Office for the Coordination
of Humanitarian Affairs

UNITED NATIONS DISASTER ASSESSMENT AND COORDINATION

UNDAC

Field Handbook

United Nations

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PREFACE

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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 Standard Terms of Reference. Its focus is on the "how to", but also includes sufficient context to ground the user in the mandate of the Office for Coordination of Humanitarian Affairs (OCHA).

The Handbook contains four main groupings of chapters. Chapters A through C present UNDAC's context, mandate and core methodology. Chapters D through F provide more in-depth information on core UNDAC functions – Coordination (including USAR coordination and the OSOCC), Assessment (including the MIRA methodology) and Information Management (including situational reporting). Chapters G through J cover information needed to successfully and safely perform UNDAC activities – from implementing security measures to survival skills and telecommunications. Chapter Z is a collection of reference materials, including the UNDAC Team Leader guide (Z.8). 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 the Field Coordination Support Section (FCSS) of the Emergency Services Branch (ESB) of OCHA with support from members of the international UNDAC system. It draws on sources of information from a wide variety of international organizations and Governments. FCSS is grateful for these contributions in support of the UNDAC system.

FCSS is financed entirely through voluntary contributions from interested Governments.

Any comments on the Handbook or proposals for improvements should be addressed to FCSS.

How to Contact OCHA

NEW YORK

United Nations Headquarters switchboard (if known, direct numbers to OCHA officers may also be used): **During Office Hours: +1 (212) 963-1234**

In Emergencies:

Facsimile: +1 (212) 963-9489/1312

Telex: + 19 17 402 1114

Email: ochanyregistry@un.org

Mail: Office for the Coordination of Humanitarian Affairs
1 United Nations Plaza
New York, NY 10017
USA

GENEVA

United Nations Office at Geneva switchboard number (if known, direct numbers to OCHA officers may also be used): **During Office Hours: +41 22 917 1234**

In Emergencies: +41 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 22 917 0023

Telex: +41 79 203 7611 OCHA DO

Email: ochagvaregistry@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 mobilized 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:

Phone: +41 22 917 1600
Facsimile: +41 22 917 0190/0112
E-mail: 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.

Joint Environment Unit

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.

E-mail: ochaunep@un.org

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A.1 Introduction

Humanitarian assistance is deeply rooted in history and culture, from ethno-religious beginnings and post-war interventions to the 'modern' era of humanitarianism. Considered as the desire to lend assistance to others, humanitarian action is as old as humanity itself. To give personal help to others is an individual behaviour that has dwelt in mankind from the beginning. These individual acts are often inscribed in sacred texts or in religious practices such as the *zakat* in Islam or the Christian concept of *charity.* In this sense, every civilization has had groups who have devoted themselves on a small scale to acts of compassion and to relieve the suffering of others. This extension of the principle of

individual assistance has also been magnified to become the basis for organized groups, constituting both their coming into existence and their reason for being. Humanitarian action can be distinguished from such acts in that it seeks to systematize the organization and mobilization of various human and logistical resources in order to lend assistance to one or more specific population groups and on the basis of *rights and needs*, rather than charity.

This chapter provides UNDAC members with an introduction to the principles, authorities, frameworks and general context under which missions take place.

A.2 The Humanitarian Principles

International humanitarian assistance is typically an emergency response to provide assistance to a crisis-affected population. It aims to save lives and alleviate suffering. Humanitarian assistance must be provided in accordance with the basic principles that provide the fundamental foundations for humanitarian action. Humanitarian principles are central to establishing and maintaining access to affected populations – whether in the context of a disaster caused by a natural hazard, an armed conflict or a complex emergency. Promoting compliance with humanitarian principles in response is an essential element of effective humanitarian coordination. These principles, set out in the 19th century by Henri Dunant, formed the basis of the International Committee of the Red Cross (ICRC) and are now universally adopted and endorsed by United Nations General Assembly resolutions 46/182 (1991) and 58/114 (2004).

The principles are:

HUMANITY	Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life and health and ensure respect for human beings.
NEUTRALITY	Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.
IMPARTIALITY	Humanitarian action must be carried out on the basis of need alone, making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.
INDEPENDENCE	Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold in relation to areas where humanitarian action is being implemented.

At the heart of these humanitarian principles is the basic precept of “do no harm”, which is derived from medical ethics. It requires humanitarian organizations to strive to minimize the harm they might inadvertently do by being present and providing assistance. Of special concern is ensuring that humanitarian assistance not be used as an instrument of war,

either directly or indirectly (e.g., jobs, taxes, removal of state responsibility). To minimize possible longer-term harm, humanitarian organizations should provide assistance in ways that recognize and utilize local resources and capacities, and are supportive of recovery and long-term development.

In 1994, the four fundamental principles listed above were integrated into The Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs in Disaster Relief, a product of the Steering Committee for Humanitarian Response (consisting of International Federation of Red Cross and Red Crescent Societies [IFRC], the ICRC and seven of the world's largest non-governmental organizations). The Code of Conduct lists the following ten principles to which all humanitarian actors should adhere to when responding to emergencies:

1) The humanitarian imperative comes first.
2) Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.
3) Aid will not be used to further a particular political or religious standpoint.
4) We shall endeavour not to act as instruments of government foreign policy.
5) We shall respect culture and custom.
6) We shall attempt to build disaster response on local capacities.
7) Ways shall be found to involve programme beneficiaries in the management of relief aid.
8) Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
9) We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.
10) In our information, publicity and advertising activities, we shall recognize disaster victims as dignified human beings, not hopeless objects.

The Code of Conduct also outlines how signatories should relate to Governments and the United Nations system. Although voluntary, it has been signed by over 500 humanitarian organizations (as of July 2013). The full text is available on the IFRC website.

A.3 The United Nations

The United Nations was established on 24 October 1945 by 51 countries committed to preserving peace through international cooperation and collective security. Today, nearly every nation in the world belongs to the United Nations and membership totals 193 countries (as of January 2013). When States become Members of the United Nations, they

agree to accept the obligations of the Charter of the United Nations (the "Charter"), an international treaty that sets out basic principles of international relations.

A.3.1 The Charter of the United Nations

The Charter of the United Nations was signed in San Francisco on 26 June 1945, at the conclusion of the United Nations Conference on International Organization, and came into force on 24 October 1945.

According to the Charter (Article 1), the United Nations has four main purposes:

- To maintain international peace and security.
- To develop friendly relations among nations.
- To cooperate in solving international problems and in promoting respect for human rights.
- To be a centre for harmonizing the actions of nations.

Article 1.3 specifically states that the United Nations seeks to:

> *…achieve international co-operation in solving international problems of an economic, social, cultural, or humanitarian character, and in promoting and encouraging respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion.*

In pursuit of the purposes of the United Nations, Members act in accordance with seven principles outlined in Article 2, which deals with the sovereignty and actions of Member States. Under the Charter, each Government retains absolute authority within the borders of its own territory. As such, the responsibility and authority to assist and meet the needs of a society lies with the Government. A Government can ask or welcome assistance from other States or organizations, but assistance cannot be forced upon them unless a majority of the Members of the United Nations Security Council agree that the matter is of such importance that humanitarian assistance must be imposed. To deploy to another country without being requested or in other ways invited can, regardless of intentions, be considered an act of force similar to an invasion and may be considered a violation of international conventions. Consequently, all international assistance is conducted in support of national authorities and upon request, irrespective of the desire of international organizations to respond immediately.

In line with the Charter, no international organization has the authority to tell another organization what to do. For example, the United Nations is an organization of States Members that works through consensus. It is not a world government and it does not make

laws. It does, however, provide the means to help resolve international conflicts and formulate policies on matters affecting the whole world. Within the United Nations, all Members, regardless of size, political views or social systems, have a voice and a vote in this process. As a result, several United Nations agencies or bodies have been given a mandate to provide or coordinate international assistance within their field, but without any authority to command, direct or order. This is a privilege that remains with State authorities only.

While many States have historically requested "blanket" international assistance during large-scale natural disasters, a recent trend is countries increasingly preferring to manage their own crises with direct control of international assistance. In these instances, the United Nations Resident Coordinator/Humanitarian Coordinator may still ask for specific support from OCHA, including an UNDAC team, to augment the capacities of the United Nations Country Team. The international humanitarian community, be it the United Nations agencies or non-governmental organizations (NGOs) may still play a role through direct support to existing partners, advocacy and information sharing.

In more complex emergencies the legitimacy and territory of the State may be under violent dispute. In some situations a legitimate Government may not exist (or if it does, it may have limited authority and capability). This situation may make adherence to the aforementioned principles problematic in complex emergencies, at which moment humanitarian advocacy becomes a strong focus. At the same time, coordination efforts will need to acknowledge the legitimacy of competing authorities. Thus, one may need to develop and maintain effective relationships not only with the State but also with antagonists, political opposition and in some situations, non-state actors.

A.3.2 The United Nations System

The United Nations System consists of the six principal organs of the United Nations (the General Assembly, the Security Council, the Economic and Social Council, the Trusteeship Council, the International Court of Justice and the Secretariat), 15 agencies and several other programmes, bodies and Related Organizations. A full directory of the System, as well as an organization chart, is available at www.un.org and at www.unsceb.org (the website of the United Nations System Chief Executives Board for Coordination).

OCHA is part of the United Nations Secretariat and its head, the Under-Secretary General (USG)/Emergency Relief Coordinator (ERC), reports directly to the Secretary-General of the United Nations. Most United Nations Programmes and specialized agencies have separate leadership and budget processes from those of the United Nations Secretariat. They work with and through established United Nations coordination mechanisms and report to the Members through their respective governing boards. The United Nations agencies, most of

which also have pre-existing development-focused relationships with Members, provide sector-specific support and expertise before, during and after a disaster.

A.3.3 General Assembly Resolution 46/182

When the international humanitarian community provides emergency assistance, it is guided by resolution 46/182, titled: "Strengthening of the coordination of humanitarian emergency assistance of the United Nations." The resolution, adopted 19 December 1991, outlines an enhanced framework for humanitarian assistance and specifies 12 guiding principles, including those related to the responsibilities and authorities of the States:

- Humanitarian assistance should be provided with the consent of 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.
- States whose populations are in need of humanitarian assistance are called upon to facilitate the work of these organizations in implementing humanitarian assistance.

At its time of adoption, resolution 46/182 strengthened the then existing position of the "Disaster Relief Coordinator" (DRC) and renamed the position the "Emergency Relief Coordinator" (ERC). While the DRC role had a limited mandate that did not include complex emergencies, resolution 46/182 provided the ERC with nine clear areas of responsibility. Further information on the resolution and the role of the ERC is contained in the next section.

In addition to resolution 46/182, UNDAC members may wish to familiarize themselves with resolution 58/114: "Strengthening of the coordination of emergency humanitarian assistance of the United Nations." Both resolutions can be found on the United Nations website.

A.4 International Humanitarian Response Mechanisms

As noted above, resolution 46/182 significantly strengthened humanitarian coordination. In addition to establishing the ERC position, it also provided authorities for the creation of key funding programmes (i.e., the Central Emergency Response Fund and the Consolidated Appeal Process, now known as the Joint Strategic Planning and Appeals Process). Also authorized in the resolution was the Inter-Agency Standing Committee (IASC), which provided for strong support to the ERC and further defined the humanitarian role of the Resident Coordinator (including the ability to establish in-country coordination entities).

The following sections provide further information on the important coordination

mechanisms authorized under resolution 46/182.

A.4.1 The Emergency Relief Coordinator

Resolution 46/182 supported a strengthened leadership role of the Secretary-General to ensure better preparation for, as well as rapid response to, natural disasters and other emergencies. To this end, the resolution called for the designation of an ERC at the level of Under-Secretary-General (USG) for Humanitarian Affairs. The ERC is responsible for maintaining an overview of all emergencies requiring humanitarian assistance and for "coordinating and facilitating the humanitarian assistance of the United Nations system to those emergencies that require a coordinated response". The ERC also acts as the central focal point for governmental, intergovernmental and non-governmental relief activities.

An important function of the ERC is to lead the IASC, a unique inter-agency forum for coordination, policy development and decision-making involving the key United Nations and non-United Nations (see below).

A.4.2 The Inter-Agency Standing Committee

The IASC is the primary mechanism for inter-agency coordination relating to humanitarian assistance at the global level. It is a unique inter-agency forum for coordination, policy development and decision-making involving the key United Nations and non-United Nations humanitarian partners. Under the leadership of the ERC, the IASC develops humanitarian policies, agrees on a clear division of responsibility for the various aspects of humanitarian assistance, identifies and addresses gaps in response, and advocates for effective application of humanitarian principles.

IASC membership is currently limited to key United Nations and non-United Nations humanitarian partners. IASC Members are:

- Food and Agricultural Organization of the United Nations (FAO)
- United Nations Development Programme (UNDP)
- United Nations Population Fund (UNFPA)
- United Nations Human Settlements Programme (UN-HABITAT)
- The Office of the United Nations High Commissioner for Refugees (UNHCR)
- United Nations Children's Fund (UNICEF)
- World Food Program (WFP)
- World Health Organization (WHO)
- OCHA

IASC Standing Invitees are:

- International Committee of the Red Cross (ICRC)
- International Federation of Red Cross and Red Crescent Societies (IFRC)
- International Council of Voluntary Agencies
- InterAction
- International Organization for Migration (IOM)
- Office of the High Commissioner for Human Rights (OHCHR)
- Steering Committee for Humanitarian Response (SCHR)
- Office of the Special Rapporteur on the Human Rights of Internally Displaced Persons
- World Bank

The IASC has the following objectives:

- To develop and agree on system-wide humanitarian policies.
- To allocate responsibilities among agencies in humanitarian programmes.
- To develop and agree on a common ethical framework for all humanitarian activities.
- To advocate for common humanitarian principles to parties outside the IASC.
- To identify areas where gaps in mandates or lack of operational capacity exist.
- To resolve disputes or disagreement about and between humanitarian agencies on system-wide humanitarian issues.

A.4.3 Office for the Coordination of Humanitarian Affairs

The ERC is supported by the Office for the Coordination of Humanitarian Affairs (OCHA).

Prior to resolution 46/182, the section in the United Nations Secretariat that dealt with humanitarian assistance was the Department of Humanitarian Assistance, which did not have a mandate for complex emergencies. Its successor, OCHA, is responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. OCHA also ensures there is a framework within which each actor can contribute to the overall response effort.

OCHA's mission is to:

- Mobilize and coordinate effective and principled humanitarian action in partnership with national and international actors in order to alleviate human suffering in disasters and emergencies.
- Advocate for the rights of people in need.
- Promote preparedness and prevention.

- Facilitate sustainable solutions.

OCHA activities are focused around five core areas:

- *Coordination*: OCHA is responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. The aim is to assist people when they most need relief or protection. A key pillar of OCHA's mandate is to "coordinate effective and principled humanitarian action in partnership with national and international actors."
- *Information Management*: Managing information during a humanitarian emergency is a crucial part of any operation. A strong information management network that supports emergency coordination requires processes to collect, analyze and share information about the situation among the various organizations involved is needed to ensure coordination systems run efficiently.
- *Humanitarian Financing*: OCHA manages several pooled funds that can be accessed by humanitarian actors in an emergency to kick start response and longer term programming.
- *Policy*: Policy development aims to support effective and principled humanitarian action, saving lives and reducing suffering. It also underpins the role of the ERC as principal advisor to the Secretary-General on humanitarian issues.
- *Advocacy*: OCHA has a unique mandate to speak out on behalf of the people worst affected by humanitarian situations. As the organization tasked with coordinating international humanitarian response, the ultimate goal is to save more lives and reduce the impact of conflicts and natural disasters. Whether mobilizing relief money after a massive earthquake, ensuring vulnerable communities are protected or raising awareness of forgotten crises, it's OCHA's job to keep world attention focused on humanitarian issues.

The ERC plays an important role in advocating for humanitarian issues and reporting on the progress of the IASC to the Secretary General. In addition, the ERC plays a crucial role in pressing for humanitarian access and protection particularly in complex emergencies.

A.4.4 The Resident Coordinator

In a great majority of countries where the United Nations System is present, overall coordination of United Nations activities falls primarily to the United Nations Resident Coordinator (RC) in consultation with relevant United Nations agencies. The position equals the same rank as an Ambassador of a foreign state and is the designated Representative of the Secretary-General.

The RC also leads the United Nations Country Team (UNCT). The UNCT ensures inter-agency

coordination and decision-making at country level. The main purpose of the UNCT is for individual agencies to plan and work together to ensure the delivery of tangible results in support of the development agenda of the Government. Most often, but not always, the Resident Representative of the United Nations Development Program (UNDP) is designated as the RC. In the period before a disaster occurs, the RC and the UNCT coordinates preparedness and mitigation activities, monitors and provides early warning of potential emergency situations, and leads contingency planning.

A.4.5 The Humanitarian Coordinator

The ERC may appoint a Humanitarian Coordinator (HC) to serve as the United Nations senior official in a country experiencing an emergency, or where an existing humanitarian situation worsens in size or complexity. The functions of a Humanitarian Coordinator (HC) are separate from an RC, but these positions are almost always combined in one person – the RC/HC. When a humanitarian crisis erupts or a situation of chronic vulnerability sharply deteriorates, the RC will continue to lead and coordinate the inter-agency response as the HC and will report to the ERC on humanitarian matters for the duration of the emergency. The HC function normally phases out once the emergency subsides.

A.4.6 The Humanitarian Country Team

Once an HC is designated, the UNCT will be expanded with additional members and become a Humanitarian Country Team (HCT). The HCT is an in-country decision-making forum focused on providing common strategic and policy guidance on issues related to humanitarian action. HCT membership generally mirrors that of the IASC at country level, composed of United Nations and non-United Nations humanitarian organizations resident and/or working in the country. The HCT is chaired by the HC, or in the absence of an HC, by the RC. Subject to their individual mandates, the components of the International Red Cross and Red Crescent Movement may participate in an HCT. Some HCTs have also decided to include representatives of key assisting Governments in their membership.

A.4.7 The Cluster System

In 2005, following its Humanitarian Response Review, the IASC endorsed the cluster approach to further enhance humanitarian coordination. The cluster approach was one of four key areas of the reform (the three others focused on predictable and timely financing, ensuring the provision of strategic leadership at field level, and improvement of partnerships between organizations and Governments).

The cluster approach ensures clear leadership, predictability and accountability in international responses to humanitarian emergencies by clarifying the division of labour

among organizations and better defining their roles and responsibilities within the different sectors of response. It is about making the international humanitarian community structured, accountable and professional, for it to be a better partner for host Governments, local authorities and local civil society.

Under the system, recognized sectors of humanitarian activity are organized in clusters that work together towards agreed common humanitarian objectives both at global level (e.g., preparedness, standards, tools, stockpiles and capacity-building) and at field level (e.g., through every step of the programme cycle from coordinated assessment and analysis to joint planning, delivery and monitoring). Cluster partners may include United Nations agencies, national agencies, IFRC and ICRC, and international non-governmental organizations. Each cluster is coordinated by a pre-selected Cluster Lead Agency and reports to the United Nations ERC. The Cluster Lead Agency is also responsible for ensuring a sufficient level of preparedness within their cluster.

The IASC has designated Global Cluster Lead Agencies in eleven sectors of humanitarian activity:

Cluster	Global Cluster Lead
Food Security	FAO & WFP
Camp Coordination & Camp Management	UNHCR (conflict situations) & IOM (natural disasters)
Early Recovery	UNDP
Education	UNICEF & Save the Children
Emergency Shelter and Non-Food Items (NFI)	UNHCR (conflict situations) & IFRC (natural disasters)
Emergency Telecommunications	WFP
Health	WHO
Logistics	WFP
Nutrition	UNICEF
Protection	UNHCR
Water, Sanitation and Hygiene (WASH)	UNICEF

The clusters may be activated when there is a new large-scale emergency or sharp deterioration and/or significant change in an existing humanitarian situation leading to coordination gaps. The clusters would be part of an international emergency response, based on the HCT's analysis of humanitarian need and coordination capacity on the ground and in consultation with national partners (see section D.3.7 on inter-cluster coordination). The RC/HC should only recommend the activation of clusters when there is an identified need that is not already being addressed.

To activate one or more clusters the RC/HC agrees with the HCT which clusters should be activated, based on the contingency plan and with a clear rationale for each case that takes into account national capacity and needs. The selection of Cluster Lead Agency ideally mirrors the global-level arrangements but this is not always possible, and in some cases other organizations may be better placed to take the lead. Upon agreement within the HCT, the RC/HC sends a letter to the ERC outlining the recommended cluster arrangements. The ERC transmits the proposal to IASC Principals and Global Cluster Leads for approval within 24 hours and informs the RC/HC accordingly.

The IASC Reference Module for Cluster Coordination at the Country Level provides further information and is posted at http://clusters.humanitarianresponse.info.

A.4.8 The Central Emergency Response Fund

The Central Emergency Response Fund (CERF) is a humanitarian fund established by the United Nations General Assembly in 2006 to enable more timely and reliable humanitarian assistance to those affected by natural disasters and armed conflicts.

Managed by the ERC on behalf of the Secretary-General, the CERF's objectives are to:

- Promote early action and response to reduce loss of life.
- Enhance response to time-critical requirements.
- Strengthen core elements of humanitarian response in underfunded crises.

CERF was created by all nations, for all potential victims of disasters. It represents a real chance to provide predictable and equitable funding to those affected by natural disasters and other humanitarian emergencies. CERF is intended to complement - not to substitute - existing humanitarian funding mechanisms. It provides seed funds to jump-start critical operations and fund life-saving programmes not yet covered by other donors.

The CERF is replenished annually through contributions from Governments, the private sector, foundations and individuals, and constitutes a pool of reserve funding to support humanitarian action. It has a grant facility of US$450 million and a loan facility of $30 million. The CERF grant component has two windows – one for rapid response and one for underfunded emergencies.

A.4.9 Joint Strategic Planning and Appeals

Major humanitarian crises and disasters require many aid agencies on the ground. To operate effectively, the agencies' independence is critical. However, they also need to

coordinate efforts to avoid gaps and duplication, focus on urgent needs, strategically address the crisis and work towards longer-term recovery.

A common strategic approach – formalized in a Strategic Response Plan – is essential for an efficient response that builds on each organization's strengths. A joint strategic planning and budgeting process (formerly known as the Consolidated Appeals Process, or CAP) helps to achieve this. It brings aid organizations together to jointly plan, coordinate, implement and monitor their response to natural disasters and complex emergencies. It also allows them to appeal for funds cohesively, not competitively. This means people in need can be supported in a timely, predictable and accountable way.

A joint Strategic Response Plan document presents a snapshot of the overall situation and sector/cluster-specific response plans and budgets. Strategic response plans and associated budgets should be updated regularly to reflect any substantial changes in the needs of affected people or the situation in general.

A.5 The IASC Transformative Agenda

A.5.1 Context

Despite the Humanitarian Reform process initiated in 2005, recent disasters have shown that challenges still remain in some aspects of international humanitarian response (e.g., deploying adequate leadership, putting in place appropriate coordination mechanisms at various levels and ensuring clear mutual accountabilities). Furthermore, the application of the cluster approach has at times been perceived to be overly process-driven. In light of the growing recognition of these challenges, the IASC Principals decided to review the current approach to humanitarian response and make adjustments based on lessons learned during major responses in 2010 and 2011. The IASC Principals agreed in December 2011 to a set of actions that collectively represent a substantive improvement to the current humanitarian response model.

These include:

- A mechanism (the Inter-Agency Rapid Response Mechanism) to deploy experienced senior humanitarian leadership to guide the humanitarian response from the outset of a major crisis.
- The strengthening of leadership capacities and rapid deployment of humanitarian leaders at various levels to ensure the coordination architecture functions well.
- Improved strategic planning at the country level that clarifies the collective results that the humanitarian community sets out to achieve and identifies how clusters and organizations will contribute to them.

- Enhanced accountability of the Humanitarian Coordinator (HC) and members of the Humanitarian Country Team (HCT) for the achievement of collective results.
- Streamlined coordination mechanisms adapted to operational requirements and contexts to better facilitate delivery.

The reforms are aimed at simplifying processes and mechanisms, improving inter-agency communication and collaboration, and building confidence in the system as a whole – from the immediate response to longer-term planning. The IASC Principals have agreed to a set of actions that are feasible and take into account future challenges, including the need for improved efficiency and greater accountability to affected people.

Underlying the above, support to building capacities for preparedness will continue on both the programmatic and financial side. In particular, HCT and IASC organizations will act on specific early warning indicators to engage in inter-agency contingency planning and coordinated preparedness to improve collective response readiness. In high-risk countries, HCT and IASC organizations will work with national governments and civil society organizations to develop longer-term coordinated preparedness programmes to strengthen resilience and enhance response capacities.

A.5.2 Categories of Emergency

The Transformative Agenda also adopted a system of categorizing emergencies into 3 levels according to severity and need for assistance. A Level 1 Emergency is an emergency where the national and international resources in-country can handle the response and no outside assistance is needed. In a Level 2 Emergency some support from neighbouring countries, regional entities and possibly agency headquarters will be needed. A Level 3 (L3) Emergency is a major sudden-onset humanitarian crisis triggered by natural disasters or conflict that requires system-wide mobilization.

L3 Emergencies necessitate a full activation of the humanitarian system to ensure the most effective response to the needs of affected people. The declaration of an L3 Emergency is made by the ERC, in consultation with the IASC Principals, within 48 hours of the onset of a crisis. The decision is based on an analysis of five criteria – scale, complexity, urgency, capacity and reputational risk. Once made, the declaration is intended to enable IASC members to put in place the right systems and mobilize resources to contribute to the response as per their mandates. The default response will be to deploy a group of senior staff through the Inter-Agency Rapid Response Mechanism (IARRM) working within agreed structures to either augment or fill the established core coordination functions. This may include senior OCHA staff to support the HC and HCT, cluster coordinators and NGO leadership.

The declaration of an L3 Emergency will trigger a number of actions that will be relevant for an UNDAC team deploying. In particular the IASC agencies will be mobilizing coordination resources, a Senior/Emergency Humanitarian Coordinator will be sent within 72 hours of the L3 declaration, an IARRM core team will be sent, assessment activities consistent with the MIRA Framework will commence (see chapter E), a Situational Analysis will be requested (see chapter E), elaboration of a Strategic Statement will be expected within five days of the crisis and an appeal will be issued.

A.5.3 The Humanitarian Programme Cycle

Based on innovations that have become good practice in the field and as part of the Transformative Agenda, the IASC Principals agreed on the application of the concept of the humanitarian programme cycle in a more systematic manner. The humanitarian programme cycle is a coordinated series of actions undertaken to help prepare for, manage and deliver humanitarian response. It consists of five elements coordinated in a seamless manner, with one step logically building on the previous and leading to the next.

The five steps are:

1. Needs assessment and analysis.
2. Strategic response planning.
3. Resource mobilization.
4. Implementation and monitoring.
5. Operational review and evaluation.

This approach (if executed effectively) will achieve:

- Stronger emphasis on the needs of affected people.
- Improved targeting of the most vulnerable.
- Increased funding for humanitarian priorities.
- Greater accountability of humanitarian actors and donors for collective results.

Successful implementation of the humanitarian programme cycle is dependent on effective emergency preparedness, effective coordination with national/local authorities and humanitarian actors, and information management. With respect to the last point, it is particularly important that each response operation has a complete and up-to-date “who does what where” (3W) database (to better identify coverage/gaps and overlap) as well as an assessment registry (see chapter E).

Activities of an UNDAC team, generally deployed in the first three weeks following a disaster, will focus and support mostly on needs assessment and analysis, informing

strategic response planning and implementation.

An overview of the humanitarian programme cycle is below (Figure A.1).

Figure A.1: The Humanitarian Programme Cycle

More information on the humanitarian programme cycle can be found at http://reliefweb.int/sites/reliefweb.int/files/resources/IASC%20Humanitarian%20Programme%20Cycle.pdf.

A.6 Field Response Mechanisms

When a disaster occurs, country-level coordination mechanisms are triggered and the relevant stakeholders will be mobilized. Upon request, international humanitarian actors in-country work closely with IASC mechanisms under the leadership of the RC/HC.

At the regional level, the host Government could reach out to inter-governmental bodies to provide assistance and support. In some regions there are established humanitarian assistance and coordination mechanisms that are rapidly deployable and work with member

states to coordinate relief supplies, military asset deployment and assessment teams (e.g., the European Union, the Association of South East Asian Nations and the Caribbean Disaster Emergency Management Agency). These regional teams are increasingly becoming a first point of call due to their proximity.

A.6.1 Role and Approach of the Government

The Government in a disaster/conflict-affected country bears the primary responsibility for humanitarian assistance and coordination. The capacities and capabilities to do so may vary; nonetheless there has been an increasing trend for self-management in many recent disasters. Structures to help Governments manage, prevent and respond to disasters have become increasingly sophisticated and are founded typically upon a civil protection approach with operations using an incident management system. A general framework of coordination within the Government at the capital level is headed by a Minister/Secretary of State and supported by Civil Defence. The structure will typically include all the different sectors (health, water, sanitation, food, logistics, security, etc.) headed by relevant ministry officials. The structures are further reflected at provincial, district, municipal and village levels with the relevant heads of office in these areas.

Decentralization of operations normally occurs when the site of the disaster is far from the capital while political and policy decision-making remains at the capital level. Local and international organizations will need to coordinate and work in cooperation with structures at all levels as and when required.

A.6.2 International Humanitarian Assistance to Governments

The key objective of international humanitarian action is to support national efforts in protecting the lives, livelihoods and dignity of people in need. When Governments request international humanitarian support to respond to disasters, national legal systems are the main regulatory frameworks to ensure the protection of disaster-affected people. Where clusters are established, international and regional organizations usually become part of the cluster membership within the IASC framework. The international humanitarian community interacts with the affected Government as co-chairs at different levels, from capital to field, as exemplified in Figure A.2.

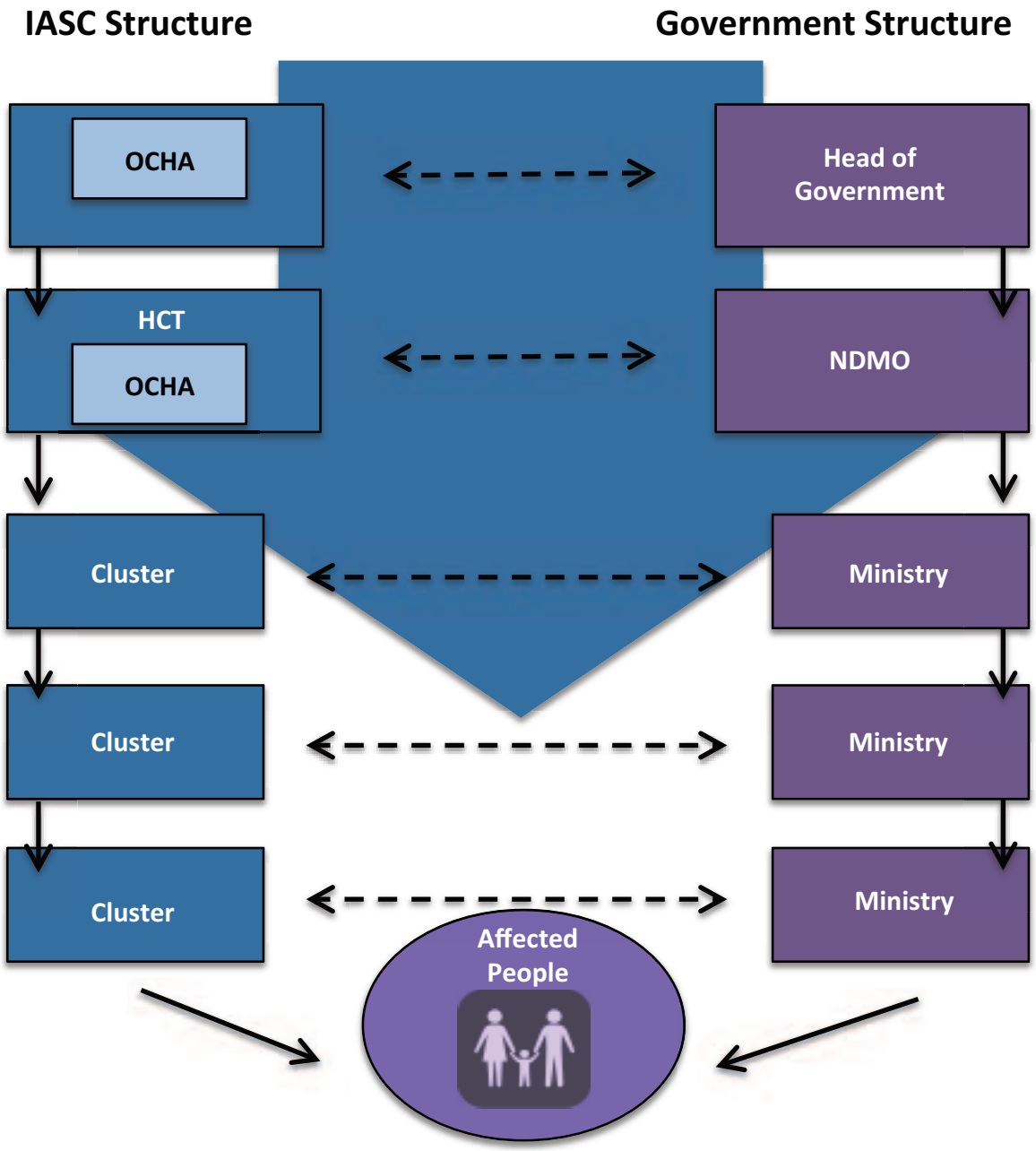

Figure A.2: Relationship between Government and International Structures

A.6.3 United Nations Field Response Structures

At the field level, the HC is responsible for designating Cluster Lead Agencies for all key humanitarian response sectors in consultation with the HCT and the ERC. At the strategic level, inter-cluster coordination takes place within the HCT under the leadership of the HC. The HCT comprises the Cluster Lead Agencies (at the Country Representative/Director level) and selected operational partners involved in the response, and it is within the framework of this strategic decision-making forum that the overall humanitarian response operation is guided and led.

In an L3 Emergency the HC will be authorized to lead the response for an initial period of three months. This includes decisions needed to set the overall strategic direction of the response, set priorities, allocate resources, monitor performance and deal with underperformance. This leadership is done in consultation with and in support of the national authorities.

Within five days of a large-scale emergency, the HC should:

- Provide the ERC with a simple Strategic Statement outlining the scale and scope of the crisis and an initial prioritization for the response.
- Recommend to the ERC the optimal cluster configuration for the response (i.e., which clusters will need to be activated or strengthened).

Within seven to ten days of the crisis, the HC will:

- Finalize an appeal, having the final say on what projects are included or excluded for presentation to the IASC Principals.
- Lead the process to allocate at the country level initial emergency funding that has been allocated from pooled funds.

Throughout the initial period of the response, the HC will be empowered to:

1. Make decisions on behalf of the HCT in circumstances where there is no consensus, and where a delay in making a decision could have a serious effect on the welfare of people for whom the humanitarian operation exists.
2. Act as the primary focal point for the operation as a whole in dealing with senior Government officials such as a President, a Prime Minister, the Minister of Finance and the National Disaster Management Authority, and in leading the HCT in donor coordination meetings. HCT members would join the HC in such meetings according to the topic, while maintaining and building on their own relationships with Government and civil society partners and donors.
3. Confirm with agencies that they share with the HC public statements/press releases they make in support of their work, for his/her information (not clearance), shortly ahead of their release. This would apply to information provided either by an agency as cluster lead or by an agency in its own capacities.
4. Ensure to the extent possible that messages are commonly agreed by the HCT to give a collective view of the scale of the crisis and strategy to address it.
5. Raise HCT member and cluster lead performance issues with HQs of the relevant organizations.

At a more operational level, inter-cluster coordination generally takes place within the framework of an inter-cluster coordination forum/group, formed by Cluster Coordinators from each cluster. The Cluster Coordinator for each individual cluster provides leadership and works on behalf of the cluster as a whole, facilitating coordination at a tactical level within the cluster, while maintaining a strategic vision and developing an operational response plan. He/she also ensures coordination with other clusters in relation to inter-cluster activities and cross-cutting issues.

Even if the coordination of humanitarian response is not hierarchical, the generic concept of international humanitarian coordination generally looks like this (Figure A.3):

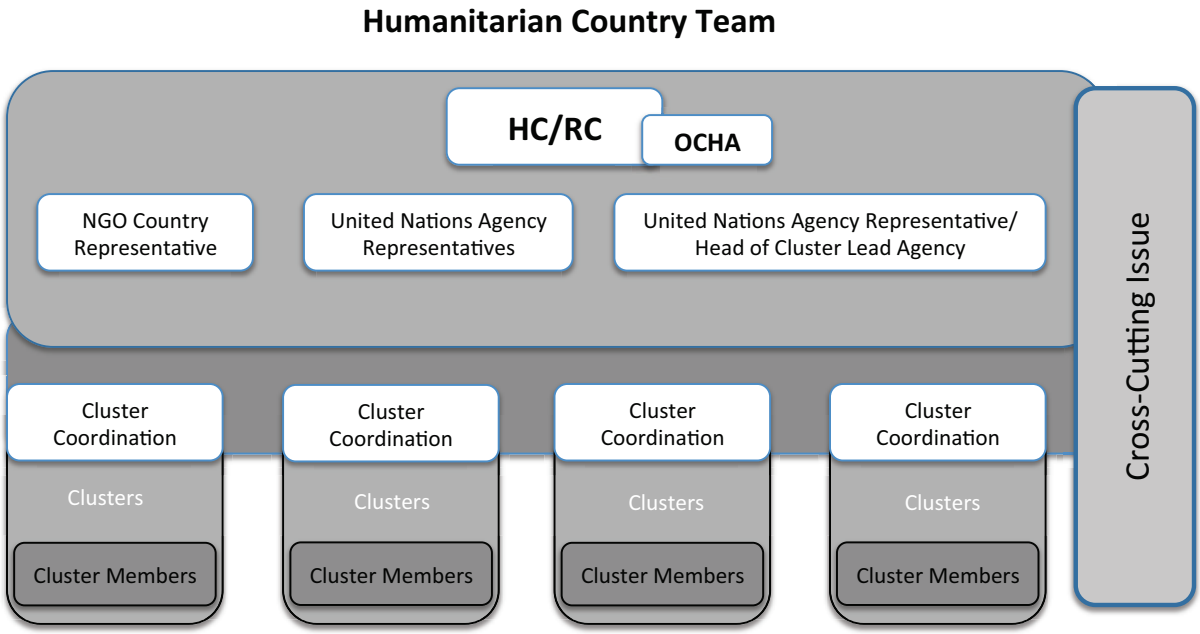

Figure A.3: Response Structure

A.7 Humanitarian Response Stakeholders

As indicated above, UNDAC teams will work with a wide variety of stakeholders during any response. While the specific organizations and structures will vary, the general roles and responsibilities of the stakeholders are fairly consistent. An advance familiarity with the major groups will benefit team members arriving in countries that may be unfamiliar. Some common stakeholders, such as regional partners/organizations, Urban Search and Rescue (USAR) teams and armed forces, are discussed elsewhere in this handbook.

A.7.1 Civil Society and Government

Among the most significant stakeholders are the Government and affected populations/civil society. While Government interaction is discussed throughout this chapter and others,

UNDAC members need to remember that the first responders in any emergency are disaster-affected people and their Governments. Before any international or in most instances national response mechanisms kick in, it is people affected by the disaster or conflict, their neighbours and local civil society that are the first on the scene. In the first hours they use whatever resources are available to them to carry out activities such as search and rescue, providing shelter, distributing food and water, etc. Often this response is supplemented through community based organizations and networks, including religious groups, unions and even local businesses.

A.7.2 Humanitarian Organizations

Humanitarian organizations come in several forms, from smaller local organizations to larger well-established international organizations. In the last few decades, there has been a drive towards professionalization of humanitarian assistance and this has seen many organizations paying more attention to governance, standards and accountability.

At the heart of professional humanitarian organizations is the commitment to humanitarian principles discussed above. A few organizations may have a purely humanitarian mandate, for example Médecins sans Frontières, whilst most now have a dual humanitarian and development approach. Professional humanitarian organizations are often engaged with coordination structures (at national, regional and global levels) and adhere to common principles, standards, norms and strategies to address the needs of the affected population.

The Red Cross and Red Crescent Movement
The Red Cross and Red Crescent Movement is the world's largest humanitarian network, comprising nearly 100 million members, volunteers and supporters.

Structurally, the Movement is comprised of three core components:

- 189 National Red Cross and Red Crescent Societies
- International Federation of Red Cross and Red Crescent Societies (IFRC)
- International Committee of the Red Cross (ICRC)

Together, these components operate worldwide with a mission to prevent and alleviate human suffering wherever it may be found, to protect life and health and to ensure respect for the human being (particularly in times of armed conflict and other emergencies). The Movement works in accordance with its fundamental principles of humanity, impartiality, neutrality, independence, voluntary service, unity and universality.

National Red Cross and Red Crescent Societies (National Societies) occupy a unique place as auxiliaries to the public authorities in their countries. The "auxiliary role" is a technical term

to express the unique partnership a National Society has with its Government in providing public humanitarian services. Although National Societies work alongside Governments and public authorities, they are independent and their work is not controlled or directed by the national Government. Each Government must recognize its National Society as a legal entity and allow it to operate according to the fundamental principles of the Movement. National Societies provide disaster relief, support health and social programmes, and promote international humanitarian law and humanitarian values. They are generally the first points of contact for Governments requesting additional support from IFRC (in natural disasters) and ICRC (in situations of armed conflict). National societies are not NGOs, and have a different relationship with Governments and public authorities than registered NGOs. National Societies work alongside national and local public authorities in disaster situations.

Non-governmental organizations (NGOs)

Civil-society actors can be divided into two categories: national and community-based non-governmental organizations (NGOs) and international NGOs. In addition to their independent relationships with Governments, NGOs assemble themselves according to networks and consortia on global, regional and country levels.

National and community-based NGOs are civil-society organizations that function within national borders only. These NGOs work independently to support the emergency preparedness and response activities of Governments, United Nations agencies and larger international NGOs. They generally possess strong community-based networks critical to reaching disaster-affected communities. National NGOs can be either secular or faith-based entities. They are officially registered as national organizations with host Governments.

In some regions, national NGOs can come together as part of a broader network of humanitarian NGOs and indeed a number may also be active in international networks. Sometimes with international NGOs, they may organize themselves according to consortia that interface with Governments on sector-specific bases.

International NGOs operating in emergency preparedness and response include humanitarian organizations and multi-mandated organizations that operate independently to provide humanitarian assistance. The largest international NGOs, in terms of annual expenditure, are generally based in North America and Europe, with regional and country offices across the world. International NGOs can also be either secular or faith-based. They may receive regular funding from donor Governments, private foundations and corporations, but a growing proportion of their resources come from the general public in their countries of origin and countries of operation.

International NGOs are represented at global coordination platforms by consortia such as the International Council of Voluntary Agencies (IVCA), Steering Committee for

Humanitarian Response (SCHR) and InterAction, all three of which are represented in the Inter-Agency Standing Committee (IASC). Other consortia can be formed to address global NGO priorities. For example, CARE, Catholic Relief Services, Mercy Corps, Oxfam, Save the Children, International Rescue Committee and World Vision participate in a global initiative called the Emergency Capacity-Building (ECB) Project, which focuses on developing national staff skills, facilitating collaboration and creating practical tools and approaches to disaster preparedness and risk reduction programming.

A.7.3 Other Actors

The private sector

Private sector companies are increasingly involved in disaster response, often as part of their commitment to a corporate social responsibility strategy. This involvement can take many forms, including as donors and as direct service providers of aid. Companies like DHL and Ericsson have been working to support humanitarian logistics and telecommunications for years and are being joined by a growing number of private sector actors now involved in disaster response. The vast majority of private companies' involvement in disaster relief occurs independently.

Governments may be approached by private sector companies that wish to offer assistance and should examine those offers on their own merits. The modalities for private sector assistance are varied and it may be convenient to reach out to a broader spectrum of companies interested in contributing to disaster relief through the national or local level Chamber of Commerce (or equivalent).

Ad hoc and improvised humanitarian groups

As humanitarian events become more visible to the global population through mass media and social networks, there are an increasing number of "Good Samaritans" keen to be engaged in providing humanitarian relief. These range from spontaneously formed small groups of people to more sophisticated technocrats. They are typically passionate, willing to help and may be able to mobilize their own funds to operate, but are rarely equipped with knowledge of standards, coordination systems and may be short lived in their operations. While assistance is always needed and welcomed, there have been instances where such groups have caused more harm by creating dependence, duplicating efforts by international systems thus wasting resources and may in fact violate the code of conduct of organizations such as the IFRC and others.

Diaspora

Perhaps the least understood, overlooked and yet often resourceful group of people who may be increasingly involved in humanitarian assistance is the diaspora. The diaspora population is potentially an important resource to tap into as they may have a wealth of

knowledge of the culture, language and social nuances, and financial resources to support humanitarian assistance. Knowledge and understanding on international humanitarian assistance is usually lacking thus their absence in coordination mechanisms, though they can often be targeted for key communication messages and coordination through host country government and media channels.

B. THE UNDAC CONCEPT

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B.1 Introduction

The UNDAC system is designed to support national Governments, the United Nations in-country and incoming international responders with coordination during the first phase of a sudden-onset emergency. The system is designed to deploy an UNDAC team at very short notice (12-48 hours) anywhere in the world. It also aims to advise and strengthen national and regional disaster response capacity.

B.1.1 Components

The UNDAC system consists of four components:

1) *Staff*: Professional and experienced emergency managers made available for UNDAC missions by their respective governments or international/regional (inter-governmental or non-governmental) 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, coordinated assessment as well as coordination support structures during the first phase of a sudden-onset disaster.

3) *Mobilization procedures*: Proven systems to mobilize and deploy an UNDAC team, so that it will arrive within 48 hours of request at any disaster site anywhere in the world.
4) *Equipment*: Personal and mission equipment for UNDAC teams to be self-sufficient in the field when deployed for disasters/emergencies.

B.1.2 Concept

UNDAC is a first response tool of OCHA that may be deployed in sudden onset emergencies to establish or support a coordination mechanism for international response. It may be requested by a Government or a United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC). An UNDAC team works under the same mandate as OCHA and may in many cases be OCHA's first presence on the ground.

An UNDAC team is a neutral, international asset that provides experienced emergency managers with varied skills, free of cost and at very short notice. An UNDAC team may be deployed at the outset or upon early warning of an emergency. They provide international capacity to support cross-sectoral emergency assessment, coordination of relief and information management. UNDAC teams are requested by, and work under the authority of the RC/HC. In situations where there is no United Nations presence, the UNDAC team may work in direct support of the Government of an affected country (see section B.1.4 below).

When required, an UNDAC team may establish and run an On-Site Operations Coordination Centre (OSOCC) and a Reception Departure Centre (RDC) to act as a link between international responders and national authorities, to facilitate coordination of international response, and to provide a platform for cooperation, coordination and information management amongst international humanitarian agencies. An OSOCC is a rapid response tool that may serve as a bridge from emergency response to longer-term relief and may become the foundation of an OCHA field office. The OSOCC structure will almost always be established in earthquake situations where international Urban Search and Rescue (USAR) teams are assisting in the rescue of survivors (see chapter D).

UNDAC teams may be reinforced with experts covering more specialized fields of emergency management (e.g., environment, sudden-onset technological and industrial accidents). 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, Middle East and Europe

- Americas (including the Caribbean)
- Asia and the Pacific

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

In major emergencies requiring large or multiple deployments, OCHA can draw on UNDAC members from all regional teams worldwide to compose the teams.

Triggers for mobilization of an UNDAC team
Indicators triggering the mobilization of an UNDAC team include:

- *Natural or technological disasters*: When a disaster affected country requests international assistance in coping with a natural or technological 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. (Note: A country may also request an UNDAC team without issuing a blank request for international assistance. In fact, a Government may request an UNDAC team to help determine if international assistance would be required or not.)
- *Complex emergencies*: When there is a 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 agreed by OCHA, the RC/HC and/or the requesting Government. The team normally stays in the affected area for the initial response phase of two to four weeks.

B.1.3 Core Activities

An UNDAC team on mission will ideally be flexible enough to carry out or be involved in a wide range of core activities. Depending on the nature and the scale of the disaster/situation, an UNDAC team on mission may:

- Support and facilitate the work of the affected Government, the RC/HC and a Humanitarian Country Team (HCT) in the coordination of international assistance.
- Support senior staff from OCHA and other member organizations of the Inter-Agency Standing Committee (IASC) deployed through the Inter-Agency Rapid Response Mechanism (IARRM) in declared Level 3 Emergencies (see chapter A).

- Establish and run an OSOCC/RDC to link international efforts with national relief, facilitate coordination of international relief, support USAR operations (in earthquake situations), and create a platform for cooperation, decision-making and information management.
- Support the set-up of or strengthen the coordination centre of the Government for international coordination, both on a strategic level and at the site of the disaster.
- Provide expertise in coordinated assessment and survey methodologies (e.g., the Multi-Cluster/Sectoral Initial Rapid Assessment (MIRA) Framework).
- Undertake a Flash Environmental Assessment to identify secondary environmental risks and request specialized expertise and follow-up, as necessary.
- Strengthen disaster management and humanitarian response activities by:
    - Supporting national disaster management authorities through optimizing the use of available resources to ensure maximum impact and the establishment of priorities for response activities.
    - Supporting international humanitarian response through the establishment or reinforcement of a humanitarian coordination platform, application of humanitarian principles and standards, and provision advice and guidance on coordination structures, tools and services and humanitarian financing mechanisms.
- Support reporting, public information and information management.
- Support safety and security management.
- Provide liaison functions, including:
    - Where relevant, initial provision of humanitarian Civil-Military Coordination (CMCoord), with support from relevant sections within OCHA as needed.
    - Creating the link between national emergency management authorities and United Nations/international response mechanisms.
- Provide management of technical support teams including Information Communications Technology (ICT) activities.
- Administer the UNDAC team and develop handover and exit strategies.

Outside of disasters

Between disasters, OCHA (FCSS) as manager of the UNDAC system:

- Coordinates the selection of new UNDAC candidates from Governments and international organizations in order to sustain the capacity of the UNDAC system worldwide.
- Trains new UNDAC members in the UNDAC methodology.
- Develops the skills of UNDAC members through various functional training courses, participation in response coordination exercises and other related training events.
- Keeps UNDAC members and UNDAC focal points in Governments and agencies

informed of developments in the UNDAC system.
- Conducts national disaster response preparedness missions as part of a wider preparedness process by OCHA and partners.
- Facilitates or participates in familiarization sessions to enhance understanding of the UNDAC system and OCHA's role.

B.1.4 UNDAC Standard Terms of Reference (ToR)

The Inter-Agency Standing Committee (IASC) Working Group recognized the value of the UNDAC system as OCHA's rapid response tool for emergency coordination in 2002 and issued the following statement 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.

The statement was followed by issuance of a set of standard Terms of Reference (ToR) that was approved by the Emergency Response Coordinator (ERC) in November 2002. These have been recently updated, reflecting changes in the international emergency environment.

When on mission, the UNDAC team:

1. *Works under the authority of the United Nations Resident/Humanitarian Coordinator in-country – and if there is no United Nations (UN) presence, in direct support of the Government – as one of the components of OCHA's integrated first response to an emergency and ensures linkage between the national, UN and wider international response.*

2. *Supports and facilitates the work of the affected government and/or the United Nations Humanitarian Country Team in-country, including, if applicable, the Inter-Agency Rapid Response Mechanism (IARRM) or other coordination bodies established in the initial response phase of an emergency, primarily in the areas of:*
    a. *On-site coordination*
    b. *Coordinated assessments*
    c. *Information management*

3. *Supports and facilitates the coordination of the emergency response efforts between the Government, the United Nations and the wider international humanitarian community, and, when requested, may establish an On-Site Operations Coordination Centre (OSOCC) or support the establishment of an inter-cluster/sector coordination mechanism for the effective coordination of all international relief assets in support of the appropriate national emergency management authority.*

4. *During earthquakes and other emergencies involving collapsed structures where international urban search and rescue teams are deployed, the UNDAC team may, upon request and pursuant to UN General Assembly resolution 57/150 (2002) and in accordance with the Guidelines of the International Search & Rescue Advisory Group (INSARAG), establish a Reception Departure Centre (RDC) and a specialized 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.*

5. *While detailed multi-sectoral assessments will normally be made by the affected government and cluster/sector leads in-country, the UNDAC team will support the process through coordination of initial rapid assessments, with a view to identifying the strategic humanitarian priorities as well as priority interventions required and elaborating a concerted operational picture, including through the development of a Preliminary Scenario Definition to inform a Flash Appeal / Central Emergency Response Fund (CERF) request and the further coordinated assessment process.*

6. *Information management improves the capacity of stakeholders for analysis and decision-making through strengthened collection, processing, interpretation and dissemination of information and is the foundation on which decision-making for a coordinated and effective response is based. In this context, the UNDAC team works to support and strengthen the information management process between national and international responders in the early phase of the response in view of facilitating sound decision-making.*

B.2 UNDAC Methodology

The UNDAC methodology is based on best practices from more than 230 missions to over 100 countries since the UNDAC system's inception in 1993. It is a methodology that can be adapted to suit any given emergency situation, being flexible, adjustable and dynamic in the sense that it evolves with the various challenges an UNDAC team may face on mission. Even when missions develop in a direction that is not anticipated from the onset, the UNDAC team usually finds a gap it can fill and a role to play that adds value to the response.

