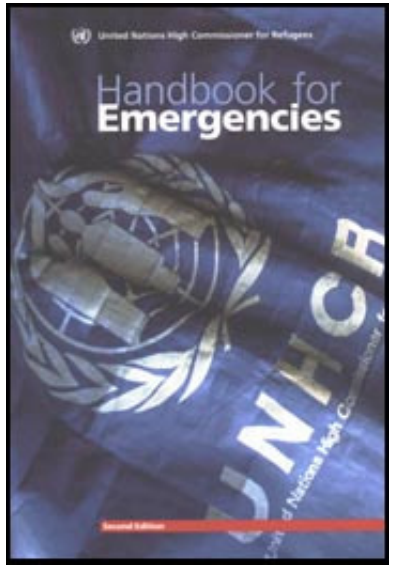
Home"" """"> ar.cn.de.en.es.fr.id.it.ph.po.ru.sw



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21. Communications

Figure

Introduction

1. Good communications are essential in an emergency. Effective communications require appropriate equipment, infrastructure, and good management.

Communications Management

2. With improved means of communications, even from very remote locations, the proper management of communications has assumed great importance. The

structure and flow of communications should reflect that of the management of the operation, with communications being channelled in a properly structured manner.

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

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

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

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

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

mail rather than bye-mail.

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

7. An effective referencing system must be used - this is a major factor in ensuring good communications.

Use separate messages for clearly separate subjects.

Correct numbering and/or referencing will greatly help identify earlier communications. It will also provide a means to systematically track actions required and help maintain orderly and disciplined communication. See chapter 20 on administration for more information on a filing system. Annex 1 describes the official UNHCR message identification system which is used by the Telecommunications Unit.

8. The immediate requirement for communications may be satisfied by telephone, e-mail and fax. However, regular pouch, courier or mail services should be established as soon as possible. A checklist for communication needs which should be considered when setting up an office is contained in chapter 20 on administration. In addition, the Checklist for the Emergency Administrator contains guidance, forms and information for setting up different types of communications.

Telecommunications

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

Telecommunications Infrastructure

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

11. UNHCR maintains a stockpile of telecommunications equipment for rapid deployment to emergencies (see Appendix 1, Catalogue of Emergency Response Resources). This equipment provides emergency response staff with immediate communication links from even the most remote locations.

Types of Telecommunications

12. The following are the principle means of telecommunication currently available for use by UNHCR:

i. Telephone. Telephones can be connected through standard landlines or cellular networks for communications within the country, and through international or satellite connections (VSAT, INMARSAT - see Annex 1) for communications with other countries;

ii. Fax. Facsimile (fax) operates over standard telephone lines, or satellite (VSAT, INMARSAT) connections. Fax facilities are available to and from most countries, however it is more expensive and less easily relayed than e-mail;

iii. E-mail. E-mail also operates over standard telephone lines or satellite connections. In the initial phase of an operation, e-mail can be obtained through portable satellite terminals, or using local phone lines if available, and later the SITA network or DAMA satellite system (see Annex 1) can be used if there is a suitable connection point;

iv. Radio. Radio can be used for voice and written communication (including e-mail and electronic data). Installation by qualified technicians is required. In an emergency it is almost always necessary to set up radio networks to ensure communications between UNHCR offices and between UNHCR and other agencies. The radio network will also provide an emergency backup for communications with Headquarters in the event of landline communications being cut. Mobile radios (handheld or installed in vehicles) enable staff in the immediate region to maintain contact with one another and with the office;

v. VSAT (or Very Small Aperture Terminal - a slight misnomer as the

smallest dish size is 1.8-2.4 metres in diameter). VSAT is used for telephone, fax, electronic data and e-mail communication. Installing VSAT is a substantial undertaking and must be carried out by qualified technicians; vi. Telex. Although telex is used less and less, it still remains an option where it is available.

UNHCR Telecommunications Network Field Preparations

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

14. Contact the Telecommunications Unit at Headquarters or the Regional Telecommunications Officer as soon as the need for a telecommunications network is known. Give the proposed number and location of offices, and distances between them, so they can advise on the type of equipment needed.

15. Permission to operate a radio station and frequency clearance must be obtained - in most countries there is a standard government application form. In the case of HF and VHF, check with UNDP and other UN organizations in case they have already received clearance for any frequencies. The Telecommunications Unit or the Regional Telecommunications Officer can give advice on completing the

government application form.

16. It is also necessary to obtain permission to operate satellite communications installations. The competent authority will need to know specific information about operating frequencies and characteristics of the equipment. This information can again be obtained through the Regional Telecommunications Officer or the Telecommunications Unit at Headquarters.

Office Accommodation

17. The physical requirements for telecommunications equipment should be kept in mind when choosing office accommodation (see chapter 20 on administration). For example, a radio antenna will require space either on the roof of the building or in an open area at ground level, and a room for the operating equipment very close to the antenna. Note that for optimum results, the cable connecting the radio equipment with its antenna should be as short as possible, and not more than 50 meters if possible.

18. VSAT installations in particular require an uninterrupted view towards the horizon in the direction of the equator (i.e. towards the southern horizon in the northern hemisphere, and towards the northern horizon in the southern hemisphere). The angle of elevation of the VSAT dish above the horizon will depend on the latitude of the office, the highest angle would be on the equator. If the VSAT is installed on a building (on a flat roof for example), the building must be strong enough to bear the weight. If it is installed at ground floor level, there should be enough space around it for a safety margin (4 m radius) to avoid the possibility of anyone coming too close to the transmitting antenna.

Radio Equipment

19. There are two types of radio equipment generally used by UNHCR in field operations for voice and data transmission: HF and VHF Radio.

20. Generally, HF communications are used for longer distances than VHF. The distance over which VHF is effective can be greatly extended by the installation of repeaters. VHF and HF radio would therefore be installed in the offices and in vehicles as appropriate; depending on the distance from base the vehicle is expected to travel.

Radio Call-signs

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

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

23. The phonetic alphabet (see in the Toolbox, Appendix 2) is used so that the

callsigns can be more readily understood over the radio, thus the above example becomes Romeo Tango Hotel Base (shortened to Tango Hotel Base), or Romeo Tango Hotel Mobile One.

24. Call-signs for individuals using hand-held radios will normally follow the structure, for example (for UNHCR Townville, Ruritania):

T H 1	("Tango Hotel One") Representative
T H 1 1	Deputy Representative
T H 1 2	Other staff member in Representative's office
T H 2	Senior Administrative Officer
T H 2 1	Administrative Assistant
T H 2 2	Other administrative staff member
T H 3	Senior Logistics Officer
T H 3 1	Logistics Assistant
T H 3 2	Other Logistics Staff member

25. The phonetic alphabet is set out in Appendix 2, Toolbox. Further information and other procedures may be found in "UNHCR Procedure for Radio Communication" (pocket sized reference booklet).

Field - Headquarters Telecommunications

26. E-mail allows the field to communicate directly with individuals at Headquarters and at field offices where a Local Area Network (LAN) E-mail Post Office is installed. However, e-mail messages sent directly to individual staff e-mail addresses may not be read and acted upon immediately if the staff member is unexpectedly absent. It is better, therefore, to address messages that require immediate attention to a generic e-mail address, these are addresses with the form HQxxnn, where xx are letters indicating the organizational unit and nn are digits denoting a sub unit, e.g HQAF04 is the generic e-mail address of Desk 4 of the Africa Bureau. Urgent messages may be copied to the Telecommunications Service Desk at Headquaters, who will alert the relevant Desk Officer, or Duty Officer, as appropriate.

Telecommunications Unit-Operating Hours

27. The Telecommunications Unit at Headquarters is staffed between the following local Geneva times:

0700-2100	Monday to Friday
0800-1700	Weekends and Public Holidays
Telephone	41 22 739 8777
E-Mail	HQTU50

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

emergencies.

