom. When modules need to be deployed, FCSS consults with the IHP members through the Chair organization to determine which of the IHP countries will deliver the support modules within the requested timeframe. The costs for deployment and operation will, unless otherwise agreed, be covered by the providing country or countries. Mobilization will depend upon agreement on funding by the respective governments.

Mobilization

The support modules may be mobilized through FCSS on request of:

1. OCHA management.
2. The UNDAC Team Leader before departure in cooperation with FCSS.
3. Automatically in situations where there is an obvious need for equipment and/or staff support to an UNDAC mission, such as earthquakes or other devastating sudden onset disasters.

Standard agreements similar to those used for the UNDAC mobilization system have been concluded with the IHP member countries. These standing arrangements enable FCSS to mobilize the support modules alongside the UNDAC team. The arrangements for the deployment of the support teams to the field are arranged on the basis of cooperation between the responding countries and the FCSS.

Staff

The support modules will be staffed by specialists from the country/countries providing the support. These staff members have received specific training in

operation and maintenance of the equipment. In addition to their technical skills, the support staff have all undertaken UNDAC support staff training, which ensures that they can be utilized to assist in the OSOCC operation and in assessment missions. The support staff members will all have completed the UN Basic Safety and Security CD-ROM and have their respective certificate with them when they deploy. The support staff members will, in addition to the equipment module, be equipped with their own personal equipment to ensure their operability.

Equipment

The basic module should, unless otherwise indicated in the mission ToR, be self-sufficient for ten days (with possibility to re-supply) and capable of providing full support for an up to six person UNDAC team. The equipment provided by the support teams needs to be fully compatible with the equipment in the UNDAC emergency office kit that is hand carried by UNDAC members when departing on mission. The equipment support modules will be tailored for the specific mission in order to optimize the facilitation of the UNDAC operation. The equipment provided through the IHP Equipment Support Modules will not be delivered directly from the suppliers, but fully installed and tested equipment which might have been used for prior training or emergency missions. Whenever equipment is being deployed into an area with a United Nations security phase, it should be MOSS compliant. (See Chapter N – Safety and Security for further description of MOSS.)

ICT support module

The ICT support module is a rapid deployable module, which will be accompanied by one support staff member. The module will deploy alongside the UNDAC team with the purpose of providing technical support to the work of the team in situations where it is likely that there will be no need for the deployment of a full basic module or if the UNDAC team would require immediate technical support on arrival. The elements are extracted from the Basic Office and Telecoms modules and tailored to the type of emergency and the area of operations.

Basic modules

The basic modules should be considered as immediate support for an UNDAC team when the conditions in the affected area are considered inadequate to facilitate the work of a mission. The modules (staff and equipment) are expected to be able to reach the affected area within the same time frame as the UNDAC team and are, therefore, set up in order to be transported on commercial airliners.

While the entire package is called a “Basic Module”, FCSS may request separate parts of it, e.g., a subsistence element or a telecommunications element when the situation is such that only part of the basic module is needed.

The Basic Module will normally be accompanied by two support personnel. The equipment in this module does not include the requirements for personal kit, or maintenance and administration facilities for the support personnel.

The equipment will be packed in transport boxes, which can be carried by hand and fit into the cargo hold of commercial airline companies.

Augmented module

The Augmented Module should be considered as secondary support for UNDAC teams when the conditions or the support in the affected area is considered inadequate to facilitate the operation and in situations where OCHA has been requested to provide additional facilities to strengthen the humanitarian operation.

The modules should be tailored to the requirements and a request should normally be based on an initial assessment of the facilities in the affected area. The Augmented Module will be on the ground within a few days of the initial request. Depending on access and transport availability OCHA's Civil Military Coordination Section (CMCS) and Logistics Support Unit may be requested to assist with transport capacity.

The Module should arrive with the number of support staff personnel required to facilitate the first 5 to 6 weeks of the operation.

The equipment list in this module does not include the requirements for personal kit or administration of the support personnel of the resource providing country/countries.

Internet connectivity

Internet connectivity is provided by Télécoms Sans Frontières (TSF) through a standing agreement with OCHA.

D.7.2. Asia-Pacific Humanitarian Partnership (APHP)

The IHP concept has been introduced to the Asian-Pacific region, and provides the equivalent of the ICT module. APHP consists of Australia, China, Japan, Republic of Korea, New Zealand, and Singapore. They have informally divided the region between themselves with Australia and New Zealand looking out for the Pacific region countries and the other countries for the Asian region.

D.7.3. The Americas region

In the Americas region, the ICT module is provided by TSF in partnership with United States Agency for International Development (USAID).

D.8. Medical evacuation

For each UNDAC mission, OCHA obtains Medical Evacuation/Repatriation Insurance from SOS Assistance S.A. for all UNDAC members participating in the mission. Each member is provided with an "SOS passport" number as proof of

the insurance. This reference number should be used in all contacts with SOS Assistance S.A. OCHA-Geneva will post this reference number on the Virtual OSOCC for each UNDAC mission in case needed.

The insurance provides assistance in case of medical emergency or travel incident as defined in the General Conditions of the SOS Standard Group Medical Service Programme (copy posted on Virtual OSOCC). The insurance is valid immediately upon receipt of the OCHA request by SOS Assistance S.A. SOS passport numbers for each insured member of the mission are provided immediately or, outside office hours, on the following working day.

SOS Assistance has a worldwide network of alarm, service and medical centres accessible by telephone, fax or e-mail 24 hours a day, 7 days a week. These services include referral to medical services abroad; long-distance medical advice; evacuation and/or medical repatriation; dispatch of an SOS specialist physician; local treatment of patient under SOS supervision; guarantee of hospital deposits; dispatch of medicine. All these services are accessible through the nearest SOS Alarm Centre which should always be contacted prior to taking any action.

In case of medical emergency, the UNDAC member should immediately:

- Call the nearest SOS Alarm Centre (24/7):
 - Geneva: +41 22 785 6464 / Fax: +41 22 785 6424
1gvaposmed@internationalsos.com
 - Philadelphia: +1 215 942 8226 / Fax +1 215 942 8297
phlopsmed@internationalsos.com
 - Singapore: +65 6338 7800 / Fax +65 6338 7611
sin.medical@internationalsos.com

The SOS Alarm Centre will advise whom to contact in-country for appropriate assistance.

- Be ready to provide the following information:
 - Family name and first name.
 - SOS passport number (on the SOS passport, Virtual OSOCC or from OCHA-Geneva).
 - Member's present location, telephone number.
 - The nature of the problem.
- Inform OCHA-Geneva as soon as possible.

D.8.1. Injury or death of UNDAC member

In the unfortunate event of injury or death of an UNDAC member on mission, the following action should be taken:

1. Contact nearest SOS Assistance Alert Centre immediately with regards to arranging medical evacuation/repatriation of the concerned UNDAC member to the capital/nearest airfield/nearest medical facility as required.
2. Contact the in-country RC/HC to inform him/her of the incident request

him/her to forward a report to OCHA–Geneva and UN DSS New York, if necessary. Seek advice/assistance, if needed.

3. Contact OCHA–Geneva who will inform the UNDAC member(s) country focal point for information to be passed to the relatives of the UNDAC member concerned.

4. Start a log of actions taken and response.

5. Notify the Embassy of the concerned UNDAC member, if one exists in-country.

6. Ensure local authorities are kept informed - check what formalities are required locally, e.g., police report, death certificate, etc., as these may have legal implications later on.

7. Prepare a short press release giving the facts of the incident for the local/international media if needed.

8. Assess the circumstances of the incident and make a decision in consultation with team members, the RC/HC and FCSS on modification, continuation or termination of the mission.

D.8.2. Compensation in the event of death or injury to a UNDAC member attributable to the performance of official duties on behalf of the UN

In the case of death or injury to an UNDAC member attributable to the performance of official duties on behalf of the UN, i.e., an UNDAC mission, compensation is payable to UNDAC members (including national UNDAC members) under Appendix D to the Staff Rules of the UN. For this purpose, a claim has to be forwarded to the Compensation Claims Board, United Nations New York, through OCHA–Geneva and United Nations Office–Geneva (UNOG).

In case of death of the UNDAC member this claim has to be on a P-72 form (available in FCSS) supported by the following documents:

- 1.** Copy of contract.
- 2.** Designation of beneficiary form.
- 3.** Accident report in original (both local and UN reports).
- 4.** Death Certificate in original.
- 5.** Pathologist Report in original.
- 6.** Marriage certificate, if appropriate.

Please note that some of the above documents can only be obtained in the field so UNDAC Team Leaders must make arrangements to obtain them prior to departing from the emergency area.

D.8.3. Insurance coverage for UNDAC members on mission

OCHA takes out Personal Accident and Illness Insurance for UNDAC members on mission through a private insurance company, where they are not covered by their employer's/government's insurance. This insurance is valid for the duration of the UNDAC mission. Members from UN agencies are covered by their UN insurance. UNDAC members should sign and return the insurance proposal form

which will be sent to them with the UNDAC Standby Message M2. The signed insurance form must be faxed, or emailed with a scanned signature, back to FCSS before UNDAC members depart for the mission. In the event of any claim on this insurance, the UNDAC member should immediately submit a report to OCHA–Geneva (FCSS) who will transmit it to the insurance company for follow-up.

D.8.4. Malicious Acts Insurance

Following the events of 11 September 2001 changes were demanded by the Insurers to United Nations Malicious Acts Insurance. Underwriters have required that no more than 30 United Nations Staff Members (this includes “Experts on Mission”; i.e., UNDAC members, should travel together on one airplane. UNDAC members should ensure that they check how many UN staff may be travelling on the same plane, particularly in places where the United Nations runs its own air services.

D.9. Mission end

D.9.1. Mission end - in-country

Before ending a mission, the decision to exit must be taken. This is done through agreement with the RC/HC and through agreement with OCHA–Geneva. After the decision is taken, the team should, before departure, debrief the RC/HC, if possible the UN Country Team, and, when appropriate, the national authorities. An exit strategy should be formulated already in the initial Plan of Action (see D.6).

If the RC/HC decides to request an extension of the UNDAC team in-country, this request should be reviewed by FCSS for forward planning, i.e., availability of UNDAC members in-country to prolong their mission or rotation by sending out a new UNDAC alert.

D.9.2. Hand over in-country

The handover of the UNDAC team’s functions, assets and processes are essential during and at the end of the mission. The UNDAC team must start considering its handover strategy from very early on in the emergency. Furthermore, the UNDAC team must try and ensure a handover-note specifying what is being handed over, and to whom to ensure proper preparedness and a smooth transition.

Functions, assets and processes may be handed over to any or some of the following:

- National government/LEMA.
- UN agency (normally UNDP).
- International NGO.
- OCHA staff member(s) deployed specifically for this purpose.

D.9.3. Mission end - OCHA-Geneva

At the mission end, all UNDAC members will return to their home countries, or via Geneva where they will be debriefed and, if applicable, participate in general information meetings with representatives of the international community and agencies represented in Geneva. If debriefing is not possible in Geneva because of large-scale involvement of a national or regional UNDAC team, OCHA-Geneva will organize a debriefing within the region or by teleconference.

D Mission debrief

The mission debrief will take place with the Desk Officer for the emergency and FCSS staff. It will cover the following points, and any others which may be relevant, in order to draw out lessons learned and enrich institutional memory:

- Pre-departure.
- Arrival in country/orientation.
- On mission – UNDAC activities.
- On mission –relations with other organizations/entities.
- On mission – organizational/administrative issues.
- On mission – equipment.
- Other issues/comments.

The form to be utilised for the mission debrief is found in the UNDAC mission software.

Administrative matters

All members should complete the United Nations travel claim form as soon as possible following return from mission (within 3 days) to enable rapid settlement of the claim. To assist with this procedure, a checklist of documents needed is also contained in the briefing material provided to the team on departure:

- UN travel authorization.
- Originals of used air tickets (including any boarding passes and ticket stubs) - plus originals or photocopies of any onward tickets issued in-country.
- Originals of attachments for expenses incurred, e.g., receipts for taxis, official phone calls, etc. Please note that the United Nations is very restrictive with reimbursing expenses that are not explicitly authorized in advance on the travel authorization. Therefore, consult with the Team Leader and/or OCHA-Geneva before incurring such expenses. If official calls are made from a hotel or personal cell phone, a detailed bill showing breakdown of numbers called and dates should be requested from the hotel and/or operator.
- Log of all in-country travel (with notes on photos/slides taken), meetings attended and people met.

All documents, including the travel claim, are photocopied by OCHA-Geneva, for the UNDAC member and the OCHA UNDAC file.

When on mission, remember to keep all tickets, bills, receipts, etc. for the travel claim.

Information meeting

Following relief missions to major emergencies, an information meeting may be held with the participation of interested countries and/or UN agencies, NGOs, OCHA staff, etc., during which the team will provide a summary of the activities carried out, with achievements, using any visual aids available, e.g., slides, overheads, video, PowerPoint, maps, etc.

Mission report

A draft of the mission report, including situation reports, timeline of actions undertaken, lists of meetings held and persons met should be prepared for finalization by the UNDAC Team Leader.

Separate mission report

Some UNDAC missions, especially disaster response preparedness missions, will require a separate report. This will be handed over to the RC/HC and/or national government, as applicable.

D

E. COORDINATION IN THE FIELD

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E.1. Coordination techniques and trouble shooting

An UNDAC team needs more than a mandate. It must provide something that others want and need including information, facilities, skills, equipment, credibility, and other amenities - ideally a combination of all these things set in an attracting setting that includes establishing a place to meet, an On-Site Coordination Centre (OSOCC) or coordination centre, with others who also come there.

Practicing certain skills of coordination will help facilitate the coordination process. Following are techniques that are useful in achieving coordination and common coordination barriers likely to be encountered.

E.1.1. Techniques

Promote an understanding of collaborating organizations

The UNDAC team must first get to know the players. Only by understanding the mandates of various organizations, their intentions, and their capacities (resources both material and personnel), can the team involve them appropriately and have reasonable expectations of their performance variations. The UNDAC team should, as soon as feasible, meet and interview the representatives of the various humanitarian agencies active in the emergency situation. The interview should follow a standard procedure and the results made available in a reference file at the coordination centre. In principle, a person should be able to walk into the centre and have, easily accessible, a copy of descriptive information on all operating agencies and the particulars of their operations. Such files will need to be regularly updated. In a longer term operation it will be important to develop a "who does what where" for use in briefing new arrivals and visitors.

Make the linkages

When meeting the organizations, it will be important to identify with whom, in particular, the organization should liaise. This may be determined by any number of variables such as sector, geographical area of operation, government or opposition coordinating agent, etc. Team members should ensure that the linkage has been made. In many cases this will involve contacting the parties, organizing a meeting, escorting one of the parties and facilitating the introductions of the organizational representatives.

Some important and helpful linkages may already be operating. The emergency relief community is, relatively, small and the likelihood of people knowing each other or having worked with one another in a previous emergency is quite high. These pre-existing relationships can greatly aid the linkage process. Of course, the opposite may also be true where an unsatisfactory prior relationship will impede the current effort.

Promote transparency

When an organization's actions are transparent, it is possible to see how and why decisions are being made. The reluctance to transparency resides in various fears - fears of disapproval; that ideas will be stolen or resources monopolized; or that freedom of action or the ability to change course will be circumscribed. By promoting transparency without negative consequences the coordination centre may be able to reduce the natural tendency to hide organizational decision-making processes. And, of course, transparency begins at home. Thus, the UNDAC team must model transparency in its own processes. One way to do this is to periodically evaluate how the coordination process is going and how it might be improved. Clarifying how the team can do its job better and then making those changes will improve operations at the same time that transparency is increased.

Start with the needs of others

In promoting coordination it is tempting to say, "as OCHA we need this information to be able to coordinate." Thus, the need for coordination resides in OCHA not in the coordinatees. This is the wrong approach. The team should first ask how they can help the agencies. By starting at and meeting some of the agencies' needs, the team is committing to service first and earning significant credibility. As part of the effort of identifying the needs of others it will become clearer not only what coordination should seek to accomplish but also how organizations may be induced to participate. Adopt a marketing approach where you try to find out their needs and meet them, as opposed to selling them what you have to offer.

Clarify coordination parameters and activities

Taking a little bit of the mystery out of coordination will go a long way in ensuring that it happens. Coordination will be avoided if organizations feel that it will be just a waste of time in endless meetings or that the coordination effort will result in a veto of their plans and activities. The best way to clarify

the coordination parameters is to have frank and open discussions on the goals expected to be reached through the coordination efforts and the needs of the various organizations, including OCHA, for coordination.

Write it down

Some of the results of the coordination process, both from large group and bi-lateral discussions will be concrete enough to be developed into a document. Such items might include a preparedness plan or plan of operations. Certainly all such agreements will require updating and, even in the best of cases, represent an intention to act or an agreement, in principle, subject to change as situations change. Regardless, writing conclusions/agreements down provides a record for follow-up and accountability.

Keep the ball rolling

Momentum in coordination is essential to maintain interest and commitment. One way to do this is to ensure rapid reporting of new or updated information. Decisions made in the coordination process must be documented in the form of minutes or aide de memoir(s) and distributed. Even more important is to ensure follow-up and follow-through on decisions. Failure to implement conclusions will cause cynicism about the process to develop and ultimately destroy the team's credibility. Part of keeping momentum is keeping people in touch with one another and keeping channels of communication open. This may involve going out of your way to make the right connections.

Respect people's time and schedules

Don't let the coordination meetings get to be just another meeting. Ensure that the meetings need to occur and that there is vital and important work to be done. Don't be afraid to cancel a standing meeting if the agenda is not compelling enough. Publish an agenda for the meeting and stick to the schedule. Try to begin and end meetings on time. Practice good meeting facilitation skills. Ensure that everyone has a chance to say what is on their mind and that a small group or individuals don't dominate the conversation.

Attack small problems before they grow

A small problem, be it a misunderstanding, a hurt feeling, or a perception of insensitivity may grow and fester resulting in a much bigger barrier to communication. Therefore, as part of your role in facilitating productive relationships you may need to engage in active conflict management or relationship confidence building, usually outside the formal coordination process. Starting small is generally a good idea in any situation as you build confidence in the coordination process.

Provide useful information and services

In part this will occur if you practice the technique of asking others what they need. Even so, some types of information will always be useful to almost everyone. If the team is the repository of useful information, people will want

to come to it. Maps, for instance, always seem to be in short supply. If you maintain accurate maps, updated on the basis of operation information, people will beat a path to your door. Further, the coordination centre should be a good place to get a copy made; get a weather report; check-out what might be going on somewhere; get a security update; or just see a smiling and congenial coordinator willing to take a few moments to listen.

Build on strengths

It is important to ask people to do things they can do. Too often people agree to a task that they can't or won't perform under the threat of consensus or just part of wanting to be a team player. Therefore, ask people to do things they can easily accomplish, especially at first. And don't be afraid to ask them over and over, whether they are sure they want to take on the task. Once your relationship is strong you may be able to ask them to engage in more difficult tasks.

No surprises

Nobody likes to go to a meeting and be embarrassed because they don't know something they should or that other people know. Therefore, the UNDAC team will need to meet and brief people outside of the formal meeting process to keep them updated on current or fast changing events, shifts in resources or important visitors.

Hand over functions to others

It's an old cliché, but try to work yourself out of a job. If a coordination centre is going to need to function for a long time period, it will be best if as many functions as possible are handled either by the other agencies or by local staff of the centre. If someone else can and is willing to do your job, give them the chance. In almost every situation there is more to do than can be done. Giving jobs to others can only help in freeing you up to take on another task.

Thank people and acknowledge their contribution

Rewarding participation is an important technique in building commitment to the coordination process. When organizations have done good work, changed their program or otherwise gone out of their way to put other's needs ahead of their own they need to be thanked and acknowledged, publicly. Few things will inspire more participation in coordination than the feeling of being a valued contributor.

Use the informal time

There is a minimum amount of "down-time" during an UNDAC mission but there are always opportunities to interact with the response community during off-duty periods like meals or after-hours socializing. Don't miss the chance to build effective relationships at these times. Sharing information on hobbies, favourite sports teams, family, etc. all contribute to building the personal regard that will encourage people to want to associate with the coordination process.

Proximity

The UNDAC team has a unique opportunity to affect the coordination process when choosing and establishing the site for the coordination centre. Several of the functions initially taken care of by the team will very soon, or simultaneously, be filled by other UN-entities. For example United Nations Joint Logistics Centre (UNJLC) and United Nations Humanitarian Air Service (UNHAS) for logistics and air transport, Humanitarian Information Centre (HIC) for information management, United Nations Department for Safety and Security (UN DSS) for security, etc. These organizations provide services the humanitarian community will want to stay close to.

The team should ensure that these entities establish themselves inside, or as close as possible to, the coordination centre. This will provide the humanitarian community with a “one-stop-shop” and they will come to you for services and information in a natural way – a situation where it will be easier for you to achieve your tasks.

Other UN agencies may even want to establish their own offices in close proximity to the centre – a location that may develop in to a UN compound for the longer term operation where all the key partners and/or agencies work out of the same place. This will be a great advantage for the coordination process as people will have easy access to each other and there will be more opportunities for informal networking.

Cluster coordination

In the early days of an emergency the relief work is often characterized by chaos, duplication of work and lack of overview. Implicit in the UNDAC team’s mandate, is to establish structures to avoid this. One way of achieving this is to split the different areas in to logical sectors of humanitarian activity and organize the relief organizations in clusters according to the Inter-Agency Standing Committee (IASC) approval of 2005. See also Chapter B.5.3. for further details.

The specific routines for cluster coordination in a particular natural disaster should be decided on a headquarter level and the UNDAC team may be the responsible entity to put the routines in to effect. If this is not done, it will be left to the team in cooperation with the Resident Coordinator/Humanitarian Coordinator (RC/HC) to assess the opportunities and initiate cluster coordination of the relief work.

One UN agency or capable non-governmental organization (NGO) should be asked to take charge of its respective cluster, e.g., World Health Organization (WHO) for health, United Nations Children’s Fund (UNICEF) for water/sanitation, and the World Food Programme (WFP) for food, etc. The responsible agency/organization will then act as lead agency and be responsible for the coordination within the cluster, leaving the UNDAC team to oversee the overall coordination process.

If the team has established such structures at an early stage of the emergency, it will be easier to work oneself out of a job.

E.1.2. Coordination barriers

Recognizing and naming/identifying barriers to coordination is the first step in overcoming them. Some common barriers to coordination include:

- The perception that coordination will limit autonomy and that the freedom to make decisions and run programmes as desired will be circumscribed.
- Too many decision-makers or too many organizations involved which will complicate the process and make consensus, or at least agreement, too difficult to achieve.
- Different expectations or beliefs about what is important, a priority, or the “right” thing to do in a given situation.
- Lack of resources to devote to coordination or coordination seen as a low priority given limited time and resources.
- Limited “field-based” decision-making authority such that no decisions can be made without HQ approval thus resulting in delays or having an agreement overturned.
- Staff turnover where new staff lacks a commitment to coordination or are unaware of coordination agreements.
- Unilateral actions that ignore established coordination mechanisms of the coordination body whether by donors or member organizations.
- Ineffectual or inappropriate coordination leadership, for example, when the coordination body exercises autocratic leadership and imposes decisions on others without a transparent process of involvement.
- A coordination process that is not working well, has unclear objectives, and is seen to waste time without obvious benefits to those participating in it.

E.2. Structure and establishment of an OSOCC

E.2.1. Introduction

In accordance with UN General Assembly Resolution 57/150 of 16 December 2002 on “Improving the effectiveness and coordination of international Urban Search and Rescue (USAR) assistance” establishing an On-Site Operations Coordination Centre (OSOCC) is one of the functions an UNDAC team will frequently be asked to perform. The size and functions of the OSOCC will vary in each emergency. However, its basic structure is described below. The UNDAC team should modify this to suit the requirements of the situation.

An OSOCC has three main objectives:

- 1.** To provide a system for coordinating and directing the activities

of an international relief effort at the site of a disaster/emergency; this is especially the case in an earthquake scenario to coordinate the activities of international USAR teams.

2. To provide a framework/platform for cooperation and coordination among the international humanitarian entities at a disaster/emergency site.

3. To act as a link between such entities and the affected country's authorities.

General

An OSOCC is designed to facilitate the coordination of the international relief community in a disaster/emergency. The OSOCC concept was originally developed by the International Search and Rescue Advisory Group (INSARAG) and the then United Nations Department of Humanitarian Affairs (DHA), later OCHA, to assist affected countries in coordinating international search and rescue teams in the aftermath of a catastrophic earthquake.

However, the emergency management principles behind the OSOCC's scope, structure and procedures make the OSOCC a valid tool in any sudden-onset disaster involving international relief resources.

The OSOCC system is designed as a rapid response tool. To be effective, it should be initiated in the immediate aftermath of a disaster/emergency and before, or simultaneously with, the arrival of international relief resources.

It is expected that an OSOCC in some form would be operational during the relief phase of an emergency until the national/local authorities and/or the traditional UN structure can cope with the coordination of international resources or until the international relief resources meeting emergency requirements have been withdrawn.

Each international relief team present at the disaster site should feel a responsibility to contribute to the effective functioning of the OSOCC and the efficient coordination of its operation with those of local and national relief resources as well as with other international teams.

In many disasters, UN agencies/offices and NGOs providing common services deploy simultaneously with the UNDAC team, e.g., UNJLC, HIC, UN DSS, Télécom Sans Frontières (TSF), and MapAction. These entities have substantive expertise and the UNDAC team should seek out the possibility of cooperating closely with them. They will often be best suited to fill functional elements one normally will find in an OSOCC.

In disasters over a widespread area there might be a need to establish one or several sub-OSOCC(s). The structure of these will follow the same set up as the main OSOCC.

OSOCC guidelines

The OSOCC Guidelines have been developed by OCHA, as INSARAG Secretariat, in cooperation with the International Federation of Red Cross and Red Crescent Societies (IFRC), the UNDAC team and experts from international urban search and rescue teams. They provide guidance to the UNDAC team and to other organizations that are the first to arrive at the site of a disaster to establish a coordination structure. The coordination structure should be designed to assist national and local authorities with the coordination and facilitation of the work of international responders.

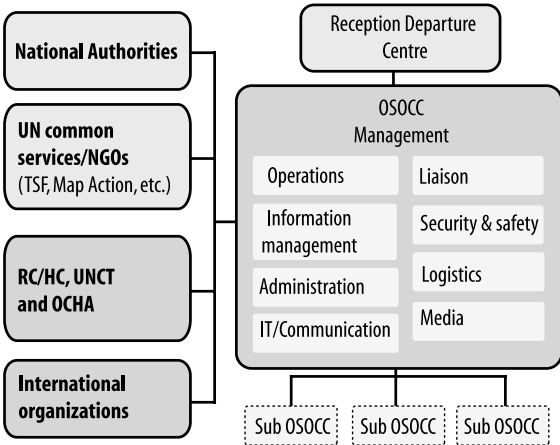
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The Guidelines describe the functioning of the Reception Departure Centre (RCD) and the OSOCC, explain their responsibilities and suggest a work method. The proposed work method includes references to templates for processing information and recommends workflow procedures with other components within or outside the OSOCC. It is essential that all staff members of the OSOCC, including external liaison persons, have a clear understanding of the responsibilities of each of the OSOCC's functional elements and their expected interaction.

A copy of the OSOCC Guidelines may be found in the UNDAC mission software together with numerous forms and tables intended to facilitate the work of the OSOCC and RCD

E.2.2. OSOCC structure

The illustration below shows the functions of the OSOCC and their interaction with other entities.



Reception Departure Centre (RDC)

In many cases there will be a need to establish a Reception Departure Centre (RDC) as a part of the OSOCC. This centre will be located at the arrival point of international relief teams in order to facilitate the arrival and further deployment to the disaster area.

Especially in earthquakes with a sudden and, possibly, large influx of USAR teams an RDC is a necessity. In accordance with the INSARAG Guidelines the first arriving USAR teams are responsible for setting up and staffing the RDC until the UNDAC team arrives and is operational.

When the search and rescue phase is terminating, the RDC turns into a Departure Centre reversing the tasks it had with arriving USAR teams. Guidelines for the RDC are included in the OSOCC Guidelines.

An RDC may be structured into three functional elements. Staffing for these should come from the UNDAC team with additional support from liaison officers from incoming teams.

Reception Departure Centre manager

- Supervise setup and operation of the RDC.
- Liaise with responsible authorities and provide information about the purpose and capacity of the RDC, e.g., to assist airport authorities with the administration of arriving international USAR teams in order to ensure their rapid and most appropriate assignment in the disaster-affected area.
- Establish a sequence of stations to allow the rapid processing of arriving USAR teams. The stations include immigration, customs, registration, briefing, logistics and transport to the site.
- Supervise the activities of RDC staff throughout the operation.
- Ensure an information flow from the RDC to responsible national authorities and that the OSOCC is established and functioning.

Reception Departure Centre logistics coordinator

- Facilitate logistics support for arriving international USAR teams in cooperation with national authorities. This task includes determining logistics requirements of arriving USAR teams, making necessary logistics arrangements with national authorities and briefing newly arrived USAR teams accordingly.
- If the RDC is requested by the OSOCC or national authorities to assist with the tracking of international contributions, the RDC logistics officer would be assigned this responsibility.

Reception Departure Centre administration

- Ensure the physical set-up of the RDC, including the establishment of stations for rapid processing of arriving USAR teams.
- Ensure the set-up and operation of any electronic equipment

that is required to carry out its task, including computers, email, internet connectivity and communication within the RDC.

- Collect information about arriving relief teams at dedicated Reception Stations.
- Establish a system for filing and backing-up of electronic documents on a regular basis.
- Register contact information of national and international counterparts, create mailing lists and share this information with the OSOCC and other stakeholders.

E

OSOCC structure

The OSOCC may be structured into nine functional elements. Not all elements are needed in every emergency. Depending on the magnitude of the disaster/emergency and staff resources available, some functions may require more than one person, while several other functions may be managed simultaneously by one person.

OSOCC Manager

- Identify a suitable venue in cooperation with Local Emergency Management Authority (LEMA) and supervise set-up.
- Ensure close cooperation with LEMA during all phases of the operation.
- Ensure overall functioning of the OSOCC.
- Ensure effective external and internal information exchange, e.g., reporting, meeting schedules, handouts.
- Prepare an exit and handover strategy.

OSOCC Operations

- Track capacity, assignments and availability of international resources.
- In cooperation with LEMA, plan and evaluate assessments, assign and track international resources, follow up on mission results.
- Ensure most effective use of international resources.
- May be composed of liaison persons from international USAR teams, but a facilitator should be appointed to ensure effective cooperation with LEMA and within the element.

OSOCC Information management

- Manage emergency related information.
- Collate incoming information.
- Initiate information monitoring system.
- Establish a system for dissemination and sharing of information within the humanitarian community.
- Ensure that sectoral experts evaluate and analyze collated information.
- Initiate measures to clarify missing, ambiguous or wrong information.
- Draft situation reports.

OSOCC Logistics coordinator

- Ensure logistic support for the OSOCC.
- Liaise with national and international logistics entities.
- Facilitate logistics support to international actors.
- Arrange and keep a record of logistical arrangements, e.g., transport, fuel.

OSOCC Liaison coordinator

- Ensure systematic information exchange with national and international counterparts.
- Make recommendations on exchange of liaison persons with national and international counterparts to the OSOCC management.
- Ensure that external liaison persons in the OSOCC are briefed and used appropriately.

OSOCC Media officer

- Develop and maintain a media management plan by identifying an overall media policy, identifying relevant media, organizing press conferences, and issuing press releases.
- Prepare and update media information kits for distribution including OSOCC purpose and responsibility, situation and activities, and operations statistics.
- Monitor and analyze national and international media and make recommendations to the OSOCC management.

OSOCC Security officer

- Liaise with UN Designated Official or UN Field Security Coordination Officer (FSCO).
- Establish and practice a rapid notification system for safety and security issues for OSOCC staff and international actors.
- Develop and practice an evacuation plan for the OSOCC.
- Provide safety/ security updates for the OSOCC and international actors, including weather reports, if needed.

OSOCC Administration

- Manage the OSOCC filing system.
- Manage the contacts database, including mailing lists and invitations to events.
- Manage a reporting and meeting schedule.
- Establish and operate Front Desk.
- Manage the OSOCC duty roster.

OSOCC IT/Communications

- Establish and maintain OSOCC external communications within the affected region, e.g., LEMA, RC/HC and with international counterparts, e.g., OCHA, Virtual OSOCC.

- Establish and maintain OSOCC internal communications.
- Assist OSOCC Administration with configuration of UNDAC mission software and backup of electronic documents.

OSOCC Support

In many cases, support in the form of technical and human resources is necessary for the OSOCC to function effectively. When needed, these resources should, in so far as possible, be provided by OCHA's external resource partners (see Chapter D.7.1 – International Humanitarian Partnership) in the form of a support module with the necessary equipment. The main areas of support are IT, telecommunications, transport, and accommodations.

Several of the persons deploying as UNDAC support staff have long experience from previous disasters and UNDAC deployments. They should be integrated in to the team and may, in many cases, take responsibility for one or several of the OSOCC functional elements.

OSOCC Staffing

Staffing for the OSOCC will come from the UNDAC team and/or OCHA. Other sources of staffing may include UN agencies, USAR teams, and NGOs.

Each international relief team should identify an individual from its team to act as a liaison with the OSOCC to ensure that all teams contribute to the coordination of the disaster response.

The number of staff needed to fulfil OSOCC functions will depend on the volume and complexity of activities at the OSOCC and RDC, as well as on the number of work periods per day that the OSOCC will be functioning. The workload may require a 24-hour-per-day commitment. Therefore, when considering the number of individuals needed from relief teams to provide additional staff for the OSOCC, a minimum of two work shifts to cover 24 hours should be established. This could mean at least a doubling of the number of individuals filling different OSOCC functions.

Staffing of the OSOCC should be complemented with additional staff as they become available, e.g., when qualified personnel arrive at the disaster site. The agreement and willingness to commit personnel and equipment to an OSOCC may be a significant undertaking for a relief team. Planning for this possibility may involve additional training for relief team members and the procurement of additional equipment. It is crucial that, as more international relief teams arrive, they are willing to support the personnel and equipment needs of the OSOCC.

OSOCC equipment

OSOCC requirements for equipment will vary depending on the disaster situation and the level at which the OSOCC will operate. Normally an UNDAC support module will be deployed together with the UNDAC team carrying the essential equipment needed for the establishment of an OSOCC. In addition, the UNDAC Team Leader should also carry some equipment. (See also Chapter D – Mobilization and Mission.)

From time to time it will be necessary for international relief teams to assist in equipping and supplying an OSOCC from their team's own equipment and supplies. The first relief team to arrive (which may set up the OSOCC and the RDC) may have to share some of its resources to enable the OSOCC to function.

Expansion of the OSOCC

An OSOCC should be established with enough flexibility to adjust to the magnitude and complexity of a disaster. As the OSOCC becomes fully engaged in coordination, its role and activities may be expanded to meet the requirements dictated by the situation, the authorities and/or the UN.

There will be occasions when the OSOCC may need to expand in a specific area(s) within its functional or structural responsibilities to meet additional operational demands requested of it by the authorities, the RC/HC, and/or the international relief resources present on site. The OSOCC, together with these other stakeholders, will develop an operational plan of action, upgrade its communications and assessments, and introduce systems and procedures to sustain a prolonged commitment.

To meet these specific needs, the OSOCC will require additional resources and specialized staff to manage the special requirements of the emergency situation. These requirements may be related to sectoral response such as medical needs, sanitation and shelter or to the expanded support of an emergency operation in such areas as logistics and communications.

The expansion of OSOCC functions should be made within the basic structure of the OSOCC so as not to upset its general operational procedures or lines of command. This level of expansion is normally only applicable to a complex emergency and will not be discussed in detail in this handbook.

E.2.3. Common mistakes during the set-up of the OSOCC

Planning for the OSOCC

OSOCC Manager is not clearly appointed. One person (not the UNDAC Team Leader) has to be appointed manager of the OSOCC before the OSOCC is established. His/her task is to plan for the OSOCC setup and to supervise/support activities of OSOCC staff in organizing their work.

The planning phase for the OSOCC set-up is skipped. It is essential to spend enough time for the planning of the OSOCC set-up. The roles, tasks and expected results of the work of its members and interaction between its members have to be clearly defined. It has to be clear to all OSOCC members how the OSOCC will function, who plays what role, and what its output will be.

OSOCC members have no clearly appointed tasks. Every OSOCC staff member has to know very clearly his/her tasks and what the expected result of his/her work should be (see E.3). Each OSOCC member also has to have a clear understanding of the tasks of other members and how each person's activities relate to others.

Setup of OSOCC

Information management cell is exposed to public interaction. The Information Management cell of the OSOCC has to be in a quiet place, which is not accessible to the public. In the Information Management cell, all information from Reception Departure Centres, cluster/sectors, assessment missions, and any other sources are compiled and analyzed and put into the necessary format for dissemination (databases, sitreps, charts, e-mails, fact-sheets). The Information Management Cell is the core element of the OSOCC.

UNDAC Support Module staff are not integrated in the OSOCC. They should be included in the design and management of the OSOCC and assigned concrete tasks according to their background, e.g., assessment, information management, and logistics, even beyond the physical establishment of the OSOCC.

Lacking crowd management

The OSOCC should establish some sort of crowd management, e.g., reception desk at the entrance or outside the centre under a tarpaulin to avoid uncontrolled public interaction.

Relation with national/local authorities

Contact with national/local authorities is established too late. Local civil/military authorities, who are involved in the relief operation, have to be contacted by the UNDAC Team Leader as soon as possible. They should be briefed on the role of the UNDAC/OSOCC and arrangements for mutual information exchange and liaison at all levels should be made.

Relation with international relief actors

Humanitarian actors learn too late about the existence/role of the OSOCC. It is important to inform relief actors early and arrange informal meetings. To contact relief actors it is sometimes useful to use national entities, e.g., customs, military, warehouses, etc. to make those actors aware of OSOCC assets and activities, e.g., daily meeting and contact details.

Liaison officers

Liaison officers are not integrated in the OSOCC structure. Liaison officers, who are made available by national/local authorities or other humanitarian actors, have to be formally integrated into the OSOCC structure. This requires a firm agreement on their use with their sending organization. Liaison officers have to be assigned concrete tasks within the context of the OSOCC activities.

Information update

Information is not updated and maintained. Information on planned activities (assessment missions), OSOCC staffing (liaison persons, volunteers, translators), contact persons in government and relief agencies, locations, scheduled meetings, etc. is not systematically updated/maintained in the OSOCC. Therefore, OSOCC staff might not be updated on the current status of the operation.

E.3. Coordination functions checklist

The table below presents a set of possible activities to guide the design and implementation of the coordination strategy of an UNDAC team establishing an OSOCC. It is unlikely that all the functions would be applicable to a particular emergency situation. The checklist is meant to serve as a starting point as the team decides its priorities. The tasks have been categorized to be congruent with the OSOCC structure but are intended to be useful in situations where an OSOCC or coordination centre has not been established and/or there is limited participation by partners like UNJLC, UNHAS, etc.

Function: UNDAC Team Leader
<p>Task: As official OCHA representative, he/she should make contacts at highest possible level with national authorities, the UN RC/HC and relief agencies, to ensure acceptance and support for the UNDAC team.</p>
<p>Checklist:</p> <ul style="list-style-type: none"> • Establish contact with the RC/HC, UN DMT, and national authorities. • Prepare and give brief on UNDAC team, ToR, and agree on procedures for cooperation with RC/HC, national authorities, UN agencies, and NGOs. • In cooperation with the RC/HC, design a scope of activities for the team and set priorities for relief activities. • Design, implement, monitor, revise and set priorities for the team's overall Plan of Action.
<p>Expected result: Effective support by all counterparts.</p>

Function: Management**Task:**

Should develop a task plan for the team and supervise the work of team members. In cooperation with the UNDAC Team Leader, the management cell should facilitate the organization of resources to enhance the effectiveness of the team.

Checklist:

- Assign individuals to the functions and main areas of responsibility.
- Establish contact with other relief agencies.
- Conduct internal meetings and briefings.
- Provide the necessary leadership, advice and guidance to guarantee a smooth, efficient emergency operation.
- Conduct coordination meetings with the authorities and representatives of international relief resources as appropriate.
- Liaise closely with the authorities.

Expected result:

Ensures that staff is most effectively used and that the team produces the expected outputs.

Function: Operations**Task:**

Maintain an overview of ongoing relief activities and develop an integrated plan for coordination in cooperation with national authorities and international relief actors. Works in close cooperation with the Information management cell.

Checklist:

- In the immediate response phase, identify priority areas for deploying resources, direct relief providers to high need areas, track progress, and adjust the response as needed.
- Serve as secretariat for the coordination body and provide internal briefings on ongoing operations.
- Facilitate/coordinate an assessment of national and international organization roles, resources, capability, and comparative strengths, identify gaps, overlaps, and bottlenecks by cluster/area/programme.
- Monitor and facilitate inter-agency coordination efforts within clusters.
- Facilitate consultation/communication between relief-providers and national authorities.
- Monitor and evaluate the efficiency, effectiveness, and impact of operations and recommend follow-up.

Expected result:

Integrated plan for coordination and relief activities.

Function: Information management**Task:**

Compile and analyze the information input from outside sources (RDC, assessment reports, situation reports, media, etc.) and convert it into appropriate output format for dissemination to stakeholders, e.g., sitreps, databases, charts, etc. The Information Management officer works in close cooperation with all other functions of the team.

Checklist:

- Collect, collate, analyse, and disseminate information on all activities of NGOs, donors, media, UN agencies, and other international and national relief actors.
- Agree on what information is required from the team, in what form and how often it should be presented.
- Prepare situation reports.
- Develop and maintain a central registry of organizations include information on capacity and operations.
- Coordinate the development and implementation of joint assessments surveys, questionnaires and other information gathering activities.
- Facilitate preparation of flash and consolidated appeals; work to fill resource shortfalls.

Expected result:

Provision of timely output of analyzed information in appropriate format.

Function: Logistics**Task:**

Provide logistics support to the team and establish links with local/national logistics entities and in other relief organizations.

Checklist:

- Ensure adequate working space and accommodations for the UNDAC team.
- Ensure adequate transportation to meet the needs of the UNDAC team.
- Establish a tracking system of all vehicles.
- Establish a service and maintenance schedule.
- Ensure access to workshop for service.
- Ensure/establish/maintain the necessary technical needs (e.g. electricity, lighting etc.) to run and sustain an OSOCC.
- Oversee logistical support for the team.
- Assess damage to logistical infrastructure.
- Establish route availability and security.
- Identify local logistic resources such as transport, fuel, and services and secure, as required.
- Identify capability gaps in equipment and facilities.
- Ensure the provision of common services such as fuel airfield handling, vehicle maintenance, light air operations, and airfield management.
- Coordinate vital common services such as airlift, medevac, and airhead operations.
- Facilitate the set up of logistics coordination group.
- Ascertain, if necessary establish, and publish procedures for customs clearance, local documentation, and taxes.
- Facilitate cooperation and sharing of facilities, supplies, equipment.
- With local authorities, monitor and prioritize incoming relief shipments to ensure vital consignments are expeditiously handled.

Expected result:

Logistics support for the UNDAC team and formal links to all logistics entities of the relief operation.

Function: Liaison**Task:**

Establish formal information exchange between the UNDAC team and respective organizations and participate in related meetings.

Checklist:

- Communicate regularly with USAR teams, NGOs, donors, media, UN agencies and other international relief providers and provide them with information needed to implement their programmes.
- Facilitate regular individual and group meetings on request for planning, coordination and information exchange.
- Serve as focal point for all newly arriving organizations and facilitate their registration and recognition by national/local authorities.
- Support donor visitation and fact-finding missions.
- Assist in the development of project proposals and facilitate expanded NGO presence; support NGOs in delivering assistance.
- Help build local capacity through facilitating international/national partnerships.
- Liaise with international military contingents in the area to assist humanitarian operations.

Expected result:

Systematic information exchange between the UNDAC team and respective organizations.

Function: Media**Task:**

Handle all media interaction and prepare media fact sheet about UNDAC activities as well as an update of statistics for distribution to media.

Checklist:

- In cooperation with the UNDAC Team Leader, RC/HC, and manager establish guidelines for contacts with the media.
- Serve as focal point for the media.
- Identify and maintain contact with relevant media to promote advocacy for the relief operation.
- In cooperation with the information management function, prepare relevant information for the media.

Expected result:

A constructive relationship with national/local and international media.

Function: Security**Task:**

Monitor the security situation and establish regular information exchange with the UN Designated Official (DO) for security and security officers from other relief actors. Update UNDAC team staff and relief actors on the security information. Develop a security plan for the UNDAC team (including evacuation plan, if necessary).

Checklist:

- In cooperation with UN DSS, establish a security plan for staff and update as required.
- Monitor the security situation and UN security phases.
- Communicate security procedures to all affected parties.
- Assist and ensure preparedness plans and measures.
- Facilitate security implementation procedures.
- If necessary, facilitate evacuation.

Expected result:

Security plan and periodic update on the security information.

Function: Administration**Task:**

Organize the internal work-flow of the UNDAC team and ensure that all staff is constantly updated on the current information, e.g., activities, personnel, contacts, meetings, etc. When establishing an OSOCC, he/she should establish a reception desk, name-tags, etc. for effective crowd management.

Checklist:

- Set up an administration cell.
- Plan administrative requirements.
- Document and file incoming and outgoing messages.
- Introduce administrative systems and procedures, including logging and filing.
- Manage financial support for UNDAC activities.
- Procure and manage interpretation services.
- Organize UNDAC staffing patterns and status.
- Procure maps, boards, stationery and other support materials necessary for the UNDAC team.
- Arrange for administrative support personnel and equipment, as appropriate.
- Establish a mail reception/distribution/information focal point for relief agencies.

Expected result:

Internal organization of the UNDAC team.

Function: IT/communications**Task:**

Establish and maintain technical communication links through e-mail, sat-phone and manage all technical internal communication issues (VHF radios), maintain contact list and communications plan of UNDAC team and relief actors.

Checklist:

- Provide necessary telecommunications equipment not currently available and, if necessary, transport to the country.
- Provide, set-up and maintain telecommunications equipment for an OSOCC and R/DC.
- Establish and maintain a LAN with sufficient number of computers.
- Establish international communications.
- Maintain a log of incoming and outgoing communications.
- Develop and implement an UNDAC communications plan.
- Monitor, analyze and assess all communications traffic.
- Ensure compatibility/unity of security communications system with other UN agencies, NGOs, and implementing partners.
- Provide updates on GPS positioning for key locations or missions.
- Provide ongoing training and technical assistance on the installation, operations and maintenance of telecommunications equipment.

Expected result:

Physical set-up of internal and external communication and maintenance of contacts list and communications plan.

Annex

Site selection for OSOCC and UN-compound/accommodation camp

OSOCC site selection

When choosing a site for an OSOCC, several important points must be kept in mind. First, the general location of the OSOCC should be in close proximity to the national government's emergency management coordinating unit as well as other agencies providing humanitarian assistance. Where this is located will depend, to some extent, on the type of disaster/emergency. In an earthquake, the centre is best situated close to the local emergency management on-site, but in a flood situation, over a widespread area, it might be best to stay in the capital close to the RC/HC and national authority.

The physical location should maximize the possibilities of effectively utilizing communication equipment, e.g., on higher ground and not surrounded by hills or other natural obstructions. The site should slope and drain effectively. The site should facilitate proper security procedures including ease of access and evacuation, a perimeter easily guarded, and distance from actual or potential armed conflict.

The building housing the OSOCC should be structurally sound and not damaged during the emergency. Ideally there will be several separate rooms to use as offices. There should be a general area for receiving and registering visitors, preferably with some pleasant ambiance such as a coffee machine. There should also be a general situation room with tables and chairs sufficient for meeting of 12-15 people (larger, if possible). There should be some private offices where confidential discussions may take place. The building should be large enough to accommodate the co-location of staff from the national government and other agencies that wish to operate within the OSOCC structure.

Communication equipment should be in a secure communications room. Office equipment like copiers should be accessible but not in general meeting space areas.

In general it will be useful to think about traffic control in designing the physical layout of the OSOCC. Certain areas will need to be secure and not accessible to the public or even other responders. Some areas will be required for open meetings. The private and public areas should be well separated.