Originally the UNDAC methodology grew out of a need for coordination in earthquake responses, bringing together national disaster management and international humanitarian response actors. Consequently, the UNDAC methodology evolved and took on aspects from different approaches and experiences to become a coordination interface between disaster management and humanitarian action. The methodology combines elements of disaster management, functional organizational models, political considerations and application of international humanitarian principles, standards and practices.

Lessons learned and best practices from UNDAC missions are captured, processed and fed into this knowledge base for inclusion in future UNDAC training and methodology development.

B.2.1 The Cornerstones

The UNDAC methodology is built upon four "cornerstones" which underpin the UNDAC system and provide the basis for how individual members and deployed teams approach UNDAC mission objectives. The four cornerstones are:

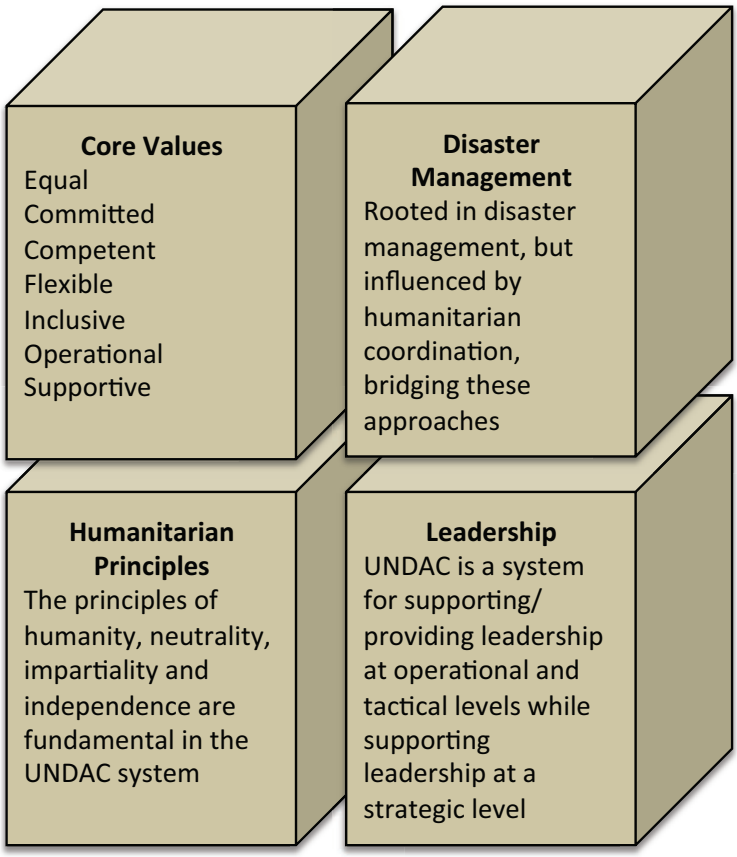

Figure B.1: The UNDAC Cornerstones

Core values

Core values are traits or qualities that are considered not just worthwhile, but represent an individual's or organization's highest priorities, deeply-held beliefs and fundamental driving force. Individual UNDAC members come from diverse professional backgrounds and cultures, with skills and competencies that bring value to the UNDAC team. At the heart of the UNDAC methodology lie certain core values that UNDAC members, and teams, are required to adhere to as part of their membership and while on an UNDAC mission:

- *Equal*: UNDAC members leave their egos and status at home. In a team, all members are equal and home positions inconsequential.
- *Committed*: UNDAC members are committed to solve the mission objective, to contribute to a common goal, and put individual and personal agendas or needs aside.
- *Competent*: UNDAC members are experts within their fields and able to apply their expertise internationally in a variety of contexts and disaster situations. They are committed to maintain their skills and expertise, to be prepared and to keep up to date on relevant issues.

- *Flexible*: UNDAC members are flexible and adaptable. UNDAC teams adjust mission objectives to situational needs and aim to stay on top of the developments at all times.
- *Inclusive*: UNDAC members are inclusive. UNDAC teams strive to involve and integrate partners and other stakeholders in the coordination mechanism, aiming to create one whole where the output is larger than the sum of its parts.
- *Operational*: UNDAC members apply an operational focus. UNDAC teams will base decisions/recommendations on operational needs and not political considerations.
- *Supportive*: UNDAC members support each other and in-country counterparts. When on mission, UNDAC teams endeavour to find a role within an existing structure and support, coach and guide without establishing non-sustainable systems.

The UNDAC core values supplement the core values of the United Nations, defined as:

- *Integrity*: Demonstrates the values of the United Nations in daily activities and behaviours. Acts without consideration of personal gain. Resists undue political pressure in decision-making. Does not abuse power or authority. Stands by decisions that are in the Organization's interest, even if they are unpopular. Takes prompt action in cases of unprofessional or unethical behaviour.
- *Professionalism*: Shows pride in work and in achievements. Demonstrates professional competence and mastery of subject matter. Is conscientious and efficient in meeting commitments, observing deadlines and achieving results. Is motivated by professional rather than personal concerns. Shows persistence when faced with difficult problems or challenges. Remains calm in stressful situations.
- *Respect for diversity*: Works effectively with people from all backgrounds. Treats all people with dignity and respect. Treats men and women equally. Shows respect for and understanding of diverse points of view and demonstrates this understanding in daily work and decision-making. Examines own biases and behaviours to avoid stereotypical responses. Does not discriminate against any individual or group.

Disaster management

UNDAC is an OCHA first response tool that may support and/or establish basic coordination services and run them during the critical first phase of the response. An UNDAC team may either enhance existing or OCHA surge capacity in-country, or may itself provide OCHA services including a facilitation role with regards to humanitarian coordination.

The UNDAC system also has strong roots in disaster management and thus can add particular value at the tactical and operational levels during the life-saving phase, when rapid decisions and concrete actions need to be taken. The UNDAC team, as a tool of OCHA, endeavours to link all responders, including humanitarian actors, the affected Government,

bilateral responders, the military, the private sector, etc., to create a coordination platform, establish basic services and provide leadership when needed.

In the immediate aftermath of many disasters, there may be a void where "everything" needs to be created, or re-created, from scratch. Simple, tangible structures for coordination, emergency organizational models and basic services need to be established before more complex structures can evolve. The specificity of the UNDAC team and its methodology is that it provides an interface between disaster management and the international humanitarian response system, whereas typically the humanitarian coordination structures do not include the disaster management actors and approaches. The two terms can be defined as follows:

- Disaster management, also referred to as emergency management, can be defined as the organization and management of resources and responsibilities for addressing all aspects of emergencies, in particular preparedness, response and initial recovery steps. This involves plans and institutional arrangements to engage and guide the efforts of government, non-government, voluntary and private agencies in comprehensive and coordinated ways to respond to the entire spectrum of emergency needs.
- Humanitarian coordination can be defined as an overarching, principled way of managing delivery of humanitarian assistance through strategic planning, policymaking and facilitation of cooperation and consensual decision-making.

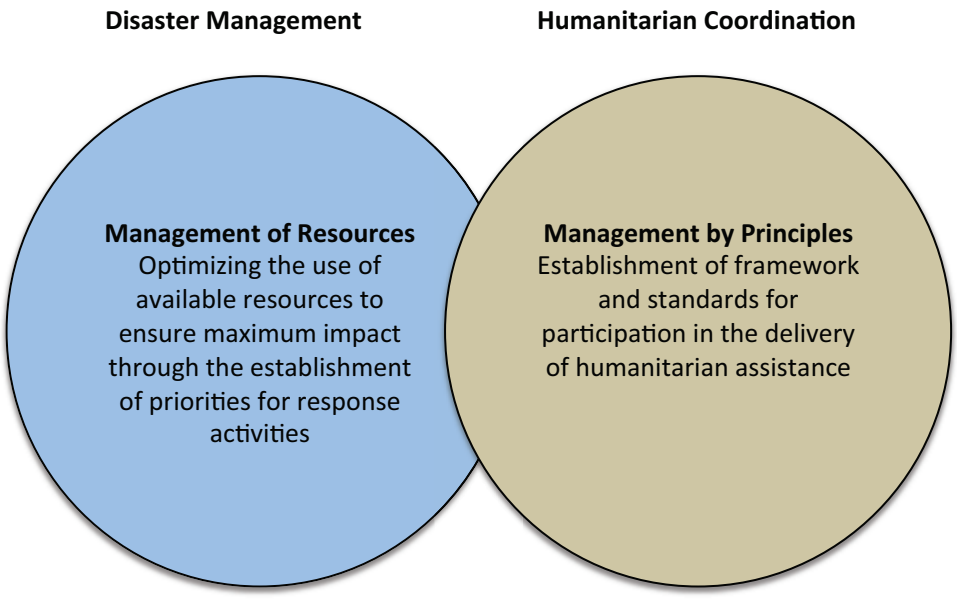

Figure B.2: The Relationship Between Disaster Management and Humanitarian Coordination

By actively linking these two components, the UNDAC team brings added value not normally found in the international humanitarian response system. This provides basic disaster management services, and thus "fills a void" for affected Governments, Humanitarian Country Teams and OCHA.

Humanitarian principles

The humanitarian principles are fundamental to the UNDAC system. When the United Nations General Assembly adopted resolution 46/182 in December 1991, creating what was to become OCHA and the position of the ERC, one of the essential guiding principles was that "humanitarian action must be provided with principles of humanity, neutrality and impartiality." In later years, the fourth principle, independence, has been adopted, acknowledging that humanitarian assistance must remain free and self-governing. (For further information on the evolution of the humanitarian principles, see chapter A.)

The humanitarian principles are vital for most humanitarian actors. However, in recent years, there has been a proliferation and diversification of response actors, some of whom may attach different interpretations to the humanitarian principles. Humanitarian responders increasingly include not only the agencies/organizations found in the IASC, but many more non-governmental organizations (NGOs), businesses, individuals, networks of online volunteers and profit-oriented aid or security contractors. In addition, a growing number of countries and multilateral organizations are engaging in humanitarian relief, with different objectives and cultures, and varying levels of expertise and experience in humanitarian affairs.

The UNDAC team, being on the ground in the immediate aftermath of a disaster, will need to ensure that coordination activities are conducted in a way that adheres to the humanitarian principles. It is equally important that this is also communicated to technical partners, support staff and other actors working with the UNDAC team.

Leadership

Providing leadership and management in a multi-organizational, international environment brings about unique challenges that can be difficult to address through traditional organizational models and procedures. At a national level, leadership in crisis management will normally be defined by national legislation; however, leadership at an international level does not have the same foundation. Leadership procedures and organizational structures therefore require distinct measures recognizing the framework of international emergency response. (See chapter A for more information on international response frameworks.)

Through the Humanitarian Reform process started in 2005, the ERC and the IASC sought to improve the effectiveness of humanitarian response through greater predictability, accountability, responsibility and partnerships. Consequently international emergency

response capacity was reinforced according to an agreed division of labour. However, challenges remained in deploying adequate leadership and putting in place appropriate coordination mechanisms at various levels of decision-making in large emergencies, classified as Level 3 Emergencies. This led to the IASC Transformative Agenda (ITA) which was agreed by the IASC Principals in 2011 and 2012 where the HC has been given the necessary mandate to make decisions and included the introduction of the IARRM for deployment of senior leadership capacities in declared Level 3 Emergencies. The provisions herein focus to a large degree on leadership in strategic positions.

Traditional crisis management generally operates with three levels of decision-making: strategic decision-making, mid-level operational coordination and direct tactical coordination of resources on site. The following model shows the various levels of leadership in humanitarian operations and the role of UNDAC regarding them.

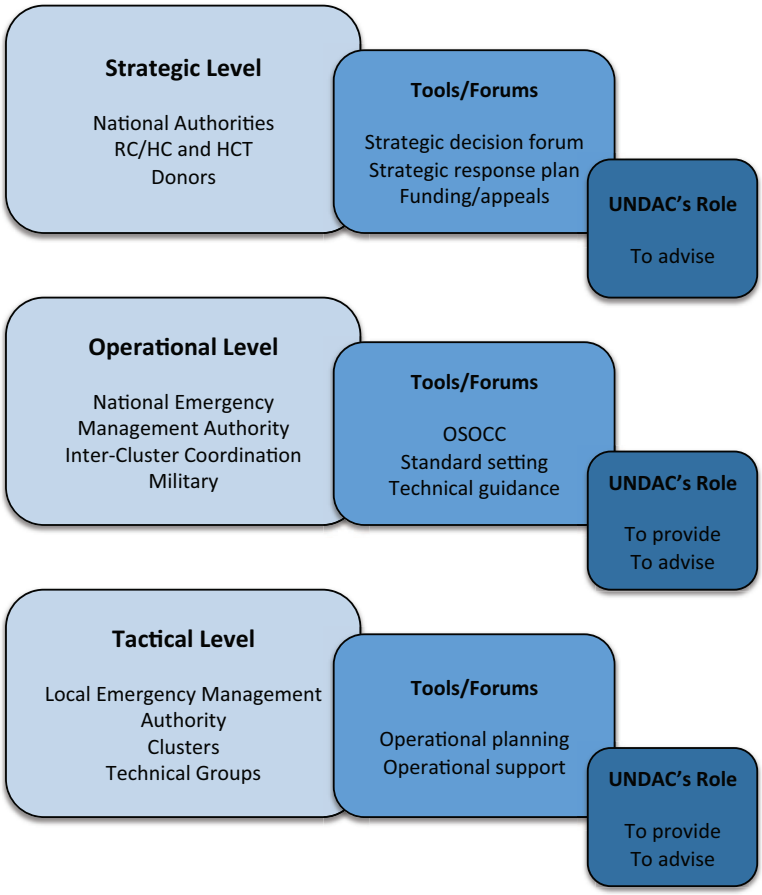

Figure B.3: Levels of Leadership in Emergencies

Depending on the situation and scale of the disaster, UNDAC teams can either provide or support leadership on operational and tactical levels in emergencies. UNDAC teams generally do not provide strategic leadership, but do, on occasion, provide strategic advice to governments, RC/HCs or HCTs. UNDAC, as a concept, belongs to the operational and tactical levels with regards to leadership.

B.3 The UNDAC System

The UNDAC system is managed by the Field Coordination Support Section (FCSS) within the Emergency Services Branch (ESB) in OCHA, Geneva. The UNDAC team members are made available by member and participating countries of the UNDAC system, as well as by OCHA or other United Nations agency/international/regional or NGOs.

Each member or participating country and organization accepts to maintain a single UNDAC focal point for OCHA to interact with on all matters dealing with the UNDAC system. The UNDAC focal point also acts as the point of contact for UNDAC members from within their country or organization.

The UNDAC Advisory Board meets annually to provide advice and orientation to OCHA on the management of the UNDAC system. It is composed of representatives from member countries and organizations and chaired by OCHA. Normally the respective UNDAC national or organizational focal point attends the Advisory Board.

B.3.1 System Membership

As of February 2013, membership in the UNDAC system comes from more than 80 member and participating countries and some 20 United Nations agencies, international, regional and NGOs.

Member countries are self-financing members of the UNDAC system that hold UNDAC mission accounts with OCHA/FCSS through which funds are deposited to cover deployment costs of their national UNDAC members. Member countries participate in the annual UNDAC Advisory Board meetings that provide advice and orientation to OCHA on the development of the UNDAC system worldwide. As of February 2013, the UNDAC system has 35 member countries.

Participating Governments are sponsored members of the UNDAC system, whose participation is financially supported by contributions to OCHA/FCSS and/or through special agreements with some self-financing member countries.

The member organizations of the UNDAC system (whether these are United Nations agencies, International Federation of the Red Cross and Red Crescent Societies (IFRC), or other international, regional or NGOs) are also normally self-financing members that commit to providing staff as UNDAC members for missions and trainings.

B.4 Team Membership

UNDAC team members are experts that all have a link to their home or sponsoring country or organization.

UNDAC team members from member or participating countries, often referred to as national UNDAC members, have profiles that are broadly divided between those working in disaster management at the national level and those working in international humanitarian response. UNDAC team members from organizations normally have profiles of international humanitarian coordination and/or experience in a specific sector of humanitarian activity. OCHA trains these individuals in the UNDAC methodology for sudden onset response coordination.

B.4.1 Functions

Every UNDAC team must have sufficiently broad skillsets to ensure that the fundamental roles and responsibilities outlined in section B.1.3 can be delivered consistently during the mission. To this end, standard functions are assigned within deployed teams. On smaller disasters each UNDAC team member may be responsible for multiple functions, whereas during larger disasters multiple members may be assigned to the same function.

The functions within an UNDAC team are:

Team Leader	• Plan of Action and operational updates • Assign/track physical locations of team members • Direct link/liaison with RC/HC, HCT, Government, partners, clusters, OCHA regional office and/or headquarters • Strategic planning/direction • Ensure cohesion/connectivity within the team • Focal point for security matters • Focal point for general team matters
Deputy Team Leader	• Stand in for Team Leader when necessary and fulfil Team Leader's functions • Liaison with operational sub-teams • Daily management of operations, OSOCC management • Safety and security planning for the team • Manage team handover/exit strategy to subsequent teams, national authorities, OCHA, etc. • Mission software workspace • Oversee reporting and information management • Internal communication • Approve/implement media policy

Team Support and Logistics Management	• Coordination of logistics • Support to inter-agency assessments • Management of team resources and technical support staff • Organization of accommodation, transport, local support, translators, etc. • Establish/enforce filing system • Finances management
Information Management	• Management of internal information flow • Mission software workspace • Reporting and information management • Internal communication • Advise on/develop media policy
Disaster Management and Coordination	Provides advice to Team Leader and works with concerned authorities and disaster management partners on: • Optimizing the use of available resources and prioritizing response activities • Coordination of international teams • Support to coordination of needs assessment • Reporting and information management including with affected communities and authorities • Input on safety and security management • Liaison, including creating the link between civil protection and United Nations/international response mechanisms • Management of UNDAC support teams • Input to public information initiatives • Handover to longer term OCHA team/exit strategy
Humanitarian Response and Coordination	Provides advice to Team Leader and works with concerned authorities and humanitarian partners on: • Coordination of humanitarian actors • Establishment of an accountable humanitarian framework, principals and standards in support of United Nations, Red Cross and Red Crescent Movement and NGOs providing protection and assistance activities • Provision of advice on humanitarian sectors and clusters and advice on humanitarian financing mechanisms • Support to coordination of needs assessment • Reporting and information management, including with affected communities and authorities • Input on safety and security management • Assistance in (but not overall responsibility for) drafting of funding requests • Assistance in handover to longer term OCHA team/exit

	strategy
Coordinated Needs Assessment	Provides advice to Team Leader and works with concerned authorities, disaster management and humanitarian partners on: • Providing expertise in assessment methodologies (i.e., MIRA) • Developing, agreeing and applying shared assessment capacities and methodologies • Coordination of assessments • Analysis of assessment information, including the Situational Analysis • Presentations and feedback to key decision makers including sector/cluster leads and operational agencies • Preparation of assessment information for public disclosure • Ensuring accountability for the correct use and dissemination of assessment information • Working closely with operational agencies and coordinators on follow up assessments and monitoring impact and progress of interventions within an accountable humanitarian framework
Additional areas, as may be determined by OCHA	• For example, environmental emergencies, Urban Search and Rescue, cluster expertise, CMCoord, media and public information

Note: OSOCC functions are detailed in section D.3.2.

B.4.2 Qualifications and Training

UNDAC members have diverse skillsets that enables OCHA to deploy specialized teams adapted to the context and situation. UNDAC teams demonstrate leadership capacities that are closely aligned to those required of OCHA P-4 and P-5 staff (i.e., the two highest categories of professional United Nations staff officers), to improve acceptance, understanding and performance of UNDAC teams on mission. The UNDAC system also encourages leadership through close functional synergies to those required of the OCHA Emergency Response Roster (ERR) personnel, especially at senior levels. An added value of the UNDAC system is the deployment of fully functioning teams as opposed to individuals. This enables an UNDAC team to cover a wide variety of functions and bridge the different demands of national disaster management and international humanitarian response, as well as draw on existing regional networks and relationships.

In addition to the concepts enshrined in the UNDAC cornerstones (section B.2.1), all UNDAC members are required to demonstrate knowledge and understanding (“Awareness”) in the following areas:

- *International emergency environment*, including the stakeholders in emergency response, different types of national disaster management systems, mandates of major international humanitarian organizations and a general understanding of international law applicable to international disaster response.
- *Natural disasters*, including consequences of different types of natural hazards, vulnerability and response capacity and operating in an emergency environment.
- *Environmental emergencies*, 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. Technological disasters are one type of environmental emergency, which can be caused by man or triggered by a natural disaster (in an event known as Natech).
- *Humanitarian coordination*, including humanitarian principles and standards, international humanitarian architecture and functioning, coordination structures, the cluster approach and the latest developments.
- *OCHA's mandate*, including its mission statement, structure, functioning, the role of the Emergency Relief Coordinator, emergency response tools and services including humanitarian financing, the UNDAC system, concept and methodology (including generic terms of reference) and UNDAC best practices from missions.
- *Online resources*, including the most relevant websites, databases, country information, reference sources, exchange platforms, etc.

Following successful completion of the Induction course and required security training (see chapter H), national UNDAC members must be issued with United Nations contracts prior to being deployable. The contracts are issued at the discretion of FCSS and are valid for two years. A valid UNDAC contract does not guarantee deployment. Team composition is established by FCSS based on the specific needs of each mission.

B.4.3 The Wider UNDAC Network

Trained UNDAC members, who for various reasons are not deployable, represent a huge asset for the UNDAC system. They are considered a source of support for the UNDAC system as a whole, as well as, on occasion, specific support to UNDAC missions and activities. This global network also includes others who have become aware and supportive of UNDAC's role, services and methodology (e.g., through former membership of the UNDAC team, awareness courses or other training events or exercises, UNDAC missions, partner organizations and other response networks). The wider UNDAC network is encouraged to promote understanding and acceptance of UNDAC within their own organization, country or region, as well as provide mission, training or other kinds of distance support

B.5 UNDAC Partners

Since its inception, UNDAC has worked closely to establish and strengthen a variety of partnerships with organizations that either work in conjunction with UNDAC or provide direct support to UNDAC teams in the field. The following are partners that UNDAC members are most likely to engage with on mission:

The International Humanitarian Partnership (IHP)
The IHP is a consortium of civil protection agencies and/or humanitarian agencies from Norway, Sweden, Denmark, Finland, Estonia, Germany, the United Kingdom and Luxemburg.

The IHP aims to:

- Provide operational international support for multilateral organizations/agencies.
- Foster cooperation between partners in humanitarian response.
- Improve effectiveness and efficiency in humanitarian response operations.
- Support better coordination of humanitarian assistance.
- Provide a practical demonstration of donor cooperation and coordination.
- Deploy specialized surge capacity (e.g., people and equipment) for the United Nations and other agencies.
- Provide capacity building and training bilaterally and multilaterally.
- Share the financial and technical burden in joint missions.

IHP provides support modules to a large number of UNDAC missions. When deploying an UNDAC team, OCHA/FCSS assesses likely support needs and alerts the Chair of the IHP, who in turn liaises with other member countries to determine who can best deliver the support required in the time available. The providing country or countries will, unless otherwise agreed, cover the costs for deployment and operation.

Asia-Pacific Humanitarian Partnership (APHP)
The IHP concept also exists in the Asia-Pacific region with membership from Australia, China, Japan, Republic of Korea, New Zealand and Singapore, to support emergencies in their region.

Americas Support Team (AST)
In the Americas region, the AST provides support services (IT, OSOCC module, etc.) that are usually covered by the IHP or APHP in the other regions. The AST is provided by the United States Agency for International Development (USAID).

European Union (EU) mechanisms
The United Nations has a significant relationship with the EU in regard to humanitarian assistance and coordination. At the broadest level, the EU is a major donor to United

Nations agencies and programmes. This aspect of the relationship is governed through a financial and administrative framework agreement signed in 2003. More specific to UNDAC, the European Commission's Humanitarian Aid and Civil Protection Organization (ECHO) is a regular preparedness and response partner. In addition to regular training exchanges, UNDAC members may work with, or liaise with, the EU's Emergency Response Coordination Centre (ERCC) or deployed European Union Civil Protection Teams (EUCPTs).

The ERCC, a part of the European Civil Protection Mechanism and operated by ECHO, is operational at all times. It serves as the European focal point for information management, offers of assistance and the coordination of deployed assets (which include thirteen rapid response modules). The EUCPTs are made up of highly trained experts with skills in areas such as coordination and assessment. Depending on the location and scale of an emergency, the relationship between UNDAC and an EUCPT can range from general liaison to integration.

Telecoms sans Frontieres (TSF)
TSF is an NGO specializing in emergency telecommunications. It aims to provide both humanitarian organizations and victims of disasters with access to such services within the first days of a disaster. TSF has offices in strategic regional locations, enabling rapid response with telecommunications equipment and staff. TSF has supported many UNDAC missions, either alone, or in cooperation with IHP, APHP or AST.

MapAction
MapAction is an NGO specializing in mapping services for humanitarian emergencies and regularly deploys on UNDAC missions. MapAction has a small full-time staff, but most of its capacity is provided by volunteers skilled in Geographical Information Systems (GIS) and trained to work in disaster response situations.

Assessment Capacities Project (ACAPS)
ACAPS is an initiative of three NGOs (HelpAge International, Merlin and Norwegian Refugee Council) which works with a number of international humanitarian actors, including the IASC Needs Assessment Task Force and OCHA's Coordinated Assessment Support Section (CASS), to support coordinated needs assessment processes. ACAPS provides support to OCHA both with training and the deployment of assessment specialists.

Other partners
Other common OCHA/UNDAC partners include:

- UNOSAT: Provides satellite imagery and mapping services to the humanitarian community.
- DHL Disaster Response Teams: Provide airport handling and logistics services to the affected country and international responders.

- Ericsson: Provides emergency telephone services to an affected area.
- Argentina/White Helmets Commission: OCHA is in the process of developing a partnership with the White Helmets Commission/Argentina to support the UNDAC team in the region with logistical/IT services.

B.6 Support Modules

UNDAC teams deploying to an emergency have to be fully operational and self-sufficient from the moment they land in the affected country. The chaos often found immediately following a disaster may include damaged infrastructure and communications, unsafe or destroyed buildings and serious disruption to daily life, amenities and services. UNDAC teams may have to bring their own telecommunications, technology, office equipment, tented accommodation and food. Mobilizing this kind of support for an UNDAC team is vital to ensuring the team can start to do its job as soon as it arrives at the disaster site.

The aim of the UNDAC support modules is to ensure rapid deployment of tailored highly mobile and flexible support to UNDAC missions. These modules are provided through IHP, APHP or AST. The support modules provide the UNDAC team with specified equipment and trained staff, who may also be utilized for more general mission tasks. In general, FCSS will seek to mobilize and deploy support modules to all UNDAC missions. At a minimum, this may include an UNDAC Emergency Office Kit (stored in Geneva and OCHA regional offices) or an "ICT Module" (see below).

B.6.1 Mobilization

Support modules may be mobilized through FCSS:

- Upon request of OCHA management.
- Upon request of the UNDAC Team Leader before departure and in cooperation with FCSS.
- 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 arranged with IHP, APHP and AST 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 made on the basis of cooperation between the responding countries and the FCSS.

B.6.2 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 assist in OSOCC operations and other tasks of an UNDAC team. The support staff members will always bring their own personal kit and equipment to ensure their ability to operate.

Many UNDAC support staff have extensive mission experience. They should be fully integrated into the team and may, in many cases, take responsibility for one or several of the functional areas of the team.

B.6.3 Modules

There are eight standard modules available to support UNDAC deployments. The main components of each support module are described below, with a focus on its tasks and capacities.

Information & Communications Technology (ICT) module

The purpose of the ICT module is to provide information and communications technology support to a five to six-person team operating in a location where the basic infrastructure is intact. The module enables the team to establish basic communications, provides Internet access and allows team members to operate simultaneously in different locations. The module can also be utilized for establishment of a Reception Departure Centre (RDC) in situations with large-scale urban search and rescue (USAR) operations. The equipment is shipped in two transport cases which individually do not exceed 35 kg (thereby meeting the handling limit and enabling transport on commercial airlines). Essential communications equipment is prepared as carry-on luggage.

Minimal Operational Security Standards (MOSS) module

In emergencies where the security situation demands United Nations MOSS compliancy, this support module can be provided to ensure that all staff members are equipped to meet minimum safety standards. The module will be prepared on a case-by-case basis following UNDSS recommendations. It consists of VHF radios, a base station, GPS, satellite phones, and personal protective equipment (if required).

On-Site Operations Coordination Centre (OSOCC) module

The purpose of the OSOCC module is to provide a tented office and equipment for the setup and management of an On-Site Operations Coordination Centre (OSOCC) with up to eight workstations. The module provides high-speed Internet access, wireless LAN, laser printer and photocopier facilities. The communications equipment is packed in transport cases which individually do not exceed 35 kilograms. Other support equipment, such as a tent and tables, is transported on cargo planes alongside other relief equipment. The module is

deployed with two support personnel and, if required, can be provided with the Operational Support Staff module described below. This module can be used for different kinds of field coordination centres and is not restricted to an OSOCC.

OSOCC Operational Support Staff module

The purpose of the module is to provide basic staff functions within an OSOCC, and in particular, to the Operations function. The operational support staff can perform duties such as keeping information displays updated, preparing operational plans and briefings, organizing internal information sharing, preparing hand-out material (maps, reports, briefings, etc.), supporting the OSOCC reception desk, assisting with logistical planning, coordinating with external resource providers and managing the OSOCC log. The module consists of two operational support staff members who have received specialized training and who will be deployed with their own operational equipment to facilitate their work in the OSOCC.

Humanitarian Information Management module

The purpose of the module is to provide the necessary equipment to support inter-cluster information management services. IHP support staff will be deployed to set up the module and provide initial information management support if required. Regular information management staff will be deployed through standard surge mechanisms, comprising OCHA staff from the relevant county and regional office as well as ERR and standby partners. Specifications of the module, as well as the decision to deploy, will be made in conjunction with OCHA's Field Information Services section (FIS).

Light Base Camp module

When a team is deployed to an area with insufficient infrastructure, it can be supported with a Light Base Camp module. This provides capacity for basic accommodation and office facilities for up to 20 people, including equipment for sleeping, preparing food and handling basic hygiene for a period of up to four weeks. (Note: The Light Base Camp module is not to be confused with the Base Camp module that provides a much higher standard of support in longer term operations.)

Base Camp module

The Base Camp module provides timely, safe and appropriate living and working conditions. The Base Camp module is a comprehensive field accommodation and office concept, providing living and/or working facilities. The concept has been developed over a long period of time, in close cooperation with international partners, taking cultural habits and gender into consideration. The Base Camp module consists of several separate modules, so called sub-modules, such as: accommodation, office, water production, hygiene sanitation, kitchen and canteen, power supply – that all can be deployed separately if needed.

UNDAC teams may be requested to facilitate the camp's arrival and to support the choice of location (for more information on determining camp locations, see section Z.7).

Vehicle support

Vehicle support can be requested in support of UNDAC missions. Although not considered a module, all vehicles meet agreed minimum standards that lay out the technical specifications. Vehicles include 4x4 all-terrain vehicles that can be equipped to meet MOSS standards, as well as minibuses for personnel transport. All vehicles are equipped with full communications equipment (VHF, HF, satellite phone and GPS), as well as maintenance equipment. The vehicles are diesel driven and have a split charging system. The vehicles will be provided without drivers.

B.6.4 Administrative Support

Administrative support for an UNDAC mission will be provided mainly through the Office of the RC/HC and will usually include arrangements for entry to the affected country (e.g., visa on arrival, airport pickup), accommodation, in-country transport and liaison with national and local officials.

OCHA/FCSS will normally authorize the RC/HC to incur UNDAC mission expenditure up to a given limit on behalf of OCHA for the cost of the team's in-country travel (including rental of vehicles if required), hiring of local staff (drivers and interpreters as required), as well as rental of office space and equipment if necessary. The UNDAC Team Leader will be informed of the amount in each case and authorized to collect funds and/or incur such expenditure through the United Nations Development Programme (where applicable).

C. THE UNDAC MISSION CYCLE

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C.1 Introduction

An UNDAC mission normally follows a typical operational cycle, covering three inter-related phases of activity: pre-mission, on-mission and mission-end. Awareness of the mission cycle will help UNDAC members anticipate and plan operational activities in the field. This chapter provides detailed information on each stage of the mission cycle, including actions to be taken by individual members and the Team Leader.

The mission cycle is summarized in Figure C.1, below:

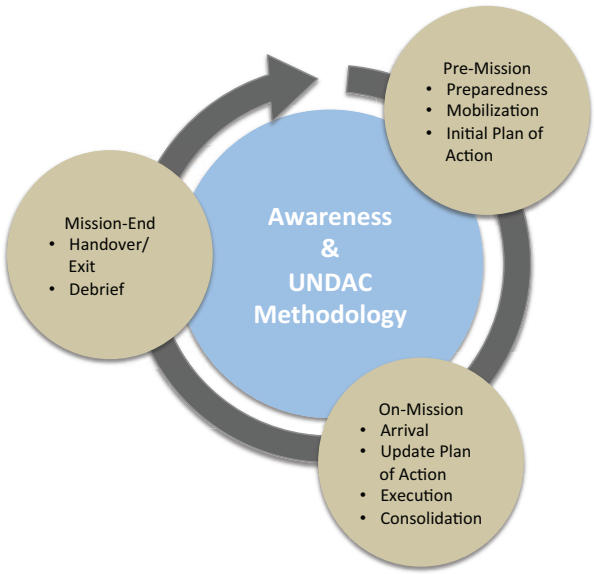

Figure C.1: The UNDAC Mission Cycle

The following is a list of activities typically related to each phase of the UNDAC mission cycle. Not all the activities listed here are applicable all the time; equally, there may be additional activities that are not stated below. The list is primarily meant to be a guide for UNDAC members' discretionary use.

Pre-Mission – Preparedness

- Ensure individual preparedness, including a valid passport (with at least six months' validity), UNDAC and personal mission kit prepared, vaccinations and medical fitness/preparedness complete, valid UNDAC contract in place, United Nations certificate obtained, and updated contact and personal information on the Virtual On-Site Operations and Coordination Centre (VOSOCC).
- Make personal arrangements (e.g., family prepared for possible sudden departure on mission, arrangements during absence, will and personal affairs in order).
- Make professional arrangements (e.g., rapid release from employment for UNDAC missions, continuation of salary and benefits while on mission).
- Ensure national focal point arrangements are in place (e.g., agreements, insurances, funding arrangements).
- Participate in relevant trainings and exercises.
- Undertake online trainings for improved personal preparedness (e.g., industrial accidents, environmental emergencies).

Pre-Mission – Mobilization

- Respond to mobilization system (e.g., indication of availability, relevant skillsets).
- Determine mission objective, terms of reference (ToR) and likely functions.
- Identify United Nations, OCHA and UNDAC network members in country/region.
- Confirm travel arrangements, flights, visa requirements, Daily Subsistence Allowance (DSA), etc.
- Research country-specific information, political and socio-economic situation, climatic conditions, medical requirements, security situation, etc.
- Consult secondary information sources (international/national, media, social media, websites, etc.).
- Obtain disaster-specific information, such as consequences, likely living conditions, personal luggage requirements, equipment needed and other requirements.

Pre-Mission – Initial Plan of Action (PoA)

- Consider team composition, contacts, capabilities, possible roles and responsibilities, on-site support and the deployment plan.
- Establish clear and concise mission (SMART[1]) objective(s).

[1] Specific – Measureable – Achievable – Realistic – Time-bound

- Establish an information flow, reporting requirements and agreed information products.
- Develop internal and external communication plans.
- Draft the initial PoA document.

On-Mission – Arrival

- Complete entry formalities (e.g., immigration, customs clearance).
- Secure local transport and logistics.
- Make contacts in-country (e.g., Resident Coordinator/Humanitarian Coordinator [RC/HC], national authorities, OCHA regionally/nationally, United Nations agencies, non-governmental organizations [NGOs] and other stakeholders).
- Obtain security situation/briefing.
- Identify key issues, dispel pre-conceived ideas and clarify mission objectives.

On-Mission – Update Plan of Action (PoA)

- Confirm or adapt ToRs, in agreement with RC/HC, Humanitarian Country Team (HCT), national authorities and/or OCHA regional/national/headquarters.
- Confirm mission objectives.
- Determine additional needs/constraints and identify required resources.
- Set out the roles of members working from other locations, if deployed.
- Consider a handover and exit strategy.

On-Mission – Execution

- Support the RC/HC, HCT, national authorities and/or OCHA at the regional/national/headquarters level(s).
- Establish and/or support coordination structures (e.g., On-Site Operations Coordination Centre (OSOCC), inter-cluster coordination mechanisms).
- Provide or support leadership at operational and/or tactical levels as required.
- Facilitate and/or support assessment and information management processes.
- Support other stakeholders with coordination of response if needed (e.g., United Nations agencies, individual clusters, CMCoord structures, NGOs, field locations).

On-Mission – Consolidation

- Analyze the situation, re-visit mission objectives and adapt the PoA if necessary.
- Establish new objectives and adjust roles and responsibilities as needed.
- Analyze workload and adjust or request additional resources if needed.
- Establish new team routines, e.g., meetings/briefings, reporting deadlines.
- Specify handover and exit strategy.

Mission-End – Handover/Exit

- Define what services should be handed over and which should be terminated.
- Coach counterpart that will take over structures and bring them onwards.
- Conduct final reporting/debrief to in-country strategic partners (i.e., RC/HC, HCT, national authorities) and handover an end of mission report.
- Confirm administrative procedures and logistics of departure in cooperation with FCSS.
- Where applicable, support FCSS in arranging an external evaluation of the mission.

Mission-End – Debrief

- Hold an internal debriefing with the team, including analysis the overall mission, SWOT (strengths, weaknesses, opportunities and threats), mission closure and the psychological impact (professional follow-up if necessary).
- Debrief externally with the FCSS focal point, OCHA Regional Office, shadow team and other involved parties, with a focus on mission specifics and lessons identified (complete a debrief form).
- Conduct performance evaluations (individual and team).
- Write mission reports (i.e., a full mission report and donor summary).
- Reconcile mission expenditures, as applicable (e.g., petty cash reconciliation).
- Submit individual travel claim.

C.2 Pre-Mission

UNDAC members can be deployed anywhere in the world within 12-48 hours after a request is made. OCHA has well-established and practised procedures to ensure that a team can be alerted, mobilized and deployed within this timeframe. UNDAC member and participating countries need to establish their internal procedures to be able to allow UNDAC members to deploy rapidly. The same goes for individual preparedness – receipt of an UNDAC alert is not the time to start thinking of what to bring, who to call to ask for permission or to check if passport and vaccinations are in order. This section gives general advice on pre-mission preparedness for individuals and describes how UNDAC teams are alerted, mobilized and deployed.

C.2.1 Preparedness

UNDAC members are expected to maintain a high level of readiness. What this entails varies from individual to individual. As a rule of thumb, a personal plan or detailed checklist should be prepared of everything that needs to be addressed – from ensuring that travel documents are in order to care arrangements for pets and plants while absent. A comprehensive plan or checklist will ensure that nothing is forgotten when in a hurry and

mobilizing for mission deployment.

The following is some general advice on what could be included in the checklist:

- Arrangements with family and employer/supervisor to leave on short notice.
- Payment of pending bills and cancelling/rescheduling of appointments for the expected mission period.
- Power of attorney or other legal instruments dealing with your daily affairs.
- Life insurance, disability insurance, personal belongings insurance.
- Travel documents and money (cash, credit cards, hard currency).
- Prescription medicines, mission-specific medical requirements (e.g., malaria prophylaxis).
- Personal luggage and equipment.

Being prepared is mostly about mentally changing gears and entering a different mindset – an emergency mindset. Most emergency workers, whether from a fire or health department, humanitarian organization or the armed forces, will testify to this and agree that with a well-prepared plan it is all a matter of execution. When the "alarm" goes off, one switches to an emergency mind-set and follows the steps prepared in advance. This helps keep a clear mind and mitigate the effects of stress that naturally go with being alerted for mission.

Documentation
The following documents will be needed and should be easily accessible during travel:

- Passport, preferably machine readable, with several photocopies and additional passport photos (for issuance of visas on arrival if needed).
- International certificate of vaccinations, with photocopies.
- United Nations Certificate, with photocopies.
- UNDAC identification card.
- Travel itinerary and electronic ticket (from OCHA/FCSS for national UNDAC members).
- Hard copy of travel attestation from OCHA/FCSS (in lieu of visa).
- Local currency or US Dollars/Euros in cash (preferably small denominations) and international credit cards (and emergency numbers in case of loss or theft).
- Mission-specific country information, including latest situation reports, maps, contact information, etc.
- Emergency contact numbers (OCHA/FCSS, in-country and personal).
- Hard or electronic copies of latest relevant reference material (e.g., Inter-Agency Standing Committee [IASC], OCHA and other key guidelines).
- This UNDAC Handbook.

Medical Preparedness

UNDAC missions may take place in areas where one is exposed to communicable diseases and other health risks. In addition, deteriorating public health conditions following a disaster may further increase the risk of contracting an illness and/or receiving treatment. UNDAC members should thus make sure their vaccinations are up-to-date and registered in an international certificate of vaccination (the World Health Organization standard is recommended) as it is highly unlikely that there will be sufficient time to arrange vaccinations before departure on mission.

The following vaccinations are recommended (and in some parts of the world obligatory):

- yellow fever (obligatory for some countries – i.e., no entry without a certificate of vaccination)
- tetanus, in combination with diphtheria
- poliomyelitis
- hepatitis A
- hepatitis B
- typhoid
- cholera
- meningococcal meningitis
- other vaccinations according to the diseases endemic in the area of the world being visited (e.g., Japanese encephalitis, rabies)

A number of websites give updated information on requirements and recommendations for each country, for example, the Centers for Disease Control and Prevention (www.cdc.gov/travel) and the World Health Organization (www.who.int). International SOS also has a website and application that provides relevant information.

It is recommended to have an ample supply of cholera vaccine available to refill before deploying for a mission. This is a drinkable vaccine that needs to be reintroduced to the body at certain intervals to be effective. A standard cholera vaccine may also provide the body with some defence against standard tourist diarrhoea. UNDAC members are also advised to determine their TB status and follow their doctor's advice regarding possible vaccination (i.e., BCG). Seek advice from your personal physician on this.

Malaria is a serious risk on many missions and UNDAC members should establish procedures for obtaining appropriate prophylaxis, and treatment, on short notice (e.g., through an advance prescription from a doctor). Since no malaria prophylaxis can be fully effective, it is important to take preventive measures (e.g., repellents, mosquito net, appropriate protective clothing). Further information and country guidance can be found on health websites as indicated above.

UNDAC members should maintain personal health records, which may be needed by health providers if they fall ill on mission. Important information should include:

- dates and results of health check-ups (including dental and visual)
- medical illnesses and medication being used
- blood type
- allergies, particularly to food or medication
- vaccinations record
- health insurance details
- name and contact details of your usual health care provider (e.g., personal doctor or medical specialist)

This information (together with any relevant certificates, prescriptions and other health documents) should be updated and carried by UNDAC members whenever they are deployed.

Every UNDAC member should carry a medical kit to treat minor health illnesses or injuries. This should be prepared in advance and medicine expiry dates checked periodically. The contents should be clearly marked, including medication name and proper usage. A sturdy waterproof container is recommended, with compartments for different needs. Suggested contents include the following:

- Skin care
    - sun block/sun screen
    - lip salve
    - moisturizer
    - talcum 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 wipes/soap
    - insect repellent

- Medication
    - fever, aches, pain (e.g., paracetamol, aspirin)
    - sore throat, cough (e.g., lozenges)
    - runny nose and allergies (e.g., antihistamine)
    - abdominal pain/cramps
    - abdominal upset (e.g., activated charcoal, antacids)
    - diarrhoea (e.g., imodium)

  - rehydration salts
  - anti-malarial treatment and prophylaxis
  - wide-spectrum antibiotics
  - water purification tablets

- Others
  - alcohol wipes
  - bandages (e.g., triangular, elastic)
  - surgical gloves
  - CPR mask(s)

Upon receipt of an UNDAC alert, members should take the following steps:

- Evaluate their state of health. If there are any doubts about existing illnesses, injuries or mental health status, members should not make themselves available for deployment until they have been resolved and should advise OCHA/FCSS accordingly.
- Check that their individual medical kit is prepared and packed, including any prescription medication or supplies that may not be available in the deployment location.
- Pack spare health articles such as glasses, contact lenses, etc., and any associated requirements.
- Include individual health documentation in their hand luggage, including vaccination certificates and personal health data.
- Check the health threats and requirements in the deployment location, update their medical kit as appropriate and commence any prophylactic treatment necessary.

Chapter H includes additional information related to staying healthy on mission (H.6), food and water safety (H.7), managing mission stress (H.8) and emergency first aid procedures (H.9). Chapter I contains health tips for specific climate and terrain zones.

Personal equipment

Clothing and equipment requirements for a mission vary according to the location, climate, culture, disaster type, extent of damage and other factors. To maintain a high level of readiness, team members are expected to have a suitable variety of clothing and equipment available to enable them to deploy anywhere in the world, without losing time needed to obtain extra kit.

Each individual should use their own judgement in packing for a mission, but as a rule should pack light and pack smart – including being able to personally carry everything by themselves. New UNDAC members will receive a mission kit when they become deployable.

It includes numerous items suitable for missions.

The mission kit should be supplemented with clothing and equipment according to personal preferences. Specifically, members should add food and water for the first 24 hours, in case none is initially available. A contingency plan for obtaining food and water on location is also important. Individual mission kits should also include at least two changes of clothing (quick-dry clothing is recommended as it enables you to travel light and wash your own clothes) and sturdy walking boots (appropriate for the disaster type, location/culture, climate/elevation and expected duration of the mission). It is also important to include one set of business clothing (e.g., jacket and tie for men, culturally-appropriate/conservative clothing for women) for meetings with local officials. The significance of being smartly dressed for official meetings cannot be over-emphasized as many cultures do not take seriously, or are even offended by, people who are not “properly” dressed.

The following items are also recommended for the individual mission kit:

- backpack or hold all (as carry-on luggage)
- rain gear (jacket and trousers, umbrella, appropriate footwear)
- sleeping bag with liner
- travel pillow/case
- field mattress
- extra glasses and an ample supply of contact lenses if required
- two pairs of sunglasses (you can easily lose a pair)
- hat and/or other headgear (for sun or warmth as appropriate)
- lightweight stove and one litre bottle for fuel (empty for air transport)
- mug, plate, cooking set and eating utensils
- toilet articles, including a towel and washing gel
- anti-bacterial gel or liquid
- toilet paper
- earplugs (and spares)
- torch/flashlight with spare bulb (or LED) and batteries
- pocket knife/multi-tool, Swiss Army knife, Leatherman, etc. (not in hand luggage)
- sewing kit (not in hand luggage)
- ball of string
- plastic bags
- matches and candles
- chargers for personal equipment, universal adapters for electrical appliances
- USB memory sticks
- mobile phone with possibility for using locally bought SIM cards
- camera

- water bottle with purification-filter

For travel to warmer climates, consider:

- mosquito net
- mosquito repellent
- cool boots/shoes

For cold climates, consider:

- wind-proof jacket
- fleece-jacket
- warm boots (water-resistant)
- warm socks, gloves/mittens/hat/scarf, thermal underwear

The following may also be helpful:

- compass/GPS
- alarm clock
- pocket-size binoculars
- “dog tag” with name, nationality and blood type
- laptop

C.2.2 Mobilization

Mobilization of an UNDAC team will commence on the occurrence, or early warning, of a sudden-onset disaster in which preliminary information indicates that an UNDAC team might be needed. Where there is sufficient warning (e.g., in cyclones), the decision may be made to pre-position an UNDAC team in the country (if time allows).

Alert is via the Virtual OSOCC through automated SMS messages and e-mails to deployable UNDAC members, either globally or to regional teams as the situation requires. UNDAC national focal points also receive these alerts, if they wish. Following receipt of an alert, UNDAC members log onto the Virtual OSOCC to receive information about the disaster and to indicate their availability for mission.

It is important to note that when an UNDAC member notifies their availability to OCHA/FCSS via the Virtual OSOCC, OCHA/FCSS has to assume that the relevant availability checks have already been done (i.e., personal and professional availability – including with the UNDAC national or organizational focal point where required).

Mobilization follows a pre-set, 3-stage routine:

- M1 – Alert
- M2 – Standby
- M3a – Dispatch

On some occasions, it may be decided to share advance information or give early warning of a possible emergency to UNDAC members, but without issuing an alert. In this case, an information message, or "M0", may be sent through the Virtual OSOCC. An M0 is for information only and no action is required from deployable UNDAC members.

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

OCHA/FCSS has an emergency telephone number and e-mail address for use during a mobilization**:**

Telephone: +41 (22) 917 1600
E-mail: undac_alert@un.org

Note: While the telephone number above may be used to contact FCSS in any emergency, the e-mail address should only be used by UNDAC members to indicate availability/non-availability following an UNDAC alert, as it is not monitored at other times. Indications of availability/non-availability should always be made online on the Virtual OSOCC, unless unforeseen circumstances prevent this.

Alert (M1)

1. When a major disaster occurs, or is anticipated, OCHA opens up a discussion-topic on the VOSOCC and alerts an UNDAC team if required.
2. An automated SMS and e-mail is sent to individual UNDAC members and national UNDAC focal points informing them of the alert (M1) and asking UNDAC members to indicate their availability.
3. UNDAC members confirm their personal and professional availability, and if required with the UNDAC national or operational focal point.
4. Members reply online through the VOSOCC, indicating their availability, contact details, closest airport and earliest time available to depart.

Standby (M2)

1. OCHA selects an UNDAC team from amongst the available UNDAC members according to the type of disaster, relevant skillsets, language skills, etc.
2. Through the VOSOCC, FCSS sends an automated SMS and e-mail standby message

(M2) to individual UNDAC members and national UNDAC focal points, indicating members selected to be on standby.

3. Selected members confirm receipt of the M2 standby message directly to FCSS and complete, sign and return the M2-reply form (acknowledging and consenting to their deployment) and the Insurance Proposal Form. They then prepare for departure.

Dispatch (M3a)

1. OCHA takes the decisions on final team composition and dispatch.
2. The dispatch message (M3a) is sent by FCSS through the VOSOCC to the selected UNDAC team members by automated SMS and e-mail.
3. FCSS makes travel arrangements for the team members and makes preparations for their arrival in-country (visas on arrival, airport pickup, hotel arrangements). Electronic tickets are sent to the selected UNDAC members by e-mail, together with a travel attestation (in lieu of visa) to be printed and hand-carried during the voyage.
4. OCHA Geneva arranges insurance covering medical evacuation for all selected members. (Note: All other necessary insurance is the responsibility of the selected member or his/her sponsoring government/organization).
5. Selected members depart on mission.

As soon as the team composition is known, final individual preparations should be made. Specifically, deploying members should consider the following:

Cultural sensitivity

Cultural, political, social and religious considerations may influence how the team approaches its mission objectives and must also be taken into consideration by the individual team members to ensure adaptation to local customs and avoid offending or alienating local counterparts. For example, headscarves for women might be considered mandatory, short sleeves and shorts are rarely accepted as business attire, consumption of certain foodstuffs or alcohol may be prohibited, etc. The way meetings are conducted and local hierarchies respected can mean success or failure of the mission. Team members should research cultural information prior to deployment and seek a briefing on customs and traditions of the country on arrival. Local staff and drivers are often an excellent source in this regard.

Travel documents

Deploying team members will normally be issued an electronic ticket by OCHA/FCSS for their international travel and a United Nations Travel Attestation in lieu of a visa. These are e-mailed to the team member and should be printed off and hand-carried during the voyage. Travellers should go to the airport as early as possible to have time to handle any problems with the departure arrangements. Some airlines are unfamiliar with the United Nations Travel Attestation and may require explanation that the team member is travelling

on a United Nations emergency relief mission and that a visa, if needed, will be issued on arrival in the affected country.