Key References

***Checklist for the Emergency Administrator,* UNHCR, Geneva, 1998.**

***UNHCR Procedure for Radio Communication,* UNHCR, Geneva.**

Annexes

Annex 1 - Common Communications Equipment and Terminology

Common name or acronym	Full name	Description and Use
Codan	Manufacturer's name	High frequency radio system using voice communication, commonly used in vehicles
DAMA	**D**emand **A**ssigned **M**ultiple **A**ccess	Satellite (VSAT) system which allows multiple lines of telephone, fax and data to be transmitted via satellite
DTS	**D**igital **T**ransmission **S**ystem (proprietary name)	A successor to PACTOR, allowing the transmission of e-mail messages by radio
HF	**H**igh **F**requency	Range of frequency of radio waves used for

	high frequency)	range of frequency of radio waves used for long distance radio communication
INMARSAT	International Mobile Satellite Organization (originally called **In**ternational **Mar**itime **Sat**ellite Organization)	Phone system which provides global phone, fax and data transmission via satellite
Factor	**Pac**ketised **T**elex **O**ver **R**adio	System whereby printed messages can be sent by radio
SATCOM	**Sat**ellite **Com**munications	Generic term for any satellite communications system
SATCOM A, B, C, M, Mini-M	Refers specifically to INMARSAT terminals used by UNHCR	Telephone system used for voice, fax and data communications. The equipment comes in various sizes, from suitcase size to small laptop and with varying capabilities from simple telex to video-conferencing
SITA	**S**ocit **I**nternational de **T**lcommunications **A**ronautiques	An organization which provides a global communications network for airline reservations and ticketing. It can also provide a

		communications network for non-airline customers (e.g. UNHCR)
UHF	**U**ltra **H**igh **F**requency (Higher than VHF)	Range of frequency of radio waves used for short distance radio communication
VSAT	**V**ery **S**mall **A**perture **T**erminal	Satellite system which allows multiple lines of telephone, fax and data to be transmitted via geo stationary satellite
VHF	**V**ery **H**igh **F**requency	Radio waves used for short distance radio communications (e.g. handsets or walkie-talkies)
VHF Repeater	**V**ery **H**igh **F**requency **R**epeater	Equipment used to extend the range of VHF short distance radio communications to a range of 20 to 80 km, depending on the topography

Annex 2 - Message Identification

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

Components of the message identity are:

- **Message from Headquarters to the Field: HCR/aaaaa/9999**
- **Message from the Field to Headquarters: aaaaa/HCR/9999**

where aaaaa is the official UNHCR location (Duty Station) code of the Field Office concerned, and 9999 is a four figure sequential number starting at 0001 on the 1" of january each year.

- **Between field offices: aaaaa/bbbbb/HCR/9999**

where aaaaa is the five letter location code for the sending field office and bbbbb is the five letter location code for the addressee, and 9999 = four figure sequential number, starting at 0001 on the 1" of January each year.

- **To non-UNHCR addressees: aaaaa/MSC/HCR/9999**

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

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

Category B is for UNHCR addressees who do not fall into Category A and for non-UNHCR addressees. If there are many such messages, two series may be used:

UNHCR and non-UNHCR. All series or sequences restart at 0001 on the 1" of January.

Examples

Category A messages:

> **HCR/ANGLU/0123 means the 123rd message from Headquarters to Luanda, Angola this year. ANGLU/HCR/0210 means the 210th message from Luanda, Angola to Headquarters this year. ANGLU/RSAPR/HCR/0097 means the 97th message from Luanda to Pretoria, South Africa this year (where Luanda and Pretoria use sequential numbering).**

Category B messages:

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

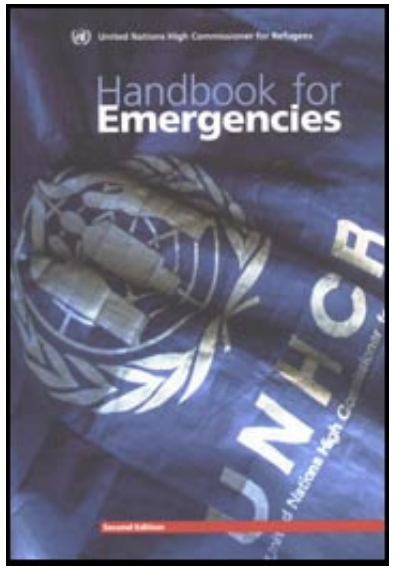
If there is more than one addressee, a separate message identity must be used for each. If the message is being sent to some addressees for information only, this should be indicated in brackets after the respective message identity. For example messages from Luanda to Headquarters for action, copied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

> **ANGLU/HCR/0124**
> **ANGLU/SENDA/HCR/0024**

(SENDA for info)

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

Home"" """"> ar.cn.de.en.es.fr.id.it.ph.po.ru.sw



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- **22. Coping with Stress**
  - ***(introduction...)***
  - **Introduction**
  - **Identifying Stress Symptoms**
  - **Techniques for dealing with Stress**
  - **Key References**

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22. Coping with Stress

Figure

Introduction

1. Stress is a feature of life which can be both protective and harmful. Unfortunately "stress" is too often viewed in a negative context when, in fact, it enables us to cope with change. Protective stress is part of a natural process - when threatened, the body always reacts with the same general adaptive mechanisms. The physical symptoms that occur when we are under stress enables us to "flee" or "fight" the threat. This response is a basic life protecting mechanism, enhancing physical and mental defences and preparedness - it focuses attention, and mobilizes the energy and resources necessary to be able to take appropriate action. Stress therefore allows us to remain productive even in the face of changing and challenging situations. Stress reactions are dependent on our personality, our professional experience and our physical and emotional well-being.

In an emergency, reactions to stress are normal.

2. However, when the circumstances inducing the stress are excessive, very intense or continuing over a period of time, stress may begin to negatively affect

an individual's personality, health and ability to perform.

3. Stress takes up an enormous amount of energy. Being in a stressful situation is physically and mentally exhausting. However, once out of the crisis environment and given time to rest, people usually recover their normal equilibrium.

4.

Understanding normal reactions to stressful situations, knowing how to handle these and early attention to symptoms can speed recovery and prevent long-term problems,

Identifying Stress Symptoms

5. Emergency personnel are exposed to many types of stress and what is needed is to have the "ideal" level. Too little causes boredom, lack of stimulation and fatigue, too much and we become overwhelmed physically and mentally. The names given to the harmful types of stress are cumulative stress and traumatic stress.

Cumulative stress

6. Cumulative (or chronic) stress builds up slowly as a result of the magnitude and multi plicity of demands, lengthy working hours and daily frustrations and difficulties of living and working in emergencies. Because stress reactions develop so slowly and imperceptibly it is quite often difficult to notice them in oneself, they are, however, usually noticeable to close colleagues.

Once removed from a stressful situation and with the possibility for rest and relaxation, a person generally recovers quickly and may become aware of the difference in how one responds to situations when one is not experiencing stress.

Individuals in emergency work, who are experiencing high stress levels, are not the best judges of their own ability to cope.

Team leaders need to be particularly observant of individual reactions during an emergency.

7. Symptoms of stress can be physical and psychological. There could be changes in ordinary behaviour patterns, such as changes in eating habits, decreased personal hygiene, withdrawal from others and prolonged silences. Symptoms of cumulative stress can be seen in every facet of our lives. The following non-exhaustive list gives an indication of some of the most observed symptoms:

Physical symptoms:

i. Gastro-intestinal

Dry mouth, impression of having ones heart in ones mouth, nausea, vomiting, sensation of bloating, heartburn, abdominal pain, appetite changes diarrhoea, constipation;

ii. Cardiovascular

Elevated blood pressure, rapid heart beat, hot flushes, cold hands and feet, sweating;

iii. Respiratory problems

Breathlessness, panting, sensation of not being able to breathe;

iv. Musculoskeletal

Cramps, back pain, trembling, nervous ticks, grimacing;

v. Neurological

Headache.

Psychological symptoms:

i. Emotional Anxiety, anguish;

ii. Behavioural

Sleep problems, abuse of cigarettes alcohol or drugs, modification in ones libido;

iii. Intellectual

Concentration difficulties, memory difficulties, problems with reasoning and verbal expression.

8. The presence of several of these symptoms may mean that a person's coping ability is diminishing and work performance is being affected. However, the signs and the degree of stress presented by a person in any given situation will vary,

depending on the level of stress experienced, previous emotional experiences and the personality of the individual.

9.