UN compound/ accommodation- camp

In large scale operations, a camp for accommodation and offices for UN agencies may be requested from the IHP. These camps provide facilities such as sleeping area, offices, kitchen, bathroom, showers, etc., and also all the infrastructure needed for running such a camp.

The UNDAC team might be tasked with finding and selecting the site for such a camp, and several considerations must be taken before making the final decision.

If possible, one should try to establish contact with the Team Leader of the camp-module before the module arrives in order to investigate the exact requirements of the camp that is planned.

A contract for the use of the site should be secured before the support module arrives. Once the team arrives, things can get very busy and the owners may have second thoughts when they see what's happening.

Site considerations

- **Area requirements** – When selecting a site for the camp there is a thumb-rule regarding minimum-requirements for the size of the area. One needs 1000 m² to get started. This area will later be used for common facilities, e.g., kitchen, bathrooms, storage, generators, etc. To that one adds 15 m² per accommodated person, 10 m² per office-space, and 15 m² per vehicle, i.e., a camp for 25 persons with 10 office-spaces and parking area for 10 vehicles will need 1575 m².
- **Security** – The area should be easily secured to keep out unwanted visitors. Also consider hazards within the compound, e.g., a wall at risk from collapse. In the post-emergency environment look for secondary hazards such as overhead power lines, gas pipelines, large trees or other unstable buildings.
- **Traffic flow** – How will vehicles enter and exit the compound? Minimize turning areas and allow for heavy trucks (especially during set up).
- **People flow** – Apart from the people living in the compound, who else will be visiting? Try and design the layout to allow visitors access to the office/work area of the compound without having to go through the accommodation area.
- **Tents** – Will be brought in for office space, accommodation, kitchen and dining, showers and ablutions. Estimate a tent being 10m x 8m (some may be smaller), allow an extra 1.5m - 2m on all sides for a fire break and passage between the tents. The dining tent and kitchen may be joined to make one 20m x 8m tent. Space should be allowed for at the rear of the kitchen for access to the refrigerator.
- **Flat grassed area** – The tents will be erected with little preparation of the site so the flatter the better. The tents may be erected on hard stand however this may produce some issues over securing them against strong wind or helicopter wash.
- **Gravel** – When building the camp on grass or earth the tents will need a base of gravel underneath in order to prevent decomposition of the soil and a foul smell in the camp. Locate a place nearby where this gravel can be procured and transported to the camp site. Check out what logistical arrangements have to be made for this before the module arrives.

- **Drainage** – Tropical monsoons may dump huge amounts of water in a very short space of time. Allow for the site to be well drained – another reason why hard stand for tents may be a problem. Provision for drainage of showers and water points should also be considered.
- **Paths** – Gravel paths will be put in place between the tents. As an alternative, a boardwalk may be put in place but the module doesn't come equipped for this.
- **Hard stand** – The team will come with several vehicles. Other UN agencies will also have their vehicles. A hard stand for 30 vehicles should be provided within the compound. Visitor's vehicles should not be allowed in the compound.
- **Generators** – One or two large generators will be brought to the site. Position these as far away as possible from sleeping and working areas but allow for easy re-fuelling.
- **Toilets** – Either black bag (single use, take-it-away) or chemical toilets may be used. In either case a minimum of four toilets will be required (male, female, diarrhoea and nurse/cook). Disposal of waste should be considered. Hand washing facilities will be required next to the toilets.
- **Water supply** – A small water treatment facility comes with the unit and has a footprint of about 1.5m x 3m. A second unit (approx 2m x 4m - bladder) is also required to provide a head of water. This second unit will need to be above ground on the roof of a building or on scaffolding (the module does not necessarily come with something to raise the bladder off the ground). Ensure the above ground bladder will not create an earthquake hazard. Remember the weight involved (1m³ of water is 1 ton). Allow for truck access to top-up the water supply if no other source is available.
- **Helipad** – If possible, provide for a helipad with clear access and egress both on the ground and for take-off and landing. The helipad should be easily secured during operational periods. A helipad should be as far from tents as possible and at least 150-200m away. Where possible flight paths should avoid passing over the camp. Ideally the helipad will be on hard stand. The cordoned area should measure 40m x 80m (80m being preferred for approach and departure paths) and be lit. A windsock or other wind indicator, e.g., smoke should be considered.
- **Normality** – Consider the space you are using when things start returning to normal. Are you taking over a space that will be required, e.g., school grounds, sports arenas, public parks etc. – try and have a minimal impact to speed the return to normal conditions.

Camp construction

When the module and the team arrive they will listen to your considerations for camp layout and then adapt that to suit the limitation of the equipment they have and the site chosen. Establish a point of contact, preferably the IHP Team Leader and liaise with this person on a regular basis.

- **Time** – Camps are not erected overnight and for a camp for 80-90 UN staff you should allow for a minimum 3-4 days for construction.
- **Unloading** – In total, approximately 7 truck loads of equipment will be delivered and unloaded. Ideally, these should be unloaded on to hard stand immediately adjacent to the construction area. A forklift will be used and where this is used on the grassed area it can very quickly turn to mud and become quite rutted. Allow approximately 180m² for the unloaded equipment prior to camp construction. This does not include vehicles. The hardstand may be used for vehicle parking once camp construction is completed if this meets with security requirements.
- **Food** – Will be delivered in bulk and will easily fill a standard garage (over and above the space required for unloading). Ideally, there should be a secure area to lock up food and water, preferably the size of a two-car garage.

Other considerations

- The daily coordination meeting will have up to 100 people present – allow plenty of space for this. Think about heat and rain issues – 30 people on the floor of a hot tent in the pouring rain is not recommended (having told 60-70 others there is no room for them).
- The compound may have armed guards – can they shelter out of the sun and rain?
- Is there an evacuation plan for the compound? Under what conditions and who activates the plan?
- Know where you are – GPS the site and promote the address and GPS co-ordinates with the agencies that need to know.
- Name the areas of your site – if you have a mapping unit – get them to draw a site plan. This will be useful from a management point of view, e.g., who is in which tent, evacuation routes, etc.

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F.1. Introduction

One of the primary responsibilities of the UNDAC team is to collect, collate, analyze, and disseminate information regarding the emergency. This information should convey general information on the humanitarian effects of the emergency, resource needs and availability, the response activities, the achievements, the constraints, the gaps, duplications, and the unmet needs.

At the onset of the mission the UNDAC team will need to determine with the UN Resident Coordinator/Humanitarian Coordinator (RC/HC), the extent of the team's information management responsibilities. The UNDAC team's information management responsibilities may include all or some of the following types of activities.

- Serve as the focal point for all information on humanitarian activities; develop and maintain a relationship with other information sources such as Local Emergency Management Authority (LEMA), International Federation of Red Cross and Red Crescent Societies (IFRC), agency information officers and military information liaison officers; classify information on its credibility and reliability.

- Establish rapid and effective reporting networks, develop electronic communication systems, and facilitate internal communication systems.
- Compile and maintain an up-to-date picture of the humanitarian situation by cluster/ organization/geographic area - facilitate the flow of information from and to field offices, provide real-time monitoring and plotting of humanitarian incidents.
- Collect, collate, analyze and disseminate information regarding the plans, operations, stockpiles, information needs, and ongoing resource needs of assistance providers.
- Monitor donor contributions and resources provided.
- Establish and maintain an ongoing information system/data base on the emergency to serve as the institutional memory.
- Prepare and submit periodic humanitarian situation reports and other reports as decided in the Plan of Action.
- Provide information to the media and news agencies, monitor media reports, organize and convene press conferences, liaise with Office for Coordination of Humanitarian Affairs (OCHA) spokespersons.
- Provide briefings for senior level staff, visiting dignitaries, and donor missions.
- Arrange to handover established information management systems to incoming OCHA information management officers, the Humanitarian Information Centre (HIC), or other responsible bodies.

F.2. UNDAC reporting and situation reports

F.2.1. Policy

Reporting is one of the most important functions of an UNDAC team. Reports should be clear, concise, accurate and professional. All reporting by an UNDAC team should be addressed to the RC/HC in the capital of the affected country with a copy to the Emergency Relief Coordinator (ERC) through OCHA-Geneva. All reporting should be cleared with the Team Leader.

For contacts outside the above channel of reporting, it must be made clear that all information should be verified with the relevant authority of the affected country, the United Nations Disaster Management Team (UN DMT) or OCHA. Reports should, as far as possible, be written in English.

F.2.2. Reporting system

UNDAC Situation Reports

The UNDAC situation reports (UNDAC sitrep) are to be sent to the RC/HC with a copy to the Field Coordination Support Section (FCSS).

There will be occasions when the need for updated information is so acute in a fast moving emergency that the ERC and OCHA (Geneva or New York) may directly request verbal or written reports from the UNDAC team.

OCHA Situation Reports

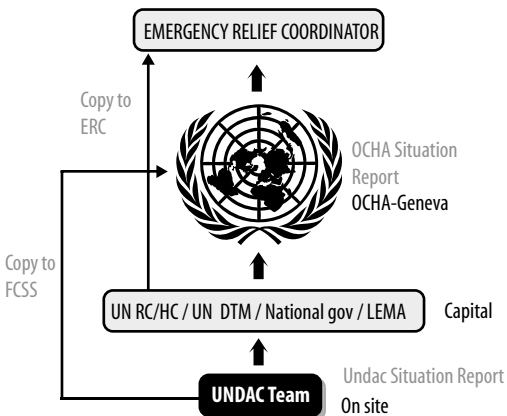
The RC/HC compiles a sitrep from the information that he/she has gathered from sources such as national authorities, UN agencies, the UNDAC sitrep, non-governmental organizations (NGOs) and others. This sitrep is then sent to the ERC through OCHA-Geneva where it is used, together with other available information, to form OCHA Situation Reports which provide information required by the international community.

In the immediate aftermath of a disaster, frequent OCHA sitreps are issued from Geneva, providing the international community with the best possible information as it becomes available. OCHA cross-checks the information with the headquarters of the other UN agencies and donors to the extent feasible.

The OCHA Situation Report is based largely on information provided from the field by or through the RC/HC. The UNDAC team is also a very important source of information for the sitreps. The reports also include and take into account information received by OCHA from other sources, including the appeals and information bulletins issued by the International Committee of the Red Cross (ICRC) and the IFRC.

The reports are sent directly to the capitals of donor countries and the headquarters of the UN agencies, inter-governmental organizations, e.g., the European Union, and major NGOs, as well as the New York and Geneva missions to the UN of the affected countries. They are typically distributed to over 300 recipients who are involved in making decisions on providing international disaster relief and related assistance. Sitreps are also posted on OCHA's public information website, Reliefweb; www.reliefweb.int

Flow of information



F.2.3. UNDAC Situation Report

General

Send the first UNDAC Sitrep as early as possible upon arrival at the disaster site and send subsequent UNDAC Sitreps at least daily with whatever information is available at the time. Do not delay a sitrep because certain information is lacking; send it next time. Remember, an UNDAC sitrep is processed information and carries considerable credibility. It should be informative, authoritative and timely - especially in the current age of instant media access to disaster sites.

Either provide a complete list of unmet needs in each report or specifically state which items remain unchanged from the previous report while providing new information for other items. Indicate if needs can be met locally or require international assistance.

When writing the report, imagine yourself at the receiving end and try to write what you would want to know, as well as how you would want it presented. Be explicit and precise and double check figures. Remember to quote the source of the information when presenting facts and figures. Try to anticipate a potential donor's likely question and answer them in the report. Do not repeat information that has already been sent and if there is no new information under a specific heading, state this clearly.

Avoid vague and ambiguous words and phrases. A statement such as "5,000 people are affected" does not give any indication on, e.g., how they are affected, to what degree, what is already being done, and how many people there are in the area altogether. "5,000 houses damaged" conveys little information. The "damage" may be minimal, partial or total. Use the guidelines given in the assessment checklist (see Chapter G - Disaster Assessment).

When reporting damage or assessed needs, specify the source of the information. Take care to check the final text before sending and ask another person to re-check it.

F.2.4. Format of UNDAC Situation Report

Format

The format of the UNDAC Situation Report given below should be followed by using the parts that are relevant for the specific mission. The UNDAC Sitrep should consist of all the items mentioned below; if there is no information on one or more of the items then state it explicitly, i.e., "Nothing to report".

Keep in mind that this standard format is a recommended guideline and that the format one uses could vary due to unique aspects of the emergency. Due to this, OCHA might distribute an adjusted format adapted to special reporting needs of the particular emergency.

- Summary.
 - Brief summary of the situation report.
 - Key issues should be highlighted.
- General situation overview.
 - A general description of the situation and response.
 - Include important incidents since last report.
- Coordination overview.
 - Overall coordination mechanisms in place, both national and international.
 - Summary of meeting times and frequency.
 - Constraints in coordination.
- Operational considerations
 - Relief entry point.
 - Logistical constraints in relief delivery.
 - Relief delivery issues, e.g., customs information, etc.
 - Special administrative concerns.
 - Security-issues.
- Urban Search and Rescue (USAR) activities (only applicable in USAR phase).
 - Number of teams, name, and sending area/country.
 - Differentiate between national and international response.
 - Areas covered/not covered.
- Operational cluster overview.
 - Which clusters are operational, which not yet established.
 - Overview of coordination within clusters.
 - Make new headings for each of the operational clusters with specific details underneath.
 - Clearly identify national response in a cluster.
 - Relief provided or in the pipeline for each cluster.
- National response
 - Other national response not covered in the cluster section.
- Bi-lateral response.
 - In-kind contributions.
 - Cash contributions.
- Other.
 - Other issues of interest not applicable in the above-mentioned headings.
 - It is typical to attach spreadsheets that show relief providers and their assistance.

Reporting tips

- Follow the format.
- Report regularly and often.
- Add photos and tables.
- Don't repeat.
- Present facts – not speculation.
- Quote source.
- Be concise.
- Be objective.
- Avoid jargon.
- K.I.S.S. – Keep It Short and Simple.

F Remember that the situation report is read in many places where information inputs from numerous other sources are available. Unfortunately, this could lead to an information overload for some recipients. This possibility makes the first heading “Summary” extremely important as this might be the only information that is remembered or read.

F.3. Information processing

F.3.1. General

Information management by the UNDAC team includes the following steps:

- Information gathering (including assessment).
- Collation and structuring of the information.
- Evaluation/analysis of the information.
- Information dissemination.

It is useful to distinguish between the terms “data” and “information.” Data are simply numbers and other characters. Information is “useful data.” Data become information when they are useful, meaningful, relevant and timely to particular people at particular times and places, for particular purposes. See also Chapter G – Disaster Assessment.

Information gathering

Information is gathered from various sources through interviews with key informants in the government, private voluntary organizations, NGOs, international organizations and from particular groups of affected people and their leaders. Useful sources of information may include:

At district/local level

District/local authorities
Local leaders/village elders
Police
Army
Fire service

Rescue services
 NGOs
 Civil defence
 IFRC/ICRC
 International relief teams/organizations
 Religious leaders
 UN national staff
 Health facilities
 Evacuation centres
 Birth/death registration office

At capital level

National authorities
 RC/HC and/or UN DMT
 UN agencies
 Geographical institutes
 Department of meteorology/hydrology, etc.
 Bilateral agencies
 NGOs
 Embassies
 OCHA (if in-country)

Reliability and credibility of information sources

There is a need for appreciating the reliability of the source of information and the credibility of the information collected. The consistent application of the following tried-and-tested system might help you. It was developed by the military, is widely used by armed forces and law-enforcement agencies around the world, and other humanitarian responders, e.g., IFRC FACT. UNDAC members should use this system as a tool when processing information. The system identifies the reliability of the source providing the information and then, separately, the credibility of the information being provided. By consistently applying this approach, team members may evaluate the significance of reports received with some degree of confidence.

Reliability of source	Credibility of information
A. Completely reliable	1. Confirmed by other sources
B. Usually reliable	2. Probably true
C. Fairly reliable	3. Possibly true
D. Not usually reliable	4. Doubtful
E. Unreliable	5. Improbable
F. Reliability cannot be judged	6. Truth cannot be judged

This can be further expanded

Reliability of source:

Rating	Description
A	Completely reliable refers to a tried and tested source which may be depended upon with confidence. These are extremely rare and should be kept for special occasions.
B	Usually reliable refers to a source which has been successful in the past but for which there is still some element of doubt in a particular case. This should be used for sources of known integrity such as UN agencies, military entities, some major NGOs, etc.
C	Fairly reliable refers to a source which has occasionally been used in the past and upon which some degree of confidence may be based. Some press sources and NGOs could fit in here.
D	Not usually reliable refers to a source which has been used in the past but has proved more often than not to be unreliable. Some press sources and NGOs could fit in here.
E	Unreliable refers to a source which has been used in the past and has been proven unworthy of any confidence.
F	Reliability cannot be judged refers to a source which has not been used in the past.

Credibility of information:

Rating	Description
1	Confirmed by other sources is applicable when a source different than the originally reporting one confirms the information independently of the first source.
2	Probably true indicates confirmation of essential parts of reported information by another source. Aerial imagery is included in this category.
3	Possibly true means that investigation of a reported fact or action has revealed no further information, however the information is compatible with previous actions or background information available.
4	Doubtful is applicable to an item of information if it tends to conflict with previously reported and validated information.
5	Improbable is applicable if an item of information contradicts previously reported and validated information.
6	Truth cannot be judged is applicable if any freshly reported item of information cannot be compared with information from any other source. It is used when 1-5 cannot be applied. It is preferred to use a rating of 6 rather than an inaccurate 1-5 rating.

The scales are not progressive degrees of accuracy; it only helps to formalize the credibility of information received. Therefore it is not foolproof. The letters and numerals are independent of each other and give an overall evaluation of the information. For example, a source known to be unreliable (E) might provide accurate information which is confirmed by other sources and therefore given the rating of E1. Additionally, a report evaluated as F6 maybe totally accurate and should not be routinely disregarded.

Collection

The collection strategy must be established from the beginning of the mission to ensure that information is not lost. Team members will be gathering information on wide range of topics, some for which a member of the team might be the focal point but many other areas where the focal point responsibility resides with others.

Collation

Collation of information is essential for the UNDAC team. All information should be filed in a structured order to simplify retrieval, comparison and analysis. One should try to file information in both electronic and paper form. If possible, one should use only one computer for filing of electronic copies (ensure a backup is made). This process should be initiated from day one, as it will very difficult to fill in missing information pieces further into the mission when inconsistencies and discrepancies may be difficult to detect.

Analysis

Thorough analysis of the information gathered is a critical step in the information management process. The UNDAC team should be careful to record and report the factual information as objectively as possible. In performing the analysis, the information has to be linked to the country-specific situation such as disaster history, traditional coping mechanisms, etc. and possible future developments. The UNDAC team should try to detect and recognize trends and indicators of problems and to link the information to recommendations for action to be taken.

Dissemination

In addition to the regular UNDAC Situation Report, the team should disseminate available information to the humanitarian community on-site in a timely, structured and appropriate manner. This could be done through email groups, in meetings, through the On-Site Coordination Operations Centre (OSOCC), and through the Virtual OSOCC. Efficient dissemination should have a positive effect on the team's coordination efforts as it shows transparency and dedication to the provision of services to the relief agencies and NGOs.

F.3.2. Presentation of information in the OSOCC

An OSOCC must be able to present available information in a clear and easily understandable manner to all visitors. An OSOCC with information organized and

visually accessible and displayed will inspire confidence in the team and save the UNDAC team members' time in answering the same questions again and again. Confidence that useful information will be easily gained will make the OSOCC an attractive place for relief workers to visit regularly thus enhancing coordination.

To collate and present information it is suggested that the following tools be employed:

Log book

The OSOCC should maintain a log book into which all telephone and radio messages received or sent are logged with action taken. This should be a simple log with the columns "Serial Number", "Time Received/Sent", "From/To", "Message Contents", "Action Taken" and "Initials" on it. Anyone receiving or sending a message should log it into the book. Also it should contain all events of general interest. An accurate keeping of the log will enable OSOCC staff to derive the following benefits:

- A running record of all information/actions is kept, thus enabling staff coming to the OSOCC after an absence to update themselves.
- A basis for briefings and sitreps is available at all times.
- A basis for the Mission Report and the Lessons Learned meeting when one can go back and see what happened when, where, and with whom.

Remember to start the logbook immediately after arrival. If not, it will be difficult at a later stage to fill in missing events and recapture what took place. That could often leave the OSOCC one step behind.

Information maps

Visualized information is an excellent tool for presenting information – and also for the team to keep an overview of the operation. On one wall of the OSOCC display information maps which cover the area of relief operations. On these maps (which you should cover with plastic) mark on the talc the following information:

- Location of various relief organizations. In USAR operations also mark sectors of operation of each team.
- Location of key LEMA organizations such as fire brigades, police stations, hospitals, communication centres, and military headquarters.
- Location of the OSOCC.
- Location of key logistics features such as airfields and/or railway stations.
- Any security incidents.
- Other information that can be visually displayed.

On the margins of the map one can list the telephone numbers of major partners in the relief operation. Encourage visitors to visit the OSOCC to update information on the information map concerning their organizations. If kept

updated, you will soon find that there are very few places where all the above information is displayed and this information map will become a magnet for relief workers.

Maps may be sourced from UNOSAT or Reliefweb by special request to the map centre – FCSS will ensure that available maps are provided to the UNDAC team. FCSS will also check with the Field Information Section (FIS) in New York for additional data that may be made available through the Geographic Information Support Team (GIST), an inter-agency network that focuses on electronic data collection and analysis. The GIST can assist in providing estimated affected population data and satellite imagery.

Pigeon holes

Pigeon holes, or a central location for hardcopies of other organizations' sitreps, minutes of meetings, and other information from humanitarian partners, should be put up near the entrance of the OSOCC. The more information from a variety of sources you make available, the more worthwhile it will be for relief workers to visit the OSOCC.

A directory

An OSSOC should have an easily accessible directory with a data sheet on each humanitarian agency. The data sheet should include contact points, areas of operation, names of key personnel and assets.

A notice board

Next to the information map in the OSOCC, make available a blank notice board on which relief organizations may leave notices regarding relief operations, coordination meetings, assessment missions, etc. This board allows needs and resources of relief organizations to be matched, besides acting as a facilitator of information flow.

Coordination/information meetings

Hold and chair general coordination meetings on a regular basis where all partners, e.g., LEMA, NGOs (local and international), military, and international relief organizations are invited. This is a fine venue for sharing of information. In addition one should hold meetings with Heads of UN agencies and cluster leads.

The cluster lead agencies should be expected to hold and chair coordination meetings within their specific cluster. You may need to provide significant support, e.g., convening, organizing, and reporting on clusters in the early days of the emergency. As cluster leads takeover, try to sit in on cluster meetings as often as possible and/or make sure the minutes are filed and made available through the OSOCC. The UNDAC team should also be present at coordination meetings held by the local authorities.

An updated meeting schedule should be available and displayed in the OSOCC. The result of all these meetings will provide you with an important information base for the UNDAC situation reports.

Who, what, where information

All UNDAC team computers are pre-loaded with a simple “who, what, where” database which can produce contact lists and geographic activity information.

Copies

Allow stakeholders to get copies of the information available in the OSOCC, e.g., minutes, situation reports, assessment reports, commodity tracking tables, contact-lists, etc. This is usually data that are filed as a basis for the displayed information, but could be useful for several relief organizations. Try to have a system that allows for both electronic and paper copies.

F.3.3. Contact with OCHA headquarters***FCSS and the Regional desk***

Once the decision is taken to mobilize an UNDAC team, FCSS nominates a mission focal point for all issues relating to support to the UNDAC mission. In addition, OCHA's desk for the concerned country/region will be the focal point for all substantive information regarding the emergency and related follow-up actions required at OCHA headquarters level, as well as with the headquarters of external partners, e.g., donors and agencies.

Besides the report writing requirements mentioned above, daily teleconferences should also be organized between the Team Leader (and any additional member of the team as may be determined by the Team Leader) and these two focal points (both of whom should be present during the teleconferences). The mode or responsibility for recording these teleconferences should be determined from the beginning of the mission. There should always be a record of follow-up actions that are requested and/or agreed upon.

Other parts of OCHA

The Desk and FCSS are responsible for ensuring follow-up in case of actions or information requested by the UNDAC team. However, direct contact may occur with other parts of OCHA.

The team may be contacted by other parts of OCHA for information, in particular by the Civil Military Coordination Section (CMCS), the United Nations Environmental Programme (UNEP)/OCHA Joint Environmental Unit, the ERC's office or OCHA spokespersons in Geneva and New York.

The team might be in direct contact with OCHA's information systems to expedite dissemination of information to donors, agencies and the public as a complement to the OCHA Situation Reports. These systems are:

- Reliefweb, OCHA's humanitarian information Internet web page, which posts information from all humanitarian partners in addition to OCHA's own information.
- The Integrated Regional Information Network (IRIN), which is based in three locations in Africa (Nairobi, Johannesburg and Abidjan)

and serves as a humanitarian news agency through free-of-charge email subscription. IRIN reports are also posted on Reliefweb.

- Virtual OSOCC, with modern internet-technology, disaster information may be exchanged continuously and simultaneously by relief actors from any place in the world. The information is stored in a database on the internet and facilitates the access of topics of particular interest. Users may provide comments on existing information in real-time and, thereby, discuss issues of concern with other stakeholders. The Virtual OSOCC provides an effective tool to facilitate the information exchange between responding governments and organizations throughout a relief operation.

The Field Information Support Section (FIS) in New York can provide assistance in the sourcing of data. Contact with FIS will be made by FCSS. There may be occasions, especially in major disasters, where FIS may dispatch dedicated information processing officers (2 -3 staff) to function in an OSOCC established by the UNDAC team.

F

F.4. Contact with media

F.4.1. General

Whenever there is a newsworthy situation, the media will be there. Thus, an UNDAC team member may be approached by the media at any time. UNDAC team members play a vital role in giving assistance to the media in a disaster situation, as good press can help raise awareness of the gravity of the situation and act as a catalyst for fund-raising. It is, therefore, important for UNDAC teams to help keep the media informed. Keeping good relations with the media has frequently resulted in sympathetic coverage as well as help being given by journalists when help was not readily accessible by other means. UNDAC team members must, however, be aware that discrepancies may exist between the media presentation of a disaster and the reality.

F.4.2. Policy

The Team Leader sets the guidelines for relations with the media. Normally, one team member (usually the Team Leader) should be appointed as focal point for contact with the media, after which media relations concerning the UNDAC mission as a whole should go through this person. It should be borne in mind, though, that information given to the media should match that being provided by the RC/HC and that a media policy should be agreed upon between the UNDAC Team Leader and the RC/HC. If an individual team member is approached by the media, he/she should be allowed to give information concerning the specific work that he/she is currently carrying out.

F.4.3. Rules regarding media

Preparation

- Make an UNDAC Press Pack to provide media representatives with background information on OCHA, UNDAC and the current situation.
- Try to be the first to supply information, thereby establishing the team as a useful source for the media.
- Try to have an up-to-date description of UN emergency-related activities, which you can give to the media.
- Know the main points of what you want to say - and what you do not want to say - before you start talking.
- Do not favour one media - all are entitled to similar treatment.
- Know with whom you are talking. Make a media log (journalist's name or the newspaper, magazine, or radio/TV station he/she represents; local address and telephone number).
- If there is an OSOCC, it may be the central media centre where journalists know where and from whom to obtain information.
- Provide full and accurate information on a regular basis.

Rules for dealing with reporters

- Never pick a fight with the news media - they air or print every day and you don't.
- There are no secrets. Assume what you say and do will get on the air or the printed page.
- While you can say things "off the record", that doesn't mean the media won't print it and give you attribution.
- Don't assume anything. Reporters may not be well informed or technically proficient about your profession so explain terms to ensure they are understood.
- Keep it simple. Clarify and summarize your major points and write facts and data down to hand out.
- Use English and talk in a relaxed style that is aimed at laypersons, not subject experts. Avoid jargon and acronyms; remember that the audience is the general public.
- Give reporters a good story to write. They may find one you don't like - and write it if you don't give them one.
- Listen for trends in the questions. Is the reporter asking leading questions? Are there obvious misconceptions? Offer to clarify or redirect.
- Treat reporters professionally, with respect, and initiate background conversations.
- Always answer their calls in a timely fashion.
- Leave word in your office where you will be so you are accessible.
- Don't lie, and make sure your information is accurate. It doesn't

have to be all-encompassing as you don't have to tell a reporter your views on everything.

- Before you do an interview, decide what you can discuss and what you can't - and stick to it.
- Use humour to defuse confrontational situations.
- Choose your words carefully and well because they will likely be reported as you say them.
- If a critical or controversial story is going to be written anyway, your point of view should be in the story. Remember; silence is not always golden.
- Repetition is the essence of retention; the public will remember what they see, hear, and read repeatedly in the media.
- Once a story is out that you don't like, it is usually too late and fruitless to try to correct it.
- Use objective and authoritative sources of information to back up your statements to reporters, if you can. Don't make assertions you can't back up or make stick.
- Try to anticipate questions. If you can't or you don't know the answer, get back to the reporter after you are asked such questions so you can give a considered response.
- Avoid criticizing the government or UN response.

Follow-up

Inform the RC/HC (if you are the Team Leader) or the Team Leader (if you are the team's media focal point or a team member) when an interview has taken place.

If a team member has been misquoted, the RC/HC should be contacted immediately, so that representations can be made to the media. Once a story is out, though, it is usually too late to correct it for the public, but the media should nevertheless be informed of the mistake.

F.5. Preparation of Appeals

F.5.1. Mobilizing the international community

When the government of the affected country requests the international community to provide assistance in an emergency situation, OCHA may launch a Flash Appeal for international assistance and the UNDAC team may, exceptionally, be tasked to assist in preparing it. The Flash Appeal normally covers the needs of the UN system and its humanitarian partners for emergency assistance. In case of severe or widespread natural disasters, it may also cover the needs of several countries in a region. The UNDAC team will normally be involved in preparing appeals related to natural disasters and not complex emergencies. OCHA-Geneva will normally send an experienced appeal preparation officer to the emergency to prepare the appeal.

F.5.2. Flash Appeals related to natural disasters

The Flash Appeals for natural disaster response are for a short time frame, normally covering 3 months, and may also cover transitional needs to bridge the gap in flow of funds between emergency needs and rehabilitation and reconstruction.

A Flash Appeal provides a concise (ten-page) overview of urgent life-saving needs within one week of the onset of an emergency. It addresses acute needs for up to six months based on the best available information at the time of writing. The Flash Appeal may be developed into a Consolidated Appeal if the emergency continues beyond six months.

F *Involved parties*

- The RC/HC, with support from OCHA, is responsible for the production, content and quality of the document.
- The Flash Appeal is prepared in consultation with key humanitarian actors, which may include government officials, donors, UN agencies, the Red Cross Movement, NGOs, and other relevant actors.
- The Flash Appeal may include projects from UN agencies, international organizations, the Red Cross Movement, and NGOs. (Note: government ministries cannot appeal but may be partners in UN or NGO projects.)

Keep it brief

The Flash Appeal should be kept brief so that people read it and donors can respond swiftly. Be concise and keep the language simple. Readers (government officials, donors, UN agencies, the Red Cross Movement, NGOs, the media, and so forth) need to know what happened, the humanitarian consequences, what the humanitarian plan is, and the cost. Ten pages are usually sufficient. Use charts and tables to explain issues whenever possible.

Procedure

- 1. Day 1** - Flash Appeal triggered by the UN RC/HC, in consultation with the IASC Country Team. The government of the affected country is consulted.
- 2. By day 3 of the emergency** - the UN Country Team prepares the Flash Appeal within 48 hours of the emergency, based on the best available information at the time.
The office of the RC/HC submits the final field draft of the appeal to the OCHA Consolidated Appeals Process (CAP) Section.
- 4. Day 4 of the emergency** - The CAP Section shares the draft with IASC agency headquarters for 24 hour review. The desk incorporates any comments.
- 5. Day 5 of the emergency** - The CAP Section style checks, formats, and registers appeal projects on the Financial Tracking System, and

prints by 1300 hrs. After 1300 hrs, the appeal is officially launched either through a donor meeting in the field or in Geneva, or through a press release, and is posted on Reliefweb and distributed electronically to donors.

Content of the 10-page Flash Appeal

1.Executive summary (1 page)

Brief summary of:

- The crisis.
- Priority needs and humanitarian response plan.
- Amount of money needed in US\$.
- Time span covered by this appeal (cannot be longer than 6 months).

2.Context and humanitarian consequences (1- 5 pages)

Context.

- What happened?
- Where?
- What has happened since the crisis, e.g., information gathered, government ok for international assistance, immediate response by agencies, assessments done, etc.

Humanitarian consequences.

- Who is most affected?
- What are the needs as a direct and immediate result of this crisis?
- What are the priority sectors for response? The choices may be any of the following according to emergency need: shelter and non-food items, health (including nutrition and psychosocial programmes), water and sanitation, food, agriculture, protection, human rights and rule of law, education, coordination and support services.

3.Response plans (1 page)

For each sector which the Country Team decides to include:

- Objectives, i.e., no more than two, each of which is specific and measurable.
- Humanitarian activities which might have started or are proposed, and that may be implemented within time span of this flash appeal (maximum 6 months).
- Expected impact.
- Project tables as per model below (please do one table for each project and leave a space between each complete table).

SECTOR (e.g. FOOD)	US\$
---------------------------	-------------

FULL NAME OF AGENCY/IES (e.g. World Food Programme WFP)	Project Title: Objective: Beneficiaries: Total Number: Women: Children: Partners: (List as governmental, UN, Red Cross, NGO)	US\$ Required
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4. Roles and responsibilities (1- 5 pages)

- Maximum five lines on how the response is being coordinated and who is responsible within the government and the UN.
- Table indicating the major humanitarian stakeholders (government, UN, Red Cross, NGOs) that are responding to the crisis in affected regions, by sector.

F.5.3. Example of natural disaster Flash Appeal

In order for UNDAC members to be able to refer to actual natural disaster appeals that have been prepared with the assistance of the UNDAC team, see the web-page given below where one will find an example of the Flash Appeal prepared after the earthquake in South East Asia 2005. <http://reliefweb.int/rw/RWB.NSF/db900SID/EVOD-6H3FY4?OpenDocument&rc=3&emid=EQ-2005-000174-PAK>

Annex

UN Instructions regarding communications with the Press

Interoffice memorandum

To: All Heads of Departments

Date: 28 April 1999

From: The Secretary-General

Subject: UN Secretariat Relations with the Media

1. Please find attached guidelines on United Nations Secretariat relations with the media. They have been revised in light of the discussion in the Senior Management Group on 31 March.

2. I would be grateful if you bear these guidelines in mind in your dealings with the media. Please note bullet point three of paragraph 6, which lists the number of officials authorized to speak on sensitive issues. If you have not already done

so, you may wish to designate staff in your Departments as appropriate.

Thank you.

Cc: Members of the Senior Management Group.

UNITED NATIONS SECRETARIAT RELATIONS WITH MEDIA

The Policy

1. The United Nations is committed to being open and transparent in its dealings with the press. It is in our interest to work with the media quickly and honestly, and to develop a coherent communications strategy based on those same principles. We should not only react to events but, where appropriate, project the Organization's point of view on important international developments. However, we must sometimes keep confidences – not to mislead or conceal, but to protect a diplomatic process. Our media policy must therefore balance the need to be open and the need to respect confidentiality.

Speaking to the press

2. The principal voice of the Organization is the Secretary-General. He speaks to the media frequently, at Headquarters and when travelling.

3. Media policy is an integral component of the broader communications and public information work of the Organization, headed by the Under-Secretary-General for Communications and Public Information. The Director of Communications in the Office of the Secretary-General is responsible for coordinating the development of a communications strategy that would help project to the world's media a coherent and consistent message for the Organization.

4. The Secretary-General's Spokesman and his staff speak to journalists on the Secretary-General's behalf throughout the day. The Spokesman gets his guidance directly from the Secretary-General and senior members of his staff. As the Spokesman's staff cannot be expert in all subjects, they seek the assistance of UN specialists – either to provide them with information that they can pass on to the press or to speak directly to the journalists themselves.

5. As matter of principle, every member of the Secretariat may speak to the press, within limits:

- speak only within your area of competence and responsibility;
- provide facts, not opinions or comments;
- leave sensitive issues to officials who are specifically authorized to speak on them (see paragraph 6 below).

Sensitive issues

6. The number of officials speaking on sensitive issues is necessarily limited to:

- the Spokesman, on the basis of guidance;

- designated members of the Secretary-General's staff and Heads of Department, within their area of competence;
- staff authorized by their Heads of Department, on the basis of guidance; and
- Directors of UNICs, on the basis of guidance from Headquarters.

7. For those speaking on sensitive issues, knowing the particular journalist's interest in a story can be useful. Such information can usually be provided by the Director of Communications or the Spokesman.

8. No staff member should presume or pretend to speak for the Secretary-General or characterize his views without his explicit consent.

F Sharing Information

9. For the United Nations to communicate effectively with the outside world, it needs to do the same internally. Senior officials should share information with those under their supervision and should keep each other informed of their media activities.

Ground Rules

10. All UN officials should normally speak to journalists on the record – that is, for attributive. Sometimes, though, officials specifically authorized to address sensitive issues can give a journalist a deeper understanding of an issue by speaking on background. However, it is very important that the journalist know on which of the following bases the conversation is being conducted:

On the record: "everything I say can be attributed to me by name"

Not for attribution (on background): "don't attribute this to me by name, but rather to a UN official"

On deep background: "use my ideas but not my words; don't attribute to anyone"

11. Keeping the Secretary-General's Spokesman informed of important background briefings will help provide an indication of the issues that the media is interested in.

12. It is unwise, and may sometimes be unethical, to tell one journalist what another is working on, or to suggest that one journalist discuss a pending story with another.

13. Officials should not feel that they have to answer every question, in particular any hypothetical ones.

26 April 1999

G. DISASTER ASSESSMENT

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G.1. Introduction

Importance of assessment

Assessment is a vital component of the planning and implementation of the response. Assessments provide the information on which the response is designed and adapted. While good assessment information does not guarantee a good response, poor assessment information almost certainly guarantees a bad one.

The use of standard methodologies means that information may be compared with data collected during previous assessments and the work of different assessment teams is complementary.

Purpose of assessment

The overall purpose of an assessment is to assist the government of an affected country, the UN Resident Coordinator/Humanitarian Coordinator (RC/HC), and/or the UN Disaster Management Team (UN DMT) in the identification and prioritization of needs for international disaster relief assistance and to facilitate a timely, appropriate response by the international community.

The UNDAC team will normally not have to do assessments itself. The Inter-Agency Standing Committee (IASC) Working Group statement on UNDAC of 2002 states:

“Assessments: Substantive sectoral assessments will normally be made by the host government, UN agencies or qualified members of the IASC family. An UNDAC team may be requested to provide technical support in support of the RC/HC or Country Team.”

UNDAC's vital function is to ensure that the multiple assessments conducted by non-governmental organizations (NGOs), UN agencies and international responders are coordinated and organized systematically without gaps and duplications and that all sectors of humanitarian activity are competently

assessed. Further, the UNDAC team must ensure that the information obtained is collated and made available to all.

In the early stages of an emergency, especially in Urban Search and Rescue (USAR) operations, an UNDAC team may have to do an assessment itself. An UNDAC assessment is not meant to supplant specialist sectoral assessments. In the initial phase of an emergency, a broad analysis is needed, i.e., what are the main problems and who is affected by them. An UNDAC team is able to cover a large area in a short space of time and is well-suited to develop a quick snapshot of field conditions, relief delivery requirements and constraints.

This chapter is intended to help UNDAC teams gather information about the overall situation and key sectors, increasing flexibility and reducing time and expense. It does not eliminate the need for special sector-focused assessments but rather provides a basis for a focused deployment of such.

G 6.1.1. Scope of UNDAC assessment

The UNDAC team focuses, in most cases, on the rapid initial assessment as soon as possible after the impact of a sudden-onset disaster. An UNDAC assessment should help determine the extent of a disaster and its impact on the population as well as needs for international assistance during the immediate relief phase. During this phase, exceptional measures to meet the basic needs of survivors with regard to, e.g., USAR, medical assistance, water and sanitation, immediate food needs, and emergency shelter may need to be taken.

Rapid initial assessment

A rapid initial assessment comprises situation, resource, and needs assessment in the early, critical stage of a disaster and is intended to determine the type of immediate relief response needed.

The assessment provides information about the needs, possible intervention strategies and resource requirements and aims to identify:

- The impact a disaster has had on a society and its infrastructure, and the ability of that society to cope.
- The most vulnerable segments of the population that need to be targeted for assistance.
- The level of response by the affected country, its internal capacity to cope with the situation, and the level of response from the international community.
- The most urgent relief needs and potential methods of meeting them most effectively.
- Coordination mechanisms.
- Significant political, cultural, and logistical constraints.

And:

- Make recommendations which define and set priorities on the

actions and resources needed for immediate response.

- Highlight special concerns regarding the development of the situation.
- Draw attention to geographical areas/substantive sectors needing in-depth assessment.

G.2. Methodology and planning

G.2.1. Keys to successful assessment

Whether one is coordinating assessments or carrying them out, the principles for assessments remain common. Several factors contribute to the design of a successful and accurate assessment.

Collaboration with national/local authorities

The UNDAC team must ensure that close coordination is maintained with the national services and local authorities. Existing equipment, resources and organizational structures should be used to the extent possible. The information obtained through local authorities is normally quite extensive.

Involvement of UN agencies

Within the UN system, a number of specialized agencies have the responsibility and/or capability for a detailed sectoral assessment of needs in accordance with their mandate and operational experience. The UNDAC team must cooperate closely with the representatives and project staff of these agencies.

Identify information that is vital for the users

The users of an UNDAC assessment are normally the government of an affected country, the RC/HC, the UN DMT, OCHA-Geneva, the United Nations Emergency Relief Coordinator (ERC), decision-makers and emergency practitioners/providers of international relief assistance. The team should determine, in so far as possible, what information is required by these stakeholders and how much detail is necessary for the information to be useful.

Use recognized terminology, standards and procedures

To provide a basis for evaluating the information, the UNDAC team should be careful to follow recognized survey and data collection methods as indicated in Chapter G.3. and use the terminology and standards provided in sectoral reference materials.

Apply standards/indicators

Indicators are observable and measurable and are intended to allow the team to arrive at conclusions about a situation. Commonly accepted indicators build confidence in users of the assessment that the conclusions drawn in the assessment are a reflection of the real situation on the ground. Indicators should be agreed before the team conducts its assessment. This will increase the team's efficiency by limiting unnecessary interviews and focusing the inquiry, thus, indirectly helping to reduce assessment fatigue (see below).

Indicators that are not accurate reflectors of the actual situation can be dangerously misleading. Indicators should be designed by specialists in the relevant sector. Reference materials such as the publications of UN agencies, the International Federation of Red Cross and Red Crescent Societies (IFRC), and agreed common texts such as the Sphere Project handbook (available in the UNDAC mission software) can provide important guidance on suitable indicators.

Timing of the assessment

An assessment is a snapshot of the emergency situation at a single point in time. Remember situations and needs will change, sometimes dramatically, from day to day. Relief needs are always relative but, as a general rule, rapid initial assessments should be broad in scope and should determine overall patterns and trends. Information that is more detailed can wait until in-depth sectoral assessments are conducted. It is always important to organize and conduct the assessment with the expectation that your findings will be updated and revised as the emergency situation evolves. Others may choose to use your tools and sources.

Determine the best places sources of information

There are often several different sources of information about the emergency. Each source has its own strengths and weaknesses and may be subject to bias. Therefore, it is important in planning the assessment to be clear about which sources you prefer to use.

Be careful of generalisation

An emergency may cover a fairly wide geographic area. It may not be possible to cover the entire area so it is important for the team to ensure that the areas being assessed provide an accurate picture of needs, coping patterns, and priorities. Be aware that what you haven't seen may still be of critical importance and be careful about generalizing from one situation to the entire theatre.

Almost all information has a bias

Bias is a part of doing assessments. Bias may be intentional, e.g., the truth is stretched to create a false impression. It may be a natural part of the point of view of an assessor, e.g., a water/sanitation specialist tends to see water/sanitation problems. It may be contextual, e.g., you go to a water source in the early morning and it is crowded with survivors but if you go in the middle of the day, there is no one there. It may be a result of cultural/language/gender/religious/class differences between the assessor and the assessed. Bias cannot be eliminated but its affects will be minimized through candid discussion amongst team members.

Distinguish between emergency and chronic needs

Virtually all developing countries have long-standing chronic needs in most, if not all, sectors. It is important to design an assessment that will distinguish between chronic and emergency needs. The assessors must differentiate

between what is normal for the location and what is occurring because of the disaster, so that emergency food aid, health care and other assistance can be provided at the appropriate level. Thus baseline information, i.e., what the situation was prior to the disaster is essential to be able to compare vulnerability before and after the disaster, identify the impact the disaster had, and differentiate between chronic and emergency needs.

Significance of assumptions

In a rapid initial assessment, when one's time in the field is short, assumptions are important. They can, at best, be called qualified guesses and are more a question of making them as qualified as possible. Assumptions are based on previous experience of similar emergencies and knowledge of the affected area. Prior knowledge and your assumptions about what you are likely to find may speed your work but it is careful to be clear about your assumptions and be eager to let them go when they prove inaccurate.

Cultural acceptance and community participation

Assistance must be culturally acceptable and appropriate to the needs of the affected population. Community participation in the development and implementation of response measures is essential. Relief delivery systems should be designed so that they may be operated over time with minimal international involvement.

Be aware of the subtle pressures

The assessment team must be sensitive to the situation and the inherent political and economic pressures in the affected country. The team needs to structure its assessment questions so that expectations are not created. It should be clear to the authorities at all levels what the role of UNDAC is. The assessment team must also be aware of the pressures it will feel from the officials of the affected country and others to "identify needs that trigger relief provision". A recommendation of "no additional assistance is required," may be a valid response if an on-site visit reveals that the disaster is not so severe as indicated in third-hand reports and media coverage.

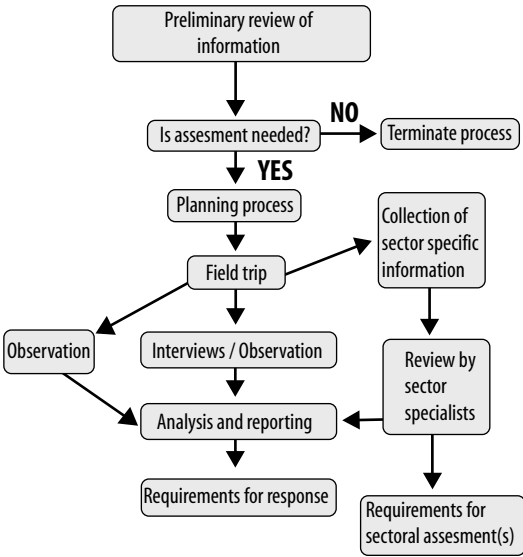
Triangulate for confirmation

It is always advisable to confirm your findings by attempting to get an answer to a question from at least two different sources. If a survivor tells you that there is a malaria outbreak, check with the pharmacy to see what medicines are being used.

Assessment fatigue

This may occur when an area has been assessed many times by different assessment teams. The people are frustrated because they are expected to repeatedly answer the same questions, often with no visible result. They lose patience with "humanitarian assessments". Under such circumstances, an assessment is unlikely to produce additional useful information.

Flow chart of the assessment process



G.2.2. Planning

An accurate assessment depends on thorough planning, design and preparation. Most information needs may be identified in advance.

In the planning stage, the following points have to be taken into consideration:

- Specific tasks of the team as adapted through discussions with the RC/HC and national/local authorities.
- Initial size and composition of the team and, therefore, a consideration of its competencies and limitations.
- Disaster situation:
 - Type of disaster and expected consequences.
 - Prior knowledge of the area, e.g., size, density, topography.
 - Timing of mission in the evolution of the situation.
 - Possible future developments of the disaster.
- Information available from secondary sources and your assessment of its reliability and credibility.
- Baseline data of the stricken area, e.g., shelter, food security, health, etc.
- Weather/climatic conditions/season.
- In-country logistics, e.g., means of transport, communication, mission support - food, medical, etc.
- Time available.

- Possible information sources in the area.
- Local cultural and other social factors that might impede the assessment.
- Political situation, e.g., security, freedom of movement, access (must be checked with appropriate UN authorities).
- In-country UN presence in the affected area.
- Presence of any other international relief teams.