Money

On UNDAC missions, the United Nations Daily Subsistence Allowance (DSA) is used to cover personal expenditures for UNDAC team members and will be made available through the local United Nations Development Programme (UNDP) office in local currency. Those members who do not want DSA issued through UNDP, and would rather have it reimbursed later through a travel claim, should notify OCHA/FCSS of this before deployment.

Team members should be aware that it may take some days before they receive their DSA, especially in a disaster situation. They should, therefore, carry cash (in small denominations), to a limit acceptable for security reasons (determined by the traveller), in a currency accepted in the affected country (usually US Dollars, Euros or other major international currencies).

Travellers should bear in mind that in some circumstances – for example, if the disaster site is far from the UNDP office in the capital – it may not be possible for them to collect their DSA until just before departure. In all cases, if the DSA has been dispatched to the UNDP office in-country, it is essential that it is collected before departure and sufficient stop-over time in the capital is allowed for this purpose.

Luggage

As the journey to the affected country may involve several flight changes, members should pack their personal equipment in a way that they can carry on-board the most vital items to allow them to function immediately upon arrival. It is recommended that the normal entitlements for hand-luggage are used to the maximum. Remember to allow ample time for security checks at transit points and respect the latest international air travel regulations regarding forbidden objects in hand-luggage.

In cases where team members may have onward internal flights to reach the disaster site, luggage allowances may be considerably less than those accepted on international commercial flights. This should be taken into account, both in terms of packing and in choice of luggage.

En route

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/FCSS should be informed immediately.

C.2.3 Initial Plan of Action (PoA)

Development of a mission PoA is the responsibility of the Team Leader and should begin as soon as the team composition is known. Each member of the team is expected to participate in the planning process, which is generally initiated through e-mail by FCSS. Together with FCSS, the Team Leader engages with the OCHA Country/Regional Office, OCHA headquarters and the RC/HC to coordinate development of the initial PoA.

Overall, the PoA establishes the foundation of the mission and gives direction for further planning. It can be created virtually, as speed of deployment rarely allows the team to meet before arrival in country. Developing the initial PoA engages the team members in "mission mode". It allows them to brainstorm ideas, anticipate challenges and opportunities, and plan the approach. More importantly, it allows each team member to be clear on initial tasks upon arrival.

While much may be unknown when initial planning commences, a review of secondary data sources can provide important information about the developing situation. Together with baseline and pre-crisis information, in-crisis secondary data is often the only source of information in disaster situations when communication lines may be disrupted and information is scarce, fragmented and inconsistent. In some cases, a formal Situational Analysis will be published to summarize this information ahead of UNDAC's arrival (see E.4.3). This can be done from a remote location with summaries being provided by specialists from OCHA or other partners. Other important sources of information for the initial PoA are the UNDAC Standard Terms of Reference (see B.1.4) and any preliminary Terms of Reference for the mission.

Contents

The PoA should be kept short, simple and to the point, perhaps in bullet points, avoiding too much detailed information that will change as the situation develops. The following content should be included:

- *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 UNDAC Standard ToR and be based on the directions of the ERC, the RC/HC, the Government, the emergency situation and in-country support requirements. The mission objectives should indicate the main focus of the mission (e.g., assessment support, information management, USAR coordination, cluster coordination support, support to IARRM, establishment of an OSOCC, liaison), 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). It is very important that the

mission objectives are SMART:

- Specific – Simplistically written and clearly define what is going to be done.
- Measureable – To provide tangible evidence that objectives have been accomplished. While the overall mission objective will be a measure for the mission, there are usually several short-term or smaller measurements which will need to be built in.
- Achievable – Challenging and appropriate to the situation, but sufficiently well-defined that they can be achieved. The team must possess the appropriate knowledge, skills and abilities needed to achieve the objectives.
- Realistic – A goal toward which the team is able to work, taking account of all the relevant factors and constraints.
- Time-bound – Linked to a timeframe by which they should be reached.

- *Organization*: Should include the organization of the team in functional areas depending on the mission objectives, as well as the assignment of individual responsibilities amongst the team members. A basic team structure should include not only the UNDAC team and support personnel, but also any other OCHA surge deployments, and should cover functions such as leadership and management (Team Leader and Deputy Team Leader), information management (assessment, analysis and reporting), operations (facilitation of coordination, liaison with disaster responders, cluster coordinators, etc.), logistics (transport, board and lodging) and support (administration and telecommunications). Team organization should also include the locations of team members (field and/or capital) and the base.
- *Programme of Work*: Should include a short description of the activities planned within the functional areas in order to achieve the mission objectives, the relation between these activities and the timeframe for their execution. It is important to define activities directly related to the mission objectives and to keep these activities updated.
- *Handover and Exit*: Should include an estimate of what mission activities should continue after the team's departure, to whom they should be handed over to, and what activities should be terminated. Although imprecise in the early stages of the mission, it is important to include this point for further development as the mission evolves. Remember that missions are usually short and closing the loop should be considered from the very beginning.
- *In-country Counterparts*: Should include the RC/HC, under whose authority the team will work, as well as other important counterparts (e.g., HCT and other coordination mechanisms, the national emergency management authority).
- *Logistics and R*esources: Should include information on team logistical arrangements in place or required, such as accommodation and transport, as well as team resources such as telecommunications equipment and mission support resources (e.g., office equipment and mission finances).
- *Mission Support*: Should include information on measures in place to backstop and

provide remote support to the mission from OCHA Regional Office and OCHA headquarters, as well as information on various support teams/resources from other organizations (see sections B.5 and B.6).

- *Information Management – Flow and Reporting*: Should include instructions on communication between the team and the OCHA Regional Office, OCHA Headquarters, field locations and the RC/HC. 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/updates. This section of the plan should clarify the flow of information both internally within the team and what will be required with counterparts (i.e., when to report, in what format and to whom). It will be important in each mission to also determine how the team should contribute to RC/HCT situation reports at the country level and OCHA situation reports (from the Regional Office or globally). Chapter F contains detailed information on Information Management.
- *Safety and Security*: Should include information on safety and security concerns in the affected country and at the disaster site, including instructions for team movements (e.g., a buddy system, reporting and identification). Chapter H contains detailed information on mission security.
- *Dealing with the International/Local Media*: Should include a communication strategy for international and national media, in consultation with the RC/HC, OCHA Regional Office and, in a large emergency, OCHA Headquarters. The plans should include key messages agreed upon and updated daily. The team should nominate a spokesperson for the international media (normally the Team Leader) and the agreed key messages should be shared with all team members on a daily basis. In emergencies with a high international media presence, deployment of trained OCHA 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 local language. Section F.3.5.4 contains further information on the development of a media communication plan.

Note: If the UNDAC team is part of a wider OCHA response, the team's internal organization, functions, leadership and reporting lines will need to be defined, agreed and well understood to ensure a coherent "one OCHA" response. This is of vital importance as it may otherwise lead to duplication of efforts, gaps in services, lack of leadership support to the RC/HC and HCT and the loss of credibility of OCHA within the humanitarian system.

Furthermore, in a Level 3 Emergency (a large-scale emergency), the IASC Principals may take the decision to deploy the Inter-Agency Rapid Response Mechanism (IARRM) of senior Cluster Coordinators and/or to appoint a specialist Humanitarian Coordinator to oversee the response. In such a case, the UNDAC team will almost certainly form part of a wider OCHA response and, again, it will be important to clarify the terms of reference and clearly define

roles and functional relations to ensure clear understanding and avoid overlap or leaving gaps.

C.3 On-Mission Activities

The first 24 hours after arrival of the UNDAC team in country are crucial to establishing credibility and subsequent functioning. Therefore, actions to be taken within the first 24 hours must be considered and prepared as carefully as possible. This is especially true for the initial meeting of the UNDAC team or UNDAC Team Leader with the RC/HC, HCT and/or the Government.

C.3.1 Arrival

Immediately upon arrival, the team should complete the necessary immigration and customs procedures. In some countries, some equipment, such as satellite telecommunications, may have to be declared. Documentation to facilitate entry is normally given by OCHA/FCSS to the UNDAC Team Leader or support staff carrying the equipment. The RC/HC's office or the OCHA country office, if present, is always informed of the team's arrival and should normally have made all necessary arrangements, including visas on arrival (where necessary), equipment entry, airport pick-up and, if possible, hotel reservations. Each team member should carry contact details for the RC/HC's office in-country and other key contacts in case of problems on arrival.

Establish contact
One of the first actions the team should undertake on arrival in the capital is to brief the RC/HC and the HCT. In some cases, OCHA may have representation in the country or surge staff from the OCHA Regional Office may already be there. In such cases, the UNDAC team should link up with OCHA staff immediately and decide together on the next course of action and update the PoA. If the team arrives at a point other than the capital, where there is no representation of the RC/HC or OCHA, they should proceed immediately with establishing a team base of operations and get in touch with the national authorities and the RC/HC or OCHA office, if present.

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

the emergency.

For best use of time, the team may split up at this point, executing different tasks according to the initial PoA. One member may establish a team base with support personnel and set up telecommunications and office equipment, while another handles administration and logistics. In the meantime, the Team Leader, and possibly other team members, can proceed to meetings with the RC/HC, HCT and/or national authorities.

Initial briefing of the RC/HC and the HCT

The initial briefing by the UNDAC team to the RC/HC, HCT, or national authorities, is extremely important, as this enables the team to establish its role, usefulness and credibility. It is important to bear in mind that many in-country counterparts may themselves be affected by the disaster and feel overwhelmed by the challenges they are facing. At the same time, the UNDAC team is an external resource and may be viewed as coming to "take over". It is thus important to show empathy, emphasize solidarity and offer the team's professional skills and experience to support them in managing the disaster. A well-prepared briefing is an indication of professionalism and should be carefully thought through as part of the initial PoA. The following should be addressed:

- Decide who is to give the briefing (normally the Team Leader) and who will attend.
- Decide who will answer specialized questions, based on specialities of UNDAC team members.
- Prepare an outline briefing – short, relevant and to the point (see below).
- Visualize the brief if possible (but remember that time will be limited), or prepare handouts on the UNDAC system, and have business cards or a contact list ready to hand over (generic templates can be found in the UNDAC mission software).
- Make the effort to find out who the members of the HCT are and what organizations they represent.
- Be ready to ask questions about the context and the latest situation (it may have changed while you have been travelling), as well as challenges and constraints.
- Ask their views and opinions about the response and likely evolution of the situation.

Aspects to be covered during the briefing

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

- A short introduction to the UNDAC concept (i.e., OCHA's fast response tool, including reference to most relevant UNDAC missions - major recent emergencies, similar emergencies, other UNDAC missions in that country).
- A short brief on each member's experience (this could be a handout).
- The value-added tasks that the UNDAC team could undertake in support of the HCT and partners, including:

- Coordinating initial needs assessment according to the MIRA Framework or existing in-country assessment process.
- Supporting resources deployed through the Inter-Agency Rapid Response Mechanism (IARRM), if applicable.
- Supporting information management.
- Establishing coordination links between all international responders, including NGOs, donors, foreign military assets, private sector, international rescue teams, etc.
- Establishing functional relationships with national and local emergency management authorities and ensure interface with international response (through OSOCC/liaison officers, etc.).
- Supporting inter-cluster coordination and establishment or reinforcement of humanitarian coordination structures, including at the disaster site.

- A short briefing on the OSOCC concept if this is relevant to the disaster.
- A short outline of the initial PoA, including linkages with wider OCHA response and how a close working relationship with national authorities will be established.
- An overview of other OCHA services that may be called upon, including secondary/environmental impact assessment.

Dos and don'ts while briefing the RC/HC, HCT and/or national authorities

Do:

- Dress professionally (jacket and tie or equivalent for at least the first meeting).
- Show respect and empathy, and express solidarity.
- Emphasize the fact that the team is there to help them by enhancing existing in-country capacity to deal with the emergency.
- Emphasize that the UNDAC team is a specialist emergency management tool sent by the ERC and OCHA to assist.
- Underline that OCHA and the UNDAC team is not itself involved in running relief programmes so is perceived to be neutral by donors and other responders.
- State that the team can raise awareness of the situation and needs at the international level.
- Emphasize that the team is self-sufficient and will not divert resources from HCT members or national authorities.
- Ask questions about the situation, affected areas and in-country context, national and international response so far, priorities, capacity, gaps, challenges, constraints, the likely evolution of the situation, etc.

Don't:

- Have more than one team member talk simultaneously.
- Waste time – everyone will be busy and stressed.
- Show signs of impatience, irritation or distraction (e.g., use of mobile phones).

- Make commitments on behalf of OCHA or, if briefing national authorities, on behalf of the RC/HC unless discussed and agreed in advance.
- Make any financial commitments.

This meeting is also an opportunity to identify key contacts in both the capital and the affected areas. This may include identifying:

- Members of the HCT (i.e., cluster leads).
- Cluster coordinators, if an inter-cluster coordination forum exists.
- Key staff from national authorities in charge of the emergency response.
- Key staff from national authorities in charge of international relief, if not the same as above.
- Key diplomatic missions representing countries most likely to respond to the emergency.
- International humanitarian organizations, including NGOs, represented in the country.
- National humanitarian organizations.
- United Nations agencies represented at the site.
- Local authorities in charge of the emergency response.
- International organizations responding to the emergency.
- National relief organizations present in the affected areas.

Security briefing

UNDAC members on mission are United Nations staff and subject to United Nations regulations for safety and security.

The United Nations person in overall charge of security issues in a country is called the Designated Official (DO) and is usually the UN Resident Coordinator in that country. Prior to deployment, OCHA/FCSS will have applied to the United Nations Department of Safety and Security (UNDSS) for “security clearance” for each UNDAC team member for the mission and will have requested special authorization for the team to use military aircraft or vessels in-country. Except in special circumstances, the DO is then granted authority to decide if the team may do so and should be consulted in this regard. You must not use military aircraft or vessels unless you have received specific security clearance from the DO.

All team members must receive a security briefing from UNDSS officials in-country as soon as possible after arrival. If this is not initiated by the RC/HC as DO, the team should ask for one.

The United Nations Security Risk Management (SRM) model is a managerial tool for the analysis of safety and security threats that may affect its personnel, assets and operations.

Within the SRM, a Security Risk Assessment (SRA) will have been conducted pertaining to the country and/or location the UNDAC team deploys to. All security decisions, security planning and implementation of measures to manage security risks must be based on the SRA. The UNDAC team should make sure to take account of this in their plans. Mission requirements will have to be balanced with security measures (e.g., authorization for use of military aircraft, in-country travel security clearance, curfews, escorts, use of radios and specialized security equipment). Any potential conflict between mission requirements and security measures needs to be identified and addressed at the earliest stage. In some circumstances, an UNDAC-trained security officer from UNDSS may be part of the UNDAC team. Chapter H contains detailed information on mission security processes.

C.3.2 Update Plan of Action

Following the first contact with the RC/HC, security briefing and other key meetings, the team should affirm or, alternatively, adjust its mission objectives in light of the information received and the options open to the team. The PoA should be updated on this basis and the team should commence its activities without further delay. When updating the PoA the UNDAC team should consider:

- Situation, needs, capacity and gaps.
- Mission objectives revision.
- Reporting lines.
- Team organization, including OCHA surge deployments and their roles.
- Gaps in team expertise and possible need for reinforcement.
- Further meeting needs.
- Coordination needs and how the team could best support them.
- Support/capacity of HCT and national authorities.
- Logistical capacity and support, including constraints from damaged infrastructure (roads, buildings, power-lines, etc.).
- Cultural implications and sensitivities (holidays, gender/role differences).
- Identification of key places/areas to visit and key informants to speak with.
- Security implications.

Remember that the PoA is a living document that should be adjusted during the mission, as the situation evolves. Keeping it dynamic, however, might be challenging, as it is all too easy to create a written plan that remains on paper and is never turned into reality. A PoA should be a management tool and used for guidance. A very rigid, detailed plan may be just as bad as an overly superficial one. The former may be too detailed and become obsolete before it is off the printer, while the latter may be too shallow to accurately reflect the situation and define what needs to be done. The challenge lies in finding the balance and creating a plan that is solid enough to work from, but flexible enough to adapt to rapid changes as they

occur.

C.3.3 Execution

The diversity of disaster situations and contexts makes it very difficult to provide a blueprint of exactly how to execute mission activities. While specific activities related to coordination, assessment and information management methodologies can be found in the respective chapters of this handbook, each mission develops its own identity and moves according to its own dynamics.

The situation will constantly be changing and priorities may be different from day to day. In such situations, it's important not to lose sight of the overall mission objectives defined in the PoA. Together with the cornerstones of the UNDAC methodology (see section B.2.1) they should provide direction and serve as a guiding beacon for the mission.

Measuring progress

To ensure that the PoA remains dynamic and is used as a management tool, it may be useful to explore various display options and to define benchmarks to measure progress. This can be done in electronic format, using different software, or by large sheets of paper displayed on a wall. Below is an example of a simple structure where mission objectives have been redefined as benchmarks on a timeline.

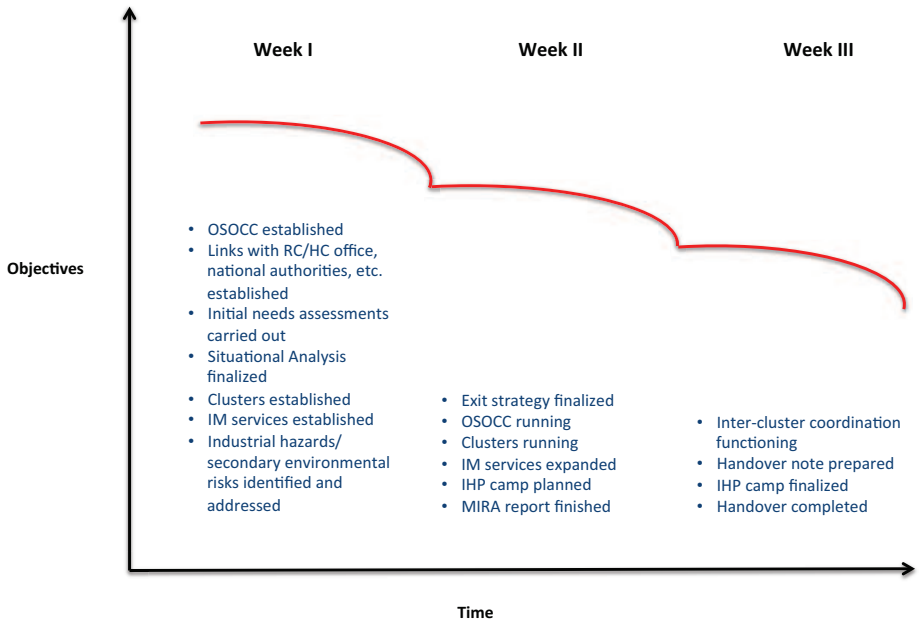

Figure C.2: Sample Mission Progress Overview

Tasks to be completed could be broken down in defined activities, either for the team as a whole, or for each functional area or individual team member. If feasible, the team should carry out an operations review each day and reflect any changes in the immediate work

planned for that day and the following 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.
- Latest official statistics on the disaster and key messages for any encounters with the media and others.

Internal coordination

Managing the details of the internal work processes within the team is usually the responsibility of the Deputy Team Leader or OSOCC Manager. A key to success will often be to ensure sufficient information flow within the team. There is no simple, "one-size-fits-all" solution to achieve this, but some strategies include:

- A whiteboard for key information (e.g., activity board, general information, operational planning boards).
- A "to read" list of important documents.
- An input area in the mission software/workspace.
- Regular/daily team meetings.
- Regular briefings and situational updates.
- A five-minute "scrum" every "x" hours (i.e., all team members stop their work for a short period and everyone gives a short update of their activities, before returning to their tasks).
- Scheduled teleconferences with sub-locations/offices.

With smaller teams, internal information flow may be easier to achieve than when the team is large and/or spread out over a wider geographical area. With large teams, and often when combined with OCHA surge and various support staff, managing work processes may require separate managers or focal points for each functional area in addition to an overall team manager. Section B.4.1 contains further information on team functions.

C.3.4 Consolidation

Some days into the mission, normally around halfway or sooner depending on the situation, it is important to revisit the mission objectives to see if they need to be adapted. The situation, as originally perceived, may have changed as more information becomes available

and is analyzed. More resources may have become available, and there may be a need to establish new objectives and make changes to roles and responsibilities. Any changes to the overall mission objectives should be made in consultation with the RC/HC, the OCHA Regional Office and OCHA headquarters. Before revising the PoA, it is important to ask the questions:

- Are we on the right track?
- Are the right people doing the right jobs?
- Is there a need for additional resources, human or material?
- Is the workload evenly distributed, or is there a need to rotate?
- Should the mission period be prolonged, and should additional team members be mobilized?

The answers to these questions should lead to a revised PoA, including any changes to team organization and areas of responsibility.

At this stage in the mission, it is important to finalize the handover and exit strategy to ensure that systems are in place to avoid a breakdown of the structures the team has set up once the mission ends. It is important to avoid dependency on the team's services and structures and to seek solutions that are sustainable after the team leaves. When establishing a structure or providing a service, it should be thought through from the beginning whether this is something that partners on the ground could sustain six months into the future. It may be easy to build something, but it may not be sustainable without the resources from the team.

C.4 Mission End

The decision to terminate the UNDAC team's mission is taken by OCHA headquarters in consultation with the RC/HC, the OCHA Regional Office and the UNDAC Team Leader. After the decision is taken, the team should brief the RC/HC, the HCT and, when appropriate, the national authorities.

C.4.1 Handover and Exit

It must be clarified at the earliest possible moment whether the operation/disaster is of a magnitude that requires an enhanced or new OCHA presence in the country or if partners on the ground, whether national or international, can take over functions established by the team. As soon as it starts to become clear which direction the operation is taking (scale, timeframe, secondary impact, scenario development, national and international response, etc.), the team's exit/handover can be planned in more detail. Typical indicators for mission phase-down are:

- Routine work dominates the day.
- Working hours become more regular and there is more spare time.
- Regular meals and sleep.
- E-mail flow slows down.
- Fewer inquiries to the OSOCC/operations centre.
- Situation is more and more foreseeable.

If an extension of the mission is envisaged, this should be discussed with OCHA/FCSS and the OCHA Regional Office for forward planning (i.e. availability of UNDAC team members to prolong their mission, rotation with a new team or deployment of other OCHA surge capacity). It is important to identify to whom functions and provision of services may be handed over, and to decide whether any of the UNDAC equipment should be left behind. It is also important to identify team administrative and logistical activities that need to be taken to end the mission.

In the beginning of the mission, the exit strategy is visionary and strategic. As the mission proceeds, it should be adjusted as necessary and further developed with details and key actions to make it more tangible. When the mission end approaches, it needs to become tactical (i.e., detailed planning for the last week/days, including the team debrief and end of mission reporting). A detailed handover note should be prepared specifying what functions, assets and services are being handed over and to whom. In many cases, the handover note can be annexed to the End of Mission Report. For those taking over coordination functions, this should include:

- *Situation*: Situation reports, maps, update on the current situation, themes and likely future developments.
- *Mission Objectives*: Past and current, likely and future, early recovery, concerns and remarks.
- *Key Actors/Partners*: National authorities, NGOs, United Nations, military, donors, etc., presented as a contact list, who-what-where overview, etc.
- *Activities and Processes to Continue*: Inter-cluster coordination structures, leadership functions, information management, other coordination functions, the UNDAC team's reporting lines and organization.
- *Evaluation of Current Status*: What has been accomplished, what has not been done – but should be, strengths and weaknesses of the coordination mechanisms.
- *Operational Information*: Safety, security, logistics, communications.
- *Administration, Finance, In-country Support*: Includes what should continue and the financial implications (when the UNDAC team departs, mission expenses cease).

Copies (preferably electronic) of all key information should be retained to share with

relevant counterparts in-country and within OCHA/FCSS. It is important to provide a detailed list of mission expenditures and original receipts (generally to the UNDP office in-country) and to resolve any outstanding financial issues before leaving the country. It is also imperative that all UNDAC team members have collected their DSA from UNDP in-country prior to departure, unless special arrangements were made in advance of the mission with OCHA/FCSS.

During the exit period, it is also important to set aside time for an internal debrief within the team and to capture key points to be included in mission reporting.

C.4.2 Debrief

At mission end, an internal debrief should be conducted with the whole team with the following aims:

- To bring a sense of closure to the mission before returning home (e.g., review of the mission, achievements, challenges, SWOT analysis, self-evaluation of team performance, team management and individual experiences, psychological impact).
- To define recommendations for future in-country activities (e.g. preparedness for future disasters).
- To draw out lessons learned and enrich institutional memory for the UNDAC system.

For the internal debrief it is important to be aware of any stress reactions, cumulative stress or critical incident stress that need to be addressed. For more information on managing mission stress, see section H.8.

The key points of the debrief should be summarized in bullet form using the standard UNDAC team debrief form and should be shared with the team members and OCHA/FCSS only. The debrief is treated confidentially and should not receive wider circulation.

In as much as the team schedule allows for it, OCHA/FCSS and the Regional Office will try to connect to the team debrief via teleconference to be part of the final wrap up.

In the case of a major disaster, a more formal debriefing with external partners may also be organized by OCHA as part of the wider response evaluation, usually post-mission and by teleconference.

Mission reporting

At the end of each mission, it is important to draft an End of Mission Report. This is usually reported to the RC/HC or, as appropriate, to the Government. The report follows a standard format and focuses on what the team has done. It is also generally for sharing with the

wider community of response partners. It should be seen as an integral part of the exit and handover strategy.

While this report is the responsibility of the UNDAC Team Leader, all team members should contribute to the process. Many UNDAC team members, based on their mission experiences, are able to offer recommendations on future disaster response preparedness to either governmental institutions or in-country United Nations entities. While the team is in a unique position to offer advice, to be properly effective, it is important that recommendations can be followed up as part of a wider, ongoing response preparedness programme. It is therefore important to capture such recommendations in the mission reporting process for follow-up by the OCHA Regional Office and other relevant partners. The recommendations may be the starting point for more targeted disaster response preparedness activities that the UNDAC system could support, or feed into initiatives already underway.

In addition to the team report, OCHA/FCSS will prepare a short End of Mission Report that captures the key points from the mission and will share this with the UNDAC team member's sponsoring Government/organization. It will also be distributed at the annual UNDAC Advisory Board meeting.

Administrative matters

All UNDAC team members should complete a United Nations travel claim form as soon as possible following return from mission to enable rapid settlement of their entitlements. OCHA/FCSS staff will assist with this procedure. In this regard, the following documents will be required:

- A completed and signed United Nations travel claim form giving bank account details (provided by OCHA/FCSS).
- Originals of all boarding passes and any air tickets issued.
- Originals of all attachments relevant to personal expenses incurred (e.g., excess baggage charges, visa costs, airport taxes, receipts for taxis, official phone calls or Internet usage, accommodations) and UNDP-issued documentation relating to DSA. Please note that United Nations administrative rules are very strict. Expenses will not be reimbursed unless officially authorized and originals of official receipts provided. It is therefore important to consult with the UNDAC Team Leader and/or OCHA/FCSS before incurring such expenses.

The UNDAC member should photocopy all original documents sent to OCHA/FCSS. If any documents are missing, an explanatory memo should be provided. UNDAC members are advised to keep *all* original receipts and bills for *all* personal expenditures. If they are not required, they will be returned by OCHA/FCSS.

D. COORDINATION

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D.1 Introduction

A sudden onset emergency situation, especially an L3 Emergency (see section A.5.2), can result in 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. Coordinated activities and structures can bring a sense of order to the resulting chaos.

Coordination in general 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. In general, the more coordination there is – the better.

D.1.1 Humanitarian Coordination

At its best, coordination contributes to humane, neutral and impartial assistance; increased management effectiveness; a shared analysis of needs and 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, a rapid return to normal living conditions and the on-going progress of development).

Good coordination ensures that multilateral humanitarian actors organize themselves in support of the national response as a system, rather than as separate organizations with their own priorities and timetables. Governments (i.e., national authorities), national actors and affected people work more easily with the international humanitarian system when it is well organized and has clearly designated leadership.

The absence of coordination is characterized by gaps in service to affected populations, duplication of effort, inappropriate assistance, inefficient use of resources, bottlenecks, impediments, slow reaction to changing conditions, and frustration of relief providers, officials and survivors. In general, an absence of coordination leads to an unsatisfactory response to the emergency.

In an international multi-organizational response environment, coordination of activities will require a more participatory process than what we often find in typical national disaster management structures with more hierarchical decision-making systems. Coordination of international humanitarian assistance rarely involves one group, organization or other international body telling another what to do or how to do their work.

The term humanitarian coordination may be defined as an overarching, principled way of managing delivery of humanitarian assistance through strategic planning, policy making and facilitation of cooperation and consensual decision-making. It is neither a system of command and control, nor solely built on a consensus approach.

The goal of humanitarian coordination is to ensure that humanitarian actors responding to disasters or emergencies work together to achieve shared strategic objectives and design and deliver their assistance in a complementary fashion according to their mandates and capacities. Their activities should be adapted in response to mutual agreement on changes in circumstances and, thus, of needs. Coordination is a foundational component of the successful application of the humanitarian programme cycle to help prepare for, manage and deliver humanitarian response (see section A.5.3).

D.2 Coordination Methodology

Coordination begins with the initiation of working relationships and regular sharing of information. Because relief providers communicate and cooperate, individuals and organizations adapt and adjust their efforts based on changing needs and gaps, and each other's strengths and weaknesses.

Coordination in international humanitarian operations will never be 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 rare. International relief actors are traditionally directed more by their respective mandates than outside entities. 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. Agencies and individuals must see some added value from participating in the coordination process and the benefits must outweigh the costs – and there are costs to coordination, as it requires time and dedicated resources.

As a consequence, coordination is far from a sure thing. The coordinating organization, in this case OCHA and the UNDAC team by extension, must establish a coordination process based on certain qualities. 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 to and supported by the actors in the emergency situation. The coordinators must secure and maintain the confidence of the others, fostering 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 each. Coordination should advocate the principle of impartiality (see chapter A), 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, share and disseminate 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.

This chapter looks at how UNDAC approaches coordination, and what practices and procedures may be used to achieve the best possible outcome of the team's work.

D.2.1 Coordination Techniques

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 will be made available in a way that includes establishing a place to meet, such as an On-Site Operations Coordination Centre (OSOCC) or coordination centre, with others who also come there.

Practicing certain skills of coordination will help facilitate the coordination process. The following are techniques and approaches that are useful in achieving coordination and circumventing common coordination barriers likely to be encountered by UNDAC teams.

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 the representatives of the various humanitarian agencies active in the emergency situation and, if it does not already exist, start a database with contacts and activities (i.e., a "who does what where"[3W]). In principle, a person should be able to walk into a coordination centre and have, easily accessible, a copy of descriptive information on all operating agencies and the particulars of their operations. These files will need to be updated regularly and online solutions or similar format where stakeholders can be encouraged to enter and update their own information is recommended.

Establish a purpose

The challenge in any coordination process is to ensure a comprehensive approach to the design of the coordination mechanism, based on a mutual understanding of an overall purpose of the coordination activities. In a hierarchical structure, the establishment of common goals is usually defined in a top-down process. In a multi-organizational response environment the definition of common goals will often require a much more participatory process. Only with a clearly defined and agreed purpose (i.e., *why* we need to coordinate this way) will it be possible to define the required coordination functions to support the process and determine the activities (i.e., *what* we need to do to achieve the purpose).

Clarify coordination parameters

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 about the goals expected to be reached through the coordination efforts and the needs of the various organizations for coordination. It is often useful to jointly remind about or specify the objectives for the humanitarian operations given the time following the start of the crisis and the phase of the humanitarian programme cycle.

Define an agile coordination structure

Coordination is most effective if built around an organized established structure, such as the affected Government's structure or according to the Humanitarian Country Team's (HCT) contingency plan. When handling large-scale emergencies with multi-agency participation, however, it may not be feasible to base coordination on existing coordination structures because these would not be able to handle the additional, situational requirements. There may be a need to either enhance governmental structures or establish additional structures (e.g., an OSOCC).

To be successful the emergency coordination structure must strive towards a high level of agility to be able to facilitate multi-organizational coordination. What might have worked last time, may not work this time and everything has to be adjusted to the situation at hand. In a fast changing emergency environment established organizations more often than not are working in structures without the necessary flexibility to adapt to situational requirements.

Ensure 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 stakeholders, for example, the Logistics Cluster or United Nations Department for Safety and Security (UNDSS). These organizations provide services the humanitarian community will want to stay in close proximity 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 UNDAC for services and information in a natural way – a situation where it will be easier to achieve tasks. The coordination centre should be like a lighthouse or a pivotal point that the humanitarian operations and planning turn around.

Other humanitarian agencies may even want to establish their own offices in close proximity to the centre – a location that may develop into a 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.

Promote transparency and inclusiveness

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 fear – fear 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 structure 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.

Strive to involve and integrate partners and other stakeholders in the coordination mechanism, aiming to create one whole where the output is larger than the sum of its parts. Avoid silo-thinking and organizational ego-behaviours; be self-effacing. You yourself are unimportant, like a sports referee that is never visible, yet never loses oversight or control of the game. By avoiding one's own agenda, and clearly showing that the team does not have one, it will be easier to achieve trust.

Develop trust

In a multi-organizational emergency environment trust is essential to create the good working relationships needed to collaborate. The need for funding may create a competitive environment where pre-emergency networks get hampered by a business approach. Stakeholders may become drawn between loyalties and have to choose between options that are equally unattractive. Trust has to be understood in relation to the context in which the organizations are operating. To build trust and cooperation amongst organizations in the emergency environment it may be an advantage to start with some less controversial functions such as elementary information sharing, before moving into more controversial domains. One should try to keep things simple to begin with and build on networks very similar to social networks, tied together by common interests or, as in this environment, by sectoral operational interests (e.g., the clusters, USAR). Rallying around the development of a common or joint strategic humanitarian plan or funding appeal is often a good way to build cooperation.

Build on linkages and networks

When meeting the organizations, it will be important to identify with whom, in particular, organizations should liaise. This may be determined by any number of variables such as sector, geographical area of operation, government or opposition coordinating agent, etc. The team should ensure that the linkages have been made. In many cases this will involve contacting the parties, organizing a meeting, facilitating the introductions of the organizational representatives and producing and sharing information products such as contact lists, etc.

Some important and helpful personal relationships 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.

Nevertheless, networks based on pre-existing relationships (e.g., working relationships or having done training courses together) have immense value in emergency work. Very often information sharing and collaboration takes place outside the formal coordination structures and is conducted inside a previously established network. Such networks should be utilized in the coordination process, as it will be easier for people to connect and work together. Organizations are made up of people and in emergencies it is all about people.

Work done to build these relationships in advance of disasters can greatly improve coordination efforts during a response. For example, efforts are underway within the Health Cluster to determine the registration process and integration with coordination mechanisms for Foreign Medical Teams (FMTs) – groups of health professionals who provide health care to disaster affected populations outside their home country (see section Z.13).

Facilitate an enabling environment

The environment around the coordination process should be enabling, allowing all actors to communicate, share information and collaborate with each other. In an enabling environment, stakeholders take the initiative to become involved, take on responsibilities and move from reactive to proactive. To achieve an enabling environment it is necessary to facilitate coordination by managing the process and avoid directing it. In a coordination process it should be easy for participating organizations to become an active partner. One should try to instill an attitude that coordination is a shared responsibility and not something someone else does on behalf of others.

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 other

participating organizations. This is the wrong approach. The team should first ask how they can help the agencies. By starting by 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.

What do the operational organizations need? Identify it and find ways of providing it. This could be everything from the key to a functioning toilet to the right information to base strategic decisions on. The needs are often basic tools and services, such as contact lists, meeting spaces, baseline information and common resources such as Internet access and printers. Reliable and timely information management products are usually the service most wanted in a disaster situation. Information management is the bread and butter of 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, often seem to be in short supply. Further, the coordination centre should be a good place to get a copy made, get a weather report, check 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.

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 reports and made available. 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 become 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, including beginning and ending 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.

Write it down

Some of the results of the coordination process, both from large group and bilateral 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.

Address 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. Part of the role of facilitating productive relationships may involve engaging 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 confidence builds in the coordination process. As always, UNDAC should be leading by example.

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 as part of wanting to be a team player. Therefore, ask people to do things they can easily accomplish, especially at first. Don't be afraid to ask them over and over whether they are sure they want to take on the task. Once the relationship is strong, it may be possible 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. The 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 is 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 the 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.

D.2.2 Coordination Barriers

Recognizing and 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 restricted.
- 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 headquarters approval thus resulting in delays or having an agreement overturned.
- Staff turnover where new staff lack 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 at the local and/or cluster level, for example, when the coordination body exercises autocratic leadership and imposes decisions on others without a transparent process of involvement, or is too concerned about due process and unable to cut through and make a decision.
- 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.

D.3 The OSOCC Concept

The OSOCC concept was originally developed by the International Search and Rescue Advisory Group (INSARAG) and OCHA to assist affected countries in coordinating international search and rescue efforts following an earthquake. However, the emergency management principles of the OSOCC concept make it a valuable tool in any sudden-onset disaster involving international relief resources. Over the last decade the OSOCC concept has been effectively utilized during numerous disasters including floods, hurricanes and tsunamis, as well as complex emergencies.

The OSOCC concept has been widely recognized as an applicable tool for the coordination of international humanitarian operations. It has been utilized by several international organizations/partnerships when responding to emergencies and is routinely incorporated into simulated international disaster response training exercises. OCHA, as custodian of the concept, coordinates and regularly presents OSOCC and INSARAG exercises in addition to providing training for staff assigned to support an OSOCC.

OSOCC scope

The OSOCC concept is intended as a rapid response structure that works in close cooperation with the affected country's Local Emergency Management Authority (LEMA). To optimize its effectiveness, it should be initiated in the immediate aftermath of a disaster requiring international assistance ideally 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 Government of the affected country together with United Nations agencies and non-governmental organizations (NGOs) can resume the responsibility of coordination of international resources. An OSOCC should bring together international relief providers on-site to optimize the use of available assets in the first weeks following an emergency.

An OSOCC is based on a functional model for coordination and decision-making, where the elements of the organization are divided in various functional areas with a flexible number of staff per area depending on situational needs. An OSOCC may, in many respects, resemble Incident Command Posts/Emergency Operations Centres commonly used at a national level where structures and procedures for incident command and control are clearly defined. However, instead of taking on a command role, the role of the OSOCC is to work in close liaison with the LEMA and is intended to facilitate cooperation with, and coordination of, international humanitarian assistance. In a functional model like an OSOCC the elements work more independently and make decisions within their field under the guidance of a designated manager. The focus is on the output towards the larger operation. An OSOCC is also intended to serve as a platform for information exchange between

national and international relief providers (e.g., United Nations agencies, the clusters, NGOs).

An OSOCC has three primary objectives:

1. To act as a link between international responders and the Government of the affected country.
2. To provide a system for coordinating and facilitating the activities of international relief efforts at the site of a disaster, notably in the case of an earthquake where the coordination of many international USAR teams is critical to ensure optimal rescue efforts.
3. To provide a platform for cooperation, coordination and information management amongst the international humanitarian agencies.

An OSOCC is first and foremost a physical location where the stakeholders can come together and share information. It should be designed as a centre where information can be obtained, processed, visualized and easily shared with the humanitarian community.

An OSOCC should facilitate information sharing, but also undertake a proactive role in promoting joint decision-making. Coordination through facilitation involves bringing people together in order to reach agreement on how to cooperate. An OSOCC should initiate structured coordination meetings by providing facilitation, leadership and a meeting venue.

The OSOCC may need to expand in specific areas within its functional or structural responsibilities to meet additional operational demands. An OSOCC, together with other stakeholders, should facilitate the development of a Humanitarian Relief Plan and introduce systems and procedures to sustain a more prolonged commitment. This development should be done in close agreement/communication with the central coordination centre, often at capital level. Key partners in developing these products should involve the Government of the affected country, the United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC), and/or the Humanitarian Country Team (HCT) if established. The illustration below shows how the OSOCC interrelates with other entities.

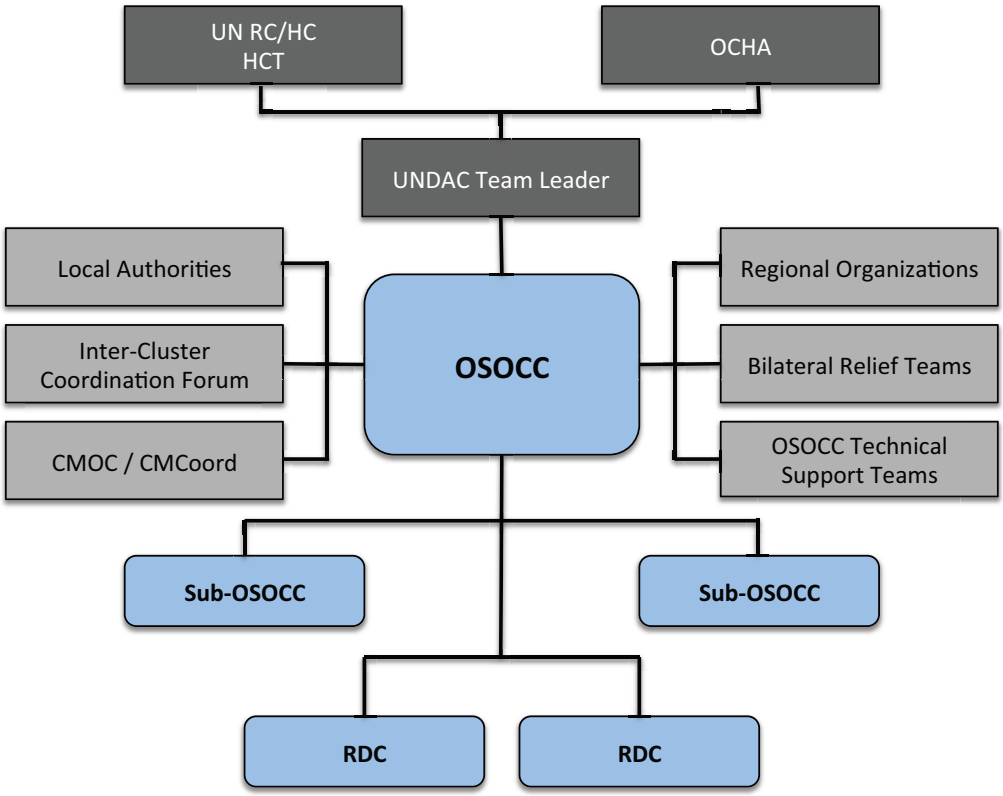

Figure D.1: OSOCC Relationships

To meet these needs, an OSOCC may require additional resources and expertise to manage the special requirements of the emergency situation. These requirements may be related to providing support for sectoral response and an inter-cluster coordination forum, or to expand support in such areas as needs assessment, information management, Information Communications Technology (ICT) and logistics.

Although an OSOCC is a tool best suited for the immediate relief phase of a disaster (e.g., the USAR response following an earthquake), it should be established with enough flexibility and foresight to adjust to the magnitude and complexity of a disaster. When an OSOCC becomes fully engaged in the coordination of international humanitarian response, its role and activities may be extended to meet the changing requirements dictated by an evolving situation.

As a consequence of a longer-term humanitarian response, an OSOCC may form the foundation of an OCHA field office when the initial phase ends. A strategy for transition of responsibilities should be developed at the earliest possible opportunity. This includes identification of who will take the responsibilities onwards as well as establishing a timeline for transition of tasks. It is important to note that a proper transition may be gradually implemented over the course of the mission and should not all occur at the end of the mission.

D.3.1 OSOCC Structure

Staff for the OSOCC should come from the UNDAC team, OCHA, OSOCC support staff, international organizations, USAR teams and NGOs. Staffing should be complemented with additional qualified staff as they become available, preferably from other OCHA surge mechanisms and/or OCHA partners. The number of staff needed to fulfill OSOCC functions will depend on the volume and complexity of activities at the OSOCC together with the number of work periods per day that the OSOCC will be functioning. The workload will usually require a 24-7 commitment. Therefore, when considering the number of individuals, a minimum of two work shifts to cover 24 hours should be established. This could mean a doubling of the number of individuals filling different OSOCC functions.

The size and functions of the OSOCC will vary according to the scale of the disaster. Its basic structure is described here, but should be modified to suit the requirements of the situation.

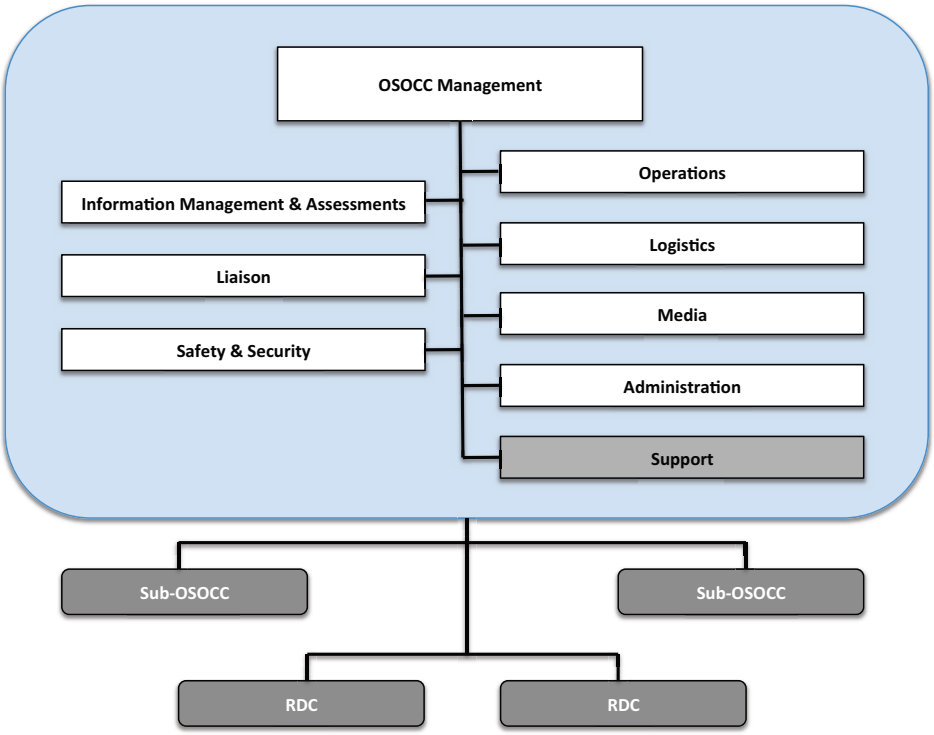

Figure D.2: Standard OSOCC Structure

In disasters over a widespread area there might be a need to establish one or more sub-OSOCC(s). This is done when it is not possible for the OSOCC to coordinate and oversee operations in more remote and less accessible areas. A sub-OSOCC is a separate entity that works under supervision from the OSOCC. When it is established, terms of reference clarifying its main objectives, expected outcomes and reporting lines should be provided. It should receive direction and guidance from the OSOCC, but creates its own links with the LEMA and other humanitarian partners locally. The structure of a sub-OSOCC should follow the same set up as the main OSOCC as required.

The OSOCC may be structured into eight functional elements and one support cell. This is a generic structure and it is important to note that not all functions may be needed in every emergency. Depending on the magnitude of the event, situational demands and available resources, some functions may be managed simultaneously by one person or be irrelevant. In other situations some functions may require more than one person, or be split into separate functions. For example, emergencies where coordinated assessments according to the Multi-Cluster/Sector Initial Rapid Assessment (MIRA) Framework are being organized out of the OSOCC may require assessments as a separate functional element.

All OSOCC staff should have a clear understanding of their specific role and expected outputs. However, all OSOCC staff should also have an understanding of the tasks of other functional elements and how each person's activities relate to others. It is essential to dedicate sufficient time for the planning of the OSOCC set-up. The roles, tasks and expected results of its members, and interaction between its members, have to be clearly defined.

When an OSOCC is operated by an UNDAC team the UNDAC Team Leader should not be appointed OSOCC Manager, but should undertake tasks on a more strategic level. The UNDAC Deputy Team Leader will normally fill the role of OSOCC Manager.

D.3.2 Checklists for OSOCC Functions

The following checklists have been developed for the various positions in a generic OSOCC set-up. They are intended as a guideline based on best practices and should be adapted as the situation requires. The checklists may also be used for the generic functions in an UNDAC team as described in section B.4.1.

OSOCC Manager

Task:

Develop a work plan for the OSOCC, allocate tasks and supervise the work of the functional elements. In cooperation with the UNDAC Team Leader, the Management function should facilitate the organization of resources to enhance the effectiveness of the OSOCC.

Checklist:

- Assign personnel to functions and main areas of responsibility.
- Establish contact with the LEMA and other relief organizations.
- Conduct internal meetings and briefings.
- Provide the necessary leadership, advice and guidance to ensure a smooth, efficient emergency operation.
- Conduct coordination meetings with the LEMA and representatives of international relief resources, as appropriate.

- Plan and execute an effective transition of OSOCC responsibilities once the OSOCC phases out.

Expected result:
Ensures that staff is optimally employed, that all functional elements have sufficient resources and that the OSOCC meets the objectives established by the LEMA, the UNDAC Team Leader and the RC/HC.

OSOCC Operations
Task:
Maintain an overview of ongoing relief activities and facilitate the development of a Humanitarian Relief Plan in cooperation with the LEMA, OCHA and international relief actors (e.g., Cluster Coordinators).

Checklist:
- Initially identify priority areas for deploying resources, direct relief providers to high need areas, track progress and adjust the response as required.
- Provide briefings on ongoing operations.
- Coordinate mapping of national and international organizational roles, resources, capabilities and comparative strengths.
- Identify gaps, duplication and bottlenecks by Clusters.
- Monitor and facilitate inter-agency coordination efforts across Clusters.
- Facilitate communication between relief-providers and national counterparts.
- Monitor and evaluate the efficiency, effectiveness and impact of operations.
- Monitor RDC activities.
- Facilitate USAR coordination in cooperation with USAR team leaders in earthquake response operations.

Expected result:
An integrated plan for coordination of relief activities.

OSOCC Information Management & Assessments
Task:
Collect, collate, analyze and disseminate information derived from secondary and primary data, by consolidating it into the appropriate output formats for decision makers and other stakeholders (e.g., briefing material, situation reports, Primary Scenario Definition (PSD), databases, charts, maps). The Information Management & Assessments function works in close cooperation with all other functional elements, for example coordination with Logistics to facilitate assessments. See section F.3.5.2 for more information on Information Management in OSOCC.

Checklist:

- Collect, collate, analyze and disseminate information on all activities of NGOs, donors, media, United Nations agencies and other international and national relief actors.
- Oversee the information flow (input, throughput, output) of the OSOCC and RDC.
- Prepare information management products and distribute these accordingly.
- Develop and maintain a central registry of organizations including information on contacts, operations and who-what-where information.
- Coordinate the development and implementation of coordinated assessments surveys, questionnaires and other information gathering tools.
- Liaise with information management focal points of Clusters for inter-cluster information flow.

Expected result:
Provision of timely output of analyzed information in appropriate formats.

OSOCC Logistics
Task:
Provide logistics support to the OSOCC and establish links with other relief organizations and the Logistics Cluster when established.

Checklist:

- Ensure adequate working space and accommodation for the OSOCC.
- Ensure adequate transportation to meet the needs of the OSOCC.
- Identify local logistics resources such as transport, fuel and services, and secure as required.
- Ensure/establish/maintain the necessary technical needs including electricity, lighting etc., to run and sustain an OSOCC.
- Identify capability gaps in equipment and facilities.
- Liaise closely with other relief organizations and the Logistics Cluster, if and when established, to ensure the coordination of logistical common services.
- Determine from the LEMA and publish procedures for customs clearance, local documentation and taxes.
- Facilitate cooperation and sharing of facilities, supplies and equipment with other relief organizations.

Expected result:
Logistics support for the OSOCC and formal links to all logistics entities of the relief operation.

OSOCC Liaison

Task:

Establish and maintain formal information exchange procedures between the OSOCC and other coordination bodies (e.g., national authorities/LEMA) and/or undertake Civil Military Coordination (CMCoord) functions as required.

Checklist:

- Communicate regularly with other international coordinating bodies and ensure a regular information exchange.
- Facilitate meetings on request for planning, coordination and information exchange with other international coordinating bodies.
- Assist with the establishment of a mechanism for coordination of humanitarian interaction with military forces in the area.
- Liaise and ensure information exchange with military contingents in the area and, if necessary, assist in the development of country/emergency specific CMCoord Guidelines.

Expected result:

Systematic information exchange between the OSOCC and respective bodies/entities.

OSOCC Media

Task:

Coordinate all external relations, monitor media and prepare media fact sheets about OSOCC activities as well as situation updates for public distribution.