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

Traumatic Stress

10. Traumatic stress is brought on by unexpected and emotionally powerful events ("critical incidents") that overwhelm the individual's usual coping abilities. Critical incidents may arise in the context of a major disaster or emergency, and could be, for example, injury or death of a colleague, hostage taking, deaths of children, undergoing great personal risk, being a powerless witness of violence, or seeing or being associated with a tragic event accompanied by intense media coverage (especially if this is inaccurate).

11.

Staff might experience acute reactions during a critical incident or a delayed stress reaction minutes, hours or days after the event. In rarer cases reactions may come after a few months or years.

12. The reactions after a critical incident can resemble those of cumulative stress but they can be much more pronounced. Vomiting instead of nausea as an

example. The following are mental survival mechanisms that allow us to deal with the event:

Emotional numbing, changes in the perception of time, along with a sense of ones live flashing before ones eyes, highly focused attention or tunnel vision, hyperarousal with sharpened senses.

These initial responses can be replaced in the period of time immediately after the incident by:

Hyperactivity, exaggerated humour, argumentativeness, social withdrawal, fear, anxiety, sadness, grief, memory problems, poor concentration, slow thinking and loss of perception in addition to the physical symptoms mentioned above.

13.

It should be emphasized that these symptoms are normal reactions to abnormal events and in most cases will disappear.

14. However, occasionally a serious condition termed Post Traumatic Stress Disorder (PTSD) can result from critical incidents. The risk of PTSD can be considerably reduced by preparation, on-site care, and post incident defusing or debriefing.

15. The diagnosis of PTSD is made by a psychiatrist or psychologist based on the presence of various elements which include:

i. Invasive memories (flashback);

ii. Nightmares and sleep disturbance;

iii. Repeated reliving of the event;

iv. Detachment;

v. Avoidance of trigger persons or situations;

vi. Hyperarousal;

vii. Anxiety, depression, grief, anger;

viii. Suicidal thoughts;

ix. Reactions intensifying over time;

x. Clear alteration of personality;

xi. Withdrawal from others;

xii. Continued rumination about event;

xiii. Constant expectations of a new disaster;

xiv. Persistent sleep difficulties;

xv. Total absence of reactions;

xvi. Phobia formation;

xvii. Reactions continuing for 3 to 4 weeks.

Techniques for dealing with Stress

Preventing and Minimizing Harmful Stress

16.

It is important to recognize that it is impossible to take care of others if you do not take care of yourself.

17. Being well prepared, both physically and psychologically, is an important way to reduce the chances of harmful stress. This preparation not only includes understanding stress and how to handle it, but also educating oneself in advance on the living conditions, job, likely problems, local language and culture. It is important to be both physically and psychologically fit to work in a particular situation.

18. To prevent stress overload during an emergency, firstly, know your limitations. In addition, there are several practical steps to take:

i. Get enough sleep;

ii. Eat regularly;

iii. Control intake of alcohol, tobacco and medicines;

iv. Take time for rest and relaxation;

v. Take physical exercise. Physical exercise releases tension and helps maintain stamina and good health (any sort of exercise for at least 20 minutes per day). Beneficial exercise for stress reduction also includes deep breathing and muscle relaxation exercises;

vi. Give expression to the stress: Put words to the emotions you feel - find a colleague whom you trust to talk with;

vii. Keep a diary, it may not be as effective as talking, but it can help.

The expression of emotion has proved to be an effective technique in reducing stress.

19. Other ways of reducing stress are:

i. *Inward coping:* When a person performs difficult work in physically and emotionally threatening conditions, internal dialogue can add to the stress if it is highly negative and self-critical. To remain focused on the task, avoid unhelpful internal dialogue such as, "I'm no good at this. Everything I am doing is making things worse". Instead make positive helpful statements to talk oneself through difficult moments. For example, "I don't feel like dealing with this angry person right now, but I have done it before, so I can do it again";

ii. *Peer support:* Use the "buddy system": staff members may agree in advance to monitor each other's reactions to identify signs of excessive stress and fatigue levels;

iii. *Setting an example:* Supervisors in particular have an important role to play as they can provide an example in the way they handle their own personal stress, e.g. by eating properly, resting and taking appropriate time off duty. The team leader who tells a colleague, "Remind me to eat, and get me out of here the moment you notice any sign of fatigue. I'm no good when I'm tired", is setting a positive example for the staff;

iv. *Permission to go off duty:* In a crisis many staff members need to be given permission to take care of themselves. People do better in difficult situations when they feel that other people care about them. Team leaders are responsible for giving such specific permission to themselves and to their staff, for example, by giving permission to take the afternoon off, etc. The correct use by staff members of Mars and Vari can serve to alleviate stress.

Dealing with Critical Incidents (Traumatic Stress)

20. Stress defusings and debriefings are ways of protecting the health of staff after crises. The person or people who experienced the critical incident talk about the incident, focusing on the facts and their reactions to it. They should take place in a neutral environment, and never at the scene of the incident. They should be led by a trained professional. The information given below is intended to illustrate these processes and does not give sufficient detail to enable an unqualified person to perform either a debriefing or a defusing.

Defusing

21. Defusing is a process which allows those involved in a critical incident to describe what happened and to talk about their reactions directly after the event. A defusing should take place within a few hours of the event, its format is shorter than that of a debriefing. It consists of three steps:

i. Introduction

Introduction of everyone present, a description of the purpose of the defusing, and stimulation of motivation and participation;

ii. Exploration

Discussion of what happened during the incident;

iii. Information

Advice to the participants about potential reactions to the incident, guidance on stress management, practical information, questions and answers.

Confidentiality is important. It should be possible to express strong emotions, secure in the knowledge that this will stay within the group.

22. Angry feelings can be a normal reaction to an upsetting event and staff should be able to "let off steam". This is not the time for criticism of professional performance - this should be dealt with at a separate meeting.

Critical Incident Stress Debriefing (CISD)

23. In cases where staff have to deal with intense distress, defusings may be insufficient and need to be followed by a formal debriefing from a mental health professional. Debriefing is a process designed to lessen the impact of a critical incident. It occurs in an organized group meeting and is intended to allow those involved in a critical incident to discuss their thoughts and reactions in a safe, non-threatening environment. The team leader or a responsible member of the emergency team should request the Division of Resource Management at Headquarters to provide or help identify a mental health professional to conduct a debriefing. Sessions are normally held for groups of staff having undergone intense stress. They aim to integrate the experience, provide information on traumatic stress reactions, and prevent long-term consequences including Post Traumatic Stress Disorder, and help staff manage their own personal reactions to the incident.

24. If a debriefing or defusing is not offered spontaneously after a trauma is suffered, request one. Information on individual consultations for UNHCR staff members and workshops on stress related issues can be obtained from the Staff Welfare Unit, HQ Geneva.

Telephone: 00 41 22 7397858

Confidential Fax: 00 41 22 7397370

Key References

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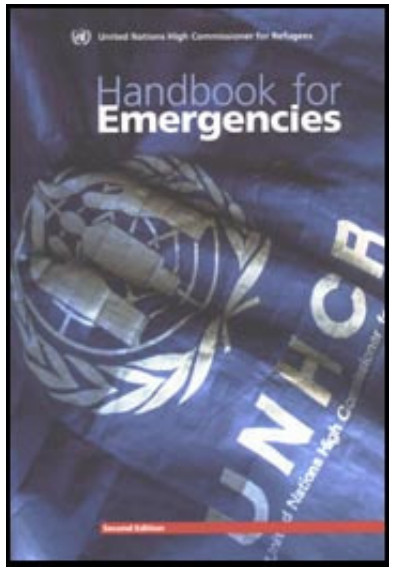

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- **23. Staff Safety**
  - ***(introduction...)***
  - **Introduction**
  - **The UN Security System**
  - **Essential Plans**
  - **Security**
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  - **Key References**

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23. Staff Safety

Figure

Introduction

- **The primary responsibility for the safety of staff members, their dependants and property and that of the organization, rests with the host government;**

- **Every effort should be made to facilitate the tasks of the government in the discharge of its responsibilities by making appropriate supporting arrangements and through regular liaison and exchange of information with the host country security officials;**

- **All of the recommendations below should be considered in addition to, and complementary with, actions taken by the host country security officials;**

- **Every office should have a security plan and a medical evacuation plan;**

- **The cardinal rule for landmines is that when in doubt, stay away. Inform the host country military. Any suspicious object should be treated as a landmine or booby trap.**

The UN Security System

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

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

The UN Security Co-ordinator (UNSECOORD), based in New York, acts on behalf of

the Secretary-General to ensure a coherent response by the UN to any security situation. UNSECOORD produces monthly publications on security conditions on a country by country basis. In addition, the Field Safety Section at Headquarters can provide country specific information and advice.