UNDAC team members should always remember that a field visit for assessment must be planned in detail beforehand to be successful and the objectives should be clearly enumerated. The logistics of the trip must be realistically thought through and planned, especially the time and space factor. Based on consideration of the above factors, one should develop a Plan of Action for the assessment with the following elements.

Precise definition of the field trip

- Area to be visited.
- Locations.
- Route planning.
- Time frame.

Team composition

- Number of participants.
- Gender balance.
- Representation from other agencies, sector specialists.

Distribution of tasks

- Team Leader (assessment team).
- Sector-specific tasks.
- Other responsibilities, e.g., logistics, communications, reporting, media, etc.

Main objectives

- Broad objectives.
- What questions need to be answered?
- Who has the needed information?
- Form of required output.

Data collection issues

- Observation.
- Interviews.
- Surveys.
- Checklists.
- Sampling.
- Indicators and standards.
- Assumptions.

Logistics and organization

- Transport and movement plan.
- Accommodation.
- Communication.
- Supplies.
- Equipment

Security

- Security clearance.
- MOSS compliance.

G.3. Assessment mission

G.3.1. Methods used in rapid or initial assessments

G In a rapid initial assessment, assessors should look for patterns and indicators of potential problems. The team will need to make an early decision about the relative desirability of qualitative and quantitative data. This will depend to a great extent on the purposes for which the assessment is being conducted and who the primary users of the assessment are. The users will, ultimately, specify what information is needed and in what form it should be conveyed. A variety of methods are available from which to choose. Assessments are often based on a combination of observation and semi-structured interviews. Both of these methods require excellent listening skills and are best conducted by multi-person teams where the questioner and the recorder functions can be pre-assigned and where multiple opinions about what has been observed or heard can be shared and the best interpretation selected.

As a preliminary caution, mistakes that are easily made are to collect information that is anecdotal rather than substantive; or to waste valuable time collecting detailed information when representative data would be just as useful.

Assessments reports should include whether the information was observed, reported by a key informant, collected through a survey with a sampling design, whether the information categories resulted from a specific checklist, etc. The information will be more meaningful to those interpreting it (especially with conflicting reports) if a source is indicated.

Observation

Observation is often under-rated as an information source. An enormous amount of information can be gathered very quickly through observation. It gives a “feel” for the situation through sounds, smells and visual impressions.

It is a good idea to start the assessment with a walk around the location. During the assessment take the opportunity to observe as much as you can. If you are discussing water, ask to see the water source. If people describe a foodstuff that

you do not know, ask to see it. You can learn a lot by spending time in communal meeting places, e.g., cafes, tea shops, etc. Look around and talk to people.

Observation is useful for cross-checking. For example, you are told that all the livestock have been lost in the recent floods. Soon afterwards you see a large herd of goats. This does not necessarily contradict the previous information – many explanations are possible – but it does provide the basis for the next line of questioning: “Who do these animals belong to?” How did they survive the flood?”

Walking through the area with local people facilitates discussion. The atmosphere is informal and questions are prompted by things that you see. This is more natural than referring to a prepared checklist. Very importantly, walking and observing are excellent ways to come upon unexpected information (issues that were not predicted). It is generally a useful idea to have a trusted cultural interpreter with you who can help you understand what you are seeing and clarify your assumptions about what you think you are witnessing, i.e., whether you are understanding.

Observation is the most straightforward approach to assessing infrastructure logistics. Driving along is a sure way of finding out if the road is passable.

Semi-structured interviews

A semi-structured interview is one in which the interviewer knows what information is needed but where the questions are not put in a specific order, or even directly on the subject of interest. The questions will not follow the inflexible format of a questionnaire. These types of interviews may be held with survivors, representatives of survivors or key officials. They may be with individuals, families, or groups of people, either hetero- or homogeneous regarding gender, class, etc. Group interviews are generally known as Focus Groups. In general, key informant interviews provide a valued source of information. Nevertheless, they are inherently biased and the assessor must be aware of these potential biases. The bias is present in both individual situations and in groups. The effects of the group on the participating individuals adds an additional set of biases regarding such things as “group think” and topics that are permissible to talk about in group settings.

Most interviews (both with groups and individuals) are based on the vulnerability and capacity flowchart (see below). You need to understand the problems that people face and the ways in which they cope with them. Some problems are obvious – houses destroyed by flood for example, others, such as the abuse of civilians during war, are less obvious. Even seemingly straightforward issues may be complicated when you examine them closely. When conducting a semi-structured interview you should try to make the interviewee(s) feel relaxed. Address the questions on your checklist but look out for new information. Ask questions in different ways in order to cross-check the information you receive.

Start with general conversation about life in the area, things you see around you, etc. Do not lead straight into direct questions about problems because this may set the wrong tone. You want to hear about positive as well as negative aspects of life in this community. Concentrating on problems gives the impression that your objective is to find out what the international community can give. This encourages people to present “shopping lists” of material requirements.

People will, inevitably, bring up problems without prompting. When this happens, encourage them to explain their concerns and the ways they cope with problems in their own way.

It is normal for people to find it difficult or reluctant to explain all components of their coping strategies because:

- Some components are so integrated into their lifestyles that they do not see them as “strategies”. For example, sharing resources between households.
- Individual components of the coping strategies may contribute very little and people do not think it important to discuss them. When all “small” components are added up, however, they often make a significant contribution to livelihoods.
- Activities may be illegal, e.g., small-scale trading without a licence and people are reluctant to divulge details to strangers. Nor will they go into detail about activities such as prostitution, theft and sale of illicit items.
- People may purposefully withhold information in order to make their situation seem worse than it actually is in the hope that this will encourage the international community to help them.

This emphasizes the need for a subtle approach. Direct questions are not appropriate. Instead, probe the issues carefully by asking questions in different ways and looking for complementarities and contradictions in the information you receive. Be sensitive; if people are uncomfortable with your questions, do not persist.

Ultimately, one piece of advice covers all situations: Be curious!

Written Surveys

A third way to gather assessment information is through the use of written surveys. These surveys may be administered by team members or completed by respondents themselves. Surveys offer the opportunity for developing quantitative data. Historically, written surveys have not been widely used by UNDAC teams.

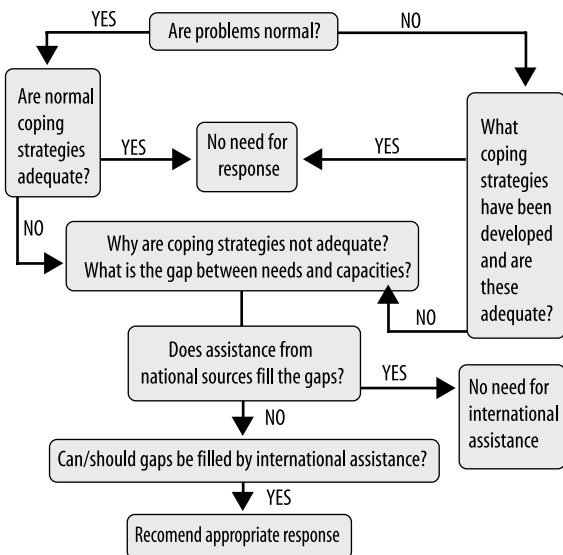
Unlike the semi-structured interview, surveys usually have close-ended questions and responses are limited. There have been, over time, many questionnaires developed for use in disaster assessment. In constructing a survey questionnaire it is essential that the questionnaire be pilot-tested to ensure that it is both valid

and reliable (see a research text for definition of these terms). It is always a good idea to pretest the survey with selected individuals to ensure that the questions asked are worded (or translated) correctly and provide the range and type of answers that the surveyors are looking for.

Surveys are attractive because, in addition to tending toward being quantitative, if they are designed and administered correctly, the results may be generalized to more than just the respondents completing the survey. This raises the issue of sampling. It is rarely possible to survey the total affected population so various sampling methods are required to allow for justifiable generalization. Normally, a random sampling or a stratified random sampling procedure is best. Field conditions will dictate the sampling design. It is important that surveys are designed and administered by individuals with social science background and research training.

A specific type of written survey called a Panel Survey is also an assessment methodology option. For this tool, a panel of experts is composed and given a questionnaire. The questionnaire may be closed-ended as in the above descriptions or it may be open-ended as in the Delphi survey technique. The Panel may be sent a series of questionnaires over a period of time to help refine the assessment findings.

Vulnerability and capacity flowchart



G.3.2. General principles by sector

The following are some general descriptions of some of the sectors that might be prioritized in the emergency phase of a disaster.

Urban search and rescue (USAR)

International assistance, normally following an earthquake, with USAR might be required when:

- A large urban area is affected.
- Hospitals and other buildings of more than two stories have collapsed.
- When these buildings are constructed of reinforced concrete or other materials that will leave spaces where trapped victims could survive for several hours.

Spontaneous search and rescue is usually provided by the survivors and local relief teams and succeeds in rescuing those not requiring major resources of equipment and skilled teams. International assistance is, therefore, focused on intensive efforts to locate and extract trapped victims by using cutting and lifting equipment as well as sophisticated, intensive “heavy rescue” techniques. Expertise in disaster medicine is required to supervise and aid in victim extraction and provide immediate care.

Through pre-established alert-routines, e.g., Virtual OSOCCC, numerous international USAR teams will be aware of the emergency and have made their own preparations for deployment simultaneously with the UNDAC team. Due to the time urgency, the need for USAR resources will have to be based on initial assessments performed by the national authorities of the stricken country and any baseline information one is able to obtain from other sources.

Consequently, some USAR teams will arrive and start operations at the same time, or before, the UNDAC team. The initial assessments carried out by the UNDAC team will then have to focus more on where, to what extent, and for how long there is a need for USAR. (See also Chapter H – Urban Search and Rescue.)

In earthquakes, the potential for damaging aftershocks is a continuing threat. When establishing a base for the UNDAC operation and for international relief teams, security and safety considerations are important factors to assess.

Shelter

Emergency shelter might be a priority in an early stage of the disaster. However, permanent reconstruction should be promoted as soon as possible. (See recommended SPHERE project standards for household items, clothing and housing.) Cash contributions for local/regional purchase of traditional housing material for temporary shelter are often preferable to contributions in-kind, purchase of tents, prefabricated housing material or other solutions not adapted to the local context. If possible, materials should be provided that may be reused later in permanent reconstruction. Maximum use should also be made of

materials that can be salvaged from damaged buildings. Highest priority should be given to ensuring roofing.

Individual family initiatives should be encouraged to the greatest possible degree in meeting shelter needs, e.g., through the provision of basic materials, guidance for self-help programmes, etc. Shelter, including communal buildings, should be built by the survivors themselves, provided material support is given. This will help ensure that the housing will meet their particular needs and be culturally acceptable. It will also help reduce their sense of dependency and can cut costs considerably.

“Temporary housing”, usually prefabricated, is to be avoided. In fact, it is rarely replaced. The units are often very expensive, absorbing resources that might be better directed towards permanent reconstruction. Such units and/or the sites chosen for them have often been found unsuitable for local patterns of family life and cultural traditions.

Health

In natural disasters such as earthquakes, there may initially be a significant need for curative care, particularly trauma care within the population. There might also be a need for evacuating patients out of the area as health facilities cannot cope with the influx of cases or the seriousness of the injuries.

A sudden breakdown of infrastructure in a community may lead to a greater risk of epidemical diseases. One should be aware of this already at an early stage and look for indicators of that situation. In order to prevent an outbreak, health services for displaced people should be established based on the concept of primary health care.

Water and sanitation

People can survive longer without food than without water. Providing water demands immediate attention. An adequate quantity of reasonably safe water is preferable to a smaller quantity of pure water. Treatment should be avoided, if possible.

Minimum quantities of reasonably safe water should be provided as close to homes as possible. Safe storage of water should be provided at the community and household levels. Availability will generally be the determining factor in organizing a supply of safe water.

An assessment of available sources of water must be made by specialists. If these sources are inadequate, new sources will have to be developed or water has to be delivered. In an emergency, act first and improve later. Temporary systems to meet immediate needs may be improved or replaced later. Remember, in flood emergencies in developing countries, the flooding of water sources such as wells creates a drinking water problem that must be addressed immediately.

The swift provision of a basic human waste disposal system is better than the

delayed provision of an improved system. The simplest technologies should be applied.

Food and nutrition

Foods prepared locally with local ingredients are preferable to imported foods. If unfamiliar foods or new methods of cooking and preparation have to be introduced to the population, simple nutrition education is important. If possible, organize dried food distribution to allow families to prepare their own meals.

Children, pregnant, breast feeding women, and the sick and elderly are often most vulnerable to malnutrition and have special needs. Cereals should only be provided at the onset of an emergency. Do not include dried/skimmed milk into a general food distribution.

Camp management

A suitable site and adequate shelter are critical during the early stages of emergencies involving displaced people. A lack of either will adversely affect the well-being of displaced people and, in some cases, their protection as well as the delivery of assistance to them.

Avoid high-density camps. One should plan for the long term, since so-called temporary arrangements often last much longer than expected. Camp planning should reflect a decentralized, small community approach, preserving past social arrangements.

Involve the displaced people (for whom the camp will be home) in planning and implementation. Expertise may, however, be required in the fields of geology, settlement, planning, engineering and public health. A familiarity with local conditions in both the displaced population's area of origin and at their present location is important, as is previous experience with similar emergencies.

G.4. Assessment checklists

The following assessment checklist is intended to assist the assessment team in planning, formatting, and conducting a rapid initial assessment. This assessment checklist is divided into major sectors of humanitarian activity. It is meant to be as inclusive as possible of all the types of questions that need to be answered in assessments of various disasters.

To be answered completely, some of the questions would require extensive assessment work to gather primary and/or secondary data, work which the team may or may not have the skills or capacity to perform. However, the information may already exist, e.g., as secondary data and the task of the team may be only to gather assessment information assembled by others and evaluate the information for accuracy, timeliness, and completeness.

An assessment team may also find it necessary to develop new or expanded questions to gather the required information for specific disasters and/or use

only parts of the list. In any case, the checklists are provided as a place to start in thinking about what data to collect.

In some emergencies specific assessment forms may be required. The UNDAC team may then be responsible for developing and distributing them. If a Humanitarian Information Centre (HIC) is being set up, it will be the natural entity for developing forms and processing the information derived from assessments. Assessment forms commonly used are included in the UNDAC mission software.

Nature of Disaster

Information sources:

- Local emergency management authorities (LEMA).
- RC/HC and/or UN DMT.
- Situation reports from other agencies.
- Meteorological or other scientific/monitoring institutions.
- Media reports.

Subject	Indicative information
Main event.	Date and time (local and UTC). Duration. Strength.
Subsequent events and expected developments.	Aftershocks. Weather forecast. Water level rising/falling. Flooding expected to rise/recede.
Affected area.	Name of region, province, and/or district (be aware of conflicting local names). Provide GPS or other map coordinates. Major cities/urban centres/villages. Approximate size of affected area in square km. Topography.
Population.	Estimate total population in affected area. Estimate percentage of affected population. Socio-economic characteristics (rural, urban, agricultural, industrial, nomadic, low-income).

Urban Search and Rescue (USAR)

- Information sources:
- Public officials of affected area/town.
- Local engineers.
- City maps.
- Community leaders.
- USAR teams.

Subject	Indicative information
Predominant building and construction material.	Masonry buildings (adobe, brick, concrete blocks, stone masonry). Reinforced concrete structures (frames with brick infill, frames with load bearing masonry walls, bearing walls, prefabricated structures). Steel frames. Timber structures. Roof covering, e.g., tiles, lightweight asbestos, cement, metal sheets, etc.
Number or percentage of buildings destroyed.	No significant damage. Major damage (structure is not habitable, major repairs required).
Destruction and extent of damage to types of buildings.	Public buildings, e.g., religious facilities, schools, community centres, etc. Multi-family housing. Single-family housing. Industrial buildings/clinics/hospitals.
Damage that include hazardous materials (HAZMAT).	Presence of gas, chemical, or other possible lethal substances.
Response.	How many teams, national and/or international, and where are they working? Which areas are not covered by USAR teams?

Shelter and personal/household items

Information sources:

- Aerial surveys.
- Local authorities.
- Communities.
- Observation.
- SPHERE handbook.
- USAR checklist.

Subject	Indicative information
Shelter requirements.	Climate factors: need to resist rain, wind, sun, cold.
Physical status of existing shelter.	Description, percentage not adequate according to requirements (from above). Reasons for inadequacy, e.g., earthquake damage, temporary shelter, etc.
People lacking shelter.	Number of people/households lacking adequate shelter.
Essential household items.	Proportion of affected population lacking adequate essential items.
Fuel.	Do people have access to fuel for cooking and heating? Where does fuel come from? Is fuel collection damaging environment?

Health

Information sources:

- Ministry of Health.
- Local clinics.
- Community health workers.
- Humanitarian organizations (national and international).
- Women in communities.
- SPHERE handbook.

Subject	Indicative information
Level of destruction of health services.	Status of health care: facilities, equipment, medicines, supplies, vaccines, number of staff.
Injuries.	Type of injuries – lethal and non-lethal. Infections and other disaster-related injuries.
Can the surviving facilities in the disaster area cope with the caseload of injured patients?	<p>Have arrangements been made, or are they required, to bring specific types of equipment/ services/medicaments to the disaster area from other medical centres?</p> <p>Has there been any damage to specific medical equipment or installations of key importance for treating disaster victims, e.g., x-ray facilities following an earthquake.</p> <p>Is any action being taken to evacuate injured patients to emergency medical centres outside the disaster area? If yes, provide details.</p>
Access to health services for affected population.	Proportion of population that has access to medical, surgical, gynaecology, obstetrics, mother and child health services; distance from nearest health centre. Groups/individuals excluded from access.
How is the national health system organized?	Ambulance system? Referral system available and/or functioning? Evacuation routines.
Other health actors.	List.
Availability of drugs.	Are drug sales regulated? Are drugs available on the open market? What are the implications for safety?
Measles coverage.	Problem if less than 90% immunization coverage for children aged 6 months to 12 years.
Expanded program on immunization coverage.	Problem if less than 85% coverage.

Subject	Indicative information
HIV prevalence.	Data on prevalence at current time.
Tuberculosis.	Does a national policy exist? Does a directly observed treatment, short course program exist?
Sexually transmitted infections.	Do treatment protocols exist?
Reproductive health.	Is there widespread access to such services or knowledge?
Any additional existing (endemic diseases)?	Description.
Mental health assessment, i.e., those affected by current disaster.	Are support systems intact? For example, families, spiritual/social network, government, etc. Are the affected people able to resume normal activities? Are they actively engaged in other activities?

Water and sanitation

Information sources:

- Ministry of Health.
- Ministry of Water.
- Local water authority.
- Local clinics.
- Humanitarian organizations (national and international).
- Communities.
- Observation.
- SPHERE handbook.

Subject	Indicative information
Level of destruction of water and sewerage facilities.	Status of facilities, equipment, materials, number of staff.
Quantity and quality of water.	At least 15 litres per person per day. In extreme cases: 5 litres per person per day for drinking and cooking. Details of source (is it obviously contaminated)? Is water treated and/or chlorinated?
Water transport and storage.	Means of carrying and storing (can water be contaminated)? Distance and time to water point no more than 500m walking distance. Household water storage. Availability at institutions.
Defecation and urination.	Are there toilets or open defecations? Are there signs of defecation near dwellings? No more than 20 people per latrine or toilet, no more than 50 m from dwellings.
Women's use of communal facilities.	Safe and/or culturally acceptable? Give details.
Hand-washing and/or bathing facilities.	Do facilities exist? Are they used? Is soap available? Are facilities secure and private for women and girls? 50 people per bathing facility.
Diarrhoeal disease.	Normal/increasing/decreasing.
Acute watery and/or bloody diarrhoea.	Normal/increasing/decreasing. If increasing, details of age group and area. Encourage authorities to isolate area.
Disease-carrying vectors (flies, mosquitoes, body lice, rodents).	Ares such vectors present? Are there breeding grounds (stagnant water, refuse)?

Food and nutrition

Information sources:

- Ministry of Health.
- Nutrition surveys.
- Demographic health surveys.
- Local clinics.
- Humanitarian organizations.
- Communities (particularly women).
- SPHERE handbook.

Subject	Indicative information
Food consumption pattern.	<p>Describe the normal food consumption pattern of the affected population, specify unacceptable food.</p> <p>Availability (market, stocks, variety, price, and trends in pricing). Is there a government/agencies distribution?</p> <p>Are households able to prepare food for family meals and for small children?</p>
Nutrition information.	See SPHERE handbook for indicators.
Risk of malnutrition due to inadequate care.	<p>Change in composition of households, e.g., large numbers of separated children or orphans.</p> <p>Normal infant feeding practices (bottle feeding, breastfeeding, manufactured complementary foods).</p>
Nutrition intervention or community-based support already in place prior to disaster.	<p>Mandate, policies and experience of relocation of commodities and programmes.</p> <p>Local community capacity to participate in the food distribution and their coping mechanism.</p>

Logistics

Information sources:

- Transport authorities.
- Military entities.
- Observation.
- Community.
- Transport companies.

Subject	Indicative information
What is the status of roads connecting the affected area with main supply centres?	Describe condition of road, including seasonal factors, travel times and appropriate vehicle types.
Possible bottlenecks.	Bridges, landslides, tunnels, intersections in towns, etc. Suggest secondary options.
Are there some areas that are not accessible by road?	Give locations and suggest transport options.
Where is the nearest airport, seaport, railway station?	Location (GPS-coordinates) and name, current condition, elevation, operational 24-7, usable runway lengths and condition, usable aircraft types, operational navigational and communication facilities, cargo handling equipment (forklifts, scissors lift, cargo dollies, trucks with drivers and hand-labour), and customs arrangements. Give details of condition of road leading to airport and routines for movement of cargo.
Are warehouses and/or storage facilities available?	Size, condition, ownership, capacity, and loading/un-loading equipment.
Who will receive and take responsibility for goods dispatched to the area?	Give details of receivers.
Commodities available locally.	Give details of available fuel, construction materials, including estimate of quantity that can be procured.
Local transport capacity.	Give details of availability and price of rental.

Subject	Indicative information
Communications.	<p>Do telephone and/or radio systems exist? What is their reliability/usefulness?</p> <p>Is there cell phone coverage? If yes; what system, i.e., roaming or procurement of scratch cards?</p>

G.5 Analysis and information sharing

Analysis

Analysis is the process whereby information from all the different sources is synthesized to enable you to answer the questions posed in the vulnerability and capacity flowchart (see G.3.1.)

One should analyse information continuously, throughout the assessment process. Do not leave analysis (except analysis of sector specific information) until the end of the assessment mission.

Dealing with inconsistent information

In any assessment one will be faced with the problem of inconsistent or conflicting information. This occurs when informants provide different answers to the same questions. For example:

- One person tells you that the water source runs dry for two months of the year, whilst another tells you that it never runs dry.
- One person tells you that all the animals from the village are dead. Another tells you that half the animals are alive and grazing far away.

Consider the reasons for inconsistencies. These are three common possibilities:

- Perception. There is not always a “correct” answer. People’s interpretation of events depends upon their own circumstances and point of view.
- Access to information. Some people are better informed than others.
- Misrepresentation. Sometimes people purposefully provide misleading information.

There are some steps to follow in order to minimize and resolve inconsistencies.

Think about the information as you collect it. This helps you identify inconsistencies. Ask yourself the following questions:

- Does the new information contradict secondary or baseline information?
- Does information collected by one informant support or contradict information from another?
- Does the information collected by different members of the assessment add up? Is it logical and consistent? Does the information “make sense”?

Asking these questions leads you to think of new questions to ask or to look for alternative information sources to clarify the situation. Triangulation is critical. As a general rule, try to verify important information by comparing inputs from at least three different sources. These sources should be as diverse as possible. If several different sources provide the same information, it is probably correct.

G

Discuss findings regularly with other members of the team. Take a step back from time to time during the assessment mission to compare information, discuss inconsistencies, and agree to modifications to the schedule of interviews. At the end of the fieldwork, the team meets to draw up final conclusions. Decide whether the inconsistency will affect the assessment conclusions. If the discrepancy is not critical, try to resolve it but do not spend much time on this. If you cannot resolve it, make a judgement and include a note explaining this in the assessment report.

Information sharing

It is important to remember that every action in an emergency response can later have a direct effect on the manner and cost of transition, rehabilitation and recovery. Recommendations on relief provisions should ensure that relief contributes to development.

The recommendations of the UNDAC team may assist transition and long-term recovery efforts of an affected country. Relief programs can either set the stage for rapid recovery or prolong the length of the recovery period.

Recommendations should be simple, support the use of local materials and systems and be sustainable by the affected country.

See also Chapter F - Information Management.

H. URBAN SEARCH AND RESCUE

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H.1. Introduction

International Urban Search and Rescue (USAR) is an extremely complex and fast moving form of international assistance normally provided during an earthquake affecting an urban area or semi urban area. International USAR teams are prepared to respond at short notice and will start their preparations for deployment immediately after the “Breaking Emergency” posting on the Virtual OSOCC and will respond to the disaster area as soon as a request for international assistance has been put forward by the affected country. In some cases, teams may deploy following bilateral agreements with the affected country. This implies that USAR operations will often be well underway when the UNDAC team arrives.

Coordinating an USAR operation under these circumstances doesn’t differ significantly from coordinating relief efforts in other phases of an emergency, however everything moves much faster and specialised knowledge of USAR operations is necessary for effective coordination. The UNDAC team must be aware of the special time constraints due to life saving efforts that apply to USAR operations and adapt its work accordingly. Because of this complexity, USAR teams should be staffed and equipped to reinforce the UNDAC team with USAR liaison officers to facilitate operations planning.

This chapter must be read in conjunction with Chapter E, Coordination in the Field, as several aspects, e.g., specifics of setting up and operating an On-Site Operations Coordination Centre (OSOCC), are covered there.

H.2. International Search and Rescue Advisory Group (INSARAG)

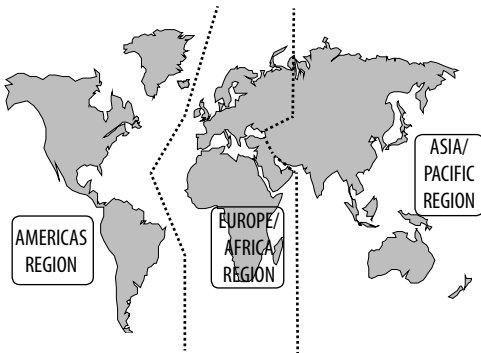
INSARAG was formed in 1991, as a cooperative effort by countries that are either prone to earthquakes or disasters that may cause structural collapse,

or countries and organizations that are providers of international USAR assistance, the UN, International Federation of Red Cross and Red Crescent Societies (IFRC) and other international responders.

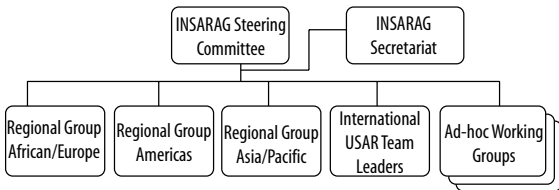
During times of disaster, affected and responding countries apply the INSARAG methodology, which ensures USAR teams understand the roles and responsibilities of the Local Emergency Management Authority (LEMA) and are able to integrate effectively, resulting in a coordinated and efficient rescue effort.

INSARAG activities are designed to improve emergency preparedness including strengthening the cooperation between international USAR teams and the exchange of information on operational procedures and lessons learned.

INSARAG regional groups



Structure



The INSARAG regional groups correspond to the UNDAC regional groups, and the Field Coordination Support Section (FCSS), which is responsible for managing the UNDAC system, is also the INSARAG secretariat. These two entities are closely related.

H.2.1. INSARAG Guidelines

Since 1991, significant progress has been made in improving standards for international USAR capacity and the coordination of international response during major sudden-onset disasters. The achievements of INSARAG have established a worldwide network of stakeholders in collapsed structure disaster response and the development of the INSARAG Guidelines. The commitment of INSARAG member countries and organizations was also instrumental in the UN General Assembly's unanimous adoption of Resolution 57/150 on "Strengthening the Effectiveness and Coordination of International Urban Search and Rescue Assistance" on 16 December 2002. This resolution endorses the INSARAG Guidelines as the reference for international USAR response.

The INSARAG Guidelines have been collectively prepared by USAR responders around the world to guide international USAR teams and disaster-prone countries to perform disaster collapsed structure response operations during major urban disasters. The Guidelines are a living document and will be improved whenever lessons are learned and best practices identified through the evaluation of USAR operations.

Purpose

The INSARAG Guidelines aim to provide a methodology for the country affected by a sudden onset disaster causing large-scale structural collapse as well as international USAR teams responding to the affected country. They also outline the role of UN assisting affected countries in on-site coordination.

The Guidelines address international USAR response in a cycle, which includes the following phases:

- **Preparedness** – describes the period between disaster responses during which time lessons learned from previous experiences are reviewed and relevant amendments and improvements to Standard Operating Procedures (SOPs) are made, training is conducted and planning for future response occurs.
- **Mobilization** – describes the actions required immediately following the occurrence of a disaster and an international USAR team prepares to respond to assist the affected country.
- **Operations** – describes all the actions required when an international USAR team arrives at the Reception Departure Centre (RDC), registers with the OSOCC, reports to LEMA and performs USAR operations until it is instructed to cease USAR operations.
- **Demobilization** – describes the actions required when the USAR team has been instructed that USAR operations are to cease and commences its withdrawal, coordinates its departure through the OSOCC and departs from the affected country through the RDC.
- **Post-Mission** – describes the actions required when an international USAR team has returned home and is required to complete and

submit a post-mission report and conduct a lessons learned review to improve the overall effectiveness and efficiency for response to future disasters.

The full version of the INSARAG Guidelines may be found in the UNDAC mission software.

H.2.2. USAR team classification system

Disasters around the world, affecting urban areas of high density populations living and working in concrete and reinforced concrete single and multi story dwellings, has increased the need for sophisticated USAR capabilities. Advances in technology have improved the ability to locate, rescue, and provide medical treatment to trapped victims. Many countries have developed a USAR capability and, when required, send teams of well-trained USAR experts to assist countries affected by disasters causing large-scale structural collapse.

While deployment of international USAR teams has been of great benefit to trapped victims and the affected country, lessons learned have revealed the need for responding USAR teams to be integrated within a well coordinated system to ensure the most appropriate use of available USAR resources. There is a need to classify international USAR teams according to their operational capabilities in order to ensure that only qualified and appropriate USAR resources are deployed to an emergency.

The classification system will allow affected countries, donor responding countries, and NGOs to:

- Coordinate the response of an appropriate USAR team to a disaster.
- Ensure the appropriate management requirements for a USAR team, including the prioritisation of resource allocation by the affected country.
- Ensure a functional USAR team structure that assures a safe and effective operational response.
- Ensure that only teams with adequate operational capability deploy internationally.

Only USAR teams that meet the requirements of the USAR team classification system will be registered in the INSARAG USAR directory.

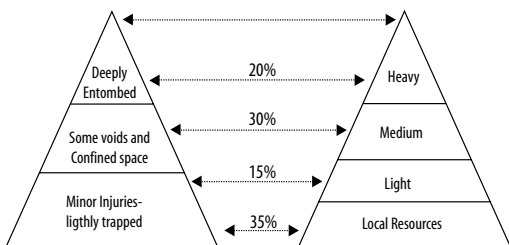
Classification levels of USAR teams

All USAR teams, irrespective of their capacity classification and operational involvement, should comprise of the following components:

- Management.
- Logistics.
- Search.
- Rescue.
- Medical.

Based on their operational capabilities USAR teams have been classified as:

- **Light USAR teams** - have the operational capability to assist with surface search and rescue in the immediate aftermath of the disaster. Light USAR teams usually come from the affected country and neighbouring countries. It is not recommended that light USAR teams deploy internationally to emergencies.
- **Medium USAR teams** - have the operational capability for technical search and rescue operations in structure collapse incidents. Medium USAR teams are capable of breaking, breaching and cutting concrete, typically found in suburban areas. Medium USAR teams are not expected to have an ability to cut, break and breach concrete reinforced with structural steel. International medium USAR teams travelling to an affected country should be operational in the affected country within 32 hours of the posting of the disaster on the Virtual OSOCC.
- **Heavy USAR teams** - have the operational capability for difficult technical search and rescue operations in structure collapse incidents, particularly those involving structures reinforced with structural steel. Heavy teams are envisaged for international assistance in sudden onset disasters resulting in collapses of multiple reinforced concrete structures, typically found in urban settings, when national response capacity has either been overwhelmed or does not possess the required capability. International heavy USAR teams travelling to an affected country should be operational in the affected country within 48 hours of the posting of the disaster on the Virtual OSOCC.



Given above, is a diagram showing a utilization matrix of heavy, medium and light USAR teams.

H.2.3. Responsibilities of OCHA, affected countries, assisting countries, USAR teams and the UNDAC team

A division of responsibilities in a USAR operation have been defined in the INSARAG Guidelines according to the different phases of international USAR operations (see H.2.1). Given below is summary of these responsibilities.

OCHA

OCHA is expected to:

- Activate the Virtual OSOCC and provide continuous updates regarding situation, entry procedures, specific requests for assistance, baseline information of the affected country, etc.
- Work closely with the affected country to ensure the timely release of a request for international assistance.
- Communicate with UN representatives of the affected country.
- Deploy an UNDAC team if required.
- Request UNDAC Support modules, as required.
- Provide support to the UNDAC team, as required.
- Request additional IHP Support modules, as required.

Affected country

An affected country is expected to:

- Conduct immediate situation and needs assessments, identify priorities and report them to the international community through OCHA and the Virtual OSOCC.
- When required, make the request for international assistance as soon as possible.
- Implement procedures for receiving international USAR teams into the country including visa assistance and entry permission for special equipment (communications, search dogs, emergency medical pharmaceuticals, and specialized, technical equipment for search and rescue operations).
- Supply USAR team logistics support, e.g., interpreters, guides, fuel, transport, water, maps, Base of Operations location, etc.
- Security for personnel, equipment, and facilities.
- Strengthen LEMA to manage the disaster.
- Maintain representation at the RDC and the OSOCC to ensure a coordinated response and national priorities are met.
- Declare the end of the USAR operations phase.

Assisting country

An assisting country is expected to:

- Maintain a 24 hour focal point.
- Bear all costs related to international deployment.
- Implement transport procedures for rapid deployment of USAR teams.
- Post information regarding deployment of USAR teams on the Virtual OSOCC.
- Provide all logistical and administrative support that may be required by the team when on mission, including a capability to re-supply, if necessary.

USAR teams

USAR teams are expected to:

- Maintain proper travel documentation, inoculations, and immunization for all members and dogs.
- Ensure self-sufficiency for the duration of the mission.
- Deploy a coordination element in order to establish or sustain an RDC and an OSOCC as required.
- Complete documents for all phases of the operation and provide copies to the OSOCC.
- Maintain a 24-hour operations focal point.
- Participate in OSOCC meetings regarding USAR operations.
- Conduct operations in accordance with the INSARAG Guidelines.
- Ensure proper conduct of its team members.
- Provide support to the UNDAC team as requested.
- Coordinate its withdrawal with the OSOCC.

UNDAC

The UNDAC team is expected to:

- Establish (if not already done) and maintain an RDC and an OSOCC throughout the operation.
- Facilitate the coordination of the USAR operation in close cooperation with LEMA and the USAR teams (see also Chapter E – Coordination in the Field).
- Establish and maintain information management systems between the field, UN Resident Coordinator/Humanitarian Coordinator (RC/HC), national authorities, and the international community (see also Chapter F – Information Management).
- Coordinate assessments of further needs (see also Chapter G – Disaster Assessment).

H.3. UNDAC team tasks in USAR operations

While the principles for coordination remain the same, UNDAC teams have a specific role in international USAR operations as defined in the INSARAG Guidelines. These include the setting up and operating of an RDC and an OSOCC to support LEMA and facilitate the effective utilization of international USAR teams.

H.3.1. Establishment of OSOCC and Reception Departure Centre (RDC)**RDC**

The RDC is an extension of the OSOCC at the point of entry in-country (normally an airport). It works in close cooperation with customs, immigration and other local authorities. If the UNDAC team has not yet arrived, the INSARAG Guidelines specify that this function is temporarily performed by the first international

USAR teams to arrive. Due to their high level of preparedness, this happens quite regularly.

The UNDAC team will then be facing the task of having to take over an already existing structure. This process should be done gradually where one is given ample time to be briefed by the USAR personnel manning the structure. One needs updates regarding situation, procedures and arrangements with national authorities before one takes over the responsibility.

INSARAG encourages countries to incorporate the establishment, staffing and operation of a RDC into disaster preparedness plans and this should be practically tested during routine disaster preparedness exercises.

The RDC is established in order to coordinate activities with airport authorities and LEMA. It should:

- Identify a suitable location for the RDC.
- Ensure the RDC is visible and well marked for incoming teams, e.g., flags, directional signs, etc.
- Establish a waiting area for incoming teams to reduce congestion at the RDC.
- Establish communications link to the OSOCC and Virtual OSOCC as soon as possible.
- Collect relevant information for incoming resources, including:
 - Immigration and customs issues related to visa, immunizations, communications equipment, medical and rescue equipment.
 - Airport logistics with regard to cargo handling and aircraft parking.
 - Transportation of personnel and equipment to the disaster site.
 - Access to petroleum products and compressed gases.
 - Access to updated incident information.
 - Coordination structures and contact details (LEMA, OSOCC).
 - Matters pertaining to safety and security issues.
 - Access to maps, interpreters, guides.
- Register and brief incoming resources.
- Request additional staff from incoming teams to strengthen the RDC as appropriate.

OSOCC

The OSOCC is established close to the LEMA and as close to the disaster site as is safely possible. It provides a platform for the coordination of international responders and LEMA. The OSOCC is established by the UNDAC team or by the first arriving international USAR team who will then hand over the OSOCC to the UNDAC team when they arrive. The main purpose of the OSOCC is to assist LEMA with the coordination of international and national USAR teams as well as other sectoral responders, e.g., health, water/sanitation, shelter, etc.

In disasters where the devastation covers huge areas and there is a need for international coordination at remote disaster sites, the UNDAC team or first arriving USAR teams in these areas will make use of a sub-OSOCC concept. When this situation arises, the main OSOCC will generally be established in a major national or regional coordination centre with one or more sub OSOCCs being established at various disaster sites as required.

The functional elements of an OSOCC will be the same as described in Chapter E – Coordination in the Field. However, some functions might need more attention than others. Due to the heavy and sudden influx of international teams one may need to assign more people to functions such as OSOCC Management, Operations, Logistics, and Liaison.

In the beginning of an UNDAC mission to an emergency requiring USAR operations, the team might consist of fewer members than is needed in order to achieve their tasks. Several USAR team liaison-staff have completed OSOCC training and may be brought into the team and assigned tasks within functional elements of the OSOCC. The UNDAC team should not hesitate to utilize these liaisons as they often have the specific skills and experience needed in coordinating a USAR operation. One may also achieve an effective platform for coordination and information sharing as the stakeholders are involved in the process from the beginning.

The following actions should be taken by the OSOCC in a USAR-operation to coordinate activities with LEMA:

- Determine the role of the OSOCC regarding the coordination of international actors and relief.
- Establish an information exchange process between LEMA and OSOCC.
- Identify a suitable location for the OSOCC ensuring visibility for incoming resources, e.g., flags, directional signs, etc.
- Establish communications link to the RDC and Virtual OSOCC as soon as possible.
- Gather the following information:
 - Current incident information and update reports accordingly.
 - Establish the priority needs of the affected country.
 - Record USAR Team Fact Sheet information of incoming resources (see UNDAC mission software).
 - Identify potential locations for the Base of Operations.
 - Obtain a map of impacted area.
 - Establish the survivor hand-over procedure.
 - Identify the location of cranes, loaders, forklifts and lorries, petroleum products, timber, compressed gases, interpreters and guides and establish the procedure of how to gain access to these resources.
 - Arrange transportation for personnel and equipment to and from

work sites.

- Establish coordination structures and meeting details.
- Establish a plan to address safety and security issues.
 - Assist LEMA with assigning USAR and other resources based on the above mentioned information.
 - Register and brief incoming resources.
 - Request additional staff from incoming teams to strengthen OSOCC as appropriate.
 - Gather and document information from OSOCC Planning form (see UNDAC mission software) in order to:
 - Analyze the priority needs of the affected country in relation to the resources on hand.
 - Capture and analyze information supplied by USAR teams and other actors.
 - Determine gaps in operations and recommended appropriate changes.
 - Consider long-term plans with regard to additional resources and reassignment.
 - Display information onto incident maps.
 - Prepare for and facilitate daily USAR operations meeting.
 - Review and update Plan of Action based upon OSOCC planning meeting results and other information received:
 - Length of operational periods to accomplish assigned tasks.
 - Briefing schedules.
 - Prepare USAR operations input for the UNDAC Situation Report.

H.3.2. Planning of USAR operations

If you fail to plan you plan to fail. This saying applies to all kinds of operations, but is very important in a fast-moving one where it is easy – and tempting – to rush into things without appropriate planning. However, the planning should be done in a timely and effective fashion, focusing on saving the lives of survivors trapped underneath the rubble. USAR planning is often a delicate balance between the urge to perform life-saving operations and the patience one needs to plan properly.

In cooperation with LEMA, the operational element of the USAR teams should be brought into the planning process as they are the ones with the best knowledge of operating in urban areas with collapsed building structures.

The affected area may have been sub-divided into operational sectors by LEMA to make it easier to coordinate. It is suggested that the OSOCC USAR operations coordination cell maintain a simple visual matrix to keep track of the utilization and availability of international USAR teams in each operational sector. This should supplement the standard map of USAR operations showing USAR team

deployment and Base of Operations. An example is given below. A similar matrix could also be used by the OSOCC for depicting other sectoral deployments if found useful.

Sector A	
<u>Available teams</u> China Singapore Germany	<u>Working teams</u> Norway India US – Fairfax
<u>Trend</u> Decreasing intensity of operations	<u>Completed sites</u> Hospital Mall Apartment 4

The UNDAC team should act as a facilitator of the planning process (present consolidated information, represent it on maps, act as liaison with LEMA, etc.), but the operational details should be left to the USAR teams, themselves. Keep in mind that this is not the time to have lengthy coordination meetings with long discussions and decisions made by consensus. The UNDAC team might want to assume a more firm kind of leadership and authority than in other phases of disaster relief work. In operational situations of this kind international teams will expect clear and precise directions and tasking.

Organizing USAR assessments

USAR assessments should be organized by the UNDAC team in cooperation with LEMA and USAR teams and focus on:

- Overall situation.
- Response.
- Extent of affected area.
- Type of collapsed structures.
- Hazardous materials (HAZMAT).
- Secondary threats.
- Logistical arrangements.
- Presence of heavy equipment and materials locally that could be utilized, e.g., bulldozers, excavators, timber for shoring, etc.

As with planning of operations and staffing of the OSOCC, the USAR teams should be used in assessing the situation, priorities, and needs in a USAR operation. The USAR teams should be encouraged to perform assessment activities simultaneously with operations within their assigned area. Their findings should be reported to the UNDAC team for information processing and distribution. See also Chapter G – Disaster Assessment for assessment checklists.

H.3.3. Demobilization of USAR teams

The decision to end the life-saving effort of a USAR operation should be taken by the LEMA. Based on the recommendations of the USAR teams, the UNDAC team should advise LEMA of the appropriate time to end this phase but leave it to LEMA to take the decision. This is often a difficult decision for LEMA to make as it often has political implications for the local authorities.

The UNDAC team and OSOCC should assist with the USAR demobilization phase by:

- Establishing a departure schedule. The USAR teams should provide the OSOCC with the necessary information for this on a standardized form regarding requests and information about their departure. This form is included in the UNDAC mission software and also in the INSARAG Guidelines.
- Determining the teams' logistical requirements. In cooperation with the LEMA, the OSOCC should organize the logistical arrangement of the teams' departures from the affected area to their point of departure. As many teams will be ready to leave at the same time, a heavy strain on local transportation resources may result. A time-schedule should be carefully planned in order to avoid gaps and bottlenecks.
- Ensuring that the RDC is converted into a Departure Centre and debrief the departing international USAR teams.

Several USAR teams may also want to donate their equipment to the continuing relief-operation. The OSOCC will then be responsible for coordinating the distribution and utilization of these donations.

H.4. INSARAG markings during a USAR operation

It is important that information related to structure identification, conditions and hazards, and victim status are posted in a standardized fashion to ensure uniformity and clarity, as USAR teams will originate from countries around the world.

The INSARAG Guidelines have developed a standardized format of marking assessed and searched sites. International USAR teams are required to use the INSARAG marking, signalling and identification system to communicate assessment and rescue results with other actors and to ensure standardized communication at the site.

A complete overview of markings is found in the INSARAG guidelines and the UNDAC mission software, but relevant extracts are given below.

Structural marking

Structural marking should be applied on collapsed structures assessed by USAR teams. The marking should be placed near the point of entry on the exterior of

the collapsed structure that offers the best visibility. All assessment results are to be reported to the OSOCC immediately.

The marking consists of:

- 1 X 1 meter square box.

Inside the box:

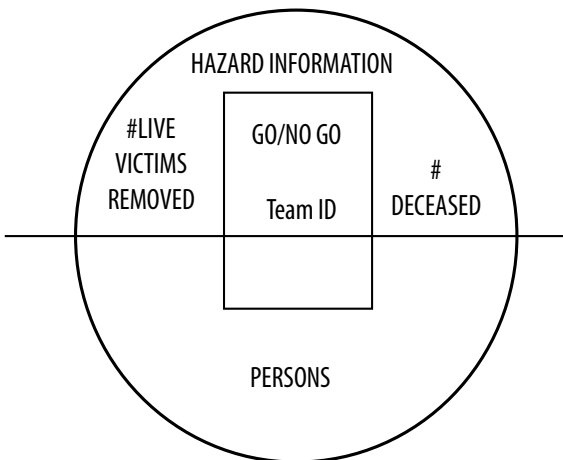
- Go or No Go.
- Team identification.
- Date and time start.
- Date and time finish.

Outside the box:

- Hazard information (top).
- Missing persons (bottom).
- Live victims extricated (left).
- Dead victims removed (right).

Additional information:

- When the USAR team has completed work on the structure to its capacity a circle is to be drawn around the entire marking
- After the entire completion of work on the structure and confirmed information that there are no more rescue opportunities, a horizontal line is to be drawn through the entire marking.



Signalling

- Effective emergency signalling is essential for the safe operation of USAR team personnel operating at a disaster site.
- All USAR team members should be briefed regarding emergency signals.
- Emergency signals should be universal for all USAR teams.
- Signals must be clear and concise.
- Team members are required to immediately respond to all emergency signals.
- Air horns or other appropriate hailing devices should be used to sound the appropriate signals as follows:

Evacuate

(3 short signals, 1 second each – repeatedly until site is cleared)



Cease Operations – Quiet

(1 long signal, 3 seconds long)



Resume Operations

(1 long signal + 1 short signal)



I. UNDAC DISASTER RESPONSE PREPAREDNESS MISSIONS

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I.1. Introduction

The UNDAC team consists of individuals with a wide variety of specializations, skills and experiences related to disaster response. The international system does not have another entity that can put together such a multi-skilled team, tailored to special disaster response situations. While the UNDAC team is primarily meant for disaster response, its experience and skills may be utilized (when not actually responding to emergencies) to advise developing countries on improving their national disaster response systems.

I.2. Request and ToR for UNDAC Disaster Response Preparedness (DRP) missions

UNDAC Disaster Response Preparedness (DRP) missions must be requested from the Emergency Relief Coordinator (ERC) by the government of the country concerned, with the consent and endorsement of the UN Resident Coordinator/ Humanitarian Coordinator (RC/HC) in-country. Once the UNDAC mission is approved by the ERC, the Terms of Reference (ToR) of the mission should be finalized in consultation with the government, the RC/HC, the Regional Office

and the desk in the Coordination and Response Division (CRD), and the Field Coordination Support Section (FCSS) of OCHA-Geneva. FCSS should not send an UNDAC mission unless it is satisfied that the ToR is achievable.

It is essential to remember that an UNDAC mission of this nature deals only with the response management systems and not disaster mitigation. The UNDAC mission is provided free of cost to the requesting government and will normally last two weeks.