Checklist:

- In cooperation with the LEMA, the UNDAC Team Leader, RC/HC and OSOCC Manager, establish guidelines for interaction with the media.
- Serve as OSOCC focal point for the media.
- Monitor media publications concerning the relief operation.
- Identify and maintain contact with relevant media to promote advocacy for the relief operation.
- In cooperation with the Information Management cell, prepare relevant information for public distribution.
- Support donor/VIP visits and fact-finding missions.
- Liaise closely with the LEMA in media questions.

Expected result:

Ensure a proactive relationship with national/international media is established.

OSOCC Safety & Security

Task:

Monitor the safety and security situation, exchange regular information with the United Nations Designated Official (DO) for security and security officers from other relief actors, including the UNDSS Chief Security Advisor, and establish safety and security procedures for the OSOCC (see chapter H).

Checklist:

- Update OSOCC staff and other relief actors on security information and develop a security plan for the OSOCC, including a staff evacuation plan.
- Ensure that safety and security measures for the OSOCC are established.
- Monitor the security situation and MOSS compliance (see section H.3.2).
- Assist UNDSS with the establishment of a local security plan and update as required.
- Communicate security procedures to all affected parties and, if needed, facilitate the implementation of these.
- Develop a plan for medical evacuation.

Expected result:

Security plan and periodic update on the security information through constant situational monitoring.

OSOCC Administration

Task:

Organize the administration of the OSOCC and ensure that internal procedures for the day-to-day running of the OSOCC are established and maintained.

Checklist:

- Plan administrative requirements.
- Document and file incoming and outgoing messages (see also F.3.5.2 for details on logbooks).
- Introduce administrative systems and procedures, including logging and filing systems.
- Manage financial support for the OSOCC such as petty cash and accounting.
- Procure maps, boards, stationery and other support materials necessary for the OSOCC.
- Procure and manage translation/interpretation services.
- Organize an OSOCC staffing roster.
- Establish an OSOCC entry point for effective crowd management.
- Assist with update of contact lists.
- Arrange meetings, briefings and other activities as requested by the OSOCC Manager.

- Arrange for administrative support and equipment, as appropriate.
- Establish a post box mail system and, if possible, e-mail groups for distribution of information.

Expected result:
Internal administration of the OSOCC.

D.3.3 OSOCC Support

When necessary, OCHA will request support to set up and run the OSOCC from partners that provide predefined support services. Disaster management/humanitarian coordination experts should manage the OSOCC functional elements, but various partners will provide technical services like ICT support, mapping, accommodation and logistics on request.

The International Humanitarian Partnership (IHP) has developed a model that provides support to international humanitarian operations using a system of tailor-made rapidly deployable modules that can be requested by international organizations. The partnership model has also been established in the Asia-Pacific region (Asia-Pacific Humanitarian Partnership [APHP]) and the Americas region (Americas Support Team [AST]). Each region has resources and equipment modules designed to support an OSOCC including ICT equipment, support staff and base camp support. (See section B.6 for more information on mission support.)

In many disasters organizations providing humanitarian common services may deploy simultaneously with the UNDAC team. These may include the Logistics Cluster, OCHA Information Management modules, UNDSS, Télécom Sans Frontières (TSF), Map Action and others. These are technical partners with substantive expertise and should be fully integrated in the activities of the OSOCC when deployed.

OSOCC equipment requirements will vary depending on the disaster situation and the level at which the OSOCC will operate. However, ICT equipment is a vital need for an OSOCC in order to establish reliable and sustainable information links between the disaster site, the RC/HC and the international community. Normally an ICT module will be deployed together with the UNDAC team. The ICT equipment should have pre-loaded software and tools, such as the UNDAC mission software to facilitate the work of the OSOCC.

A specially designed OSOCC module may be requested from partnership countries. It consists of tents and various office and subsistence equipment suitable for the establishment and running of an OSOCC.

D.3.4 Coordination Meetings and Services

Ad-hoc meetings are often carried out by necessity in the first days of a sudden-onset disaster, but scheduled meetings should be formalized as soon as possible. Meetings may vary from a large general coordination meeting that brings together a multitude of various players, down to one-on-one meetings focusing on a particular issue. Based on the situation, an OSOCC should identify how meetings should be prioritized, who should participate, who should take the lead and how they should be managed. As much as possible, national authorities should be leading or co-leading coordination meetings, and the OSOCC should support them in fulfilling this role. Regardless of meeting type, whether it is a USAR meeting or an inter-cluster coordination meeting, an OSOCC should have the capacity to support these through initiation, planning, facilitation and follow up.

An OSOCC should be prepared to provide a wide range of services to the humanitarian community. It must arrange and provide a venue for meetings, process and display information, and serve as a focal point for operational, logistical and administrative matters. As part of the effort of identifying the needs of others it will become clearer what an OSOCC should seek to accomplish and also easier to encourage organizations to participate in the coordination process.

Typical examples of services an OSOCC may provide are:

- Briefing on situation, needs, priorities, operations, etc.
- Provision of information management products such as maps, contact information, commodity tracking and who-what-where information (see chapters E and F for more information).
- Identification of national counterparts, cluster focal points and how to establish regular liaison with them.
- Information on local procedures regarding customs, immigration and access to affected areas.
- Facilitation and administrative support for meetings, agenda preparation and selection of venue.
- Coordination of logistical/administrative matters such as transportation, fuel, Base of Operations, warehousing and access to water and power.
- Guidance on cultural issues, safety and security, and media.
- Provision of ICT solutions.

D.3.5 Reception Departure Centre (RDC)

To coordinate and facilitate an efficient arrival of international relief teams and further deployment to the disaster site, a mechanism should be established at the arrival point of

international relief teams and items. A large influx of relief teams and relief items to arrival ports in the affected country is a natural consequence of international response to a sudden onset disaster. This may rapidly overwhelm the ports and additional resources may be needed to provide the necessary surge capacity.

A Reception Departure Centre (RDC) should be established as a part of the OSOCC. Its responsibility is to:

- Register teams, provide a briefing of the latest information and direct them to the OSOCC.
- Pass processed information of incoming teams to the OSOCC in order to facilitate operational planning in the OSOCC.
- Function as a coordinating body for the international relief traffic.
- Support the airport authorities with these activities.

The RDC may be the first point of contact for relief teams when arriving in the affected country and, therefore the RDC must be prepared to facilitate the same basic services as that expected of an OSOCC. Situational updates, operational information, logistical support and facilitation of immigration/customs procedures for staff, equipment and humanitarian aid are some of the services that will be expected by an RDC.

The RDC supports airport authorities during a time that may become chaotic due to the rapid influx of large numbers of responders and volumes of aid. It is vital to establish linkages with key entities at the airport including management (facility and operations), security, immigration, customs, air traffic control, ground traffic control, ground handling facilitators and military representatives (if the airport is a military/civilian complex). Each must be informed of the roles and responsibilities of the RDC to ensure cooperation. An RDC is intended to augment an OSOCC, but the same principles governing the establishment and running of an OSOCC are relevant for an RDC.

A priority for the RDC is to ensure a well-functioning system for information flow between the OSOCC and the RDC. In the initial phase of a sudden onset disaster, the situation may change rapidly and information between the OSOCC and RDC must be exchanged accordingly. Incoming teams will expect updated information and the OSOCC will need information about incoming teams/shipments to prepare for the arrival of these at the disaster site.

The RDC is especially important in earthquake situations due to the arrival of large numbers of international USAR teams. In accordance with the INSARAG Guidelines, the first arriving USAR teams are responsible for setting up and staffing a provisional RDC until the UNDAC team arrives and takes over the responsibility. When the Government of the affected

country terminates the USAR response, the RDC turns into a Departure Centre facilitating the return of the USAR teams to their home base.

An RDC is a tool intended for the initial phase following a sudden onset disaster and its services may be terminated once this period is over or national authorities with the support of international organizations are able to resume coordination of the additional traffic created by the international humanitarian operation. The model below shows the basic structure and functions of the RDC and their interaction with typical airport entities.

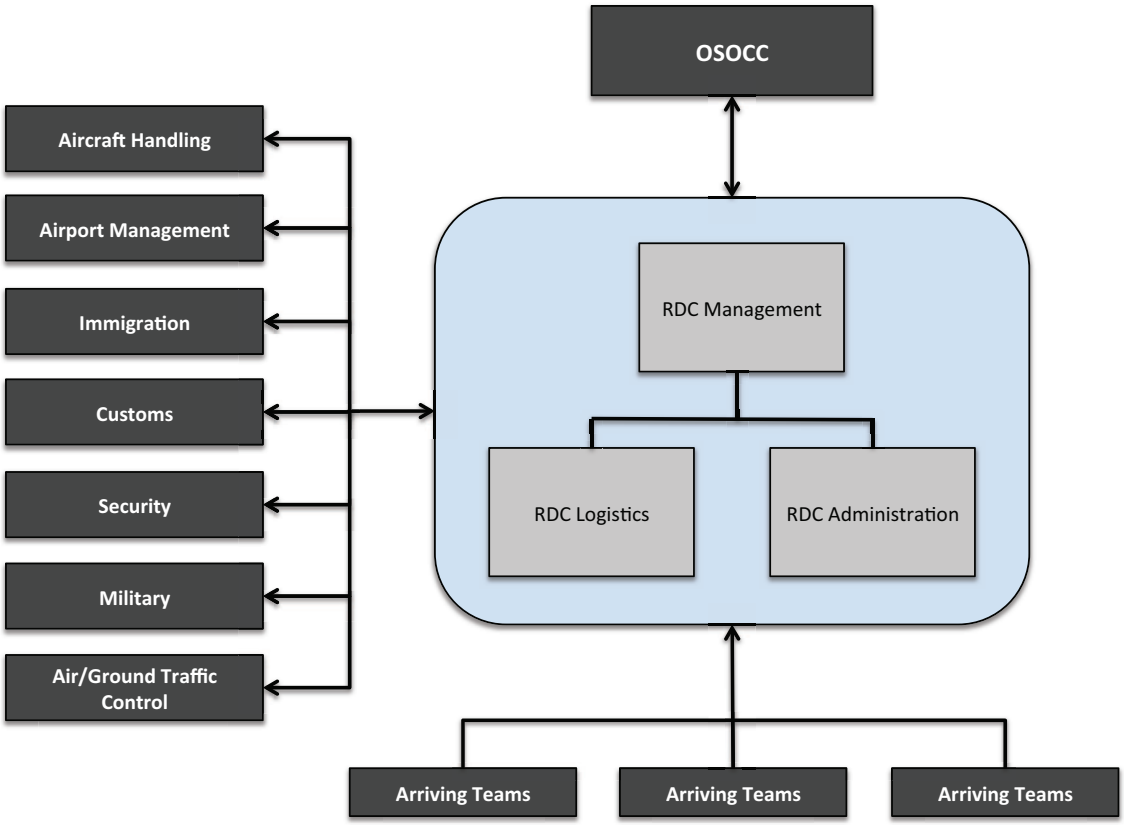

Figure D.3: RDC Structure and Relationships

An RDC may be structured into three functional elements. Staffing for these should come from the UNDAC team with additional support from liaison staff from incoming teams or other international organizations. Each functional element has specific responsibilities:

RDC Manager

- Supervise set up and operation of the RDC.
- Liaise with responsible authorities and provide information about the purpose and capacity of the RDC – providing assistance to airport authorities in processing arriving international relief teams to facilitate rapid deployment to the disaster affected area.
- Establish a sequence of stations to allow the rapid processing of arriving relief teams. The stations should 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 the OSOCC and the LEMA.

RDC Logistics

- Facilitate logistics support for arriving international relief teams in cooperation with the LEMA and airport authorities. This task includes determining logistics requirements of arriving USAR teams, making necessary logistics arrangements with the LEMA and briefing newly arrived relief teams accordingly.
- Assist with the tracking of international contributions, if requested by the OSOCC or the LEMA.
- Liaise with the Logistics Cluster if/when established.

RDC Administration

- Ensure the establishment of the RDC, including the stations for rapid processing of arriving relief teams.
- Ensure the set up and operation of any electronic equipment that is required to carry out its task, including ICT equipment, Internet connectivity and communication within the RDC.
- Register information about arriving relief teams at dedicated reception stations and share this information with the OSOCC and other stakeholders.
- Establish a system for filing and back up of electronic documents on a regular basis.

For further information see the *OSOCC Guidelines* (2009), available on the OCHA website.

D.3.6 Urban Search and Rescue (USAR) Coordination

International Urban Search and Rescue (USAR) is a complex form of international assistance normally provided in sudden onset emergencies such as earthquakes and collapsed structures affecting an urbanized area; and may also be associated with other emergency operations (e.g., floods, landslides). People trapped within the voids and spaces of a collapsed building often survive for many hours, even days, in the post-collapse period. This "rescue window" provides an opportunity for search and rescue teams with the necessary capabilities and resources to rescue those trapped under such conditions.

Coordinating a USAR operation under these circumstances doesn't differ significantly from coordinating relief efforts in other phases of an emergency, however everything moves much faster due to the limited window of opportunity in which successful rescues can be made. Therefore, knowledge of USAR operations by the UNDAC team is necessary for effective coordination. Members of international USAR teams are included in the OSOCC to

augment and complement the UNDAC team in the area of USAR coordination in order to facilitate operational planning in the saving of people trapped under rubble.

In incidents requiring international search and rescue teams, the OSOCC will be responsible for supporting the LEMA with planning and tasking of teams. This service requires specialized technical staff and a part of OSOCC operations should be fully dedicated to this. In USAR operations, each international relief team should, if required, second a team member as an OSOCC liaison to work within the Operations cell in coordination of the response. The agreement and willingness to commit personnel and equipment to an OSOCC may be a significant undertaking for a relief team. It is crucial that as more international relief teams arrive, they are requested to support the personnel and equipment needs of the OSOCC.

Similarly, USAR teams are expected to establish and operate a provisional OSOCC and Reception Departure Centre (RDC) if they arrive in the affected country ahead of an UNDAC team.

While the principles for coordination remain the same, UNDAC teams have a specific role in international USAR operations as defined in the INSARAG Guidelines (see section Z.12 for INSARAG information). Responsibilities of the UNDAC team specific to USAR operations include:

- Establish and maintain an RDC and an OSOCC throughout the operation with INSARAG classified teams. (See section D.3 for detailed OSOCC information.)
- Facilitate establishing locations for Bases of Operations for USAR teams and ensure each is briefed on camp protocols and rules.
- Facilitate the coordination of the USAR operation worksite assignments with the LEMA.
- Facilitate cultural and safety briefings.
- Coordinate assessments of further needs, with the support of USAR teams.

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

- Determine the role of the OSOCC regarding the coordination of international actors and relief.
- Establish an information exchange process between the LEMA and OSOCC.
- Identify a suitable location for the OSOCC ensuring visibility for incoming resources (e.g., flags, directional signs).
- Establish communications link to the RDC and Virtual OSOCC as soon as possible.
- Conduct the following:

  - Gather current incident information and update reports accordingly.
  - Establish the priority needs of the affected country.
  - Record USAR Team Fact Sheet information of incoming resources.
  - Identify potential locations for the Base of Operations.
  - Obtain a map of the 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 procedures 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 the LEMA with assigning USAR and other resources based on the above-mentioned information.
- Register and brief incoming resources.
- Gather and document information from OSOCC Planning 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.
- Establish a display area that includes incident maps, situation reports, meeting agendas, weather forecasts, etc.
- Prepare for and facilitate daily USAR operations meetings to discuss specific team assignments, progress and shortfalls.
- Review and update the Plan of Action based on 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.

UNDAC will need to provide the LEMA with information regarding capacity and capability of incoming international USAR teams. This information can be found in the INSARAG USAR Directory (www.insarag.org).

The coordination structure of an international USAR incident can involve many different stakeholders and can differ widely at each disaster. However the core structure, key actors and how they should interact should be the same, as outlined in Figure D.4.

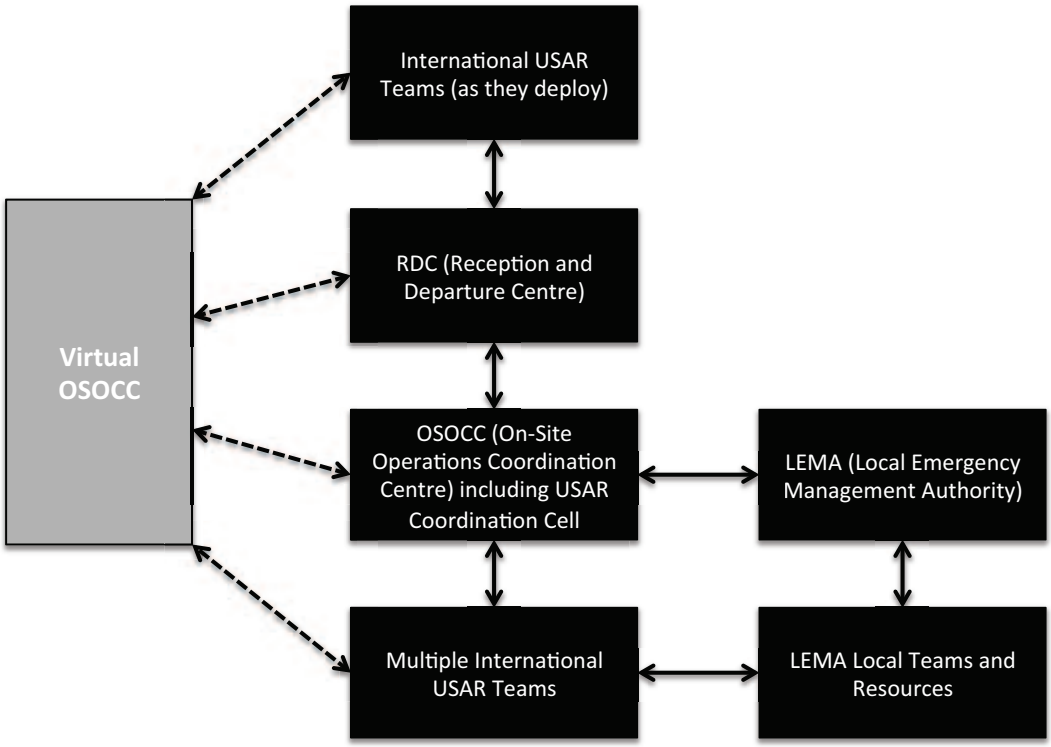

Figure D.4: USAR Coordination

USAR Coordination Cell (UCC)

The USAR Coordination Cell (UCC) is a specialist addition to a standard OSOCC (see section D.3.2) to assist with and enhance the coordination of multiple USAR teams during the rescue phase of a disaster. The UCC is manned by international USAR team members and supports the UNDAC Team Leader and OSOCC Manager.

Sectorization

A disaster that warrants international USAR response will inherently be a large-scale event. The scale of destruction may involve just one city or it may affect a huge area involving numerous cities and even more than one country. Geographical sectorization of the affected areas is almost always needed to ensure effective coordination of search and rescue efforts. Sectorization allows better operational planning, more effective deployment of the arriving international USAR teams and better overall management of the incident.

D.3.6.1 USAR Assessments

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

- overall situation
- priority needs
- 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)

As with planning of operations and staffing of the OSOCC, the USAR teams are included 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 are then reported to the UNDAC team for information processing and distribution.

The UNDAC team facilitates the USAR planning process (present consolidated information, represent it on maps, act as liaison with the LEMA, etc.), but the operational details are left to the USAR teams. 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 sort, international teams will expect clear and precise directions and tasking.

D.3.6.2 Demobilization of USAR Teams

Even as the rescue phase continues with the efforts of mostly Medium and Heavy teams, the thoughts of many USAR Team Leaders and those managing the OSOCC turn to demobilization and the teams' return to their home countries, as the rescue window starts to close.

This transition between the rescue phase and the recovery phase of any disaster is not immediate and obvious. Indeed, it is now considered that both the rescue and recovery phases run in parallel. As an increasing trend, many USAR teams deploy with added capacities to strengthen on-going humanitarian assistance and/or further support the humanitarian actors once the USAR phase is over. This may be in the form of logistics, infrastructure, corpse management, water rescue, telecommunications, etc.

This is an added value of USAR teams to engage with the other humanitarian relief operations. This humanitarian work of USAR teams "beyond the rubble" is often supplemented by donations of food, shelters and equipment prior to the teams' departure, or extended medical assistance to the victims, ideally already as part of the Health Cluster intervention.

The decision to cease the life-saving effort of a USAR operation by international responders is made by the LEMA, based on the recommendations from the UNDAC Team Leader in close consultation with the international USAR teams. Based on these consultations, the UNDAC Team Leader can advise the LEMA of the appropriate time to end this phase but the final decision rests with the LEMA. This is a difficult decision for the LEMA to make as it often has political implications for the local authorities. In most instances, national responders continue work on de-layering of damaged structures, with 2-3 international teams consulted and willing to stay behind to provide specialized technical support if necessary.

The UNDAC team and OSOCC 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 to the government.

Prior to departure, the OSOCC and RDC should be provided with as much information about the search and rescue activities as possible from the USAR teams to contribute to situation reports.

For further information see the *INSARAG Guidelines* (2012), available on the INSARAG website.

D.3.7 OSOCC in Level 3 Emergencies

In large-scale emergencies there will most likely be a transition period where the OSOCC model may be a suitable tool for operational humanitarian coordination before a more permanent OCHA structure can be established. This is typically in Level 3 Emergencies, which are major sudden onset humanitarian crises triggered by natural disasters or conflict

that requires system-wide mobilization. These occasions are rare, but operational needs may be extraordinary and require several stakeholders to be co-located with the OSOCC/OCHA structure for an interim period. In these cases an adapted model for structuring of the OSOCC will be needed.

The amount of tasks and services required from an OSOCC in such emergencies is large, requiring numerous staff to fulfill them. The need for more internal coordination, management and leadership of the OSOCC becomes equally expanded. The model below shows how such an expanded OSOCC can be structured, building on the original model and expanding the management layer of it. Instead of having one manager overseeing all the internal processes of an OSOCC, each functional area/section has its own manager in this model. It is important to note that this is a generic model and the included functional areas are only used as an example.

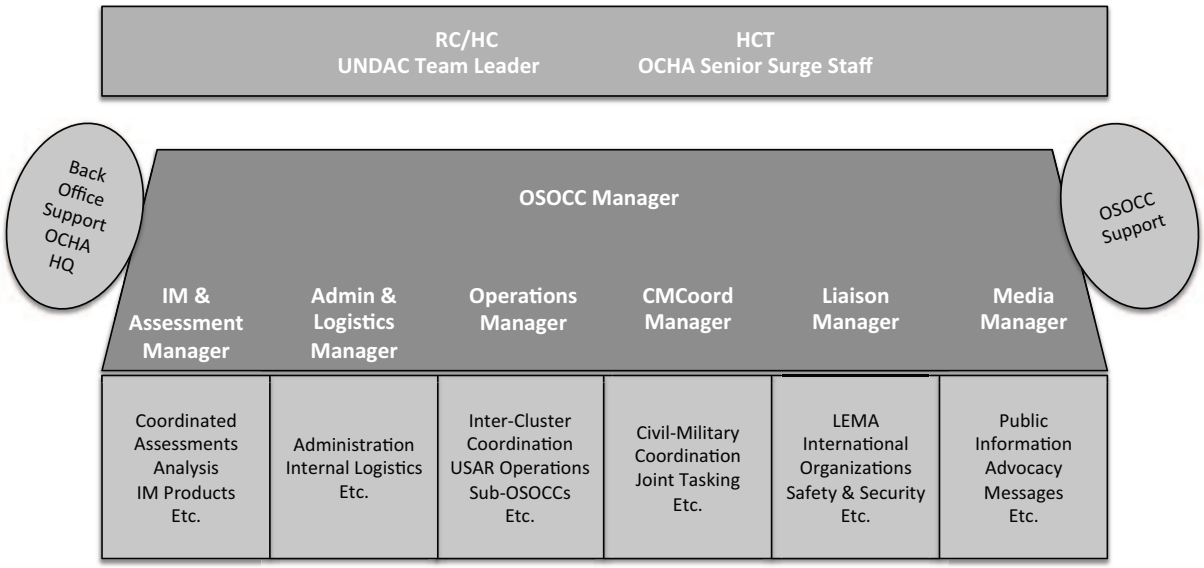

Figure D.5: Expanded OSOCC Model

Expanding the OSOCC is challenging from a managerial perspective as it is easy to lose oversight and difficult to achieve sufficient internal information flow. It can lead to what is often referred to as “silo-thinking”. The sections of the OSOCC may risk becoming too independent, overly focusing on their own output and potentially reaching a situation where there is little or no communication between sections and little understanding of the interdependency of the OSOCC’s larger output.

It is important to address this challenge and ensure that, while sections understand their primary role, they are also clear on how they should interact and what they need from each other and when. This requires regular meetings of section managers, preferably every

morning to set courses of action, with daily follow-up and regular all staff meetings to ensure everyone knows what the overall aims and objectives of the OSOCC are. These routines need to be developed, implemented and maintained in such a way that good internal coordination is achieved.

D.4 Inter-Cluster Coordination

In large-scale emergencies (i.e., L2 or L3 Emergencies), or when the situation requires it, the cluster approach will be activated to coordinate the response within sectors of (international) humanitarian activity. The Emergency Relief Coordinator (ERC) and the principals of the Inter-Agency Standing Committee (IASC) will make this decision following consultations with the RC/HC and the HCT. (See section A.4.7 for more on cluster activation.)

To support efficient inter-cluster coordination at the country level, the IASC developed a generic Terms of Reference. Sector/cluster leads at the country level are accountable to the Humanitarian Coordinator for facilitating a process that ensures the following:

- Inclusion of key humanitarian partners.
- Establishment and maintenance of appropriate humanitarian coordination mechanisms.
- Coordination with national/local authorities, State institutions, local civil society and other relevant actors.
- Participatory and community-based approaches.
- Attention to priority cross-cutting issues (e.g., age, diversity, environment, gender).
- Needs assessment and analysis.
- Emergency preparedness.
- Planning and strategy development.
- Application of standards.
- Monitoring and reporting.
- Advocacy and resource mobilization.
- Training and capacity building.
- Provision of assistance or services as a last resort.

Inter-cluster coordination is a cooperative effort among clusters and between clusters and the HCT to assure coherence in achieving common objectives, avoiding duplication and ensuring all areas of need are prioritized. At the strategic level, inter-cluster coordination is led by the RC/HC through the HCT, and within the individual cluster by Cluster Coordinators supported by OCHA resources (i.e., OCHA staff or UNDAC working out of an OSOCC). Inter-cluster coordination may take place at three levels:

1. The HCT, with Cluster Lead Agencies coming together to make decisions that provide the overall strategic direction for the response.
2. An inter-cluster coordination forum bringing together all Cluster Coordinators to cross-reference cluster analysis, identify inter-cluster synergies and coverage gaps, address cross-cutting issues and prepare strategic options and advocacy points for the HCT. As mentioned above, OCHA resources usually facilitate this group.
3. Groups of clusters established by the RC/HC, in consultation with the HCT, to coordinate the implementation of specific objectives included in the HCT's strategic plan and to ensure complementarity and coherence in the planning and implementation of operations.

Communication and coordination is vital between all three levels of cluster coordination to ensure a linkage between the operational level inter-cluster groups and the strategic level planning by the HCT. The HC/HCT may request OCHA support to convene inter-cluster coordination meetings as a practical means to build consensus and develop guidance and information.

Inter-cluster core functions may include the following:

- Consolidating and supporting work done by the clusters around the humanitarian programme cycle (e.g., on coordinated assessments, planning and monitoring).
- Ensuring cluster strategies are in line with the overall strategic direction of the response, and that operational objectives and indicators complement each other and duplications and gaps are avoided.
- Facilitating the design and implementation of common approaches to information management tools.
- Supporting clusters in strengthening their accountability to affected people.
- Collectively addressing crosscutting issues (e.g., gender, HIV/AIDs, age, environment, disabilities) and risks (e.g., mines, natural disaster hazards) according to specific needs identified locally.
- Identifying core advocacy concerns and resource gaps, and preparing advocacy messages or recommendations for resource mobilization.
- Addressing specific issues related to inter-cluster strategic planning and coordination of early recovery as a component of the humanitarian response.

Whatever the coordination mechanism may be, where clusters are active it is clear that effective inter-cluster coordination is necessary to support the RC/HC and HCT. Staff from the OSOCC, either from the UNDAC team and/or other OCHA staff, will need to support the establishment and facilitation of inter-cluster coordination during the first phase of an emergency.

D.5 Civil Military Coordination

When Military and Civil Defence Assets (MCDA) are deployed to support disaster response operations, an UNDAC team deployed to the same emergency may be expected to initially establish or reinforce an existing Humanitarian Civil-Military Coordination (UN-CMCoord) mechanism. This is critical to the effective and efficient use of MCDA to meet the humanitarian needs of affected populations.

UN-CMCoord is the essential dialogue and interaction between civilian and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, avoid competition, minimize inconsistency, and when appropriate, pursue common goals. Basic strategies range from co-existence to cooperation. Coordination is a shared responsibility facilitated by liaison and common training.

UN-CMCoord aims to:

- Help preserve humanitarian space by facilitating humanitarian access, the protection of civilians and the security of humanitarian aid workers.
- Ensure an appropriate relationship between humanitarian and military/armed actors.
- Facilitate a coherent and consistent humanitarian approach to military actors across United Nations agencies and the wider humanitarian community.
- Ensure appropriate and timely use of MCDA to support humanitarian operations.
- Ensure consistency in relief efforts by avoiding duplication.

Within OCHA, UN-CMCoord activities are guided and supported by the Civil Military Coordination Section (CMCS) of the Emergency Services Branch (ESB) in OCHA Geneva. In the event of an UNDAC deployment to an emergency where interaction with military forces is imminent, a CMCS hotline will be provided to the UNDAC team for real-time advice and will likewise be posted in the Virtual OSOCC.

UN-CMCoord enhances a broad understanding of humanitarian action and helps guide responding organizations on how to most appropriately support that action. UN-CMCoord helps to develop context-specific policy frameworks based on internationally agreed guidelines (see section D.5.4). It guides the establishment of coordination structures and procedures, and determines the relationship strategy depending on the context of the emergency and the operational environment. UN-CMCoord mechanisms facilitate dialogue and interaction between humanitarian and military actors. The range of operational environments in which it can take place stretches from a benign environment at one end of the coordination spectrum to a complex emergency and high-risk environment at the other, where a military force may be a party to the conflict.

Dialogue with military actors is essential across the operational spectrum to:

- Ensure the most effective and appropriate use of MCDA.
- Maintain the civilian character of humanitarian operations.
- Ensure safe humanitarian access, protection of civilians and security of humanitarian aid workers.

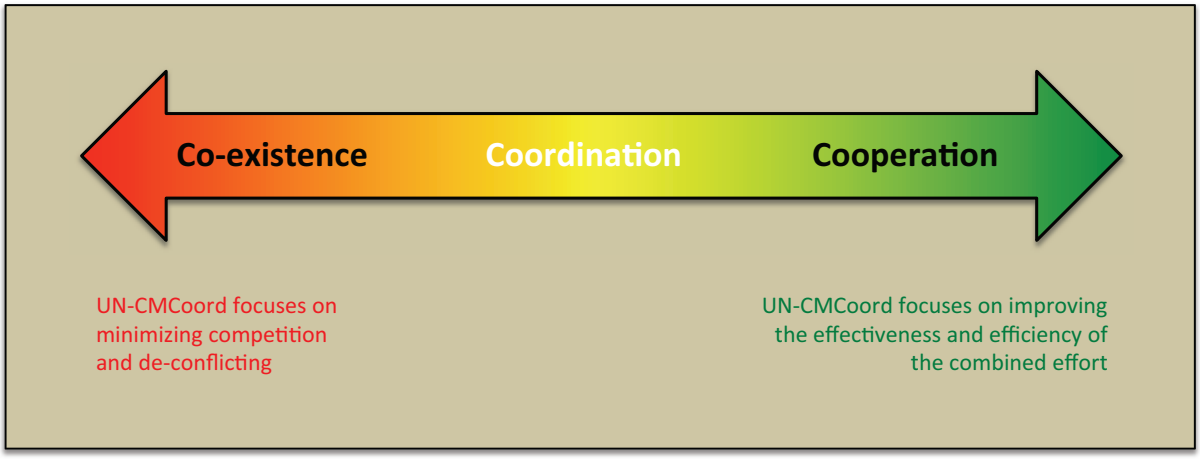

Figure D.6: UN-CMCoord in Disaster Response

Many Member States' militaries or civil defence organizations are first responders to disasters in their sovereign territory. Member States may also provide bilaterally agreed assistance to Affected States through the deployment of foreign MCDA.

The use of foreign and/or national MCDA to support humanitarian operations is an option to complement existing relief mechanisms in order to provide support to specific requirements for a defined period of time, in response to an identified and acknowledged humanitarian gap. When these assets are under United Nations humanitarian control, they are referred to as UN MCDA. All military and civil defence forces deployed other than UN MCDA, including forces deployed by the Affected State and any foreign forces deployed under bilateral agreements or under the auspices of organizations other than the United Nations, are referred to as Other Deployed Forces.

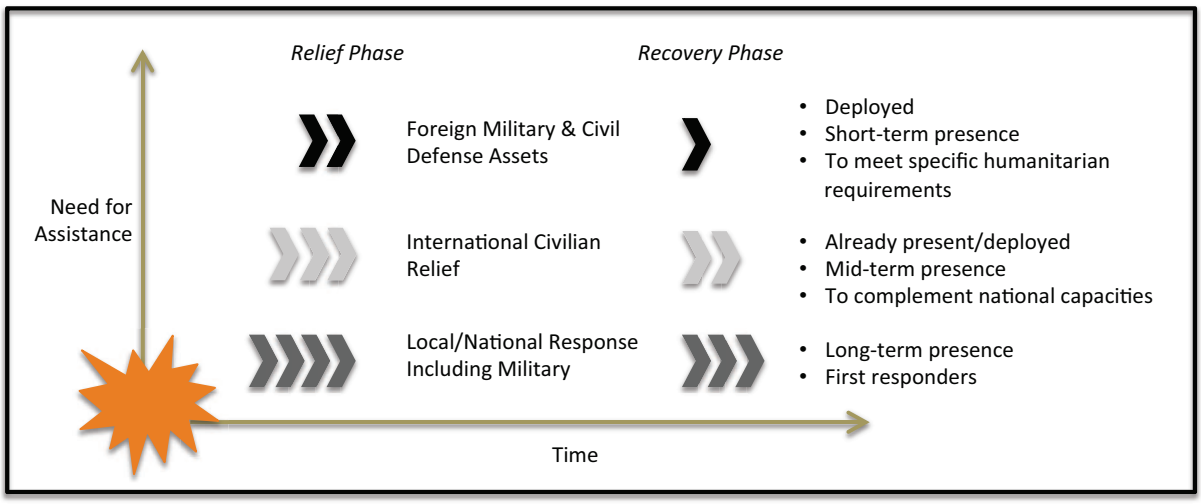

Figure D.7: Use of MCDA in Disaster Response

MCDA consist of relief personnel, equipment (e.g. air, ground and sea transport and communication assets), supplies and services (e.g. medical support services). It is the delegated responsibility of the RC/HC, in consultation with the HCT and the appropriate authorities of the Affected State, and with the advice of the OCHA Head of Office and/or OCHA/CMCS, to make the decision to request for or directly use UN MCDA to support humanitarian operations.

UN-CMCoord and the use of MCDA

Utilization of MCDA in support of humanitarian operations should be in accordance with the principles and criteria set out in the internationally agreed guidelines (see section D.5.4). *The Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (the Oslo Guidelines)* seeks to ensure that foreign MCDA deployed in response to a natural disaster can support and complement the relief operation. *The Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies (the MCDA Guidelines)* outlines additional considerations for the use of MCDA to support humanitarian operations in an armed conflict or high-risk environment. In short, MCDA should:

- Provide unique advantages in terms of capability and timeliness.
- Meet a very specific requirement.
- Complement civilian capabilities.
- Be used for a limited duration.
- Be at no cost to the affected country, humanitarian budgets or the United Nations.

OCHA leads the establishment and management of dialogue and interaction with military actors through initiating liaison and establishing humanitarian civil-military coordination structures between the humanitarian and military communities. OCHA also advises on the

appropriate relations between humanitarian and military responders, to include the possible utilization of MCDA to support/complement humanitarian operations.

The involvement of MCDA to support humanitarian operations may have serious consequences and could impact the perceived or actual neutrality, impartiality and operational independence of the humanitarian effort. It is therefore essential that the use of MCDA is based on the appropriate category of relief tasks to support humanitarian gaps.

Figure D.8: Categories of Humanitarian Assistance Tasks

D.5.1 UNDAC and UN-CMCoord

If an UNDAC team deploys to an operational environment where there is a pre-existing relationship, engagement and/or coordination with national, foreign or United Nations mission military forces, the humanitarian guidance in place governing the relationship should be adhered to. If an OCHA country office is present, there will be a specialist UN-CMCoord staff member or focal point with whom contact should be made, preferably prior to deployment. This is best initiated by the UN-CMCoord focal point within the UNDAC team. Military forces may or may not be involved in the relief operation, but may have a significant impact on such operations regardless.

If there is military involvement or influence in the disaster response, but no pre-existing OCHA presence, there should be a UN-CMCoord specialist integrated in the UNDAC team. All UNDAC team members, however, should be aware of the way by which to appropriately and effectively interact with military forces on the ground, facilitate essential dialogue between humanitarian and military actors, and establish a civil-military coordination mechanism that enhances the disaster response by facilitating information sharing, task division and, when appropriate, joint planning. MCDA should be utilized and/or coordinated to effect an appropriate interaction and best use of resources to meet the needs of the affected population.

The mechanism to facilitate coordination with military forces could take varying forms, depending on the operational environment. It could be established as a physical entity, either as an integral part of the OSOCC or otherwise. It should support the broader humanitarian coordination mechanism and reinforce operational coordination at the cluster level.

D.5.2 UNDAC TIPS

The UNDAC TIPS is a suggested quick reference framework to guide UN-CMCoord dynamics. If there is no pre-existing UN-CMCoord framework, the speed by which such a mechanism is set up is critical to the appropriate and effective use of and coordination with military assets. The first step should therefore take place at the earliest opportunity.

U - Undertake an assessment of military actors who are already involved/deployed/about to deploy to the affected areas/country. Ensure that their mandate, mission and lines of command and control are known and their implications are understood.

N - Navigate the civil-military environment by knowing the size and capability of these military actors (logistics, medical, engineering, communications, aerial photography, satellite imagery, etc.); the geographical areas they currently or will cover; the likely duration of their operation; liaison arrangements and key contacts. Their generic missions may be as follows:

- Direct support to host nation/affected State.
- Direct support to United Nations forces.
- Coverage of/responsibility for a geographic area.
- In support of United Nations agencies.
- Support national aid agencies/NGOs.

D - Develop a civil-military coordination mechanism:

- That is appropriate to the operational environment in order to ensure representatives of humanitarian organizations and military forces can share information, agree on tasks, and, as appropriate, plan jointly.
- If required, this mechanism should also establish a request for assistance (RFA) process flow (a self-explanatory flowchart is always helpful) that will guide humanitarian actors, through the clusters, in prioritizing requests for (primarily foreign) MCDA in supporting priority activities where there are no civilian alternatives. The same process allows military forces to plan accordingly. This RFA process regulates ad-hoc requests for military assets by NGOs and other organizations outside the clusters, strengthens cluster coordination and cluster

leads' role, and encourages proper planning among requesting clusters and military forces by establishing a planning lead time of 48-72 hours. A shorter process to address immediate life-saving situations, such as a "hot line", should also be established.

- If required, this mechanism should also establish a "de-confliction" process, whereby humanitarian organizations are able to inform military actors of their locations and movement for security and safety purposes.

A - Ascertain the likely need for longer-term UN-CMCoord capacity and validate the key tasks and deliverables to focus on. This needs to be done in conjunction with, if present, other deployed Humanitarian Affairs Officers/UN-CMCoord personnel.

C - Create and maintain 4Ws for military actors identifying *who* is doing *what*, *where* and *when* they are expected to draw down/terminate their deployment, which includes key contacts like liaison officers (LNOs), Commanders, Civil-Military Cooperation (CIMIC) Officers, etc. Regularly updated, this needs to be shared with cluster representatives/liaison officers and other relevant actors for their information and reference. The 4Ws can also be shared with government entities such as the national military and the national disaster/emergency management authority (NDMA/NEMA). At the end of the UNDAC mission, this needs to be handed over to the follow on UNDAC team, if any, or longer-term OCHA presence.

T - Take the initiative in identifying on-going as well as potential critical issues that need to be closely monitored, followed-up and/or anticipated in terms of use of MCDA, use of armed escorts, participation of military representatives in relevant clusters, advising clusters on UN-CMCoord-related issues, advice and support in transitional planning for the military's drawdown, and other related issues on humanitarian-military interaction that may impact humanitarian operations. This includes actively monitoring the completion of tasks undertaken by military forces to support priority humanitarian activities.

I - Initiate information sharing with military forces, which is invariably required. In particular, that which might affect the security of civilians and/or humanitarian workers. Information sharing between humanitarian and appropriate military actors may include:

- Relief activities of the military - information on relief efforts undertaken by the military.
- Population movements - information on major movements of civilians (Internally Displaced Persons [IDPs] and/or refugees).
- 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.

- Status of main supply routes (MSRs) and key infrastructures.
- 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 the military operating theatre.
- Mine-action activities - information relevant to mine-action activities.
- Post-strike information - information on strike locations and explosive munitions used during military campaigns to assist the prioritization 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 belligerent is favoured over another while being mindful of sensitivities involved in information?
- When and how should information provided by the military be verified/validated?
- Be aware that militaries may be governed by security policies that dictate the type and quantity of information that may be shared.

P - Prepare a consolidated list of operational UN-CMCoord related issues that have been resolved, outstanding (by priority), and other issues to be anticipated beyond the duration of the UNDAC mission. In identifying these issues, indicate the factors that helped or hindered the resolution of such issues and/or the likely factor(s) that might trigger future issues such as the impact of continued use of MCDA which might lead to dependence, drawdown of military forces and transitional planning and others. Ensure that CMCS is informed of these issues.

S - Set a proper handover with the longer-term OCHA presence, if any, or the RC/HC's office to ensure continuity of the UN-CMCoord function as needed.

Further issues to consider in analyzing and formulating an effective and appropriate UN-CMCoord mechanism are outlined in section D.5.3 and details of the global guidelines

references are found in section D.5.4.

Military customs and courtesies

Military customs and courtesies have a long tradition. They have generally evolved as a result of the need for order, a sense of loyalty and honour that is fostered among military colleagues. 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 wherever you go in a military installation.
- Be on time. Military meetings start on schedule (most of the time). Be at least 10 minutes early at the meeting location. Allow additional time for in-processing through security.
- 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”.
- In a meeting, military officers will give you their full attention. They expect yours. Turn off phones and do not be tempted to answer calls or look at texts while a meeting is going on. It is discourteous and will be taken at best as a sign of disinterest and at worst an insult.
- All military personnel are addressed by their rank or title. A military member may introduce themselves 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 should 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 and generally last to enter a room.
- When walking, the senior officer will generally be on the right.
- If you are present when the military host’s national anthem is played, it is courteous to stand quietly until the music stops. The same principle applies if the host’s national flag is being carried by or posted (raised or taken down).

D.5.3 Other Operational UN-CMCoord Issues to Consider

This section provides a list of issues and questions that may be of use in compiling an inventory of key and supporting actors, existing civil-military coordination mechanisms, if any, and potential modes of interface between international humanitarian actors and national and international military actors.

The actors and their roles in the disaster response operations

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/bilaterally-deployed military forces.

Obtain an indication of their roles in the disaster response operations and conduct a quick analysis to ascertain if these actors will/should have interaction with the international humanitarian community.

Interfaces

The following questions are designed to identify the critical interfaces between civilian and military entities (including domestic and international elements of each), expose the important coordination structures and assist in identifying any potential issues that might impact humanitarian civil-military coordination.

Domestic military and international military interface:

- What is the status of the international military forces?
- Are international military forces co-located 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?

Domestic civilian and national military interface:

- Is the military involved as a belligerent in internal or international conflict or counter insurgency?
- Does the military have a legal or constitutional role in disaster response, relief and

reconstruction?

- What is the relationship between regional military commanders and governors/local chief executives?
- Who provides the national/local coordination or operations centres?
- Is the military the exclusive provider of key resources such as land, sea and air assets?
- What is the relationship between the military and police?
- What is the relationship between the military and civil defence/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?

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?

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 campaign to gain acceptance of the local population?

- Are international military forces involved in direct assistance projects?

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 United Nations 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 these questions are considered, answered and assumptions clarified, it should be possible to determine where the main emphasis for humanitarian civil-military coordination lies.

Coordination structures and mechanisms

The international relief community, military and civilians have developed and utilized several forms of civil-military coordination platforms. Coordination structures and mechanisms may take various forms, depending on the specific operational environment. Such platforms must complement existing government coordination structures, if any, HCT and other coordination mechanisms such as the OSOCC and the Virtual OSOCC.

Any proposed civil-military coordination structures and mechanisms must be consistent with the guidelines defining civil-military relations in a humanitarian operation, be they global or country specific, and explain when, where and how the civil-military dialogue and interaction will take place. As detailed in Figure D.9 below, in a given context, it is part of the UN-CMCoord function to establish and maintain the most appropriate interface between the humanitarian actors and the military.

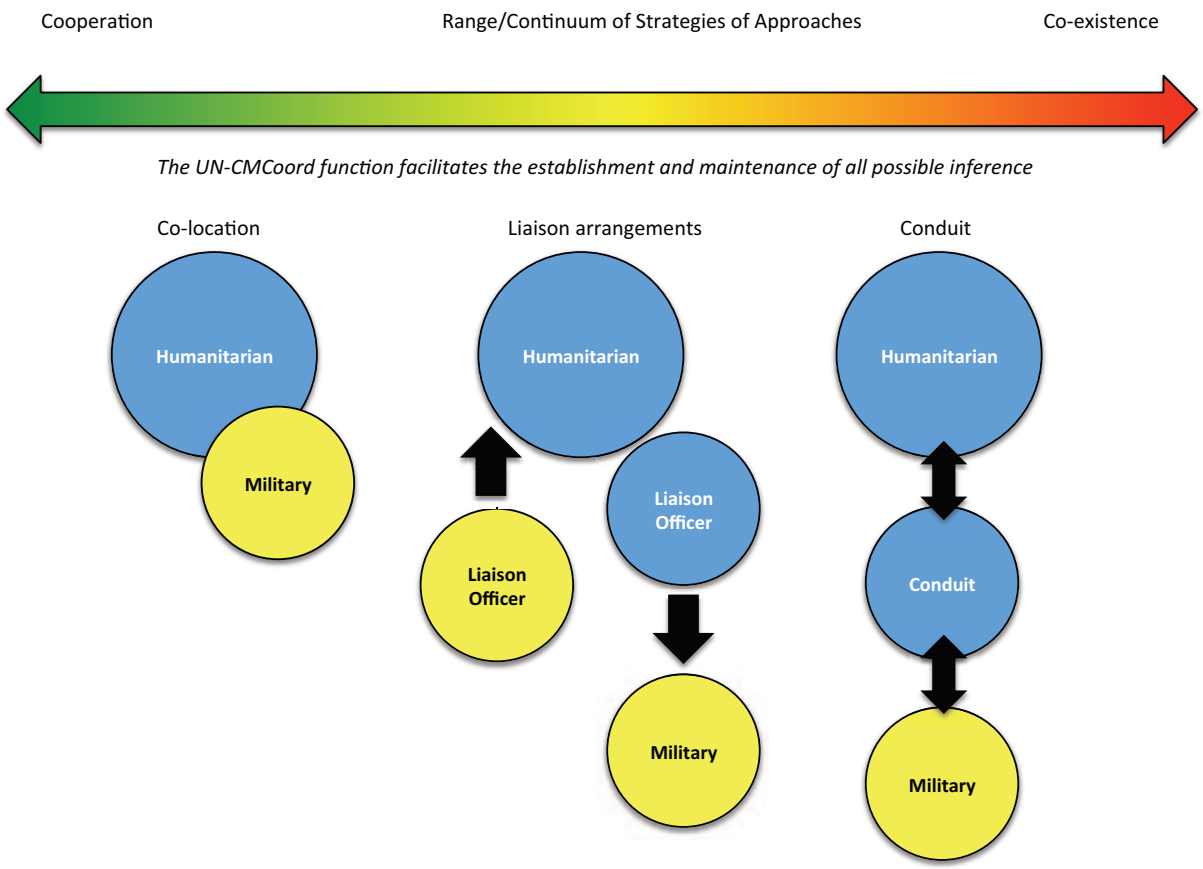

Figure D.9: Civil-Military Coordination Structures

The type of relationship established with military entities varies depending on the situation and nature of the military mission. It may be appropriate to co-locate, or it may be inappropriate from a humanitarian stance to have direct contact. For example, it may be appropriate to co-locate in a benign environment where a stable state government exists and there is no or little threat to security, but it is likely to be inappropriate where a conflict-situation exists in a country.

Issues to be considered

- Should the liaison arrangements between the humanitarian community and the military be conducted in confidence or in transparency?
- What would be the implications of public knowledge of such liaison arrangements 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?

Role of regular/longer-term UN-CMCoord Officers and scope of activities

In establishing and developing the UN-CMCoord function, an UNDAC deployment must be cognizant of longer-term roles and responsibilities of UN-CMCoord staff to ensure the correct foundations are laid and activities passed on to follow on staff. Any longer-term UN-CMCoord function will support the RC/HC, under the direction of the OCHA Head of Office, and in consultation with the HCT. The UN-CMCoord officer's role will normally include the following five critical functions:

- Support the establishment and sustainment of dialogue with military forces.
- Assist in the development and dissemination of guidelines for the humanitarian community's interaction with military forces.
- Establish a mechanism for the coordination of the humanitarian interaction with military forces.
- Monitor assistance activities undertaken by the military forces.
- Assist in the negotiation of issues in critical areas of coordination.

The relative importance of these functions, as well as how they are accomplished, will vary depending on the operational situation.

D.5.4 UN-CMCoord References

HQ Focal Point

The OCHA Civil-Military Coordination Section (CMCS) is the focal point for UN-CMCoord and the use of MCDA.

Webpage: http://www.unocha.org/uncmcoord
Open Source Training & Reference Materials:
https://sites.google.com/site/ochaguidanceforum/home/training-highlights
Email: cmcs@un.org
Tel: +41 22 917 3484

Guidelines

There are several sets of global guidelines, some general, others specific to certain operational environments:

OCHA (2007) *Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief*
https://docs.unocha.org/sites/dms/Documents/Oslo%20Guidelines%20ENGLISH%20(November%202007).pdf

OCHA (2006) *Civil-Military Guidelines and Reference for Complex Emergencies*
https://docs.unocha.org/sites/dms/Documents/ENGLISH%20VERSION%20Guidelines%20for%20Complex%20Emergencies.pdf

Handbooks

United Nations Civil-Military Coordination Field Handbook (under revision as per August 2013)
Guide for the Military (under development as per August 2013)

E. ASSESSMENT

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E.1 Assessments

E.1.1 Introduction

Assessment is an essential component of the UNDAC Mission. It includes collecting and processing data from different sources by different techniques in order to produce usable information for decision-making in the disaster response scenario. It is a process closely related to information management (IM) and can be considered as the needs data input to the IM process (see chapter F).

The aim of an assessment is to understand a situation in order to identify the problem(s), the source of the problem(s) and the consequences of the problem(s). The purpose of an assessment is *not* to identify an intervention, but to find out whether an intervention is

needed or not.

The overall purpose of an assessment is to assist the Government and the Humanitarian Country Team (HCT) of an affected country in its decision-making[1], by identifying and prioritizing needs for disaster relief assistance. As such, assessments should provide timely and relevant information for use by decision makers. When undertaking assessments, it is important to balance the need for accuracy and detail with the need for speed and timeliness.

It is important for UNDAC members to remember that assessments are processes, not simply a data collection field trip. They involve the setting of assessment objectives; collection, collation and analysis of secondary data; collection, collation and analysis of primary data; and the formulation and reporting of recommendations, *through an adequate IM structure and a pre-set analysis plan*.

Assessments should contribute to the overall common operational picture. They should define the scale and scope of a crisis at different moments in time. They should identify the most affected geographic areas, most affected populations and priority needs. Based on this, interventions can be decided and captured in a strategic humanitarian action plan.

E.1.2 Challenges

The immediate aftermath of a disaster is a critical time in which key response decisions need to be made, but this is also when:

- Information on the disaster impact is most limited.
- Human and financial resources available to collect data are constrained.
- Access to affected areas may pose particular challenges.
- Data is piecemeal, resulting in an incomprehensive/conflicting picture of needs.
- Data becomes rapidly obsolete, given the fluidity of the situation.
- Demand for information on the new situation is high.