2.

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

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

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

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

5. The principle responsibilities of the DO include:

- **Liaising with host government officials on security matters;**
- **Arranging a security plan for the area and including provision for**

relocation of National staff and evacuation of International staff;

- **Informing the Secretary-General (through UNSECOORD) of all developments which may have a bearing on the safety of staff members;**

- **Carrying out relocation or evacuation where a breakdown in communication makes it impossible to receive the Secretary-General's prior approval;**

- **Forming a Security Management Team (SMT);**

- **Informing the senior official of each UN organization of all security measures.**

6. The DO will form an SMT, the function of which will be to advise him or her on security matters. The SMT is normally composed of: the DO; field security officers; a medical officer; an internationally recruited staff member familiar with local conditions and languages; a staff member with a legal background and any agency staff who by training, background or experience will contribute to the team.

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

8. The ASC (or DO where there is no ASC for the region) will appoint security

wardens who will have responsibility for security within particular predetermined zones. A separate warden system for nationally recruited and internationally recruited staff may be required. The warden system should include all humanitarian agencies.

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

Essential Plans

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

The Security Plan

11. The security plan will be country specific and have five phases. The DO may implement measures under Phases One and Two at his or her own discretion, and notify the Secretary General accordingly. Phases Three to Five will normally be declared by the DO only with the prior authorization of the Secretary-General. However, if there is a breakdown in communications, DOs may use their best judgement with regard to the declaration of phases Three to Five, and report to the Secretary-General as soon as communications allow.

12. The UN security phases are:

Phase I: Precautionary

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

Phase II: Restricted Movement

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

Phase III: Relocation

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

Phase IV: Programme Suspension

This phase is declared by the Secretary General, on the advice of the DO. It allows for relocation outside the country of all international staff not directly involved with the emergency, humanitarian relief operations, or security matters.

Phase V: Evacuation

This phase is declared by the Secretary General, on the advice of the DO. The evacuation of all international staff should be carried out according to plans prepared beforehand.

13. The person responsible for security at each location (DO, ASC) should draw up a security plan within the framework of the country security plan. This will need to be regularly updated. Each situation will be different and will require different

levels and structuring of the plan. Guidelines for drawing up the plan are in the Field Security Handbook, and copied in the Checklist for the Emergency Administrator.

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

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

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

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

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

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

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

neighbouring countries.

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

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

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

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

Planning for evacuation

15.

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

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

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

electronic documentation that it might have to be left behind.

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

[1] ***Contained in IOM/104/94 FOM107/94.***

Medical Evacuation Plan

18. Every office should have a medical evacuation plan to cover evacuation from that office. The plan should include information about the nearest medical facilities inside and (if appropriate) outside the country, what types of service they provide and to what standard, means of transport to these facilities in case of evacuation, and types of evacuation scenarios (the Checklist for the Emergency Administrator includes a format for a Medevac Plan, as well as flow charts[1] for decision making for evacuation).

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

evacuation can be authorized:

i. For all international staff and consultants and eligible family members, in order to secure essential medical care which cannot be secured locally as a result of inadequate medical facilities (and which must be treated before the next leave outside the duty station);

ii. For local staff and eligible family members, in situations of great emergency when a life-threatening situation is present, or in cases of service-incurred illness or accident.

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

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

Movement Control Plan

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

Routine Radio Checks

22. Routine radio checks should be instituted when the current location and welfare of staff-members needs to be known. Radio calls from the base station can be made on a fixed schedule or randomly.

Security

23. Keys to effective security are:

i. First and foremost, personal awareness on the individual level;

ii. Appropriate behaviour to diminish the risk of security incidents;

iii. Appropriate response by the individual to security incidents.

Personal Security

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

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

Residential Security

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

- ❑ **Make sure there are good solid doors. Never have glass doors on the exterior;**
- ❑ **Install a peep hole, a safety chain and a security bar;**
- ❑ **Keep the entrance door locked at all times, even when at home;**
- ❑ **Install bars and grills, at least on the ground floor;**
- ❑ **All windows should have locks;**
- ❑ **Draw curtains at night;**
- ❑ **Install outside lighting;**
- ❑ **Have emergency power sources, candles and torches;**
- ❑ **Keep a watchdog or other animals like goats, geese or peacocks;**
- ❑ **Install a telephone or walkie-talkie.**

Depending on the circumstances and if authorized by UNSECOORD from the UN system, UNHCR can cover the costs of some of the improvements listed.

Base Security

26. Base security should be improved by:

- **Hiring guards:**

- **The host country authorities sometimes provide guards. Guards hired by UNHCR are not permitted to carry lethal weapons while on duty. Guards should be trained and briefed, and should wear a uniform or some identifying garment;**

- **Ensuring there are lights:**

- **Lights should be powerful and should light up an area outside the perimeter fence, providing a barrier of illumination in which intruders can be detected.**

- **Installing fences and controlling access:**

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

Field Security

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

- ❑ **Develop a movement control plan (see above);**
- ❑ **When planning to travel, check the latest security situation with the DO, others who have been there, host country officials other UN agencies, NGOs, traders;**
- ❑ **Get all required authorizations, from the DO and host country authorities;**
- ❑ **Ensure that all staff know what to do in case of accident or breakdown - simple procedures should be established;**
- ❑ **Ensure that vehicles are properly equipped with extra food and water, sleeping bags, mosquito nets, tents, water filters, fuel, tow rope, jumper cables, spare tire, tire jack, flashlight, batteries, first aid kit, travel documents, radio, vehicle insurance papers, shovel and maps;**
- ❑ **Ensure that vehicles are in good mechanical condition and are checked regularly. Certain items, such as brakes, tire wear, fluid levels, lights, installed radios, should always be checked prior to every field trip;**
- ❑ **Ensure that all staff know what to do at checkpoints - establish procedures for staff to follow. It is against UN policy to allow anyone carrying arms in UN vehicles.**

Cash Security

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

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

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

i. Professional couriers;

ii. Armoured vehicles;

iii. Armed guards;

iv. Deception. There should be no regularity in the arrangements: The timing, route, and other details should change every time;

v. Discretion.

The number of people knowing about the movement of cash, the identity of

persons carrying cash, their routes and timetables, should be kept to the barest minimum necessary.

Crowd Control and Security

31. If crowds cannot be avoided:

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

Mine Awareness

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

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

34. Be aware of the following:

- **Signs: learn which signs indicate known mined areas (whether local signs, UN or other signs);**
- **No-go areas: avoid areas which are avoided by the local population;**
- **Visible mines or indicators: some mines are visible. There may also be evidence of mine packaging;**
- **Disruption in the local environment: for example disturbed soil if recently laid, and depressions in the ground in an old mine field;**
- **Trip wires;**
- **Mine damage (e.g. dead animals) which could indicate the presence of other mines.**

35. When driving, the following precautions should betaken:

❑ **Wherever possible stay on hard surfaced roads.**

❑ **Always follow in the fresh tracks of another vehicle, at least 50 m behind the vehicle in front.**

❑ **Flak jackets can be used as a seat cushion and as a foot protection.**

❑ **Wear the seat-belts, and keep windows rolled down and doors unlocked.**

36. If you encounter a mine:

❑ **Keep away, do not touch it;**

❑ **Do not try to detonate it by throwing stones at it;**

❑ **Stop the vehicle immediately;**

❑ **Stay in the vehicle, even if it is damaged and call for assistance.**

37. If you have to leave the vehicle:

❑ **Notify your location by radio;**

❑ **Do not move the steering wheel;**

❑ **Put on any protective gear available;**

❑ **Climb over the seats and leave the vehicle by the rear, walk back along the vehicle tracks. Never walk around the vehicle;**

❑ **Leave at least a 20 m gap between people;**

❑ **Close the road to other traffic.**

38. When travelling on foot:

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

39. If there is a mine incident:

❑ **Do not immediately run to the casualty. Stop and assess the situation first. There may be other antipersonnel mines in the vicinity, and administering first aid to one victim could result in another victim;**

❑ **Only one person should go to the casualty, walking in his exact footprints, to apply first aid;**

❑ **Do not attempt to move the casualty unless absolutely necessary, call for mine-clearing and medical assistance.**

40. Within the UN system, mine clearance and related issues are primarily the responsibility of DPKO. Chapter 19 on voluntary repatriation contains some information about programme aspects of mines.