As far as possible, FCSS tries to send a follow-up mission to the concerned country one year after the mission. Such a mission will try to include key-members of the original team and will evaluate the implementation of the recommendations given in the mission report.

Example of ToRs and mission reports from Mongolia, Philippines, and Tajikistan may be found in the UNDAC mission software.

1.3. Selection of UNDAC team members

An UNDAC DRP mission is different from a standard UNDAC mission in that normally the need for such a mission is under discussion with the government over a period of time. As such, it is possible to tailor the composition of the team to meet the specific needs of the ToR. The normal process of issuing the UNDAC Information Message (MO) will be utilized to seek UNDAC member's availability and willingness to proceed on such missions. The actual UNDAC team will be selected in order to ensure balanced experience in the team for the three broad areas of such missions:

- Disaster response framework.
- Emergency services.
- Early warning and public education.

As far as possible, members will be from the geographical region in which the requesting country is located. There should be at least three people with good writing and editing skills, one administrative staff and a team member with legal knowledge in each team. It is desirable that the Regional Office or the Regional Disaster Response Advisor (RDRA) responsible for the country participate in the mission to ensure the follow up. In addition, the inclusion of associate team members from the International Federation of Red cross and Red Crescent Societies (IFRC), non-governmental organizations (NGOs) and United Nations Development Programme's (UNDP's) Bureau for Crisis Prevention and Recovery (BCPR) should be considered.

1.4. Pre- mission actions

Since there will normally be a period of a few weeks between selection of the team and the actual mission, the UNDAC team must utilize this period to prepare for the mission. The Regional Office should take a lead role in this regard.

1.4.1. Discussion on the Virtual OSOCC

FCSS will open a “private” discussion on the Virtual OSOCC, accessible only to the selected UNDAC team members. They should use this for all pre-mission discussions and other preparations such as exchanging relevant information on the country. A considerable amount of material may be obtained from the internet. Further, selected team members should familiarize themselves with the final reports from previous DRP missions, available on the Virtual OSOCC and the UNDAC mission software.

1.4.2. Sub- teams and team members responsibilities

It is recommended that the UNDAC Team Leader divide the team into three sub-teams (each with a sub-team leader), each dealing with one of the three broad areas mentioned in 1.3., utilizing the individual skills of respective team members. The paragraphs of the ToR should also be subdivided between each of the sub-teams. This will ensure focus on the relevant areas by those best qualified to do so. Sub-teams should prepare a list of questions they would like to ask in-country, addressing the paragraphs of the ToR that are their responsibility. It is also recommended that the UNDAC Team Leader appoint a deputy Team Leader to establish a clear managerial structure. It is also recommended that the UNDAC team identify two team members with good English writing skills to be responsible for the preparation of the UNDAC mission report.

1.4.3. Ensuring in-country preparation for UNDAC team activities

The UNDAC Team Leader, through FCSS, should try to ensure that an appropriate schedule for the UNDAC team’s activities is drawn up before the team arrives in country. This should cover meetings with the RC/HC, UN Country Team (UNCT), related government entities, NGOs, donors and Red Cross/Red Crescent society as well as field visits. The team should aim to ensure that field visits start as soon as possible after arrival. It is recommended to reserve one day after arrival of the team for initial meetings with authorities and to schedule at least two day after the field visits to finalize the report.

1.4.4. The outline of the mission report

Based on the suggested layout of the UNDAC mission report 1.6., the team must produce a preliminary outline of the mission report including specific requirements indicated in the ToR of their mission. This will ensure that sub-teams are fully focused on what they are required to address and that the UNDAC team does not omit any part of the ToR in its final report. This preliminary outline may be amended once in-country but is essential to provide a framework for the mission.

1.4.5. Meeting at marshalling point

All members of the UNDAC mission should convene for a meeting at the

marshalling point a day before they enter the country. During this meeting they should discuss the outline of the mission report, questions each sub-group has prepared and their sequence of actions on arrival in-country. This meeting is important in ensuring that all members of the UNDAC team have a common understanding of their mission.

I.5. Actions in-country

Two weeks is quite a short time for this type of mission but it has been found that if the team is organized, the mission may be successfully completed in this time. Some of the aspects that have to be addressed are provided below.

I.5.1. Establishing a team base

It is essential for the UNDAC team to have a base from which they can operate without disturbance. This base should have sufficient space for team members to work when they are not going on field visits or meetings. It should also have enough wall space for charts, maps, etc. The administrative member of the team should always operate out of the team base. The team base should normally be in the UNDP office, as proximity to the RC/HC and administrative staff is important. However, if there is a paucity of space, the base could be established in the hotel in which the UNDAC team is staying or, alternatively, in relevant government offices.

I.5.2. Initial meetings and subsequent meetings

The entire UNDAC team must first meet with the RC/HC to ensure that it understands the political environment in which it will be working. Thereafter, it should meet with the National Disaster Management Authority in order to understand their perspective. Then, the UNDAC team may disperse into smaller groups.

The UNDAC team must ensure that it meets with all UN agencies in-country, preferably through the RC/HC convening a meeting of the UNCT, all government departments and institutions that have a part to play in national disaster management, all emergency services, national Red Cross/Red Crescent Society, major NGOs and donors, especially those with projects concerned with disaster management. It is worthwhile to meet with the World Bank and any of the regional development banks, as well as with private sector representatives, if time permits. Obviously, all UNDAC members will not attend all meetings but will attend those within their area of responsibility.

It is important to review the government's strategy to mobilize external resources to assist in strengthening its capacity and to review the country's capability to put these strategies in to place.

During the course of the mission, the UNDAC Team Leader should hold

periodic meetings with the RC/HC and the Head of the National Disaster Management Authority to keep them informed about the findings and possible recommendations that may emerge. It is also recommended that the UNCT be kept informed of progress. This will ensure that the UNDAC team does not stray off its ToR and that there are no surprises at the end of the mission. It also keeps major partners involved in the work of the mission. Furthermore, as the work proceeds, these important stakeholders may see additional opportunities for further analysis.

1.5.3. Field visits

The UNDAC team must undertake field visits, as appropriate. It is best to start on the first field visits as soon as possible as field visits are time consuming. The composition of the team going for the field visit should be such that one member of each sub-team is in every field visit. This ensures that all aspects of the ToR are covered in each field visit. A competent interpreter is a must.

Field visits in the first week of the mission are likely to be exploratory in nature, while field visits in the second week of the mission are more confirmatory since, by this stage, a significant amount of information should have been obtained. The team should try to complete the last field visit at least two days before the mission report has to be presented in order for all inputs to be incorporated in the report.

All field visits must be conducted in accordance with existing security regulations in-country. Information on prevailing security conditions and phases will be provided to the mission prior to departure by FCSS in consultation with the UN Department of Safety and Security (UN DSS) and the RC/HC.

1.5.4. Information management

From the outset, simple guidelines must be established to facilitate gathering of information, steering away from rigid positions. A simple format for data management should be drawn up and adhered to by all members covering:

- **Meeting and key interview schedule** - Date, time, and place, agency, people met including best focal point to refer to for additional data and other relevant data.
- **Key issues identified during an agency visit.**
- **General observations made.**
- **Recommendations/action points.**
- **Examples of disasters/relevant case studies** – Referencing any materials collected during the agency visit related to event history or relevant actions taken.

Following each interview/field visit a report should be immediately produced. The report should strive to be direct and parsimonious, seeking to be no more than one page. In all cases the emphasis should be on analysis of

findings, avoiding simple descriptions. A diary/schedule of events should be made and updated on a daily basis to ensure no key events, e.g., interviews and meetings, are missed. This schedule should be updated during the daily operations briefing.

1.5.5. Daily internal meetings of the UNDAC team

The UNDAC team must meet daily both in the morning before starting its work and in the evenings when everyone has returned. This enables it to keep abreast of developments on all issues, as the team's overall understanding will change day-by-day. The field missions should be contacted via phone/radio and their feedback also received and considered daily. The importance of these daily meetings cannot be overemphasized. The outcome of the evening meetings provides the ongoing raw material for writing the mission report.

1.5.6 UNDAC team administration

Team administration should be given attention daily, especially tracking costs/bills/receipts. Each DRP mission should include a UN staff member knowledgeable about administrative procedures. Simple forms, in a checklist format, should be created to capture the necessary items/issues that need to be dealt with from day one. Administrative issues relating to hotel billing, etc. should be clarified with the hotel authorities from the outset to avoid confusion and delays.

1.6. Layout of the mission report

The UNDAC mission report is the product of the mission and the mission's success will be determined, in large measure, by its quality. The suggested layout of the mission report is given below though this will vary depending on the country assessed and types of hazards, disasters and capacities. Under the suggested chapter headings are some of the aspects that may be covered.

The UNDAC mission report should be prepared, printed and distributed in-country before the mission departs.

1. Message.

- From RC/HC /or Head of Government Disaster Management Authority.

2. Executive Summary.

- Background of the mission.
- Overview of the ToR of UNDAC mission (It should be made clear that the mission is dealing only with disaster response preparedness and not disaster mitigation.)
- Overview of the competencies of UNDAC team.
- Methodology followed by UNDAC team and areas covered.

- Brief overview of conclusions/recommendations.
3. Table of contents.
 - Outlining each section and subsection with page numbers.
 4. Summary of recommendations.
 - Each recommendation should clearly indicate the paragraph in the main body of the report from which it is drawn.
 5. Overview of country and nature of disasters experienced by it.
 - Geographic, geological and climatic status of country.
 - Indicate types of hazards country faces.
 - Could include examples of disasters that have been experienced and how the country handled them (including the international response) and any significant lessons learned.
 6. Disaster management in country.
 - Disaster management governmental framework existing in country.
 - Legislative framework for disaster response and management.
 - Important in-country definitions used.
 - Disaster management coordination systems in place.
 - Mechanisms for facilitating international assistance.
 - Resource allocation for disaster management.
 7. National and local disaster response capacity.
 - Decision-making protocols for activating emergency response.
 - Operations/control room facilities at various levels of government.
 - Status of emergency telecommunications/ICT networks.
 - Status of national and local fire rescue and other first responder units.
 - Damage assessment and needs analysis systems activated at the occurrence of disasters.
 - Sectoral responsibilities and mandates (consider using cluster framework).
 - Logistical and relief goods handling capacities.
 - Rehearsals of emergency plans.
 8. Disaster preparedness and awareness.
 - Disaster contingency plans and planning systems.
 - Public awareness and education systems.
 - Monitoring systems, e.g., meteorological, seismographic, etc.
 - Early warning systems for the public.
 - Special concerns, e.g., sites of international tourism.
 - Training systems.
 9. Recommended timeline for implementation of recommendations.
 - Recommendations suggested to be implemented in the short, medium and long term.

10. Conclusion.**11. List of annexes.**

- Terms of Reference (ToR) of the UNDAC mission.
- Programme of activities of UNDAC team.
- List of persons consulted by UNDAC team.
- List of institutions visited by UNDAC team.
- List of acronyms.
- Copy of relevant national law on disaster management.

12. Acknowledgements**I.7. The preparation of the mission report**

While preparing the report remember:

Content, physical layout and printer requirements, format

- Preparations for this should be done from day one.
- All members need to understand the need to plan the report as soon as the mission starts and the importance of gathering data to meet the content requirements.
- The layout and format should be discussed with the printers and set out from the start. This includes decision on number of photographs/colour illustrations to determine budget constraints, if any.
- The content, format and layout should be clearly displayed on a white board or sheet of paper for all members to visualize and understand.

Writing the report

- Division of duties should be made from the outset to cover the different chapters.
- Report should be updated on a daily basis, especially on the less-dynamic areas in chapters where data should be readily available
- When photos or illustrations are used, ensure they are relevant to the issues discussed and each must be captioned and the source cited.
- Writing should be in a positive style; avoid being over-critical
- Whenever a recommendation is made in the body of the report it should be written after the relevant paragraphs, in italics and clearly numbered.
- One person should be assigned to type the report in one pre-designated laptop.
- Regular backups on an independent storage device, e.g., floppy disk, CD-rom, memory stick must be made to avoid loss of data in case of computer failure.
- Before finalizing the report a consultation with the RC/HC and the Head of the National Disaster Management Authority is recommen-

ded to ensure that the recommendations that the team have reached are understood and foster local ownership. This will engender the required follow-through.

- Ensure that at least half a day is set aside for final editing; this should not encroach into the final deadline to pass the report to the printer.
- The whole team should be encouraged to take an active role in the final review of the report. The use of an LCD projector might be useful.
- Always bear in mind that printing costs escalate when deadlines are tight.

I.7.1. Presentation of the report

The report should be formally presented by the UNDAC team, in hard copy, to the government and the RC/HC. The team must give a presentation of its findings and recommendations to the UNCT and the National Disaster Management Authority. The modalities of how this should be done should be worked out in consultation with both parties.



J. ENVIRONMENTAL EMERGENCIES

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J.1. Introduction

Major disasters have negative environmental impacts, some of which may threaten human life and welfare. An important part of effective humanitarian response is ensuring that these environmental impacts are identified and steps taken to mitigate them.

Some impacts are acute and must be addressed immediately; others are longer-term and may be addressed during the recovery and rehabilitation phases. During UNDAC missions, the focus is on identifying those impacts that present the most immediate risk to human life and welfare so that action may be taken. Environmental impacts from natural disasters typically include those related to infrastructure such as industrial facilities and/or those related to the natural environment. Complex emergencies present a unique set of environmental challenges. This chapter, however, focuses only on acute environmental impacts related to natural disasters.

The Joint UNEP/OCHA Environment Unit is the United Nations emergency response mechanism to provide and mobilise international assistance to countries dealing with environment impacts and is integrated into OCHA's Emergency Services Branch (ESB).

J.2. Scope and role of the UNDAC team

All UNDAC team members have an important role to play in identifying environmental impacts. Some UNDAC missions may include environmental experts who will undertake a rapid environmental assessment. If other team members become aware of acute environmental impacts, it is important to share that information with the environmental expert. Some missions, however, will not have an environmental expert participating.

This chapter is targeted at UNDAC teams on missions without an assigned environmental expert, during which the UNDAC team will have to gather information on acute environmental impacts and relay it to the Joint Environment Unit.

An UNDAC team member is not responsible for providing technical environmental advice or implementing solutions to environmental impacts. His/her role is only to identify acute environmental impacts so that follow-up actions may be taken.

It is also important to note that nuclear and radiological accidents are not within the scope of an UNDAC member identifying environmental impacts. Those types of accidents are the responsibility of the International Atomic Energy Agency (IAEA).

J.3. Definitions

- **Environmental emergency** – is defined as a sudden-onset disaster or accident resulting from natural or human-made factors (or a combination of both) that cause or threaten to cause severe environmental damage as well as loss of human lives and property.
- **Hazardous Materials (HAZMAT)** - are substances that pose or have the potential to pose a threat to the community (human health, property, and environment) due to their characteristics such as toxicity, and physical and chemical properties.
- **Acute impacts** - are those that pose existing or imminent risk to human life and welfare and need to be addressed within the initial response to the disaster.

J.4. Identifying impacts

An UNDAC team without an environmental expert will be looking primarily for acute environmental impacts arising from environmental emergencies. These impacts may be grouped into two categories:

- **Impacts arising from damaged infrastructure** - During earthquakes, hurricanes, tsunamis and other natural disasters, industrial infrastructure is as vulnerable as residential and commercial infrastructure. Impacts related to industrial infrastructure such as damaged industrial or chemical facilities may be divided into fires, explosions and chemical leakages. Dams are another type of infrastructure that may be damaged during earthquakes and other natural disasters.
- **Impacts related to the physical environment** - Such impacts may include landslides due to flooding or earthquakes, avalanches, and ash and lava from volcanoes.

The following table lists typical environmental impacts that may arise in natural disasters.

Type of disaster	Potential environmental impacts
Earthquake.	Natural gas leaks, household and industrial chemical releases from damaged containers. Damage to industrial facilities resulting in a toxic release.
Flood, tsunamis, storms, hurricanes, typhoons, and cyclones.	Sewage overflow and chemical releases from roads, farms and factories; water-damaged household chemicals (paint, pesticides, solvents); unsafe water supplies.
Forest fires.	Loss of biodiversity and ecologically sensitive habitat. Air pollution from smoke and haze.
Droughts.	Habitat and crop destruction.
Volcanic eruptions.	Toxic chemicals from eruption.
Landslides.	Damage to habitat.

In most environmental emergencies, like the release or potential release of HAZMAT into the environment, immediate action is required to minimize or mitigate the impact to air, land, water, and population.

J.5. Gathering information

Asking the right people the right questions is the most important method of identifying acute environmental impacts arising from an environmental emergency. The right people are often local emergency management authorities like police services and fire brigades, local governors, municipal authorities and environmental officials. They will have the most detailed knowledge of the area and often will have been there when the disaster happened and the response began. Valuable information may also be obtained from national and international environmental non-governmental organizations (NGOs), as well as from scientists present in the area. National government officials and UN staff may also provide information.

Below is a list of questions to ask local officials:

1. Are there secondary impacts such as fires, explosions, spills, leaks, or landslides resulting from the disaster?
2. Are there industrial facilities, factories, plants, pipelines, dumping sites, chemical/pesticide depots, etc. in or near the affected area? (For a more detailed list, please refer to the annex.)
3. Have they been inspected? If yes, what is the result?
4. Are there reports of spills, leakages, industrial fires, releases of toxic substances, etc.?
5. Are there reports of casualties whose injuries are inconsistent with other injuries directly resulting from the natural disaster?
6. Are there serious landslides, mudslides, secondary floods or

wildfires reported?

7. Are there retention dams, or power generating dams in the area of the disaster?

8. Have they been inspected? If yes, what is the result?

If, through these questions, an existing or potential acute environmental impact is identified the following information should be gathered:

1. What is the acute environmental impact?

2. When did it happen?

3. Where is it? Be as specific as possible, e.g., city/village/town, state/province, GPS coordinates, urban, rural.

4. How many people are affected?

5. Are there any local or national authorities responsible for the situation and is there a specific person from that organization who has been assigned to the situation that the Joint Environment Unit can contact? What are this person's contact details?

This information should then be forwarded to the Joint Environment Unit.

J.6. How to contact the Joint Environment Unit

The Joint Environment Unit is available 24 hours a day, 7 days a week, year round to mobilize assistance. It works closely with the other sections from ESB and will take action based on the information provided by the team.

Contact details:

Monday to Friday during office hours:

Telephone: +41 22 917 3484,

Facsimile: +41 22 917 02 57,

ochaunep@un.org

After hours (available 24/7):

OCHA Emergency telephone: +41 22 917 20 10.

OCHA Emergency facsimile: +41 22 917 00 23

J.7. Personal safety

The safety of UNDAC team members is the paramount concern on any mission. Remember, the role of the team member responsible for environmental emergencies is to identify whether there is an existing or potential acute environmental risk and inform the Joint Environment Unit, not to solve or mitigate the problem. Attempts to do so could put oneself and/or the entire team at risk.

All environmental emergencies are dangerous situations and must be dealt with by trained experts. HAZMAT incidents, in particular, should be treated very carefully.

If you find yourself in the area of an environmental emergency DO NOT WALK INTO or TOUCH SPILLED MATERIALS.

- Stay away from fumes, smoke and vapours and remain upwind even if there is no smell.
- Be aware of changing weather conditions and changing wind directions.
- Do not operate radios, mobile phones or other electronic devices within a distance of 500 meters.
- Leave the area immediately.
- Notify local emergency officials or community leaders of the emergency so that they may isolate the scene.

Annex

Categories of HAZMAT by industry

Facility/Industry	HAZMAT	Hazard
Adhesives.	Solvents, isocyanides, cyanoacrylates, epoxies.	Flammable, may also be toxic and/or corrosive.
Agriculture.	Pesticides, herbicides, ammonia.	Pesticides are highly toxic. Ammonia is highly corrosive.
Automobile body shops.	Hydrocarbons, acids, paints, epoxies, polymers, acetylene, oxygen, acetone, ammonia, carbon tetrachloride, nitrous oxide, halogenated hydrocarbons, solvents.	Flammable, toxic, and corrosive liquids and gases.
Battery reclamation facilities.	Sulphuric acid, metals.	Highly corrosive.
Buildings, mining, construction sites.	Asbestos, acids, solvents, fuel.	Flammable and corrosive.
Cargo containers.	Pesticides.	Highly toxic.
Cosmetics/ personal care.	Benzoic acid, methyl hexyl ketone, benzyl alcohol, stearic acid, glycerine.	Flammable, corrosive and toxic substances.
Dry cleaning.	Halogenated hydrocarbons.	Highly toxic and oxidizing substances.

Electronics.	Solvents, alkalis, acids, hydrogen fluoride, epoxies, metals, surfactants, silanes, compressed gases.	All categories of hazard including flammable, corrosive, toxic liquids and oxidizing, solids, liquids and gases.
Electroplating.	Cyanide compounds, acids, hydrofluoric acid, metals.	Highly toxic and corrosive substances.
Explosives/ ordnances.	Nitro- solvents, acids, mercury, ethylene glycol, solvents, ammoniated compounds, and sodium hydroxide.	Explosive, flammable, toxic and corrosive.
Foam manufacturing.	Isocyanides, solvents.	Flammable and toxic.
Food industry, refrigeration industry.	Ammonia, freons, sulphur dioxide.	Corrosive, toxic.
Fragrance/flavour.	Weak acids, phosphates, glycerine, salts, alcohol.	Flammable.
Gas stations and automotive service.	Hydrocarbons, lead compounds, acids, acetylene, oxygen, ethylene glycol, oils, solvents, fuels, greases.	Flammable.
Hospitals.	Mercury, radioactive sources, solvents, compressed gases, infectious substances.	Toxic, radioactive, flammable, infectious substances.
Illegal drug laboratories.	Acids, peroxide, ammonia, solvents.	Corrosive, flammable, oxidizers.
Machine shops.	Solvents, halogenated hydrocarbons, acids, alkalis, metals.	Flammable, toxic, corrosive.
Metal finishing.	Acids, cyanides, metals.	Corrosive, toxic, flammable.
Military bases.	Hydrocarbons, explosives, acids.	Flammable, explosive, corrosive.

Nuclear power plant.	Nuclear fuel (unirradiated and spent fuel).	Radioactive.
Paint and pigments.	Solvents, lead, titanium dioxide, metals.	Flammable.
Pesticide.	Ammonia, solvents, carbon tetrachloride, hydrogen cyanide, mercury, acids, phosgene.	Highly toxic, corrosive.
Petroleum refineries, pipelines, storage tanks.	Petroleum hydrocarbons, hydrogen sulphide, metals, polychlorinated biphenyls (PCB), acids and alkalis.	Flammable, toxic, corrosive, spontaneously combustible.
Pharmaceuticals.	Solvents.	Flammable.
Plastics, polymers, rubber, resins, and elastomers.	Hydrocarbons, halogenated hydrocarbons, acrylonitrile, styrene, vinyl acetate, vinyl chloride, epoxies, silicones.	Flammable, toxic, corrosive.
Print shops.	Solvents, alkalis.	Flammable, corrosive.
Pulp and paper mills.	Acids and alkalis, chlorine.	Corrosive, oxidizer.
Quarry and mining sites.	Fuels, explosives, metals, ammonium nitrate.	Flammable, explosive, toxic.
Sanitation and cleaning products.	Hypochlorite, acids, alkalis, solvents.	Corrosive, flammable.
Schools, university and research centres, laboratories.	Wide variety of chemicals including solvents, oxidizers, halogenated hydrocarbons, metals, acids/bases.	All hazards.
Soap and detergent.	Solvents, alkalis, phosphates.	Flammable, corrosive.
Glass etching.	Hydrogen fluoride.	Highly toxic.
Tanning industry (hides).	Trivalent chromium sulphate, sodium salts, arsenic, cyanide, ammonium sulphate, sulphuric acid, lime, aniline.	Toxic, corrosive.

Textile industry (dyes).	Benzene, naphthalene, acids, alkalis, chlorine, bromine, sodium nitrite, ammonia, sodium sulphide, metals.	Flammable, toxic, corrosive, and oxidizing substances.
Textile industry (manufacturing).	Polymers and resins.	Flammable, corrosive.
Water treatment plants, swimming pools.	Chlorine, hypochlorite solutions, acids.	Corrosive, toxic, oxidizing substances.
Wood treating.	Coal tar creosote, pentachlorophenol, chromium copper arsenic (CCA).	Highly toxic, corrosive.

Weather conditions

Weather conditions and weather forecasts are important information for reasons of personal safety. Below are some conditions you may want to be aware of:

- Wind direction.
- Wind speed.
- Type of precipitation.
- Temperature.
- Cloud cover.

Weather may be a significant element in any emergency. For example:

- On a warm day, chemical substances will tend to evaporate more quickly than on a cold day.
- High winds will disperse gases, vapours and powders.
- Precipitation may be problematic if a water-reactive substance is released but may also be a benefit as they slow down the dispersion of air-borne materials and reduce the area of impact.

Information tools

In the UNDAC mission software, a number of reference materials are included to assist the team in identifying environmental threats and impacts and in assessing the environmental dimension of emergencies. These include:

- The Emergency Notification/Request for International Assistance (ENRA) form to be used as a tool for formally requesting specialized environmental assistance. The form is not only an official request for assistance, but also will help in specifying the nature of expertise and specialized equipment required to respond to the threat. In the face of such a situation, the form should be filled out and forwarded

to the Joint Environment Unit through the identified contact points. It may also be found online at <http://77ochaonline.un.org/webpage.asp?Page=645>.

- The Emergency Response Guide (ERG) which will assist the team in identifying chemical hazards and taking appropriate measures to isolate the area and mitigate the threat. Though conceived and developed in North America, it is now used worldwide and provides information that may be used in the initial phase of an emergency involving HAZMAT, while awaiting assistance from specialists. It may be found online at <http://hazmat.dot.gov/pubs/erg/gydebook.htm>.

If an UNDAC team requires specialized environmental information, the Joint Environment Unit is the first point of contact to provide the necessary information. They can provide guidelines on a range of situations which an UNDAC team could confront during a mission.

Environmental impacts

Three main areas are affected by HAZMAT releases:

- **Air** - Contamination by air may be difficult to observe visually and impossible to contain. Substances are rapidly dispersed by weather conditions. This type of pollution is cumulative and may cause serious long-term problems such as respiratory illnesses.
- **Water** - Water pollution may be critical in situations when drinking water supplies are affected. Aquatic life may also be at risk during pollution of water bodies. Human and animal population are also at risk in the medium to long term since they often consume types of fish that are known to accumulate toxic substances.
- **Soil** - Contamination of soil and vegetation often does not pose an immediate threat to the population and the environment. It may, however, spoil food supplies and impact underground water supplies if it seeps deeply enough into the soil.

Short and long-term impacts

Although not immediately noticeable during the response phase of disasters, long-term environmental impacts will eventually be indicated by changes in the ecosystems. Specific types of vegetation may stop growing, insects and animals may leave the area, aquatic life may be threatened, and wetlands, crucial to the maintenance of groundwater and fish and wildlife habitat, may be destroyed.

UN transportation symbols.

Below is a list of UN transportation symbols of dangerous goods. They may be visible on vehicles and containers.

UN Transport Symbols



Class: Explosives.

Hazard: May burn and/or detonate.

Examples: Ammunition, fireworks, picric acid, rocket motors, trinitrotoluene (TNT).



Class: Non-inflammable (or flammable) gases.

Hazard: Vessels may explode when heated.

Examples: Nitrogen, carbon dioxide, helium.



Class: Poisonous substances.

Hazard: Vessels may explode when heated. Vapours of liquefied gases are initially heavier than air.

Examples: Hydrogen chloride, sulphur dioxide, chlorine & Methanol, sodium cyanide, carbon tetrachloride, nicotine, pesticides.



Class: Inflammable gases or liquids (also referred to as flammable in some countries).

Hazard: Vessels may explode when heated, i.e., vapours of liquefied gases are initially heavier than air and may form explosive mixtures with air.

Examples: Gases: propane, butane, acetylene. Liquids: benzene, gasoline, ether, isobutyl alcohol, acetone.



Class: Inflammable (or flammable) solids.

Hazard: Material may be easily ignited and burn.

Examples: Matches, wet hay or straw, sulphur, red phosphorus.



Class: Substances liable to spontaneous combustion.

Hazard: Material may spontaneously ignite and burn.

Examples: Diethyl zinc, activated carbon, scrap celluloid.



BLUE

Class: Substances which, in contact with water, emit inflammable gases (or inflammable gases).

Hazard: Upon contact with water, material may generate gases that ignite easily.

Examples: Sodium, potassium, magnesium powder.



ORANGE

Class: Oxidizing substances & organic peroxides.

Hazard: Material contributes to the combustion of other material.

Examples: Hydrogen peroxide, potassium permanganate, sodium chlorite. Acetyl acetone peroxide, peroxyacetic acid.



WHITE

Class: Infectious substances.

Hazard: Organisms that are infectious.

Examples: Ebola virus, salmonella enterica, hepatitis B virus, infectious hospital waste.



WHITE

Class: Radioactive substances.

Hazard: May induce damage by radioactivity.

Examples: Uranium, plutonium nitrate solution, caesium, iodine, cobalt (often as industrial gauges and medical sources).



Class: Radioactive substances.

Hazard: May induce damage by radioactivity.

Examples: Uranium, plutonium nitrate solution, thorium.



WHITE

Class: Corrosive substances.

Hazard: May cause irreversible damage to skin tissue.

Examples: Sulphuric acid, hydrochloric acid, sodium hydroxide.

BLACK/
WHITE

Class: Miscellaneous. (Not UN but found in several countries.)

Hazard: Usually environmental hazard.

Examples: Environmentally hazardous substances, toxic waste.

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K.3. Services provided by OCHA

In compliance with General Assembly Resolution 46/182, OCHA-Geneva has established an emergency response system for coordinating actions taken by the international community as a result of natural disasters and environmental emergencies, including technological accidents. OCHA is the focal point in the international community for mobilizing and coordinating international disaster response and may be contacted on a twenty-four-hour basis. The OCHA-Geneva

Operations Centre is immediately activated, when necessary, and is especially designed and equipped for the mobilization and coordination of international emergency operations in response to disasters.

Outside official working hours, the OCHA-Geneva Operations Centre is activated by the Duty Officer who, in case of emergency, may be reached at any time through the emergency telephone number (+4122) 917-2010. As the focal point for coordinating international response to an emergency, the relevant Regional Desk immediately prepares and disseminates Situation Reports to emergency relief services of donor governments, the United Nations system, intergovernmental and non-governmental organizations (all together about 600 addressees).

Countries may address requests for information and/or international assistance in cases of natural disasters or environmental emergencies directly to OCHA, or through the UN Resident Coordinator/Humanitarian Coordinator (RC/HC) in the affected country. In case of emergency, OCHA alerts and mobilizes the international community.

K.3.1. Emergency Cash Grant

When the situation warrants and subject to the availability of funds, OCHA will provide an emergency cash grant to the disaster-stricken country. The purpose of the grant is to cover the most pressing needs of the affected population, which cannot be satisfied from national resources, while awaiting the response of the international donor community. OCHA can make available up to US \$100,000 routed through the office of the RC/HC. In addition, certain donor countries have pre-positioned emergency funds with OCHA and have given these funds equivalent to the amount sanctioned for the Emergency Cash Grant for distribution without prior approval from them.

K.3.2. Channel for donor contributions

OCHA is ready to act as an expeditious channel for donor contributions, relying on quick and simple administrative procedures. Cash contributions by donors to affected countries will be managed by OCHA, in accordance with existing procedures, under a dedicated sub-account in the United Nations Trust Fund for Disaster Relief. Contributions channelled through OCHA will be used to cover priority relief needs identified in close consultation with the government of the affected country and the affected country's United Nations Disaster Management Team (UN DMT).

K.3.3. The Central Emergency Response Fund, CERF

The Central Response Emergency Fund (CERF) is a stand-by fund established by the United Nations to enable more timely and reliable humanitarian assistance

to victims of natural disasters and armed conflicts. The CERF has the following objectives:

- Promote early action and response to reduce loss of life.
- Enhance response to time-critical requirements.
- Strengthen core elements of humanitarian response in under-funded crises.

The CERF will have a grant and loan facility. The CERF is funded by voluntary contributions from around the globe from Member States of the United Nations, private businesses, foundations and individuals. The Fund is managed by the Emergency Relief Coordinator (ERC) on behalf of the United Nations Secretary-General and allows the UN to react immediately when a disaster strikes. CERF is intended to complement -not to substitute- existing humanitarian funding mechanisms such as the UN Consolidated Appeals Process (CAP). The CERF provides seed funds to jump-start critical operations and fund life-saving programmes not yet covered by other donors.

The grant and loan facilities

United Nations and its funds, programmes and specialized agencies as well as the IOM are eligible for both grants and loans. The two components have a number of distinct features:

- Grant facility.
 - Up to US \$450 million, depending on voluntary contributions received.
 - It allows the ERC to ensure coverage of life-saving programmes when funds are not available from other sources.
 - Used to allocate funds to UN operational agencies to address critical humanitarian needs based on priorities established under the leadership of the RC/HC in the field.
 - Each applicant must justify the need for funds, taking into consideration other available resources. If a donor pledge is forthcoming, the loan facility should be used.
- Loan facility.
 - US \$50 million available.
 - Used to make loans to UN agencies for emergency programmes based on indication that donor funding is forthcoming.
 - Loans must be reimbursed within 6 months.
 - Primarily used as a cash-flow mechanism allowing UN agencies to access funds rapidly while they are waiting for donor pledges to be transferred.

An UNDAC team must support the RC/HC in the role of prioritising needs on the ground through the provision of appropriate data and analysis and also advise the Inter-Agency Standing Committee (IASC) Country Team on how to apply for CERF funding. More information on this process may be found at:

<http://ochaonline2.un.org/Default.aspx?tabid=7951>.

K.3.4. Warehouse of emergency related items

OCHA maintains a permanent (renewable) stock of donated disaster relief items at the UN Humanitarian Warehouse in Brindisi, Italy managed by the World Food Programme (WFP). There are essentially non-food and non-medical items, such as tents, blankets, generators, etc., donated by various governments and which OCHA can transport immediately to disaster affected areas, subject to the donor's agreement and the items being available in stock. In case of need, the warehouse may act as an assembly centre for the international relief community. Goods and transport are offered to the disaster-affected country free of charge.

K.3.5. International Urban Search and Rescue (USAR) teams

Being the secretariat of the International Search and Rescue Advisory Group (INSARAG), OCHA alerts and coordinates international Urban Search and Rescue (USAR) teams from different countries when the situation warrants it, e.g., in the case of a major earthquake affecting urban areas. Together with INSARAG, OCHA maintains close contacts with operators of major international USAR teams and has developed a directory of USAR teams which meet agreed operational criteria for international operations. The INSARAG Guidelines which are endorsed by UN General Assembly Resolution GA 57/150 of 16 December 2002 deal with all aspects of international USAR operations. (See also Chapter H – Urban Search and Rescue for further details.)

K.3.6. Emergency telecommunications

OCHA may assist in establishing and coordinating secure and reliable telecommunications during the emergency response phase. In connection with an OSOCC, and when required, OCHA may provide satellite and radio telecommunications equipment together with experienced technicians in order to establish reliable telecommunications channels internationally and between a capital and an affected area, as well as within the affected area. Following the Humanitarian Response Review of 2005, OCHA is named process owner for emergency telecommunications.

K.3.7. Technical and logistics resources

OCHA may assist in identifying needs for, and accessing technical and logistics resources in, support of field coordination. OCHA has established stand-by arrangements with governments and humanitarian organizations for access to field coordination support resources, e.g., office support, transport, telecommunications, coordination centre infrastructure, etc. When required, in large scale emergencies, OCHA may assist in the mobilization, deployment and management of such resources for the establishment of a Coordination Centre and other common services.

K.3.8. Environmental emergencies

When requested, OCHA may also assist countries to cope with environmental aspects of emergencies, including industrial accidents, not covered by other existing arrangements. In particular, depending on the circumstances, the joint United Nations Environmental Programme (UNEP)/OCHA Environment Emergencies Unit will:

- Act as a broker to facilitate quick direct links between focal points in requesting countries and providers of expertise and specialised equipment, and, if necessary, help with the practical modalities of delivering assistance.
- Serve as an information clearing-house to provide rapid access to existing national bodies and international sources of information and advice on the response required.
- Facilitate initial assessment and/or post-emergency analysis, by establishing contacts between requesting countries and designated experts or international bodies, and arranging assessment missions upon request.

See also Chapter J - Environmental Emergencies for additional information.

K.3.9. Central Register of disaster management capacities

The GA resolution 46/182 requests the UN to establish a Central Register of all specialised personnel and teams of technical specialists, as well as relief supplies, equipment and services available within the UN system, governments, inter-governmental, and non-governmental organizations that may be called upon at short notice by the UN. The Register is maintained by OCHA through the Civil Military Coordination Section (CMCS) and includes, as follows:

- **Customs directory** - National focal points and legislation for customs facilitation in international emergency humanitarian assistance.
- **Roster of experts** - Rosters of internationally available disaster management experts.
- **Disaster response contact directory** - Emergency response services of national and international organizations.
- **Donors directory** - National and international organizations regularly responding, by contributions in-kind or in cash, to the appeals for international assistance launched by the affected countries.
- **Military Civil Defence Assets (MCDA)** - Military, and/or civil defence, and/or civil protection expertise, capacities and range of services which may be offered in case of an emergency by Member States and sectoral multinational organizations for international humanitarian disaster relief.

- **Emergency stockpiles** - Emergency stockpiles run by different humanitarian organizations and primarily oriented towards providing disaster relief items free of charge to a disaster-stricken country
- **USAR teams** – Directory of international USAR teams registered through the INSARAG.

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OCHA may mobilize and coordinate the deployment of MCDA from a number of countries and multinational organizations. In most major disasters, the stricken country will mobilise its own military and civil defence resources to enhance its national disaster response capacity.

In some cases, however, the need for additional and/or specialised assets exceeds the capacity of the stricken country. For that purpose, OCHA has developed a system for the mobilisation of international MCDA through the CMSC..

CMCS is established within OCHA as a focal point for the use of military and civil defence (civil protection) resources in all types of humanitarian emergencies. It may establish an on-site coordination centre for multi-agency employment of such assistance. In case of natural disasters and environmental emergencies, including technological accidents, the provision of military and civil defence assets takes place in accordance with agreed upon procedures (Oslo Guidelines, May 1994).

MCDA include a wide variety of specialised equipment, skills and personnel for disaster relief operations. Examples from past emergencies include fixed-wing aircraft, helicopters, rescue boats, air traffic control, airfield safety control, Nuclear Biological Chemical (NBC) decontamination facilities, chemical detection, field hospitals, bridge construction and repair, rapid runway repair, water purification and distribution, and provision of shelter (camp construction and security). Such assets are provided, normally free of charge, by a number of donor countries on the basis of existing arrangements and procedures with OCHA. The CMCS maintains a database of MCDA which donor countries have indicated as potentially available for humanitarian emergencies. Information from this database is available on the OCHA-Online website.
<http://ochhaonline.un.org/webpage.asp?Page=990>

Requesting MCDA

The CMCS never initiates requests for assets on its own initiative, but only on the basis of a request from a responsible humanitarian agency or organization. The UNDAC team may recommend to OCHA, through the RC/HC and in agreement with the disaster-affected country, that the CMCS be instructed to mobilise MCDA if such are found to be beneficial.

The basic criteria should be that military and/or civil defence assets are necessary

due to the urgency or magnitude of the disaster or because the specific equipment or skills required do not exist elsewhere. An UNDAC generated request, through the RC/HC, to OCHA should indicate:

- The task to be performed (as detailed as possible).
- Indication of and reason for the urgency.
- The reason why the task cannot be completed by civilian resources.
- Responsible point of contact who will receive the requested MCDA.

In case of large scale employment of MCDA in an emergency, the CMCS may be required to send a staff member or a person trained at the UN-Civil Military Coordination (CMcoord) courses to assist in the liaison between the military and the civilian disaster response coordination mechanism.

If neither CMcoord nor CMCS personnel are deployed, it is the responsibility of the requestor (UNDAC team/RC/HC) to ensure that incoming MCDA are received and guided to their place of employment. (See also Chapter L – Civil Military Coordination for additional information on CMcoord.)

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If neither CMcoord nor CMCS personnel are deployed, it is the responsibility of the requestor (UNDAC team/RC/HC) to ensure that incoming MCDA are received and guided to their place of employment. (See also Chapter L – Civil Military Coordination for additional information on CMcoord.)

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L.1. Introduction

UNDAC members play a significant role in civil-military interaction. They are often the first international coordinators on-site and bring structure to ad-hoc coordination mechanisms. Team members assess the civil-military environment and must be able to build coordination strategies in accordance with civil-military guiding documents. They must be able to advise the UN Resident Coordinator/Humanitarian Coordinator (RC/HC) on the appropriate interface between military and civilian relief organizations. Within the Office for the Coordination of Humanitarian Affairs (OCHA), UN CMCoord activities are maintained by the Civil Military Coordination Section (CMCS) of the Emergency Services Branch (ESB).

In some emergencies UN CMCoord officers may be deployed in support of the RC/HC. They advise the leadership of the humanitarian community on civil-military issues and facilitate the establishment, maintenance and review of appropriate relations between the humanitarian and armed actors present. Depending on the situation, they may also serve as liaisons from the humanitarian community to military forces. Ideally, UN CMCoord officers should be deployed together with the UNDAC team.

The roles of military forces have expanded beyond insurgency and counter-insurgency to include tasks related to humanitarian goals. Military forces and alliances have become active players in international crisis response and governments will increasingly call upon these rapidly available institutions.

Experience has shown that in almost all major emergencies some level of CMCoord is required and that failure to establish effective and appropriate civil-military relations may have severe consequences both in current operations and in the later stages of the emergency.

Civil-military coordination, from a humanitarian perspective, should aim at promoting and protecting humanitarian principles, harmonizing activities between military and civilian organizations and, when appropriate, pursue common goals.

L.2. Assessing the civil-military environment

The CMCoord assessment should begin as soon as the UNDAC/UN CMCoord officer becomes aware of the possibility of the mission. In many cases, some of the information necessary for an assessment is more readily available outside of the mission due to communications infrastructure and easier access to knowledgeable individuals.

The UNDAC member should focus on three essential elements:

- Inventory of civil-military actors, military missions, and military mandates.
- Analysis of civil and military relations.
- Civil-military coordination structures and mechanisms.

Inventory of actors, missions and mandates

The focus of this portion of the assessment is to determine who the critical actors are on the military side that will impact the effectiveness of humanitarian civil-military coordination. This includes anyone who can control access to the beneficiaries, impact the security or logistics of the relief operation, provide additional resources, especially in emergencies, or provide good offices to help expedite relief and resolve issues.

Identify the actors

- Possible domestic military and paramilitary actors.
 - National armed forces.
 - National, regional and local police.
 - Paramilitary structures such as border and customs forces.
 - Other indigenous military or paramilitary forces.
- Possible international military actors.
 - International forces stationed in the country or region.
 - UN peacekeeping missions in the country or region.
 - Countries with military attaches in the country.
 - Regional alliance members.
 - Nations with bilateral military assistance agreements.

Interfaces

The following questions are designed to identify the critical interfaces, uncover the important coordination structures, and help identify any potential issues that might impact civil military coordination:

- 1. Domestic military and international military interface.**
 - What is the status of the international military forces?
 - Are international military forces collocated with domestic military forces?
 - Do they share installations or bases?
 - Does the international military force have freedom of movement?
 - Are these relations part of a regional alliance system?
 - Do military forces have any arrest or detention authority?
 - Are military forces involved in combat operations?
 - To whom do the international military forces report?
- 2. Domestic civilian and domestic military interface.**
 - Does the military have a legal or constitutional role in relief or reconstruction?
 - What is the relationship between regional military commanders and governors?
 - Who provides the national/local coordination or operations centres?
 - Is the military the exclusive provider of key resources such as helicopters?
 - What is the relationship between the military and police?
 - Does the military control civil defence or civil protection units?
 - Do active or retired military officers lead key civilian ministries or agencies?
 - Are there areas of the country under direct military control or martial law?
 - Is the military responsible for aircraft or maritime search and rescue operations?
 - Does the military manage any medical facilities?
 - Does the military have specially trained search and rescue teams?
 - Is the military dominated by a particular ethnic group?
 - Are there groups opposed to, or frightened by, the military/police?
 - Is there a relationship between the military and any civilian service providers?
 - Does the military have a domestic intelligence role?
- 3. Domestic military and international civilian interface.**
 - Can the domestic military and police forces provide adequate security?
 - Are these forces responsible for the security of any beneficiaries?
 - Does the military control any facilities needed by international

relief organizations?

- Does the military control access to areas that may hold beneficiaries?
- How does the military control access to restricted areas?
- Can and will the military assist international civilian organizations?
- Is the military involved in any direct distribution of relief?
- What is the process for addressing any issues with military commanders?
- What is the military's attitude regarding women and female international staff?
- Are there valid human rights concerns about the domestic military?
- Are there child soldiers in any of the indigenous military forces?

4. International military and domestic civilian interface.

- Is there an international military force permanently based in the country?
- Does the international military force have authority to assist civilians?
- Which international military forces have responded to past disasters?
- Does the international military force have direct contact with the population?
- How does the local population view international military forces?
- Is the international military force involved in a "hearts and minds" campaign?
- Are international military forces involved in direct assistance projects?

5. International military and international civilians interface.

- Are civilian aid organizations associated with any of the military forces?
- What is the relationship between non-governmental organizations (NGOs) and military from the same country?
- Have military commanders and staffs worked with the UN or international NGOs before?
- Does the military force have a doctrine for relating with civilian actors?
- Does the force have explicit orders to support or protect humanitarians?

After all these questions are answered and assumptions clarified, it should be possible to determine where the main emphasis for civil-military coordination lies.

Coordination structures and mechanisms

The international relief community, military and civilians have developed several forms of civil-military interfaces. The most common ones are:

- Civil-Military Operations Centre (CMOC)
- Civil-Military Cooperation House (CIMIC House)
- Humanitarian Operations Centre (HOC)

Any proposed civil-military coordination structures and mechanisms must be consistent with the guidelines defining civil-military relations in a humanitarian operation (see L.5.) and explain when, where and how the civil-military dialogue and interaction will take place. Normally there are four basic options in terms of this interaction with a given military force. These options are:

- **Collocation** – Civilian and military coordination mechanisms are located and work together in the same building or coordination centre.
- **Liaison exchange** – Civilian and military liaison personnel are exchanged and meet on an informal basis.
- **Liaison visits** – Formalized visits are planned and carried out on different levels of authority.
- **Interlocutor** – Civilian and military entities co-exist in the same theatre, acknowledge each other's existence and exchange information through established, formal channels.

The type of relationship one establishes with military entities varies depending on the situation and kind of military mission. In one situation it may be desirable to sit in the same room with the military; in another it would be inappropriate from a humanitarian standpoint to have any significant contact. For example, one may co-locate in peacetime where a stable state government exists, but it might be very unsatisfactory where a conflict-situation exists in a country with a failed government.

Issues arising

- Should the liaison arrangements between the humanitarian community and the military be conducted in confidence or in transparency?
- What would the implications be of public knowledge of such liaison arrangements be on the perception of the neutrality and impartiality of humanitarian activities?
- How may transparency of the civil-military liaison arrangements be ensured while maintaining the understanding of a clear distinction between the military and humanitarian actors?
- How may incorrect perceptions and conclusions be prevented regarding the nature and purpose of civil-military liaison arrangements?
- Which circumstances call for formal liaison arrangements? When

is it better to maintain liaison on an ad-hoc basis?

- What is the appropriate size and structure of the civil-military liaison component?
- When, if ever, should the liaison officers of the humanitarian and military communities be co-located in the same facility?