E.1.3 Main Principles

All assessments are based on the same principle (the identification of vulnerabilities and capacities) and follow the same process (secondary data review, observation, interviews and analysis). However, the way in which information is collected depends on the type of assessment.

[1] Through the mandate of the United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC), and/or the United Nations Disaster Management Team (UNDMT) or Humanitarian Country Team (HCT)

Rapid assessments

Of particular significance for UNDAC teams working in the first phases of an emergency, a rapid assessment's scope and methodology is often limited by the time available. The following principles, therefore, apply to rapid assessments:

- *Secondary information*: There is less time to collect first-hand information (primary information), so more emphasis is placed on secondary information.
- *Number of locations visited*: Fewer sites are visited, so it is important to choose the sites carefully using purposive sampling (see below).
- *Number of people interviewed*: Fewer people are interviewed and it is crucial to consult as broad a variety of people as possible within this constraint
- *Assumptions*: In some cases those conducting a rapid assessment will have to rely on assumptions. Assumptions are based on previous experience of similar emergencies and knowledge of the affected area. In an in-depth/detailed or continual assessment, there is more time in the field and less need to rely on assumptions.

Context

It is important to understand the context, as it may be critical to the appropriate response for the affected population. For example, the basic needs of displaced people may seem obvious. Under certain conditions, however, the distribution of essential items (e.g. shelter materials) may endanger the beneficiaries, as the items may be attractive to looters.

Types of assessments

Assessments can be typed according to the level of coordination between organizations.

Coordinated assessments are those planned and carried out in partnership by humanitarian actors, and of which the results are shared with the broader humanitarian community to identify the needs of affected populations. Such assessments range from inter- and intra-cluster/sector joint assessments to harmonized single agency assessments.

Harmonized assessments occur when agencies collect, process and analyze data separately, but where the collected data is sufficiently comparable (because of the use of common operational data sets, key indicators, and geographical and temporal synchronization) to be compiled into a single database and used in a shared analysis.

Joint assessments occur when data collection, processing and analysis form one single process among agencies within and between clusters/sectors, and lead to the production of a single report. This is sometimes also referred to as a "common assessment".

In contrast, *uncoordinated assessments* are those in which data sets are not interoperable,

and results cannot be used to inform the overall analysis.

E.1.4 Indicators

An indicator is a quantitative or qualitative variable that provides a simple and reliable basis for assessing achievement, change or performance. Indicators can be used to describe and measure a range of aspects of a given humanitarian context, ranging from the situation to response and impact. Situation indicators track both the baseline and needs (i.e. what effect the crisis has on the population, infrastructure and services).

Using an indicator-based approach helps in simplifying the understanding of the situation and monitoring change over time, trends. For example, comparing the price of staple foods with daily labour rates might give a good idea of poverty trends in an urban area.

The Global Indicator Registry provides a bank of indicators agreed by the global cluster leads, which is available at http://ir.humanitarianresponse.info.

E.1.5 Key Issues

- *Consider not only needs, but also existing capacities*: Assessments should not only focus on humanitarian needs, but also on the coping mechanisms and national and local capacities that exist. The gap between these should be the focus of the humanitarian community, and the basis for identifying humanitarian priorities.
- *Data should be considered by sex, age and diversity*: Systematic dialogue with men, women, boys and girls as well as with vulnerable groups should be undertaken to assess their different needs. Forming gender-balanced (and where relevant, ethnically diverse) assessment teams that can capture every group's perspectives and access all vulnerable groups is important. Population figures should be disaggregated by sex, age and geographic areas, when applicable, in order to provide, at minimum, an overall profile of the situation of the female and male populations for different age groups.
- *Distinguish between crisis-related impact and chronic needs that are exacerbated*: Pre-crisis information provides very useful insights on how the disaster, as well as underlying economic, social, political and environmental factors, may have affected the livelihoods, systems and infrastructures. It will allow assessors and analysts to differentiate between what is normal for the location and what is occurring because of the disaster so that relief can be provided at the right level.
- *Reduce bias through the triangulation of findings*: Bias is a part of doing assessments. It may be inherent to the assessor, who will understand a situation

or ask a question based on his/her professional, cultural and personal background. It may be introduced by interlocutors who may alter his/her response to receive more assistance or based on other pressures. Bias may be caused by the selection of geographic areas. Bias cannot be eliminated, but its effects can be minimized through candid discussion between assessment team members, as well as by triangulating findings across different sources.

- *Be mindful of assumptions being made*: In an initial rapid assessment, prior knowledge and experience, may lead to making assumptions about what will be found. While this may speed the work, it is important to be clear and aware about the "qualified guesses" that are made, and to let them go when they prove inaccurate.
- *Be aware of community perceptions*: The assessment team must be sensitive to the perception of communities and the quiet pressure to identify needs that trigger relief operations. The team needs to structure its questions so as to not create expectations of delivering assistance and should be clear with its interlocutors relative to its role. The team may also encounter the frustration of communities which have been previously assessed without visible results. Under such circumstances, an assessment is unlikely to produce useful information.
- *Ensure that basic information management standards are maintained*: The assessment team should make sure that information collected is geographically and timely referenced. It should also ensure that processes for the collation and processing of the data are in place, so that the results of the assessment can be provided for analysis in a timely manner. The Registry of Common Operational Datasets (called CODs, these are critical datasets that are used to support the work of humanitarian actors across multiple sectors) and Fundamental Operational Datasets (called FODs, these are datasets that are more specific to a particular sector) are available at http://cod.humanitarianresponse.info.
- *Do not forget about secondary impacts or risks*: Make sure to identify and assess the potential secondary hazards posed by industrial facilities, tailing dams and infrastructure to humans and/or the environment using appropriate tools, such as the Flash Environmental Assessment Tool (FEAT). In the UNDAC context, this assessment tool is used in the presence and support of an environmental expert, if such an expert is deployed with the team.
- *Ethics*: Assessment ethics require careful management of the confidentiality and consent to use information.

E.2 The Multi-Cluster/Sector Initial Rapid Assessment

E.2.1 The MIRA Concept

In 2011, the Inter-Agency Standing Committee (IASC) agreed that in the first two weeks

following a sudden onset crisis, a joint Multi-Sector/Cluster Initial Rapid Assessment (MIRA) should be undertaken. The MIRA is conducted under the leadership of the United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC) and, wherever possible, is led by the Government. Designed to identify humanitarian priority needs during the first days and weeks following an emergency, the MIRA is the first step in the HCT's response to the situation. Based on its findings, humanitarian actors can develop a joint strategic plan, mobilize resources and monitor the situation and the response. The MIRA will not, however, provide detailed information for the design of localized response projects.

The main benefit of the MIRA is the elaboration, from the onset of the crisis, of a concerted operational picture based on the best information available from primary and secondary sources (see below). This is expressed through two key products: a *Situational Analysis* (the SA), ideally issued 48-72 hours after the disaster's onset, and updated as required and possible in the following days, and a *MIRA Report* (normally released after two weeks). MIRA activities are generally carried out within the context of the following model:

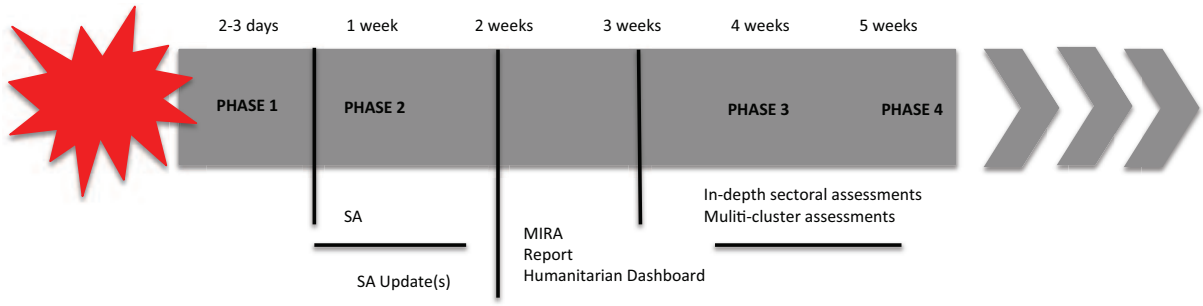

Figure E.1: MIRA Phases and Products[2]

The MIRA should be carried out by a team of emergency specialists, including assessment and sectoral specialists, ensuring that local knowledge is included in the findings. Additional headquarters and regional support may be required, depending on the scale of the emergency.

The MIRA guidance is available at http://assessments.humanitarianresponse.info/guidance.

E.2.2 MIRA Objectives, Phases and Products

The MIRA serves to identify the priority needs of affected populations, present a common analysis of the situation, identify priority needs and help define the situation's potential evolution (by building scenarios).

The MIRA will be followed by in-depth sectoral or agency assessments, which should be

[2] It is important to note these phases are conceptual in nature, and there is recognition that no sudden-onset disaster operates along an exact timeline.

carried out in a coordinated manner. National sectors/clusters will normally undertake these specific detailed assessments and their scope, geographic focus and design will be informed by the MIRA.

As shown in Figure E.1, the MIRA is a two-phased process:

The first phase
Conducted within 48-72 hours, this phase will include a systematic analysis of pre-and post-crisis secondary data to determine the extent of the disaster and the number of people affected. Depending on the size of the emergency, primary data collection/field visits may be conducted in this phase (see E.4.4 – Community Level Assessment). A Situational Analysis (SA) provides an initial overview of the situation, priority humanitarian needs and information gaps. It informs the Strategic Statement and the initial decision-making about scale and resource allocation. The SA should be updated regularly, until the next phase of the assessment is complete.

The second phase
This phase includes a systematic collection of primary information through engagement with affected communities and informs a joint analysis using an analytical framework and prioritization model. The MIRA Report should be completed within 10–14 days of an emergency. It is used by the HC and HCT to develop a Strategic Response Plan. Sectors and clusters use it to plan more detailed sectoral assessments.

E.3 The UNDAC Team and the MIRA

UNDAC teams have a key role related to the MIRA. Depending on the situation and the capacity of the Government and the HCT, the UNDAC team will be responsible for leading, developing, coordinating or supporting the elaboration of the MIRA[3], including using and setting up proper coordination mechanisms to ensure the participation of different humanitarian actors and IM stakeholders (e.g., Bureaus of Lands, Statistics and/or Meteorology):

- UNDAC teams should ensure close coordination with the national services and local authorities. The team supports existing capacities of the HCT, under the leadership of the RC/HC. Existing equipment, human resources and organizational structures should be used to undertake and/or support assessments, including primary and secondary data collection and analysis.
- UNDAC teams should facilitate the coordination of assessments undertaken by humanitarian actors, and where necessary, direct or solicit support capacity from partners on the ground or OCHA headquarters. This ensures that the same

[3] Under the leadership of the RC/HC and in agreement with the Government.

information is not collected multiple times and that assessment teams do not overlap or leave information gaps, that data collected is standardized and that sectors and/or geographic areas are not under or over-assessed.

Based on the above, UNDAC teams (with OCHA) will develop an adequate and efficient structure and flow of information management in order to disseminate the MIRA results to national authorities and to other disaster responders as soon as possible, in a format and language that is useful for decision-making (see chapter F for details on IM).

In most cases in which an UNDAC team is deployed, the team will be required to lead, coordinate, contribute and/or support the MIRA process in country. UNDAC teams will do so under the guidance of the respective OCHA regional or country office, as well as with support from headquarters channeled through FCSS. The UNDAC Team Leader will play a critical role in establishing these links, either in initiating the SA or in the development of the MIRA process.

E.4 The MIRA Process

E.4.1 Overview

The MIRA process is the way in which the assessment is conducted. It sets out the various steps or methods that should be applied in order to help the quality of the work and the outcome. The MIRA process aims to be sufficiently explicit so as not to be misinterpreted, but flexible enough to be adapted to the specific contexts of each crisis and to minimize delays in the assessment schedule.

The MIRA process includes five broad stages, which cover all the steps from the moment the assessment initiates to the dissemination of its results, as follows:

1. Initiating the MIRA (section E.4.2).
2. Undertaking the secondary data analysis (section E.4.3).
3. Undertaking the community level assessment (section E.4.4).
4. Conducting the final inter-sectoral analysis and determining priority needs (section E.4.5).
5. Preparing and disseminating the MIRA outputs (section E.4.6).

For each step, clear responsibilities must be agreed upon and distributed among the stakeholders.

E.4.2 Initiating the MIRA

Define scope, scale and objectives
The objectives, scale and scope of the MIRA must be identified at the beginning of the process to ensure that all actors agree on and understand the work to be undertaken.

Specific issues for consideration are:

- The geographical scope or coverage of the assessment: Which areas will be assessed?
- The level of assessment: Is information required at district, provincial or national level? The selection of administrative level depends upon the objectives and type of information needed.
- The linkages to decision-making and funding mechanisms: Is the assessment expected to inform ongoing decision-making and funding mechanisms? Which ones and how? What are the deadlines?

The objectives are not fixed and may be revised according to changes in the situation or if fresh evidence brings a new, more accurate understanding of information needs and gaps.

Adapt and agree upon the MIRA Framework
The MIRA Framework underpins each step of secondary data collation and primary data collection and serves as a tool to support data analysis. The framework is based on eight themes:

1. Drivers of the crisis and underlying factors.
2. Scope of the crisis and humanitarian profile.
3. Status of populations living in affected areas.
4. National capacities and response.
5. International capacities and response.
6. Humanitarian access.
7. Coverage and gaps.
8. Priority needs.

Each theme is further divided in key questions. The answers to these questions emerge through the analysis of secondary and primary data. The process of data analysis is supported by the further delineation of the themes in four dimensions: status and impact, vulnerabilities and risks, trends, and information gaps.

The full MIRA Framework document is contained in section Z.9 and can be downloaded as a Word file at https://assessments.humanitarianresponse.info. Section Z.10 contains further

information on sectoral indicators for use during the early phases of an emergency.

The Situational Analysis and the MIRA Report use the same eight themes, known as the MIRA analytical framework, to ensure that evidence clearly supports the conclusions reached during the final inter-sectoral analysis, and to facilitate the easy transferal of the assessment's findings.

Tips for using the MIRA Framework

- Under the leadership of the RC/HC and in collaboration with members of the HCT and ideally with the Government, UNDAC teams should adapt the MIRA Framework to the local context. The themes will likely remain the same, but some of the questions may need to be reshaped.
- Organize the information collected according to the categories of the MIRA. Search for information to answer the questions of the MIRA Framework under the columns "situation/impact" and "vulnerabilities/risks".
- Consider what future trends will be. Based on information collected on the situation and vulnerabilities/risks, consider what the future "trends" might be in each theme, completing the "trend" column.
- Flag information gaps. Where there is insufficient information, highlight an information gap, in the last "information gap" column. This will help direct further research.

E.4.3 Undertaking the Secondary Data Analysis

Secondary data plays a crucial role in the early stages of an emergency, when collecting primary data is limited by human resources, time and access constraints.

There are two types of secondary information:

- *Pre-crisis secondary information* is particularly important as it helps recognize pre-existing vulnerabilities and risks that may be exacerbated due to the disaster. Lessons learned from similar past events − in terms of priority needs and interventions − are also valuable. Pre-crisis information can also serve as the baseline for assessing the impact of the disaster.

- *In-crisis secondary information* includes all the information directly related to the disaster and not collected through the community level assessment. It gives an accurate appreciation of the current crisis and, when compared with pre-crisis information, helps assess the impact of the disaster.

Secondary data analysis (SDA) uses pre- and in-crisis secondary information to form a clear and up-to-date picture of the situation and promote a common understanding.

The secondary data analysis proposed by the MIRA methodology builds on the body of evidence developed over the last decades to formulate priority needs.

UNDAC's Role

In most cases, the UNDAC team will receive an initial SA based on secondary data analysis completed by OCHA. It will then be up to the UNDAC team to update the initial SA based on new information, including information from specific rapid field visits undertaken in the first days of the response.

The team will also have at hand the Hazard Identification Tool (HIT), which is a document identifying potential environmental hazards based on information gathered remotely by OCHA's Environmental Emergencies Section.

Collecting secondary data

Secondary data collation is driven by the objectives, scope and framework of the assessment. Once begun, secondary data collation and analysis should be carried out on a rolling basis as new information becomes available.

The process of collecting secondary information should involve:

1. Defining the information needed.
2. Identifying data sources.
3. Collecting the information, including assessing its usefulness (relevance and timeliness) relative to information needs, and assessing its reliability and credibility (source's credentials, data collection method).
4. Tagging the information according to the MIRA Framework (identify the theme it relates to) and to the data's own characteristics (date, location, sector, vulnerable population).
5. Collating the information and flagging any inconsistent information for follow-up information gathering. Data should be updated regularly.

The following table lists examples of secondary data sources:

Pre-crisis information	In-crisis information
National institutions (ministries, research institutes, universities, etc.)	National institutions (ministries, local offices of emergency preparedness, etc.)
Large survey (DHS, MICS, census, etc.)	Media reports, social media (Facebook, Twitter, crowd sourcing)
International development institutions (e.g., World Bank)	Assessment reports from local and international NGOs
Sector fact sheets	Situation reports (OCHA, clusters, government)
CODs	Humanitarian profiles
United Nations, local and international NGO survey reports	Geospatial data from UNOSAT, Google Earth, etc.
United Nations global data sets or country portals	Satellite imagery, UNOSAT, the International Charter or private providers
Geospatial data	Social media
Online databases (e.g., EM-DAT7, Prevention Web)	Funding appeals
Previous Flash Appeals and CAPs	
WHO country epidemiological profiles	
ALNAP evaluation reports, After Action reviews	
DevInfo, World Bank's world development indicators, Millennium Development Goals	

Section Z.11 contains a list of additional secondary data sources, including useful websites.

Collating secondary data

A clear timeframe and clearly identified priorities are essential for data collation. It is important that all stakeholders are aware of and regularly updated on groups and geographical areas of concern. This will help them prioritize their secondary data collation. All information gathering comes at a cost. The team should constantly ask what the (extra) cost is in terms of time and money required to gather (extra) information and what added value does that information then bring.

There are two levels of analysis. The first is sectoral secondary data analysis, where data is collated and analyzed by sectoral experts (agencies/clusters). The results of the various sectoral secondary data analyses should then be discussed and appraised with the findings of other sectors during a facilitated process in order to compile a common overview called inter-sectoral secondary data analysis. This process helps identify initial priorities and gaps.

Secondary data should be systematically organized (or tagged) using the themes, key questions and dimensions provided by the MIRA Framework (the Framework can be used as a template).

In addition, secondary information should be ordered around four key variables: date, location, group and sector.

As data is collated, the following points should be kept in mind:

- *Timeliness*: information and analysis should be provided in time to inform key decisions about the response (e.g. a flash appeal) and the design of subsequent primary data collection.
- *Adequacy*: the information used should be "good enough" – there is no point in seeking more detail or precision than needed. The value of the data sought should justify the time spent searching it.
- *Relevance*: only data that can be used should be collected. The information and analysis provided should be relevant to the decisions that have to be made and always support the identification of strategic humanitarian priorities.
- *Coverage and scale*: ideally, data should be collated over the whole affected area. The level of geographical disaggregation should relate to the level at which strategic interventions will be planned. Population figures should be disaggregated by sex, age and geographic areas in order to provide, at a minimum, an overall profile of the situation of the female and male populations for different age groups.
- *Transparency*: it is essential to be explicit about the assumptions made, the sources and methods used and the information relied on to reach the conclusions, as well as about the limits of accuracy of the data used.
- *Objectivity*: a variety of sources should be used when collecting and analyzing information to provide varied and balanced perspectives for addressing problems and recommending solutions.

Analyzing secondary information

When analyzing secondary information, it is necessary to:

- Compare the situation prior to the crisis with the in-crisis situation as well as with international standards (e.g., SPHERE) or other relevant thresholds. Experience and lessons learned from similar situations can be used to identify risks and new or emerging needs and the likely evolution of the crisis.
- Make a clear difference between the crisis-related impact and pre-existing vulnerabilities (underlying factors) that are exacerbated by the crisis or that will increase the vulnerability of affected populations or the crisis impact on them. Pre-

crisis information provides very useful insights on how the disaster may have affected the livelihoods, systems, infrastructures and environment.

- Cross-analyze key data and use additional information sources to understand or make reasonable inferences about unmeasured conditions or situations. This helps understand better not only what is happening and where it is happening but also why it is happening.
- Look at the differences between groups (including males and females), sub-groups, sectors and places. Collect sex and age disaggregated data. A "more or less" type of analysis can be useful: What are the most affected groups? What are the most affected areas? What are the sectors requiring immediate interventions?
- What are the key issues? Areas, groups and interventions should be prioritized.
- Finally, the differential impacts on potentially vulnerable groups (including women, children, older people and persons living with disabilities) should be identified.
- Identify constraints, information gaps and needs for further assessment. It is important to always consider what is missing.
- Use assumptions, judgment and "educated guesses" to overcome the "known unknowns".
- Evaluate the reliability, credibility (level of bias, source's credentials, data collection method, confidence intervals, etc.) and the usefulness of the data (information sufficiently recent and relevant to the analysis of secondary data, level of disaggregation, etc.).
- Conduct a sector analysis before combining and consolidating findings into a cross-sectoral analysis.
- Draw on existing country information to identify infrastructure and industrial locations with potential secondary hazards within the affected area. These can be prioritized for field visits using the Flash Environmental Assessment Tool (FEAT).

Addressing information gaps

The review and systematic organization of secondary data and the evaluation of reliability and usefulness of data ensure that the planning of the primary data collection will be based on identified gaps, where information is lacking or weak. In order to better inform the MIRA report and increase the evidence base for the analysis, the identified information gaps will be addressed through the Community Level Assessment (CLA).

UNDAC's Role

While sectoral secondary data analysis should be done by sectoral experts, the UNDAC team may be called upon to provide a facilitation role, and in some instances, contribute with sectoral expertise of UNDAC members. The UNDAC team should then typically lead, or support, the process to compile the common overview on inter-sectoral secondary data analysis.

The UNDAC team will likely need to dedicate specific capacity within the team to systematically organizing the information using the themes, key questions and dimensions of the MIRA Framework. This capacity can come from UNDAC, OCHA regional or country offices, the RC's Office or other partners, such HCT members.

Additional support

During large-scale emergencies (L3), OCHA's Coordinated Assessment Support Section (CASS) will work in collaboration with OCHA's Coordination and Response Division (CRD) to start preparations immediately and to liaise with country/regional offices, clusters and UNDAC as applicable.

In medium-scale emergencies, support from CASS and any other OCHA entity can be requested to develop a first-draft of the Situational Analysis. UNDAC, or other in-country resources, would then develop further drafts.

E.4.4 Undertaking the Community Level Assessment

The Community Level Assessment (CLA) deals with the collection and analysis of primary data, through field visits. It focuses mostly on qualitative information and provides a unique opportunity to assess the needs and priorities as perceived by affected populations (including female and male members) and include it into the broader assessment of strategic humanitarian needs priorities.

Using an adapted and standardized assessment form, the CLA relies on assessors to conduct direct observation and interviews with generalist and specialist key informants. The CLA includes a systematic appraisal of the situation by the field team following each visit (first level of analysis) to capture more informal (and unstructured) elements of the field assessments (e.g. informal observations and discussions with affected people).

UNDAC's Role

Depending on existing capacities of the Government and the HCT, the UNDAC team will need to lead and/or coordinate or provide technical support and advice to the CLA process, including the adaptation of a standardized assessment form, elaboration of the CLA plan and determination of assessment methods used.

The following chart provides an overview of the CLA process:

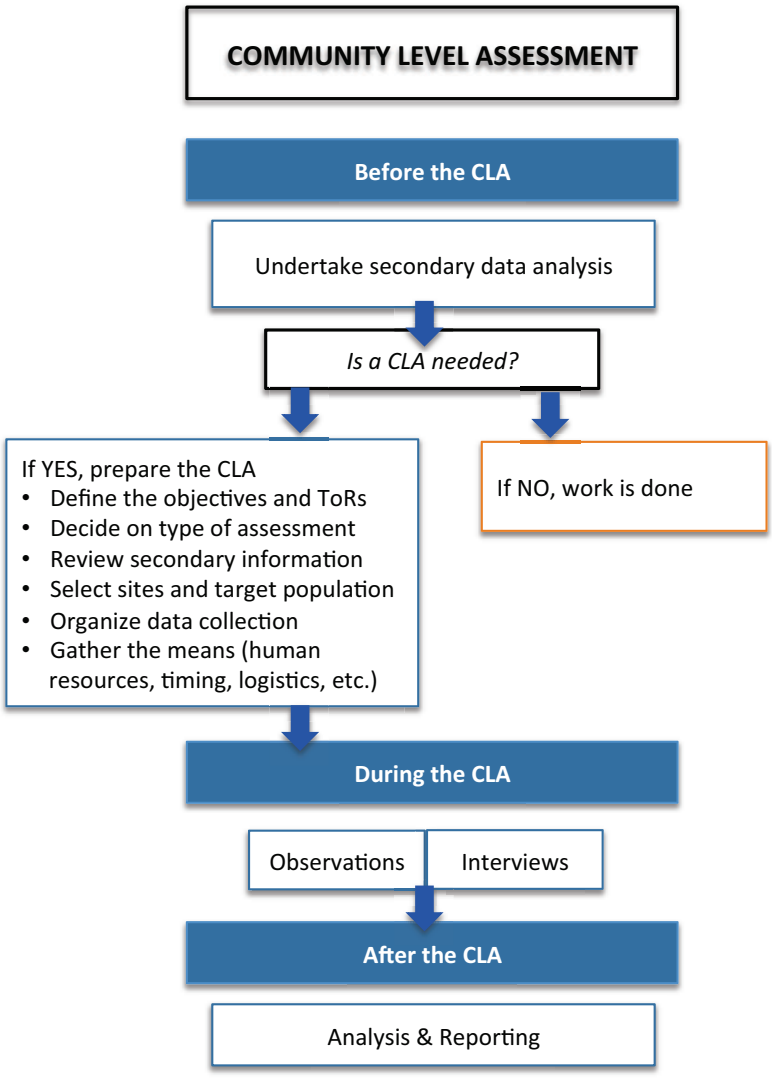

Figure E.2: The CLA Process

Planning the CLA

Once the decision to do an assessment has been made, there are certain issues that must be addressed before undertaking the field visits. In this perspective, the CLA must be guided by a general plan developed in common agreement with the stakeholders, including the items detailed below.

CLA Planning Template

- Team composition
  - Team members
  - Gender balance
  - Agency/sector representation
- Distribution of tasks
  - Team leader
  - Sector-specific tasks
  - Responsibilities for logistics, security, reporting, media
- Precise definition of the field visits
  - Site selection
  - Locations
  - Route planning
  - Timeframe
- Analysis plan
  - Broad objectives
  - Information needs (MIRA Framework)
- Analysis plan (cont'd)
  - Indicators and standards
  - Who has the required information (key informant selection)
  - Observations and key informant interviews
  - Structured assessment tools
  - Assessment outputs
- Logistics and organization
  - Transport and movement plan
  - Accommodation
  - Communication and supplies
  - Equipment
- Security arrangements
  - Security clearance
  - MOSS compliance
- Timings and deadlines relative to reporting and dissemination

Sampling and site selection

In most instances, primary data can realistically be collected only at the level of communities during the first two weeks following a major emergency. Given the time, access and logistics constraints, collecting meaningful quantities of data at household or individual levels is often unrealistic.

As time constraints normally do not permit random or statistically representative sampling, a sample of sites that represent a cross-section of typical regions and affected populations is generally selected. Such sampling is known as *purposive sampling* and includes considerations such as:

- *Urgent need*: At the height of a crisis, data collection is a quick exercise limited to areas showing the greatest needs or where vulnerabilities are believed to be the highest.
- *Accessibility of the sites*.
- *Gaps in existing knowledge*: Locations about which little are known or key information is lacking will be selected, particularly where there are no relief agencies

operating yet. The sampling size or the number of visited sites is determined by the availability of staff, time and logistical support, as well as by the geographic spread of the disaster and the heterogeneity/homogeneity of the population. Other practical criteria linked to program response may also guide the selection.

Purposive Sampling versus Random Sampling

Purposive sampling will involve the selection of sites in a way that provides a varied view of the humanitarian impact of a disaster. Sites will be chosen because they are "typical" of a specific type of affected region and/or population. The different sites will provide a composite picture of the different types of humanitarian impact.

Random sampling is done when locations and households' livelihoods are similar. List all the locations and randomly pick the number that you intend to visit.

To ensure the timeliness of the assessment, the MIRA guidance recommends the use of purposive sampling. This ensures that different types and levels of impact are captured in the assessment. To determine a sample for site visits, the following steps can be taken:

1. *Define the target groups*: The groups are chosen based on characteristics that are considered important in determining their vulnerability. These characteristics can be related to the population itself (residence, ethnicity, religion, age, gender, disability, social, cultural, legal status or settlement types) or to the sites in which they are located (and the level at which the crisis has had an impact - direct/indirect). Affected groups should first be categorized and then selected in a way that focuses on "higher level" categories to ensure reasonable data volumes.

2. *Map the target groups by their location*: Once the groups are chosen, it is important to localize them. Design a matrix that lists the different groups (G1, G2) in different rows, and the administrative locations in separate columns.

3. *Select the most appropriate sites for assessment*: As it is not possible to visit all sites, focus should be on visiting target groups in key areas where impacts are believed to be "typical" of that group. The eligibility of a site will also depend on: i) quantity of information on a site; ii) homogeneity between sites; iii) group diversity at a given location; iv) data required for comparison; and v) severity of impact. Wherever possible, reduce overlaps in selected sites. Site selection should be done by people with emergency setting experience, knowledge of the local context and skilled in rapid assessment techniques.

4. *Check your resources*: Ensure that the necessary means (logistics, skilled staff, finances) are in place to follow the site selection plan. The number of sites assessed will depend on the availability of staff, time, logistical support, geographic spread of the disaster and heterogeneity of target populations. Depending on the resources, you may need to reduce the number of sites or the size of the assessment team per site. There is no "mathematical formula" for determining the ideal number of sites – rather it will be based on judgment. It will be important to keep the sample size small enough to be manageable and large enough to generate useful information. As a rule of thumb, there are few situations in which it is useful to include more than 30 sites for purposive sampling – rather 15-20 sites is useful in most cases.

Prioritizing Sites

Priority 1: Area and/or population directly affected. For example, an earthquake zone, an area of armed conflict, a population forcibly displaced from their homes or an affected population due to hazard material exposure.

Priority 2: Area and/or population indirectly affected. For example, areas economically affected by conflict in a neighboring region or areas where people have fled or evacuated to, e.g. host communities.

Priority 3: Area and/or population unaffected or minimally affected. The emergency has no significant impact on lives and livelihoods (very useful for comparison with affected areas).

Collecting primary data

Data should be collected using a structured assessment form. The structured assessment form recommended by the MIRA methodology (available at: https://assessments.humanitarianresponse.info/guidance) reflects the MIRA Framework and allows data collected to be used in the broader analysis process. It stresses the understanding of the impact of the crisis and the comparison of the "before" and "after".

UNDAC members should always check whether a standard data collection template for rapid assessments has been developed in-country. If so, and where possible, it is recommended to adapt it to the objective of the field data collection. Be sure to always pilot test and refine the assessment form before using it.

If adapting the standard form to the country context, you may refer to section Z.10 (sectoral indicators) to remember the type of sectoral information you may wish to collect following a crisis.

Before fieldwork begins, all team members and stakeholders, including translators and drivers, should be briefed on:

- The objectives and methodology of the assessment.
- The techniques and tools that will be used.
- The schedule as well as the communication, security and emergency procedures.
- The administrative and logistic arrangements, such as transport and accommodation.

Each assessor should be thoroughly familiar with the data collection process and the information elicited by each question. Each should have received notes to explain key terminologies and outline site sampling.

There are two main methods recommended in the MIRA to collect primary data – direct observation and key informant interviews.

Direct observation

Direct observation involves the assessor looking for a specific behavior, object or event – or conversely for its non-existence. For example, the observer is looking to see whether the population uses soap before and after meals. To guide a structured observation, a standardized checklist should be developed and used to function as both a reminder and a structured recording tool.

Observation tips:

- Start the assessment with a walk around the location.
- Observation is useful for cross-checking information.
- Walking through the area with local people facilitates discussion.
- Observation is the most straightforward approach to assessing infrastructure and logistics.
- Be curious!

Remember – observation is not just about seeing, but also about hearing, smelling, feeling and touching.

Key informants interviews

Key informants are people who have specific knowledge about certain aspects of the community. They are useful sources of information in rapid onset emergencies where time is limited. Typical examples include community leaders, farmers, health workers, government officials, members of women's groups, children and young people, local NGO staff, environmental contamination specialists and traders.

In the key informant interview, the individual with prior knowledge of the affected community − typically a local leader, whether civil, government or religious − is questioned to gather key information on the impact of the disaster and on priority community needs. Since community leaders and specialist key informants in positions of authority are generally men, it is important to ensure that a balanced number of women and men are interviewed so that the needs of both can be reflected, enhancing the accuracy and impartiality of the assessment.

An interview can be semi-structured (checklist), structured (questionnaire) and unstructured (no points prepared in advance). Semi-structured interviews are advised as they are the best way to get good information. With the help of the checklist, you will be able to cover all the points that you want to raise, while remaining flexible to allow the discussion to take a different direction if need be.

Information sought should be looked at from three perspectives:

- Who is (are) the best person(s) to talk to regarding this particular information?
- Is it better to talk to the person(s) individually or in a group?
- Which type and technique of interview should be used?

Group interviews

Group interviews allow interaction between people. By encouraging an atmosphere of constructive debate, you can cross-check information and probe issues. For example, one person may say that the most serious problems relate to the quality of health services, but others may not agree. A debate, even if it is inconclusive, can give you an impression of the diversity of problems that affect the community.

Group interviews are useful for two purposes:

- To gather information about a wide range of topics. Assemble a group of people with different backgrounds who, together, can provide an overview of the situation.
- To gain a deeper understanding of particular issues (cash-crops harvest results, functioning of health services for livestock, etc.). In this case, a group of people with similar backgrounds is useful. This type of interview is called a “focus group interview”.

When carrying out group interviews, be aware that:

- Some people are naturally more outgoing than others.

- Some people are confident within a group because of their status in local society. Conversely, people from marginalized groups may be reluctant to speak openly, particularly if their views are controversial.

Individual interviews

Individual interviews are useful for four purposes:

- To obtain technical information from people representing specific professions, such as health workers or employees of the water board, environmental contamination experts, first responders to chemical and radiological emergencies.
- To gain specific knowledge about a household's livelihoods.
- To delve into sensitive issues which are not appropriate for group discussion (e.g. sexual abuse among refugee populations).
- To save time, when there is not enough time to organize a group interview.

Field assessment principles

The following principles should be applied during field assessments:

- Consult the people affected. Encourage the people affected by the emergency to explain how they view the situation. Even in rapid onset emergencies it is possible to seek the opinions of local people.
- Consider the particular needs of different groups and individuals (men, women, the elderly, children, etc.). People will be affected differently by the emergency and their needs will differ accordingly.
- Consider the reliability of information. Information may be "fact" (definitely true), "opinion" (depend upon the perspective of the person giving the information) or "rumour" (based on unverified information).
- Consider bias. Everybody is biased. Analysis of information should take into account the potential bias of the informants and of those carrying out the assessment.
- Seek out marginalized groups and ensure that their interests are taken into account. Consider who has power and whose voice is not heard. Marginalization may be based on gender, ethnicity, social status and/or many other characteristics.
- Look for changes and trends that affect society. Try to understand what is causing these changes.
- Consider the potential impact of hazardous substances that could be released due to the disaster, causing severe damage to the population health, water usage and food security as well as agriculture fields and livestock. This situation requires specific response mechanisms and resources.
- Look out for the unexpected. Be prepared to have your assumptions challenged. Be alert and try to find out what issues are most important to the people you are talking to.

- Consider the impact of certain issues on society as a whole. For example, HIV/AIDS is not just a health issue. In many parts of the world, it has a devastating social and economic impact.
- Throughout the assessment, think about how the information will be used. Ask yourself what sort of program might be appropriate to deal with the issues being raised. Consider the potential positive and negative effects of a program.
- Time field visits carefully. Try to avoid times when people are particularly busy or when there is a holiday or celebration. Some people are absent during particular seasons, and activities and vulnerabilities may vary from season to season.

Assessing technological disaster risk

When conducting the CLA, UNDAC team members have the responsibility to identify acute environmental impacts, which are defined as those that pose existing or imminent risk to human life and welfare and need to be addressed within the initial response to the disaster. In addition, UNDAC members have an important role to play in identifying key environmental considerations, including underlying vulnerabilities and concerns, and ensuring these are recognized, assessed and integrated into disaster response.

While environmental issues are an integral part of all disaster response, technological disasters pose a specific challenge. These types of accidents can be caused by man or triggered by a natural disaster, and may cause severe environmental damage as well as loss of human lives and property. UNDAC teams comprising specific environmental expertise may be deployed to respond to the aftermath of a technological disaster. (Note: Response to nuclear and radiological accidents does not fall into the mandate of an UNDAC team. These types of accidents are the responsibility of the International Atomic Energy Agency.)

When a separate Environmental Expert is deployed as part of the UNDAC team, this person will undertake an overall rapid environmental assessment of the disaster. Other team members are obliged to pro-actively identify and report on acute environmental impacts to the UNDAC Team Leader and the Environmental Expert.

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.

Gathering information on acute environmental impacts is best done by asking the right people the right questions. 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. Affected communities and people should also be consulted. 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 United Nations staff may also provide information.

The Flash Environment Assessment Tool (FEAT) helps identify potential secondary risks posed by large infrastructure and industrial facilities containing hazardous materials. Industrial hazard profiles are available on the Virtual OSOCC for a number of countries and can be adapted to the specific location in a couple of hours using the FEAT. Focusing on the "big, obvious and life-threatening" impacts, the FEAT allows UNDAC members to identify immediate risks and needs, to prioritize field visit locations and to guide requests for additional expertise. The FEAT tool and online training can be accessed on the Environmental Emergencies Centre (www.eecentre.org).

Below is a list of questions to ask local officials. Additional information can also be found in section Z.11.

1. Are there industrial facilities, factories, plants, pipelines, dumping sites, chemical/pesticide depots, retention/power dams, etc., in or near the affected area? If so, have they been inspected? If yes, what is the result? What is the quantity and nature of substances involved?
2. Are there secondary impacts such as fires, explosions, spills, leaks or landslides resulting from the disaster? Are there reports of spills, leakages, industrial fires, releases of toxic substances, etc.? If yes, what is the result? What is the quantity and nature of substances involved?
3. Are there reports of casualties whose injuries are inconsistent with other injuries directly resulting from the natural disaster?
4. Are there serious landslides, mudslides, secondary floods or wildfires reported?

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? Under what weather conditions?
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? What is the nature of injuries and the severity of exposure?
5. What is the local capacity?
    - Are there any local or national authorities responsible for the situation? What are the contact details of the person in charge?

- What medical resources (pharmaceuticals, decontamination, laboratories) and facilities are available?
- Is additional specialized expertise needed?
- Is there anything that requires immediate mitigation?

Any significant assessment findings related to environmental emergencies should be immediately reported to the UNDAC Team Leader and the OSOCC. Additional support can be provided by the Joint United Nations Environment Program (UNEP)/OCHA Environment Unit. In consultation with national authorities, recommendations for further action and requests for further expertise (experts, sampling, equipment) can be made.

Conduct first and second level analysis of CLA information

The collection of field data should be followed by a structured debriefing by field teams after each visit to help capture more informal (and unstructured) elements (discussions, observations).

Using their expert judgment, team members assess the situation (identifying priority needs, concerns, groups, etc.) based on formal and informal elements of the visit, and justify or expand on their conclusions. This will further strengthen the analysis and interpretation of primary data at the central level.

A second level analysis should take place with all field team leaders. It brings together information from the various sites in order to identify the recurrent issues and compare the situation between sites, females and males, population groups, etc.

Clusters/sectors can also carry out sector-specific analysis if required. To this end, data gathered through the community level assessment (apart from sensitive data) should be shared with the wider community.

E.4.5 Conducting the Final Inter-Sectoral Analysis and Determining Priority Needs

Analysis is the process whereby information from all the different sources is synthesized to enable you to answer the following questions:

- What are the main problems?
- Who is affected by these problems?
- What are the capacities of the affected population? How well can they cope with the problems?
- Is other assistance currently available to the affected population?
- Is there a need for intervention? If so, what type of intervention is required?

Once the inter-sectoral secondary data analysis and analysis of the CLA have taken place, MIRA participants convene to conduct the final inter-sectoral analysis and identify strategic humanitarian priorities. This analysis requires a discussion among all relevant actors and consensus around key findings and resulting decisions.

The MIRA Framework will greatly influence the identification of priority needs. It is therefore essential that all participants be familiar with it and that consensus be reached on its structure from the start of the process, as suggested by the MIRA approach. The MIRA Framework, which is designed as a logical step-by-step analysis plan, should be used to analyze the information and identify priority needs.

UNDAC's Role

The UNDAC team is typically required to facilitate or provide technical advice to the debriefing process, both with the first level analysis of the CLA as well as with the second level analysis with all team leaders.

Facilitated discussion

The final inter-sectoral analysis is carried out through a facilitated discussion that brings together the key MIRA participants. During the discussion, intra- and inter-sectoral data, information and knowledge are shared and consolidated in a structured manner in order to build a common understanding of the situation.

The process can be as follows:

1. The facilitator begins by redefining and ensuring a common understanding of the scope of the analysis among all participants. In order to identify the strategic humanitarian priorities, the discussion first focuses on the following questions: Where does the humanitarian community need to respond in priority? Who should be protected and/or assisted in priority? Which are the priority cluster/sector response domains?
2. The facilitator then directs the discussion along the eight themes listed in the MIRA Framework using the corresponding key questions and sub-questions.
3. Each theme is discussed in the order in which it appears in the Framework and according to three dimensions: status and impact, vulnerabilities and risks, and trends.
4. Trends require participants to anticipate on the "worst" and "most likely" evolutions of each theme in the short-, medium- and long-term. The compilation of anticipated trends will form the basis of scenario building.
5. For each question, participants are also requested to key out information gaps, which are critical pieces of information when identifying priority needs.

The facilitator aims at building consensus on each theme and question before moving on to the next one. In order to reach consensus, participants should provide evidence to support their position and indicate their level of confidence in their analysis and interpretation. It is essential that the evidence provided, including information gaps, be recorded with the conclusions.

When no consensus can be reached, the facilitator will record both diverging views and supporting evidence and the discussion will continue on to the next theme.

Conversely, some themes and questions – including those on which no consensus was reached – may be reconsidered at a later stage, as new evidence is uncovered during the discussion. The conclusions should then be amended accordingly.

Analysis considerations
The following can be considered when conducting the final analysis:

- What has changed since the emergency started, when comparing pre and in-crisis data?
- How has the situation changed?
- Who has been affected and how?
- Is the situation likely to change further? How, for whom and where?
- Is there anything that has stayed the same? Is this expected to change? What would bring about that change?
- What is important about one group, one time, one place when compared to another? Are there differences? Are there similar patterns across different groups?
- What do we know, how do we know it, and how well do we know it? Where does the evidence come from and how strong is it? Is it reliable, why and what is the next level of detail required? Are the sources of information telling a consistent story? Do they make sense?

E.5 MIRA Outputs

The MIRA Framework identifies core products associated with Phase 1 and Phase 2 of a sudden-onset emergency – the Situational Analysis (SA) and the MIRA Report.

The current templates for each of these documents can be found at https://assessments.humanitarianresponse.info.

Information on the dissemination of information can be found in chapter F.

E.5.1 Situational Analysis (Phase 1)

Approximately 48-72 hours after the onset of a sudden emergency, a reasonable picture of the situation should have emerged from the secondary and initial primary data analysis. By then, assessors should have translated their conclusions into clear and easily accessible results so that a Situational Analysis (SA) can be circulated.

Its added value is to provide a summary of:

- drivers of the crisis and underlying factors
- scope of the crisis and humanitarian profile
- status of populations living in affected areas
- national capacities and response
- international capacities and response
- humanitarian access
- coverage and gaps
- priority needs

As the SA must be produced very quickly, most of it may be based on the secondary data analysis. In some instances, it may even be the sole source of information. If it is possible to investigate sites during this period, the approach proposed in the CLA should be used to ensure consistency and continuity over time. The adaptability of the assessment form will facilitate this process.

The SA reflects a shared understanding of the situation across the humanitarian community and is intricately linked to the formulation of a Strategic Statement and development of resource mobilization tools.

As secondary data analysis continues at the sectoral level throughout Phases 1 and 2, the SA may be updated periodically until the final MIRA Report is written. Each new update will be the result of a revised inter-sectoral analysis. Updates may be prepared upon request or after any significant changes in the situation (e.g., an increase in the number of affected populations, a report of new affected areas or vulnerable groups, an increase in population movement).

Scenarios

The SA requires the development of scenarios. Building scenarios will involve consideration of what people might do, what likely needs are, what the likely speed and scale of the response will be, and what the most likely evolution of the situation will be.

It will rely on:

- Identifying drivers that can influence the direction that the future will take (e.g. future risks/opportunities, resilience/vulnerability of affected people, in-country capacity).
- Developing specific, informed assumptions of how each driver will evolve.
- Defining the "assumed impact" based on each drivers' assumed evolution (how groups are affected, what priority needs are and operational constraints).

Based on this, scenarios may be defined outlining the likelihood of occurrence (probability level) and the foreseen impact severity.

UNDAC's Role

The SA is one of the first key products expected of the UNDAC team, regardless of whether the team plays a leading, facilitating or support role in its creation.

E.5.2 MIRA Report (Phase 2)

Two weeks after the disaster, a MIRA Report is produced to inform the Strategic Response Plan (formerly known as the revised Flash Appeal). The Report consolidates the conclusions of the final inter-sectoral analysis. It responds to the same key questions as the Situational Analysis and uses a similar structure, also based on the MIRA Framework.

The purpose of the MIRA Report is to help decision makers − including the humanitarian country team, sector/cluster leads and members, the government and donors – collectively appreciate and communicate on the nature and dynamics of the crisis and to further define strategic humanitarian priorities.

UNDAC's Role

Ideally, the UNDAC team will have a supportive role in the elaboration of the MIRA Report based on the SA. Depending on the situation, the team may be more heavily involved in the drafting of the report. By that time, the handover and exit strategy of the team should be clear. The MIRA Report should then be annexed to the End of Mission report in which the handover of tasks and responsibilities is clearly identified.

E.6 The Assessment Registry

The Assessment Registry (former known as Survey of Surveys) is a registry of the various assessments that have taken place in a given emergency that is compiled by OCHA/UNDAC with the intention of allowing the humanitarian community to benefit from the assessment work of other groups. Additionally, the Assessment Registry allows for the identification of gaps in assessment coverage (by geography, sector and/or time period) and is therefore useful in assessment planning.

The *IASC Operational Guidance on Responsibilities of Cluster/Sector Leads & OCHA in Information Management* specifies that the Survey of Surveys is the responsibility of the OCHA/UNDAC at the country level, but it is to be produced in collaboration with the clusters/sectors. OCHA/UNDAC also has the responsibility to advocate for the use of the tool and to coordinate networks and information flows for the timely updates of information.

Cluster guidance for effective management of information notes that it is the role of the clusters to provide background information about assessments to populate the Assessment Registry.

The Assessment Registry does not attempt to hold the actual assessment results, but rather to serve as a registry of information that describes the assessments. It is a list that includes:

- assessment title
- cluster/sector covered
- methodology
- locations
- status
- starting date
- ending date
- where to obtain report
- contact details

The registry is available on applicable country webpages at http://humanitarianresponse.info.

E.7 Additional Reading

Further information on assessments is available in the following documents:

ICRC and IFRC (2008) *Guidelines for assessment in emergencies*
http://www.ifrc.org/Global/Publications/disasters/guidelines/guidelines-emergency.pdf

Inter-Agency Standing Committee (2012) *The Multi-Cluster/Sector Initial Rapid Assessment*
http://assessments.humanitarianresponse.info/guidance

Inter-Agency Standing Committee (2012) *Operational Guidance for Coordinated Assessments in Humanitarian Crises*
http://assessments.humanitarianresponse.info/guidance

Environmental Emergencies Centre: Tools, guidelines and methodologies (including the Flash Environmental Assessment Tool and Industrial Accident and Disaster Waste Management e-learning)
www.eecentre.org

F. INFORMATION MANAGEMENT

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F.1 Introduction

Information is the result of processing, handling and organizing data to generate a modification (quantitatively or qualitatively) in the knowledge of the system that will receive it (see Figure F.1). Humanitarian Information Management (IM) is the systematic practice of collecting, processing, analyzing and disseminating data and information in support of humanitarian response. The purpose of IM in humanitarian action is decision support. The dissemination of timely and reliable data and information to humanitarian stakeholders is essential for effective and efficient humanitarian action.

The implementation and coordination of a humanitarian response requires access to the most reliable, up-to-date and accurate information available. Decision makers need to know who has been affected, with consideration to gender and age, what the needs are and how humanitarian actors are responding in order to develop a strategy that will direct resources to address priority needs and gaps, and mitigate risks.

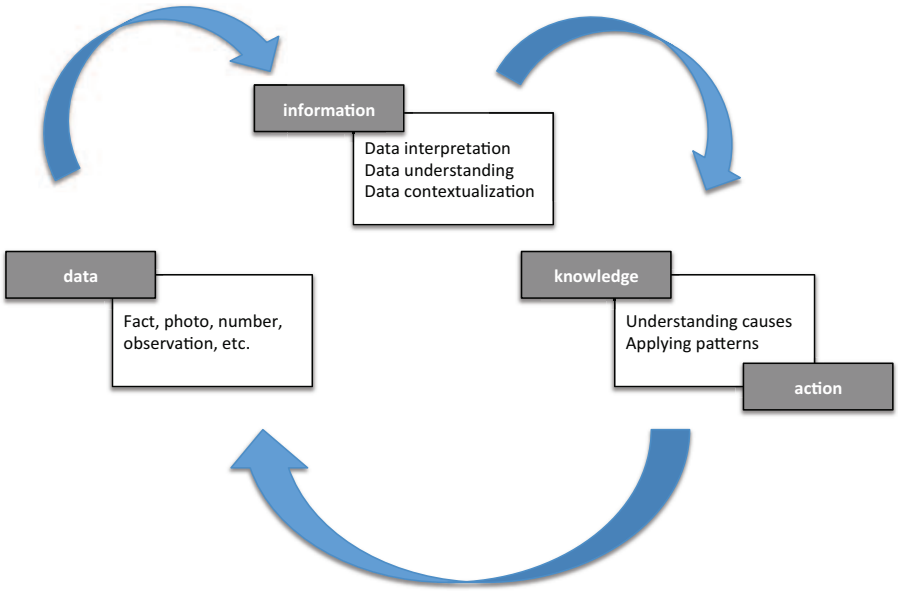

Figure F.1: The Knowledge Dynamics

F.2 Information Management in the UNDAC Mission Cycle

The typical mission cycle rests on a knowledge base and conceptual framework, referred to as awareness, and includes three interrelated phases: pre-mission, on-mission activities and mission end. Information management is a key and dynamic process that maintains the structure of the UNDAC mission cycle, integrating its parts and connecting it with the international disaster framework, as detailed below. As the UNDAC team builds the operational picture it must share that information with the wider community.

Due to emergency preparedness and IM efforts from various emergency response institutions, a cumulative body of disaster knowledge is available to UNDAC members to support their capacity building in disaster response. UNDAC members, as well as other humanitarian actors, can access this knowledge base and conceptual framework through websites (e.g., Virtual OSOCC, ReliefWeb, RedHum) and Inter-Agency Standing Committee and OCHA document collections.

F.2.1 Pre-Mission

When an UNDAC mission is approved, an IM effort is initiated in OCHA (FCSS, Regional or Country Office) to provide useful logistic and infrastructure information to the UNDAC team. In most cases, the UNDAC team will receive an initial disaster assessment based on secondary data analysis carried out by OCHA's Coordinated Assessment Support Section (CASS). This initial assessment will provide the team with an initial impression of the scope and scale of the emergency thus helping the team prioritize its assessment and information gathering operations. The initial information package includes a range of information based

on what is available, the emergency context and additional risk factors including potential environmental hazards. It is the responsibility of the UNDAC team to provide updates to the secondary analysis based on observations and information gathered in the emergency context during the first days of the response, and verify the secondary data analysis with in-crisis secondary and primary data (e.g., the team's own observations, media reports and other organizations' initial assessments).