Protection Equipment:

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

i. Bullet proof vests for protection against most bullets;

ii. Flak jackets for protection against shrapnel;

iii. Helmets for protection against shrapnel;

iv. Ballistic blankets fitted in vehicles, for protection against hand grenades and antipersonnel mines;

v. Armoured cars;

vi. Shatter resistant windows;

vii. Military combat rations for concentration points;

viii. Metal detectors for body searches.

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

Security Management

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

- **Ensuring both you and your staff have access to relevant, accurate and up-to-date information;**

- **Providing systematic briefings with all staff on the security situation and**

on the security plan itself. Bear in mind that some staff, particularly national staff, may provide valuable input into these briefings because of their local knowledge;

❑ Encouraging staff awareness: a key to effective security is personal awareness and good individual response to security situations;

❑ Providing training to all staff on hazards specific to the duty station;

❑ Ensuring the availability of materials on staff stress management and security in the duty station (see key references);

❑ Reporting security related incidents to Headquarters (Field Safety Section);

❑ Ensuring there is good communication with other organizations and NGOs about the security situation;

❑ Ensuring the office has a medical evacuation plan. In addition, the country representative should ensure he or she (and their deputy) has the SOS Assistance password in the case of extreme medical emergency.

Key References

***Checklist for the Emergency Administrator,* UNHCR, Geneva, 1998.**

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

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

Land Mine Safety Handbook, **CARE, Atlanta, 1997.**

Security Awareness Handbook, **UNHCR, Geneva, 1995.**

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

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

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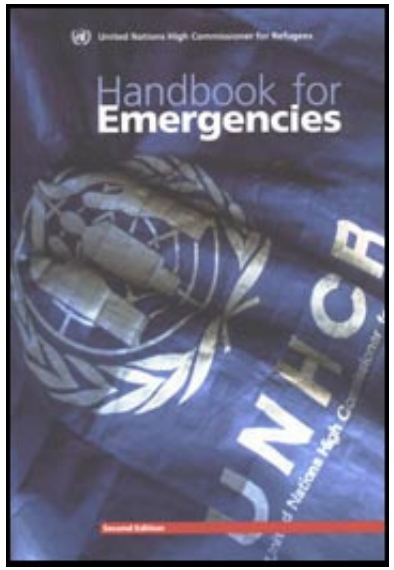

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24. Working with the Military

Figure

Introduction

- **In humanitarian emergencies UNHCR staff will sometimes work alongside military forces: these might be UN forces ("blue berets"), national or regional forces acting under mandate from the UN, or other national or regional forces;**

- **Humanitarian agencies must be, and be seen to be, neutral and impartial acting solely on the basis of need. It is important that these agencies maintain independence even from UN authorized military activities;**

- **Each operation will need to develop a coordinating structure suited to the situation, the type of forces and the required civil-military relationship;**

- **The UN Department of Peace-keeping Operations (DPKO) is responsible for all UN peacekeeping operations and has overall responsibility for UN relations with military forces.**

1. Working with military forces can bring both opportunities and challenges for humanitarian agencies.

2. Military forces can support humanitarian agencies only within the limitations of their own resources and priorities, and within the limitations of their authority to provide humanitarian assistance, including how and to whom the assistance is provided.

Legal Framework for International Military Action

3. One of the purposes of the United Nations, as set out in its Charter, is to maintain international peace and security. The Charter invests the Security Council with this specific responsibility, and describes the measures which can be taken to achieve this in Chapters VI and VII of the UN Charter.

4. Chapter VI, dealing with the peaceful settlement of disputes, mandates both the Security Council and the General Assembly to make recommendations upon which the parties in dispute can act. Peacekeeping operations under Chapter VI take place, at least in theory, with the consent of the parties to the conflict.

5. Chapter VII, dealing with mandatory measures, allows for enforced solutions to a dispute where the Security Council has identified "a threat to the peace, a breach of the peace or an act of aggression". Article 42 provides for the use of armed force "as may be necessary to maintain or restore international peace and security".

Categories of Military Forces

6. The military forces with which UNHCR may be involved or encounter include:

- **i. UN forces (peacekeeping);**
- **ii. Regional or other forces acting under UN authority;**
- **iii. Regional military alliances (e.g. NATO and ECOMOG), ad hoc coalitions;**

iv. National forces;

v. Non-state forces.

UN Forces

UN Peacekeeping Forces

7. UN forces ("blue berets") usually fall into the categories of observer missions or peacekeeping forces. These UN forces are assembled from countries willing to contribute and who are acceptable to all the parties to the conflict.

8. Observer Missions are made up mainly of lightly armed officers whose main function is to interpret the military situation to assist political and diplomatic mediation.

9. Peacekeeping forces usually contain combat units with logistics support. In the past, peacekeeping activities have included:

i. Positioning troops between hostile parties, thereby creating buffer or demilitarized zones and the opportunity to act as a liaison between the parties to the conflict;

ii. Promoting the implementation of cease-fires and peace accords by observing and reporting on military activity, assisting in the disengagement, disarmament and demobilization of forces and prisoner exchanges;

iii. Assisting local administrations to maintain law and order, facilitating free and fair elections by providing security;

iv. Protecting humanitarian relief operations by securing warehouses and delivery sites and routes, escorting humanitarian aid convoys, ensuring security for humanitarian aid workers, and providing logistics support;

v. Supporting humanitarian operations by undertaking engineering tasks for the maintenance of essential utilities, services and aid delivery routes in a time of crisis, disposing of mines and other weapons, delivering humanitarian relief supplies or providing logistics assistance to humanitarian agencies.

UN Mandated or Authorized Forces

10. Under Chapter VII of the UN Charter the Security Council may authorize or mandate the deployment of national or regional forces with a "war-fighting" capability. These forces normally will have tighter security rules than UN peace keeping Forces and Observer Missions, and UNHCR staff may find access to facilities or information more difficult. Mandated forces often do not report to a civilian chief inside the area of operations, and may therefore see themselves as acting independently of the international authority directing the civil and humanitarian programmes.

Regional Forces

11. UNHCR may also work alongside regional forces such as peacekeeping or intervention forces set up under the direction of regional institutions (for example,

the Organization for African Unity, (OAU) or NATO.

National Forces

12. Humanitarian agencies may have to coordinate or negotiate with host country military, police, gendarmerie, militia or other armed elements. UNHCR staff should balance the advantages and disadvantages of accepting assistance or security from such forces, particularly in circumstances where there is no clear command structure.

Non-state Forces

13. These often consist of rebel groups, militia and other armed groups which have little or no sense of discipline, a poorly defined chain of command and often no discernible political programme.

Possible Roles of Military Forces in Humanitarian Operations

Delivering Humanitarian Assistance

14. In exceptionally large emergencies and as a last resort, military assets could be used to deliver humanitarian assistance, for example in the form of an airlift.

15. UNHCR has entered into an understanding with a number of governments that those governments will provide pre-packaged, stand-alone emergency assistance modules, called Government Service Packages (GSP).

There are twenty different types of packages providing assistance in certain

technical or logistical areas such as long range airlift, road transport, water supply and treatment, sanitation and road construction. GSPs are not designed to be substitutes for traditional implementing arrangements in these areas, but are to be used only as a last resort in exceptionally large emergencies, where every other avenue has been exhausted.

16. Due to their extraordinary scale and cost it is assumed that GSPs, if called upon, will represent additional funding and will not be deployed at the expense of funds that would otherwise have been available to UNHCR. The Military and Civil Defence Unit also has arrangements with governments to use these pre-packaged emergency resources, as well as packages covering other areas. Within UNHCR, the responsibility for the development and deployment of GSPs rests with the Director of the Division of Operations Support. Further information can be found in the Catalogue of Emergency Response Resources (see Appedix 1).