L.3. UNDAC-CMCoord checklist

Activity/Task/Question	Completed YES-NO	Who to contact for advise if the answer is NO
Is a dedicated UN CMCoord officer in our team?		Field Coordination Support Section (FCSS) OCHA Geneva
Do I know which guideline(s) is (are) applicable in the context of the emergency?		CMCS OCHA-Geneva UN CMCoord officer
Do I know enough about the domestic military and international military relationships?		Domestic military relief forces Domestic military security forces International military relief forces
Do I know enough about the domestic civilian and domestic military relationships?		Local Emergency Management Authority (LEMA) UN CMCoord network Domestic military relief forces
Do I know enough about the domestic military and international civilian relationships?		UN Country Team (UNCT) OCHA UN CMCoord officer
Do I know enough about the international military and domestic civilian relationships?		CIVIL Affairs CIMIC Civilian Authorities, LEMA
Do I know enough about the international military and international civilian relationships?		UN CMCoord officer Humanitarian coordination centres UNCT, OCHA

Does an appropriate interface between military and civilian organization exist?		OCHA UNCT
Is there a need to develop country specific guidelines for civil-military coordination?		RC/HC UNCT International military relief forces
Is there a need for a note of the RC/HC on civil-military coordination?		RC/HC UNCT International military relief forces

CMCS may be contacted for general advice on civil-military relationships as they are the custodian of some guiding documents and support training and exercises with significant military involvement. CMCS also conducts UN CMCoord training. These valuable contacts are available through the Virtual OSOCC.

L.4. Role of UN CMCoord officers and scope of activities

Under the direction of the RC/HC, and in consultation with the UNCT, the UN CMCoord officer's role will normally include the following five critical functions. These functions focus on the UN CMCoord officer's responsibilities as a member of the RC/HC's staff. The relative importance of these functions, as well as how they are accomplished, will vary depending on the situation. In addition, the RC/HC may make the services of the UN CMCoord officer available to organizations that lack a CMCoord capacity or prefer indirect liaison.

- 1.** Support the establishment and sustain the dialogue with military forces. This dialogue should be opened as early as possible. In addition to the exchange of critical information, the UN CMCoord officer is expected to be an advocate for the humanitarian community.
- 2.** Assist in the development and dissemination of guidelines for the humanitarian community's interaction with military forces and armed actors. Country or emergency specific guidelines provide a framework for the interaction with military forces and other armed actors. These guidelines must be reviewed and updated as the situation changes.
- 3.** Establish a mechanism for the coordination of the UN humanitarian interaction with military forces and other armed actors. This mechanism should ensure that the necessary information is exchanged and that the relevant actors are kept informed regarding activities and issues.
- 4.** Monitor assistance activities undertaken by the military forces. Relief and reconstruction activities of military forces may have

significant implications for humanitarian activities. UN CMCoord officers should encourage the appropriate focus of these activities, their coordination, and adherence to accepted standards, including the concept of “do no harm.”

5. Assist in the negotiation of issues in critical areas of coordination. On frequent occasions the UN CMCoord officer will be required to negotiate solutions to issues on either the military or civilian side of the CMCoord interface. These issues will normally involve the policy dimensions of areas such as security, transport, communication, medical evacuation, etc.

A Civil-Military Coordination Officer Field Handbook is available at:
<http://ochaonline.un.org/cmcs/cmcoord/handbook>

L.5. Guiding documents on civil-military interaction

UNDAC staff should have a thorough knowledge of internationally developed documents guiding the civil-military work from a humanitarian perspective. The following section gives an explanatory overview of considerations one should take when international and national military forces are part of the relief community based on the guiding documents.

General principles guide the use of military assets for humanitarian operations.

- UN requests for military assets must be made by the RC/HC, not political authorities, and based on humanitarian criteria.
- Decisions to accept military assets must be made by humanitarian organizations, not by political or military authorities, and be based solely on humanitarian criteria.
- Military assets should be requested only where there is no comparable civilian alternative. The military asset must, therefore, be unique in nature or timeliness of deployment and should only be used as an option of last resort.
- A humanitarian operation using military assets must retain its civilian nature and character. While military assets will remain under military control, the operation must remain under the overall authority and direction of the humanitarian organization responsible for that operation, whatever the specific command arrangements for the military asset itself. To the extent possible, the military asset should operate unarmed and be civilian in appearance.
- Humanitarian work should be performed by humanitarian organizations. Insofar as military organizations have a role to play in supporting humanitarian work, it should, to the extent possible, not encompass direct assistance, in order to retain a clear distinction between the normal functions and roles of humanitarian and military

stakeholders.

- Countries providing military personnel to support humanitarian operations should ensure that they respect the code of conduct and principles of the humanitarian organization responsible for that deployment.
- The large-scale involvement of military personnel in the direct delivery of humanitarian assistance should be avoided.
- Any use of military assets should ensure that the humanitarian operation retains its international and multilateral character.
- Any use of MCDA should be, at its onset, clearly limited in time and scale and present an exit strategy element that defines clearly how the function it undertakes could, in the future, be undertaken by civilian personnel.
- Countries providing military personnel to support humanitarian operations should ensure that they respect the UN Codes of Conduct, the humanitarian principles, and international humanitarian law.

Implementing and operational partners and members of international civil society are expected to adhere to these core principles.

The specific context of the emergency will determine which guiding document is applicable; it is never a clear-cut issue and in most situations elements of two or more documents must be applied. The four guiding documents are of non-binding nature. The full text of each document may be found at:

<http://ochaonline.un.org/cmcs/guidelines>

The policy documents are:

- The Use of Military and Civil Defence Assets (MCDA) in Disaster Relief (Explicit for natural disasters only.)
- The Use of Military and Civil Defence Assets in Support of United Nations Humanitarian Activities in Complex Emergencies.
- The Use of Armed Escorts for Humanitarian Convoys.
- Civil-Military Relationships in Complex Emergencies. A manual on Humanitarian Negotiations with Armed Groups complements this set of documents.

L.5.1. The Use of Military and Civil Defence Assets (MCDA) in Disaster Relief (Oslo Guidelines)

The aim of the Oslo Guidelines is to establish the basic framework for formalizing and improving the effectiveness and efficiency of the use of foreign military and civil defence teams and expertise in international disaster relief operations. The Guidelines address the use of MCDA following natural, technological and environmental emergencies, in times of peace. The principles, mechanisms and procedures covering military forces participating in peace operations or the delivery of humanitarian assistance in situations of armed conflict are not

encompassed by this document.

Military and civil defence assets should be seen as a tool complementing existing relief mechanisms in order to provide specific support to specific requirements. This should be done in response to an acknowledged humanitarian gap between disaster needs and the resources available to meet the needs.

- MCDA support must be used in full transparency, neutral and impartiality in the context of the relief efforts.
- MCDA may be mobilized and deployed bilaterally or as part of an OCHA internationally coordinated effort.
- MCDA should be provided at the request of, or with the consent of the Receiving State and, in principle, on the basis of an appeal for international assistance.
- All relief actions remain the overall responsibility of the Receiving State and are complemented by foreign MCDA operating within an international relief effort.
- MCDA assistance should be provided at no cost to the Receiving State, unless otherwise agreed between concerned States or regulated by international agreements.
- MCDA personnel deploying on disaster relief missions will do so unarmed and in national uniforms. The overall responsibility for providing adequate security for MCDA support remains with the Receiving State.
- Costs for national MCDA on disaster relief missions abroad should be covered by funds other than those available for international development or humanitarian activities.

OCHA maintains a Central Register of MCDA (See Chapter K.3.9). This core database enables OCHA to match resources and assets to the needs of specific disasters.

L.5.2. The Use of Military and Civil Defence Assets in Support of United Nations Humanitarian Activities in Complex Emergencies (MCDA Guidelines)

These Guidelines cover the use of United Nations Military and Civil Defence Assets (UN MCDA) - military and civil defence resources requested by the UN humanitarian agencies and deployed under UN control specifically to support humanitarian activities - and military and civil defence resources that might be available.

For the purposes of these Guidelines, humanitarian assistance may be divided into three categories based on the degree of contact with the affected population. These categories are important because they help define which types of humanitarian activities might be appropriate to support with international military resources, provided that ample consultation has been conducted with all

concerned parties to explain the nature and necessity of the assistance.

- **Direct assistance** - is the face-to-face distribution of goods and services.
- **Indirect assistance** - is at least one step removed from the population and involves such activities as transporting relief goods or relief personnel.
- **Infrastructure support** - involves providing general services, such as road repair, airspace management and power generation that facilitate relief, but are not necessarily visible to or solely for the benefit of the affected population.

The mission of a force is the primary factor that determines a military unit's availability and appropriateness for humanitarian tasks, as it impacts on whether or not it will be perceived by others as neutral and impartial.

- **Peacetime missions** - include training and exercises in the region with no hostile intent.
- **UN commanded peacekeeping operations** - include missions under the auspices of Chapter VI or VII of the UN Charter.
- **Other peace operation / peace support missions** - include a range of tasks undertaken by military forces that are not under UN command, including peacekeeping, peace enforcement, peace building and other so-called peace support operations where forces are deployed under operational parameters that dictate a minimum necessary use of force.
- **Combat missions** - are those where the primary purpose of the operation is the defeat of a designated enemy.

The framework of the principles is shown in the following matrix. It helps to decide whether it is appropriate to use MCDA or not.

<i>Role of Military</i> <i>Type of support</i>	Peacetime	Peacekeeping	Peace Enforcement	Combat
Direct assistance	MAYBE	MAYBE	NO	NO
Indirect assistance	YES	MAYBE	MAYBE	NO
Infrastructure support	YES	YES	MAYBE	MAYBE

L.5.3. The Use of Military or Armed Escorts for Humanitarian Convoys

As a general rule, humanitarian convoys should not use armed or military escorts.

Exceptions (criteria)

Exceptions to the general rule will be considered, as a last resort, and only when all of the following criteria have been met:

- **Sovereignty** - The sovereign power or local controlling authority is unwilling, or unable, to provide a secure environment without the use of military or armed escorts.
- **Need** - The level of humanitarian need is such that the lack of humanitarian assistance would lead to unacceptable human suffering, yet assistance cannot be delivered without the use of military or armed escorts.
- **Safety** - Armed or military escorts can be provided in a way which would provide the credible deterrent needed to enhance the safety of humanitarian personnel and the capacity to provide assistance to intended beneficiaries without compromising the security of beneficiaries and other local populations.
- **Sustainability** - The use of an armed or military escort would not compromise the longer-term capacity of the organization to safely and effectively fulfil its mandate.

Exceptions (procedures)

Within the United Nations system, the determination as to whether or not the criteria have been met will normally be made by the Designated Official (DO) for safety and security (see Chapter N). With respect to the sustainability criterion, the DO will consider whether the use of armed or military escorts might make it more difficult to provide aid at a later stage, e.g., if escorts are being provided by an external military force, what will happen when that military force leaves but humanitarian operations have to continue.

There are occasions when the safety or sustainability criteria will not be met, as determined by the DO. In these cases it may be appropriate to suspend operations or to withdraw. On more than one occasion, political authorities have encouraged humanitarian actors to continue operations – under military and armed escort and in the face of unacceptably high risk – as an excuse for not addressing the root causes of a humanitarian crisis.

L.5.4. Civil-Military Relationships in Complex Emergencies (IASC-Reference Paper)

This paper serves as a general reference for humanitarian practitioners, i.e., a tool to which they can refer when formulating operational guidelines that are tailored specifically for civil-military relations in a particular complex emergency. Any situation-specific set of guidelines requires sensitivity to the special

circumstances of the particular operation and hence has to be developed on a case-by-case basis using this document for guidance.

Humanitarian access to vulnerable populations

Humanitarian agencies must maintain their ability to obtain access to all vulnerable populations in all areas of the complex emergency in question and to negotiate such access with all parties to the conflict. Particular care must also be taken to ensure the sustainability of access. Coordination with the military should be considered to the extent that it facilitates, secures and sustains, not hinders, humanitarian access.

Perception of humanitarian action

The delivery of humanitarian assistance to all populations in need must be neutral and impartial – it must come without political or military conditions and humanitarian staff must not take sides in disputes or political positions. This will have a bearing on the credibility and independence of humanitarian efforts in general. Any civil-military coordination must also be mindful not to jeopardize the longstanding local network and trust that humanitarian agencies have created and maintained.

Needs-based assistance free of discrimination

Humanitarian assistance must be provided on the basis of needs of those affected by the particular complex emergency, taking into account the local capacity already in place to meet those needs. The assessment of such needs must be independent and humanitarian assistance must be given without adverse discrimination of any kind, regardless of race, ethnicity, sex/gender, religion, social status, nationality or political affiliation of the recipients. It must be provided in an equitable manner to all populations in need.

Civilian-military distinction in humanitarian action

At all times, a clear distinction must be maintained between combatants and non-combatants, i.e., between those actively engaged in hostilities, and civilians and others who do not or no longer directly participate in the armed conflict (including the sick, wounded, prisoners of war and ex-combatants who are demobilised). International humanitarian law protects non-combatants by providing immunity from attack. Thus, humanitarian workers must never present themselves or their work as part of a military operation, and military personnel must refrain from presenting themselves as civilian humanitarian workers.

Operational independence of humanitarian action

In any civil-military coordination humanitarian actors must retain the lead role in undertaking and directing humanitarian activities. The independence of humanitarian action and decision-making must be preserved both at the operational and policy levels at all times. Humanitarian organizations must not implement tasks on behalf of the military nor represent or implement their policies. Basic requisites such as freedom of movement for humanitarian staff,

freedom to conduct independent assessments, freedom of selection of staff, freedom to identify beneficiaries of assistance based on their needs, or free flow of communications between humanitarian agencies as well as with the media, must not be impeded.

Security of humanitarian personnel

Any perception that humanitarian actors may have become affiliated with the military forces within a specific situation could impact negatively on the security of humanitarian staff and their ability to access vulnerable populations. However, humanitarian actors operating within an emergency situation must identify the most expeditious, effective and secure approach to ensure the delivery of vital assistance to vulnerable target populations. This approach must be balanced against the primary concern for ensuring staff safety, and therein a consideration of any real or perceived affiliation with the military. The decision to seek military-based security for humanitarian workers should be viewed as a last resort option when other staff security mechanisms are unavailable, inadequate or inappropriate.

Do no harm

Considerations on civil-military coordination must be guided by a commitment to “do no harm”. Humanitarian agencies must ensure at the policy and operational levels that any potential civil-military coordination will not contribute to further the conflict, nor harm or endanger the beneficiaries of humanitarian assistance.

Respect for culture and custom

Respect and sensitivities must be maintained for the culture, structures and customs of the communities and countries where humanitarian activities are carried out. Where possible and to the extent feasible, ways shall be found to involve the intended beneficiaries of humanitarian assistance and/or local personnel in the design, management and implementation of assistance, including in civil-military coordination.

Consent of parties to the conflict

The risk of compromising humanitarian operations by cooperating with the military might be reduced if all parties to the conflict recognize, agree or acknowledge in advance that humanitarian activities might necessitate civil-military coordination in certain exceptional circumstances. Negotiating such acceptance entails contacts with all levels in the chain of command.

Information sharing with the military forces may at times become necessary

In particular, information that might affect the security of civilians and/or humanitarian workers should be shared with appropriate entities. Information sharing between humanitarian and appropriate military actors may include:

- **Security information** - information relevant to the security of

civilians and to the security situation in the area of operation.

- **Humanitarian locations** - the coordinates of humanitarian staff and facilities inside military operating theatre.
- **Humanitarian activities** - the humanitarian plans and intentions, including routes and timing of humanitarian convoys and airlifts in order to coordinate planned operations, to avoid accidental strikes on humanitarian operations or to warn of any conflicting activities.
- **Mine-action activities** - information relevant to mine-action activities.
- **Population movements** - information on major movements of civilians.
- **Relief activities of the military** - information on relief efforts undertaken by the military.
- **Post-strike information** - information on strike locations and explosive munitions used during military campaigns to assist the prioritisation and planning of humanitarian relief and mine-action.

Issues arising from information sharing:

- What kind of information should/could be shared, with whom and when?
- How can information that may be important for humanitarian purposes be differentiated from information that is politically, militarily or economically sensitive?
- How do we determine which information might serve purposes other than those which are strictly humanitarian? For example, how do we ensure that information on population movements or aid beneficiaries will not be misused for military purposes?
- Should information that is shared with one military group be shared with all other military and/or political groups as well? How should we ensure that no side is favoured over another while being mindful of sensitivities involved in information?
- When and how should we verify information provided by the military?

L.6. Military customs and courtesies

Military customs and courtesies have a long tradition. They are acts of respect evolving as a result of a need for order and a sense of loyalty and honour that exists among military personnel. They go beyond basic politeness and are an intricate part of the discipline, morale, esprit de corps and mission effectiveness. As a civilian interacting with the military, basic knowledge of some customs and courtesies will be helpful.

- Expect to be escorted where ever you go on a military installation.
- Be on time. Military meetings start on schedule (most of the time). In fact be 10-15 minutes early at the meeting location. Allow

additional time for in processing through the gate.

- When a senior military officer enters the room, i.e., if he/she outranks any other officer already present, the room will be called to attention. You are expected to stand until the officer is seated or says “as you were” or “please be seated”.
- All military personnel are addressed by their rank or title. A military member may introduce him/herself by their given and surname, but in the presence of others they are always addressed by rank and surname.
- When introduced to a senior officer, you may address them by rank and surname, rank only or sir or ma’am, whichever is appropriate.
- The senior officer will be first to leave a room, generally last to enter a room, first to leave a vehicle and last to enter a vehicle.
- When walking with a senior officer, he/she should be on your right. If you are present when the military host’s national anthem is played, stand quietly until the music stops. The same principle applies if the host’s national flag is being carried by or posted.

Characteristics of military culture

Military entities may have certain characteristics. Many of these are designed to increase the collective performance of the military unit or force – possibly at the expense of the individual or other organizations.

- Distinctive identity, i.e., uniform and badges
- A collective pride where the individual is subordinate to the group.
- Enhances collective performance.
- Separation from other groups and civilians.
- Loyalty.
- Strong culture.

L.6.1. Military staff structures

Military organization

A breakdown of a military unit in subunits will usually look like this:

Group	Size	Commander
Section / Squad	8 – 12 men	Corporal / Sergeant
Platoon / Troop	2 – 4 sections	Lieutenant
Company / Squadron	3 – 4 platoons	Captain / Major
Battalion / Regiment	3 – 4 companies	Lieutenant Colonel
Brigade / Regiment	3 – 6 battalions	Colonel / Brigadier
Division	3 – 6 brigades	Major-General
Corps	3 – 4 divisions	Lieutenant-General

There are, however, wide variations in practice. It is also important to note that military forces come in many different “flavours” and it is no point asking an

intelligence unit for a security patrol, a medical unit for supplies or an infantry unit for transport. That said, it is common practice to “battle-group” or task-organize forces, such that there is a mix of capabilities, appropriate to the military task, in many units.

Basics staff organization

Common fields of interest and the abbreviations for the staff sections to which they are assigned are:

- Personnel (G*-1)
- Intelligence (G-2)
- Operations and training (G-3)
- Logistics (G-4)
- Civil-military Cooperation (CIMIC) (G-5)
- Command, control, communications, and computer operations (C4OPS) (G-6).
- Information operations officer (G-7) (corps, divisions, and selected brigades only)
- Resource management (RM)

* The commanding officer’s rank determines whether the staff is a G staff or an S staff. Organizations commanded by generals have G staffs, other organizations have S staffs.

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M.1. Introduction

When an UNDAC team is on a mission it will be working within a relief environment that contains a range of organizations working towards the same goal. These vary from the national and local authorities (described at other places in this handbook) through the United Nations organizations to international and local response organizations. The UNDAC members must be aware of these organizations and be able to work together with them in an effective manner often acting as the catalyst for cooperation in the relief community. In this chapter the most likely organizations with which an UNDAC team will meet and cooperate are given a short description.

M.2. The United Nations system

M.2.1. United Nations Disaster Management Team (UN DMT)

A UN Disaster Management Team (UN DMT) is expected to exist in each disaster-prone country. The UN DMT is convened and chaired by the UN Resident Coordinator/Humanitarian Coordinator (RC/HC), who will usually be the UNDP Resident Representative and will also represent OCHA. The UN DMT will normally be comprised of a core group represented by the country level representatives of:

- Food and Agricultural Organisation (FAO)
- United Nations Development Programme (UNDP)
- United Nations Children's Fund (UNICEF)
- World Food Programme (WFP)

- World Health Organization (WHO)
- United Nations High Commissioner for Refugees (UNHCR), when present in the country.

Apart from this core group, the composition of the UN DMT is determined by taking the disaster type into account. The team may be enlarged by including personnel from relevant agencies when a disaster occurs. The leader of the UNDAC team should automatically become a member of the UN DMT. The RC/HC is responsible for the UNDAC team while it is in-country. The UNDP disaster focal point officer (often a national officer) serves as secretary for the UN DMT but the RC/HC may choose to designate another person. The offices of UNDP also usually provide the venue and the basic administrative support for the meetings as well as the basic support to the operational aspects of the UN DMT.

Purpose of the UN DMT

The primary purpose of the UN DMT is to ensure that a prompt, effective, and coordinated response by the UN system is made at country level in the event of a disaster. The team should ensure a systematic and integrated programme of UN assistance to the receiving government in respect to rehabilitation, reconstruction, and disaster mitigation. The team should coordinate all disaster related activities, technical advice and material assistance provided by UN agencies, as well as taking steps to avoid wasteful duplication or competition for resources by UN agencies. The UN DMT also interfaces with the receiving government national emergency management team, from which a representative may, where practical, be included in the UN DMT. In practice it is vital that the policies of the UN DMT relate to those approved by the government. It must be remembered that during a disaster the RC/HC and the UN DMT reports to the UN Emergency Relief Coordinator (ERC). The UN DMT is also responsible for ensuring adequate preparedness for response. The UN DMT is expected to meet regularly in disaster-prone countries and is also mandated to develop disaster contingency plans.

In some countries, the UN DMT may be expanded to include donor representatives, major non-governmental organizations (NGOs), and the Red Cross/Red Crescent Movement. In such cases it is often known as the Inter-Agency Standing Committee (IASC) Country Team. The UN DMT may also be referred to as the UN Country Team (UNCT).

M.2.2. United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

In compliance with General Assembly Resolution 2816 (XXVI) and 46/182, the ERC was established by the Secretary-General. The Office for the Coordination of Humanitarian Affairs (OCHA) is the office of the ERC who is also the UN Under-Secretary-General (USG) for Humanitarian Affairs. The office is part of

the UN Secretariat and the USG for Humanitarian Affairs/ERC reports directly to the Secretary-General. The goal of the General Assembly is to strengthen the coordination of humanitarian assistance in the UN. The resolution sets out the basic principles for humanitarian assistance to be provided by the organization and recommends specific measures to facilitate a prompt and coordinated response to complex emergencies and natural and man-made disasters. The ERC is mandated by the General Assembly to coordinate and direct all international response to disasters.

OCHA is situated in New York, Geneva and in numerous field offices. The New York office enables OCHA to support the Secretary-General and attend to the political, military and policy related aspects of its work. The Geneva office enables OCHA to be close to the implementing UN agencies and, thereby, strengthen its effectiveness in coordinating field response to natural disasters and complex emergencies. Policy coordination, policy planning, and early warning are dealt with in New York, while Geneva acts as the focal point for emergency operational support and disaster response coordination.

OCHA's response is adjusted according to the type and size of an emergency, e.g., anything from issuing Information Reports (when no appeal has been received from the affected country), through issuing Situation Reports (when an international appeal has been received from the affected country) to full-scale involvement by sending assessment and coordinating teams to the affected area, coordinating relief efforts, launching joint UN appeals, etc.

Resources

In addition to OCHA staff, human, technical and logistic resources are supplied by the Danish and Norwegian Refugee Councils, the Danish Emergency Management Agency, the Swedish Rescue Services Agency, and the CHAD Team of the Department for International Development of United Kingdom through the Field Coordination Support Section (FCSS) in Geneva under the aegis of the International Humanitarian Partnership (IHP).

OCHA administers a Central Emergency Response Fund (CERF) which may be used for providing urgent funds to the RC/HC in emergency situations. It also has available at its disposal an Emergency Cash Grant of up to US \$ 100 000 to provide to an affected country for immediate response to a disaster (see also Chapter K).

M.2.3. United Nations Development Programme (UNDP)

UNDP focuses on the development-related aspects of natural disasters and aims to mainstream disaster risk reduction into national development strategies through the provision of technical assistance and capacity-development in order to strengthen disaster risk management and establish mechanisms to support post-disaster recovery.

UNDP seeks to ensure that disaster risk reduction considerations are factored into national and regional development programmes and that countries use the recovery process following disasters as a window of opportunity to mitigate future risks and vulnerability by:

1. Incorporating long-term risk reduction and preparedness measures in regular development planning and programmes.
2. Strengthening national and regional institutions working on disaster risk reduction and early warning systems.
3. Providing advice on risk reduction and mitigation strategies as part of recovery programmes.
4. Reviewing the damage caused by natural disaster to places already affected by conflict including assessing their combined impact on settlements of refugees or displaced persons.
5. Enabling countries to share information on strategies and best practices for reducing disaster risk and vulnerability through regional and sub-regional knowledge networks.

UNDP, as the custodial of the UN Resident Coordinator (RC) system, provides administrative and operational support to the functioning of the RC, who often combines the roles of UNDP Resident Representative and that of a Resident/ Humanitarian Coordinator.

Resources

Through its Country Offices UNDP provides emergency grants to support launching an immediate response to any emergency conditions created by natural disasters. These resources are intended to support a UN coordinated action by the RC/HC and may include the recruitment of emergency management personnel to assist the government, the UN DMT, the UN Country Team (UNCT) and the UNDP country office, to support and contribute to coordination, needs assessment, reporting and resource mobilisation.

UNDP also helps with assessing needs and subsequent formulation of transitional recovery plans and frameworks, including rapid deployment of recovery experts. A special funding window is dedicated to supporting immediate recovery activities, including the design/testing of new initiatives providing forward links to long term development. This should include efforts to ensure that risk reduction measures are taken as early as possible during the aftermath of the disaster and are included in rehabilitation and reconstruction plans to provide a solid basis for sustainable development.

Organizational arrangements

UNDP works closely with the host government and collaborates with other development partners towards ensuring that all entities concerned with planning development programmes are aware of any known or potential hazards and their likely effects and that these are appropriately taken into account in the country programme. In the event of a disaster the Resident

Representative mobilizes UNDP staff and technical assistance personnel and other resources and acts with the UNCT to meet the needs of the situation, particularly in preparing for early recovery.

UNDP shall consider in all disaster-prone country field offices, the need to designate a senior national officer as a “disaster focal point” for all disaster-related matters including mitigation, response and to enhance in-country UN/UNDP preparedness.

M.2.4. United Nations High Commissioner for Refugees (UNHCR)

The majority of UNHCR’s programmes begin as a result of a specific type of emergency, i.e., a sudden influx of refugees. The aim of UNHCR’s emergency response is to provide protection to persons of concern to the organization and ensure that the necessary assistance reaches them in time. With regard to material assistance, UNHCR’s goal is the survival of refugees through ensuring adequate basic and supplementary food supplies, health care, shelter, water and sanitary facilities, clothing, and essential community services. Much of UNHCR’s material assistance is channelled through its implementing partners, i.e., the government of the asylum country and NGOs.

Definitions and fundamental principles relating to UNHCR assistance to refugees

Under the Statute of UNHCR, adopted as an annex to the General Assembly resolution 428 of December 1951, a refugee is:

“Any person who, owing to well-founded fear of being persecuted for reasons of race, religion, nationality, or political opinion, is outside the country of his nationality and is unable or, owing to such fear or for reasons other than personal convenience, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence, is unable work, owing to such fear or for reasons other than personal convenience, is unwilling to return to it.”

Resources

UNHCR has an Operational Reserve from which financial assistance may be provided to refugees and displaced persons in emergency situations for which there is no provision in existing annual programmes. The High Commissioner may allocate from the Reserve for emergencies, provided that the amount made available for any one single emergency shall not exceed \$10 000 000 in any one year.

In the UNHCR Emergency Preparedness and Response Section (EPRS) there are 5 Emergency Preparedness and Response Officers (EPRO) who are on standby to lead emergency response teams. They may be supported or complemented by a wide variety of other human resources namely:

- 1 Emergency Administrative Officer and 2 Emergency Adminis-

trative Assistants on standby for setting up offices in emergency situations.

- 30 members of an Emergency Roster, who are staff with various levels of skill and experience and who are occupying posts throughout the world but who are expected to be immediately released for emergency deployment. The composition of this roster is changed periodically to ensure a high level of staff preparedness and availability.
- An arrangement with the Danish Refugee Council (DRC), the Norwegian Refugee Council (NRC) and the United Nations Volunteers (UNV) to provide various categories of staff at short notice for emergency deployment. There are some 500 persons on this standby roster.
- A roster of external consultant technicians in various sectors such as health, water, sanitation, logistics and refugee shelter.
- An arrangement with selected NGOs for rapid deployment to implement assistance activities in different sectors such as health, sanitation, logistics and social services.

All these staff may be supported under an arrangement with the Swedish Rescue Services Agency (SRSA) which can set up a base camp and office, in extreme conditions, with 48 hours notice. Additional stockpiles of vehicles, telecommunications equipment, computers, personal field kits, and pre-packaged office kits are maintained for staff support.

UNHCR maintains a centrally controlled stockpile of prefabricated warehouses, blankets, kitchen sets, water storage and purification equipment and plastic sheeting. These are stored in regional warehouses or are on call with established suppliers who guarantee rapid delivery. UNHCR also has arrangements with external stockpiles outside the UN system such as with the Swedish Rescue Board and is negotiating similar arrangements with NGOs which maintain their own stockpiles.

UNHCR representatives may commit a limited amount of resources, including financial, material and technical, to a refugee emergency when there is already an existing operation in that country.

Procedures for country level staff in relation to post-disaster assessments and reporting

UNHCR field staff are responsible for carrying out emergency needs/resources assessments, frequently with the assistance of EPRS staff and technical experts from headquarters. General guidelines for assessment surveys are available in the UNHCR Handbook for Emergencies. Reporting to Headquarters takes place through situation reports, a format for which is also available in the UNHCR Handbook for Emergencies. Plans for carrying out such assessments and situation reports should be detailed in each Branch Office's Refugee Emergency Contingency Plan.

Until the refugee status of individuals or groups presenting themselves as refugees has been determined - by State Party or the 1951 Convention and/or the 1967 Protocol - they are considered asylum-seekers and are entitled to the protection of the UNHCR. The UNHCR has the responsibility to extend protection to such persons whether or not the government of the country in which they are seeking asylum has made any formal request for the intervention of the Office. The High Commissioner has the right to take initiatives to extend protection. Material assistance is however, only given in response to an official request.

Resolutions adopted by the General Assembly and the Economic and Social Council (ECOSOC) have, in some cases, called upon the High Commissioner to concern her/himself with displaced persons, often within the framework to United Nations humanitarian endeavours for which the office may have particular expertise. The High Commissioner may participate in such endeavours with other United Nations agencies, as required, at the invitation of the Secretary-General of the General Assembly.

M.2.5. United Nations Children's Fund (UNICEF)

Brief facts about UNICEF and emergencies

- Approximately 40% of the organization's budget goes toward emergency activities.
- UNICEF maintains 126 country offices, and works in 150 nations and territories around the world.
- UNICEF has numerous full-time emergency staff members, based in regional offices, headquarters and a number of key country offices, as well as part-time emergency focal points in every division.
- UNICEF has an organization-wide responsibility to ensure effective response to emergency situations in terms of supplies, staff and other resources.

Goals and objectives

UNICEF's goal in emergency situations is broadly defined as follows: "In emergency situations that pose a violent, extreme and often sudden threat to the survival, protection and development rights of children and women and to the integrity and stability of the family, UNICEF advocates for the special protection and care of affected children and women and extends assistance to them impartially, without discrimination and on the basis of need."

The basis objectives are to:

- Prevent exposure of children to risk by addressing root causes of conflict;
- Ensure the survival of the most vulnerable children and women- including those displaced within their own countries- and protect them against malnutrition and disease during dangerous and chaotic early days of acute emergencies, through access to essential life-

saving and life-sustaining services;

- Assure protection against intended violence, exploitation, abuse, rape, and recruitment into armed forces;
- Support the rehabilitation and recovery of people and communities through development actions to restore psycho social health, maternal and child health care, schools, water supply, and sanitation systems.
- Promote long-lasting solutions by creating and strengthening self-help capacities at family community levels and by supporting women's participation in the development and management of such solutions.

Overall strategies

- **Family Focus** - UNICEF's actions in emergencies recognize the primary responsibility of parents and families for ensuring children's rights and well being. Its overall aim is to reinforce the capacity of families to provide appropriate care to children and to reunite separated families by supporting national and local governmental and non-governmental delivery systems and institutions upon which families depend. Where these are weak or non-existent, UNICEF also works directly through international non-governmental organizations.
- **Development Orientation** - The foundation of UNICEF action lies in its long-term country programme approach and its development orientation. Recognizing the central importance of building capacity and self-reliance for effective and sustainable assistance and to reduce the vulnerability of children to future emergencies, UNICEF aims to enhance rather than supplant locally available resources and mechanisms. The maximum involvement of individuals, communities and local and national institutions is stressed at all levels of UNICEF emergency action.
- **Integrated Approach** - UNICEF adopts an integrated approach in addressing the needs and rights of women and children in emergencies. This approach recognizes the complex range of factors and the interrelationship between physical and emotional security, social and cognitive development, and health and nutritional status. This integrated approach provides a broad perspective in addressing and assessing the specific needs of children and women in an emergency situation.
- **Funding emergency action** - UNICEF's emergency programmes are an extension of regular UNICEF programme activities in response to an emergency and any additional activities outside the framework of regular country programme. Emergency activities are funded primarily from supplementary funds for which purpose a specific emergency programme plan of action is developed. The emergency

programme plan of action may be planned, launched and implemented under the authority of the Executive Director, without prior approval by the Executive Board. In the case of a major or complex emergency, the coordination of programming with other agencies is formalized through the preparation of a combined humanitarian action plan (CHAP) and a consolidated inter-agency appeal (CAP).

In order to enable an immediate but limited response to an emergency situation, UNICEF Representative can divert from country programme resources to emergency activities up to US \$150,000 or 200,000, depending on the size of the country office budget. When the emergency situation significantly weakens the relevance of the established country programme, the UNICEF Representative may re-programme additional resources with government concurrence, headquarters authorization and, when necessary, donor approval.

UNICEF's Emergency Programme Fund (EPF) comprises of a two-year allocation of US \$ 25 million out of which a release can be made to provide necessary cash-flow for initial response to an emergency.

Institutional arrangements and responsibilities within UNICEF

The UNICEF Representative has the responsibility to plan and manage UNICEF's response at the country level. The Office of Emergency Programmes (EMOPS), which has staff both in New York and in Geneva, has the overall responsibility for coordinating UNICEF's emergency related activities in close collaboration with UNICEF Programme Division, managing the Emergency Programme Fund, and ensuring close inter-agency coordination with international humanitarian organizations.

As part of the overall response capacity in emergencies, UNICEF may call on experienced staff with skills and competencies from UNICEF offices world wide to provide support to a country office affected by an emergency situation. These staff are well-trained UNICEF personnel, experienced in the areas of emergency programme design and management, operations, supply, information, communications and security in emergency situations. EMOPS has, in addition, an Emergency Response Team based in New York, consisting of five high-level cadres with different sets of emergency expertise and which is available for short-term deployment to support emergency-affected countries around the world.

UNICEF Supply Division in Copenhagen is the designated focal point to ensure rapid response in emergency situations for provision of supplies. The Supply Division maintains three regional hubs in Dubai, Johannesburg and Panama equipped with a renewable stock of the most commonly required emergency supplies for a standard number of affected populations (100,000, 100,000, and 20,000 persons, respectively). The reimbursable procurement facilities of the UNICEF Supply Division are available also to other organizations and agencies.

M.2.6. World Food Programme (WFP)

In the event of an emergency WFP may, depending on the needs:

- Provide advice and assistance to the government, other concerned agencies and local authorities in assessing possible requirements for emergency food aid, and in planning and managing appropriate food aid interventions.
- Provide food aid to meet emergency food needs, subject to the availability of resources and the assessed need for international food aid.
- Help to mobilize and ensure co-ordination in the planning and delivery of food assistance from all sources and any necessary logistics support and other complementary inputs.

Through the computerized International Food Aid Information System (INTERFAIS), WFP monitors food aid flows, including emergency food aid, and makes detailed data available to the international community concerning requirements, donors' allocations, delivery schedules, etc. as an aid to planning and co-ordination. Information is also included on port conditions and overland transport possibilities.

Although WFP provides substantial quantities of food and is the source for almost all multilateral food aid, it is neither responsible for, nor able to meet, all emergency food needs. The majority of international food aid is provided bilaterally. WFP's role is in ensuring the co-ordination and orderly scheduling of food aid shipments from all sources; seeking ways to expedite deliveries; mobilizing and providing logistic support; and advocating appropriate policies and procedures for the use of food aid, can be at least as important as that of food aid supplier. WFP also assists donors, upon request, to procure, transport and/or monitor the distribution of certain bilateral food aid consignments.

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New working arrangements between WFP and UNHCR were agreed in 1991. In refugee situations WFP collaborates with and assists UNHCR and the government in assessing any food aid needs and mobilizing/providing a specific range of commodities and the resources to deliver and distribute them. WFP is responsible for mobilizing basic food commodities (cereals, pulses, beans or other protein-rich food, edible oil or fat, salt) plus sugar and blended foods, together with the cash resources for 100% external transport and in-country transport, storage and handling (ITSH) and associated costs related to those commodities. UNHCR is responsible for mobilizing any other required commodities and related cash resources.

Provision of food aid commodities

Commodities may be provided from the emergency resources available to WFP (see below) subject to specific criteria and a request being presented by the government. When approved, commodities are provided as a grant delivered to

the ports of entry, i.e., in the case of developing countries delivery is sometimes arranged to defined extended delivery points within the country. Lead times for the delivery of donated food aid commodities are, however, long - typically 3-5 months, sometimes even longer. The ability to deliver commodities rapidly to meet initial relief needs is usually dependent on the availability of suitable stocks in country which may be borrowed, or purchased. The vast majority of food requirements following sudden disasters are met by borrowing.

The types and quantities of commodities which WFP might supply in any situation depend on the assessed needs and the commodities and cash resources available to WFP at the time. However, WFP seeks to ensure provision of the necessary basic commodities required to provide a balanced nutritionally adequate ration, at calorie levels which have been agreed to be sufficient. WFP allocations for general feeding/food distribution operations in emergencies typically include a suitable cereal, an edible oil or fat, and a protein-rich food such as pulses. Where necessary, WFP may also provide some commodities for supplementary feeding programmes.

In addition to supplying certain quantities from the resources available to it, WFP may help to mobilize and ensure coordination of the delivery of international emergency food aid from all sources, and non-food inputs which are essential for the proper implementation of the planned food assistance programmes (especially logistic equipment) and for the utilization of the food by beneficiaries, e.g., grinders, utensils, and/or cooking fuel.

Assistance to in-country logistics

WFP co-operates in the detailed assessment of logistic systems and capacities and, where necessary in a major emergency in a poor country, may provide technical and material assistance, and assistance for the training of warehouse and other personnel. It may, where needed, help/intervene with the governments of transit countries to facilitate and expedite the passage of relief goods to emergency-affected landlocked countries.

In a major food emergency, WFP may, on an exceptional basis:

- Provide certain material logistic support for ITSH operations, e.g. transport units, storage and handling equipment and expertise, where absolutely essential for the implementation of the planned food aid programmes.
- Help - either directly or through contacts with other competent organizations - to set up and manage major transport and logistics units, especially to arrange transport of food aid commodities from ports to regional depots.

This is largely dependent on appropriate cash or in-kind contributions being made available for the particular purpose by donors.

Resources

WFP administers the International Emergency Food Reserve (IEFR) which, in principle, comprises the equivalent of at least 500,000 tonnes of cereals annually but is often exceeded and manages a separate set of resources pledged by donors for assistance to protracted refugee and displaced persons operations. In addition, annual allocations are set aside from WFP's general resources: US\$15 000 000 for "emergency" assistance plus US\$30 million for protracted assistance.

A cash account, known as Immediate Response Account (IRA), was established in 1992 as an integral part of the IEFR for the purchase and delivery of food to enable the fastest possible response to new emergency situations prior to the arrival of foodstuffs through customary channels. The purchases are made locally, where feasible, but otherwise regionally or internationally, as determined most cost-effective and compatible with timely arrival. A cash fund of US\$ 30 000 000, unencumbered by restrictions, is contributed voluntarily by the donors over and above commodity pledges to IEFR and related transport and other costs.

The resources consist mainly of food commodities pledged by donor governments. Cash resources are limited and are reserved for local purchases to meet immediate needs in the aftermath of sudden disasters, and for transport costs. In cases of extreme need, the Executive Director may authorize the release of some cash from WFP's general resources as seed money to finance essential logistics assistance in anticipation of receipt of special-purpose contributions from donors.

Authority at country level

M The WFP Director of Operations may agree with the government on the acceleration/adaptation of ongoing WFP-assisted development projects to meet emergency needs, subject to certain criteria (notably that there is no increase in the WFP commitment). He/she may also purchase up to US\$50,000 worth of commodities locally to meet immediate needs where these are urgent and cannot be met in any other way. Other forms of assistance, including the borrowing and exchanging of commodities, require advance approval of WFP headquarters.

M.2.7. World Health Organization (WHO)

The World Health Organization (WHO) believes that the principal objective of humanitarian work is to reduce avoidable loss of life, disease and disability. In any crisis, WHO, as the UN Specialised Technical Agency for health matters, has the following responsibilities:

- Ensuring that:
 - Health needs are properly assessed and monitored, and are reflected

in requests for international assistance, e.g., in UN Appeals.

- Health partners convene around an integrated humanitarian strategy.
- Humanitarian Assistance applies the best health practices, reflects the Country's health priorities, and respects its capacities.
 - Providing services to the partners:
 - Informing on the Country's epidemiological profile, e.g., risk of epidemics, pre-emergency health coverage; identifying priority threats and factors of risk, and ensuring that they are monitored.
 - Supporting health coordination between national and international partners, and providing health inputs into general humanitarian coordination.
 - Identifying critical gaps in the public health aspects of response that need rapid filling, either by the combined effort of all stakeholders or by WHO itself, as provider of last resort.
 - Mobilising national and international expertise and/or supplies to meet specific health threats.
 - Ensuring that national health partners are fully integrated in the delivery of humanitarian assistance.

These responsibilities apply in any type of crises - sudden or protracted, natural, man-made and technological disasters as well as epidemics. In some cases, e.g., epidemics, WHO is the Lead Agency of emergency operations. Also, in crises where the Lead role is with another agency, WHO retains a responsibility for international health coordination.

Disaster preparation and prevention

WHO is also concerned that national health systems (including buildings, etc.) are able to withstand the impact of natural and man-made threats. Thus, WHO promotes disaster-risk awareness, planning for preparedness and prevention, and national and international capacity building for emergency management. In this regard, WHO organizes international, regional and country training on emergency health management and collaborates with institutions engaged in the public health aspect of disasters. Subject to advance availability of funds, WHO may procure services or supplies on behalf of governments, UN agencies or NGOs in official relations with WHO. Long-term presence in most countries gives WHO a comparative advantage in understanding the context where crises take place and their real impact on the people's health, and in facilitating dialogue with the national health authorities. Likewise, WHO's long-term view of the country's health priorities facilitates synergies between immediate relief, rehabilitation and sustainable recovery.

WHO gathers analyses and disseminates health information on populations and countries at-risk and affected by crisis, for advance planning of humanitarian operations. The WHO website, www.who.int/hac carries disaster-related information and advice and is regularly updated.

Possible WHO inputs

- Teams for rapid health assessment, epidemiological surveillance and public health coordination.
- Emergency Field Operations Handbook specifically written with health workers in mind.
- Emergency medical supplies to combat serious and immediate threats to public health.
- Different sets of guidelines for best medical and public health practices in emergencies.
- Specialised staff and consultants to assist in various aspects of emergency health management: for prevention, preparedness, relief, rehabilitation and recovery.
- Guidelines for drug donations and purchases by sister agencies or other organizations.
- A specific software program (SUMA) for the coordination of health relief supplies.

Resources

WHO has offices in 149 countries, staffed with international and national personnel. Each country office is mandated to take immediate action in a crisis by a) assessing and monitoring the health situation, b) convening and supporting coordination for health action, c) identifying and filling public health critical gaps, and d) strengthening and repairing local and national health systems and building capacities. Should the needs initiated by the crisis exceed in-country capacities, the Head of the office is instructed to request emergency assistance from WHO Regional Office and/or HQ in Geneva.

WHO Headquarters and Regional Offices may give assistance through regular programme mechanisms and from limited special disaster accounts. WHO HQ has a fund from which allocations may be approved in anticipation of subsequent receipt of donor contributions.

WHO may directly approach potential donors but does not normally launch emergency appeals. It usually co-ordinates assessment in the health sector and proposes elements for inclusion in any UN/OCHA appeal which, subject to the necessary funds being contributed, WHO then implements.

M.3. The Red Cross and Red Crescent Movement

The Red Cross and Red Crescent Movement is a partner in relief work that will be prevalent in all aspects of relief work and is, therefore, an integral part of the environment within which an UNDAC team will work. The Red Cross and Red Crescent Movement is composed of three elements:

- The National Red Cross/Crescent Societies.
- The International Federation of the Red Cross and Red Crescent Societies (IFRC).

- The International Committee of the Red Cross (ICRC).

The National Society

The national Red Cross and Red Crescent societies embody the work and principles of the international Red Cross and Red Crescent movement. There is only one National Society in a country - either a Red Cross or a Red Crescent. National Societies act as auxiliaries to the public authorities of their own countries in the humanitarian field and provide a range of services including disaster relief, health and social programmes.

During wartime, National Societies assist the affected civilian population and support the army medical services where appropriate.

The unique network of national societies - which cover almost every country in the world - is the Movement's principal strength. Cooperation between National Societies gives the Movement greater potential to develop capacities and assist those most in need. At a local level, the network, which especially rests on the many trained volunteers in local communities, enables the Movement to reach individual communities.

National Society programmes and services are tailored to each country's needs and address both immediate and long-term needs and include:

- Community-based health.
- First aid training and activities.
- Control and prevention of diseases.
- HIV/AIDS prevention.
- Water and sanitation.
- Emergency shelter, non-food items, food, and medicine.
- Disaster preparedness.
- Blood donor recruitment, collection and supply.
- Restoring Family Links (RFL) contact for victims of disaster and conflict.
- Youth activities.

Together, the National Societies have about 100 million volunteers and 300,000 employees, who provide assistance to some 233 million beneficiaries each year.

The International Federation of the Red Cross and Red Crescent Societies (IFRC)

The International Federation of Red Cross and Red Crescent Societies is the world's largest humanitarian organization, providing assistance without discrimination as to nationality, race, religious belief, class or political opinions. Founded in 1919, IFRC membership comprises 183 national Red Cross and Red Crescent societies, a Secretariat in Geneva and more than 60 delegations strategically located to support activities around the world. The Red Crescent is used in many Islamic countries while the Red Cross is generally used by all other national societies. In 2005 another emblem, the Red Crystal, was adopted with

the same status as the other emblems recognised by the Geneva Conventions. The Red Crystal will be used by national societies that do not wish to use the Red Cross or the Red Crescent, and will also be used in times of emergency when either of the other emblems could be inappropriate because of divisions within a country or region.

The Federation's mission is to improve the situation of the most vulnerable people - those who are at greatest risk from situations that threaten their survival or their capacity to live with an acceptable level of social and economic security and human dignity.

The Federation coordinates and directs international assistance to victims of natural and technological disasters, to refugees, and in health emergencies. It combines its relief activities with development work to strengthen the capacities of National Societies, and through them, individual people.

The uniqueness of the network and cooperation of National Societies gives the Federation greater potential to develop capacities and assist those most in need as well as enabling communities to take part in the design, implementation and monitoring of programmes.

IFRC Disaster Response Tools

In a fast moving multifaceted, complex and increasingly demanding disaster environment the Federation has for many years sought to strengthen and utilize a strong disaster management competency to respond appropriately in a quick and effective way to disasters.

To this effect, the Federation has a range of international disaster response tools at its disposal. These tools are deployed to disasters for the support of the affected National Society and its response. Among these are:

M *Emergency Appeal*

An appeal that may be posted within hours of a disaster and which will usually be updated as more information is available and more detailed plans of action are created. The aim is to raise funds to enable the response to disasters.

Disaster Relief Emergency Fund (DREF)

The DREF is a fund used to make the necessary financial resources available for starting up operations. It is used in major operations (until funding is made available through the Emergency Appeal) as well as in minor emergencies where no Emergency Appeal is envisaged.