F.2.2 On-Mission Activities

One of the primary responsibilities of the UNDAC team is to assist the Government of an affected country in its decision-making through the identification and prioritization of needs for international disaster relief assistance.[1] To accomplish that, UNDAC teams must develop an adequate and efficient structure and flow of information in order to disseminate the analysis of emergency needs to national authorities and other disaster responders in a timely manner. The information must be shared in a format and language that is useful for decision-making. This information should convey details about the operational picture including: the humanitarian effects of the emergency; operational constraints; resource needs; available capacities; ongoing response activities; duplications of effort; and unmet needs (gaps). IM is closely related to assessment (see chapter E) and coordination (see chapter D), as a key support provided in the humanitarian response by UNDAC teams.

At the onset of the mission, the UNDAC team will need to determine with the United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC) the extent of the team's information management responsibilities. These responsibilities may include some or all 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 the Local Emergency Management Authority (LEMA), International Federation of Red Cross and Red Crescent Societies (IFRC), agency information officers and military information liaison officers; and 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 to and from field offices; and 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

1 Through the mandate of the United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC), and/or Humanitarian Country Team (HCT)

providers.
- Monitor donor contributions and resources provided.
- Establish and maintain an ongoing information system/database 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, and liaise with OCHA spokespersons.
- Provide briefings for senior-level staff, visiting dignitaries and donor missions.

F.2.3 Mission End

One of the key functions at the end of an UNDAC mission is a successful handover/transition for any information that has been collected during the deployment. The information will be delivered to the entity that will continue to support the response. Potential partners for handover include OCHA information management officers, the Resident Coordinator's office, the LEMA or other responsible bodies. Experiences from UNDAC missions are continuously captured, processed and fed into the knowledge base (awareness) ensuring that best practices are made available for the global UNDAC team and become part of the UNDAC methodology.

F.3 Information Management Process

Information management by the UNDAC team includes the following steps:

- data collection
- data processing: collation and structuring
- data evaluation and analysis
- dissemination of information products (e.g., maps, reports, spreadsheets)

F.3.1 Data Collection

Data collection is defined as the ongoing systematic collection of data (quantitative and/or qualitative) necessary for identifying and prioritizing needs for disaster relief assistance. The data collection process will involve a wide range of sources. Accurate data collection is essential to maintaining the integrity of disaster response. Both the selection of appropriate data collection instruments (existing, modified or newly developed) and clearly delineated instructions for their correct use reduce the likelihood of errors occurring. Difficult operational environments can make the timely collection of data complicated. A balance must be found to get the best available operational picture in a timely manner.

Accurate and timely data collection leads to:

- Prioritization of needs.
- Efficient allocation of resources.
- Quicker response leading to potential live saving interventions.
- Better risk analysis.
- Limited duplication in response.

Data is classified as primary or secondary in accordance with the source:

- **Primary data**: data observed or collected directly from first-hand experience.
- **Secondary data**: published data, data collected in the past and data collected during the crisis by other parties.

As noted above, the initial data collection begins even before deployment through the use of secondary data sources and is supported in the pre-mission phase by CASS and FCSS. For further information on collecting primary and secondary data, see chapter E.

Once collected, data must be assessed for reliability, credibility, suitability and adequacy.

Reliability and credibility of data
The following system for assessing data reliability and credibility was developed by the military and is widely used by armed forces and law-enforcement agencies around the world, as well as humanitarian responders such as IFRC's Field Assessment and Coordination Team (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 can 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

Source reliability ratings

Rating	Description
A	**Completely reliable** refers to a tried and tested source that may be depended upon with confidence. These are extremely rare and should be kept for special occasions.
B	**Usually reliable** refers to a source that 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 United Nations agencies, military entities, some major NGOs, etc.
C	**Fairly reliable** refers to a source that 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 that 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 that has been used in the past and has been proven unworthy of any confidence.
F	**Reliability cannot be judged** refers to a source that has not been used in the past.

Information credibility ratings

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 and are intended only to help formalize the credibility of information received. The system 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 that is confirmed by other sources and therefore given the rating of E1. Additionally, a report evaluated as F6 may be totally accurate and should not be routinely disregarded.

Suitability of data

The data that is suitable for one inquiry may not necessarily be suitable for another. The investigator must very carefully scrutinize the definition of various units and terms of collection used at the time of collecting the data from the primary source originally. Similarly the objective, scope and nature of an original inquiry must also be studied. If the investigator finds differences, the data will remain unsuitable for the present inquiry and should not be used.

Adequacy of the data

If the level of accuracy achieved in data is found to be inadequate for the purpose of the present inquiry, they will be considered as inadequate and should not be used by the investigator. The data will also be considered inadequate if they are related to a scope that may be either narrower or wider than the area of the present inquiry.

F.3.2 Processing: Collating and Structuring

Valuable information can come from a wide range of sources and the UNDAC team will need to capture that information and put the data into a structured format so that it can be analyzed. The data values must be comparable to allow for meaningful analysis. This is the process of collation. It's important to manage the files created during this process in an efficient and predictable way to mitigate the risk of conflicting or incomplete datasets being shared. Because each day will bring new information that needs to build on existing datasets, a plan to manage the files and keep them updated needs to be established at the start of the mission. The team will need to maintain a consistent, backed up dataset because it will serve as the foundation for the next steps in the IM cycle.

F.3.3 Analysis and Evaluation

The structured data can now be analyzed to draw conclusions that inform a strategic response. 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, gender roles in society, etc. 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. This is where the knowledge and expertise of the UNDAC team, combined with the situational awareness, leads to effective decision support. The cumulative body of disaster knowledge available to UNDAC members (awareness) is a fundamental tool that allows the UNDAC team to accomplish the data analysis.

F.3.3.1 Outputs from Analysis: Overview

The analysis that is undertaken is often represented in the form of various products. The creation of the products allows the team to develop visualizations of the analysis. The manipulation and visual representation of the data allows the team draw conclusions about the priority humanitarian needs and gaps in the response. Once developed into a product, it can be shared with a wider audience for further consideration. The wider community can help to fill the information gaps and confirm/contest the conclusions that are drawn. This is a critical step in developing an agreed plan of action amongst the community.

There is a broad range of products that can be developed in a response operation. The types of products developed will be dependent on their suitability for the emergency and the resources available for product development. One of the key functions of the UNDAC team may be to provide inputs into other humanitarian products that are part of the humanitarian programme cycle (see chapter A). Even in this case, it is essential to deliver

analytic information in a format that contributes to these products.

Since 2011, UNDAC missions have been expected to contribute to the Situational Analysis (SA), issued ideally 72 hours after the disaster's onset (and updated as required and possible in the following days), and a MIRA Report (Multi-Sector/Cluster Initial Rapid Assessment), released in the following days. For information on developing these products, see chapter E.

F.3.3.2 Outputs from Analysis: The UNDAC Situation Report

Introduction

UNDAC teams are often among the first international responders to arrive in an affected country. Given this, UNDAC members are expected to be able to quickly develop and share informal and semi-formal situation reports (sometimes called sitreps). While these will vary in scope, they serve as a primary means for the UNDAC team to communicate information back to FCSS or in-country (e.g., to the OCHA Head of Office). In many cases, UNDAC situation reports will inform the OCHA Situation Report. A high degree of process, professionalism and accuracy must therefore be applied to their production.

Context

OCHA defines a situation report as a "brief operational document intended to support coordination in an acute crisis." The OCHA Situation Report aims to provide a factual and neutral account of current needs, response efforts, gaps, analysis and trends. It is issued within 24 hours of the onset of a major crisis, or upon deterioration of an ongoing emergency. In some cases it will be issued for an impending situation (e.g., a typhoon approaching landfall). If information to support a full Situation Report is not available, OCHA can issue a Flash Update – a short bulletin that provides the main facts, current response and future expectations when the impact and scale of an incident are unknown. The OCHA Head of Office, in consultation with the RC, decides which product will be issued.

The contents of the Situation Report directly influence advocacy and response planning. As such, only one OCHA Situation Report is issued at a time and it falls under the authority and ownership of the Head of Office for the affected country (and in their absence, the RC/HC). The reports are generally written in-country by an OCHA Humanitarian Affairs Officer or Public Information Officer, supported by an Information Management Officer. In larger emergencies, a whole of office approach may be taken and an entire team assigned to reporting. UNDAC members may be assigned to this team.

Regardless of who authors the OCHA Situation Report in-country, they will work closely with OCHA's Coordination and Response Division (CRD). Once complete, the report is issued by the Head of Office, generally in consultation with the RC. For Level 3 Emergencies (see section A.5.2), the CRD desk officer will supplement the draft Situation Report and forward

it for approval by the Director, CRD.

OCHA Situation Reports are distributed widely and sharing is encouraged. The primary audiences include humanitarian actors (both inside and outside the affected country), donors, OCHA staff, Governments, civil society organizations, the private sector and the media. The OCHA Situation Report is always published on a standard template that includes contact information for the issuing authority.

UNDAC situation reports

As stated above, UNDAC situation reports inform decision-making – often through the OCHA Situation Report. In some cases, UNDAC reports will be communicated verbally to FCSS or the Head of Office upon arrival in a country. Alternatively, a quick report may be given on the Virtual OSOCC. In giving initial reports, even the most basic information can be helpful. For example, the arrival of the UNDAC team, status of the airport, damages visualized while flying over the affected area, information obtained from initial interactions with local officials and key actions being taken by the team (e.g., establishing a Reception Departure Centre). Once established, the team should endeavour to issue a more formal situation report, following consultation with the Head of Office.

A typical UNDAC written situation report should include the following sections:

- Summary (highlights and key issues).
- Situation (general description of the situation, response and recent incidents).
- 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).
    - Special administrative concerns.
    - Security issues.
- Urban Search and Rescue (USAR) activities (only applicable in USAR phase)
    - Number of teams, name and sending area/country.
    - Differentiation between national and international response.
    - Areas covered/not covered.
- Cluster overview
    - List of operation clusters.
    - Overview of coordination within clusters.

    - Specific details for each operational cluster under new headings.
    - Clearly identified national response in each cluster.
    - List of 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.
    - General context of the situation.
    - Attached maps and lists where applicable, or included in the report itself.

Writing situation reports

UNDAC report content can be generated from a variety of sources. In the initial phase of an emergency, this will generally consist of observations and discussions with Government officials, other humanitarian actors, affected parties, the media (reporters in-country) and various others. Where possible, useful sources can be requested to serve as either an informal reporter of information or as an official reporting focal point (e.g., for a cluster).

Once enough information has been collected (as discussed above in section F.3.1) writing begins, with a focus on being concise and factual. State clearly what has happened in the reporting period and how that relates to the broader context (e.g., "10 people were rescued during the reporting period, bringing the total rescued since the mainshock of the earthquake to 47"). Where available, links can be provided to other reports; however, UNDAC members should ensure that they are not replicating information or effort related to the review of secondary data already conducted.

A key focus of UNDAC reporting should be on gaps. These can be highlighted in the summary section of the report, or on a cluster by cluster basis. For example, for the WASH cluster it could be stated that of the 800,000 people who had lost access to potable water, deliveries were being made to 20,000. The gap in water coverage is then 780,000 people. Alternately, gaps might relate to coordination or reporting – what gaps in assessment and knowledge exist during the reporting period?

Situation report terminology

Terminology often poses challenges for situation report writers. The following are common OCHA report terms:

- *Affected*: All people impacted by a crisis.
- *People in need*: People affected who need assistance.

- *Targeted*: All people a cluster or sector is trying to reach with assistance.
- *Reached*: People who have received some form of assistance from a cluster.
- *Covered*: People who have received enough assistance to cover their needs for an extended period of time (against a standard such as Sphere).
- *Gap*: Unmet beneficiary need (best expressed in terms of people still in need rather than goods still not delivered). The gap is determined by the following equation: needs minus response equals gap (N-R=G).
- *Constraint*: An issue that is hindering a response activity from taking place.

Tips for writing situation reports

UNDAC members may find the following useful when writing situation reports:

- Report as soon as possible, and at least daily.
- Liaise with OCHA regional office or headquarters to determine the established reporting cycle, including deadlines for UNDAC situation reports.
- Do not delay a situation report because a specific piece of information is lacking – it can always be included in the next report.
- Do not repeat information included in previous reports, unless providing context relevant to the current information (e.g., baseline data or cumulative statistics).
- Be specific. Words such as “damaged” and “affected” have little meaning without reference to scales or context.
- If no information is available, or nothing new has occurred, state this (e.g., “nothing to report for this period”).
- Avoid presenting opinions, biases, speculation, etc.
- Cite sources of information wherever possible (e.g., “According to UNICEF, 800,000 people require potable water”).
- Avoid estimation. If applicable, state that information is estimated (e.g., “Based on a rapid flyover of the area, it is estimated that up to 75%...”).
- Avoid relative terms, such as “high”, “low”, “bad”, etc. Instead, use specific descriptions (e.g., “UNHCR reports that 25,302 of the 30,000 people estimated to have been displaced are now in camps”).

F.3.3.3 Outputs from Analysis: Other Products

A wide array of other IM products can emerge from the UNDAC mission and can be disseminated to disaster response stakeholders and humanitarian networks. In some cases the most valuable coordination products are simple tools like lists, location maps, damage maps or access maps. When combined with information about the needs, they directly inform the decisions of the response leadership.

Contact directory
Although a simple concept, the creation of an updated contact directory is crucial to effectively coordinate a response. It is important that responding entities and individuals can be contacted for operational efficiency and security. Depending on the mission, there may be tools to help with this. Otherwise, a simple spreadsheet can be used. In addition to basic contact details, the UNDAC team may include contact points, areas of operation, names of key personnel and assets.

Notice board
The UNDAC team can make available a blank notice board on which relief organizations may leave notices regarding relief operations, coordination meetings, assessment missions, etc. This board allows the needs and resources of relief organizations to be matched, as well as acting as a facilitator of information flow.

Maps
Information maps may display the following information:

- main affected area
- displaced population locations and numbers
- location of various relief organizations and 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 or railway stations
- any security incidents
- environmental hazards
- other information that can be visually displayed

The visual representation of situational and response information is a powerful tool to build common understanding. As outlined below, maps can range from the simple and basic to the detailed and complex, as warranted by the situation and permitted by the resources available.

F.3.4 Geographical Information Services (GIS)

Mapped information is very important for creating a shared operational picture of a disaster situation, and for coordinating the response. Humanitarian responders may arrive with no geographical knowledge of the affected area. Effective mapping of assessments and aid delivery is needed to avoid gaps or overlaps in response efforts.

Consider what maps and mapping services are needed from the outset of the UNDAC

mission. If a dedicated mapping team (such as MapAction) is mobilized, they should be involved in all relevant aspects of mission planning so they can understand the decision-making needs and prepare suitable map products for each mission cycle phase.

The following types of maps are commonly needed during UNDAC missions:

- General topographic and road maps - for general orientation and navigation.
- Urban Search and Rescue operations maps – possibly based on Google Earth or satellite images, but street names are also very important for USAR tasking.
- Damage or flood extent maps – these may be based on satellite image interpretation.
- Field assessment planning maps – ideally showing administrative boundaries, and place reference codes (P-Codes) if such a system exists.
- Affected population and needs maps – ensuring that areas of "zero needs" are clearly distinguished from those where there is "no data".
- Who-what-where (3W) maps – linked to a continually updated 3W matrix.

If no dedicated mapping/GIS team is available, much can be achieved by the planned use of basic tools including Google Earth, PowerPoint, etc. Even a hand-drawn overlay on a photocopied road map can be adequate to communicate the essential aspects of the operational picture.

If possible, ask a GIS unit to provide pre-prepared PowerPoint map sets that can be edited by a non-GIS expert, to produce situation maps for reports.

The world coverage of *Google Maps*/*Google Earth* is ever-increasing and it is possible to use Google Earth without an Internet connection if you prepare by "caching" map data for the area of interest while you are still online. Do this by "flying" over it at an appropriate "altitude"; the data is then saved automatically.

OpenStreetMap (OSM) is also an excellent resource for base maps. If you expect to be offline, you could cut-and-paste map areas of likely interest beforehand from OSM into a program such as PowerPoint. In a large emergency, expect that the OSM volunteer community may enhance the OSM data for the affected area, so check back when possible for updates.

GIS teams will access map data from a wider range of sources, possibly visiting the IASC *Common Operational Datasets* (CODs) Registry website for the affected country to download GIS-ready data. It is particularly important to obtain copies of the most recent administrative boundaries for the country and the best available dataset of settlements, as

these will be referred to in assessment reports etc.

UNDAC works in partnership with a variety of mapping partners to request maps to support its operations and to create maps and information graphics to inform the broader response. FCSS will reach out to partners to ensure that maps are provided to the UNDAC team to support operations. Recent years have also seen growing numbers of volunteer and technical communities world-wide, such as the *Crisis Mappers* and *Digital Humanitarians*, who may be able to help with aspects of mapping. Reliable Internet communications are usually necessary to make full use of these resources. OCHA Field Information Section (FIS) or MapAction can advise on how to engage the support of these communities during a mission.

F.3.5 Dissemination

The UNDAC team should disseminate available information to the humanitarian community on-site in a timely, structured and appropriate manner. 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. The act of disseminating products is a critical part of the IM cycle as it encourages partners to openly share data, thus improving the collection stage of the cycle. This can be done through different channels, as described below.

F.3.5.1 Coordination/Information Meetings

Hold and chair general coordination meetings on a regular basis where all partners, e.g., the LEMA, non-governmental organizations (local and international), military and international relief organizations, are invited. This is a fine venue for sharing information. In addition, one should hold meetings with Heads of United Nations agencies and cluster leads (see chapter D). The products developed by the UNDAC team act as clear visual aids to help facilitate the coordination operations.

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

F.3.5.2 The OSOCC

The On-Site Operations Coordination Centre (OSOCC), discussed in detail in chapter D, 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 repeatedly. Confidence that useful information will be easily gained will make the OSOCC an attractive place for relief workers to visit regularly thus enhancing coordination.

The following tools are suggested to collate and present information in the OSOCC:

Logbook
The OSOCC should maintain a logbook 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. It should also 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, 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 log book immediately after arrival. If not, it will be difficult at a later stage to fill in missing events and recapture what took place. This could leave the OSOCC one step behind. See section D.3.2 for a functional checklist related to information management in the OSOCC.

Pigeon holes
Pigeon holes, or a central location for hardcopies of other organizations' situation reports, 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.

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. Systems are in development in OCHA to streamline this process and make it a predictable tool for use in emergencies.

Meeting schedule
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. Electronic meeting scheduling options are being developed by OCHA to support operations.

Map display
As stated above, visualized information is an excellent tool for presenting information – and also for the team to keep an overview of the operation. One wall of the OSOCC can be used for displaying information maps that cover the area of relief operations. 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.

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). 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.3.5.3 Electronic Dissemination Tools

The UNDAC team may 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. The electronic exchange of information is now a normal part of dissemination, even in some of the most difficult operational environments. This makes the use of these systems an important part of the IM function. Some of these systems are:

- Virtual OSOCC is a part of all UNDAC deployments. It provides a platform for incoming and outgoing information exchange that is operationally relevant to the UNDAC team. Users may provide comments on existing information in real-time and discuss issues of concern with other UNDAC stakeholders. The Virtual OSOCC provides an effective tool to facilitate the information exchange between responding governments and organizations throughout a relief operation.
- HumanitarianResponse.info is the platform for information exchange for the wider community. Pages are set up for specific emergency environments and support the broader coordination effort with tools for meeting scheduling, contact directories and publication of information graphics related to the response.

- ReliefWeb, OCHA's humanitarian information Internet web page, 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), serves as a humanitarian news agency through free-of-charge email subscription. IRIN reports are also posted on ReliefWeb.

Chapter G contains information on IM resources related to Logistics. Assessment-related templates and resources are referenced in chapter E and in the needs assessment section of the humanitarianresponse.info site.

F.3.5.4 Contact with Media

Whenever there is a newsworthy situation, the media will be there. Thus, the media may approach an UNDAC team member 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 should be aware that discrepancies might exist between the media presentation of a disaster and the reality.

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 kept in mind 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. For instance, if the media approaches an individual team member, he/she should be able to give information concerning the specific work that he/she is currently carrying out.

Basic 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 United Nations emergency-related activities that 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. Prepare yourself mentally and physically.
- Do not favour one media outlet or source - all are entitled to the same treatment.
- Know with whom you are talking. Make a media log (journalist's name and/or the newspaper, magazine, or radio/TV station he/she represents, and the 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.

Working 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. If you don't give them one, they may find one you don't like and write it.
- 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 United Nations 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.3.5.5 Social Media

The term "social media" describes Internet-based tools used to publish, share and discuss information. They include Blogger, YouTube, Flickr, Twitter, Weibo and platforms that focus on social connections, such as Facebook, LinkedIn, Google+ and Google Groups.

These tools provide a wealth of new opportunities for communications, engagement and information sharing, but they can also damage an organization's reputation if used inappropriately or incorrectly. New support systems are being set up with OCHA FIS and its partners to use these tools for information collection, when appropriate.

Before using social media on behalf of OCHA (e.g., launching a Facebook page or a Twitter account), UNDAC members must consider why and how it will be used. It will need to be a fully integrated part of the overall communications strategy in an emergency. This will help to determine the appropriate strategy and the suitability of the chosen platform, and identify the resources to run it.

OCHA acknowledges the potential of communication in online communities and already uses social media tools as part of its corporate communications strategy. Many OCHA country offices have also launched their own social media platforms and more have expressed interest in doing so. OCHA staff also use social media in a private capacity. The OCHA guidelines ensure that new official social media profiles are in line with OCHA's

corporate communications objectives, and provide support and direction to existing social media activities across the organization.

Many OCHA staff already use social media such as Facebook, Twitter, blogs, YouTube and LinkedIn for personal and work-related purposes. Social media should be used effectively and responsibly, whether for personal or work-related purposes. Social media platforms are relatively new and there are currently no official United Nations standards for staff use. However, UNDAC members are advised to follow the United Nations Staff Regulations, which note that:

> *While staff members' personal views and convictions, including their political and religious convictions, remain inviolable, staff members shall ensure that those views and convictions do not adversely affect their official duties or the interests of the United Nations. They shall conduct themselves at all times in a manner befitting their status as international civil servants and shall not engage in any activity that is incompatible with the proper discharge of their duties with the United Nations. They shall avoid any action and, in particular, any kind of public pronouncement that may adversely reflect on their status, or on the integrity, independence and impartiality that are required by that status*.

Additional information is available in the Department of Public Information's *Social Media Guidelines*, available online. The OCHA Communications Services Section (CSS) should be consulted if you wish to set up an official OCHA social media account (e.g., to communicate on behalf of OCHA/UNDAC on a particular crisis or issue).

On social media, the line between private and public realms is sometimes blurred. You should keep in mind that online, "personal" is not always the same as being "private". Even when only your "contacts" can see what is written, there is the possibility that one of them will forward what is said and make it available to a wider audience. When using social media, use your judgment and common sense. You are personally responsible for what you publish and how you behave on social media.

When using social media, UNDAC members are encouraged to:

- *Think before posting*: Do not say or write anything you would not be comfortable with owning publicly (e.g., by being quoted in the news, seen by your family or by your manager).
- *Always keep safety and security in mind*: Be cautious about what you post or discuss online, particularly in an operational context. Consider potential implications for staff or operational security of any information you post.

- *Use judgment and discretion*: Ask yourself if the information you are sharing is potentially sensitive. If yes, ask yourself if you should be sharing it online and what the implications could be.
- *Give credit where it is due***:** For your own protection always be sure to respect copyright laws, citing sources as necessary, including United Nations sources, for work that does not belong to you.
- *Think about how you present yourself***:** Be polite if you disagree with others and respect differences of opinion. Avoid disrespectful, stigmatizing or discriminatory language.
- *Do not share internal or confidential information*: Any information you share externally should already be in the public domain. If in doubt, ask the owner of the information.
- If you wish to communicate about work-related issues on social media, keep the Team Leader in the loop.

The following best practices should also be kept in mind:

- Identify yourself as an UNDAC team member, as well as your role and area of expertise.
- Be transparent. Do not publish anything related to the United Nations system, OCHA, UNDAC or humanitarian issues anonymously, under a pseudonym or false name.
- Ensure work-related content reflects OCHA's official position. If in doubt, ask your supervisor to review your post and seek clearance before publishing.
- Add a disclaimer to personal blogs or Twitter profiles that cover work-related issues**.** Make it clear that the opinions expressed are your own. For example on Twitter, add, "Tweets are my own" to your profile. Beware: a disclaimer does not free you from your obligations under the United Nations Codes of Conduct.
- Always post accurate, updated information and avoid sharing hearsay. Wherever relevant or possible, link back to the original source. Ensure your posts are based on facts, not personal opinions. Avoid endorsing or posting links to content that you have not read thoroughly.
- Respect your colleagues' right to privacy. Consult them before posting any content related to them, and do not "tag" them in photos or other content without their consent.
- Stick to your area of expertise. If you don't know the answer to a question, refer it to someone who does or say that you will respond later, once you have the correct information.
- Acknowledge and correct mistakes promptly. Be the first to admit it if you get something wrong - make sure you follow up and correct it.

- Avoid using official OCHA logos or branding on personal blogs or social media profiles. The OCHA logo is reserved for official corporate communications. Staff may not use the OCHA name to promote any product, political party or political opinion.
- Do not commit OCHA to any action or point of view, unless you are authorized to do so.
- Avoid posting photos, videos or other media from internal OCHA/UNDAC events, including staff meetings and social events, on external or public sites. Do not identify or "tag" a gathering as "UNOCHA" in the title or in keywords.
- Do not download or install software that you find through social networks onto your office computer. United Nations technology resources should be used responsibly and in the interests of the organization.
- Do not share information that could compromise staff security. Always read and follow security requirements. Never discuss routes or travel times. Never post personal details such as home addresses – yours or your colleagues'.

F.4. 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 the 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. 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 Emergency Response Coordinator (ERC)'s office or OCHA spokespersons in Geneva and New York.

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.

G. DISASTER LOGISTICS

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G.1 Introduction

Few missions will succeed without an adequate logistics programme in place. The ability to deliver the appropriate supplies in the appropriate amounts, in optimal condition – where and when they are needed – is a prerequisite for an effective emergency operation.

Because UNDAC typically arrives soon after the onset of a disaster, or even before it, team members are often called upon to either make logistics arrangements or to provide advice on the planning and implementation of basic logistics programmes. This may be as simple as arranging to use an OCHA Emergency Cash Grant to secure a contract for potable water deliveries after a storm or arranging for local roads to be cleared of debris by a bulldozer. In more complex situations, UNDAC may be called upon to support national authorities or members of the United Nations system in planning and implementing more complex logistics programmes, particularly in situations where the Logistics Cluster has not yet been activated.

This chapter includes an overview of disaster logistics, general information on planning a logistics programme (including tools to manage logistics information) and information on the Logistics Cluster (including how it is requested and activated).

For further information on disaster logistics, including tools and templates, see the Logistics Cluster's *Logistics Operational Guide* at www.log.logcluster.org. For information on UNDAC logistics partners and support modules, see sections B.5 and B.6.

G.2 Overview

"Logistics" is a diverse and dynamic concept that lacks a single agreed-upon definition. The *Logistics Operational Guide* (the LOG) adopts the definition used by Thomas and Mizushima[1] who describe logistics as:

> *The process of planning, implementing and controlling the efficient, cost-effective flow and storage of goods and materials as well as related information, from the point of origin to the point of consumption for the purpose of meeting the end beneficiary's requirements.*

The LOG further notes that "logistics is one activity of the end-to-end process of supply chain management" and is generally understood within the humanitarian context as consisting of "supply + materials management + distribution". It states:

> *Logistics is concerned with physical material and information flows from raw material through to the final destination of the finished product. Major emphasis is now placed on the importance of information as well as physical flows, and an additional and very relevant factor is that of reverse logistics – the flow of products and packaging back through the system.*

In approaching logistics in a disaster it is important to distinguish between normal commercial systems and those in place during disasters, or in the broader humanitarian context. The LOG notes that while commercial supply chains can forecast demand and utilize advanced mathematical models to predict needs, humanitarian supply chains are unpredictable (e.g., unknown timings, commodities and geography), are put in place on short lead times, have high stakes (e.g., saving lives, media scrutiny, donor accountability) and often lack the initial resources required for successful implementation in the early stages of a disaster. Given these constraints, the LOG recommends approaching disaster logistics as a "systems exercise" requiring:

- 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 prioritizing various relief inputs.
- Storing, staging and moving bulk commodities.
- Moving people.

[1] Anisya Thomas and Mitsuko Mizushima, "Logistics training: necessity or luxury?" in *Forced Migration Review*, No. 22 (January 2005).

- Coordination and prioritization of the use of limited and shared transport assets.
- Possible military involvement in logistics support (especially in cases of civil conflict).

The ability to implement any logistics programme will be affected by four main factors:

- Capacity of the infrastructure.
- Availability and quantity of transport assets in the country.
- Politics of the situation.
- Civil conflict in the area of operations.

To be effective, any disaster logistics system must be based on both implementation and operations plans, developed in the context of an overall logistics programme.

G.3 Logistics Roles and Responsibilities

International involvement in logistics operations varies greatly from situation to situation. Organizations commonly involved in logistics operations include:

- World Food Programme (WFP)
- United Nations Development Programme (UNDP)
- Office for Coordination of Humanitarian Affairs (OCHA)
- 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)
- armed forces
- private sector entities
- national authorities

The following sections outline high-level roles and responsibilities related to United Nations and national Government authorities.

G.3.1 The United Nations

Even in the early stages of an emergency, members of the United Nations Country Team (UNCT) may already have established, or be establishing, a logistics coordination effort. This will normally be led by WFP, as the global lead for the Logistics Cluster. In this role, WFP's mission will usually be to assist the humanitarian community in their logistics efforts and to be a focal point for any areas of logistical coordination that require the host Government's

support.

The United Nations Resident Coordinator/Humanitarian Coordinator (RC/HC) should also be prepared to designate a transport/logistics support group. This group works to ensure humanitarian priorities are being supported and advises the Logistics Cluster on identified supply chain gaps requiring coverage and support. In some cases support for port and airport clearance will be provided through private sector programmes.

G.3.2 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 logistics plan (see below).
- Agreement on authorities to control commodity movement and distribution.
- Agreement on setting up telecommunications networks (e.g., radio and satellite – see chapter J).
- Arrangements for travel to and in restricted areas.
- A public commitment to the security of United Nations staff and actions to be taken in the event of specific incidents.
- Use of United Nations 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 United Nations operational usage (see H.4.3 for more information on customs).
- Favourable foreign currency exchange rates.
- Early agreement on the strategy for phase-out and hand-over of the operation to national authorities.

G.4 Planning a Logistics Programme

As noted above, in situations where the Logistics Cluster is not activated, the UNDAC team may be required to support the development and implementation of a logistics programme. This section provides general guidance to allow team members to create basic logistics plans. Tools to assist with managing logistics information are outlined below in section G.4.5.

G.4.1 The Planning Process

Planning and anticipation are the cornerstones of good logistics and must be based on knowledge of various aspects of the situation (e.g., geological, technical, political and physical). In addition, it must be remembered that logistics is part of an on-going relief operation – any logistics planning must be coordinated with the plans of other sectors of the relief operation. Because logistics operations underpin and support the goals of the humanitarian community, it is important to take into account that there may be breakdowns for various reasons. Plans must take this into account, being as flexible as possible.

The *Logistics Operational Guide* outlines a logistics planning cycle:

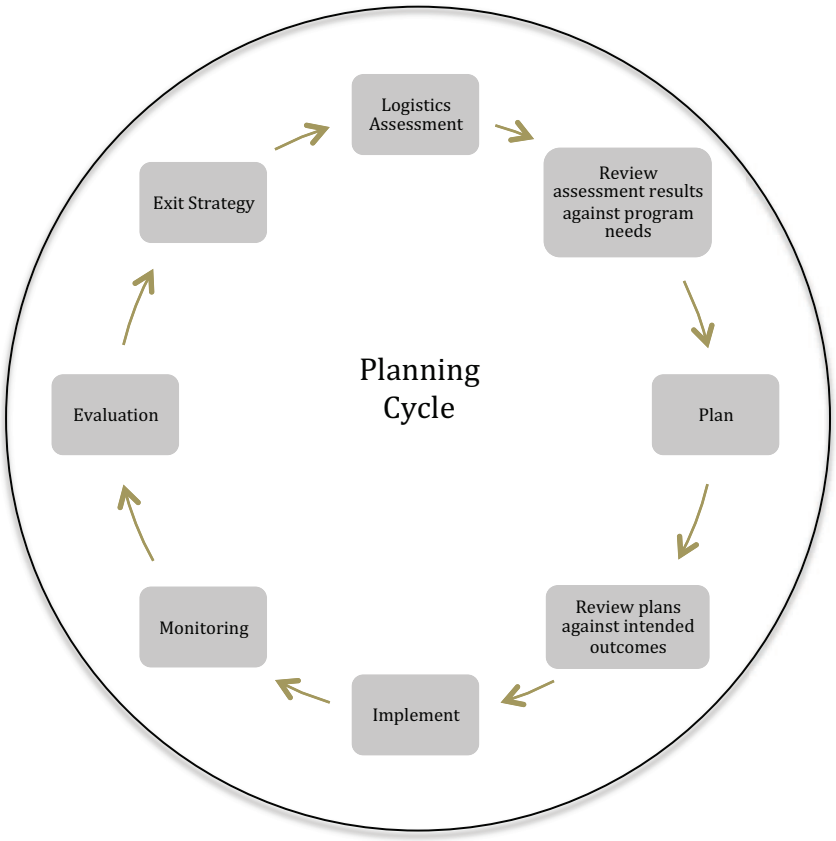

Figure G.1: The Logistics Planning Cycle

While it is important to implement the full cycle, an initial logistics planning checklist in an emergency setting could be as simple as:

- set objectives
- develop policies (or adopting existing ones to cover procurement)
- warehousing
- disposal/reverse logistics

- resources required (e.g., vehicles, radios, computers, office space, storage space and staffing)

A more comprehensive plan would consider the following:

- financial resources
- staffing (including availability, local recruitment, human resourcing considerations and training)
- information management tools (for planning, managing and reporting)
- existing contingency plans
- assessment results
- Logistics Capacity Assessments (called LCAs and available through the Logistics Cluster)
- external infrastructure available
- stocks and movements
    - movement schedule to meet programme requirements
    - pre-positioning of material and operational stock requirements
    - warehouse planning – table showing location of storage facilities, capacities, planned throughput, planned stock levels
    - warehouse facilities and management
- transport information available on LCAs
    - port operations, including handling equipment/operations
    - airport operations, including handling equipment/operations
    - table showing routes, modes, travel time, capacity, planned throughput, notes (actions to reduce bottlenecks and improve efficiency)
    - road transport: use and management of commercial, government and other relief fleets
    - water transport
    - fuel and maintenance for transport units
- distribution, monitoring and evaluation
    - plan and resources for implementation of distribution
    - plan and resources for implementing monitoring of supply chain performance
    - plan and resources for evaluation of supply chain
- security arrangements
- exit strategy

The “Assessment and Planning” section of the online *Logistics Operational Guide* contains a variety of templates and checklists related to logistics planning.

G.4.2 Structuring the Logistics Operation

A lack of organization in the first phase of an emergency can lead to a loss of commodities and other even more serious consequences. It is, therefore, important for those arriving early (such as UNDAC) to take steps to structure the operation according to a plan.

The structure and organization of a logistics operation is based on the supply chain. Components of this chain are:

- points of origin (producing or donor countries)
- port of entry (e.g., land, sea, air)
- primary warehouse (near the port of entry)
- forward warehouses (for holding)
- terminal storage points (from which relief goods are transferred to distribution points)

Generally speaking, the transportation modes required get smaller as one moves through the supply chain. For example, the chain will usually start with ships, trains or aircraft and then progress through big trucks with trailers or semi-trailers to smaller trucks or even four-by-four vehicles.

The chain is supported by the following functions, each of which must have adequate staffing, facilities and equipment:

- management
- central support
- procurement
- port clearance
- warehouse/storage
- transport
- scheduling
- communications
- commodity control
- distribution control

For a large-scale logistics operation the following may also be needed:

- offices and administrative equipment
- warehouses at various levels
- fuel and spares stores

- workshops
- vehicle parking
- vehicles for management staff
- fleets of trucks
- special vehicles such as cranes, tankers and cargo-handling machines
- communications equipment
- accommodations
- hazardous waste disposal facility (for engine oil, tires, batteries, etc.)

G.4.3 Procurement

The *Logistics Operational Guide* defines procurement as, "the process of identifying and obtaining goods and services." It includes sourcing and purchasing, and covers all activities from identifying potential suppliers through to delivery from a supplier to the users or beneficiary.

The three important principles of humanitarian logistics procurement are:

- *Transparency*: All phases in the procurement process are fair and accurately documented.
- *Accountability*: Donors may require certain rules to be followed when using the money they have provided.
- *Efficiency and cost effectiveness*: Meeting the six rights of supply: price, right time, right quantity, quality services, delivery to the required places and from the most cost effective source.

The principles and their importance stem from three key facts:

- Resources utilized are usually funded by donors.
- Transparency contributes to the establishment of sound and reliable business relations with suppliers.
- Efficiency and cost effectiveness has a direct impact on operations, and ultimately on beneficiaries.

The procurement function must guard and mitigate against risk, understand the market, build relationships with suppliers, meet needs in a timely manner and constantly monitor performance to improve service provision. To achieve this, the logistics plan must provide for clearly defined procurement policies and authorities that are well understood. It is important that all staff are 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 procuring and receiving commodities from outside of the affected country, it is important to recognize that very few customs administrations are adequately prepared for the possibility that they may receive a huge number of unexpected relief flights in a short period of time. Reports from the field contain multiple examples of delays in delivering humanitarian assistance due to the non-application of the internationally recommended measures by local customs offices. Thanks to the collaboration with the World Customs Organization, a customs agreement template has been drafted to ensure the application of simplified customs procedures in order to speed up the delivery of international humanitarian assistance. An electronic version can be found in the "Customs" section of the online *Logistics Operational Guide*.

G.4.4 Distribution

Distribution to individuals and families is very different from the rest of the supply chain and creates the biggest problems associated with the diversion of relief aid. The effectiveness of distribution operations depends on how recipients are chosen and identified. Those in charge of such operations need to always take into account the associated complexity and political sensitivities. Organizations with the task of distribution must have extensive experience in this field and must work from a specific distribution plan. For these reasons, final distribution is often undertaken by national authorities or non-governmental organizations.

G.4.5 Managing Logistics Information

There are a variety of tools, templates and other resources available to UNDAC members to assist in organizing or supporting logistics operations during the early phases of an emergency. Many of these, including the *Logistics Operational Guide* and the country-specific Logistics Capacity Assessments (both referenced above), are available at www.logcluster.org or from WFP. Below are additional resources for mapping and tracking goods.

Global mapping of emergency stockpiles
This project, located at www.humanitarianinfo.org/stockmap, is a cooperative effort of OCHA and the Global Logistics Cluster Support Cell. Its single-entry interface maps the capacities and resources of humanitarian actors to respond to the needs of the affected population. It shares standard information on "who has what where" as a means to support preparedness initiatives and relief operations in the following ways:

Preparedness

- global mapping of relief stocks

- mutual awareness of capacities, practices and benchmarks
- information to anticipate and plan adequate prepositioning of relief items
- data for relief organizations and countries considering establishing their own emergency stockpile
- international best practices

Relief

- provides "*who has what where*" to meet the immediate needs of the affected population
- provides a useful source of information to national emergency services
- informs requests for international assistance on a bilateral basis

Tracking in-kind contributions

LogIK (http://logik.unocha.org) is a global on-line database created to record international humanitarian contributions of relief items. It gathers logistics details on in-kind contributions, the origin and destination country and city, the items' description, weight, value and quantity, the transport mode, etc.

The system can be used in the following ways:

For affected countries:

- Disaster management authorities receive an overall picture of incoming relief consignments including information on what is in the pipeline. This helps facilitate the identification of outstanding needs.
- Customs administrations get information on the arrival of relief supplies. This helps enhance the role of customs in making the necessary arrangements to speed up the clearance and release of relief consignments.

For the humanitarian community:

- The system provides a "one-stop shop" for data on international and regional relief item movements (committed, dispatched and delivered in-kind contributions).
- Humanitarian actors and partners receive daily updates on the overall flow of relief supplies.
- The system provides analytical reports.

For donors of in-kind contributions and senders:

- Information can be found on what has been delivered – serves as a basis for decision-making on what to donate.

- Donors receive greater visibility for their contributions.
- Humanitarian advocacy is facilitated by the information shown.

Note: When the Logistics Cluster is activated, the Relief Item Tracking Application (RITA) tracks information about relief items transiting through the Logistics Cluster's common supply chain. LogIK continues to provide a broader picture of the overall relief situation by encompassing international contributions, whether they are channelled through the Logistics Cluster or not.

G.5 The Logistics Cluster

When activated, the Logistics Cluster is responsible for coordination, information management and where necessary, service provision, in the logistics sector during emergency response operations. To achieve this goal, the Logistics Cluster fills gaps in logistics capacity, meets the need for logistics coordination services and where necessary, acts as "provider of last resort". Globally, the activities of the Logistics Cluster are driven by the Global Logistics Cluster Support Cell (GLCSC), based in Rome.

The Logistics Cluster provides a unique opportunity for the humanitarian logistics community to exploit shared assets, aptitudes and competencies of the Logistics Cluster lead agency, the participating organizations and entities working within the cluster approach. The Global Logistics Cluster lead's role is to facilitate these joint ventures, both at the global and field level to ensure system-wide preparedness and technical capacity to respond to humanitarian emergencies.

When activated in emergencies, Logistics Cluster operations vary in scale from information sharing, coordination (such as infrastructure assessment, port and corridor coordination, transporters and rates, customs, equipment supplier information) to those involving common air, ocean and overland transport, storage, etc.

Activation

The decision to activate the Global Logistics Cluster lies primarily in the need of the field operation. The HC/RC, in close consultation with the Country Team, is responsible for securing agreement on the establishment of appropriate sectors/clusters and sectoral groups, and for the designation of sector/cluster leads. This should be based on a clear assessment of needs and gaps, and on a mapping of response capacities, including those of the host Government, local authorities, local civil society, international humanitarian organizations and other actors, as appropriate.

When it is determined that global cluster activation is needed:

- The HC/RC informs the Emergency Relief Coordinator (ERC).
- The Global Logistics Cluster lead determines the nature of the response required.
- Country-level clusters are established with activities according to the scale/nature of need.

If activation of the Logistics Cluster is foreseen, a Logistics Response Team (LRT) is sent to the field to assess the situation, determine whether activation of a Logistics Cluster is needed and/or what logistics support might be needed in country. If activated, the LRT usually initiates Logistics Cluster operations.

The LRT can be comprised of members from different organizations, including staff from the Global Logistics Cluster Support Cell in Rome. It is important for field logisticians (and possibly UNDAC) to get in touch with the members from the LRT, as their inputs count particularly at this stage. Sometimes, the assessment might conclude that there is no need for Logistics Cluster activities, in which case this is reported back to the RC/HC and no country level cluster is established.

H. SAFETY AND SECURITY

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H.1 Introduction

No mission is without risk. Team members may face security-related threats such as armed conflict, high levels of crime, acts of terrorism and civil disorder. In addition, safety threats resulting from actual or potential disasters are often present. For example, the risk of landslides, building collapses, downed power lines, environmental hazards (exposure to hazardous chemicals, gas leaks, etc.), flood waters and disease. UNDAC members must establish and work within a level of “acceptable risk”. This is achieved by doing everything reasonable to reduce risk and then balancing any remaining risk with the criticality of the mission activity in question. In other words, is the action important enough to justify acceptance of residual risk (i.e., the risk remaining once all reasonable measures are in place)?

Within the United Nations system the senior OCHA staff member in-country is responsible for the safety and security of the UNDAC team. While this individual, along with security and

safety professionals within the United Nations Department of Safety & Security (UNDSS), will do everything reasonable to reduce the risk for the UNDAC team, each member is expected to take responsibility for their own safety and security.

This chapter presents context related to safety and security mechanisms within the United Nations system and provides UNDAC members with tools and guidance to help ensure their personal health, safety and security. Sections H.2 through H.4 provide context and outline roles and responsibilities related to security, including application of the United Nations Security Risk Management – an approach that applies an overriding concern for the safety of United Nations personnel, with a secondary consideration for the safety of essential resources. The remaining sections of the chapter discuss personal safety related to missions, including information on health-related issues, what to eat and drink, and what to do in the event of a medical emergency. Specific health and safety information related to operating in unique climate zones is contained in chapter I. UNDAC members are encouraged to read relevant sections of this chapter prior to mobilizing on each mission.

Note: In addition to learning and applying the safety and security content of this chapter, all UNDAC members are required to take the following courses:

- Basic Security in the Field II
- Advanced Security in the Field

H.2 United Nations Security Management System

The United Nations Security Management System (UNSMS) is a system-wide approach to security that encompasses policies, guidelines, processes and security personnel aimed at managing security risks to the United Nations system in order to enable system activities worldwide. One of the key principles of the system is that the primary responsibility for the security and protection of United Nations personnel rests with the host Government. The United Nations, as an employer, has a duty to reinforce and (where necessary) supplement the capacity of the host Government.

United Nations safety and security is the responsibility of the Secretary General and the UN Department of Safety and Security (UNDSS), which is headed by an Under-Secretary General. At the country level the senior United Nations staff member is normally appointed as the Designated Official (DO) for Security and is responsible for the safety and security of all staff in the country. The DO is advised in their decision-making by the security management team (SMT), which is made up of the heads of all agencies in the country.

UNDAC members should be familiar with the following security-related positions that may be encountered while on mission:

- *United Nations Department for Safety & Security (UNDSS)*: Established in 2005, UNDSS serves as the United Nations' advisory and coordinating department for security risk management, both at Headquarters and in the field. It carries out security risk assessments, recommends security risk management measures, formulates policy, conducts security planning and responds to emergency situations.
- *Designated Official for Security (DO)*: In each country or designated area where the United Nations is present, the senior-most United Nations official is normally appointed by the Secretary-General as the Designated Official for Security, and is accredited to the host Government as such. The DO is accountable to the Secretary-General, through the Under-Secretary-General for Safety and Security, and is responsible for the security of United Nations personnel, premises and assets throughout the country or designated area. The DO is also responsible for ensuring that the goals of the United Nations Security Risk Management System are met in their country or area.
- *Security Management Team (SMT)*: Consists of the DO, who acts as chair, the head of each United Nations organization present at the duty station and the Chief Security Adviser. Members of the SMT are responsible for supporting the DO in discharging their mandate related to the safety and security of all United Nations personnel, premises and assets.
- *Chief Security Advisor/Security Advisor (CSA/SA)*: An internationally recruited security professional appointed by UNDSS who serves as the primary advisor to the DO and the SMT on all matters related to security. They are the senior security official at each duty station and are accountable to UNDSS. 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 UNDSS.
- *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 Coordinator (ASC)*: May be appointed by the DO to control and coordinate security arrangements in areas of larger countries that are separated from the capital in terms of both distance and exposure.
- *Warden and Deputy Warden*: Wardens are appointed by the DO/ASC, in consultation with the SMT, to assist in the implementation of the security plan. Wardens are accountable to the DO/ASC for their security related functions, irrespective of their employing organization.

As is the case with all United Nations staff, UNDAC members are required to abide by the security policies, guidelines, directives, plans and procedures of the United Nations. This includes meeting the requirement to receive a UNDSS security briefing as soon as practical

upon arrival in-country. As stated above, the senior OCHA official in-country is responsible for the safety and security of the UNDAC team. This individual is often the OCHA Head of Office, but could be the UNDAC Team Leader, when there is no OCHA office in the country, or another designated OCHA official.

More information on specific United Nations security policy and provisions can be found in the United Nations Security Policy Manual (SPM), available in the mission software. Team members should also become familiar with relevant United Nations Security Directives and may wish to consult the older United Nations Field Security Handbook (this document is being replaced by the SPM, but some parts remain relevant).

H.3 Security Risk Management

Within the United Nations Security Management System, the Security Risk Management (SRM) model provides all staff with security responsibilities with tools to assess and manage risk. The model begins with the Security Risk Assessment (SRA), during which the level of risk posed by identified undesirable events is determined and security risk management options are developed. The DO and SMT select, approve, implement and monitor identified security risk management measures.

Further information on SRM can be found in chapter IV of the Security Policy Manual.

H.3.1 The Security Risk Assessment

The SRA is the process of identifying those threats which could affect UN personnel, assets or operations and the UN's vulnerability to them, assessing risks to the UN in terms of likelihood and impact, prioritizing those risks and identifying prevention and mitigation strategies and measures.

H.3.2 Minimum Operating Security Standards

The Minimum Operating Security Standards (MOSS) are the minimal essential security practices for the United Nations. Each country or duty station must develop and implement a Country MOSS outlining measures that will reduce risks identified through the SRA.

Following SMT approval, the measures in the Country MOSS Table are binding and apply to all United Nations organizations operating in that country – including UNDAC members. For this reason, all UNDAC members should be familiar with MOSS and all safety and security measures. UNDAC Team Leaders (in coordination with the OCHA Head of Office, if in place) are responsible for the implementation of MOSS for the UNDAC operation, facilities, vehicles and staff.

The MOSS has nine categories. The following table is a condensed version of measures that may be contained in the Country MOSS. UNDAC members arriving in a country should always receive a specific briefing based minimum risk management measures.

Category	Possible Measures
Telecommunications	• Emergency communications system • Radio communications
Security information and structure	• Documentation requirements for offices • Warden systems • Crisis Management Plans and Building Emergency/Evacuation Plan • SMT meetings • Security clearance and travel notification system • Incident reporting system
Medical	• Casualty and medical evacuation plans • Mass casualty plan • Medical training • Medical equipment
Equipment and supplies	• Emergency power supply • Emergency food, water, medical, sanitary and shelter supplies • Individual emergency bags
Vehicles	• Vehicle and operator standards • Standard equipment (e.g., fire extinguisher, water, food)
Offices, premises and facilities protection	• Building, safety and fire regulations • Access control measures • Secured parking • Alternate/emergency exits • Security and/or guard force • Stand-off distance • Structural reinforcement • Shatter resistant • Bunkers/reinforced rooms • Surveillance and access control systems
Security training and briefings	• Country-specific security orientation briefing for all arriving personnel (includes summary/extract of Country Security Plan and Evacuation Plan, relevant country/area-specific procedures and policies, copy of the MOSS, medical arrangements, etc.) • Training (e.g., Advanced Security In The Field) • Cultural sensitivity briefings appropriate to the country
Residential security measures	• Outlined in the Minimum Operating Residential Security Standards document
Additional measures	• Examples include personal protective equipment (PPE) and armoured vehicles

More specific to UNDAC, the implementation of MOSS must be conducted before programmes are delivered. If this is not possible due to the rapid response required, UNDSS will assess the increased risk to the team and OCHA will determine whether the increased risk is acceptable.

H.3.3 Determining Acceptable Risk

No mission activity is without risk. Even with the most effective implementation of all reasonable security risk management measures, there is still a residual risk. UNDAC teams will have to accept some level of risk.

The process for determining whether that risk is acceptable is based four steps and the asking of several questions:

1. Identify mission goals.
2. Identify and assess the threats faced.
3. Identify the risks.
4. Identify how to manage the risks identified.

The following questions must be asked in order to consider whether the exposure to the risks identified is acceptable or not:

1. How important is the activity?
2. Will the anticipated gains justify accepting a high level of risk?
3. Has enough been done to lower the risk to a level that is reasonable to expect staff to take?
4. Are the (remaining) risks that have been identified manageable in that context?

If the answers to the last three questions are “yes”, then activities should continue. The following table supports a risk analysis related to any UNDAC actions where acceptable risk may need to be determined. It compares the likelihood of an undesirable event with the impact of that event and provides a corresponding risk level associated with the event (e.g., being the victim of violent crime while assessing in a specific area).

RISK ANALYSIS TABLE		IMPACT				
		Negligible	Minor	Moderate	Severe	Critical
LIKELIHOOD	Very Likely	Low	Medium	High	Very High	Unacceptable
	Likely	Low	Medium	High	High	Very High
	Moderately Likely	Very Low	Low	Medium	High	High
	Unlikely	Very Low	Low	Low	Medium	Medium
	Very Unlikely	Very Low	Very Low	Very Low	Low	Low

Figure H.1: Security Risk Analysis Tool

When conducting analysis based on the table above, the first consideration should be any activities with a residual or unmanaged risk that is assessed as “Very Likely/Critical” (black). These risks are always unacceptable for a United Nations staff presence. The only risk management option in this situation is to avoid the risk, for example, by conducting the activity remotely or by working through a partner (for example, to conduct field assessment in an area of active conflict). In such environments, the United Nations must invest in risk management and lower the risk until the residual risk is at least “Very High”.