17. When these assets are deployed the operation must maintain its civilian character and appearance. The guiding principles of impartiality, neutrality and independence from political considerations must be carefully adhered to.

Information Support

18. Military forces usually have a greater capacity to collect information than humanitarian agencies. This includes aerial reconnaissance information which may be of value in tracking the movement of refugees and in site selection. Care must be taken, however, in the interpretation and use of such material: the information it provides needs to be carefully weighed against information available from other sources, in particular first hand information form UNHCR staff on the ground.

Security of Humanitarian Operations

19. The Geneva Conventions of 1949 (see Annex 1 to chapter 2 on protection) oblige the parties in conflict to grant access for humanitarian aid, but does not provide for its forcible imposition should access be denied. Parties to a conflict may be unable or unwilling to control threats to the safety of humanitarian personnel and operations. Peacekeeping mandates may therefore include specific duties relating to the security of humanitarian personnel, including creating the conditions in which humanitarian operations can be carried out in safety.

20. However, using force to protect humanitarian assistance may compromise the foundation of those activities, since the actual use of force, by its nature, will not be neutral. Before using peacekeeping or other forces to protect humanitarian activities, the priority should always be to negotiate with all the parties to the conflict to try to ensure humanitarian access. The use of military force to secure the provision of humanitarian assistance should never become a substitute for finding political solutions to root causes of the conflict.

21. Where it is necessary to use peacekeeping forces for the security of humanitarian operations, it is particularly important to maintain a neutral stance and to ensure that this impartiality and neutrality is apparent to all parties.

Evacuation

22. Any plan for evacuation of humanitarian workers should be coordinated with any military forces present (see Chapter 23 on Staff Safety).

Coordination Between Military Forces and Civilian Agencies

UN Coordination

23. The Department of Peace-keeping Operations (DPKO) is responsible for UN peacekeeping. This includes the deployment of its military and civilian personnel to a conflict area (with the consent of the parties to the conflict) in order to stop or contain hostilities, and supervise the carrying out of peace agreements. DPKO therefore has overall responsibility for the UN's relations with military forces.

24. Where a UN force is deployed, there will usually be a Special Representative of the Secretary-General with overall responsibility for all related UN operations, including humanitarian operations.

25. There is a Military and Civil Defence Unit (MCDU) within the UN Office for the Coordination of Humanitarian Affairs (OCHA). The task of the MCDU (based in Geneva) is to help ensure the most effective use of military and civil defence assets in support of all types of humanitarian operations, including refugee emergencies, where their use is appropriate. Among UN humanitarian organizations, the MCDU is the focal point for governments, regional organizations and military and civil defence organizations concerning the use of these assets.

Establishing Principles and Reconciling Mandates

26. Misunderstandings between military forces and civilian agencies can be avoided if, at an early stage, time is spent on clarifying:

- **The objectives and strategies of the operation as a whole, and of each of its civilian and military components;**

- **The basic principles, legal constraints, and mandates (local or global) under which each organization or force operates;**

- **The activities, services, and support which the organizations or forces can expect from each other, as well as any limitations on their ability to deliver;**

- **Which aspects of the operation will be led by the civilian agencies and which by the military forces, and when there should be consultation before decisions are made;**

- **The fora in which the humanitarian agencies make decisions about their operations (e.g. the coordinating body described in chapter 7, on coordination).**

Liaison Channels

27. Proper communication channels need to be developed between civilian and military organizations in order to deal with the differences in organizational priorities, structure and size. The risk of civilian agency staff being overwhelmed by multiple approaches from the military can be avoided by providing a single point of contact for the military through the designation of one UNHCR staff member as a liaison officer where the size of the operation justifies this. The military forces may have specialist civil affairs units. These units will often be made up of reservists with particular civilian skills or military specialists and act as the main point of contact between the humanitarian and military organizations. Within the military, the hierarchy is as follows: General, Colonel, Lieutenant

Colonel, Major, Captain, Lieutenant, Warrant Officer, Sergeant, Corporal, and Private.

Key References

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UNHCR IOM/91/9 UNHCR/FOM/96/97, UNHCR and the Military, **UNHCR, Geneva, December 1997.**

Working With The Military, **UNHCR, Geneva, 1995.**

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Handbook for Emergencies - Second Edition (UNHCR, 1999, 414 p.)

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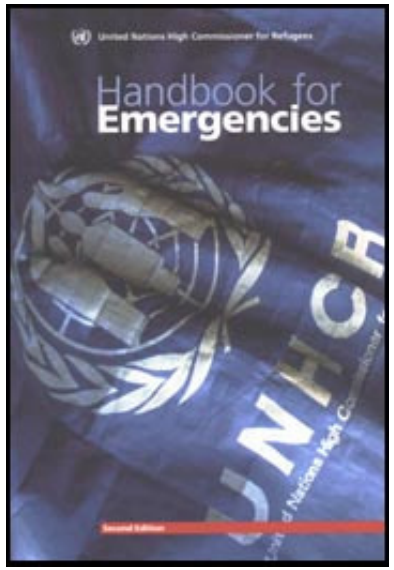
Using the Handbook

Introduction



- Abbreviations
- UNHCR's Mission Statement
- 1. Aim and Principles of Response
- 2. Protection
- 3. Emergency Management
- 4. Contingency Planning
- 5. Initial Assessment, Immediate Response
- 6. Operations Planning
- 7. Coordination and Site Level Organization
- 8. Implementing Arrangements
- 9. External Relations
- 10. Community Services and Education
- 11. Population Estimation and Registration
- 12. Site Selection, Planning and Shelter
- 13. Commodity Distribution
- 14. Health
- 15. Food and Nutrition
- 16. Water
- 17. Environmental Sanitation
- 18. Supplies and Transport
- 19. Voluntary Repatriation
- 20. Administration, Staffing and Finance

21. Communications
22. Coping With Stress
23. Staff Safety
24. Working with the Military
Appendix 1 - Catalogue of Emergency Response Resources
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Introduction

Effective emergency preparedness and response has been a major priority of UNHCR throughout the decade. In 1991, during my first field mission as High Commissioner, I witnessed the sudden and dramatic exodus of hundreds of thousands of Kurdish refugees from their homes in Iraq to Turkey and the Islamic Republic of Iran. Since then, the Office has responded to a long list of massive outflows.

These crises have caused widespread human suffering and put great demands on our Office, prompting us to develop an effective and speedy response mechanism. We have established a revolving internal roster that ensures the deployment of UNHCR staff within 72 hours. Standby arrangements with external agencies for rapid deployment of their staff have also been created. We have devised and implemented staff training, as well as specific management tools to maintain our readiness to respond quickly and effectively to emergency situations. To address humanitarian needs urgently, a centralized stockpile of goods has been assembled,

which includes governmental packages of humanitarian assistance.

Having dispatched over 300 missions throughout the world since 1992, the office now has in place a solid emergency response model, an achievement for which we can all be proud. Undoubtedly, this model will face further challenges as grave human displacements continue to occur. However, this pattern is changing from the humanitarian emergencies of the early nineties. Arising more frequently now are scattered crises, often of a relatively smaller scale and with limited international visibility. Conflicts are mostly internal and more localized, although external involvement continues to play an important role. Those forced to flee their homes, as well as the humanitarian workers assisting them, are increasingly targeted by the warring factions. On the positive side, improved communications, even in some remote locations, have enhanced our ability to operate. In addition, UNHCR has worked under new cooperative arrangements with other humanitarian agencies or even governmental institutions, including military forces.

This revised and updated Handbook provides useful guidance as our Office continues to cope with the swift and increasingly dangerous nature of fresh displacement. It stresses the importance of pre-emergency planning, as well as planning throughout every stage of a crisis. It focuses on setting coordination priorities, as well as contingency and operational planning. Important information has also been included regarding staff safety and working with military personnel, as well as a section addressing the issue of how to cope with personal stress.

Reflected in this edition is the dedication and experience of field staff and specialists both within the office and from partner organizations, which spans the last 17 years since the original UNHCR Handbook was first published. I would like

to gratefully acknowledge what is an exemplary group effort.

This Handbook will assist colleagues to meet the challenges ahead as we cope with the changing nature of emergencies. It should serve as a reminder that displacement crises require carefully prepared and well managed responses that optimize the unique strength and capacities of various groups and organizations. As we face these new challenges, let us look forward to fine tuning this response model that our Office has worked so hard to establish.