Disaster Management Information System (DMIS)

DMIS is a Red Cross/Red Crescent extranet for disaster management and information sharing. Among other things, it covers monitoring and mapping of potential disasters, posting of emergency response reports directly from the field, baseline data on different countries, information and guidelines, and a toolbox

with formats, updated contact lists, statistics, etc.

Field Assessment and Coordination Team (FACT)

The FACT may be deployed rapidly for up to 6 weeks to support the National Society of an affected country in its response to disasters. The team consists of trained and experienced staff from the National Societies and the Federation Secretariat (Geneva and the field). In the team there are a variety of experiences and expertise, e.g., emergency management and coordination, relief, logistics, health, nutrition, public health and epidemiology, water and sanitation, finance, administration, psychological support, restoring family links as well as many language capabilities. The main tasks are coordination of the International Federation operation, assessment (and especially assessment consolidation, analysis, and sharing) and creation of a plan for the operation, including establishing and starting the implementation of the sectoral programmes. The FACT is also tasked to cooperate and coordinate with non-Red Cross and Red Crescent Movement actors (including the UN and especially the UNDAC team) whenever possible and in line with the mandate and the Fundamental Principles of the Movement.

The FACT team works with counterparts from the local National Society, the Regional Disaster Response Teams (RDRT), members of the Federation regional and country delegations, the Participating National Societies helping the local National Society as well as the ICRC. During the end of the mission, the FACT member's roles are taken over by the host National Society, the delegation, and the delegates who have been recruited for the operation.

Regional Disaster Response Team (RDRT)

RDRTs are a cost-effective regional disaster response support system that is entirely staffed by members of National Red Cross and Red Crescent Societies. The system is designed to activate trained Red Cross and Red Crescent staff and volunteers in responding to disasters occurring in their own regions. The RDRTs are involved in assessments together with the National Society of the affected country and, in addition to covering the core relief functions of food, water, health and shelter, RDRTs can also support interventions in food security, nutrition, construction, media and other specialized areas. When both FACT and RDRT are operating in the same operation the teams are merged into one FACT/RDRT and complement each others responsibilities.

Emergency Response Units (ERU)

The ERUs are rapid disaster response tools that consist of standardised and pre-packed modules of equipment as well as pre-trained staff. The ERUs must be self-sufficient for one month and may be deployed for up to 4 months. They are sponsored by National Societies who also provide the equipment, store it and maintain it as well providing the necessary staff and ensure their readiness and competency through training.

The ERUs provide crucial services to affected people in a disaster and bridge a gap in services when local facilities have been overwhelmed by needs or have been destroyed. Minimum standards regarding equipment and training ensure a dependable and predictable level of quality and compatibility of the units and their delivery.

The ERUs consist of:

- **Logistics** - facilitate the reception of relief items as well as other ERUs.
- **IT/Telecommunication** - facilitate the communications between the various Red Cross and Red Crescent partners.
- **Water treatment and supply line** - treatment and storage of potable water to Sphere and WHO standards supplying up to 600,000 litres / day for 40,000 beneficiaries.
- **Water distribution and trucking** - storage and distribution system for drinking water to remote areas, providing up to 75,000 litres/day.
- **Mass sanitation** - basic sanitation and environmental health interventions (hygiene promotion) for up to 40,000 beneficiaries, latrine construction, solid waste disposal, and burial of dead bodies.
- **Specialized water** - provides safe drinking water and basic sanitation for health facilities and up to 15,000 beneficiaries. Treats and provides 120,000 litres/day.
- **Basic health care** - provides immediate basic essential curative, preventive and community health care for up to 30,000 beneficiaries.
- **Referral hospital** - district-level hospital providing surgical and medical care for a population area of up to 250,000 beneficiaries.
- **Relief** - identify relief needs, selects target beneficiaries and registers these, carries out rapid relief distribution, tracks distributions and reports, and monitors and evaluates.

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The International Committee of the Red Cross (ICRC)

The ICRC is the founder body of the Red Cross movement and the promoter of the Geneva Conventions and their additional Protocols, both parts concerning the treatment of wounded and sick military personnel, prisoners of war, and civilian populations in internal and international conflicts. It is an independent and private institution, and is neutral and politically, ideologically, and religiously impartial.

The Committee itself is composed of a maximum of 25 members all of whom are, by statute, Swiss citizens.

The organization, which has its headquarters in Geneva, acts in cases of conflict - internal or international - to:

- Ensure that the Geneva Conventions are observed by parties to the conflict.

- Assure/provide protection, medical care and material relief assistance to victims of the conflict.
- Organize tracing services to identify and re-establish communications between family members who have become separated, as well as tracing and visiting prisoners, e.g., prisoners of war or “security detainees”.

The ICRC cooperates with the National Societies but exercises its particular functions and usually mounts its own operations separately. It establishes its own offices (delegations and sub-delegations) and assigns its own personnel (who will be Swiss ICRC delegates or delegates from other national Societies - there will always be Swiss ICRC delegates in any delegation and usually in the core functions). Medical teams from other national Societies may be assigned in the field under the auspices and directions of the ICRC. The ICRC raises funds by international appeals.

M.4. Non-Governmental Organizations (NGOs)

In the context of this handbook, a non-governmental organization (NGO) is an organization that works - in any capacity - in relief assistance. NGOs may be divided into two main categories, namely the international NGOs, i.e., those working in the international field, even though they may not be an international organization in the strictest sense of the term, and local NGOs, i.e., those working within their own country.

NGOs are, in principle, autonomous and are relatively independent of governments and are financed by private individuals or groups as well as governments. NGOs have started receiving more and more funding from governments (usually their own governments) or inter-governmental organizations (IGOs), e.g., the European Union.

The NGO community is increasingly important in the humanitarian world. The period from around 1980 till the beginning of the nineties has rightly been called the decade of the NGOs. In the years after World War II, the amount of international NGOs began to soar (from 832 in 1951 to 9398 in 1981). These NGOs include all aspects of relief work. In the eighties the number of international NGOs has nearly doubled to 16208 in 1990. Of these about 500 are involved directly with humanitarian work.

NGOs work in all areas of the humanitarian field and provide the greatest international capacity to implement relief on the ground. Therefore, it is important to inter-relate with them as there is valuable information and help to be found (and given). It is usually the case that one or more NGOs have operations in the area of the emergency before, during and after the impact and will, therefore, have unique information and experience with the affected communities. NGOs also tend to specialise in one or two fields, or to target their

efforts towards one vulnerable population group. They usually offer skilled staff, rapid deployment capacity (if they are not already in the area), operational flexibility, and resources that might not otherwise be available in an emergency. The number of local NGOs has also accelerated in the past years. These can be an essential partner in disaster response because they are known locally and they themselves know the area, the culture, the population, etc. In many cases they work together with international NGOs, the UN and others. They are assets that must be utilised.

Corporate sector

In both natural disasters and complex emergencies there has been an increased influx of response from the international corporate business community, either on their own initiative or as hired contractors. These actors represent a challenge for the coordination of disaster response as they are not integrated in any overall coordination process through established channels. Efforts are being made at a global level to establish networks and standards for disaster response from the corporate sector.

M.5. The USAID Disaster Assistance Response Team (DART)

The U.S. Agency for International Development's (USAID) Office of Foreign Disaster Assistance (OFDA) may deploy a Disaster Assistance Response Team (DART) as a method of providing rapid response assistance for large-scale, urgent disasters, and/or when an extended response is necessary. A DART consists of specialists trained in a variety of disaster relief skills and assists the USAID Mission or U.S. Embassy with management of the U.S. Government (USG) response to the disaster.

A DART provides an operational USAID presence capable of carrying out sustained response activities that may include the following:

- Providing technical assistance to the U.S. Ambassador in formulating and executing an appropriate USG response to the disaster.
- Developing and implementing USAID's response strategy.
- Continuing to assess and report on the disaster situation and recommend follow-up actions, including suggested funding levels.
- Coordinating the movement and consignment of relief commodities.
- Analyzing existing capacity of the infrastructure and relief agencies to ensure an appropriate, efficient response.
- Reviewing and recommending approval for (or approving, when delegated the authority) relief program proposals.
- Assisting in the coordination of the USG's relief efforts with the affected country, other donors and relief agencies and, when present, other USG entities, including the U.S. military.
- Monitoring and evaluating OFDA-funded relief activities.

DARTs coordinate their activities with the affected country, private voluntary organizations (PVOs), NGOs, international organizations (IOs), UN relief agencies, and other assisting countries. When U.S. military assets are involved with the disaster response, the DART will work closely with military officials to ensure a coordinated USG response.

M.6. The European Union (EU)

The European Union (EU), with their 25 Member States and the Commission, is a major humanitarian aid donor at a global level. The Humanitarian Aid department (ECHO) is the service of the European Commission responsible for this activity. Since 1992, ECHO has funded humanitarian aid in more than 85 countries. Its grants cover emergency aid, food aid and aid to refugees and displaced persons worth a total of more than EU € 500 000 000 per year.

The EU's mandate to ECHO is to provide emergency assistance and relief to the victims of natural disasters or armed conflict outside the European Union. ECHO's task is to ensure goods and services get to crisis zones fast. Goods may include essential supplies, specific foodstuffs, medical equipment, medicines and fuel. Services may include medical teams, water purification teams and logistical support.

ECHO has many field offices world-wide with personnel that can rapidly deploy to a disaster area to assess the need for ECHO supported projects. ECHO does not deliver humanitarian aid directly but goods and services reach disaster areas through implementing partners.

The Community Civil Protection Mechanism

The Community Civil Protection Mechanism was established in 2001 to facilitate the mobilisation of support and assistance from member states in the event of major emergencies within the union. The heart of the Mechanism is the Commission's Monitoring and Information Centre (MIC). The MIC receives alerts and requests for assistance directly from a disaster-stricken country. On receipt of a request for aid, the MIC immediately informs the national civil protection authorities. It will often appoint coordination and assessment experts that travel to the scene to identify the civil protection needs and help ensure the efficient delivery and distribution of assistance.

For disasters outside the Union, the MIC usually sends an EU assessment and coordination team. This team is made up of two or three people from member states who have expertise in dealing with emergencies. Its role is to ensure a smooth exchange of information between all European teams, an optimal sharing of the work between the different teams present on site as well as appropriate cooperation with the UN and other partners present on the ground.

When the UNDAC team has established an On-Site Operations Coordination Centre (OSOCC), the EU MIC will coordinate its activities as a part of the OSOCC.

M.7. The International Humanitarian Partnership (IHP)

For information regarding the International Humanitarian Partnership (IHP) and the Asia-Pacific Humanitarian Partnership (APHP), see section D.7. of Chapter D – Mobilization and Mission.

N. SAFETY AND SECURITY

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N.1. Introduction

This chapter will concentrate on safety and security in “hostile” environments, i.e., in areas where there are possibilities of armed conflicts, acts of terrorism, etc. These situations may at first seem connected only with complex emergencies, but a number of natural disaster-prone countries also have these characteristics. Even though the following concerns safety and security in connection with violence, safety threats caused by natural disasters, or by post-disaster situations, must not be forgotten. These threats could be, for example, the danger of further landslides after floods or heavy rains, after-shocks in connection with earthquakes, un-safe housing after various disasters, leaking gas pipes and exposed electric cables after earthquakes, floods, etc. These threats - and others - must be taken into account when working in a disaster area.

To allow the establishment of safety and security precautions against violence it is first necessary to identify the threats to safety and security. These threats - apart from those posed by natural-disaster environments - would be typically from banditry, unrest or civil strife/armed conflict and mines. The threats themselves may be anything from simple theft, through kidnapping or being caught in cross-fire, to actually being targeted. It all depends on the security situation at your location.

It must be made clear from the very beginning that complete safety and security are unobtainable. Good safety and security, though, are not. Usually, there would have to be a balance between security requirements, available resources and the task at hand, i.e., security must not become “a prison” preventing completion of the task.

Of course, not every mission entails safety and security threats; far from it. This chapter therefore addresses those missions that pose a safety or security risk to

the team. The following suggestions on safety and security are ideal measures to be taken. In some situations some measures may be impossible to implement, while some other situations do not warrant the use of all the measures. It all depends on conditions, and you must decide (or co-decide) on the level of security. In general, the precautions that may be taken to alleviate risks are three-fold: the first are those to be taken as a team; the second are those to be taken by the individual; and the third are those to be taken when protecting your essential resources, e.g., equipment, vehicles and fuel. The UNDAC Team Leader is responsible for the safety of his/her UNDAC team.

Completion of Basic Safety and Security in the Field CD-ROM course is mandatory for all UNDAC members.

N.2. United Nations security

Since the UNDAC team works under the aegis of the UN in-country, it is essential that team members understand the UN Security System. In each country the primary responsibility for the security and protection of UN staff members and dependants rests with the host government. In order to deal with security and protection factors, the UN refers to three manuals:

1. UN Field Security Handbook (FSH)
2. UN Security Operations Manual
3. UN Security Directives.

The FSH is included in the UNDAC mission software.

UN security management system

UN security is the responsibility of the UN Department of Safety and Security (UN DSS) which is headed by an Under-Secretary General

All organizations participating in the UN security management system will assume collective responsibility for safety and security of UN personnel, irrespective of the level of that participation. Field-related costs which are incurred in the field or are directly related to providing operational support by headquarters to the field offices will be apportioned between the participating organizations.

N.2.1. UN entities concerned with security

- **UN Department for Safety and Security (UN DSS)** - Reports directly to the Secretary-General and serves as the coordinating department at UN Headquarters for formulating policy and recommendations, responding to emergency situations, coordinating inter-agency safety programmes and taking decisions relating to the relocation/evacuation of staff members.
- **Designated Official for Security (DO)** - This is normally the UN Resident Coordinator/Humanitarian Coordinator (RC/HC). The DO has

the responsibility for the security management arrangements of the UN system. The DO is directly accountable to the Secretary-General through UN DSS for ensuring the safety and security of all staff members and dependants at the duty station. In some situations, the UNDAC Team Leader may be appointed to be DO with responsibility for the UNDAC team.

- **The Security Management Team (SMT)** – The DO will constitute this entity which will be composed of representatives of UN agencies, programmes and funds at the duty station, and is responsible for the management and coordination of security on an inter-agency basis, e.g., ensuring that a functioning and effective Security Plan is implemented, establishing the Minimum Operating Security Standard (MOSS), and ensuring that resources are available to implement approved measures.
- **Chief Security Advisor (CSA)** – This is an internationally recruited security professional appointed by UN DSS who serves as the primary advisor to the DO and the SMT on all matters related to security. He/she is the senior security official at the duty station and directly accountable to UN DSS. While the DO has the responsibility for the day-to-day management of the CSA, on substantive matters the CSA will report concurrently to the DO and UN DSS.
- **Field Security Coordination Officer (FSCO)** – In larger duty stations, internationally recruited FSCOs may be deployed to assist and work under the supervision of the CSA.
- **Area Security Coordinators (ASC)** - They have responsibilities similar to those of the DO and are appointed in larger countries that have specific areas separated from the capital city.
- **Wardens and Deputy Wardens** - They are appointed by the DO to ensure the proper implementation of security arrangements in predetermined zones of a city or facility.

The Security Plan is the primary tool for security preparedness at the duty station and is established by the DO and the SMT. It describes measures and arrangements to be followed in the event of emergency situations. Natural disasters may affect the Security Plan in a way that human-made threats are temporarily down scaled but the safety precautions one must take are escalated.

Security of the personnel of the UN peacekeeping missions lies under the jurisdiction of the Special Representative of the Secretary General (SRSG) and/or the Force Commander.

N.3. UN security phases

The five security phases describe security conditions in a given county or in parts of a country; are standard for all duty stations and are included in all Security

Plans. Phases may be implemented in sequential order or as the situation dictates and one part of a country could be under a different phase than the remainder of the country.

- Phase I: Precautionary.
- Phase II: Restricted Movement.
- Phase III: Relocation.
- Phase IV: Emergency Operations.
- Phase V: Evacuation.

During Phases I and II, travel clearance must be obtained from the DO. For subsequent phases, clearance must be obtained from the UN DSS in New York, on the recommendation of the DO. Clearance signifies that the DO is aware of the staff member's presence in the country and that he/she should be included in any evacuation plans or security arrangements. Clearance means, also, that there is no security reason why staff members cannot travel to the location. Upon arrival, staff members should contact the DO for a security briefing.

In the case of an UNDAC team deployment, the team should get a security briefing as soon as possible after arrival. If it is not possible for the whole team to attend, the Team Leader should have the briefing in order to orient the team. After the briefing the team should adjust the Plan of Action accordingly.

Phase I - Precautionary

Phase I is declared to warn staff members that the security situation in the country - or parts of it - warrants this declaration. The declaration includes a ban on the travel of missions, staff members and their families without prior clearance. Staff members should ensure that the office of the DO is aware of their movements. In addition to this, the DO takes other actions as described in the FSH.

Phase II - Restricted movement

When Phase II is declared, a higher level of alert is imposed, consisting of major restrictions on the movement of all staff members and their families. During this phase all staff members and families will remain at home unless otherwise instructed. In addition, no in-coming or in-country travel should take place without specific authorization by the DO. Again, as in Phase I, the DO takes a number of actions described in the FSH. Implementation of Phase II should be used as a transition measure.

Phase III - Relocation

This phase may be declared by the DO only when the authorization of the Secretary-General has been obtained through the UN DSS. All or some of the following actions will be taken: temporary concentration of all international staff and families; relocation of all international staff and families to alternative locations inside the country; and relocation outside the country of all eligible family members of international staff and/or non-essential international staff. Other steps that will be taken are described in the FSH.

Phase IV – Emergency operations

The authorization by the Secretary-General to declare Phase IV enables the DO, in consultation with the SMT, to recommend to the Secretary-General, through the UN DSS, the evacuation outside the country of additional international staff members. The purpose of this phase is to limit the numbers of international staff to those vital for emergency, humanitarian relief, security operations or any other operation deemed essential by the Secretary-General. Several actions described in the FSH will be taken by the DO.

Phase V - Evacuation

The authorization by the Secretary-General for the declaration of Phase V signifies that the situation has deteriorated to such a point that all remaining international staff are required to leave, without exception. Evacuation will be carried out according to plans prepared beforehand and in accordance with the country-specific situation.

UNDAC teams will normally be deployed only in conditions of Phases I to III.

N.3.1 Minimum Operating Security Standard (MOSS)

MOSS is a fundamental policy document for all UN field operations. It was developed in response to the UN requirement to ensure that minimal essential security practices are established and maintained in the delivery of security support to UN staff. MOSS is a system-wide initiative that is managed by UN DSS.

Baseline MOSS

A baseline MOSS document has been developed through discussion and coordination between UN DSS, DOs and representatives of United Nations Agencies, Programmes, Funds and other organizations. The purpose of MOSS is to establish a standard field based criteria for minimum security arrangements to enhance staff security, reduce risk and support field operations. This baseline MOSS is a generic document that sets these operating security standards for UN field operations globally. In accordance with UN Security Management policy, all DOs and their SMTs, regardless of the extant security Phase within their countries, are required to develop and implement a country-specific MOSS, using the 'baseline MOSS' as guidance.

Accountability

Within the report of the Secretary-General, dated 28 August 2002, "Inter-organizational Security Measures: Framework for Accountability for the United Nations Field Security Management System", MOSS is a defined responsibility for senior managers in the field and at agency headquarters. As such, it is subject to accountability.

Variations to baseline MOSS

It is to be stressed that MOSS has been developed to ensure the absolute minimum standards of equipment, structures and procedures required at each field duty station. The baseline MOSS indicates, “what you must have” and not, “what you would like to have” in order to reduce risk and safely conduct operations within your country.

Varying circumstances and environments may require SMTs to increase the requirements of baseline MOSS when developing their own country-specific MOSS. This is a decision by the UN Country Team and is funded by the UN Country Team. Similarly, and on an exceptional basis only, Country Teams may request to go below baseline MOSS. If this extraordinary measure is necessary, a detailed justification is required to be forwarded to UN DSS for consideration.

Financial implications

MOSS implementation has certain financial and resource implications at the country level and funding of these remains the responsibility of the UN Country Team; UN DSS does not have funds for MOSS implementation. Any financial implications will have two aspects:

1. The inter-agency, or common system, requirement for joint funding.
2. The single-agency requirement for agency equipment.

Example: A country-specific MOSS may require a 24-7 communications centre, VHF handsets for all international staff and selected national staff, and blast protective film for all UN offices. Common system costs will include the communications centre, its operators, and its equipment. Whereas single-agency costs of the same MOSS will include VHF radios for that agency’s staff and for the required blast protective film for that agency’s offices only.

Malicious Acts Insurance policy

The underwriters of the Malicious Acts Insurance Policy (MAIP) have noted the United Nation’s compliance to MOSS. Therefore, non-compliance of MOSS measures may be used by the policy underwriters as justification for denying or reducing compensation in the event of an incident involving United Nations staff.

Development

The development of each country-specific MOSS must be preceded by a detailed and thorough Security Risk Assessment conducted by a “Competent Authority” in coordination with the SMT. For the development of a formal Security Risk Assessment, “Competent Authorities” are considered to be: UN DSS Security personnel, CSAs, Security Officers (SO) from United Nations agencies, DPKO Chief Security Officers (CSO) or any other person specifically approved by UN DSS for that purpose.

The DO and SMT are responsible for developing their country-specific MOSS. Only one MOSS is usually produced for each country. The five steps required in the

development of a country-specific MOSS are as follows:

1. Conduct a Security Risk Assessment and determine the level of risk. Confirm security phases.
2. Compare the extant security measures in each security phase against those required in the baseline MOSS, and determine shortfalls, if any.
3. Identify what additional measures are required above the requirements of baseline MOSS, if any.
4. Once all MOSS requirements have been considered and documented, the table should be completed in the format of MOSS instructions. The SMT will then concur to this country-specific MOSS and forward it to UN DSS for review.
5. UN DSS will authorize the country-specific MOSS. The MOSS is then implemented at the country level, with equipment obtained and installed, training undertaken and structures put in place.

Implementation

The implementation of MOSS should be conducted as rapidly as possible when phases are changed; hence the need for pre-planning is paramount. Countries in No Phase MUST have a contingency for the implementation and procurement of assets and resources necessary to move to Phase I. The MOSS system is designed to ensure, as far as possible, a logical and smooth transition from a lower to a higher phase with minimal increase in actual resources. The largest resource requirement is from No Phase to Phase One.

Conclusion

The baseline MOSS is an enabling document that provides a minimum level of security preparedness necessary for UN operations globally. UN Country Teams should consider the MOSS as an enabling process and maintain the purpose of MOSS. A summary of baseline MOSS is presented in a tabular format in the annex of this chapter. Further details may be found in the FSH included in the UNDAC mission software.

N.4. Team safety and security

While the UNDAC Team Leader is responsible for team security, it is important that everyone acknowledge his/her co-responsibility for the team's safety and security. Breaches in safety and security procedures may well endanger the team or the mission, therefore it is essential that all contribute to the established security scheme. Secondly, it is important that the Team Leader be clear about his/her responsibility for the safety of the team. Ultimately, the Team Leader is responsible for establishing team safety and security procedures and rules and for enforcing them.

It is of utmost importance that it be completely clear that the Team Leader is

always responsible for the team's safety. Therefore, he/she is always mandated to refuse tasks that pose a threat to the team's safety.

The level of the threat dictates the level of safety and security measures to be taken. It may, therefore, not be necessary to take all the precautions mentioned below. The measures taken will be on the basis of information received from, among others, the DO, the CSA/FSCO, the authorities, and humanitarian organizations in the area together with military and police intelligence, where appropriate. The following are a number of items that may help the team and Team Leader to establish realistic and relevant safety and security procedures.

General

- Safety and security measures should be realistic, not at a level higher than the situation warrants. On the other hand, it is often true that people, especially those coming from already safe and secure countries, do not take threats to security and safety seriously. However, it is essential that safety and security measures not be taken lightly.
- All team members must know the safety and security measures.
- With reference to local people working for the UN, procedures concerning their evacuation must be taken up with the DO.
- Try not to build up daily routines: this makes it difficult for a potential aggressor to elaborate a plan of action.
- During working hours, the team must at all times know the whereabouts of each member and the estimated time that he/she is expected to return, for example, to team headquarters. The production of route cards, on which the itinerary is written, will be of assistance.
- It may be necessary either for the team to live in the same building or, if not, to check on team members that have time off, e.g., by radio, telephone, etc. The employment of the "buddy system" (no unaccompanied persons) will enhance security.

At team base

The security situation in-country must be assessed. This should be done by the Team Leader, partly from available information before the mission and partly on arrival, through, for example, the DO, the CSA/FSCO, the national authorities, the International Committee for the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC), non-governmental organizations (NGOs), and other organizations in the area. A set of safety and security rules must be established. These rules should include the following:

- UNDAC-base security, e.g., the need for guards (who could be either team members or locals, depending on the situation), admission procedures, etc. If a form of ID is used, then change it from time to time.
- In case of armed conflict, it may be necessary to designate a cellar location as a shelter against shelling, air raids, etc, or dig holes for

shelter. It may also be necessary to reinforce existing buildings with, for example, sandbags and/or to tape windows to reduce the effect of flying glass caused by explosions.

- Establish a procedure to check up on team members, e.g., by using radio calls.
- Security measures concerning vehicles, equipment, etc., may be carried out by, e.g., keeping a list of equipment and regularly checking it against actual equipment, keeping equipment and vehicles (when not in use) under lock, always locking all vehicle doors, and assigning guards.
- For safety reasons, fuel should be stored away from living and working quarters as well as away from vehicles. It is important to keep an eye on fuel quantities as well as locking the stocks up, since fuel may be seen as an asset worth stealing. There should be a lower limit on fuel in the store. Enough should always be kept in case of the need for an evacuation.

In the field

When going into the field it is important to prepare the trip. There are a number of things that should be investigated and carried out before leaving and when in the field. The following will be of help in preparing and carrying out a field trip:

- Check the security situation with the DO, the CSA/FSCO, the authorities, and any organization in the area where the field trip will take place. People just back from the area may have invaluable information.
- Security clearance is mandatory for all personnel travelling to an area where a security phase is in effect. This should be obtained well in advance through the DO's office.
- Procedures concerning accidents and breakdowns must be agreed upon before a field trip. These procedures may differ depending on the situation, but make sure that the field team knows what to do and that the UNDAC base will be able to help when necessary; it is important to have telecommunications between the team and the base. If an accident occurs, especially one involving human casualties, it is important that the team have established beforehand whether it would be safe to stop and give first aid, or whether one should drive on without stopping and contact the next police station, checkpoint, hospital, etc.
- The following must be taken on the trip: spare fuel, tool kit, spare tire (or two tires if it is a long trip), a shovel, an electric flashlight, spare batteries, towing rope, rations for 24 hours, water for 24 hours (the latter all in a pack, enabling quick "get away"), first-aid or trauma kit, cash, and necessary documents, e.g., driver's license, vehicle registration papers, importation papers, radio transmission permit,

insurance papers, etc. When driving in the winter season, you should also take warm clothes, anti-skid chains, an axe and shovel, and a primus stove with fuel for 24 hours.

- Before the trip, check that the vehicle is in good order, the fuel tank is full, and all necessary equipment is present.

The CSA/FSCO should arrange a country-specific mines briefing for the UNDAC team on arrival, if applicable.

- Establish how checkpoints should be negotiated.
- There should be radio contact between field teams and the UNDAC base, with frequent radio checks. This is one of the most important security measures to be taken and must not be overlooked. Lives may be saved if the team has radio contact, at all times, with the base. The use of an easy system of situation codes will indicate if a team member(s) is in difficulty without arousing suspicion.

- When leaving for a field trip or an excursion, write a log with complete travel details, e.g., using route cards, prior to departure, and establish call-times for radio checks.

If the field team uses more than one vehicle, there should be radio contact between them.

- A general rule is to make sure that it is obvious who you are, e.g., have big UN stickers on the vehicles, UN flags on the vehicles, etc. There may be situations, though, where the UN might be targeted. This would, of course, change the above recommendation.

- Travelling by night should, as a general rule, be avoided. If it is essential to travel at night, there should be more than one person in the vehicle and there should be more than one vehicle. You should not stop except, for example, at a checkpoint; you should know the checkpoint procedures for night travel; you should always have as much light turned on as possible; and always keep the doors locked even when driving.

- After a field trip, it is important that the field team be debriefed on the security situation, the road conditions, mood of the local population, etc. in the areas visited and the roads taken. These data should be put on file so that others going to the same area will have the latest information.

N.4.1. Personal safety and security

Many things mentioned above are applicable to individual team members as well. The following is a list of safety and security measures that may be of help in various situations of risk:

- Be aware of what is happening around you and react accordingly, before a potential situation becomes serious - learn to be "street wise".
- Observe local behaviour as this may indicate imminent outbursts

of major trouble, shelling, etc. It is important to observe changes in the normal habits of the local population.

- Do not carry large amounts of money. The money you do carry should be divided into smaller amounts and kept in separate places. Enough should be carried if the need arises to pay for various “services”.
- Do not arrange your days in routines, as this will make it easier for potential aggressors to elaborate plans against you.
- When at the UNDAC base, living quarters, hotels, etc., investigate possible escape routes in case the building is attacked or a fire breaks out. Observe the number of windows in each room and where they are situated, the best ways out of rooms, the best places to seek cover, etc. Know the fire escape plan - or create one for yourself. Make these things a habit.
- If you leave the team base, make sure that someone, preferably the Team Leader or someone appointed by him to manage security, knows where you are, how long the trip will take, and the estimated time that you will return.
- If you regularly travel between two fixed places, e.g., between living quarters and the base; try not to travel at the same time each day and try to change the routes of travel.
- When outside the UNDAC base, always stay together with another team member, if possible.
- When going into the field, ask people who have just been to the same place and travelled the same route about the security and safety situation.
- If you are equipped with a helmet and/or a flak jacket or bullet-proof vest, make sure you use them; they do work and may save your life.
- When parking, be sure to park in a way that it will be fast and easy to drive away if necessary, e.g., do not park with the front of the vehicle against a wall or any other obstruction.
- Make it a rule that you never pick up people wanting a lift; you do not know who the person is and what his/her intentions may be. Especially, do not pick up military personnel or police, as they may be dangerous or they may be targeted, which will then endanger you. Also, if you are stranded, e.g., because of breakdown, etc., do not accept rides from the police or military for the same reasons.
- If you should be the target of a robbery, the following procedures should be followed: try to keep calm; do not be provocative; do not play the hero; be passive and talk only when spoken to; obey orders; be cooperative; avoid eye contact; and, in most situations, make it understood that you are a UN representative. BUT: Stand out from

others only if appropriate.

- When driving, steer around potholes. They may not be ordinary potholes, but craters with unexploded artillery or mortar shells or holes with mines. Be especially aware of small holes, as these may be the entry hole of shells. Just because other vehicles have gone through a pothole does not mean that there is not unexploded ordnance; it may survive 35 vehicles, while the 36th will trigger it.
- If you have a camera, be cautious where you use it. Photos should never be taken where there are soldiers, military activity or checkpoints.
- To be prepared for evacuation, you should always have a bag packed with private items, warm clothes, extra food and drink, a first-aid kit, helmet, and flak jacket, if supplied.
- Always carry UN credentials and passport. A photocopy of the passport may be useful to hand out instead of the passport, if officials demand to have the passport. Even a duplicate passport may be useful.

It should be mentioned that local populations may have cultural practices governing acceptable personal relationship that are different from the individual UNDAC member's culture. For these and other reasons, it is not advisable to enter into close, personal relations of a type that could affect security. Intimate relationships with the opposite sex should, generally, be avoided, not only for the above reasons but also because of possible serious health consequences.

N.5. Evacuation plan

The Team Leader is usually responsible for establishing evacuation plans, which must coincide with the plans of the DO. Evacuation plans may be divided into:

- 1. Semi-evacuation** - in case it is necessary to reduce personnel down to a skeleton team.
- 2. Full evacuation** - when there is enough time for the whole team to evacuate in an orderly manner and take all the equipment, vehicles, etc., with them.
- 3. Emergency evacuation** - when there is time for the team to take only the most necessary equipment and vehicles.
- 4. Relocation (in-country)** – or “Survival in Situ” plans for situations when it is either too late or too dangerous to move. (Sometimes referred to as a “Hibernation plan” or “Bunker Down plan”.)

Items that should be included in these plans are: always keep a sufficient amount of money for evacuation purposes; always keep a fuel reserve ready for vehicles to be used; pin-point vehicles to be used for emergency evacuation; find potential routes to be used out of the area; if possible, make agreements beforehand with authorities, border posts, NGOs, etc.

Annex

Baseline MOSS tables

The following tables are cumulative, with those requirements starting at No Phase being implicit to all other Phases, i.e., the requirements of MOSS under Phase III include all the requirements of No Phase, Phases I and II.

No Phase
<p>Telecommunications</p> <p>The concept of an Emergency Communications System (ECS) ensures there is a reliable communications structure/link established between that UN staff that has been appointed with security and safety responsibilities, i.e., DO, CSA/FSCO, SMT members, Wardens, ASCs and selected staff. The ECS is a structural and procedural element of MOSS that is reinforced by radios at Phase I.</p> <p>The ECS is based on “appropriate and available means” to ensure reliable security/safety communications between the SMT members, Warden and ASCs. This may be a combination of cellular telephones, landline telephones, email or radios, as appropriate. Mobile satellite telephones are required to enable the CSA/FSCO and DO to maintain communications with UN DSS and other organizations.</p>
<p>Security-plan and staff</p> <p>A Security Plan, based on a formal Security Risk Assessment, is required for all UN duty stations as described in the FSH to include an operational Warden system and the appointment of ASCs, as appropriate. Each UN Country Team must establish local security Standard Operating Procedures (SOPs) for various emergency scenarios. All buildings are to have an Emergency Evacuation Plan in place. Staff should be fully briefed on the contents of these documents and have access to all relevant UN policy and operational security documents.</p> <p>All UN staff is required to complete the basic Security Awareness’ CD-ROM.</p> <p>Security managers must be aware of the need to provide training and briefings for the general staff and for those with security responsibilities. The CSA/FSCO is required to undertake such training and UN DSS can provide additional resources.</p> <p>Contingency plans for Phase I are to be developed.</p>
<p>Equipment</p> <p>All UN vehicles may be utilised throughout all areas of the country under any security phase. All UN drivers must have appropriate driving documentation (national driving licenses and/or relevant UN certification).</p>

No Phase

All UN vehicles may be utilised throughout all areas of the country under any UN vehicles must be able to be identified as UN vehicles at all times and must be correctly registered and insured in the country.

“Emergency power supply” is a common-system, independent and reliable source of electrical generation to ensure communications equipment is operative, security lighting is available at all times, and essential business functions may be conducted even after the loss of “city supplied” or commercially supplied power. Emergency fuel is required for these facilities in all instances. A contingency plan for the procurement of Phase I equipment is to be established.

The CSA/FSCO is provided with certain standard equipment by UN DSS.

Phase I

Telecommunications

Radios are required in the establishment of a Phase I, or higher, ECS because they provide an independent means of communication that is not afforded by cellular telephones and hand-held, satellite telephones.

In Phase I the ECS is reinforced with a fully operational and independent radio network of UHF, VHF and/or HF radios. The ECS in Phase I is to be monitored on a 24-hour basis – this ensures that emergency calls are effectively serviced. A simple system of identifying a duty officer may be appropriate for monitoring purposes. In this way security linkage is maintained between all security officials at the duty station. Lastly, there is a requirement to equip and establish a common-system Communications Centre/Radio Room, and a Crises Coordination Centre in the capital, and at each of those outlying locations outside the Capital. There is no requirement to have these facilities operating on a 24-hour a day basis but they are to be operated effectively.

Security Plan and staff

Security clearance procedures (in accordance with the FSH) are to be established and implemented. This includes country-specific travel clearance procedures. SMTs are required to meet at least monthly.

Contingency plan for resource mobilisation of equipment requirements in readiness for Phase II and above to be developed. A briefing on UN security arrangements and Security Plan is provided to all staff

All staff to prepare individual emergency bags. A bag of maximum 15 kg designed to be ready for rapid relocation or evacuation. Contains identification and essential items only.

Phase I
<p>Equipment</p> <p>Under Phase I the DO is responsible to be aware of the location of all UN staff at all times and an effective and reliable system to monitor their whereabouts is required.</p> <p>Further, all vehicles are to have an “effective and reliable” means of communications – this may be achieved by a proven reliable, cellular telephone system with wide-area coverage. This allows the implementation of the necessary system of movement control (or tracking) of UN vehicles so that the DO can fulfil his/her responsibilities.</p> <p>In addition, field vehicles need to be identified and equipped. These are full-size, 4x4 vehicles equipped with radio communications for field missions outside of the capital area/region.</p>

Phase II
<p>Telecommunications</p> <p>As per the FSH, “essential staff” is to be identified, and provided with VHF/ UHF radios.</p> <p>Satellite phones provided to DO, agency heads, CSA/FSCO, and other key-individuals.</p> <p>The dedicated Radio Rooms are to be operated to maintain 24/7 communications operations. This will likely include email, fax and satellite telephone operations.</p>
<p>Security Plan</p> <p>Phase II is typically considered as an interim Security Phase during which the SMT considers whether the security environment is likely to deteriorate further (perhaps to Phase III) or to improve (return to Phase I).</p>
<p>Equipment</p> <p>All vehicles operating in a Phase II environment are to be equipped with UHF, VHF and/or HF radios.</p> <p>A common-system radio technician employed.</p> <p>A trauma kit is required in Phase II. It is an advanced first aid kit with specialised medical equipment to treat major trauma injuries. Normally, this requires the attendance of a qualified paramedic, nurse or doctor. At least one UN staff member should be trained in the use of this equipment.</p> <p>Contingency plans are required for the procurement and installation of Phase II MOSS communications equipment and appropriate specialised equipment.</p>

Phase III
<p>Telecommunications</p> <p>Operate Crisis Coordination Centre as required.</p> <p>All vehicles to be equipped with VHF and/or HF radios.</p> <p>Satellite phones provided for field vehicles as appropriate.</p> <p>All international staff and selected national staff (mandatory for drivers) to be provided with VHF and/or HF radios.</p>
<p>Security Plan and staff</p> <p>Specialised training must be provided to selected staff on:</p> <ul style="list-style-type: none"> • Trauma kits. • Protective equipment/facilities. • Body armour usage. • Mine awareness. • GPS-systems. <p>Ongoing country–specific, country-wide, staff security training scheduled.</p> <p>SMT to meet every week and ASC to form local SMT and meet weekly.</p>
<p>Equipment</p> <p>Specialised equipment to be identified and procured for field vehicles as appropriate, e.g., extra spare tires, spare fuel, emergency lights, ballistic blankets, etc.</p> <p>Specialised protective equipment is to be procured and fitted. Bunkers, body armour, ballistic blankets and blast resistant film are required only if the country/area Security Risk Assessment performed substantiates a threat from a bomb and/or war environment and when endorsed by a competent authority. UN DSS maintains the minimum standards required for bunkers, ballistic blankets and blast protective film for glass.</p> <p>Field vehicles to be utilized for all missions.</p> <p>GPS located with ASC and at each country office.</p> <p>Emergency power supply to all UN offices with emergency fuel and spare parts.</p> <p>Emergency food stocks for concentration points obtained and managed as per FSH.</p>

Phase IV
Telecommunications
No change from Phase III
Security Plan and staff
No change from Phase III
Equipment
No change from Phase III

Phase V
Telecommunications
Special security clearance procedures and resource requirements as directed by UN DSS
Security Plan and staff
Special security clearance procedures and resource requirements as directed by UN DSS
Equipment
Special security clearance procedures and resource requirements as directed by UN DSS

Mine awareness

There are a number of countries, including disaster-prone ones, which have mines left over from various conflicts. It is vital that UNDAC team members going to these countries have minimum knowledge on how to avoid mines and what to do if the worst happens. In this handbook it is not possible to go into detail concerning precautions to take against mines. It is, therefore, advisable to get further information from, for example, one of the NGOs that have been established in recent years to deal with this kind of threat. The following recommendations address what to do and what not to do.

Avoiding mines

First of all it is advisable to seek local information from the authorities, the UN and NGOs on where the mines might be. There may even be maps where dangerous areas have been marked. Even though information on the whereabouts of mines has been received, it should be used only as a guideline, as there could be mines elsewhere. Be aware that a map with an overview of the minefield may lead to a false sense of security.

Never go into visible minefields; these may be visible by mines scattered on the surface or by the minefield being fenced or marked with signs warning of

danger. Be aware that minefields that have been cleared may have been re-mined. It happens that mines are cleared during the daytime only to be re-mined the following night.

If an area has been fought over, it is likely that parts of it have been mined. Terrain around military positions (or former positions) and terrain that is seen to afford a defence for enemy troops near military positions is most likely mined. Buildings in areas where there has been fighting may also be mined or booby-trapped. Booby traps may be in connection with doors, under carpets, under bodies, in connection with food as well as medical and first-aid equipment, in connection with objects that could be seen as mementos, etc. Do not go through gaps in hedges, as there may well be trip-wired mines.

If there is any doubt at any time as to whether an area or a building has been mined, turn back.

When travelling in places that are high-risk mine areas (and this should be done only if absolutely necessary), then when travelling by car use only roads and tracks that are well-used and when walking use only paths that are well-used. Avoid areas of fresh earth, whether on roads, tracks or paths. It is important to know also that even well-travelled areas may have been re-mined during the night. When in need to urinate or defecate, never go outside the road, track or path; either do it in the open or wait. Areas full of fresh human excrement will usually be safe from mines.

Never approach mines, ammunition or suspicious objects, as this may be both dangerous and a bad example to the local community. Do not, under any circumstances, handle or touch unexploded ordnance (or anything else that looks suspicious), however harmless it may appear. If mines or unexploded ordnance are observed, make a note of the position and, if possible, the type (mine, shell, bomb, etc.) and report back.

Remember to be alert. Most mine injuries occur because people do not see the mines. This is understandable because the mines are usually buried, camouflaged or covered over by vegetation; or else the victim is simply looking in the wrong direction. Being alert and observant of certain signs will not make travelling in mined areas safe, but it will make it safer. There are certain clues that may be looked for in order to avoid mines. These are:

- Shapes that are unusual in nature (sharp edges, round or rectangular objects, etc.) and colours that are unusual in nature (rusty-coloured surfaces, metallic colours and plastic surfaces). Mines are usually round (cylindrical) or rectangular and may be made from metal, plastic or wood.
- Thin, taut, partly buried or entangled wire as well as fishing line, etc. These may be connected to mines and must never be touched.
- Stakes, poles, etc., especially if they are connected with wire. These may be connected to mines.

- Signs of mines having been brought to detonation, e.g. animal remains, pieces of footwear, etc.

Signs of battles having occurred in the area, such as bunkers, barbed wire, weapons, helmets, destroyed vehicles, ammunition, etc.

- Buildings that may have been occupied or used during fighting.
- After heavy rains, that have created floods or landslides, mines may well have floated away or washed away; beware of areas near floods and landslides.

If the worst happens

The two most usual ways in which you will discover that you are in a minefield are:

1. If there is an explosion.
2. If you find a mine.

If an explosion occurs or a mine is found, the first thing to do is to stop all movement. Any movement may detonate one or more nearby mines. Anyone in the vicinity must be warned. If there is a casualty, it is most important that he/she does not move and that - at least initially - no-one goes into the minefield to help. People rushing in to help are very often either killed or maimed. First aid may be given only when a safe path has been found into the field.

Establishing a safe path into or out of a mine field is something that should be done only as a last resort. It is always best to get professional help, either from trained military personnel (usually from an engineering regiment) or from a de-mining NGO. If a safe path has to be found without professional help, the following must be done:

1. If there is a safe path

- If possible, find out where the closest safe area is. This should be the direction in which the path must go. The safest path, though, would usually be the route that was used on the way into the minefield.
- If there is more than one person in the minefield, only one person should be in charge, and only one person must move at a time. Keep a safe distance of at least 10-20 metres between each person.
- The original route into the minefield should be followed very closely, while the person moving must stay alert at all times. Panic must, as far as possible, be stopped immediately.

2. If there is no safe path

- If you cannot remember your route into the minefield or if you find a mine on the route that you thought was safe, then the only way forward is by probing for mines. Probing is done with an instrument, e.g. a knife at least 8-10 cm long (remember to procure such an instrument before entering an area where there is a risk of mines). This is used to stick into the ground at an angle of 30 degrees. Every

square cm of the path must be probed. If there is an obstruction, this is carefully exposed. If it is a mine, then warn the others, mark the spot (use stones, pieces of wood, etc.) and continue probing.

- When probing, it is important to decide the width of the path to probe: if it is too narrow, someone may tread outside; if it is too wide, an unnecessary amount of time may be used to probe and there will be further risk of detonating a mine. Be aware that probing is time-consuming, very tiring and nerve-racking, especially for the untrained.

3. Rescuing a mine victim

- If a path must be made to rescue a mine victim, this should be done only if the person is alive and when there is no professional help. When the person has been reached (by one of the above methods), an area around the person must be cleared, allowing room for the use of first aid. Be careful, as there may be untriggered mines under the casualty: probe under the person.
- If the casualty is hysterical, it is vital to calm him/her before getting close. Often, though, victims are unusually calm; this is because they have had a traumatic shock.
- When the above has been carried out, give first aid.
- When ready, the casualty must be extricated from the minefield. This can be done, for example, by using a fireman's lift or by pulling the person along the path. It is important to be very careful so as not to get injured by mines yourself.

It is important to be aware that rescuing a casualty from a minefield is a very risky undertaking and that no one is, therefore, obliged to carry this out. The use of helicopter evacuation by winch is a possibility that should be looked into.

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0.1. Personal health

0.1.1. Pre-deployment

Health screening/check-up

All UNDAC members should have regular health screenings/check-ups to ensure that they remain in the best of health. Such screenings enable the early detection of medical problems which can then be managed effectively. The health screenings should include:

- General medical examination, with blood and urine investigations.
- Chest X-ray and electrocardiogram (ECG/EKG).
- Breast examination and PAP (cervical smear) for females.
- Dental.
- Visual acuity.

Vaccinations

An UNDAC mission may take place in area where one is exposed to communicable diseases. The deteriorated public health conditions that accompany many of the emergencies one responds to may increase the risk of contracting an illness. Apart from personal hygiene, certain vaccinations are recommended:

- Yellow fever, for which vaccination is a requirement for entry into certain countries.
- Tetanus, in combination with diphtheria.

- Poliomyelitis.
- Hepatitis A and Hepatitis B.
- Typhoid.
- Cholera (taken before departure).
- Meningococcal meningitis.
- Other vaccinations according to the diseases endemic in the area of the world being visited, e.g., Japanese encephalitis, rabies, etc.

It is advisable that one discuss vaccination requirements with one's doctor so that the needs may be met and a schedule of vaccinations developed. It is not advisable to attempt to be vaccinated against all of these conditions at one time.

Because of the time required for full vaccination and the very short notice given for UNDAC missions, one is strongly advised to keep vaccinations updated and valid. Use of the WHO international vaccination certificate is strongly recommended as a means of recording and verifying your vaccination status.

In addition, the rise in tuberculosis (TB) world-wide should be noted. UNDAC members are advised to determine their TB status and follow their doctor's advice regarding possible vaccination, i.e., BCG.

Documentation

It is recommended that UNDAC members maintain their own health records showing important health data which may be used by health providers wherever the UNDAC member may be. Important information should include:

- Dates and results of health check-ups (including dental and visual).
- Medical illnesses and medication being used.
- Allergies, particularly to medication/drugs.
- Vaccinations.
- Individual information such as blood group.
- Health insurance details.
- Name and contact details of your usual health care provider, e.g., personal doctor or medical specialist.

Any relevant certificates or official health documents should be included. This information should be updated and carried with the UNDAC member whenever he or she is deployed. The WHO handbook entitled International Travel and Health should also be carried by all UNDAC members.

Health insurance

For peace of mind, UNDAC members should ensure that they have adequate health insurance and the necessary documentation should be carried at all times.

Preventive medicine

UNDAC members should be prepared to deploy to areas in which malaria poses a threat. Commercially available treatments, e.g., Permethrin should be applied on clothing to be used on deployments, with particular attention to outer garments and mosquito nets.