Whether risk is acceptable at any level lower than “unacceptable” is a question of programme importance. The table below lists the four agreed categories of programme criticality (PC1 to PC4) and shows the corresponding highest level of acceptable level of risk under which operations may be conducted. For each level the risk must be accepted by a specific official before being undertaken. For example, a PC2 mission activity in an environment assessed by the DO as having a “High” risk must be approved by the DO prior to being conducted.

Programme Criticality (Set by Agency)	Agency Decision Maker	Residual Risk (Established by DO)	Final Decision (Risk Acceptance)
Not Applicable	Secretary-General/Policy	Unacceptable	Secretary-General
PC1	Executive Heads	Very High	Under-Secretary-General, UNDSS
PC2	Representative & Headquarters	High	DO
PC3	Representative & Headquarters	Medium	DO
PC4	Representative	Low/Very Low	DO

Figure H.2: Risk Acceptance Decision Grid

H.4 Security-Related Responsibilities: UNDAC Team Leader

Each UNDAC Team Leader is responsible for their team's adherence to United Nations safety and security requirements. It is therefore of utmost importance that it be completely clear that the Team Leader is always responsible for the team's safety. As a result, he/she is always mandated to refuse tasks that pose an unacceptable risk to the team's safety.

The specific responsibilities for the UNDAC Team Leader concerning safety and security in situations where there is an OCHA Office in-country are:

- Ensure all team members receive a security briefing by UNDSS.
- Ensure that the arrangements detailed in relevant OCHA, UNDSS and country-specific security policies and procedures (including MOSS) are being implemented with the aim of maintaining the security and safety of OCHA personnel, operations and facilities.
- Ensure that safety and security is a core component of all UNDAC activities in the country.

- Apply the Security Risk Management approach to all UNDAC activities and operations (including determining the acceptable level of risk for each).
- Manage and direct all security-related activities of UNDAC in the country.
- Ensure that the DO is provided with regularly updated lists of UNDAC staff in the country.
- Advise the DO, CSA, OCHA Security Focal Point and/or other designated officials on the particular concerns of the team regarding security.
- Ensure full and complete compliance of UNDAC personnel in the country with all security-related instructions.
- Report all security-related incidents to the DO and OCHA Security Focal Point.
- Ensure that all UNDAC personnel are appropriately equipped with the required safety and security equipment (as specified in MOSS) and trained in their use.
- Keep OCHA Headquarters and the OCHA Security Focal Point informed of all developments in the country that have a bearing on the security and safety of UNDAC personnel, operations, premises and assets.
- Ensure collaboration on security matters with implementing partners.

When there is no OCHA Office in-country, the following duties must also be performed by the UNDAC Team Leader (as the OCHA Security Focal Point to the SMT):

- Serve as a member of the SMT and attend all SMT meetings and training.
- Keep UNDAC staff fully apprised of security-related information and measures being taken in the country.
- Ensure that there is a fully functioning and operational communications system for security management within UNDAC and that this is fully integrated into the United Nations country Emergency Communications System.
- Ensure that UNDAC staff selected to be Wardens or Area Security Coordinators are given appropriate support and are provided with appropriate time for relevant training.
- Investigate instances of non-compliance of security policies by UNDAC staff members and take appropriate action as necessary.

H.5 Security-Related Responsibilities: UNDAC Team Members

Each UNDAC member plays an important role in ensuring that United Nations Security Management System policies and processes, including MOSS, are applied at all times on all missions. Breaches in safety and security procedures by team members may very well endanger the team or even the mission.

Each UNDAC team member should:

- Familiarize themself with information provided to them regarding security management at their location.
- Obtain security clearance prior to travel.
- Attend security briefings and sign a document certifying that they have been briefed.
- Know the key people responsible for security management at their location.
- Be appropriately equipped for service at all duty stations.
- Comply with all UNDSS and OCHA security regulations and procedures at the duty station, whether on or off duty.
- Comport themselves in a manner which will not endanger their safety and security and that of others.
- Report all security incidents in a timely manner.
- Attend and complete security training relevant to their level and role.
- Complete the Basic Security in the Field II course and the Advanced Security in the Field course (prior to any field deployment).

In addition to the duties listed above, the single most important piece of advice an UNDAC member can follow is to *apply a safety and security mind-set when on mission*. The following is a general list of safety and security measures that may be of help in various situations:

- 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, including changes in the normal habits of the local population, as this may indicate imminent outbursts of major trouble, shelling, etc.
- 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 services, fees, taxes, etc.
- 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 to manage team security, knows where you are going, 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.
- 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 ride, as you do not know who they are or what their 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) do not accept rides from the police or military for the same reasons.
- If you should be the target of a robbery, you should: try to keep calm, 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 United Nations representative. Do not be provocative or play the hero, however, understand that no two situations are alike and you may need to stand out from others if appropriate.
- When driving, steer around potholes. They may actually be craters with unexploded ordnance 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 is military activity, soldiers or checkpoints.
- Be prepared for evacuation by always having a bag packed with private items, warm clothes, extra food and drink, a first-aid kit, and your helmet and flak jacket (if supplied).
- Always carry United Nations credentials and your passport. Should officials demand to have the passport, a photocopy of it may be useful to hand out instead of the passport itself. Even a duplicate passport may be useful.

H.6 Staying Healthy on Mission

UNDAC missions may be both physically and emotionally challenging. Operating on mission often entails long workdays with minimal opportunities for sleep and rest. The situation changes constantly and the mind has to work at full speed to keep on top of things. There may be few, if any, sanitary facilities and team members may not have regular access to toilets or showers. Accommodation may be a small tent on the ground and food may come in the form of field-rations. All put together, the conditions may be demanding for the mind and body. Team members must be prepared for hardship and must know how to cope.

When deploying to an emergency one is more exposed to communicable diseases due to the sudden change in climate, food and workload. The body's natural defence mechanisms may not cope with this change and this may make one more vulnerable to diseases. Minor infections that are easily curable may have more dire consequences and even the smallest symptom of sickness should be taken seriously.

H.6.1 Pre-Deployment

UNDAC members should be in good physical shape and fit to meet any challenges one may encounter on an emergency response mission. They 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, but not be limited to:

- General medical examination, with blood and urine tests
- Chest X-ray and electrocardiogram (ECG/EKG)
- Dental exam
- Eye exam
- Breast examination and Pap test, as applicable
- Ensuring all vaccinations are up-to-date (see section C.2.1)

Having proper gear and clothing is also important to keeping healthy on mission. This includes carrying waterproof clothing, gear (consider applying commercially-available waterproofing coatings) and footwear suited to the climate. Because UNDAC mission conditions can change quickly and unexpectedly, be sure to pack all kit – even if initially deployed to a hotel. Items such as mosquito nets, water purification canisters and a warm sleeping bag can prevent a variety of health issues. Chapter I contains additional advice on the types of gear and clothing required in specific climate zones.

H.6.2 During the Mission

During the first days in a different country, the newcomer – unused to the conditions of life and climate – is likely to have a lower resistance to disease and illness. Measures as simple as getting rest, maintaining a healthy diet, avoiding contaminated water, following proper hygiene guidelines and monitoring one's environment for hazards can help ensure good health while on mission.

Rest

Even though on most UNDAC missions there is rarely enough time for rest, it is important that one take as much time as possible to sleep and relax on a regular basis, even if it is just

for a couple of hours. 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 drank 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.

Section H.7 provides detailed information on food and water safety during a mission. Chapter I contains information on food and water considerations particular to specific climates.

Hygiene

During a mission there are several measures that should be taken to avoid exposure to possible infections. The most common way of contracting a disease comes from poor sanitation and hygiene. Therefore one should be extremely cautious by conducting regular hand washing, particularly before meals. Water used for oral and dental hygiene should be purified or boiled beforehand.

Unless provided with reliable assurances that water is safe, swimming or bathing in lakes, rivers, etc., should be avoided at all times as it may lead to a variety of undesirable consequences. For example, Schistosomiasis (also known as bilharziosis or snail fever) is one of many parasitic diseases found in contaminated water in many parts of the world.

Protection against insects

Certain insects, and particularly certain mosquitoes, 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.

Hazardous materials (Hazmat)

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*. Instead, take the following action:

- Stay away from fumes, smoke and vapour – remain upwind even if there is no smell.
- Be aware of changing weather conditions and changing wind directions. Note the wind speed, direction, type of precipitation, temperature and cloud cover.
- Do not operate radios, mobile phones or other electronic devices within a distance of 500 metres.
- Leave the area immediately.
- Notify local emergency officials or community leaders of the situation so that they may isolate the scene.

When faced with a potential hazmat situation, consider the following information related to weather:

- 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 weather-reactive substance is released. On the other hand, precipitation may be a benefit as it may slow down the dispersion of airborne materials and reduce the area of impact.

Remember, the role of UNDAC team members without environmental expertise is to identify whether there is an existing or potential acute environmental risk and to inform local and/or international authorities. Attempts to solve the problem without appropriate technical knowledge and protective measures can put yourself and/or the entire UNDAC team at risk.

Depending on the situation and urgency, additional expertise can be requested through the Joint United Nations Environment Programme (UNEP)/OCHA Environment Unit.

H.6.3 After the Mission

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.

Any medications started prior to or during the mission should be continued until the prescription is complete or as indicated by the manufacturer of the medication. This information may be found in the packaging of the medication and applies especially to anti-malarial drugs.

If members had any sexual contact during the deployment, they should consider being tested for venereal disease and HIV/AIDS. HIV tests may not indicate a positive result until about three weeks after the exposure to the virus.

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.

H.7 Food and Water

One of the main reasons for travellers becoming ill is eating and drinking without taking into consideration some simple rules. The risk of contamination from foodborne and waterborne illnesses is often even greater following a disaster. Following the advice in the sections below may spare UNDAC members a considerable amount of short-term annoyance and could prevent serious long-term diseases.

H.7.1 Food

The following recommendations for avoiding foodborne illness apply to all situations, from street vendors to the finest hotel restaurants:

- Cooked food that has been held at room temperature for several hours constitutes one of the greatest risks of foodborne 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 (but avoid fruits with damaged skin). Remember, "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.

H.7.2 Water

When travelling - if you have any doubt - all water should be perceived as being contaminated. Again, as in the case of food, it is vital to follow some simple rules to prevent diseases caused by unclean water:

- 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 machines) 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.
- Remember that water filters designed for household use may not remove all contaminates that can cause illness. Boiling may still be required if using such a filter.

H.7.3 Managing Diarrhoea

Diarrhoea is the most common health 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.

When diarrhoea is severe, the body loses water, salts (especially sodium and potassium), water soluble vitamins and other important trace minerals. In order to replenish some of these losses as well as restore energy, the following mix has proven successful in UNDAC missions:

- water
- oral rehydration solution (ORS) in the correct dilution
- high doses of effervescent Vitamin C (i.e., a minimum 1000 mg), provided there is no history of gastritis, and multivitamins with B-Complex
- calcium (600-1000 mg)

One should try to drink as much of this mix during the course of the diarrhoea as possible. It is recommended that at least three litres of liquid be consumed within the first three hours after the onset of diarrhoea. Fluids should then continue until symptoms are relieved. At all times, regular diet should continue.

Note: When using an oral rehydration solution adults may generally consume an unlimited amount (for children's doses, consult the packaging or a medical professional). It is advised that its use begin if diarrhoea continues for more than one day.

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 ml 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 may be consumed to reduce irritation and absorb some of the possible toxins in the gastrointestinal tract. Anti-diarrhoeals 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.

Seek medical help if there are any blood diarrheal stools or accompanying fever and vomiting. Diarrhoea that lasts for more than three days also requires medical attention. When there is no medical help available and there is blood in the stool, a five-day 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. Do not consume alcohol when on antibiotics as they may cause complications and/or reactions.

H.8 Managing Mission Stress

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 stressful for another. In addition, the type of reaction can vary significantly from one person to another.

Not all stress is bad. The pressures in the disaster environment can be helpful as 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 can 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.

There are two types of stress one should be aware of when working in disasters:

- *Cumulative stress*: Stress that is built up over time by the normal conditions of a disaster mission and, if not handled, can gradually lead 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 more traumatic incidents. This type of stress may lead to mental and physical health problems that can't be dealt with at field level.

H.8.1 Cumulative Stress

This type of stress develops in the complicated, unnatural and often exhausting situations of a mission. It is important to know its causes, recognize its signs and apply coping strategies in order to avoid more serious health implications associated with stress.

Possible causes of cumulative stress
The following are potential causes of cumulative stress:

- problems associated with meeting basic needs (e.g., housing discomforts, lack of privacy, a lack of food quality or variety, water shortages)
- travel delays
- lack of safety and security/health hazards
- immobility, inactivity, lack of exercise
- problems at home or 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
- insufficient rest/relaxation periods
- unclear/constantly shifting tasks, unrealistic expectations (self or others)
- media attention
- non-recognition of work/hostility to efforts
- pressure to achieve
- unsupportive or difficult colleagues, superiors
- anxiety about mission, accomplishments, responsibilities, skills
- lack of resources, limited control of situation

- cultural/language difference
- Murphy's Law ("Anything that can go wrong, will go wrong")

Indicators of cumulative stress

It is important to know, and thereby be able to recognize, indicators of cumulative stress that might occur. It is not only vital to recognize them within yourself, but also in your colleagues.

The indicators may include some of the following:

- inability to make decisions and seemingly paralyzed by choice
- 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
- 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 is 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.

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 use.
- Talk/laugh/cry with your colleagues.
- Practice prayer, meditation or progressive relaxation.
- Pamper yourself – shop, read, sing, dance, write, listen to or play music, work on a hobby, take a sauna, cook a meal, etc.
- Participate in social activities unrelated to the mission.

H.8.2 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 of a relative, co-worker or friend.
- Experiencing events that are life threatening.
- Experiencing 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 debriefings that involve clarifying events and providing education about normal responses and coping mechanisms are almost always helpful. Debriefings following critical incidents (sometimes called defusing) should ideally be carried out by trained professionals with an understanding of the situation/environment/event with the potential to cause stress reactions. A debriefing may be needed even when there are no obvious stress reactions present, as stress reactions might be 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 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.
- Note that attendance is not mandatory, but that it is helpful if all participate.
- No one should be forced to talk.
- The leader provides a road map.
- Share who, what, where.
- Share perceptions and reactions.
- Don’t look for errors - explain facts.
- Identify stressors/triggers.

- Explain that most reactions are normal and ok.
- Listen, listen, listen – don't judge.

H.9 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 can generally be addressed by anyone with basic first aid skills and a rational approach that includes a calm and thoughtful manner. Panic will cause or contribute to a "shock" response in the patient 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 patient unless you have to – either for your safety or that of the patient. Once you have determined that you are not endangering yourself and that the patient is in a relatively safe position, get help if you are able to do so.

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 steps, known as "standard precautions", 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. Where practical a mask, gown or other barrier may be indicated. More information on standard precautions is available on the World Health Organization (WHO) website.

The initial ABCs of medical emergencies/first aid

The basic steps in assessing your patient and initiating treatment are as follows:

- Airways – 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.

Choking and cardiopulmonary resuscitation (CPR)

The patient 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 patient 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. 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, being careful not to push the object in further. If the patient is not unconscious, be careful not to get bitten.

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 patient - Lay the patient on their back. Kneel and position yourself at a right angle to the patient’s body, with your knees perpendicular to the patient’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 their 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 patient’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 patient’s mouth to listen and feel for air being exhaled. Look at the patient’s chest to see if it is rising or falling.
5. Mouth-to-mouth resuscitation - Position yourself at a right angle to the patient’s shoulder. Use the head tilt/chin lift manoeuvre and pinch the patient’s nose closed using your thumb and forefinger. Open your mouth wide and place it tightly over the patient’s mouth. Exhale into the patient just enough to see the chest rise. Take another breath and repeat. Check to see if the patient’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 patient, check for a pulse using two fingers just to the side of the throat. If the patient has a pulse, but is not breathing, continue mouth-to-mouth resuscitation, using the same technique of big breaths every five seconds (12 times per minute). Remove your mouth between breaths. Continue to check for signs of breathing and watch for chest movement. If the patient’s breathing is weak, you may have to continue

mouth-to-mouth, following the patient's breathing pattern, ensuring a breath at least every five seconds.

7. Restore circulation - If you are unable to find a pulse in the patient, 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 patient'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 patient's chest (2.5 to 5 cm in an adult). Count aloud as you do it, slightly faster than one compression per second (80-100 beats per minute). Repeat the pattern for a total of 30 chest compressions.
8. Continue breathing for the patient - You must continue to give the patient oxygen through mouth-to-mouth resuscitation. Give two breaths. Repeat with 30 new chest compressions.
9. Alternate pumping and breathing - Pump the patient's chest 30 times and then breathe for them twice. Count aloud to establish rhythm. 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 30 compressions, a pause in pumping is allowed for 2 breaths 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 or 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 their ABCs.

Bleeding

There are several ways to control the bleeding. These should be attempted, in the following order:

- Using sterile gauze, apply pressure directly over the wound. When the bleeding stops, 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 the wound is bleeding heavily (e.g., a gunshot-wound), you could push several sterile gauzes or pieces of bandages inside the wound using a finger. Remember the number of gauzes you put inside the wound so the same number can be safely removed during later treatment and not cause infections.
- 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 the approach.

Chemical burns

These may arise from inadvertent spills when handling chemicals, coming in contact with improperly disposed of chemicals and chemical waste, or from chemical warfare agents. In order to decrease risk of exposure, responders should have access to information on industrial facilities in the area, be observant of their surroundings (containers, tanks, fuel stations, storages) and associated risks, know the location of nearby hospitals and treatment facilities, have access to personal protective equipment and not hesitate to request advice from local authorities or health service providers.

Do not approach damaged facilities or touch unknown chemicals without the appropriate expertise and personal protective equipment (gloves, suits, boots, mask, etc.). Always request advice from fire or health services on different types of protective equipment and how to use it.

If exposed to chemicals, take the following steps:

- Remove contaminated clothing and isolate by placing in a closable container (e.g., a large plastic bag). Avoid pulling clothing over your head – cut the clothes off if necessary.
- Wash yourself with soap (preferably liquid soap) and tepid water, or with water alone. Rinse skin with copious amounts of water for at least 20 minutes.
- Rinse eyes with water.
- Seek medical attention if needed; for example, in case of large burns, poisoning symptoms (being sick, drowsiness, headaches, fever, seizures) or contact with an unknown chemical.
- In case of ingestion, do not induce vomiting. Call a poison centre and/or seek medical assistance.

If a chemical release is suspected, take the following steps:

- If inside a building or a closed space: find clean air quickly by exiting the building without passing through the contaminated area or by breaking a window.
- If outdoors: avoid any obvious plume or vapour cloud. Cover your mouth and nose and, if possible, any exposed skin (e.g. roll down sleeves, button up coat/jacket). Move away from the source the fastest way possible, preferably by moving crosswind or upwind. Contact the authorities and your team immediately to report the incident and receive additional instructions.

Note: Nuclear and radiological emergencies range from power plant accidents to small incidents with radiological materials. For these, operators together with local and national authorities have the primary responsibility for emergency response. Possible international assistance in the case of such incidents is coordinated through the International Atomic Energy Association (IAEA).

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 power or move the wire. Attempting to move wires yourself is dangerous and should not be done.

- As soon as it is safe to do so, check the patient's ABCs and continue to monitor them – 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 ranges 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.

Superficial (first degree burn)	**Partial thickness (second degree burn)**	**Full thickness (third degree burn)**
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 and do not apply ointments or salves. If pain recurs, reapply cool water.	Symptoms are definite redness of the affected area, swelling and blistering. Treat as for first degree burns for 15 to 30 minutes, preferably using sterile water. Cover with a dry, sterile bandage and elevate the burned area and treat the patient for traumatic shock. Seek professional help.	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 and cover the burned area with a sterile, non-adhesive dressing. Elevate the burned area. Seek professional help immediately.

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 applying direct pressure. Treat for shock routinely in fractures of major bones and open fractures, while continuing to monitor for the onset of traumatic shock symptoms. Open (compound) fractures require immediate medical attention.

Frostbite

Frostbitten tissue will feel cold to your touch, and feels either numb or painful to the patient. An early sign will be whitening of the skin, which could be treated by holding a warm part of the body on the cold part. For example, cold cheek-bones may be warmed up with the palm of the hand. 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 oral rehydrating solution 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 the patient may die.

Hypothermia

The patient will shiver in the early stages of hypothermia, but once the body core temperature goes below about 32°C (90°F), shivering may stop. The patient 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 people in the sleeping bag or bed together with the patient to provide heat.

If the patient is sufficiently conscious to protect their airway, give them warm (38 - 45°C/100 - 115°F) fluids such as lemonade. 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.

Remember: The instructions above are not intended to be a replacement for first aid training. All UNDAC members are encouraged to obtain and maintain certification in first aid and CPR.

I. SURVIVING IN UNIQUE CLIMATE AND TERRAIN REGIONS

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I.1 Introduction

UNDAC missions can occur in a variety of climates and terrains around the world. While many responses occur in urbanized temperate areas that generally don't require special safety or survival knowledge beyond that included in other parts of this handbook, UNDAC members should be aware of special considerations when operating in specific environments that pose unique survival challenges. This chapter begins with an overview of the world's major climate zones and terrains and then provides survival advice and tips for

operating in four particular regions – polar, high altitude, tropical and desert. This information is not meant to replace the individual pre-mission research that should be completed by each team member.

I.2 Climate and Terrain Zones

The following provides a summary of major climate and terrain zones around the world.

Polar regions
Polar regions include Antarctica, the Artic (Alaska, Greenland, northern Canada, northern Russia, parts of Scandinavia, Iceland, etc.), parts of Central Asia and the Himalayas. These areas remain cold most of the year and cold weather skills will likely be needed when operating in them. Cold weather skills may also be needed at high altitudes elsewhere.

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 kilometres deep, this terrain lies between the arctic tundra and temperate lands. It may also be referred to as the boreal forest or taiga. Winters are long and severe, but compared to the tundra, the climate of the forest is characterized by a longer and warmer growing season. Trees and plants flourish along the great rivers that flow to the Arctic Ocean. Wildlife, 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 off-road travel difficult and insects, such as mosquitoes, may be a nuisance. Movement is easier in winter. There is gravel along the rivers, where fishing is good, and a raft may be made from dead fall.

Deciduous forest
Oak, beech, maple and hickory are the main species in North America, while oak, beech, chestnut and lime are prevalent 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 of the world.

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 metres (10 feet). 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 portions 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 3000 metres). Functioning at these altitudes means normally taking into account low atmospheric pressure, extreme cold and strong winds. Such areas require special acclimatization procedures.

I.3 Survival in Polar Regions

Winter temperatures in these regions are well below freezing and hurricane force winds can whip snow 30 metres into the air. A 32 km/h wind can make a -14°C thermometer reading feel like -34°C. In addition, the amount of daily sunlight varies from total darkness in winter to around-the-clock daylight in midsummer.

The following sections provide advice and tips for surviving in polar regions.

I.3.1 Travel and Navigation

- If stranded, establish a shelter as near to the aircraft or vehicle as possible. Move only if rescue is improbable at that location. 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.
- Use caution in the summer - sea ice turns to slush and the tundra may be boggy.
- Compasses are unreliable near the poles. Use GPS or travel by night with the guidance of star constellations.
- 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 to a spot at least 60 centimetres from the edge.
- Observe the birds. In the thaw wildfowl fly to land and seabirds fly out to sea by day, returning at night.
- New ice produces greyish reflections, while mottled reflections indicate pack ice or drifted snow.
- Follow rivers and travel downstream, by raft or on ice – except in areas where rivers flow north. On frozen rivers keep to the edges and outer curve on bends. Where rivers join follow the outside edge or take to the outer bank. If the 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. Use a rope to rescue a colleague who has fallen through the ice. 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 along the edge. Lift one leg up onto the ice and then your shoulder and attempt to roll up onto the ice, 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.

I.3.2 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, use mittens with high cuffs and tuck trousers in to prevent heat escaping. If sweating, loosen collar and cuffs or remove a layer.

Outer garments should be windproof, 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 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 acronym 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!

In warmer weather, cover skin from insects by wearing a net over the head and consider burning green wood to keep them at bay.

I.3.3 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 the shoe as flat to the ground as possible. Both methods require sufficient training before use.

I.3.4 Shelter

- Get out of the wind! Look for a natural shelter to improve on, but avoid sites where a snowdrift, avalanche or rock fall might occur.
- In warmer weather, don't make shelter near water – the habitat of the black fly, mosquito and deerfly.
- 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.
- When inside a sleeping bag, take off outer garments (except the woollen hat) and never wear shoes. Your body heat will warm up the air inside the sleeping bag and contain it, creating a comfortable temperature to rest in.

I.3.5 Fire

- Fuel sources are limited in polar regions. Consider using driftwood, seal and bird fat, or fuel from any wreckage. In extreme cold, drain fuel before it congeals. It may then be used solid if drained on ground. High-octane fuel may be left in 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.
- Spruce that has started to die from the inside also contains a resin that makes good firewood.

I.3.6 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. Unthawed 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 in a water bottle and wear it close to the body until it melts.

I.3.7 Health

- Frostbite, hypothermia and snow blindness are the main hazards in polar regions.
- 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. Mittens are better than gloves.
- Avoid spilling petrol on bare flesh as 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 further reduce glare.
- Core temperature (body and head) is vital. When the body freezes it extracts blood from the limbs to warm the core.

- 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.

I.4 Survival at High Altitudes

It is possible that UNDAC missions may take you to altitudes over 2700 metres. These are considered high altitude regions and special attention to one's well-being has to be paid in such areas.

I.4.1 Effects of High Altitude on Humans

In medical terms high altitude is generally accepted to be heights above 2700 metres. Extreme altitude is regarded as those areas above 5500-5800 metres. While humans have survived and lived at extreme altitudes, there is no successful and permanent acclimatization for such altitudes.

Insufficient oxygen in the rarefied (lower pressure) air at high altitude imposes certain stresses on the human body. Overcoming those identifiable physiological changes, if successful, will lead to satisfactory acclimatization. Failure to do so might prove life threatening. Other than the cold and the rarefied atmosphere, other contributors to illnesses particular to high altitude are low humidity and 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 acclimatization 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. It is the most common ailment, particularly in mornings. Other symptoms include malaise, lassitude, disinclination to work, loss of appetite, nausea, vomiting, shortness of breath on exertion and disturbed sleep.
- *High Altitude Pulmonary Oedema (HAPO):* Can result from untreated AMS. It is 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.
- *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 and vomiting, 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*: 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, paraesthesia and neuropsychiatric symptoms as the most common. Other symptoms include effort intolerance, bleeding manifestations and later, also, mild cardiac failure.

High altitude illnesses unrelated to acclimatization include:

- *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*: 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*: 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 (drowsiness) leading to stupor, coma and finally, death.

Localized cold injuries include:

- *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.
- *Frostbite*: 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 frostbite depends on the duration of exposure and the temperature, and at its most serious may lead to the loss of limbs.

I.4.2 Surviving in Low Temperatures

The summer temperatures at high altitudes vary from 10°C down to -20°C. The winter average temperature bracket is -15°C to -35°C. Sometimes temperatures may fall as low as -55°C. This, combined with wind chill factor, creates extreme sub-zero polar effects and causes, such as:

- A large number of cold injury casualties. It is essential to have special extreme cold clothing and special shelters for such an 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 missions until late in the mornings because of inability of the ground technical crew to do pre-flight servicing in the cold air.

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 and 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 3000 metres.
- *Logistics air support***:** The lifeline and the tactical capability of the team are entirely dependent on logistics air support based on a mix of aircraft and helicopters. Adequate level of this support has to be ensured.

I.5 Survival in 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.

I.5.1 Types of Tropical Regions

Equatorial rain forests
Temperatures range from 30°C in the day to 20°C at night. Jungle trees rise from buttress roots to 60 metres high. 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 your 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 metres in a year. Moving is slow, hot work that often involves hacking away vegetation 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 metres a crater-like landscape covered in moss between ice-capped peaks exists (the Ruwenzori Range of Central Africa is typical). Plant growth is sparse, trees stunted and distorted. Low branches make the going hard. Nights are cold and days are hot and misty. Survival is difficult.

Saltwater swamps
In coastal areas subject to tidal flooding, mangrove trees thrive, reaching heights of 12 metres. 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. Fish, molluscs, aquatic animals and vegetation are plentiful, but it is a hostile environment with water leeches, caimans 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. Survival is easy and swamps are often dotted with islands. There are often navigable channels and raw materials are available from which to build a raft.

I.5.2 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 centimetres between to aid cooling. Double layers of cloth will help keep out rain if angled.

Everything is likely to be damp. For firewood, take standing dead wood, shave off the outside and use that to start your fire. Dry bamboo and termite nests make good tinder.

In choosing camp sites make sure you are above potential flooding.

I.5.3 Food and Water

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 them thoroughly, discard entrails and eat them as soon as possible. Do not preserve fish by smoking or drying.

Fish in slow-moving water may be infested with tapeworms and other human parasites. They should be boiled for 20 minutes prior to eating.

Water itself may be infected with amoebas that cause dysentery, therefore always boil it.

I.5.4 Insects/Animals

Bees, wasps and hornets
Moving through the jungle may disturb bee, wasp or hornet nests. Any bare skin is vulnerable to attack. If attacked, run. Goggles will protect the eyes, but insects, searching for salt, will make for the sweaty parts of the body. The groin and armpits should be protected when in tropical regions.

Mosquitoes
Wear a net or shirt over the head, especially at dawn and dusk. A strip of cloth 45 centimetres deep and long enough can also be tied around the head and cut so as to make a fringe of vertical strips hanging from a band over the face and 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.

Centipedes
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 centipedes. Take care on waking, as centipedes nestle for warmth in the more private body regions.

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.

Spiders, snakes and scorpions
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.

Leeches
Their bite is messy but not painful. Left alone they drop off when they have their fill. Do not pull them off as the head may come off, leaving the jaws in the bite (which could turn septic). Remove leeches with a dab of salt, alcohol or a burning cigarette end, ember or flame.

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.

I.5.5 Travel

Ground observation in 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 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.

I.5.6 Navigation

Jungle navigation is not easy, but the difficulties are often overstated, provided methodical map study and planning are undertaken, followed by careful use of tools such as a compass or GPS.

The key elements of jungle 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 waterproof watch set to the correct time.
- *Maps***:** These may be reasonably accurate as regards to features (e.g., hills and streams). It should be borne in mind, however, that most maps are produced from aerial 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 in regard to boundaries, roads, tracks, villages and clearings because these features are subject to continual change.
- *Aerial photographs***:** A valuable supplement to maps and often the only means of bringing a map up-to-date or of obtaining coverage 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 overestimate 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 (contouring): 1000 to 2000 metres.
- Through primary jungle (cross-gain): 700 to 1000 metres.
- Through secondary jungle: 500 to 800 metres.
- Through swamps: 100 to 200 metres.
- Through tall grass: 500 to 1000 metres.

I.5.7 Health

In the jungle, sanitation and personal hygiene are more important. Intestinal diseases are diseases usually transmitted by contaminated food or impure water. Contamination of food may be caused by use of dirty utensils, flies or other such insects, and food handlers. Waterborne diseases may be caused by impure water that is used for drinking, cooking and bathing purposes. Examples of this type of disease are dysentery and cholera. 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 their own cleanliness and that of their surroundings. Frequent inspections of the body must be carried out for lice or tick bites. Clothes impregnated with insect repellent 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. 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.

I.6 Survival in Desert Regions

The desert is a vast arid wasteland with little vegetation and sparse population. It is generally featureless, but contains sand dunes, rocky outcrops and clay plains. The going is generally good over almost all types of terrain. This is particularly true when using tracked or half-tracked vehicles. Wheeled vehicles 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.

I.6.1 Desert Features

Sand dunes
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 dune 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 many desert areas. Movement in these areas is generally good.

Clay plains
These are open plains found in depressions due to the deposition of clay from the flow of rainwater. Movement 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.

I.6.2 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°C. During the winter temperatures fall down nearly to the freezing point. Days are hot and may be pleasant during the winter and unbearable during the summer. 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 km/h 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. Water assumes significance in logistics planning. Storage and transportation of water are prerequisites for operations.
- *Desert tracks*: The area may be 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 to water sources are required. Most desert tracks are well defined when in use; otherwise they get obliterated quickly by blowing sands.

To survive in this climate 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. Dust or sand storms reduce visibility. Protection is needed against sand entering every orifice.

I.6.3 Water

When planning travel to desert areas, ensure that the route takes into account the locations of oases, wells and waterholes. If stranded, make a plan based on the amount of water you have and take measures to reduce fluid loss. In some cases it may be best to stay in one place, especially if with a vehicle (which can more easily be located by search teams). In other cases movement to find water may be necessary to avoid death from dehydration.

In looking for water in the desert, keep in mind that wells may require a container lowered on a line to reach water and that small waterholes in wadi bottoms (dry riverbeds) 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. Dig at night to avoid fluid loss to perspiration. In deciding whether to dig, always balance fluid loss against possible gain.

Life expectancy depends on the water available and the ability to minimize perspiration. Humans can live without water for about two days at 48°C, if resting in the shade and doing nothing. If walking is required, it should be based on a carefully considered plan that is based on the amount of water available. With no water and a temperature of 48°C, walking at night and resting by day, a person can travel about 40 kilometres. Walking by day would only cover 8 kilometres before collapse. With two litres of water a person could cover up to 56 kilometres over three days before collapsing.

I.6.4 Shelter and Fire

If stranded in the desert, find immediate shade. If building a shelter is necessary, do this in the evening. 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). If using fabrics, leave the bottom edges lifted and loose by day to increase air circulation. Weight them down with rocks at night. Sleep on a raised bed to allow air to circulate.

You may need a fire for warmth at night and for boiling water. The smoke will also 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.

I.6.5 Clothing

Clothing helps reduce fluid loss and gives protection from sunburn and insect bites, as well as warmth at night. In general, desert clothing should be light and loose fitting, with air space between the garments and the body.

Headdress
A hat with a piece of cloth attached to the back will help, but the best protection is provided by a traditional Arab headdress (known by several names, including keffiyeh/kufiya and shemagh). In general, this can be created by folding a piece of cloth (about 120 centimetres square) diagonally and then placing it over the head with the long edge facing forward and one edge/corner shorter than the other. The short corner is then brought under the chin and the longer corner goes across the face and wraps behind the head. The two corners are then tied behind the head or near one ear.

Eye protection
Sunglasses may not provide sufficient eye protection in the desert. For additional protection from glare, "eye black" grease can be applied. If not available, soot from a fire can also work. In addition, the eyes can be shielded by fabric with slits, or the headdress.

Footwear
Proper footwear is key to avoiding the burning and blistering of feet unaccustomed to the terrain. In addition to suitable footwear, the legs should be wrapped or covered in long pants.

I.6.6 Food

Heat can cause a loss of appetite, but this can be helpful because protein foods increase metabolic heat and water loss. If water is scarce, eating should be kept to a minimum. Where possible, food eaten should be high in water content (e.g., fruits and vegetables). Keep in mind that food spoils quickly in the desert. Once opened, it should be eaten immediately, or kept covered and shaded.

Despite scarce vegetation, deserts often support a variety of animals. Insects, reptiles, rodents and some small mammals burrow or hide during the day, while large mammals are an indication that there is water close at hand.

I.6.7 Health

- Most desert illnesses are caused by excessive exposure to sun and heat. Following the advice above including keeping the head and body covered, will help.
- Constipation and pain in passing urine are common and salt deficiency may lead to cramps.
- Heavy sweating, coupled with garments that rub against the skin, may block the sweat glands and result in an uncomfortable skin irritation known as prickly heat.
- Heat cramps, heat exhaustion, heat stroke and serious sunburn are all risks in the desert. 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 (i.e., crevices of armpits, the groin and toes) clean and dry to prevent infection.
- Even the most trivial sore can become infected if not dealt with straight away. Pull out any thorns as soon as possible to avoid painful sores that may develop and prevent walking. Bandage all cuts with clean dressings and use what medical aids are available.

I.6.8 Driving

The following are tips for driving in the desert:

- Maintain a continuity of motion and don’t stop in a sandy patch.
- Don’t accelerate when the vehicle’s wheels have lost contact with the ground.
- Avoid driving in low gear unnecessarily and monitor engine temperature at all times.
- Avoid braking in soft sand. Allow the vehicle to roll to a halt instead.
- Don't pass/overtake other vehicles in sandy patches.
- Don't follow the tracks of other vehicles when driving in sandy patches.
- Avoid sharp turns and don't tailgate other vehicles.

- If a vehicle in front becomes stuck, maintain a safe distance to avoid encountering the same conditions.
- Don't overload your vehicle.

J. TELECOMMUNICATIONS AND TECHNICAL EQUIPMENT

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J.1 Introduction

A sufficient and reliable telecommunications system is an important component of any UNDAC team's Plan of Action (see section C.2.3). In addition to contributing to effective information management (as discussed in chapter F), such a system is also key to the team's ability to comply with safety requirements outlined in the specific Minimum Security Operating Standards (MOSS) for various countries (see section H.3.2 for more information on MOSS). It is, therefore, important that UNDAC members be familiar with the technical equipment available in the UNDAC Support Modules (see section B.6). Regular hands-on training and practice is also recommended.

This chapter provides information on UNDAC technical equipment used to communicate between team members in the field, the On-Site Operations Coordination Centre (OSOCC) and United Nations Regional Offices or Headquarters. Information on the use of Global Positioning System devices is also included (for more information on the use of Geographic Information Systems, see section F.3.4).

J.2 Phones and Data

J.2.1 Handheld Satellite Telephones

Over the last years, satellite telecommunications equipment has developed from huge suitcase-based telephones to small handheld devices that are operated almost like a mobile

phone. While there is no standard model of satellite phone used within the United Nations, models provided in the Support Modules are generally easy to use – provided some basic limitations are understood:

- They do not provide indoor coverage, without an external antenna.
- Not all systems have full global coverage.
- They can take several minutes to connect to their network.
- They have limited data capability.
- Bandwidth congestion is possible in large-scale emergencies.
- They are generally expensive to use (at least US$1 per minute).

To use a satellite phone, take the following steps:

1. Extend the antenna.
2. Turn on the phone (if any PIN code is in use the code must be well known within the team).
3. Wait for the network connection to be established (avoid tall buildings, steep valleys and dense forests).
4. Dial the number (the country code should always be included when using a satellite telephone).

J.2.2 Satellite Data Terminals

Establishing connections to the Internet and/or office networks is important for an UNDAC team. When telecommunications infrastructure in the field is damaged or has low capacity, the use of satellite data terminals will be your best choice. The most widely used system is the Broadband Global Area Network (BGAN), which offers both data and telephone capability simultaneously. There are several models of BGAN terminals, but they operate in nearly the same way. Some basic knowledge is necessary to get a stable and efficient connection. Most important is paying special attention to ensuring the terminal's antenna(s) point directly towards the satellite.

Procedure for operating a BGAN

The following procedure for operating BGAN terminals applies to the most common terminals – the Thrane & Thrane Explorer 500 and 700 models:

1. Connect the power and network cables (the internal battery will last for some hours, but electricity must be available for charging).
2. Determine which direction to point the antenna, using the map below. The antenna should be pointed towards the centre of the applicable coloured circle representing the region in which the terminal is located (e.g., Asia-Pacific is dark blue on the map).

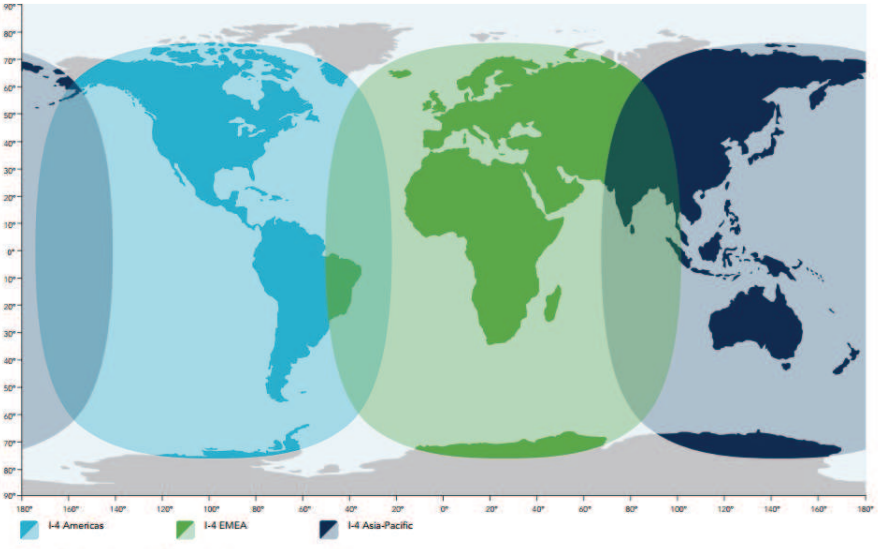

Figure J.1: BGAN Satellite Coverage

In pointing the antenna it is very important to have a clear line of sight towards the satellites. The inclination of the antenna will vary with the terminal's distance from the equator. This means that the further from the equatorial meridian the terminal is, the more difficult it will be to avoid obstacles like buildings and hills. This is a factor that must be taken into consideration when choosing a location for a field office or an OSOCC.

3. Turn the terminal on.
4. Fine-tune the antenna's direction/inclination using the terminal's signal strength meter and/or pilot tone (the signal strength will ideally be above 50 dB-Hz). Confirm the signal by pressing the "OK" button.
5. Securely fix terminal/antenna in position.

The terminal will be most efficient when used outdoors, but can be used indoors close to windows in some buildings. It will normally work in most tents. If the security situation permits, the terminal can be placed outdoors (e.g., on a rooftop) and cables can be run into the work place. When placed outdoors for extended periods the terminal should be protected from dust and weather with a plastic bag, or similar.

Caution: A safe distance of at least one (1) metre must be maintained around the front of any satellite data terminal antenna. These antennas emit radio frequency energy that could injure anyone closer than one metre.

Capacity and bandwidth

The BGAN has a bandwidth (speed) of up to 0.5 megabits per second (Mbps). This is far less than most home or office Internet connections. This bandwidth is shared among all users who are connected to the terminal. In addition, all users in the same geographical area will share the same "spot-beam" from the satellite. These factors, along with costs of up to US$6 per megabyte of data and up to US$16 per minute of streaming, make it very important to adapt from everyday computer working habits in order to save bandwidth. For example, one should not watch video, download large e-mail attachments, or use social media feeds or Skype unless it is strictly necessary to do so. Users should also turn off their computers' automatic update functions. This becomes especially important in large-scale emergencies where many actors share the same limited satellite capacity.

Other data connectivity options

Despite its many advantages, such as being lightweight and fairly easy to use, BGAN systems have limitations like capacity, high cost and difficulties with indoor use. Where possible, it is often better to connect to existing infrastructure – after considering stability and/or capacity. Local authorities and telecommunications providers can often assist. If deployed to a country with ongoing United Nations operations, United Nations telecommunications staff should be contacted to discuss possible solutions.

If the existing infrastructure is damaged or overloaded and it is apparent that the mission will be large and ongoing, consideration should be given to requesting a very small aperture terminal (VSAT). A VSAT is a satellite data terminal intended for (semi)permanent installation and has higher capacity than a BGAN. The equipment is much larger than the BGAN and specially trained technical personnel are needed for installation. If needed, it should be ordered early in the mission.

J.2.3 Personal Laptops

UNDAC members commonly bring their personal computers/laptops on mission. A few things should be taken into consideration when doing so:

- Computers with English language features and keyboards are more easily accessed by mission support staff.
- Members should have full administrator privileges on any computer they bring. Many company computers have security solutions that require passwords or software to change their settings. Members should ask their employer to provide full administrative access to any computer brought on mission.
- Power outages can be common in the field. Mission computers should have a healthy battery, preferably of a high-capacity type. Remember to also bring socket-

adaptors, and ensure that the computer's power supply can handle both 110v/60Hz and 230v/50Hz voltage.

- To reduce the network load, automatic updates (e.g., Windows, antivirus software) should be disabled. To keep the computer protected from harmful software, check for and install the latest updates prior to leaving for the field.
- USB memory-sticks are frequently used on mission. They are a common source of viruses and antivirus software should have the ability to automatically check these when inserted.

File storage

The mission support staff often set up a local area network in the OSOCC. In addition to a shared Internet connection and printing, the network may provide common file storage. When using common, shared storage (a "file-server"), it is important to maintain a proper structure and have standard procedures for file names and versions of files. A structure should be set up by the OSOCC's information management function, in cooperation with technical staff. Regular monitoring of the structure should be done to ensure proper use, as the number of files that need to be stored may expand very quickly. A good file structure will ensure the quick retrieval of information.

J.2.4 Mobile Phones

Most countries have a mobile telephone infrastructure and the majority operate on the GSM standard (Global System for Mobile communications). When a local network is available in the field, support staff will generally provide mobile phones equipped with local SIM cards/numbers. This makes communication with local partners easier and greatly reduces costs.

Members wishing to use their own phones should consider whether they will have coverage in the area of operations and the costs associated with their provider's roaming agreement.

J.3 Radios

Radio systems can operate anywhere and are not dependent on existing infrastructure. They are generally used on UNDAC missions when:

- There is no functioning mobile telephone network.
- Their use is required by the MOSS.
- There is a desire to reach multiple users simultaneously.

This section provides information on UNDAC's use of radio, general radio procedures, accepted radio terminology and the use of United Nations call signs.

J.3.1 Radio Systems

The radios used by UNDAC are mostly analogue VHF (Very High Frequency) with a limited range (i.e., a few kilometres). The range may be extended by the use of repeaters. Special equipment and trained staff are needed to install and maintain such a system. In some areas, HF (High Frequency) radios are still being used for long-range, low-cost voice communications. During a typical UNDAC mission the use of HF radios is rare and satellite telephones, or other methods of telecommunication, are preferred.

While some UNDAC partners have migrated to digital systems for radio communications, it is important for safety and security reasons that every actor in an emergency operation uses the same radio system and procedures.

J.3.2 General Radio Procedures

The following is an overview of radio communication procedures that 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 system practice strict radio discipline at all times.

- Decide on the message before transmitting.
- Be clear and brief.
- Make sure no one else is speaking before transmitting.
- Divide messages into sensible phrases with pauses where appropriate.
- Speak in a natural rhythm.
- Avoid excessive and unofficial transmissions.
- When ready to transmit, push the transmission key and wait a second before speaking. When finished transmitting wait before releasing the key.
- Use standard pronunciation and emphasize vowels. Avoid extremes of high pitch and speak in a moderately strong voice (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.

J.3.3 Radio Terminology

To ease common understanding and avoid errors, generally accepted terminology is used across most of the humanitarian community. For example, the International Phonetic

Alphabet (Alpha, Bravo, Charlie, etc.) is used as the basis for call signs and any time that complex spellings or information must be transmitted. It is advisable that all UNDAC members are familiar with the phonetic alphabet (see section Z.6).

In addition to the phonetic alphabet, other standard procedural words (prowords) are generally used. The following table is a list of the most common prowords and their meanings.

Proword	**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...
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).

FIGURES	Numerals or numbers will follow. In general, numbers are transmitted digit by digit except that exact multiples of hundreds and thousands are spoken as such.
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.
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.
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.)

J.3.4 Structuring Transmissions

Using the prowords and the phonetic alphabet, transmissions are generally structured as follows:

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.

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… or I READ YOU… – your signal strength and readability is as follows:
  - 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

A sample radio check is as follows:

1. ALPHA, THIS IS CHARLIE - RADIO CHECK, OVER
2. THIS IS ALPHA - YOU ARE LOUD AND READABLE, OVER
3. THIS IS CHARLIE - YOU ARE LOUD AND READABLE AS WELL, OUT.

J.3.5 Standard United Nations Call Signs

When using radio communications one does not use names, but call signs. These call signs reflect the *function* and not the individual that you want to reach. 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 United Nations agencies and other humanitarian partners.

Within the United Nations call sign system, 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, a network operating in Pakistan would use Mike for Multan, Delta for Muzaffarabad, and November for Manshera.

The second letter of a call-sign indicates the agency:

Letter	Organization	Letter	Organization
Alpha	FAO	November	UNFPA
Bravo	World Bank/IMF	Oscar	OCHA/UNDAC
Charlie	UNICEF	Papa	UNOPS
Delta	UNDP	Quebec	UNDPKO
Echo	UNESCO	Romeo	UNHCR
Foxtrot	WFP	Sierra	UNDSS
Golf		Tango	UNHABITAT
Hotel	WHO	Uniform	UN Secretariat
India		Victor	
Juliet		Whisky	
Kilo		X-ray	Reserved for NGOs
Lima	UNJLC	Yankee	Reserved for NGOs
Mike	IOM	Zulu	Reserved for NGOs

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	Programme
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, the UNDAC Team Leader in Muzaffarabad would be Delta-Oscar-1; the UNDAC Deputy Team Leader would be Delta-Oscar-1-1.

J.4 Global Positioning System (GPS)

J.4.1 Collecting Data

Obtaining correct coordinates is fundamental to the success of various UNDAC activities, including the communication of operational locations (e.g., the OSOCC, rescue sites) and the collection of assessment data (e.g., camp locations, road obstructions, physical infrastructure). Their coordinates can be located using devices such as a hand-held GPS unit, a smart phone or a tablet computer with GPS capability. Some models of satellite phone can also provide GPS coordinates.

When collecting GPS information in the field, hand-held GPS units are ideal because they have a long battery life and are usually more robust than other electronics. Whatever device is used, UNDAC members must be familiar with its use and should be able to display coordinates and record waypoints in the device memory. (Note: Smartphones may need a specialized application to be able to display, store and export coordinates. Regular mapping applications may not be suitable for this function.)

GPS devices should be “warmed up” before setting out. This will ensure an accurate satellite fix, especially in situations where the device may have been moved hundreds of kilometres since its last use. This can take several minutes dependent on location (it will take longer in built up areas, in valleys, etc.).

J.4.2 Coordinates and Datums

Dedicated GPS units can display many different geographical coordinate systems, but the most common and useful ones are latitude/longitude (lat/long) and Universal Transverse Mercator (UTM).

Lat/long is the most widely understood coordinate system. Within the system, coordinates can be displayed in three different ways:

- degrees, minutes, seconds (DMS), e.g., “31:15:30 S” (S = South)
- decimal degrees (DD), e.g., “-31.255”
- decimal minutes (DM), e.g., “31:15.5 S”

Note carefully that all the above latitude examples are actually the same. There are 60 minutes in a degree, so 15 minutes equals 0.25 degrees. It is also important to note that latitudes south of the equator, and longitudes west of the Greenwich (zero) meridian, usually have a minus sign when written in decimal degrees (as shown above in the second example).

UTM coordinates are used less often. They comprise of X and Y components, in that order, and are sometimes preceded by the thee-character UTM zone. Note that the X and Y values may be recorded as unequal numbers of digits. For example: “30N 154227 1845499”. The first part is the UTM zone, then the X coordinate, and finally the Y coordinate.

Geodetic systems are used to translate satellite navigation positions within the device to actual positions on the earth. Datums are sets of values used to define a specific geodetic system. Datums can seem confusing, but in almost all cases you can safely set your GPS device to the global WGS 84 datum which is used by most smartphones and programs such as Google Earth.

J.4.3 Waypoints and Tracks

A waypoint (or just point) is a single place recorded in the GPS device, either before the trip (for navigation) or to capture the coordinates of places during the trip (e.g., a bridge, water well or camp). When recording waypoints into a GPS device, be sure to record a textual record of the information related to the waypoint. For example, “WP24 - temporary

warehouse" or "WP25 - road washout – passable by 4x4 vehicles". Recording the waypoint details on paper is usually more practical than trying to input text into an electronic device in the field.

Some GPS devices allow a tracklog, or just track, to be recorded in the background as you move. The track file can then be downloaded onto a computer and displayed on a map using Google Earth or GIS software. If using track logging, work out how to switch the tracking on and off before going on a trip. Some GPS units have tracks permanently on, with the oldest track points being continually over-written.

When back from a trip, download and save the waypoints and tracks coordinates files from the GPS so that the device can be used again on another task. Pass the files, together with the associated paper records – the waypoint details – to the GIS team who can map the data to build up the operational picture for all.

Z. ANNEXES AND REFERENCE MATERIAL

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Z.1 Conversion Tables (Imperial and Metric Measurements)

Metric to Imperial

Length	
1cm	= 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 (US)

Surface	
1cm^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.

Imperial 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 once	= 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

Z.2 Characteristics of Aircraft Commonly Used During Emergencies

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 (m^3)	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

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 (m^3)	Pallet qty. 224 x 318 (cm)	Desired runway length (ft)
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 above are averages for that type of aircraft. Actual capacities will vary based on the altitude, ambient air temperature and actual fuel on board.

Z.3 Characteristics of Helicopters Commonly Used During Emergencies

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

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.