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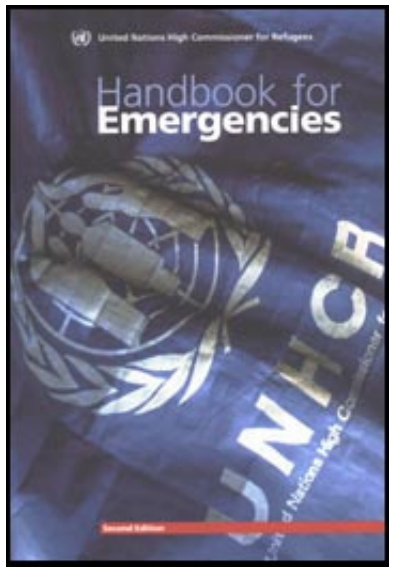

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Appendix 1 - Catalogue of Emergency Response Resources

Human resources

Staff support

Operations support items

Operations support services

Financial resources

Emergency training

United Nations High Commissioner for Refugees March 1998-Rev. 6

Note: This catalogue is updated regularly, please consult the latest edition

Introduction

The purpose of this catalogue is to provide information on the range of available emergency response resources and the means by which they can be requested. The need for such resources emanated from a strategy to enhance UNHCR's capacity to respond to emergencies which was instituted at the end of 1991. Many Sections in UNHCR have a key role in maintaining and developing these resources, which have already been extensively used in emergency situations. The need to introduce additional emergency response resources or adapt existing ones is

constantly under review. The Catalogue is, therefore, updated on a regular basis so as to incorporate amendments and additional resources.

It should be emphasized that the resources listed in this catalogue are intended for emergency response only. Given the need to ensure a minimum capacity and maintain a high level of readiness it is not usually possible to use them for ongoing operations for which response to needs should be planned.

The Emergency Preparedness and Response Section, UNHCR, welcomes feedback on the effectiveness of the resources as well as suggestions for additions.

EPRS

March 1998

> **While this catalogue may be of interest for information purposes to persons and agencies external to UNHCR, it is intended for use by UNHCR staff for emergency response.**
>
> **The catalogue may be obtained by direct request to:**
>
> **Emergency Preparedness and Response Section, UNHCR Headquarters (EM00), P.O. Box 2500, CH-1211 Geneva Depot 2, Switzerland, Fax: (++41-22) 7397301, E-mail: hqem00@unhcr.ch**

human resources

> **Emergency Preparedness and Response Officers (EPRO)**

Senior Emergency Administrator (SEA)

Emergency Finance and Administrative Assistants (EFAA)

Emergency Response Team Roster

Field Staff Safety Section (FSS)

Norwegian and Danish Refugee Council Emergency Staff

United Nations Volunteers

Arrangement with Specialist Agency - Red R (Australia)

Arrangement with Specialist Agency - Radda Barnen (Sweden)

Arrangement with Specialist Agency - SRSA (Sweden)

Arrangement with Specialist Agency - CDC (USA)

Technical Consultants

staff support

Staff and Office Accommodation

Personal Travel Kits

Field Kits

Office Kits

Emergency Kit for Unaccompanied Children

Computer Equipment

Vehicles

Telecommunications Equipment

Visibility Material

Emergency Operations Room

operations support items

Tents

Emergency Health Kit

Blankets

Kitchen Sets

Jerry Cans

Plastic Sheeting

Prefabricated Warehouses

operations support services

- **Government Service Packages**
- **Emergency Capacities of Non Governmental Organizations (database)**
- **Standby Arrangement for Trucks and Aircraft (EMERCOM of Russia)**

operations management tools

- **Contingency Planning: a practical guide for field staff**
- **Refugee Registration Package**
- **Handbook for Emergencies**
- **Checklist for the Emergency Administrator**
- **Commodity Distribution**

financial resources

- **UNHCR Emergency Fund**
- **UNOCHA Central Emergency Revolving Fund (CERF)**
- **Distance Learning Modules**
- **Emergency Management Training Programme (EMTP)**

Workshop on Emergency Management (WEM/ERT)

Targeted Training

Emergency Preparedness and Response Officers (EPRO)

The Emergency Preparedness and Response Section (EPRS) is staffed with five Emergency Preparedness and Response Officers who are on standby for emergency response. In the event of an emergency where the UNHCR Branch Office lacks adequate resources to respond or where UNHCR has no prior presence, the EPRO can be deployed at very short notice to lead an emergency team or existing staff in the establishment and/or strengthening of UNHCR's presence. An EPRO may also be deployed to lead a needs assessment mission which will make recommendations relating to the deployment of other emergency resources.

The EPRO reports directly to the UNHCR Representative or, where there is no existing office, to the Regional Bureau at Headquarters. Prior to each deployment, the EPRO's terms of reference will be established by the Bureau. The duration of deployment will depend on the nature of the operation, but should be limited to the critical emergency phase during which the basic structures and direction of the operation will be put in place. In general this period is not expected to exceed two months. An EPRO cannot be deployed to fill management or staffing gaps in existing operations.

In addition to operational deployment, EPROs are responsible for emergency preparedness activities, including:

- monitoring regional developments

- assisting in the contingency planning process

- developing management tools to enhance effective emergency response

- participating in the review of procedures to improve emergency response

- identifying emergency training needs on the basis of deployment experiences

- serving as resource persons for emergency management trainings.

To ensure adequate regional coverage in preparedness activities, each EPRO is assigned responsibility for a specific geographical area. However, where operational deployment is concerned, maximum flexibility will be maintained.

How to request

The deployment of an EPRO is normally accompanied by the deployment of other emergency resources in order to mount an effective response to an emergency situation. Should a comprehensive response package be required, a request from the Director of the Bureau should be addressed to the Director of DOS.

After clearance at the Director level, the Head of Desk should advise the Chief of EPRS (preferably in writing) the destination, proposed duration, terms of reference, language requirements as well as any other specific skills required for the assignment. EPROs may in principle be deployed with 72 hours notice. Should

an EPRO not be available, an experienced ERT member (see section IV) may be deployed instead.

The mission costs of the EPRO will be charged to the respective country programme.

Senior Emergency Administrator (SEA)

One Senior Emergency Administrator (SEA) is based in EPRS on a standby capacity. This staff member has experience and training in all aspects of administration (human resources, finance and general administration), as well as proven managerial skills and experience. When not deployed on emergencies SEAs may be assigned to non-emergency situations where the need for skilled administrative capacity is deemed by the concerned technical/functional section in Headquarters (e.g. DFIS, PCS, SSS etc.) to be critical. In such cases deployment will range from short assessment and advisory missions to assignments lasting a maximum of three months.

A brief description of possible functions follows:

- **identify and administer office premises**
- **establish and improve office procedures**
- **plan staffing needs, recruit and administer staff**
- **oversee finance and banking procedures**

- ensure proper procedures for communications

- oversee transport arrangements

- oversee security plans

- ensure adequate staff support and staff training

- supervise phase out of emergency team and hand-over.

The SEA will supervise administrative staff, both international and local, and relieve the operations manager of administrative concerns. It should be noted that this is a senior management position and deployment will be to major emergency complex operations. Alternatively the SEA may be called upon to cover numerous field offices on a "roving" basis.

Emergency Finance and Administrative Assistants (EFAA)

Two Emergency Finance and Administrative Assistants (EFAAs) are based in EPRS on a standby capacity. These staff members have experience and training in all practical aspects of administration (human resources, finance and general administration). Particular attention has been paid to thorough financial and accounting skills. During an emergency deployment, the EFAA's main objective is to set up proper administrative procedures and also to train locally recruited staff in UNHCR practices and procedures so that they may work independently upon the departure of the Emergency Response Team. When not deployed in emergencies EFAAs may be assigned to non-emergency situations where the need for skilled administrative capacity is deemed by the concerned technical/functional section in

Headquarters (e.g. DFIS, PCS, SSS etc.) to be critical. EFAAs have also been trained as Programme Assistants and can act in this capacity in an Emergency Response Team. Assignment lengths for all deployments will be up to three months.