A medical kit should be prepared and checked periodically to maintain the usability of the contents. Details of this medical kit are given in 0.1.5. The booklet entitled Personal Hygiene should also be referred to by all UNDAC members.

0.1.2. Upon activation for UNDAC mission

Upon activation for an UNDAC mission, members should take the following steps:

- Evaluate their state of health. If there are any doubts about existing illnesses or injuries, members should advise OCHA directly on their conditions.
- Check that their individual medical kit is prepared and packed. This should include any prescription medication or supplies being used by the member that may not be available in the deployment location.
- Pack spare health articles such as spectacles, contact lenses, dental fixtures, and the maintenance kit needed for these articles.
- Pack all necessary individual health documentation.
- Check the health threats in the deployment location, and commence prophylactic treatment, e.g., anti-malarial drugs and other preparations, e.g., extra water purification tablets.

0.1.3. During the UNDAC mission deployment

Way of life

During the first days, the newcomer unused to the conditions of life and climate is likely to have a lower resistance. Even though on most UNDAC missions there rarely is enough time for rest, it is important that one take time to sleep and relax on a regular basis. Remember that a sick member is a liability and not an asset to the team.

Diet

This should be well balanced. Heavy meals should be avoided and alcoholic drinks either excluded or consumed in moderate quantities, only in the evenings. On the other hand enough liquid should be drunk to compensate for perspiration losses; it may be necessary to increase salt intake in the case of profuse perspiration. Amoebic dysentery and other enteric infections, often widespread in tropical regions, are transmitted by foods eaten raw or contaminated by dirty hands or unclean water. This causes acute or chronic digestive troubles which may be prevented by taking simple hygienic precautions.

Water should be the object of special care. It may transmit numerous infectious diseases when used for drinking or toilet purposes. Water of uncertain purity should be treated or boiled (boiling remains the best method). In case of difficulty drink water in the form of tea or mineral water. When a house-filter is used it is of paramount importance to boil the water after filtration. See also Section 0.2.

Body hygiene

Water used for oral and dental hygiene should be purified or boiled beforehand; even sea water can be contaminated near river mouths and bathing in suspect water may be the cause of certain tropical infections. Without reliable information swimming should, therefore, be avoided.

Protection against insects

Certain insects and particularly certain mosquitoes in hot countries may transmit infections such as malaria. When mosquitoes are numerous in an area where malaria is endemic, all exposed areas of the skin should be treated with mosquito repellent in order to prevent bites which, besides being painful, are also dangerous; in addition, it is useful to wear clothing that covers the arms and legs in the evening.

It should be remembered that mosquito nets only provide protection under certain conditions: material sufficiently finely meshed, folded correctly during the day and the net properly closed at night so that insects cannot get in. Inside houses insects must be destroyed by spraying with an insecticide. Sprays made from products with a pyrethrum base destroy rapidly but their action is short lived.

Prophylaxis against Schistosomiasis (Synonym Bilharzias)

It is important to avoid contact with unsafe water in a zone where this infection is found. Bathing in rivers or other water sources should be strictly avoided in the absence of reliable information, as the infestation is brought about by penetration of the skin by the larval form of the parasite.

0.1.4. After the UNDAC mission

Medical check-up

UNDAC members should seek medical consultation and treatment promptly if they have signs of any illness or injury following the deployment. Of particular concern is persistent fever, cough or abdominal upset with diarrhoea as these may be due to a disease contracted during the deployment. If members had any sexual contact during the deployment, they should consider being tested for venereal disease and HIV/AIDS. HIV tests may not be positive until about 3 weeks after the exposure to the virus. If signs of stress persist, UNDAC members should seek consultation with a professional mental health care provider.

Documentation

Members should update their individual health records if they develop any illness following deployment with UNDAC. They should also advise OCHA which may then alert other UNDAC members to be aware of the health threat in the deployment location or the local health authorities in the deployment site.

Medication

UNDAC members should continue to consume medication according to the regime established by the manufacturer of the medication even after they

depart the deployment location. This information may be found in the packaging of the medication and applies especially to anti-malarial drugs.

0.1.5. Medical kit

Contents

Every UNDAC member should carry an individual medical kit to care for minor health illnesses or injuries. The medical kit contents should be clearly marked, including the names of the medications and their usage instructions. It is recommended that a sturdy waterproof container be used to store the medical kit contents. Organization of the contents into separate compartments for different needs will help to make use of the kit more efficient. Suggested medical contents include the following:

- Skin.
 - Sun block/sun screen.
 - Lip salve.
 - Moisturiser.
 - Powder (possibly with anti-fungal medication).
 - Waterproof plasters in assorted shapes/sizes.
 - Hydrocortisone cream against skin allergies, insect bites, etc.
 - Antiseptic cream for cuts, abrasions, etc.
 - Antiseptic soap, e.g., Dettol.
- Medication.
 - Fever, aches, pain, e.g., Paracetamol, aspirin, etc
 - Sore throat, cough, e.g., lozenges.
 - Running nose and allergies, e.g., anti-histamine, Chlorpheniramine, etc.
 - Abdominal pain, e.g., Buscopan.
 - Abdominal upset, e.g., activated charcoal, antacids.
 - Diarrhoea, e.g., Imodium.
 - Anti-malarial, e.g., mefloquine.
 - Anti-biotic, e.g., erythromycin.
 - Water purification tablets.
- Others,
 - Alcohol wipes,
 - Bandages, e.g., triangular, elastic.
 - Surgical gloves.

WHO medical pack

Each UNDAC team is issued a WHO medical pack. This contains many useful items that may be used as part of the individual medical kit. In the WHO booklet entitled "International Travel and Health" one finds description of the conditions and instructions for use of the contents.

Useful references

- Website: www.who.ch
- International travel and health - vaccination requirements and health advice. WHO, Geneva, 1999.

0.2. Safe food for travellers

0.2.1. Safe food during deployment

One of the two main reasons for travellers becoming ill is eating without taking into consideration some simple rules. Following the rules laid down below may, in the short term, spare the traveller a considerable amount of annoyance, while, in the long term, they can hinder serious diseases.

0.2.2. Preparing before departure

Consult your physician for advice on the various diseases, to which you may be exposed, and the need for vaccinations or other preventive measures.

Make sure your medical kit contains Oral Rehydration Salts (ORS) and water-disinfectant tablets.

0.2.3. Precautions taken after arrival

Eating safely

The following recommendations apply to all situations, from food vendors on the street to expensive hotel restaurants:

- Cooked food that has been held at room temperature for several hours constitutes one of the greatest risks of food borne illness. Make sure your food has been thoroughly cooked and is still hot when served.
- Avoid any uncooked food, apart from fruits and vegetables that can be peeled or shelled. Avoid fruits with damaged skin. Remember the dictum "Cook it, peel it or leave it".
- Ice cream from unreliable sources is frequently contaminated and may cause illness. If in doubt, avoid it.
- In some countries, certain species of fish and shellfish may contain poisonous bio- toxins even when they are well cooked. Local people can advise you about this.

What to do in case of diarrhoea

Diarrhoea is the most common problem encountered during field missions. In order to avoid diarrhoea, ensure that hand washing and hygiene is given attention and the source of water consumed is safe. Most diarrhoeal attacks are viral in origin, are self-limiting and clear up in a few days. It is important to avoid becoming dehydrated. As soon as diarrhoea starts, drink more fluids, such as bottled, boiled or treated water, or weak tea. Fruit juice (diluted with safe water) or soup may also be taken. Dairy products should be avoided as they can

sometimes aggravate diarrhoea.

The body loses water, salts (especially sodium and potassium), water soluble vitamins and other important trace minerals in copious diarrhoea. In order to replenish some of these losses as well as restore energy, the following mix has proven successful in UNDAC missions.

- Water.
- ORS in the correct dilution.
- High dose of effervescent Vit C, i.e. 1000mg at least, provided there is no history of gastritis.
- High dose multivitamins with B-Complex, e.g., Supradyn.
- Calcium (600-100 mg. recommended).

One should try to drink as much of this mix during the course of the diarrhoea as possible. It is recommended that at least 3 litres are taken within the first 3 hours and fluids continuously consumed thereafter.

General guide on amount of fluid or ORS to drink

If diarrhoea continues for more than one day, prepare and drink the following amount of ORS solution and continue to eat normally.

- Children less than 2 years: 1/4 - 1/2 cup (50 - 100ml) after each loose stool
- 2 years to 10 years: 1/2 - 1 cup (100 - 200 ml) after each loose stool
- Older children and adults: unlimited amount

The best indicator that the fluid intake in a diarrhoeal state is sufficient is when there is adequate diuresis, i.e., good amounts of urine are produced at an average of 60 mls. per hour. Watch out for signs of severe dehydration and electrolyte (salt and water) imbalance such as poor urinary output, cramps in legs and dizziness/fainting spells.

Activated charcoal tablets, e.g., Ultracarbon, may be consumed to reduce irritation and absorb some of the possible toxins in the gastrointestinal tract. Anti-diarrhoeals, e.g., Loperamide, should not be used routinely and medical assessment is recommended in severe diarrhoea to relieve symptoms but fluid intake must be adequate. Anti-diarrhoeals should NEVER be used with children without medical advice and supervision.

When is diarrhoea worrying?

Seek medical help if there is any blood in the stools or accompanying fever and vomiting. Diarrhoea that lasts for more than 3 days also requires medical attention.

When there is no medical help available and there is blood in the stools, a 5-days course of Cotrimoxazole may be taken. Metronidazole (Flagyl) is also a useful drug to be taken over five to seven days to treat possible parasitic infection. Please DO NOT consume alcohol when on antibiotics as they may cause

complications and/or reactions.

0.3. Safe water for travellers

0.3.1. Safe water during deployment

Contaminated water is the second main reason for travellers becoming ill during their stay in foreign countries. Again, as in the case of food, it is vital to follow some simple rules to prevent diseases caused by unclean water.

0.3.2. Preparing before departure

As with the preparations concerning food, it is important to consult your physician for advice on diseases, vaccinations, and preventive measures as well as to ensure that your medical kit contains Oral Rehydration Salts (ORS) and water-disinfection tablets. A personal water purification kit, e.g., Katadyn is also recommended.

0.3.3. Precautions to be taken after arrival

When travelling - if you are at all in doubt - all water should be perceived as being contaminated. The following recommendations, therefore, apply to all solutions:

- When the safety of drinking water is doubtful, have it boiled or disinfect it with reliable, slow-release, disinfectant tablets. These are generally available in pharmacies.
- Avoid ice unless you are sure that it is made from safe water. Be aware that ice from apparently clean sources, e.g., hotel ice-automats is not always safe.
- Beverages, such as hot tea or coffee, wine, beer, and carbonated soft drinks or fruit juices which are either bottled or otherwise packaged, are usually safe to drink.
- Unpasteurized milk should be boiled before consumption.
- It is possible to buy bottled clean water in most places. It is recommended that water be purchased and used whenever possible - even for brushing teeth.

0.4. Stress

Introduction

Working in emergency relief environments will expose UNDAC members to a number of situations and conditions that create stress and may lead to a stress-reaction. Situations that are found to be stressful for one individual might not be for another and the type of reaction to stress as well as successful coping strategies vary from person to person.

In a sense, the pressures in the disaster environment are helpful. They tend

to focus your attention, increase concentration, mobilize your energy, and consolidate your will to achieve. However, failure to cope effectively with stress may cause a decline in capacity, a decrease in productivity, and prove detrimental to team functioning. Therefore, it is important for both the team and the individual to acknowledge this and be prepared to deal with stress and its consequences from the very beginning of the mission, thus preventing the stress-reaction from escalating into a problem for the individual and the team.

This section will focus on two types of stress:

- **Cumulative stress** – Stress that is built up over time by the normal conditions of a disaster mission and, if not handled, gradually leading the individual to perform less effectively. Some form of stress on missions is inevitable and failure to address cumulative stress may lead to burn-out.
- **Critical incident stress** – Stress caused by experiencing one or several traumatic incidents. This type of stress may lead to mental and physical health problems that can't be dealt with at field level.

0.4.1. Cumulative stress

Causes of cumulative stress

This type of stress develops in the complicated, unnatural and, often, exhausting situations of a mission. Given below is a list of possible causes of cumulative stress:

- Problems in basic needs, e.g., housing discomforts/lack of privacy, food (lack of variety/poor quality), and clean water shortages.
- Travel delays.
- Lack of safety and security/health hazards.
- Immobility, inactivity, lack of exercise.
- Problems at home/missing family and friends.
- Witnessing violence/tragedy/trauma.
- Inability to make a difference/no progress/apathy amongst responders or survivors.
- Noisy/chaotic environment.
- Malfunctioning equipment.
- No rest/relaxation periods.
- Unclear/constantly shifting tasks, unrealistic expectations (self or others).
- Media attention.
- Non-recognition of work/hostility to efforts.
- Pressure to achieve.
- Un-supportive or difficult colleagues, superiors.
- Anxiety about mission, accomplishments, responsibilities, skills.
- Lack of resources, limited control of situation.
- Cultural/language difference.
- Murphy's Law.

Indicators of cumulative stress

It is important to know - and thereby be able to recognise - indicators of cumulative stress that might occur. It is not only vital to recognise them within yourself but also if they occur in your colleagues. It is, generally, a good idea for individual team members to share with their colleagues clues that will indicate when they are not handling their stress satisfactorily.

The indicators may include some of the following:

- Narrowing of attention/impaired judgment/loss of perspective.
- Disorientation, forgetfulness.
- Impatience or verbal aggression/overly-critical.
- Anger/rage.
- Inappropriate, purposeless, or even destructive behaviour.
- Over-activity.
- Sleep disorders.
- Susceptibility to viruses/psychosomatic complaints.
- Hyper-emotions, e.g., grief, elation, wide mood swings.
- Physical tension, headaches.
- Increased substance abuse.
- Eating disorders, e.g., lack of appetite, eating too much.
- Lack of energy, interest, enthusiasm.
- Withdrawal/depression/loss of sense of humour.
- Inability to perform.
- Questioning basic beliefs/values/cynicism.

Coping with cumulative stress

Experience has shown that knowledge, especially through training, about cumulative stress, awareness of the early onset indicators, and prompt action to establish coping systems has had a positive effect on reducing cumulative stress and avoiding burnout.

It's normal to experience cumulative stress during a disaster operation and most reactions to stress are considered normal behaviours. Cumulative stress may be identified and managed.

0

Following are some ways to minimize cumulative stress during a disaster operation:

- Know your limitations, manage your expectations, and accept the situation.
- Get rest, relaxation, sleep, and exercise.
- Eat regularly.
- Change tasks and roles.
- Identify and act on the source of stress.
- Take time off.
- Create personal semi-private space.

- Control substance abuse.
- Talk/laugh/cry with your colleagues.
- Practice prayer, meditation or progressive relaxation.
- Pamper yourself – shop, read, sing, dance, write, listen or play music, work on a hobby, take a sauna, cook a meal.
- Participate in a non-work related social situation.

0.4.2. Critical incident stress

Causes of critical incident stress

Critical incident stress is caused by sudden traumatic incidents outside the range of normal experiences. These might include:

- Witnessing casualties and destruction.
- Serious injury to self or injury/death to relative, co-worker, friend.
- Events that are life threatening.
- Events that cause extreme physical or emotional loss.

Indicators of critical incident stress

Indicators of critical incident stress may be separated into immediate and delayed reactions. The following list is not conclusive, but presents some of the most common symptoms:

- Immediate:
 - Nausea, sweating/chills.
 - Dizziness.
 - Hyperventilation.
 - Confusion.
 - Decision-making/problem-solving difficulty.
 - Memory loss.
 - Fear/anxiety/anger.
 - Irritability/guilt/grief/ hopelessness.
 - Lack of perception.
 - Irrational activities.
- Delayed:
 - Fatigue.
 - Jumpiness.
 - Substance abuse.
 - Sleep disorders.
 - Decreased attention.
 - Difficulty concentrating.
 - Memory problems.
 - Flashbacks.
 - Depression/withdrawal.
 - Resentment/numbness.

Coping with critical incident stress

Operational debriefing, which involves clarifying events and providing education about normal responses and coping mechanisms, is almost always helpful.

Debriefing following an event(s), sometimes called defusing, should ideally be carried out by trained professionals, e.g., Team Leaders, with an understanding of the situation/environment/event that has caused the stress reactions. A debriefing may be needed even when there are no obvious stress reactions present. Stress reactions might be, as earlier said, delayed or even suppressed.

Experience shows that a structured group meeting started within the first 24 - 48 hours after the event helps team members cope. This process should be initiated by the Team Leader with the team members who were involved with the incident(s). The following are hoped for outcomes of a defusing:

- Clarify perceptions/misconceptions/consequences.
- Recognize and accept feelings and reactions.
- Reduce symptoms and long-term personal consequences.
- Facilitate mourning and grief.
- Strengthen and deepen learning from the event.
- Help each other and improve communication.
- Consolidate team cohesion.
- Improve capacity to return to action.
- Identify team members at-risk and refer for further consultation

Critical Incident Stress Debriefing is a structured method developed for first responders to review a stressful experience. It should be part of an overall Critical Incident Stress Management system. It is designed to be conducted in a group format. It is not a form of therapy. There is little research evidence that debriefing prevents psychopathology. A person identified to have Post-Traumatic Stress Disorder (PTSD) should be referred to professional mental health personnel.

The following points are intended to provide guidance in organizing a Critical Incident Stress Debriefing:

- Choose an informal and private setting.
- Non-mandatory but helpful if all participate.
- No one forced to talk.
- Leader provides a road map.
- Share who, what, where.
- Share perceptions and reactions.
- Don't look for errors - explain facts.
- Identify stressors/triggers.
- Most reactions are normal and ok.
- Listen, listen, listen – don't judge.

0.5. Medical emergencies and first aid

This section contains very basic information on medical emergencies and first aid. Most field medical situations you encounter are not immediately life threatening. The few that are may generally be addressed by anyone with basic first aid skills and a rational approach. Maintain a calm and thoughtful manner. Panic will cause or contribute to a “shock” response in the victim and may cause others to act irrationally as well. When confronted by a medical emergency, your first step is to determine whether or not you can safely and effectively render assistance. Do not move the victim unless you have to for your safety or his or hers. Once you have determined that you are not endangering yourself and that the victim is in a relatively safe position, get help if you are able to do so.

Warning

There may be a risk to the first aid responder from the bodily fluids of the patient. These include blood, mucus, urine, and other secretions. You should take the steps necessary to protect yourself before attempting to treat the patient. Use surgical gloves if you have them. Also, it is strongly advised that you use a cardiopulmonary resuscitation (CPR) barrier device if giving mouth to mouth. A facemask will also reduce the potential for rescuer infection.

The Initial ABCs of medical emergencies/first aid

The basic steps in assessing your victim and initiating treatment are as follows:

- Airway
 - Open and maintain an adequate airway.
- Breathing
 - Check for breathing by listening at the mouth and watching the rise of the chest.
- Circulation
 - Check for circulation by feeling for a pulse at the wrist, ankle, or throat.

In a fully unconscious person you can clear the airway by using a “finger sweep” reaching into the back of the throat to remove a visible object but being careful not to push the object in further. Place them on their back, look inside the mouth, and do a finger sweep. If the victim is not unconscious, be careful not to get bitten. Falling unconscious and relaxing may loosen the object from the throat.

Choking

The victim will be unable to speak or breathe effectively if their airway is obstructed. If they are coughing or gasping strongly for air, leave them alone. If they are unable to speak, trying to clear their throat, or coughing weakly, stay with them and carefully monitor their breathing. If the victim is unable to speak and puts their hands around their throat, act promptly; this is the universal sign for choking. Clearing the airway is easiest if the patient is standing. Step behind them, make a fist with one hand and place it over the abdomen, thumb

side towards the patient, between their navel and the bottom of their rib cage. With your other hand, grasp your wrist. With a sharp inward and upward thrust, compress the abdomen. Repeat until the airway is clear. If the person has passed out, is too big for you to reach around, or cannot be stood up, lay them flat on their back, turn their head to one side, and use an abdominal thrust with both hands similar to a CPR chest compression. Continue to monitor the ABCs and treat for shock, if indicated.

If you are able to clear the blockage but the patient has not resumed breathing, perform mouth-to-mouth resuscitation, part of cardiopulmonary resuscitation (CPR).

1. Position the victim - Lay the victim on his/her back. Kneel and position yourself at a right angle to the victim's body, with your knees perpendicular to the victim's neck and shoulders.

2. Head tilt/Chin lift - Position your palm on the person's forehead and gently push backward, placing the second and third fingers of your other hand along the side of the victim's jaw, tilting the head and lifting the chin forward to open the airway.

3. Modified jaw thrust - If you suspect a neck injury, a modified jaw thrust (without the head tilt) may be used. This is done by placing your hands on each side of the victim's face, your thumbs on the cheekbones but not pushing, and pulling the jaw forward with your index fingers. Again examine the mouth for foreign objects. If you find any, use the finger sweep to clear them.

4. Check for breathing again - Put your ear directly over the victim's mouth to listen and feel for air being exhaled. Look at the victim's chest to see if it is rising or falling.

5. Mouth-to-mouth resuscitation - Position yourself at a right angle to the victim's shoulder. Use the head tilt/chin lift manoeuvre and pinch the victim's nose closed, using your thumb and forefinger. Open your mouth wide and place it tightly over the victim's mouth. Exhale into the victim just enough to see the chest rise. Take another breath and repeat. Check to see if the victim's chest is rising when you exhale. If the stomach bulges the air is going into the stomach and not the lungs. The airway may still be blocked. Check the airway again.

6. Check for a pulse - After you have delivered your two breaths into the victim, check for a pulse using two fingers just to the side of the throat. If the victim has a pulse but is not breathing, continue mouth-to-mouth resuscitation, using the same technique of big breaths every 5 seconds (12 times/minute). Remove your mouth between breaths. Continue to check for signs of breathing and watch for chest movement. If the victim's breathing is weak, you may have to continue mouth-to-mouth, following the victim's breathing pattern, ensuring a

breath at least every 5 seconds.

7. Restore circulation - If you are unable to find a pulse in the victim, you must begin heart compressions to restore circulation. The compressions must be coordinated with the mouth-to-mouth resuscitation. Kneel and position yourself at a right angle to the victim's chest. Find the base of the breastbone at the centre of the chest where the ribs form a V. Position the heel of one hand on the chest immediately above the V; with the other hand, grasp the first hand from above, intertwining the fingers. Shift your weight forward and upward so that your shoulders are over your hands; straighten your arms and lock your elbows. Shift your weight onto your hands to depress the victim's chest (1 to 2 inches in an adult). Count aloud as you do it, five times in an even rhythm, slightly faster than 1 compression/second (80-100 beats/minute). Repeat the pattern for a total of 30 chest compressions.

8. Continue breathing for the victim - You must continue to give the victim oxygen through mouth-to-mouth resuscitation. Give two breaths. Repeat.

9. Alternate pumping and breathing - Pump the victim's chest 30 times, and then breathe for him or her twice. Establish regular rhythm, counting aloud. Check the pulse and breathing after four cycles. Continue until help arrives, if possible.

10. Performing CPR on a child - The procedure is essentially the same, but you use only one hand for chest compressions and pump the child's chest five times. You then breathe for the child once, more gently than you breathe for an adult.

11. Two-person CPR - One person provides breathing assistance while the other pumps the heart. Pump the heart at a rate of 80 to 100 beats per minute. After each five compressions, a pause in pumping is allowed for a breath to be given by the other person.

Other emergency situations

Once you know that your patient's ABCs are OK, you may move on to determining what other problems they may have. If you saw the injury occur and the patient is conscious and able to communicate effectively with you, this step is fairly simple.

If a language barrier exists or the patient is not conscious, it becomes more difficult. Be sensitive to cultural differences, especially when your patient is of another culture/gender.

Shock

The most commonly encountered form of shock in the field is traumatic shock, induced by injury. If left untreated, it may result in death. Always monitor for signs of shock and routinely treat for it in cases of severe injury. The patient may

be cold and clammy, have pale skin, a rapid weak pulse, rapid shallow breathing, or a combination of these symptoms. Except in cases of head injury, have the patient lie flat on their back and elevate their legs. Cover them with a blanket or other thermal cover and monitor the ABCs.

Bleeding

There are several ways to control the bleeding. These should be attempted, in the following order:

- Using a sterile gauze square, apply pressure directly over the wound. When it stops bleeding, tape or otherwise secure the gauze in place. Immediately removing the gauze may cause the bleeding to restart.
- If you have knowledge of the arterial pressure points, apply pressure, using one or both thumbs over the artery. Once this has controlled the bleeding, apply pressure bandages to the wound site.
- If you are unable to control the bleeding in any other way and professional help is many hours away, apply a tourniquet to the affected extremity. There is a high risk of losing the extremity, particularly if professional attention is not immediately available. This is a last resort.
- Bleeding from the torso does not lend itself to control by any method other than direct pressure to the wound. Elevation may help and if ice is available in sufficient quantity, it will also help.
- Bleeding from the head can usually be controlled by direct pressure, elevation, icing, or a combination of all three. Do not apply a tourniquet.

Burns

Burns may be three basic types: chemical, electrical, and thermal. The treatment for each is different, but in every case, treatment for traumatic shock should be part of your approach.

Chemical burns

These may arise from inadvertent spills when handling chemicals, coming in contact with improperly disposed chemicals and chemical waste, or chemical warfare acts. Take precautions to ensure that you are not contaminated or exposed to the chemicals before attempting treatment.

If you can determine the nature of the chemical that caused the burn, it will be helpful in determining the follow up treatment.

- Remove all contaminated clothing.
- Thoroughly rinse with copious amounts of clean, lukewarm water.
- Rinse for at least 20 to 30 minutes or longer, if possible.
- Seek professional medical attention as soon as possible, regardless of the apparent severity of the burn.

Electrical burns

These usually stem from electrical shock. Before approaching the patient, be certain that no further risk of injury is present. If you know the patient is still in contact with the electrical source and you know it is low voltage, you may move the wire or the patient to a safe position with a dry pole or rope. If the wire is of unknown or high voltage, get professional help to shut off the current or move the wire. Attempting to do so yourself will likely result in an increase in the body count for this incident. Don't do it.

- As soon as it is safe to do so, check the ABCs and continue to monitor the patient. Patients with electrical burns often suffer cardiac or respiratory arrest.
- If there are evident burns, cover them loosely with sterile dressings.
- Seek professional help in treating the burns. Do NOT apply burn creams or ointments.

Thermal burns

These range from mild sunburn to the severe burns associated with open flames, heated metal and scalding water. Thermal burns are categorized by degree. Appropriate treatment is keyed to the severity of the burn.

- First-degree burns.
 - Symptoms are minor swelling and redness of the affected area.
 - Apply cool running water or wet compresses as soon as possible, continuing until the pain subsides.
 - Leave the burned area exposed. Do NOT apply ointments or salves. If pain recurs, reapply cold water.
- Second-degree burns.
 - Symptoms are definite redness of the affected area, swelling, and blistering.
 - Treat as above for first degree burns for 15 to 30 minutes, preferably using sterile water.
 - Cover with a dry, sterile bandage.
 - Elevate the burned area and treat the patient for traumatic shock.
 - Seek professional help.
- Third-degree burns.
 - Typically, these are areas of deeper burning, surrounded by areas that display first and second degree burn characteristics. Charring or leathery appearances are also common.
 - Check the ABCs and continue to monitor them.
 - Treat for traumatic shock.
 - Cover the burned area with a sterile, no adhesive dressing.
 - Elevate the burned area.
 - Immediately seek professional help.

Fractures (broken bones)

Usually, the patient will know if they have broken a bone. The symptoms are bruising around the fracture site, localized pain, deformity, and swelling. In treating a fracture, the objective is immobilization of the ends of the broken bone. Immobilize any fracture before moving the patient. This is especially important in the case of known or suspected spinal injury. When splinting a fracture, immobilize the adjacent joints as well as the fracture site. After splinting is completed and on a continuing basis until professionally treated, check circulation in the affected extremities. In the case of an open fracture (when the bone breaks the surface of the skin), you will most likely need to control the bleeding using pressure points instead of direct pressure. Monitor the patient for the onset of traumatic shock symptoms. Treat for shock routinely in fractures of major bones and open fractures. Get medical attention for open fractures.

Frostbite

Frostbitten tissue will feel cold to your touch, and either numb or painful to the patient. In extreme cases, the tissue will turn white and harden. Do not attempt to thaw frozen tissue until you can ensure it will not be immediately refrozen. It is better to delay treatment a few hours than to refreeze previously frozen tissue. To treat, gently warm the affected areas in a heated space, using lukewarm water where it is possible to immerse the affected area. Give the patient warm fluids and be alert to signs of shock. Re-warming that is too rapid will cause circulatory problems and possibly worsen the tissue damage. If the tissue blisters, avoid breaking the blisters and cover the affected area with a dry gauze bandage. Prevent injured fingers, toes, etc., from rubbing against each other by placing gauze pads between them. Seek medical attention for all but mild cases, as there is risk of septicaemia and gangrene in more severe cases.

Heat exhaustion

The patient usually sweats profusely, feels clammy to the touch, may complain of a headache or nausea, and may be disoriented and feel weak. If you suspect heat exhaustion but the patient is not sweating, see Heat Stroke, below. Get the patient out of the direct sun and cool them down by applying cold compresses and fanning. If they are conscious, give ORS and water, or plain water. If recovery isn't fairly immediate upon treatment, seek medical attention.

Heat Stroke

The patient will have hot, dry skin and a temperature well above normal. This situation is life threatening and must be treated immediately and aggressively. In more advanced cases, the patient will lose consciousness and may convulse.

Get the patient out of the sun and into a cool space. Remove their clothing and immerse them in cold (NOT icy) water until the onset of shivering. Seek medical attention. You must immediately lower the body temperature or it is quite likely that the patient will die.

Hypothermia

The patient will shiver in the early stages of hypothermia, but once the body core temperature goes below about 32°C or 90°F, shivering may stop. The victim will be uncoordinated and may demonstrate mental confusion, slurred speech, and irrational behaviour. Merely bringing the patient into a warm space will not reverse severe cases. Remove any wet or constricting clothing, place the patient in a pre-warmed bed or sleeping bag, and add water bottles of warm (NOT hot) water around the torso. If warm water is not available, use one or more warm, dry rescuers in the sleeping bag or bed to provide heat.

If the patient is sufficiently conscious to protect their airway, give them warm (38 – 45°C or 100 -115°F) fluids such as lemonade or Tang. This provides readily absorbed fuel (sugar) and a means to provide heat to the body core. Do NOT give coffee, tea, other stimulants, or any form of alcohol. The patient has lost the ability to produce sufficient heat and heat must be provided externally. While this is a “cold” injury, it is most common at temperatures above freezing and in wet, windy conditions.

P. DISASTER LOGISTICS

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P.1. Introduction

UNDAC members must have an understanding of the mechanics of humanitarian relief logistics as logistics is one of the most important elements of a relief operation. The ability to deliver the appropriate supplies in the appropriate amount in optimal condition, where and when they are needed, is a prerequisite for an effective emergency operation. In the UN system, the World Food Programme (WFP)/United Nations Joint Logistics Centre (UNJLC) is normally responsible for coordinating logistics in a humanitarian operation. This chapter aims to give UNDAC members an understanding of how disaster relief logistics systems are planned for.

The logistical responses in an emergency may be divided into providing for limited needs, such as providing critical medical items, communications equipment, repair items for water supply, sanitation, electrical power, etc., and moving bulk commodities, such as food and shelter or even people themselves. It is important to bear in mind that there are a number of other factors that pose constraints on logistics, such as pre-existing logistics infrastructure, political factors, the sheer number of humanitarian actors, the damage caused by the disaster, and sometimes the security environment.

P.2. Logistics overview

Emergency logistics

Emergency logistics is a “systems exercise” and requires:

- Delivery of the appropriate supplies in good condition, when and where they are needed.
- A wide range of transport, often improvised at the local level.
- Limited, rapid, and specific deliveries from outside the area.
- A system of prioritising various relief inputs.
- Storing, staging, and moving bulk commodities.
- Moving people.
- Coordination and prioritization of the use of limited and shared transport assets.
- Possible military involvement in logistics support (especially in cases of civil conflict).

Main factors in the operating environment which shape the response are:

- Capacity of the infrastructure.
- Availability and quantity of transport assets in the country.
- Politics of the situation.
- Civil conflict in the area of operations.

Effective planning for logistics programmes requires both implementation and operations plans as well as information and control systems.

International involvement in logistics operations varies greatly from situation to situation. However, some or all of the following usually comprise the responders, e.g., United Nations Development Programme (UNDP), Office for Coordination of Humanitarian Affairs (OCHA), WFP, United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), World Health Organization (WHO), International Committee of the Red Cross (ICRC), International Federation of Red Cross and Red Crescent Societies (IFRC), non-governmental organizations (NGOs), the military and private sector entities.

Structure and organization of emergency logistics

The structure and organization of logistics is based on the supply chain.

Components of this chain are the following:

- Port of entry.
- Primary warehouse.
- Forward warehouse.
- Terminal storage point.

There must be support by adequate facilities and equipment to carry out the following functions:

- Management.
- Central support.
- Procurement.
- Port clearance.
- Warehouse/storage.
- Transport.
- Scheduling.
- Communications.
- Commodity control.
- Distribution control.

P.3. Disaster relief logistics

Planning disaster logistics programmes

Planning and anticipation are the cornerstones of good logistics and must be based on the knowledge of, among other things, geological, technical, political and physical aspects. It is important to establish an implementation and

operations plan, with the first describing the tasks necessary to build the system, including the linkages, the sequence, the resources involved, and how progress is measured. The second, the operations plan, must set goals and responsibilities for relief deliveries, as well as proposing schedules to meet goals, and describing how the control system will operate. As logistics is part of an on-going relief operation, any logistics planning must be coordinated with plans in other sectors of the relief operation. Logistics operations underpin and support the goals of the humanitarian community. It is also important to take into account that there may be breakdowns for various reasons and plans must take this into account, being as flexible as possible.

Any logistics planning must also contain information and control systems since accountability and monitoring of performance against realistic and continually assessed standards are important to the success of the operation and to the donors. To achieve this, procedures must be established for recording and reporting on the quantity, location and condition of commodities, where and when they will next move, and who is responsible for them at each stage. This requires a set of requisition forms, waybills, stock records, and reporting formats. An efficient commodity tracking system must have an overview of the entire pipeline, from relief goods en-route, to relief goods in warehouses in the country, to relief goods already distributed to beneficiaries.

Structure of relief logistics

A typical relief logistics structure starts at the points of origin, e.g., producing or donor countries, to one or more ports of entry, i.e., land, sea or airports, and one or more primary warehouses (near the port of entry), through to forward warehouses (for holding), and lastly to terminal storage points from which the relief goods are transferred to places of distribution to the beneficiaries. As a rule, the further you get in this logistics flow the smaller the used vehicles will be. The transportation means will usually start with ships, trains or aircraft, through big trucks with trailers or semi-trailers, to smaller trucks or even smaller four-by-four vehicles.

For a full-blown logistics operation the following facilities will be needed:

- Offices and administrative equipment.
- Warehouses at various levels.
- Fuel and spares stores.
- Workshops.
- Vehicle parks.
- Vehicles for management staff.
- Fleets of trucks.
- Special vehicles such as cranes, tankers and cargo-handling machines.
- Communications equipment.
- Accommodations.

The resources for a logistics operation will usually come from a variety of organizations; from one's own organization, from the national authorities, from relief organizations, or from the private sector. A large part of the logistics structure may very well be an already existing, loose and multi-organizational structure that was built up in the very first phase of the emergency. The looseness may result in the loss of commodities, as the structure will be built up by improvised means. It is, therefore, important - if you are among the first on-site - to take this into account and try not to build a loose structure, or - if you arrive later in the emergency - to take steps to organize the operation in a more tight and accountable manner.

Distribution

Distribution to individuals and families is firstly very different from the rest of the logistics chain and, secondly, it creates the biggest problems of diversion of relief aid. The effectiveness of the distribution depends on how recipients are chosen and identified. The person or persons in charge of this should always take into account the complexity and highly political aspects which it entails. Organizations with the task of distribution must have extensive experience in this field as well as being politically independent. Final distribution is often undertaken by national authorities or NGOs.

National authorities

As in other areas of relief work, it is vital that there is a close relationship with the national authorities when carrying out logistical operations. The following have proved to be central in the relationship with governments and the effectiveness of logistical operations:

- Agreement over the form and content of the master commodity management plan.
- Agreement on the agencies authority to control commodity movement and distribution.
- Agreement on setting up communications networks, e.g., radio, telex, and satellite.
- Arrangements for travel to and in restricted areas.
- A public commitment to the security of agency staff and action to be taken in the event of specific incidents.
- Use of agency resources in support of the authorities in the event of specific emergencies.
- Duty-free/ taxation exempt status for all equipment and consumables.
- Timely and efficient customs procedures for emergency relief items (both aid for beneficiaries and support items for UN operational usage).
- Favourable foreign currency exchange rates.
- Early agreement on the strategy for phase-out and hand-over of the operation to national authorities.

The UN

The responsible UN representatives (United Nations Disaster Management Team (UN-DMT), WFP/UNJLC, UNHCR, UNICEF or others) may well be in the process of, or have already established a logistics structure normally led by WFP/UNJLC in the early stages of an emergency. When a humanitarian relief operation is coordinated with clusters of organizations within the different sectors of humanitarian activity, WFP is the designated lead-agency for the logistics cluster. Its mission will usually be to assist the government in their logistics efforts. The UN Resident Coordinator/Humanitarian Coordinator (RC/HC) should be prepared to designate a transport/logistics support group, responsible for port and airport clearance, commodity tracking and scheduling, local procurement of goods and equipment, vehicle allocation, management and maintenance, driver support and payment, and storage.

External procurement procedures will usually be handled by the relevant agencies, while procedures in-country should be laid down by the relevant UN organizations before emergencies. It is important that all staff is familiar with the ordering system and that cash handling is systematized in an operational fashion, that does not lay unnecessary constraints on operational aspects. In-country UN-personnel will normally be familiar with the local customs procedures and will be able to help with these.

Logistics assessment checklist

If there is a need for the UNDAC team to carry out a rapid assessment of logistics capacities, a checklist is given in Chapter G – Disaster Assessment.

The full spectrum of UNJLC logistics assessments (rapid and full) is available in the UNJLC Logistics Operations Guide (LOG) available on; www.unjlc.org, and in the UNDAC mission software.

Q. CLIMATE AND TERRAIN

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Q.1. Introduction

This chapter cannot provide a lesson in world geography; it can only summarise types of climates and terrains. While it is vital to research conditions in areas the UNDAC team may operate in, knowledge of climate zones will help if circumstances throw you into unfamiliar territory.

Temperate climates cover much of the globe and offer the best chances for functioning without special skills or knowledge. These territories are also the most heavily urbanised. Heavy winter conditions may call for polar skills.

Q.2. Climate and terrain zones

Polar regions

Polar regions include Arctic, Antarctic, northern territories of Alaska, Canada, Greenland, Iceland, Scandinavia and parts of Russia, Central Asia and the Himalayas, but cold weather skills may be needed at high altitudes everywhere.

Tundra

Tundra is found mostly in the northern hemisphere, but may occasionally be found south of it. It describes a terrain where the subsoil is permanently frozen and vegetation stunted.

Northern coniferous forest

Up to 1300 km (800 miles) deep, this terrain lies between arctic tundra and temperate lands. Winters are long and severe. Trees and plants flourish along the great rivers that flow to the Arctic Ocean. Game, ranging from elk and bear to squirrels and birds, is plentiful. Melted snow creates swamps in the brief summer. Fallen trees and dense growth make the going difficult and mosquitoes may be a nuisance. Movement is easier in winter. There is gravel along the rivers, where fishing is good; a raft may be made from dead fall.

Deciduous forest

Oak, beech, maple and hickory are the main species in America; oak, beech, chestnut and lime, in Eurasia. The rich soil supports many plants. Survival is easy, except in very high altitudes where tundra or snowfield conditions apply.

Temperate grassland

These areas are found in the central continental areas of North America and Eurasia. Hot summers, cold winters and moderate rainfall have made these the great food producing areas.

Mediterranean regions

Lands bordering the Mediterranean are semi-arid with long hot summers and short dry winters. Trees are few and water is scarce.

Tropical jungle

Equatorial rain jungle, subtropical rain forest and mountainous forest all feature high rainfall and rugged mountains, which drain into large, swift-flowing rivers with coastal and low-lying regions as swamp land.

Savannah

Tropical grasslands found in Australia, Venezuela, Colombia, Brazil and Africa. Grass grows up to 3 m (10 ft). Temperatures are high all year round. Water is scarce but where it is found there will be lush vegetation and plenty of wildlife.

Desert

One-fifth of the earth's land surface is desert, of which only small parts are sand; most is flat gravel cut by dried-up water courses (wadis). Very high temperatures occur by day, falling to below freezing at night. Survival is difficult.

High altitude mountains

There are large portion of Central Asia and the Himalayan Region as well as mountain ranges in South America where there is significant habitation in high altitude mountainous areas, i.e., over 10,000 feet. Functioning at these altitudes means normally taking into account low atmospheric pressure, extreme cold and strong winds. Such areas require special acclimatisation procedures.

Q.3. Polar Regions

Winter temperatures are well below freezing and hurricane force winds can whip snow 30 m (100 ft) into the air. A 32 kmph (20 mph) wind brings a -14°C (5°F) thermometer reading down to an actual temperature of -34°C (-30°F). Days vary from total darkness mid-winter to 24-hour daylight midsummer.

Q.3.1. Travel

- Establish shelter as near to the aircraft or vehicle as possible. Move only if rescue improbable. Cold dulls the mind. Plan while you can still think clearly.
- Navigation is difficult in featureless terrain and the going is treacherous. Don't move in a blizzard. Sea ice turns to slush in summer and the tundra is boggy.
- Don't make shelter near water, the habitat of black fly, mosquito and deerfly. Cover skin; wear a net over the head and burn green wood to keep them at bay.

Q.3.2. Navigation

- Compasses are unreliable near the Poles so be guided by the constellations and travel by night.
- Do not use icebergs or distant landmarks to fix direction: floes move constantly, and relative positions change. If breaking ice forces you to another floe, leap from and to a spot at least 60 cm (2-ft) from the edge.
- Observe birds: in the thaw wildfowl fly to land; seabirds fly out to sea by day, returning at night.
- Clouds over open water, timber or snow-free ground appear black below; over sea ice and snow-fields, white. New ice produces greyish reflections; mottled ones indicate pack ice or drifted snow.
- Follow rivers and travel downstream - by raft or on ice except in

northern Siberia where rivers flow north. On frozen rivers keep to edges and outer curve on bends. Where rivers join follow the outside edge or take to outer bank. If river has many bends, take to land.

- Ice cold water is a killer. Falling into icy water knocks the breath out of you. The body loses muscular control, consciousness fades, and death follows in 15-20 minutes. Be thoughtful before taking action. To rescue a colleague who has fallen through the ice, use a rope. If you have no ropes; use a long stick. Do not attempt to walk to the person. Approach the person by lying prone on the ice so as to spread your body weight across the greatest possible area. If you fall through move to the edge of the crack and float on your back. Lift your leg up onto the ice and then your shoulder and attempt to roll up onto the ice again distributing your weight across as broad an area as possible. Move to the land. Roll in snow to absorb water. Get to shelter and dry kit at once.

Q.3.3. Clothing

Severe cold freezes exposed flesh in minutes. Cover every part of the body and especially the head which is the most vulnerable – and important - part. Wear a woollen hat and cover it with a drawstring hood; a fur trim prevents breath freezing on the face and injuring the skin. If clothing has no drawstring, tie sleeves above cuffs, tuck trousers in to prevent heat escaping. If you sweat, loosen collar or cuffs or remove a layer.

Outer garments should be wind proof, but not waterproof, which could trap vapour inside - animal skins are ideal. Under layers should trap air for insulation. Wool is best for inner garments. It does not absorb water and is warm even when damp. Cotton absorbs moisture and rapidly loses heat when wet. Waterproof clothing should only be used in rain and then only when properly ventilated.

Several layers of clothing are better than one heavy layer. The outer layer should be of a breathable material (Gore-Tex, cotton). Non-breathable materials contain damp and moisture near your body.

Remember the key-phrase C.O.L.D.

- **C**lean. Keep yourself and your clothing clean as dirt and grease block air spaces.
- **O**verheating. Avoid overheating your body. Ventilate when perspiring.
- **L**oose. Wear clothing loose and allow air to circulate.
- **D**ry. Moisture conducts cold and dry air insulates. Keep dry – keep warm!

Q.3.4. Footwear

- Mukluks, waterproof canvas or leather boots with rubber soles, are ideal. They should have an insulated liner.
- Wear several pairs of socks, graded in size to fit over each other and not wrinkle. To improvise footwear use layers of fabric. Canvas seat covers make good boots.
- Skiing is fine for firm snow but snow shoes are best in soft snow. Lift each foot without angling it, keeping shoe as flat to the ground as possible. Both methods require sufficient training of skills before use.

Q.3.5. Shelter

- Get out of the wind! Look for natural shelter to improve on but avoid sites where a snowdrift, avalanche or rock fall might bury you.
- Avoid snow-laden trees (branches may fall) unless lower boughs are supported.
- Don't block every hole against draughts. You must have ventilation, especially if your shelter has a fire.

Q.3.6. Fire

- Fuel sources are limited. Driftwood, seal and bird fat, fuel from wreckage - in extreme cold drain oil from sump before it congeals. It may be used solid if drained on ground. High-octane fuel may be left in the tanks.
- On the tundra, willow, birch scrub and juniper may be found.
- Cassiopeia is a low, spreading heather-like plant with tiny leaves and white bell-shaped flowers. It contains so much resin it burns when wet.

Q.3.7. Water

- In summer water is plentiful. Pond water may look brown and taste brackish but vegetation growing in it keeps it fresh. However, running water is always better than still. If in doubt, boil it.
- In winter always melt ice and snow. Do not eat crushed ice or snow; it can injure your mouth and cause further dehydration. Un-thawed ice or snow will reduce your core temperature and chill your body - especially if already cold and tired.
- If there are no other options for thawing of snow put some snow in a water bottle and wear it close to the body until it melts.

Q.3.8. Arctic health

- Frostbite, hypothermia and snow blindness are the main hazards. Efforts to exclude draughts in shelters may lead to lack of oxygen and carbon monoxide poisoning.
- Thinking may become sluggish. Keep alert and active but avoid fatigue and conserve energy for useful tasks. Sleep as much as

possible - you won't freeze in your sleep unless you are so exhausted you cannot regenerate the heat you lose to the air. Exercise fingers and toes to improve circulation. Take precautions against frostbite.

- Avoid spilling petrol on bare flesh it will freeze at once and damage the skin.
- Don't put off defecation - this can cause constipation. Try to time it conveniently before leaving your shelter so you can take waste out with you.
- Snow glare can cause blindness. Protect the eyes with goggles or a strip of cloth with narrow slits cut for eyes. Blacken underneath the eye with charcoal to reduce glare further.
- Core temperature (body and head) is vital. When the body freezes it extracts blood from the limbs to warm the core. The head is where the human body loses the most of its body temperature when exposed to low temperatures. Remember the old saying; if your toes freeze - cover your head!
- Eat and drink more than regularly as the body uses more energy in cold climates than in temperate. Food should be rich in fat and protein to restore the calories that burn off more rapidly as the body works to keep warm.

Q.4. High altitude regions

Q.4.1. General

It is possible that UNDAC missions may take you to altitudes over 2700 m (9000 ft). These are considered High Altitude Regions and special attention to your well-being has to be paid in such areas.

Q.4.2. Effects of high altitude

In medical terms High Altitude is generally accepted to be heights above 9000-ft (2700 m), and the resultant medical conditions are associated with these altitudes. On the other hand, Extreme Altitude is regarded as those areas above 18000-19000 ft (5500-5800 m). While humans have survived, and lived at extreme altitudes, there is no successful and permanent acclimatisation for such altitudes.

Q

Insufficient oxygen in the rarefied air at High Altitude imposes certain stresses on the human body. Overcoming those identifiable physiological changes, if successful, will lead to satisfactory acclimatisation. Failure to do so might prove life threatening. Other than the cold and the rarefied atmosphere, other contributors to illnesses peculiar to High Altitude are low humidity, solar and ultraviolet radiation.