Z.4 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, offloading, sorting, distribution and customs processing.
- *Palletized*: Cargo is preloaded onto wood or metal pallets and held in place by nets, straps or ropes. This method is commonly used to store and ship humanitarian supplies. Military pallets, officially called HCU-6/E or 463L pallets (nicknamed "cookie sheets"), measure 224 centimetres wide and 274 centimetres long (213 x 264 of usable space). They are made of wood with a thin aluminum coating and weigh 160 kilograms (with netting). The loaded pallets can be as heavy as 4500 kilograms. These pallets are reusable and must be returned. They are commonly used on aircraft such as the C-5, C-17, C-141 and C-130. Some commercial aircraft also use them. For logistical planning purposes, when building pallets, limit the height of a stack to 243 centimetres (96 inches) for these aircraft unless authorized to stack higher by the crew chief. The size of commercial pallets varies greatly depending on the country or region and the intended use. They are generally wood, but may also be metal or plastic. They are used on aircraft such as the DC-8, B727, DC-10 and B747. These pallets are also reusable. It is possible to stack pallets on an 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 B747s and DC-10s. Cargo containers come in a great variety of shapes and sizes and their maximum loaded weights range from less than 450 kilograms to over 11 tons. 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.

Z.5 Acronyms

The following table lists some of the most commonly used acronyms associated with UNDAC missions.

Acronym	Full name
APHP	Asia-Pacific Humanitarian Partnership
ASC	Area Security Coordinator (UNDSS)
ASEAN	Association of Southeast Asian Nations
CAP	Consolidated Appeals Process
CASS	Coordinated Assessment Support Section
CDEMA	Caribbean Disaster Emergency Management Agency
CERF	Central Emergency Response Fund
CHAP	Common Humanitarian Action Plan
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 (UNDSS)
DART	Disaster Assistance Response Team (USA)
DEMA	Danish Emergency Management Agency (Denmark)
DFID	Department for International Development (United Kingdom)
DO	Designated Official (for United Nations security in-country)
DSA	Daily Subsistence Allowance
DSB	Directorate for Civil Protection (Norway)
ECCAS	Economic Community of Central African States
ECHO	European Commission Humanitarian Aid Office (European Union)
ECOWAS	Economic Community of West African States
ERC	United Nations Emergency Relief Coordinator
ESB	Emergency Services Branch (OCHA)
EU	European Union
FACT	Field Assessment and Coordination Team (IFRC)
FAO	Food and Agricultural Organisation (UN)
FCSS	Field Coordination Support Section (OCHA)
FIS	Field Information Section (OCHA)
FMT	Foreign Medical Team (WHO)
FRF	Finn Rescue Force (Finland)
FSCO	Field Security Coordination Officer (UNDSS)
GA	United Nations General Assembly
GDACS	Global Disaster Alert and Coordination System
HAZMAT	Hazardous materials
HCT	Humanitarian Country Team
HIC	Humanitarian Information Centre (OCHA)
IASC	Inter-Agency Standing Committee

ICC	Inter Cluster Coordination
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
JEU	Joint UNEP/OCHA Environment Unit
LEMA	Local Emergency Management Authority
MCDA	Military Civil Defence Assets
MIRA	Multi-Cluster/Sector Initial Rapid Assessment
MSB	Swedish Civil Contingencies Agency
NGO	Non-Governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OFDA	Office of Foreign Disaster Assistance (USA)
OHCHR	United Nations High Commissioner for Human Rights
OSOCC	On-Site Operations Coordination Centre
PHT	Pacific Humanitarian Team
PoA	Plan of Action
PSD	Preliminary Scenario Definition
RC/HC	United Nations Resident Coordinator/Humanitarian Coordinator
SAARC	South Asian Association for Regional Cooperation
SADC	South African Development Community
SCLS	Surge Capacity and Logistics Section
SMT	Security Management Team (United Nations in-country)
SPC	Somalia Protection Cluster
SRSA	Swedish Rescue Services Agency (Sweden)
SRSG	Special Representative of the Secretary-General
ToR	Terms of Reference
UNDMT	United Nations Disaster Management Team
UNDSS	United Nations Department of Safety and Security
UNCT	United Nations Country Team
UNDAC	United Nations Disaster Assessment and Coordination (OCHA)
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNHAS	United Nations Humanitarian Air Service
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNJLC	United Nations Joint Logistics Centre
UNOG	United Nations Office in Geneva
USAID	United States Agency for International Development
USAR	Urban Search and Rescue
USG	Under Secretary General
VO	Virtual OSOCC

WFP	World Food Programme
WHO	World Health Organization

Z.6 Phonetic Alphabet

Letter	Pronunciation	Letter	Pronunciation	Letter	Pronunciation
A	ALPHA	J	JULIET	S	SIERRA
B	BRAVO	K	KILO	T	TANGO
C	CHARLIE	L	LIMA	U	UNIFORM
D	DELTA	M	MIKE	V	VICTOR
E	ECHO	N	NOVEMBER	W	WHISKY
F	FOXTROT	O	OSCAR	X	X-RAY
G	GOLF	P	PAPA	Y	YANKEE
H	HOTEL	Q	QUEBEC	Z	ZULU
I	INDIA	R	ROMEO		

Z.7 Selecting Sites for the OSOCC and Base Camp

The OSOCC location plays an important role in the coordination process. Its establishment is a priority, but its location should be carefully planned. The location must be readily visible and accessible to all who would benefit from its services. Failure to meet these criteria could lead to organizations falling outside the coordination process.

The location of the OSOCC should ideally be in close proximity to the disaster site, the LEMA and other agencies/organizations providing humanitarian assistance. This will facilitate cooperation and information exchange. The location will, to some extent, depend on the situation. In an earthquake, the OSOCC is best situated centrally onsite, but in a widespread flood situation, it might be best to find an easily accessible location just outside the affected areas.

The physical location should also 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 meetings 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.

Constructing the OSOCC using several tents is many times the best solution, as one is not limited to available rooms in a building. 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, and the private and public areas should be well separated.

In large-scale emergencies it is important to think big from the start. The OSOCC may need to provide office space and service areas for a large number of people as OCHA surge capacity and other international organizations needing to have office space in the OSOCC start to deploy. It is usually better to plan for more space than originally thought and not

end up having just a limited area at your disposal.

Base camp

In large scale emergencies, a camp for accommodation and offices for United Nations agencies may be requested (see section B.6). 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 assess the site.

Site considerations

- *Area requirements*: When selecting a site for the camp there is a rule of thumb regarding minimum requirements for the size of the area. A minimum 1000 m^2 is required for the core of the camp. This area will later be used for common facilities, (e.g., kitchen, bathrooms, storage, generators). To that one adds 15 m^2 per accommodated person, 10 m^2 per office-space, and 15 m^2 per vehicle (e.g., a camp for 25 persons with 10 office-spaces and parking area for 10 vehicles will need 1575 m^2).
- *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 ($1m^3$ 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 should 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)? 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 Support Team Leader, and liaise with this person on a regular basis.

- *Time*: Camps are not erected overnight and a camp for 80-90 staff will take a minimum three to four days for construction.
- *Unloading*: In total, approximately seven truckloads 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 180m^2 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

- Daily coordination meetings may have up to 100 people present, for each meeting.
- Think about heat and rain issues – 30 people on the floor of a hot tent in the pouring rain is not recommended.
- 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?
- GPS the site and promote the address and GPS coordinates 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).

Z.8 Guide for UNDAC Team Leaders

The following is intended as a quick guide for UNDAC Team Leaders and includes hints and tips on team leadership and mission management. References to important material in this UNDAC Handbook are included.

Preparedness
Team Leader hints:

- As a potential UNDAC Team Leader, have an in-depth knowledge of the UNDAC concept, support mechanisms and recent mission deployments, as well as OCHA, its mandate and structure, and its various tools and services, including humanitarian financing mechanisms.
- Keep updated on developments in the IASC as well as international humanitarian response policy, thinking and architecture, disaster trends, lessons learned and international evaluations carried out following major international disasters.
- Remain in close contact with OCHA/FCSS and participate in regular training activities between missions.

References:
A.4 to A.7, chapter B, C.2.1

Mobilization
Team Leader hints:

- Ensure that the deployment is seen as part of OCHA's wider response and that surge deployments from other parts of OCHA are merged as much as possible with the UNDAC team ("one OCHA").
- Assess team composition (professional and soft skills, experience, gender, regional/local knowledge and languages, etc.).
- Start the planning process as soon as possible and anticipate next steps.
- Engage the team in discussion of preliminary mission objectives and have an open discussion on team roles and individual tasks within this.
- Assess requirements for additional support from partners (e.g., IHP, APHP, AST, TSF, MapAction, ACAPS).
- Seek out contact information on the affected country.
- Start an initial plan, including entry into the affected country (e.g., resources, equipment, documentation, visas).
- Take steps to ensure a secondary data review is available to the team as quickly as possible.

References:
C.2.2

Initial Planning
Team Leader hints:

- Brainstorm ideas and plan your approach.
- Make an inventory of assets.
- Anticipate challenges and opportunities.
- Establish “mission mode”.
- Prioritize and assign tasks, including OCHA surge and support staff.
- Establish a preliminary timeline.
- Ensure the initial plan establishes a direction and a foundation for further planning, even if it has to be changed.
- Create the initial plan virtually due to speed of deployment as there is rarely an interim marshalling point before entry into the country.
- Any plan is better than no plan at all – remember: “If you fail to plan, you plan to fail.”

Reference:
C.2.3

Meeting with RC/HC and/or HCT
Team Leader hints:

- The meeting is a two way interaction where information received is just as important as information presented.
- Keep your brief short, simple and to the point.
- Emphasize that the team is there to assist/support the RC/HC and HCT, and will report to them.
- The outcome of the meeting should define the overall mission objective and the framework of the Plan of Action.
- Ask about the current United Nations Country Team and coordination arrangements. For example, is there an HCT including non-United Nations actors and an updated contingency plan?
- Discuss the benefits of current humanitarian coordination structures, accountability and predictability of response with the enhanced sector approach (clusters).
- Have agencies and/or organizations been designated as lead in key areas of response (as per any contingency plan)?
- Are there Government counterparts or a designated national emergency

management authority?
- Are those responsible from the international humanitarian system (e.g., cluster leads) already liaising with Government counterparts?

Reference:
A.4, C.3.1

Plan of Action (PoA)
Team Leader hints:

- Think strategically from the beginning and don't get caught up in day-to-day tactical matters. They should not dominate your workday as one may easily lose oversight.
- Think about what is possible to achieve as opposed to what you want to achieve. You can't do more than what your resources, capacity and operational framework dictates.
- No plan survives contact with reality. It's the best you can predict, it will not happen that way. You can still succeed.
- It's not the plan that is important, but having gone through the planning processes and thought through possible challenges that may occur further down the road. Having made a PoA gives you something to be flexible around. You can make appropriate changes even if the detail does not work the way you planned.
- Define the overall mission objective first. The Handbook offers a generic format of what the plan should contain, but it is the mission objectives that determine how the plan should be formulated, structured, displayed and implemented.
- Consider what your exit strategy will be from the very beginning of your mission, and adapt this part of the plan in the light of developing experience.
- Identify when and where physical presence is required and what team member(s) are most suited to go where.
- Catalogue resources required to ensure the team's effectiveness.
- Ensure that the objectives are achievable given resource constraints (e.g., number of team members).

PoA as a management tool:

- May be created as a checklist with questions on what you need to know to achieve your objectives.
- Remember, the plan is more about process management than a product.
- May be displayed as a timeline with benchmarks and then used to review implementation of achievements and failures.
- Tasks may be broken down in smaller responsibilities that can be assigned to certain members.
- Should serve as a record of what the team has planned and achieved and be an

institutional memory of mission development.
- Use the PoA to define your support requirements, but don't let the resources control your plan.

References:
C.2.3, C.3.2, C.3.3

Team management
Team Leader hints:

- Be aware of the difference between leadership and management. Management is about procedures, structures and processes. Leadership is about vision, providing direction, setting ethical standards, decision-making and social skills. Remember: "Leaders do the right thing; managers do things right."
- If a Deputy Team Leader is not already appointed, do so, and see what management responsibilities can be covered by him/her.
- Leadership is based on one's behaviour. Skills alone do not make leaders; style and behaviour do, especially your behaviour towards others.
- There are different leadership styles; from autocratic (i.e., makes all decisions by him/herself) and to a service-oriented style (i.e., what do I have to do to make you perform better). The situation at hand defines what style to apply. For example, it might be appropriate to choose a firm decisive style in an urgent operational setting, but an inclusive style when formulating ideas and plans.
- When geographically spread out, define clear reporting lines and responsibilities. Not every location has to do everything.
- Remember your responsibility for team members in other locations. Call them on a regular basis.
- Keep the team work communal and social and be aware of the risk of cumulative stress and fatigue in your team.

References:
B.4.1, C.3.3, D.3.2

Coordination, scope, approach and techniques
Team Leader hints:

- Remember the cornerstones of the UNDAC methodology (i.e., the UNDAC core values, bridging disaster management and humanitarian coordination, the humanitarian principles, and how UNDAC supports or provides leadership).
- Assess existing structures and decision-making processes, and adapt your structures accordingly.

- Identify the main stakeholders, their requirements for coordination support and how you best may establish yourself alongside them.
- Remember that proximity to local decision makers is vital.

References:
D.1, D.2, D.3.4, D.3.7, D.4.1

OSOCC
Team Leader hints:

- The Team Leader should not undertake the role of OSOCC Manager.
- Think clearly about your choice of location to ensure proximity to national authorities and other key entities.
- The Handbook offers the generic OSOCC functions but it will be the situation that dictates which are needed and which should be given the highest priority.
- Remember that the OSOCC is a service provider to the whole humanitarian community. It may start as a structure for direct coordination of life saving activities (e.g., USAR), but evolve into an OCHA field office and/or support centre for the HCT in the longer term.

References:
D.3

Civil Military Coordination (CMCoord)
Team Leader hints:

- When military forces play a significant part in the humanitarian response, a dedicated CMCoord structure is usually needed.
- Be aware of the purpose, scope and dimensions of humanitarian civil-military coordination.
- Establish a civil-military coordination skills inventory amongst the UNDAC team.
- Request civil-military coordination personnel and/or expertise through OCHA's Civil-Military Coordination Section (CMCS).
- Consider, upon consultation with the RC/HC, the release of context-specific civil-military coordination guidance.
- Establish, together with the RC/HC or dedicated operational coordinator, clear lines of communications.
- Define the tasks of a dedicated civil-military coordination officer according to the key strategies of UN-CMCoord.
- Identify international and domestic military actors in your area of operations, and establish and maintain an appropriate interface depending on the political context of

the intervention.
- Overcome challenges with your counterparts through transparent exchange of information, constant dialogue, and establish trust and confidence in each other's work.

References:
D.4

Assessments
Team Leader hints:

- Assessments should inform decision-making. Initial assessments mainly inform strategic decisions and preliminary emergency funding allocations in the early phases; while in later phases they inform programming and monitoring.
- Assessment is a process that starts with preparedness. In the emergency response context, an assessment is an on-going process by which we gather available information, collate it and analyze it in order to inform our response (i.e., to make decisions). Do not think of a field trip when saying assessment.
- The assessment process is iterative, where the next step builds on the previous one, and we keep repeating the process to get more detail. The findings of each phase will drive the assessment design and focus of the next phase.
- Always start the process with collection of secondary data to compare with actual findings to identify disaster impact.
- First start with the big picture and only go more in depth on issues identified by the previous assessment afterwards. Assessments move from a life-saving focus to increasing recovery oriented assessments.
- Identify the right team composition.
- Initially time is key. Only a rough picture of the situation is needed. How big a problem is it? What are major issues? Any particular groups/sectors/geographical areas that are specifically affected with urgent needs? Is there need for specific expertise in the team (e.g., related to hazardous materials)? It is better to get the full picture half-right, than only parts of the picture completely right.
- Assessments should be coordinated, involve joint analysis, identify secondary risks and contribute to a shared understanding of the operational picture.
- UNDAC's role is to ensure that assessments are conducted, not necessarily carry them out. Nevertheless, any UNDAC team must be prepared to initiate and take charge of the assessment process themselves, especially in the early stages of an emergency.

References:
Chapter E

Information management
Team Leader hints:

- Collect, collate and analyze to create and disseminate a product.
- The function should be assigned to one or several dedicated team member(s) early on in the mission, but all members are part of the process.
- A strategy for the information management should be developed and incorporated in the PoA.
- The information management collection and collation strategy must be started immediately.
- Analysis is the process of asking “So what?” or “What does this mean?” when presented with collated information or data.
- Don't let yourself and the team be driven by technology and software solutions.
- The success of a mission is often measured on the quality of the information produced and disseminated.

References:
E.6, Chapter F, G.4.5

Situation report
Team Leader hints:

- In many countries with existing HCT structures, the UNDAC team will need to contribute to the HCT situation report. Make sure you agree on when and what to contribute and to whom.
- Try to imagine yourself at the receiving end and anticipate what information you would need.
- Define your primary audience for the situation report (this may change over the course of the mission).
- Depending on context and situation, your field situation report might only be an input to a consolidated, more comprehensive report written on a higher level.
- Even when the report is written by other team members it should be approved by the Team Leader before distribution.

References:
F.3.3.2

Operational briefings for the UNDAC team
Team Leader hints:

- Should preferably be held on a daily basis.
- Use the PoA to define next day's tasks and assign responsibilities.
- Ensure all team members are briefed, either in-person, by voice or virtually.
- Utilize the operational briefing for regular debriefs and look for signs of cumulative stress and fatigue.

References:
C.3.3, H.8

Media
Team Leader hints:

- Always discuss media strategy with the RC/HC. She/he knows the country and potential pitfalls.
- If a major emergency, expect OCHA headquarters to issue key messages for media.
- Always have the latest official and key figures (death toll, injured, number of USAR teams in-country, etc.) in hand.
- Normally the Team Leader should be the focal point for media. If not, the Team Leader must ensure an overall media strategy and appoint a spokesperson.
- Media is a good tool for advocacy, but stick to the team's area of expertise.
- The media message should reflect what is being reported in situation reports and asked for in appeals (key messages).
- Specific media messages should be cleared with the RC/HC.
- Ensure all team members are aware of the key figures and messages of the day to avoid them being caught unaware.
- Give only factual statements not your opinion, and never lie to the press.

References:
F.3.5.4, F.3.5.5

Funding
Team Leader hints:

Central Emergency Response Fund (CERF):

- The RC/HC must endorse agency proposals to access the CERF; agencies cannot submit directly to the ERC.
- Proposals should be sent as a package to the ERC and the CERF Secretariat at cerf@un.org.

- Budgets must follow the CERF template and a project allocation table is required.
- Situations requiring CERF funds should normally also generate an appeal. The RC/HC allocates available CERF funds to the highest-priority most urgent life-saving projects.
- CERF doesn't replace an appeal, it interacts with it. Appeals and CERF requests are developed in tandem, where CERF is a tool for fast funding to cover the time lag between issuance of the appeal and receipt of commitments and funds from donors.
- Ideal: Simultaneously prepare appeal and prioritize projects within it for CERF funding and show CERF allocations in summary financial tables within the appeal document. However, CERF funds must not exceed more than 25% of the total sum covered in the appeal.

Appeals:

- RC/HC and HCT must own both process and end product.
- UNDAC may support the HCT, but is neither its brains nor author.
- Consult the CAP Section (OCHA Geneva) or the OCHA Regional Office and try to get an experienced appeal writer.
- State USD requirements of United Nations agencies and their implementing partners.
- Must decide whether to include acute relief needs only or also include transitional needs.
- Must be short and produced very quickly (a few days to a week).
- Draws on CAP methodology but much slimmed down.
- Uses sector/cluster system in its production by delegation to lead agencies.
- Must have Government support and sometimes its involvement as an implementing partner, but not always.
- Use UNDAC members to support key cluster leads, but be careful not to let appeal support consume all your team's resources and monopolize the efforts of your team.
- Team Leader agrees on strategy and process with RC/HC at the outset. Review progress, and stay in close contact with him/her throughout.
- Ensure consistency of approach and of the key messages, at field level, in the capital and at headquarters.
- Resist efforts to inflate financial requirements.
- Protect and help your appeal writer. Dedicate a good national staff assistant for translation.
- Be prepared for "curve balls"; the situation and deadlines will, likely, change during production.

References:
A.4.8, A.4.9

End of mission

Team Leader hints:

- An exit and handover/transition strategy should have been considered from the very earliest PoA and in every interim plan and team operational briefing, otherwise the issue is easily lost sight of in the urgency of the mission. Failure to properly plan and execute a handover/transition strategy may seriously imperil your achievements and long-term success of the mission resulting in lost opportunities to stabilize changes and innovations. It may also leave a serious hiatus in the management of the operation when the UNDAC team leaves.
- Typically, an effective strategy requires an ongoing inventory of assets and processes under the team's control; identifying local partners at the earliest opportunity that will assume key-functions performed by your team; and, if necessary, building up their capacity before the handover takes place. It is important to note that a proper handover/transition strategy may be implemented over the course of the mission, as partners are identified and determined ready, and should not all occur at the end of the mission.

References:

C.4, F.2.3

Z.9 The MIRA Framework

Themes	Key questions	Dimensions			
		Status and Impact	Vulnerabilities and Risks	Trends	Information Gaps
Drivers of the crisis and underlying factors	1. What are the main drivers of the crisis and what are the underlying factors of increased vulnerability?	▸ What are the main drivers of the crisis (including environmental, socio-political, climatic and economic factors)?	▸ What are the underlying factors (often pre-existing conditions) of the crisis (including environmental, socio-cultural and economic context as well as demographic, governance) that may lead to increased vulnerabilities?	▸ How are the main drivers likely to evolve in the short, medium and/or long term? ▸ How are underlying factors expected to evolve in the short, medium and/or long term?	▸
Scope of the crisis and humanitarian profile	2. What is the geographical extent of the affected area?	▸ Which areas are affected? ▸ What is the severity and nature of the crisis in each area (e.g. which areas are most affected?)	▸ What are the pre-existing conditions in those different areas that may lead to increase vulnerabilities?	▸ Are other areas expected to be affected in the short, medium and/or long term? Which ones and how? ▸ Is the geographical extent of the crisis likely to decrease?	▸
	3. How many people are affected?	▸ How many people are affected (ratio male/female)? Where are they? ▸ How many girls, women, boys and men affected?	▸ Identify which groups are most at risk? ▸ How many are they and where are they? ▸ How differently are those groups affected?	▸ How are the number, type and location of people affected likely to change in the short, medium and/or long term?	▸

Themes	Key questions	Dimensions			
		Status and Impact	**Vulnerabilities and Risks**	**Trends**	**Information Gaps**
		Where are they?			
Status of populations living in affected areas	**4.** What are the main characteristics (mortality, morbidity and dignity/quality of life) of affected populations?	▸ What is the status of - and impact of the crisis on - mortality, morbidity and dignity/quality of life of affected populations?	▸ Identify which areas or groups are in the worse condition or most at risk? ▸ How are girls, women, boys and men distinctly affected? ▸ How differently are those areas or groups affected?	▸ What is the predicted evolution in terms of mortality, morbidity and dignity/quality of life?	▸
	5. What is the condition of affected populations in terms of protection?	▸ What is the status of protection? ▸ What was the impact of the crisis on protection?		▸ What is the predicted evolution in terms of protection?	▸
	6. What is the condition of affected populations in terms of livelihoods?	▸ What is the status of local livelihoods and income opportunities? ▸ What was the impact of the crisis on local livelihoods and income opportunities?		▸ What is the predicted evolution in terms of livelihoods and income opportunities?	▸
	7. What is the condition of affected populations in terms of access to and	▸ What is the status of access to/utilization of basic services and goods? ▸ What was the impact of the crisis on access to and		▸ What is the predicted evolution in terms of access to ad utilization of basic services and goods?	

Themes	Key questions	Dimensions			
		Status and Impact	Vulnerabilities and Risks	Trends	Information Gaps
	utilization of basic services and goods?	utilization of basic services and goods?			
National Capacities and Response	**8.** What are the local coping mechanisms of affected communities?	▸ What are the known coping mechanisms of local communities and how were they affected? ▸ Are they adaptable and sustainable?	▸ Are coping mechanisms weaker for certain areas or groups and which ones?	▸ How sustainable are known coping mechanisms in the short, medium and long term?	▸
	9. What are the national/ sub-national, private sector, non-governmental and government capacities to respond?	▸ What are the existing capacities (both regular capacities and those specifically designed for crisis response) and how have they been affected by the crisis?	▸ How sustainable are these capacities in the short, medium and/or long term? ▸ Can these capacities be expected to scale up, where and how?		▸
	10. What are their interventions to date in response to the crisis?	▸ Have the actors identified undertaken any initial assistance or interventions in response to the crisis? ▸ Where, how many people were targeted, reached and covered by the different types of interventions?			▸

Themes	Key questions	Dimensions			
		Status and Impact	Vulnerabilities and Risks	Trends	Information Gaps
International Capacities and Response	**11.** What is the international response capacity and how has it been affected?	▸ What is the international response capacity (both regular capacities & those specifically designed for crisis response) and how were they affected? ▸ Are there any preparedness and coordination procedures in place?	▸ How sustainable are these capacities in the short, medium and/or long term? ▸ Can these capacities be expected to scale up, where and how?		▸
	12. Which agencies/ organizations are operating where and in what sectors of intervention?	▸ Which agencies/organizations are operating where and in what sectors?			▸
	13. What are their interventions to date in response to the crisis?	▸ What interventions are the actors identified already providing?			▸

Themes	Key questions	Dimensions			
		Status and Impact	Vulnerabilities and Risks	Trends	Information Gaps
Humanitarian Access	**14.** What are the logistic considerations in terms of effects of the emergency and options for response?	▸ What are the main considerations affecting the response (availability and quality of air/road/water transportation networks, telecommunications and storage facilities)?	▸ Which affected areas or groups are most likely to be affected by these constraints?	▸ How are logistics constraints expected to evolve?	▸
	15. What are the security considerations?	▸ What are the main considerations affecting the local population and the delivery of assistance (armed groups, gender-based violence, sexual exploitation and abuse, and UXOs) and where are they?	▸ Are security considerations likely to evolve in the short, medium and/or long term? Where and how?		▸
	16. How do civil-military relations feature in the context?	▸ What are, if any, the civil-military relations? ▸ How do they affect the local population and the response?	▸ Are civil-military relations likely to evolve and how?		▸

Themes	Key questions	Dimensions			
		Status and Impact	**Vulnerabilities and Risks**	**Trends**	**Information Gaps**
	17. What proportion of the affected population (disaggregated by sex and age and according to sector) reachable for humanitarian interventions?	▸ What proportion of the affected population is reachable by humanitarian interventions?	▸ Are there groups or areas in need or specific needs (sectors) that are not or not sufficiently reachable? Which and where?	▸ How is the proportion of the affected population reachable by humanitarian interventions likely to evolve in the short, medium and/or long term?	▸
Coverage and Gaps	**18.** To what extent are the conditions of affected populations (disaggregated by sex and age and according to sector) being addressed?	▸ What proportion of the affected population is protected and assisted?	▸ Are there vulnerabilities in the population that need to be particularly addressed? ▸ Do the male and female populations have equal access to aid?	▸ How is the proportion of the affected population protected and assisted likely to evolve?	▸

Themes	Key questions	Dimensions			
		Status and Impact	Vulnerabilities and Risks	Trends	Information Gaps
Strategic Humanitarian Priorities	**19.** What are the strategic priorities for humanitarian interventions?	▸ Based on the information gathered through the above questions, what are the strategic priorities for humanitarian interventions in terms of geographical areas, affected groups and priority cluster/sector response domains?	▸ What are the priority geographical areas and affected groups to be targeted and how (core areas of interventions – e.g. cash for work; food; provision of health services or drugs)? ▸ How are the distinct needs for protection and for assistance of girls, boys, women and men addressed in the priorities?	▸ Are these priorities expected to evolve over time? In which timeframe and how?	▸
	20. Are there other key issues to be considered (environment, HIV, disability, etc.)?	▸ What are the key cross-cutting issues to be considered in the prioritization of humanitarian interventions?		▸ How are these cross-cutting issues expected to evolve over time over the short, medium, and/or long term? ▸ Would addressing these make interventions more efficient and/or sustainable?	▸

Z.10 Sectoral Indicators for Emergency Phase Assessments

The following are some general descriptions of some of the sectors that might be prioritized in the emergency phase of a disaster. These can support you in the development or adaptation of the questionnaire by indicating key pieces of information one may seek to collect to understand sectoral issues.

Additional to below, see the Global Indicator Registry which provides a bank of indicators agreed by the global cluster leads, which is available at http://ir.humanitarianresponse.info.

Urban search and rescue (USAR)

Information sources include:

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

Areas to Consider	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
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 • Multi-family housing • Single-family housing • Industrial buildings/clinics/hospitals (use HIT) • What is the nature of the destroyed materials? Any reusable materials? • Have arrangements for disaster waste management mechanisms been made/exist?
Damage that include hazardous materials	• Presence of gas, chemical, or other possible lethal substances (use of FEAT methodologies to clarify presence of substances with the potential to negatively impact human health, life-support functions and the environment)

Response	• How many teams, national and/or international, and where are they working? • Which areas are not covered by USAR teams?

Shelter

Information sources include:

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

Areas to Consider	Indicative Information
Shelter requirements	• Climate factors: need to resist rain, wind, sun, cold. Does the procurement damage the local environment? What local materials can be used to minimize environmental impacts?
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 the fuel come from? • Is fuel collection damaging the environment? • How is the fuel collected? Where and what is the main fuel source?

Health

Information sources include:

- Ministry of Health
- Local clinics
- Community health workers
- Humanitarian actors
- Women in communities
- SPHERE handbook

Areas to Consider	Indicative Information
Level of destruction of health services	• Status of health care: facilities, equipment, medicines, supplies, vaccines, number of staff • State of health-care waste management
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?	• Have arrangements been made, or are they required, to bring specific types of equipment/services/medicaments to the disaster area from other medical centers? • 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? • Is any action being taken to evacuate injured patients to emergency medical centers outside the disaster area? If yes, provide details. • What health-care waste disposal facilities exist/are still functional? If none are, what is the way of disposal?
Access to health services for affected population	• Proportion of population that has access to medical, surgical, gynecology, 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
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	• Mental health of those affected by current disaster • Are support systems intact? For example, families, spiritual/social network, government • Are the affected people able to resume normal activities? Are they actively engaged in other activities?

Water and sanitation

Information sources include:

- Ministry of Health
- Ministry of Water
- Local water authority
- Local clinics
- Humanitarian organizations
- Communities
- Observation
- SPHERE handbook

Areas to Consider	Indicative Information
Level of destruction of water and sewerage facilities	• Status of health care: facilities, equipment, medicines, supplies, vaccines, number of staff • How do the destroyed water and sewage facilities impact the local environment, water sources?
Quantity and quality of water	• At least 15 liters per person per day • In extreme cases: 5 liters per person per day for drinking and cooking • Have the water sources been tested for water quality, potential contamination? What is the source of the contamination? • 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
Diarrheal disease	• Normal/increasing/decreasing
Acute watery and/or bloody diarrhea	• 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

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

Logistics

Information sources include:

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

Areas to Consider	Indicative Information
What is the status of roads connecting the affected area with main supply centers?	• Describe condition of road, including seasonal factors, travel times and appropriate vehicle types.

Possible bottlenecks	• Bridges, landslides, flooding, tunnels, intersections in towns, etc. • Suggest secondary options
Are there some areas that are not accessible by road?	• 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-labor), and customs arrangements • 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/ unloading equipment
Who will receive and take responsibility for goods dispatched to the area?	• Details of receivers
Commodities available locally	• Details of available fuel, construction materials, including estimate of quantity that can be procured
Local transport capacity	• Details of availability and price of rental
Communications	• Do telephone and/or radio systems exist? What is their reliability/usefulness? • Is there cell phone coverage? If yes; what system, i.e., roaming or procurement of scratch cards?

ENVIRONMENT

Information sources include:

- Environmental authorities
- Industry representatives
- Country environmental profile
- National statistics, management and development plans
- Local environmental organizations, including NGOs

The following table lists typical environmental impacts that may arise in natural disasters.

Type of disaster	Potential environmental impacts
Earthquake	Natural gas leaks and release of toxic, industrial, flammable substances from damage to industrial facilities; may cause floods, fires, eruptions, landslides (see below)

Flood, tsunamis, storms, hurricanes, typhoons and cyclones	Sewage overflow and chemical releases from roads, farms and factories; unsafe water supplies; water-damaged household chemicals (paint, pesticides, solvents); destroyed forests and agricultural lands; soil erosion
Forest fires	Loss of biodiversity (flora and fauna) and ecologically sensitive habitats; air and water pollution from smoke and haze; degraded soil quality; carbon dioxide emissions
Droughts	Habitat and crop destruction; reduction in water quality/quantity; land degradation and desertification
Volcanic eruptions	Toxic chemicals and ash from eruption resulting in damage to soil, crops, water bodies; occurrence of mudslides; carbon dioxide emissions
Landslides/mudslides	Damage to habitat and crop destruction, deforestation/change of forest cover; degraded quality of soil and surface water through sediments
Industrial facilities and infrastructure	• Fires, explosions and chemical leakages at industrial facilities or other areas like tailing sites or mines • Major infrastructure damage (dams, power stations, sewage plants) (Use the Flash Environmental Assessment Tool (FEAT) to identify the big and obvious secondary risks posed by industrial facilities.)
Hazardous materials *(in addition to those present above)*	• Identify HAZMAT materials[3] • Localized leaks of chemicals such as paints, pesticides, fertilizers and their storage facilities • Dead marine animals indicate toxic leaks into water bodies • General concern to be given to asbestos[4] exposure from collapsed buildings and debris (wear a protective mask) • Toxic chemicals released as a result of fires, earthquakes, volcanic eruptions, or from fire extinguishing agents
Disaster waste	• Dumping in inappropriate areas and/or proliferation of scattered dump sites • Collapse of municipal solid waste services, including possible loss of experienced waste managers • Recyclable debris (no asbestos-containing) can be used for reconstruction and recovery • Identify and classify temporary waste sites

3 **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.

4 **Asbestos** is a set of minerals that was widely used in the construction sector due to its advantageous characteristics. Asbestos is resistant to fire (up to 1000 degrees), heat, chemicals and in building materials usually mixed with building cement or woven into fabrics. It is especially critical if asbestos becomes airborne after collapsed buildings and debris.

	• Asbestos can become airborne through collapsed buildings and debris and is highly resistant against fire and chemicals • Ordinary domestic waste which accumulates in the streets • Rubble and debris from damaged buildings and structures • Health-care waste from hospitals and clinics • Internally displaced person (IDP) and refugee camp waste
Reconstruction and recovery	• Procurement: Source and kind of materials, source of food, seeds for crops and their impact on local ecosystems • Livelihoods: Underlying risk factors, social, economic and institutional environment • Build back safer – reduce underlying risk • Account for local customs, weather conditions and community involvement when commencing reconstruction

Z.11 Sources of Secondary Information

General Information / Country Profiles

Databases / Indicators

UNFPA (demographic data)	www.unfpa.org
UN Statistics Service/Database	http://unstats.un.org/unsd/databases.htm
International Disaster Database	www.emdat.be/country-profile
World Health Organization	www.who.int
UNICEF (statistics)	http://www.unicef.org/statistics/index.html
World Bank (indicators)	http://data.worldbank.org/indicator
Human Development Reports	http://hdr.undp.org/en/
ELDIS Country Profiles	http://www.eldis.org/go/country-profiles

Disaster Risk Reduction / Preparedness

ISDR Country Profiles	http://www.eird.org/country-profiles/
Preparedness/Early Warning Service	www.hewsweb.org/hazcal/
Global Disaster Alert Coord. System	www.gdacs.org
Food Early Warning System	www.fews.net
Maplecroft(global risk index)	http://maplecroft.com/portfolio/
Prevention (disaster risk reduction)	www.preventionweb.net

Useful Websites

Virtual OSOCC	http://vosocc.unocha.org/
Humanitarian Response	www.humanitarianresponse.info
ReliefWeb	www.reliefweb.int
CIA Factbook	https://www.cia.gov/library/publications/the-world-factbook/index.html
Global Hazards Atlas (Pacific Disaster Centre)	http://atlas.pdc.org/atlas/

Red Cross and Red Crescent Movement

Int'l Fed. of Red Cross & Red Crescent	www.ifrc.org
Int'l Committee of the Red Cross	www.icrc.org

Media

Reuters Foundation	www.alertnet.org
CNN	www.cnn.com
BBC	www.bbc.co

Donors

ECHO	www.ec.europa.eu/echo/index
USAID	www.usaid.gov

By Disaster Type

Hurricane/Cyclone/Typhoon

National Hurricane Center	www.nhc.noaa.gov
Weather.com	www.weather.com
Tropical Weather	www.wunderground.com/tropical
Hurricane Watch Net	http://hwn.org/
28Storms	http://28storms.com/
Joint Typhoon Warning Centre	http://www.usno.navy.mil/JTCW/

Earthquake

US Geological Survey - earthquake	www.earthquake.usgs.gov
Earthquake News	www.earthquakenews.com

Landslide

US Geological Survey - landslides	http://landslides.usgs.gov/

Floods

Dartmouth Flood Observatory	http://floodobservatory.colorado.edu/

Complex Emergencies

International Displacement Monitoring	http://www.internal-displacement.org/

Environmental Emergencies

Environmental Emergencies Centre	www.eecentre.org
Emergency Response Guide (ERG)	http://hazmat.dot.gov/pubs/erg/gydebook.htm
Emergency Notification/Request for International Assistance (ENRA)	http://ochaonline.un.org/webpage.asp?Page=645

By Sector

Food Security

Global Food Security Index	http://foodsecurityindex.eiu.com/Country
WFP Assessment Bank	http://www.wfp.org/food-security/assessment-bank
Global Hunger Index	http://www.ifpri.org/publication/2012-global-hunger-index
FAO Statistics – FAOSTAT	http://faostat.fao.org/site/339/default.aspx
FEWSNet - Livelihoods	http://www.fews.net/pages/livehome.aspx
Int'l Food Policy and Research	http://www.ifpri.org/
IFAD	http://www.ruralpovertyportal.org/

Health

WHO GHO	www.who.int/gho/database/en
WHO Global Health Atlas	www.who.int/globalatlas/
Demographic Health Surveys	www.measuredhs.com
DFID Malaria Country Profiles	www.dfid.gov.uk/
AIDS Alliance	www.aidsalliance.org
WHO Trends in Maternal Mortality	www.who.int/healthinfo/statistics/indmaternalmortality/en

Shelter

IFRC	www.ifrc.org
UNHCR	www.unhcr.org
IDMC	www.internal-displacement.org
Shelter Centre Library	www.shelterlibrary.org

Nutrition

WHO Nutrition Country Profile	www.who.int/nutrition/
UNICEF	www.unicef.org/nutrition

Protection

Human Rights Watch	www.hrw.org
Amnesty International	www.amnesty.org
Minority Rights Group	www.minorityrights.org
UNHCR	www.unhcr.org
OHCHR	www.ohchr.org
World Economic Forum	www.weforum.org
UN Mine Action	www.mineaction.org
Handicap International	www.handicap-international.org
HelpAge	www.helpage.org

Logistics

Logistics Cluster	www.logcluster.org

WASH

UN Water	www.unwater.org

Lessons Identified

ALNAP	www.alnap.org
Disaster Summary Sheets	www.acaps.org

Other Types

Geospatial Images	www.eurimage.com
Satellite images	www.ssd.noaa.gov

Z.12 INSARAG and USAR Classification

The International Search and Rescue Advisory Group (INSARAG) is a network of disaster-prone and disaster-responding countries and organizations dedicated to urban search and rescue (USAR) and operational field coordination.

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 United Nations, International Federation of Red Cross and Red Crescent Societies (IFRC) and other international responders. The United Nations was chosen as the INSARAG secretariat to facilitate international participation and coordination. FCSS functions as the INSARAG secretariat.

The INSARAG mandate entails:

- The development of effective international USAR procedures and operational standards, implementation of resolution 57/150 of 22 December 2002 on "Strengthening the effectiveness and coordination of USAR assistance".
- Improving cooperation and coordination amongst international USAR teams at disaster sites.
- Promoting activities to improve USAR preparedness in disaster prone countries.
- Development of standardized guidelines and procedures and sharing of best practices amongst national and international USAR teams.
- Defining standards for minimum requirements of international USAR teams.

In periods between disasters, INSARAG aims to increase awareness in international USAR response through training and facilitation of exercises, and to develop international USAR best practice and international relationships.

During times of disaster, affected and responding countries apply the INSARAG methodology and Guidelines. This ensures that USAR teams understand the roles and responsibilities of the LEMA and are able to integrate effectively, resulting in a coordinated and efficient rescue effort.

The INSARAG Guidelines address international USAR response using a five-phase cycle:

- *Preparedness*: the period between disaster responses during which time lessons learned from previous experiences are reviewed, changes are made to improve Standard Operating Procedures (SOPs), and training and exercises are conducted.

- *Mobilization*: Immediately following the occurrence of a disaster, an international USAR team takes action to ready for response in the affected country. These actions occur within designated timelines in order to maximize the time available for rescue.

- *Operations*: Disaster response activities that begin when an international USAR team arrives at the Reception Departure Centre (RDC) in an affected country. The team will register with the OSOCC, report to the LEMA and perform search and rescue operations until it is instructed to end operations by the host country.

- *Demobilization*: Following a decision by the host country to cease USAR operations, the team begins its withdrawal from the disaster response. Departure is coordinated through the OSOCC and the team leaves the affected country through the RDC, in a planned exit procedure.

- *Post-Mission*: When an international USAR team has returned home following a disaster response, they are required to complete and submit a post-mission report. The team will also conduct a lessons learned review. Lessons learned from the reports are also used in case studies and at INSARAG exercises.

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

Component	**Functions**
Management	• Command • Coordination/operational control • Planning • Liaison/media/reporting/RDC/OSOCC/USAR Operations Cell • Structural assessment/analysis • Safety/security
Search	• Technical search • Dog search • Hazardous materials (HAZMAT) assessment
Rescue	• Breaking/breaching/cutting/shoring/tactical rope • Lifting/moving
Medical	• Team care (personnel/search dogs) • Patient care
Logistics	• Base of operations management • Food and water supply/base camp operations/transport capacity/fuel Supply • Communications

In a disaster, the community will typically rescue the majority of people affected by a disaster that causes structural collapse. This is done in the immediate aftermath of the disaster and requires very little equipment. However, when victims are trapped in structures, particularly heavily reinforced concrete structures, highly specialized skills and equipment are required to locate, gain access to and rescue victims.

The chance of a trapped victim surviving decreases rapidly with time and it is therefore of utmost importance that the appropriate resources are assigned to the appropriate sites as soon as possible. It is critical to note that there is no automatic stopping point for when USAR operations should end; only the government of the affected country can make the decision to stop USAR operations.

While deployment of international USAR teams has been of great benefit to trapped victims and the affected country, it has been recognized that responding USAR teams need to be integrated within a well-coordinated system to ensure the most appropriate use of available resources. Part of this system includes the ability 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 INSARAG External Classification (IEC) system is designed to ensure that assisting countries send a team with the required skills and equipment as indicated by the impact of the disaster. It also plays a major role in ensuring that the appropriate resources are assigned to the appropriate sites as soon as possible.

The IEC system enables USAR teams, and others, to have a common understanding of the different classification capabilities. USAR teams of the same classification are able to integrate effectively as they will have the same basic structure, be comprised of the same components and have standardized qualifications for the primary aspects of a USAR team response. This results in a safe, effective multi-national operational response.

The IEC system has identified three levels of classification for international USAR teams based on capacity and capability – Light, Medium and Heavy:

- *Light USAR Teams* have the operational capability to assist with surface search and rescue at one site in the immediate aftermath of the disaster. Light USAR teams usually come from the affected country and neighbouring countries. It is normally not recommended that Light USAR teams deploy internationally to emergencies.

- *Medium USAR Teams* have the operational capability for technical search and rescue operations in structural collapse incidents and are required to be able to search for entrapped persons. A Medium USAR team is required to have the capability of either

search dogs or technical search (specialized cameras and/or acoustic/seismic devices). Deployed international Medium USAR teams have a recommended compliment of 38 members and should be operational in the affected country within 32 hours of the posting of the disaster on the Virtual OSOCC. A Medium team must be adequately staffed to allow for 24-hour operations at one site for up to 7 days.

- *Heavy USAR Teams* have at least 55 people and the operational capability for difficult and complex technical search and rescue operations, and are required to be able to search for entrapped persons using both dogs and technical systems. Heavy USAR teams are envisaged for international assistance in disasters resulting in the collapse of multiple 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 deployed to a disaster should be operational in the affected country within 48 hours of the posting of the disaster on the Virtual OSOCC. A Heavy team must be adequately staffed to allow for 24-hour operations at two separate sites for up to 10 days.

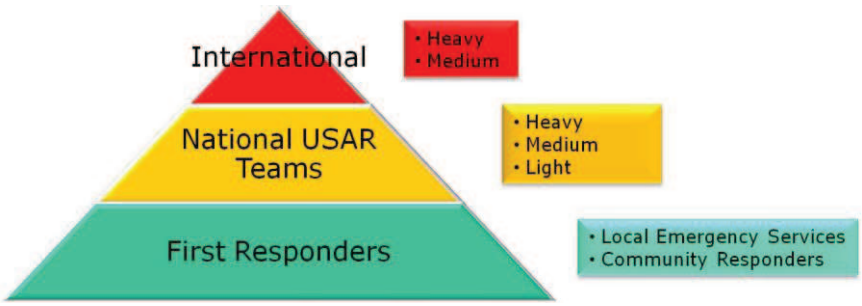

Figure Z.1: USAR Response Framework

Local first responders and national USAR teams, where they exist, support the first responders and bring increased capacity and rescue capability. International Heavy and Medium USAR teams in turn augment these teams, and bring increased capacity capabilities to rescue those trapped deep within the rubble of collapsed buildings.

USAR teams that meet the requirements of the IEC system for a specific level of classification will be registered in the INSARAG USAR Directory. Details of the requirements that teams need to achieve in order to be classified are listed in the INSARAG Classification Guide for Minimum Acceptable Capacities.

Through the IEC system, affected countries will be aware of the type of assistance they can expect to receive and INSARAG classified USAR teams working alongside each other will

know the capacities each can offer – a professional response meeting the standards set in the INSARAG Guidelines and a common global USAR language.

INSARAG classified teams are identifiable by this patch:

Figure Z.2: INSARAG USAR Classification Patch

> UNDAC members can review the INSARAG Guidelines, along with other relevant INSARAG documentation, at http://insarag.org.

Z.13 Foreign Medical Teams (FMTs): Classification and Minimum Standards

The term Foreign Medical Team (FMT) refers to groups of health professionals and supporting staff outside their country of origin, aiming to provide health care specifically to disaster affected populations. They include governmental (both civilian and military) and non-governmental teams. Each FMT has staff to provide basic and/or advanced healthcare based on international classification levels and minimum standards during a limited time period in existing or temporary structures, with or without field hospitals.

Existing classification systems for international response teams are used by agencies in Europe (European Civil Protection Modules, AECID), the Federated Red Cross/Red Crescent Movement (Emergency Response Units), the United Nations and several others. In general three levels exist for each system, with escalating complexity and capacity for each level. No one model is applicable to all FMTs internationally; therefore a specific FMT classification using elements of several pre-existing systems has been generated. In comparison to previous standards for the use of Foreign Field Hospitals, the focus of the FMT classification and standards are on the services provided by the medical personnel rather than the physical structure in which they work.

The chart on the following pages lists the various types of FMTs, including their capabilities and the standards to which they must adhere at each level.

The new FMT classification level system and minimum standards were produced through the WHO's Global Health Cluster (GHC) and its Foreign Medical Team Working Group, with the first edition of the *"Classification and Minimum Standards for Foreign Medical Teams in Sudden Onset Disasters"* being endorsed by the GHC in September 2013. It can be found at: www.who.int/hac/global_health_cluster/fmt/en/. Further work is under way to determine the registration process for FMTs arriving in country, how FMTs will link with United Nations coordination mechanisms such as the OSOCC and Virtual OSOCC, and to strengthen host country's ability to select, task and coordinate arriving FMTs. In general, FMTs will be required to register and declare their own level of classification and capability, as well as their ability to provide a field hospital or not. It will be for the coordinating body and the affected country to decide which registered team and facilities they choose to accept.

Classification of and standards for Foreign Medical Teams

FMT Type	Definition	Services	Key Characteristics	Minimal Benchmark Indicators	Opening Hours
1. Outpatient Emergency Care	Outpatient initial emergency care of injuries and other significant health care needs	▪ Triage, assessment, first aid ▪ Stabilization and referral of severe trauma and non-trauma emergencies ▪ Definitive care for minor trauma and non-trauma emergencies	▪ Light, portable and adaptable ▪ Care adapted to context and scale ▪ Staffed and equipped for emergency care for all ages	▪ 100 patients/day	Day time services
2. Inpatient Surgical Emergency Care	Inpatient acute care, general and obstetric surgery for trauma and other major conditions	▪ Surgical triage, assessment and advanced life support ▪ Definitive wound and basic fracture management ▪ Damage control surgery ▪ Emergency general and obstetric surgery ▪ Inpatient care for non-trauma emergencies ▪ Basic anaesthesia, x-ray, blood transfusion, lab and rehab services ▪ Acceptance and referral services	▪ Use existing or deployable facility structures ▪ Clean operating theatre environment ▪ Care appropriate to context and changing burden of disease ▪ Multidisciplinary team experienced to work in resource scarce settings	▪ 1 operating theatre with 1 operating room: 20 inpatient beds ▪ 7 major or 15 minor operations/day	Day and night services
3. Inpatient Referral Care	Complex inpatient referral surgical care including intensive care capacity	▪ Capacity to provide type 2 services ▪ Complex reconstructive wound and orthopaedic care ▪ Enhanced x-ray, blood transfusion, lab and rehab services ▪ High level paediatric and adult anaesthesia ▪ Intensive care beds with 24h monitoring and ability to ventilate ▪ Acceptance and referral services	▪ Use existing or deployable facility structures ▪ Sterile operating theatre environment ▪ Enhanced multidisciplinary teams providing advanced care ▪ Care appropriate to support referrals from type 1 and 2 FMTs and national health system	▪ 1 operating theatre with at least 2 operating rooms: 40 inpatient beds ▪ 15 major or 30 minor operations per day ▪ 4-6 intensive care beds	Day and night services

Additional Specialized Care FMT	Additional specialized care cells within a type 2 or 3 FMT or a hospital	▪ Context specific specialist care supplementary to type 2 and 3 FMT services or local hospital ▪ Specialized services may include: burn care, dialysis and care for crush syndrome, maxillofacial surgery, orthoplastic surgery, Intensive rehabilitation, maternal health*, neonatal and paediatric transport and retrieval* *Units that may be self-contained, not embedded	▪ Responds to an expressed need for specialized services ▪ Embedded in and operates from type 2 or 3 FMTs, national hospital or health system ▪ May be self-contained for some services	▪ Depending on capacity	On request

Foreign Medical Team (FMT) Self Registration Form

Date: _____
Country/Agency: _____
Recent deployment experience: _____
Name and position of person reporting: _____
Contact details: _____
Agreement to comply with FMT guiding principles and standards: _____
FMT Type: _____

FMT Type	Outpatient capacity	Inpatient capacity	Surgical capacity	Length of stay	No. of international /local staff		Time to deploy	Estimated time to be operational	Logistics and support required	List services offered/ Field Hospital (Y/N)
1. Outpatient Emergency Care		Not applicable	Not applicable							
2. Inpatient Surgical Emergency Care										
3. Inpatient Referral Care										
Additional Specialized Care FMT		Embedded in type 2 or 3 FMT or local health service								

Explanatory notes:
Comply to standards: Y/N. All FMTs that want to register must comply with FMT guiding principles and standards and minimal service standards.
Outpatient Capacity: Maximum number of patients that may be seen per day.
Inpatient Capacity: Maximum number of patients that can be hospitalized at one time (i.e. bed numbers).
Surgical capacity: Maximum number of major and minor surgical procedures per day.
Length of stay: Maximum number of days that you may be deployed.
No. of international/local staff: Number of staff that will accompany the FMT and number of local staff required to run FMT (and their specialty).
Time to deploy: How long (hours) it will take you to be deployed from origin after disaster has occurred.
Estimated time to be operational at site of disaster: How long (hour/weeks) you estimate from the disaster onset to provision of patient care (< 72 hours, within 1 week or within 1 month).
List services offered: Specify functions, capacities and services that are available with the FMT. Include whether field facility is provided or not.
Logistics and support required: List elements not supplied by the FMT but required on site to be operational (e.g., water, fuel, sanitation, transportation, security).