Although there is, as yet, no universal classification of High Altitude medical problems, experience at these heights allows a tentative listing. Should the process of acclimatisation be affected in any way, the illnesses may vary from the acute to the chronic:

- **Acute Mountain Sickness (AMS)** - a throbbing frontal headache that is aggravated by exertion and particularly in the mornings is the most common ailment. Other symptoms include malaise, lassitude, disinclination to work, loss of appetite, nausea vomiting, shortness of breath on exertion and disturbed sleep. If untreated this may progress to -
- **High Altitude Pulmonary Oedema (HAPO)** - Caused primarily by rapid ascent, cold, re-entry and exertion, it is potentially life threatening. Beginning with a headache, there is body ache, cough, and breathlessness on exertion (which is progressive), non-anginal chest pain, lack of appetite, disturbed sleep, vomiting and giddiness. At times a fever may be the presenting symptom. In severe cases there may be associated symptoms of
- **High Altitude Cerebral Oedema (HACO)** - the most dreaded but also the least common of high altitude illnesses. The onset is as with AMS and the alteration of consciousness is the most important feature of HACO. Complaints of dimness of vision, dizziness, vomiting and which may progress to stupor and coma.
- **Pulmonary Arterial Hypertension of High Altitude** - The onset is usually with effort intolerance, anginal chest pain, haemoptysis and swelling of the feet and face along with diminution in the urine output.
- **Chronic Mountain Sickness** - is largely restricted to young or middle-aged men and particularly amongst smokers. The early and dominant symptoms are found in the central nervous system with headache, somnolence, loss of memory, dizziness, paraesthesias, and neuropsychiatric symptoms as the most common. Others symptoms include effort intolerance, bleeding manifestations and later, also, mild cardiac failure.

High altitude illness unrelated to acclimatisation

- **High altitude Retinopathy** - About a third to almost half of those exposed to extreme high altitudes are likely to be affected by retinal haemorrhages. While the exact cause is not known, there is an increase in retinal blood flow with vasodilatation. In addition, sudden surges in blood pressure on exertion may aggravate or precipitate retinal haemorrhage. It may be resolved spontaneously.
- **Snow blindness** - is less common than is believed and is caused by the exposure to ultraviolet radiation that is relatively higher at

these altitudes, as well as the increased reflection of such radiation from the snow surface.

- **Hypothermia** - is diagnosed when the core body temperature falls below 35° C, and below 25° C it is lethal. Up to 33° C the onset is subtle and there is a decrease in shivering. As the core temperature falls further the individual becomes careless about clothing leading to a vicious circle. The individual becomes uncooperative, memory is affected, there is somnolence leading to stupor, coma and, finally, death.

Local cold injury includes:

- **Chill blains** - the non-freezing injury to the skin occurs at temperatures just above freezing. The affected part is red and causes intense irritation.
- **Trench foot** - This occurs when a limb has experienced prolonged contact with moist cold such as water or mud at temperatures above freezing. Symptoms are loss of feeling and a numbness of the area that may last for days after the exposure.
- **Frost bite** - The most serious of these injuries usually occurs at temperatures below freezing and is caused by the freezing of extra cellular fluid with the formation of ice crystals. This is aggravated by freezing of water in the cells and inhibition of enzyme systems. The onset is usually insidious with pain and numbness followed by loss of sensation. The severity of frost bite depends upon the duration of exposure and the temperature and at its most serious may lead to the loss of limbs.

Q.4.3. Effects of low temperatures

The summer temperatures at high altitudes vary from 10° C to minus 20° C. The winter average temperature bracket is minus 15° C to minus 35° C. Sometimes, the temperatures fall as low as minus 55° C. This, combined with wind chill factor, creates extreme subzero polar effects and causes:

- A large number of cold injury casualties. It is essential to have special extreme cold clothing and special shelters for such environment.
- Failure of equipment like radios because of cold arrest. Special extreme winterized equipment is necessary.
- Failure of "over-snow" vehicles due to a frozen system. This requires special shelters, maintenance routines and expert handling of such vehicles.
- Inability of the available helicopters to undertake mission till late in the mornings, because of inability of the ground technical crew to do pre-flight servicing.

Q.4.4. Operational imperative.

The following operational imperatives emerge in high altitudes:

- **Survival** - The focus of all logistic support at these altitudes has to be foremost on survival in the extreme harsh environment providing the proper clothing, high value rations and safe and comfortable shelters. The environmental casualty rate is very high.
- **Psychological motivation** - People who understand the environment, prepare for it properly, deal with it with a positive frame of mind will survive and perform well in the environment. Very careful and positive psychological motivation is essential.
- **Training** - For the special environment of high altitudes, pre-induction training is a must.
- **Logistics** - A sound logistics plan to support the team committed to the environment is a must. It must integrate all logistics resources and provide for adequate safety margins to provide for disruptions due to prolonged spells of bad weather and other environmental hazards like avalanches.
- **Acclimatization** - It is imperative for all personnel operating at high altitudes to acclimatize. There is no cure for High Altitude sicknesses such as pulmonary oedema except moving the person to below 10,000 ft (3000 m).
- **Logistics air support** - The lifeline and the tactical capability of the team is entirely dependent on logistics air support based on a mix of aircraft and helicopters. Adequate level of this support has to be ensured.

Q.5. Tropical regions

This section deals with survival in tropical jungle areas. It is unlikely that UNDAC members will be placed in such a situation, however reference knowledge of such skills is considered desirable as UNDAC teams do function in tropical climates.

Everything in the jungle thrives, including disease and parasites. Even if saturated by perspiration, clothing affords protection from stings and bites. Except at high altitudes, equatorial and subtropical regions are characterized by high temperatures, heavy rainfall and oppressive humidity. Violent storms may occur towards the end of the summer. In choosing camp sites make sure you are above potential flooding.

Equatorial rain forests

Temperatures range from 30° C (86° F) to 20° C (68° F) at night. Jungle trees rise from buttress roots to 60 m (200 ft). In this primary jungle the canopy prevents light reaching the jungle floor. It is relatively cool, with little undergrowth to hamper movement, but visibility is limited. It is easy to lose a sense of direction and difficult for rescuers to spot you.

Secondary jungle

Along riverbanks and the fringes of the jungle sunlight does penetrate to the floor and growth is prolific. Undergrowth reaches heights of 3 m (10 ft) in a year. Moving is slow, hot work, hacking a way with a machete.

Sub-tropical rain forests

Found within 10° of the Equator, these forests have a season of reduced rainfall, even drought, with monsoons coming in cycles. More deciduous trees grow here and undergrowth is dense.

Mountain forests

At altitudes above 1000 m (3000 ft) - the Ruwenzori Range of Central Africa is typical - a crater-like landscape covered in moss between ice-capped peaks. Plant growth is sparse, trees stunted and distorted. Low branches make the going hard. Nights are cold; days hot and misty. Survival is difficult; make your way down the slopes to tropical rain forest.

Saltwater swamps

In coastal areas subject to tidal flooding, mangrove trees thrive, reaching heights of 12 m (40 ft). Their tangled roots are an obstacle above and below the waterline. Visibility is low and passage difficult. Sometimes channels are wide enough to raft but generally progress is on foot. You won't starve - fish, molluscs, aquatic animals and vegetation are plentiful - but it is a hostile environment with water leeches, caiman and crocodiles. Where river channels intersect the swamp you may be able to make a raft. If forced to stay in a swamp determine the high-tide level by the line of salt and debris on the trees and fit a raised bed above it. Cover yourself for protection against ants and mosquitoes.

Freshwater swamps

Found in low-lying inland areas, their thorny undergrowth makes the going difficult and reduces visibility - but survival is easy and swamps are often dotted with islands so you won't be chest deep in water all the time. There are often navigable channels and raw materials available from which to build a raft.

Q.5.1. Shelter

There are ample materials for building shelter in most tropical regions. Where temperatures are high and shelters exposed to the sun make roofs in two layers with airspace 20-30 cm (8-12 in) between to aid cooling. Double layers of cloth will help keep out rain if angled.

Q.5.2. Fire

Everything is likely to be damp. Take standing dead wood, shave off the outside and use that to start your fire. Dry bamboo and termite nests make good tinder.

Q.5.3. Food

A wide variety of fruits, roots and leaves are available. Banana, papaya, mango and figs are easily recognized, but you may find the wealth of tropical foods bewildering. A wide range of mammals, reptiles, birds and fish may be hunted, trapped and fished. Fish are easily digested, but in the tropics they spoil quickly. Clean thoroughly, discard entrails and eat as soon as possible. Do not preserve them by smoking or drying. Fish in slow-moving water may be infested with tapeworms and other human parasites: boil for 20 minutes. Water itself may be infected with amoebas that cause dysentery, therefore always boil it.

Q.5.4. Dangers of jungle movement

Insect attack

Moving through the jungle may disturb bee, wasp or hornet nests. Any bare skin is vulnerable to attack. Run! Don't drop anything - you won't want to go back for it. Goggles will protect the eyes. Insects, searching for salt, will make for the sweaty parts of your body. Protect armpits and groin against their painful stings.

Mosquito protection

Wear a net or T-shirt over your head, especially at dawn and dusk. Better, take a strip of cloth 45 cm (18 in) deep and long enough to tie round your head; cut it to make a fringe of vertical strips hanging from a band that will dangle round your face and over your neck. Keep covered at night, including your hands. Oil, fat or mud spread on hands and face may help repel insects. Use bamboo or a sapling to support a tent of clothing and large leaves rigged over your upper half. A smoky fire will help keep insects at bay.

Cover your feet

Good footwear and protection for the legs is essential. Bind bark or cloth round feet and tie it to make wrappings for the legs as a defence against leeches and centipedes.

Beware hairy caterpillars

Always brush off in the direction they are travelling or small irritant hairs may stay in your skin and cause an itchy rash, which may fester in the heat.

Beware of invaders

Keep clothing and footwear off the ground so that scorpions, snakes and spiders don't creep in. Shake out clothes and check boots before putting them on; be wary when putting hands in pockets. Take care on waking: centipedes nestle for warmth in the more private body regions. Protect armpits and groin against stinging insects attracted by sweat.

Leeches

Their bite is messy but not painful. Left alone they drop off when they have their fill. Do not pull them off the head may come off leaving the jaws in the bite,

which could turn septic. Remove with a dab of salt, alcohol or a burning cigarette end, ember or flame.

Danger in rivers

Rivers may be home to dangerous creatures such as piranhas, stingrays and electric eels. Look out for crocodiles or alligators and take care in handling catfish, which have sharp dorsal fins and spines on their gill covers.

Q.5.5. Travel in jungles

Ground observation in the jungle areas varies according to the type of vegetation. In some types of jungle, the forest canopy is so thick that it cuts off most of sunlight and ground observation is limited to approximately 20 metres.

In the jungle with a tangle of secondary growth, ground observation may be limited to 5 metres or less. In other types of jungle, the visibility may vary from 15 to 20 metres to as much as 100 metres.

Observation will be greatly restricted during the monsoon period and winter months due to heavy rain and ground fog which may persist in the valleys for several hours after sunrise.

The heights of ridges and hills offer slightly improved observation as the vegetation towards the heights is thinner than that found in the valleys.

Movement in the jungle, both on foot and in mechanical transport, is a slow and laborious process owing to the slush caused by the rains and the difficulty of leaving the track.

Movement on foot particularly poses a number of difficult problems. The route has to be carefully selected to avoid unnecessary climbs and descents and hacking through thick jungle foliage. The traveller is also subjected to the discomforts of high humidity especially when moving through cane and bamboo forests.

There is a tendency to under estimate the time taken to move between two points in the jungle. Since conditions of climate and terrain may cause wide variations in the time taken to complete a move, all moves in the jungle should be planned on the basis of time taken to move between the two points, rather than the distance between them.

Q.5.6. Navigation in jungles

Q Jungle navigation is not easy but the difficulties are often overstated, provided methodical map study and planning are undertaken, followed by careful use of the map, compass and protractor.

The elements of navigation are keeping direction and knowing the distance travelled. The ability to use the following aids as a collective means to jungle navigation may only be gained from constant practice:

- **A watch** - Every jungle navigator must have a reliable and water-proof watch set to the correct time.
- **Maps** - These may be reasonably accurate as regards features, e.g., hills and streams. It should be borne in mind however, that most maps are produced from air photos which, when taken over areas of jungle, show the form of the tree canopy and not the ground formation. Therefore, small features such as cliffs and waterfalls often exist on the ground but are not shown on the map. Maps are often inaccurate as regards cultivation jungle boundaries, roads, tracks, villages and clearings because these features are subject to continual change.
- **Air photographs** - A valuable supplement to maps and often the only means of bringing a map up to date or of obtaining cover of unmapped areas. They are, however, of very limited use in jungle covered areas.
- **Compass** - The compass is the most accurate means of maintaining direction. In some areas magnetic variation may be present due to the presence of minerals. Rely on the compass and avoid the temptation to use one's sense of direction. No party should attempt to move in the jungle without a compass, unless this is unavoidable and in an emergency.

Distance travelled will vary with the physical condition and will of the individual. The normal error is to over estimate the distance travelled but time is a more practical measure of the going. The following may be regarded as a rough guide to the distance covered in one hour:

- Through primary jungle 1000 to 2000 metres (contouring).
- Through primary jungle 700 to 1000 metres (cross grain).
- Through secondary jungle 500 to 800 metres.
- Through swamps 100 to 200 metres.
- Through tall grass 500 to 1000 metres.

Q.5.7. Health and sanitation

In the jungle, sanitation and personal hygiene are more important. Intestinal diseases are diseases usually transmitted by contaminated food or impure water. Contamination of the food may be caused by use of dirty utensils, flies or other such insects and food handlers. Water borne diseases may be caused by impure water that is used for drinking, cooking and bathing purposes. Examples of this type of disease are dysentery, cholera, etc. Insects and animal borne diseases are transmitted directly through bites of blood sucking insects like mosquitoes and ticks. Diseases of this type are malaria, yellow fever, filariasis and typhus. Fungus disease merits special attention because the climate in the jungle favours the growth of microscopic plants called fungi, which produce these diseases. Sweat soaked skin invites attack by fungus. The principal fungus diseases are ring

worm and athlete's foot.

Every person is responsible for her/his own cleanliness and that of her/his surroundings. Frequent inspections of the body must be carried out for the lice or tick bites. Clothes impregnated with DBP, i.e., insect repellent for clothing are very effective against mite bites and reduce the incidence of typhus. All scratches and wounds must be attended to at an early stage. Excessive heat and humidity create moist sweaty conditions because of which the scratches are likely to become septic. The body should be protected against insect bites by use of insect repellents or mosquito nets.

Whenever possible, the body should be bathed and exposed to sun and air. The clothes should be loose fitting, clean and dry. When possible, the boots should be removed and the feet massaged and dusted with foot powder. Boots should be removed before sleeping.

Q.6. Desert regions

Q.6.1. Desert conditions

The desert is a vast arid waste land with little vegetation and sparse population. It is generally featureless but it contains sand dunes, rocky outcrops and clay plains. The desert, therefore, is not impossible and difficult except in stretches. The going is generally good over almost all types of terrain. This is particularly true when using tracked or half-tracked vehicles. Wheeled vehicles or four-wheel drive category may also be driven over most desert terrain provided the drivers are well trained. However, areas of soft sand and those areas which collect water due to rainfall become impassable to traffic for certain periods of time.

Sand dunes may be from 70 to 100 metres in height and 3 to 5 kilometres in length. Distance between dunes may vary from 400 to 1200 metres. The steep portion of a sand dune is normally referred to as its knuckle and the gradual portion as its fingers. It is essential that the configuration of sand dunes be clearly understood. Sand dunes areas provide the greatest obstacles to mobility.

Rocky outcrops

These outcrops may be from 50 to 100 metres in height and 3 to 5 kilometres in length. Their ingredients are generally weathered rocks of sedimentary nature and hard gravel. This material is the main item of road construction in the area. The going in these areas is generally good.

Q *Clay plain*

These are open plains found in depressions due to the deposition of clay from the flow of rain water. The going in this area is very good as long as it is dry. If there is rain, then the area becomes impassable to all types of vehicles for prolonged periods.

Climate

The climate of desert terrain has the following facets:

- **Rainfall** - The average rainfall is very low. Long spells of drought are quite frequent.
- **Temperature** - The desert is generally associated with extreme conditions of temperature. During summer, the maximum temperature exceeds 45 degrees C., while during winter; temperatures fall down nearly to the freezing point. Days are hot and may be pleasant during winter and unbearable during summer, while nights are generally cool throughout the year.
- **Wind** - Hot winds and sandstorms are a regular feature. Sometimes, these reach a velocity of up to 40 kmph and may last for a number of hours at a stretch. Consequently dust and haze are prevalent and restrict visibility both from the air as well as from the ground. Observation becomes a major problem during such conditions. Visibility, however, is good during moonlit nights.
- **Water** - There is an acute scarcity of water. Almost all available water is brackish. Planning for water assumes significance in logistics planning. Storage and transportation of water are prerequisites for operations.
- **Desert tracks** - The area is criss-crossed by camel tracks. Tracks generally connect water sources on which various villages depend. Normally the roads and tracks follow the grain of the country except where shorter routes are required to water sources. Most desert tracks are well defined when in use otherwise they get obliterated quickly by blowing sands.

To survive you must make the most of any available shade, create protection from the sun, cut moisture loss and restrict activity during the heat of the day. Where great temperature differences between night and day occur condensation is a source of water. When rain does come - years may pass with none at all - it may be in torrential downpours which create flash floods before being quickly absorbed. Dust or sand storms reduce visibility. Protection is needed against sand entering every orifice.

Q.6.2. Water

Water is vital. If you have it, ration it immediately. If you are stranded by mechanical failure during a desert crossing, hopefully you will have planned your route with an awareness of oases, wells and waterholes. Wells may require a container lowered on a line to reach water. Small waterholes in wadi (watercourse) bottoms are often seasonal. They are usually covered with a stone or brushwood.

Away from known waterholes, dig at the lowest point of the outside bend of a

dry stream bed or the lowest point between dunes. Do not dig in the heat of day - you'll sweat liquid you may not be able to replace. Always balance fluid loss against possible gain.

Life expectancy depends on the water available and your ability to minimize perspiration. Without water you will last 2 days at 48° C (120° F) if you rest in the shade and do nothing. If you must walk to safety the distance you cover will relate to the water available. With none, a temperature of 48° C, walking at night and resting by day, you could cover 40 km (25 miles). Walking by day you would cover 8 km (5 miles) before collapse. At 48° C with 2 litres (4 pints) of water you might cover 56 km (35 miles) and last 3 days.

Drink 1.5 litres for every 2 lost (3:4 pints). Less fluid will not result in less sweat. If more fluid is drunk than needed it will be excreted and used to no purpose.

Q.6.3. Shelter and fire

Find immediate shade. In the evening cool build a shelter. Do not stay in a metal vehicle or plane. Use it to support a shelter or make use of the shadow beneath an aircraft's wing. Pile rocks to make a windbreak and make use of wadi walls (except when flash floods seem likely). Use the double-layer technique to aid cooling. If using fabrics, leave bottom edges lifted and loose by day to increase air circulation. Weight them down with rocks at night. Avoid lying directly on hot ground: air can circulate under a raised bed.

You will need fire for warmth at night and for boiling water. Smoke will be useful for signalling. Desert scrub is dry and burns easily. If the land is totally barren, vehicle fuel and oil mixed with sand in a container will burn. Animal dung is also flammable.

Q.6.4. Clothing

Clothing helps reduce fluid loss and gives protection from sunburn and insect bites, as well as warmth at night. Clothes should be light and loose fitting, with air space between the garments and the body. Copy the flowing, layered garments of the Arab world. Trousers give more protection from insects and guard against serious sunburn on the legs. Cover the head and feet.

Keep covered! Apart from risking severe sunburn, an uncovered body will lose sweat by evaporation. Keep clothing loose with a layer of insulating air. Sweating will then cool you more efficiently.

Headgear

Q

A hat with a piece of cloth attached to the back will protect but, better still, copy Arab head-wear: make a handkerchief into a wad on top of the head, fold diagonally a piece of cloth about 120 cm (4 ft) square, place it over the handkerchief, long edge forward, and secure with a cord tied round the head. This traps pockets of air and protects from sand. Wrap round the face for warmth at night.

Eye protection

Sunglasses may not be enough. Soot from the fire smeared below the eyes will reduce glare. Shield eyes from glare and windborne sand with a strip of material. Cut narrow slits to see through.

Footwear

Do not walk barefoot until your feet have hardened or they will burn and blister. Do not leave tops of feet exposed. Wrappings around your legs keep sand out of boots; wrap them round the feet over open sandals.

Q.6.5. Food

Heat causes loss of appetite - don't force yourself to eat. Protein foods increase metabolic heat and water loss. If water is scarce, keep eating to a minimum and try to eat only moisture-containing foods, e.g., fruit and vegetables. Food spoils quickly in the desert. Once open, eat stores at once or keep covered and shaded.

Vegetation is scarce, but deserts often support a variety of animals. Insects, reptiles, rodents and some small mammals burrow or hide during the day; large mammals are an indication that there is water close at hand.

Q.6.6. Health

- Most desert illnesses are caused by excessive exposure to sun and heat. They may be avoided by keeping head and body covered and remaining in the shade.
- Constipation and pain in passing urine are common and salt deficiency may lead to cramps.
- Heavy sweating coupled with garments that rub may block the sweat glands and result in an uncomfortable skin irritation known as prickly heat.
- Heat cramps, leading to heat exhaustion, heat stroke and serious sunburn are all dangers. A gradual increase in activity and daily exposure to the sun will build up a defence, provided that plenty of drinking water is available.
- Keep moist areas of the body - crevices of armpits, groin and toes - clean and dry to prevent infection.
- Even the most trivial sore will become infected if not dealt with straight away. Pull out thorns as soon as possible. Where the skin is broken a large and painful sore may develop which could prevent walking. Bandage all cuts with clean dressings and use what medical aids are available.

Q.6.7. Don'ts while driving in the desert

- Don't break the continuity of motion.
- Don't accelerate when wheels have lost contact with the ground.
- Don't drive in low gear unnecessarily.
- Don't allow engines to overheat.
- Don't apply breaks abruptly in soft sand but allow the vehicle to roll to a halt.
- Don't overtake in sandy patches.
- Don't follow the tracks of vehicles in front in sandy patches.
- Don't turn sharply in soft sand.
- Don't drive too closely on the tail of the vehicle in front.
- Don't drive right up to the vehicle in front which is stuck or you will get stuck yourself.
- Don't halt your vehicle while crossing a soft sandy patch.
- Don't overload your vehicle.

R. RADIO COMMUNICATION PROCEDURES

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R.1. Introduction

The following is an overview of radio communication procedures that, when followed, will minimize radio time, make radio time more effective, and reduce misinterpretation of radio messages. The UNDAC team should always follow these procedures. It is important that all users of the radio net practice strict radio discipline at all times.

R.1.1. Preparing the set for operation

- Make sure that there is a power source, that it is sufficient and ensure correct connection to the radio set.
- Check the antenna and all cable connections ensuring tight and correct connection to all components.
- Connect the audio accessories, and check the proper operation of function switches.

R.1.2. Transmitting

- Decide on message before transmitting, ensuring it will be clear and brief.
- Make sure no one else is speaking before transmitting.
- Remember to divide your message into sensible phrases, make pauses and maintain a natural rhythm to your speech.
- Avoid excessive calling and unofficial transmissions.
- When ready to transmit, push the transmission key and wait a second before speaking. When finishing transmitting wait before releasing the key.
- Use standard pronunciation. Emphasize vowels. Avoid extremes of high pitch, speak in a moderately strong voice, and do not shout.
- Keep a distance of about 5 cm between the microphone and your lips. Shield your microphone from background noises.
- Remember: think, push, speak – not the other way around.

R.2. Procedures and tools

R.2.1. Phonetic alphabet and numbering

Phonetic Alphabet

Letter	Pronunciation
A	ALPHA
B	BRAVO
C	CHARLIE
D	DELTA
E	ECHO
F	FOXTROT
G	GOLF
H	HOTEL
I	INDIA
J	JULIET
K	KILO
L	LIMA
M	MIKE
N	NOVEMBER
O	OSCAR
P	PAPA
Q	QUEBEC
R	ROMEO
S	SIERRA
T	TANGO
U	UNIFORM
V	VICTOR
W	WHISKY
X	X-RAY
Y	YANKEE
Z	ZULU

Numbering

Digit	Pronunciation
0	ZERO
1	WUN
2	TOO
3	THUH-REE
4	FO-WER
5	FI-YIV
6	SIX
7	SEVEN
8	ATE
9	NINER

In general, numbers are transmitted digit by digit except that exact multiples of hundreds and thousands are spoken as such. Some examples of pronunciation of numbers may be seen below:

12 - TWELVE

44 - FO-WER FO-WER

90 - NINER ZERO

136 - WUN THU-REE SIX

500 - FI-YIV HUNDRED

7000 - SEVEN THOUSAND

16,000 - WUN SIX THOUSAND

1478 - WUN FO-WER SEVEN ATE

19A - WUN NINER ALPHA

R.2.2 Procedure words

The following is a list of the most common procedure words (pro-words) to be used and their meanings.

Pro-word	Meaning
ACKNOWLEDGE	Confirm that you have received my message and will comply.
AFFIRMATIVE - NEGATIVE	Yes/Correct - No/Incorrect.
ALL AFTER or ALL BEFORE	Everything that you (I) transmitted after... (Keyword). Everything that you (I) transmitted before... (Keyword).
CORRECT (THAT IS CORRECT)	What you have transmitted is correct.
CORRECTION	An error has been made in this transmission. It will continue with the last word (group) correctly transmitted. An error has been made in this transmission. Correct version is... That which follows is a correct version in answer to your request for verification.
WRONG	Your last transmission was incorrect. The correct version is...
DISREGARD THIS TRANSMISSION - OUT	This transmission is an error. Disregard it. This pro-word shall not be used to cancel any message that has already been completely transmitted and for which receipt or acknowledgement has been received.
DO NOT ANSWER - OUT	Station(s) called are not to answer this call, acknowledge this message, or otherwise to transmit in connection with this transmission.

Pro-word	Meaning
SILENCE - SILENCE - SILENCE	Cease all transmissions on this net immediately. Will be maintained until lifted.
SILENCE LIFTED	Silence is lifted. The net is free for traffic.
END OF MESSAGE - OVER (OUT)	This concludes the message just transmitted (and the message instructions pertaining to a formal message).
END OF TEXT	The textual part of a formal message ends. Stand by for the message instructions immediately following.
FETCH	I wish to speak on the radio to that person.
SPEAKING	Requested person is now using the radio himself.
FIGURES	Numerals or numbers will follow. (This pro-word is not used with the call signs, time definitions, grid references, bearings, distances, etc., especially in fixed-form reports.)
FROM	This is... The originator of this formal message is indicated by the address designation immediately following.
TO	The addressees whose designations will immediately follow are to take action on this formal message.
OVER	This is the end of my turn of transmitting. A message is expected. Go ahead.
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...
ROGER	I have received your last transmission satisfactorily.
ROGER SO FAR?	Have you received this part of my message satisfactorily?
WILCO	I have received your message, understand it, and will comply. (To be used only by the addressee.) ROGER and WILCO are never used together.
UNKNOWN STATION	The identity of the station calling or with whom I am attempting to establish communication is unknown.
VERIFY	Verify entire message (or portions indicated) with the originator and send correct version. To be used only at discretion of or by the addressee to which the questioned message was directed.

Pro-word	Meaning
I VERIFY	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.
WORD AFTER	The word of the message to which I have reference is that which follows...
WORD BEFORE	The word of the message to which I have reference is that which proceeds...
WORDS TWICE	Communication is difficult. Transmit each phrase (group) twice. This pro-word can be used as an order, request or as information.
OUT	This is the end of my transmission to you. No answer or acknowledgement is expected.
OUT TO YOU	Do not answer, I have nothing more for you. I shall now call another station on the net.
READ BACK	Repeat the entire following transmission back to me exactly as received.
I READ BACK	The following is my reply to your request to read back.
SAY AGAIN	Repeat all of your last transmission. Followed by ALL AFTER, ALL BEFORE, WORD AFTER, WORD BEFORE etc. means: Repeat... (portion indicated).
I SAY AGAIN	I am repeating my transmission or portion indicated.
SEND	Go ahead with your transmission.
SEND YOUR MESSAGE	Go ahead, transmit; I am ready to copy.
SPEAK SLOWER	Reduce the speed of your transmission.
I SPELL	I shall spell the next word, group or equivalent phonetically. (Not used when transmitting coded groups only.)
RELAY TO	Transmit the following message to all addressees or to the address designation immediately following.
RELAY THROUGH...	Send this message by way of call-sign...

Example of radio conversation

1. ALPHA, THIS IS CHARLIE - MESSAGE, OVER
2. THIS IS ALPHA - SEND, OVER

3. THIS IS CHARLIE - WATCH FOR FALLEN ROCKS ON ROAD BIRKET - I SPELL - BRAVO, INDIA, ROMEO, KILO, ECHO, TANGO - BIRKET, OVER

4. THIS IS ALPHA - WILCO, OUT.

Example of formal message

Formal messages should be transmitted in the following order:

Preliminary call.

1. Pro-word MESSAGE FOLLOWS (SEND YOUR MESSAGE).
2. Abbreviated call with relay and transmission instructions, if any, e.g., READ BACK, RELAY ON, etc.
3. Message handling order = precedence (normally one of the following: FLASH, OPERATIONAL, IMMEDIATE, PRIORITY, or ROUTINE).
4. Date and time group, e.g., 140630z AUG, which is 14 August, 1430 [2 PM] GMT.
5. Pro-word FROM followed by originator call sign.
6. Pro-word TO followed by action addressee call sign.
7. Pro-word INFO followed by info addressee call sign.
8. Pro-word TEXT BEGINS.
9. Security classification (normally one of the following: UNCLASSIFIED, RESTRICTED, CONFIDENTIAL, or SECRET/UN).
10. The originator and the number of the message.
11. The actual text.
12. Pro-word END OF TEXT if final instructions are to follow, otherwise END OF MESSAGE.
13. Pro-word OUT if no answer is required, otherwise OVER.

R.2.3 Report of reception

The following phrases are for use when initiating and answering queries concerning signal strength and readability.

RADIO CHECK What is my signal strength and readability; how do you read me?

YOU ARE
(I READ YOU) Your signal strength and readability is as follows...

Report on signal strength

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

Report on readability

CLEAR	Excellent quality.
READABLE	Good quality, no difficulties reading you.
DISTORTED	I have trouble reading you.

WITH INTERFERENCE
NOT READABLE

I have trouble reading you due to interference.
I can hear that you transmit but cannot read you at all.

Example of radio check

ALPHA, THIS IS CHARLIE - RADIO CHECK, OVER
THIS IS ALPHA - YOU ARE LOUD AND READABLE, OVER
THIS IS CHARLIE - YOU ARE LOUD AND READABLE AS WELL, OUT.

R.3. Standard UN call signs

The UN has developed a system for the allocation of call signs that is applicable worldwide. It requires minimum administration, is easy to use, and uniquely defines stations and users. The system is applicable for both UN agencies and NGOs.

The UN radio room, that is responsible for setting up and operating the network, issues the call signs. A call sign consists of two letters and one to three digits indicating network location, agency, and position within agency.

The first letter indicates the location of the network. The first letter of the location name is usually designated. If this letter is already in use by another network within the country, the last letter is used. This continues until an available letter is found in the location name. For example, the network operating in Pakistan would use Mike for Multan, Delta for Muzaffarabad, and November for Manshera.

The second letter indicates the agency.

Letter	UN organization	Function
Alpha:	FAO	Agriculture
Bravo:	World Bank/IMF	Bank
Charlie:	UNICEF	Children
Delta:	UNDP	Development
Echo:	UNESCO	Education
Foxtrot:	WFP	Food
Golf:		
Hotel:	WHO	Health
India		
Juliet:		
Kilo:		
Lima:	UNJLC	
Mike:	IOM	Migration
November:	UNFPA	

Letter	UN organization	Function
Oscar:	OCHA/UNDAC	
Papa:	UNOPS	Projects
Quebec:	UNDPKO	
Romeo:	UNHCR	Refugees
Sierra:	UNDSS	Security
Tango:	UNHABITAT	
Uniform:	UN Secretariat	Offices of Special Representatives, Envoys, etc.
Victor:		
Whisky:		
X-ray:	Reserved for NGO's	
Yankee:	Reserved for NGO's	
Zulu:	Reserved for NGO's	

For example. OCHA staff working in Muzaffarabad would use Delta-Oscar as the two first letters of their call sign.

The first digit of the call sign indicates the position within the agency.

Digit	Department
1	Management and miscellaneous senior staff
2	Finance / Administration
3	Logistics
4	Program
5	Staff security / guards
6	Agency specific
7	Drivers
8	Technical support staff, e.g. Telecom, IT, etc.
9	Visitors / Agency specific

The last one or two digits indicate the different individuals in the department.

For example. UNDAC Team Leader in Muzaffarabad Delta-Oscar-1, deputy Delta-Oscar-11.

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S.1. Conversion to metric system

Metric to English**Length**

1 cm	= 0.394 inches
1 m	= 39.4 inches
1 m	= 3.28 feet
1 m	= 1.09 yards
1 km	= 0.621 miles

Weight

1 g	= 0.035 ounces
1 kg	= 2.2 pounds
1 ton	= 2200 pounds
1 ton	= 0.984 tons

Surface

1 cm ²	= 0.155 sq in
1 m ²	= 10.76 sq ft
1 m ²	= 1.2 sq yd
1 ha	= 2.47 acres
1 km ²	= 247 acres
1 km ²	= 0.386 sq miles

Volume

1 cm ³	= 0.061 cu in
1 m ³	= 35.3 cu ft
1 m ³	= 1.31 cu yd
1 ml	= 0.035 fl. oz
1 l	= 1.76 pints
1 l	= 0.22 UK gal.
1 US gal.	= 0.833 UK gal.

English to Metric**Length**

1 inch	= 2.54 cm
1 foot	= 30.5 cm
1 foot	= 0.305 m
1 yard	= 0.914 m
1 mile	= 1.609 km

Weight

1 ounce	= 28.3 g
1 pound	= 454 g
1 pound	= 0.454 kg
1 ton (US)	= 1.02 tons

Surface

1 sq inch	= 6.45 cm ²
1 sq foot	= 929 cm ²
1 sq foot	= 0.093 m ²
1 sq yard	= 0.836 m ²
1 acre	= 0.405 ha
1 sq mile	= 2.59 km ²

Volume

1 cu inch	= 16.4 cm ³
1 cu foot	= 0.028 m ³
1 cu yard	= 0.765 m ³
1 fl ounce	= 28.4 ml
1 pint	= 0.568 l
1 UK gal.	= 4.55 l
1 UK gal.	= 1.2 US gal.

Temperature

(Celsius x 1.8) + 32 = Fahrenheit

(Fahrenheit - 32) x 0.555 = Celsius

5.2. Characteristics of radio and satellite communications

Type	Description
Radio communication	
VHF/UHF	Hand-held, mobile, or base units. Antenna size, transmission power, and terrain have effect on range – can vary from 1 to 30km, line-of-site. Range may be increased when used in conjunction with a repeater. Used for onsite coordination, personal security, and individual communications.
HF (shortwave)	Mobile and base stations. Range is dependent on frequency, time of day, and antenna in use. May be used for data transmission (2.4kbps). Used for regional / worldwide communications.
Satellite communication	
Thuraya (Thuraya*)	Handheld satellite phone with built-in GSM phone and GPS. Provides voice, fax and a 9.6kbps data service. Coverage area is north/central Africa, Europe, the Middle East, and Asia.
Iridium (Iridium)	Handheld satellite phone with voice, fax and a 2.4kbps data service. Worldwide coverage (polar areas included).
Mini-M (Inmarsat)	Satellite phone with voice, fax and a 2.4kbps data service. Notebook computer size. Worldwide coverage except polar areas.
GAN (Inmarsat)	Satellite phone with voice, fax and a 64kbps data service. Notebook computer size. Worldwide coverage except polar areas.

<p>BGAN / Regional BGAN</p> <p>(Inmarsat*, Thuraya*)</p>	<p>Satellite data modem with speeds ranging from 144 to 492kbps over a shared channel. BGAN terminals include voice service. Notebook computer size. Inmarsat coverage area is Africa, Europe, the Middle East, Asia, parts of the Far East / Australia, and the Americas.</p> <p>See Thuraya for Thuraya coverage area.</p>
<p>V-SAT</p>	<p>Fixed satellite station for permanent / semi-permanent installation (large dish >1m). Data service from 32kbps (up) / 128kbps (down) and upwards. Can also provide voice service (IP telephony). Fixed monthly rate. Needs qualified technician for installation and service.</p>
Cellular communication	
<p>GSM</p>	<p>Global System for Mobile Communications. "Worldwide" cellular system with coverage in Europe, most Asian and African countries and in some countries in the Americas. The basic GSM data service speed is 9.6kbps with enhanced technologies providing speeds from 14.4kbps and upwards.</p> <p>Handsets are dual-band (900, 1800), tri-band (900, 1800, and 1900) or quad-band (900, 1800, 800, and 1900). Tri- and quad-band handsets are preferable since they have a larger global coverage area.</p> <p>GSM network operators must have roaming agreements with each other to enable the handset to function in foreign networks.</p>
<p>UMTS</p>	<p>Universal Mobile Telecommunications System. (Also commonly called 3GSM.) Designed to exceed the GSM standard. Data service with speeds up to 1920kbps.</p>
<p>CDMA/TDMA</p>	<p>Digital cellular systems used throughout the Americas and some parts of Asia. TDMA is slowly being replaced by CDMA/GSM systems.</p>

* Satellite coverage area is due to expand in the future.

S.3. Characteristics of aircrafts that may be used during disaster operations

Aircraft type	Cruising Speed (knots)	Maximum cargo weight metric tons (2,200 lb)	Cargo hold size L x W x H (cm)	Door size W x H (cm)	Usable cargo volume m3	Pallet qty. 224 x 318 (cm)	Desired runway length (ft)
AN-12		15	1,300 x 350 x 250	310 x 240	100	n/a	n/a
AN-22		60	3,300 x 440 x 440	300 x 390	630	n/a	n/a
AN-26		5.5	1,060 x 230 x 170	200 x 160	50	n/a	n/a
AN-32		6.7	1,000 x 250 x 110	240 x 120	30	n/a	n/a
AN-72/74		10	1,000 x 210 x 220	240 x 150	45	n/a	n/a
AN-124	450	120	3,300 x 640 x 440	600 x 740	850	n/a	10,000
A300F4-100		40	3,300 x 450 x 250	360 x 260	320	20	8,200
A300F4-200		42	3,300 x 450 x 250	360 x 260	320	20	8,200
A310-200F		38	2,600 x 450 x 250	360 x 260	260	16	6,700
A310-300F		39	2,600 x 450 x 250	360 x 260	260	16	6,700
B727-100F		16	2,000 x 350 x 210	340 x 220	112	9	7,000
B737 200F		12	1,800 x 330 x 190	350 x 210	90	7	7,000

B737 300F		16		1,800 x 330 x 210	350 x 230	90	8	7,000
B747 100F		99		5,100 x 500 x 300	340 x 310	525	37	9,000
B747-200F	490	109		5,100 x 500 x 300	340 x 310	525	37	10,700
B747 400F		113		5,100 x 500 x 300	340 x 310	535	37	n/a
B757 200F		39		3,400 x 330 x 210	340 x 220	190	15	5,800
B767 300F		55		3,900 x 330 x 240	340 x 260	300	17	6,500
DC-10 10F		56		4,100 x 450 x 250	350 x 260	380	23	8,000
DC-10 30F		70		4,100 x 450 x 250	350 x 260	380	23	8,000
IL-76	430	40		2,500 x 330 x 340	330 x 550	180	n/a	2,800
L-100	275	22		1,780 x 310 x 260	300 x 280	120	6	n/a
L-100-20	275	20		1,780 x 310 x 260	300 x 280	120	6	n/a
L-100-30	280	23		1,780 x 310 x 260	300 x 280	120	6	n/a
MD-11F		90		3,800 x 500 x 250	350 x 260	365	26	n/a

Note: The cargo capacities and cruise speeds listed in the table are averages for that type of aircraft. Actual capacities will vary based on the altitude, ambient air temperature, and actual fuel on board

S.4. Characteristics of helicopters that may be used in disaster operations

Helicopter type	Fuel type	Cruising speed (knots)	Typical allowable payload for hovering in ground effect (kg/lb) 1	Typical allowable payload for hovering out of ground effect (kg/lb) 2	Number of passenger seats
Aerospatiale SA 315B Lama	Jet	80	420/925	420/925	4
Aerospatiale SA-316B Allouette III	Jet	80	526/1,160	479/1,055	6
Aerospatiale SA 318C Allouette II	Jet	95	420/926	256/564	4
Aerospatiale AS-332L Super Puma	Jet	120	2,177/4,800	1,769/3,900	26
Bell 204B	Jet	120	599/1,20	417/920	11
Bell 206B-3 Jet Ranger	Jet	97	429/945	324/715	4
Bell 206L Long Ranger	Jet	110	522/1150	431/950	6
Bell 412 Huey	Jet	110	862/1900	862/1,900	13

Bell G-47	Aviation Gas	66	272/600	227/500	1
Bell 47 Soloy	Jet	75	354/780	318/700	2
Boeing H 47 Chinook	Jet	130	12,210/26,918	12,210/26,918	33
Eurocopter (MBB) BO-105 CB	Jet	110	635/1,400	445/980	4
Eurocopter BK-117A-4	Jet	120	599/1,320	417/920	11
MI-8	Jet	110	3,000/6,6139	3,000/6,6139	20-30
Sikorsky S-58T	Jet	90	1,486/3,275	1,168/2,575	12-18
Sikorsky S-61N	Jet	120	2,005/4,420	2,005/4,420	n/a
Sikorsky S-64 Skycrane	Jet	80	7,439/16,400	7,439/16,400	n/a
Sikorsky S-70 (UH-60) Black Hawk	Jet	145	2,404/5,300	1,814/4,000	14-17

(Footnotes)

1 Use when takeoff and landing areas are relatively flat and load is non-jettisonable. Actual payload will vary based on elevation and temperature, amount of fuel, and other factors.

2 Use for sling load missions (cargo is placed in a net or suspended from a line and picked up and moved by the helicopter using a belly hook), and adverse terrain (landing areas on top of steep ridges or adjacent to cliffs) or weather. Actual payload will vary based on elevation and temperature, amount of fuel, and other factors.

S.5. Aircraft loading and offloading methods

Aircraft may be loaded in four ways:

- **Bulk Loaded** - Cargo is loaded on the floor and held in place by nets, straps, or ropes. This may increase the usable cargo space on an aircraft; however, securing cargo in place may be more difficult. Bulk loading also slows loading and offloading, sorting, distribution, and customs processing.
- **Palletized** - Cargo is preloaded onto pallets; held in place by nets, straps, or ropes; and then loaded onto the aircraft. This method is often used to move OFDA commodities. OFDA usually uses DOD (U.S. Department of Defense Air Force) aircraft for short time-frame-disaster support, and the DOD's preferred method of cargo packaging is using pallets and netting. Commercial aircraft also use pallets. Military pallets, officially called dual rail 463L pallets (nicknamed "cookie sheets"), measure 88 x 108 inches, are made of aluminium, and weigh 356 pounds. The loaded pallets range from 2,000 to 6,000 pounds. These pallets are reusable and must be returned. Do not leave them! They are used on the CB5s, CB17s, CB141s, CB130s, and some commercial aircraft. For logistical planning purposes, when building pallets, limit the height of a stack to 96 inches for these aircraft unless authorized to stack higher by the crew chief. The size of commercial pallets varies, but is most often 88 x 108 inches or 88 x 125 inches. They are used on DCB8s, BB727s, DCB10s, and BB747s and weigh over 300 pounds. These pallets are also reusable. Commercial Hercules also use a pallet that is 88 x 118 inches. It is possible to build up pallets on the aircraft, but it is more difficult and very time-consuming. Remember, flight crew duty time is ticking!
- **Containerized** - Cargo is preloaded into closed containers and then loaded onto the aircraft. This method is used to load large commercial aircraft such as 747s and DCB10s. Cargo containers come in a great variety of shapes and sizes and their maximum loaded weights range from less than 1,000 pounds to 25,000 pounds. Each type is designed to be loaded and offloaded with cargo in place using a mechanized loading system or a forklift. Containerizing is very difficult and time-consuming, and sometimes it is impossible to hand-load or unload containers once they are on the aircraft. If a forklift will be used to load or offload containers or pallets, make sure that the forklift can carry the largest pallet, has tines long enough to counterbalance the weight, and that the highest point of the forklift is lower than that portion of the aircraft (wing, tail, or door in open position) where it must move to retrieve the container or pallet.
- **External (helicopters only)** - Cargo is placed in a net or suspended from a line and picked up and moved by the helicopter using a

belly hook. Helicopters normally lift and move more cargo externally (slinging) than internally. The external cargo is loaded into specially made nets that are connected to a cargo hook on the belly of the helicopter. Cargo may also be suspended on cables (lead lines). Make sure lead lines and nets are approved for slinging cargo.

Pallets, containers, nets, and lead lines are reusable. They may also need to be returned quickly to their point of origin so they can be used for loading more cargo. Always think in terms of “back hauling” cargo equipment for reuse or when it is no longer needed.

S.6. Acronyms list

The following table represent some of the most commonly used acronyms in the in this book, but not all are included. However, acronyms are written with its full name the first time it’s mentioned in a chapter.

Acronym	Full name
APHP	Asia-Pacific Humanitarian Partnership
ASC	Area Security Coordinator (UN DSS)
CAP	Consolidated Appeals Process
CERF	Central Emergency Response Fund
CMcoord	Civil Military Coordination
CMCS	Civil Military Coordination Section (OCHA)
CMOC	Civil-Military Operations Centre
CRD	Coordination and Response Division (OCHA)
CSA	Chief Security Advisor (UN DSS)
DART	Disaster Assistance Response Team (US)
DCPEP	Directorate of Civil Protection and Emergency Planning (Norway)
DEMA	Danish Emergency Management Agency (Denmark)
DFID	Department for International Development (United Kingdom)
DO	Designated Official (for UN security in-country)
DSA	Daily Subsistence Allowance
ECHO	European Commission Humanitarian Aid Office (European Union)
ERC	UN Emergency Relief Coordinator
ESB	Emergency Services Branch (OCHA)
EU	European Union
FACT	Field Assessment and Coordination Team (IFRC)

Acronym	Full name
FAO	Food and Agricultural Organisation (UN)
FCSS	Field Coordination Support Section (OCHA)
FIS	Field Information Section (OCHA)
FRF	Finn Rescue Force (Finland)
FSCO	Field Security Coordination Officer (UN DSS)
GA	UN General Assembly
GDACS	Global Disaster Alert and Coordination System
HAZMAT	Hazardous Materials
HIC	Humanitarian Information Centre (OCHA)
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
ICT	Information and Communication Technology
ICVA	International Council of Voluntary Agencies
IFRC	International Federation of Red Cross and Red Crescent Societies
IHP	International Humanitarian Partnership
INSARAG	International Search and Rescue Advisory Group
IOM	International Organization for Migration
LEMA	Local Emergency Management Authority
MCDA	Military Civil Defence Assets
NGO	Non-Governmental Organization
OCHA	UN Office for the Coordination of Humanitarian Affairs
OFDA	Office of US Foreign Assistance Assistance (USA)
OHCHR	United Nations High Commissioner for Human Rights
OSOCC	On-Site Operations Coordination Centre
PoA	Plan of Action
RC/HC	UN Resident Coordinator/Humanitarian Coordinator
SMT	Security Management Team (for UN in-country)
SRSA	Swedish Rescue Services Agency (Sweden)
SRSO	Special Representative of the Secretary-General
ToR	Terms of Reference
UN DSS	United Nations Department of Safety and Security
UNCT	United Nations Country Team
UNDAC	United Nations Disaster Assessment and Coordination (OCHA)
UN DMT	United Nations Disaster Management Team

UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNFPA	United Nations Population Fund
UNHAS	United Nations Humanitarian Air Service
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNJLC	United Nations Joint Logistics Centre
UNOG	United Nations Office in Geneva
USAR	Urban Search and Rescue
USG	Under Secretary General
WFP	World Food Programme
WHO	World Health Organization