A brief description of possible functions follows:

- identify banking facilities and make banking arrangements

- establish field office accounts; prepare and monitor administrative budgets

- establish control measures (vehicle & telephone logs, inventories, travel authorizations etc.) for all expenditure

- handle all personnel programme management and administration matters

- recruit and/or train local staff in finance and personnel administration

The EFAA may be assigned as part of an emergency response team, reporting either to an EPRO, SEA, BO Administrative Officer or Head of Sub Office. The EFAA may supervise local administrative staff.

How to request

A written request from the Head of Desk, cleared with the Bureau Director, should be addressed to the Chief of EPRS, stating the destination, proposed duration, terms of reference, language requirements and any other specific skills required

for the assignment. Deployment decisions will be made in consultation with the concerned technical sections. An SEA or EFAAs may in principle be deployed within 72-hours notice.

Requests for deployment in non emergency situations may be entertained as long as the assignment is not simply to fill a management gap. It should be understood, however, that these assignments are time-limited, and require clear terms of reference. An SEA or EFAAs may also be withdrawn in case of an emergency. The mission costs of an SEA or EFAAs will be charged to the respective country programme.

Emergency Response Team (ERT) Roster

The Emergency Response Team (ERT) Roster comprises a pool of some 30 internal staff members, drawn from various duty-stations and sections in Headquarters, who are on standby for emergency deployment. While ERT Roster members may be proficient in specific functional areas of UNHCR operations (protection, programme etc.) they are expected to function with as much versatility and flexibility as possible in order to cope with the demands of emergency situations. The roster is reviewed twice a year (January and July) with new rosters commencing at the beginning of April and October. The inclusion of staff members on the ERT Roster is cleared in advance with supervisors. Staff not deployed during one six month period may, with the agreement of the staff member and their supervisor, be included in the following roster. At the beginning of their term on the roster, staff members attend the Workshop on Emergency Management (WEM/ERT) [see section on Emergency Training] where they are prepared for deployment as members of an ERT.

Members of the ERT Roster can only be deployed to meet the critical needs of an emergency or a repatriation operation when existing resources are unable to cope or where UNHCR has no prior presence. While ERT Roster members are normally deployed with an EPRO, they may exceptionally be deployed to complement existing staff or to act as Team Leader depending on the nature of the emergency and on EPRS' resources at a given time. ERT Roster members are on standby for emergency deployment for a fixed period of six months during which they may be deployed for a maximum of two months. No extension of an ERT Roster member's deployment can be envisaged, as this could have adverse repercussions on the releasing office.

UNHCR staff who wish to be considered for inclusion on the ERT Roster should write to the Chief of EPRS through the Head of their Section/Branch/Field Office. Such communications should be copied to the Bureau Administrative Officer. Lastly, staff members already deployed in emergency duty stations are usually not considered for inclusion in the ERT.

How to request

Once emergency response has been approved at the Director level the overall staffing needs for the specific situation should be discussed between the Desk, DRM and EPRS, on the basis of which, the source of these staff will be determined. If ERT Roster members are required, EPRS will activate their deployment. As with all staff resources, clear terms of reference, duty station, anticipated duration of assignment and special skill requirements need to be specified from the outset by the Desk. Furthermore, it is important for the Desk, EPRS and DRM to work out a plan for the withdrawal of the ERT Roster members from the emergency

deployment, and frequent joint meetings until the replacement arrangements are firm.

The mission costs of ERT Roster members will be charged to the respective country programme.

Field Staff Safety Section (FSS)

The Field Staff Safety Section comprises three Field Staff Safety Advisors (FSSAs) who are based in Geneva. Although the main occupation of those based in Geneva is the carrying out of regular security assessment missions, they also provide support to the field on request. They are also engaged in the formulation of policy, the training of UNHCR deployed staff members, and recruitment/deployment of FSSAs to hazardous areas around the world.

FSS can be requested to provide security assessments and to temporarily deploy FSSAs on missions to emergencies. An FSSA may be available to be deployed either from Geneva, or a temporary redeployment from another duty station, depending on the security situation in the various regions at the time of the request.

FSSAs can be requested to provide assessments on physical security of residences and offices, prepare and provide comments on various security plans (communications, movement control, evacuation, medevac, etc.), establish liaison with host country security authorities for the safety of staff members, provide security training for staff members, etc. Depending on the desires of the Head of Office, these services can also be made available to other UN organizations and

NGO partners.

How to request

A written request should be addressed to the Head of Desk and copied to FSS, stating destination and proposed duration of mission, language requirements and other specific skills required.

The mission costs normally will be charged to the respective country programme.

Norwegian and Danish Refugee Council Emergency Staff

To complement internal staff resources for emergencies, a standby arrangement has been established with the Danish and Norwegian Refugee Councils. Under this arrangement, Nordic staff who have been pre-identified, screened and trained can be deployed within 72-hours notice to UNHCR operations anywhere in the world. Nordic staff are issued UN certificates and participate in operations as UNHCR staff members. Although, in principle, this arrangement can provide for any profiles normally needed in a UNHCR operation, it has been found to be particularly effective in the deployment of telecommunication experts, base camp managers, logistics and field officers. With prior training, Nordic staff have also been found to be effective protection officers.

As an emergency resource, Nordic staff can only be deployed a maximum of six months. Since the secondees are normally on leave of absence from their normal jobs, it is important that no extension beyond this period be requested. It must be emphasized that, although the maintenance of the standby roster is provided free of charge to UNHCR, all costs related to the deployment of staff will be charged to

the relevant programme. Nordic staff will only be deployed if it has been established that urgent staffing requirements cannot be met from internal sources.

How to request

A request form (available from EPRS) for DRC/NRC deployment should be completed by the requesting Desk and submitted to EPRS describing briefly:

- the emergency situation;

- details of staff requirements (number of staff required, functional title(s), duty station, date of deployment, duration, language, if briefing in Geneva is necessary, supervision arrangements in the field);

- information on living conditions at the duty station.

EPRS will act as contact with the Councils and liaison with the Desk (specifically on operational requirements, budget submission, preparation of letter of mutual intent and sub-agreements) from the requesting period up to repatriation travel of the secondees. The terms and conditions of deployment are governed by the Agreement between UNHCR and DRC/NRC. The Desk and Field should avoid subsequent independent negotiations with the DRC/NRC staff. Checklists providing more detail of the procedures to be followed are available upon request from EPRS.

United Nations Volunteers (UNV)

A similar arrangement as that with the Nordic Councils has also been established

with UNV/HRLO (Humanitarian Relief and Liaison Office). The parameters defining UNV deployment are stipulated in the Exchange of Letters signed between UNHCR and UNV in November 1992. Under this arrangement, UNVs can be deployed to UNHCR emergency operations within one week, instead of in several months as under normal UNV procedures. UNV recruitment is done with the participation of UNHCR representatives/or designated officers in the field. This complements the Nordic arrangement in that it offers a wider mix of nationalities as well as more language capabilities.

UNVs are deployed on a short term basis instead of the traditional two-year UNV assignment. Thus they can be deployed to meet urgent emergency staffing needs for a three to twelve month period. Where a longer period is foreseen (for example 6-12 months), it is desirable to request this from the outsetinstead of a shorter period with extensions - since this allows for better planning. From experience, UNVs are needed in emergencies for a minimum of three to six months. If necessary they can also be called upon to meet staffing gaps in the transition from an emergency team to the assignment of long-term staff. UNVs deployed under this arrangement can only be considered for staff recruitment by UNHCR after they have served a minimum of twelve months as UNVs. The costs of these deployments will be charged to the relevant programme.

How to request

For emergency deployment, EPRS will liaise with the Humanitarian Relief Liaison Office of UNV in Geneva, to ensure that UNVs are identified, selected and deployed according to the requirements of the emergency operation.

The Desk will be required to complete a UNV Post Description form (available from EPRS) indicating project information, post description and conditions, and living conditions at the duty station. This is submitted with a covering letter, from the Desk directly to the Chief of UNV/HRLO, with a copy to EPRS specifying availability of funds and indicating the project to be charged. A checklist providing detailed procedures of UNV deployment is available from EPRS.

Arrangement with Specialist Agency - Red R (Australia)

A Memorandum of Understanding has been concluded with Registered Engineers for Disaster Relief (Red R) Australia, through which Red R (Australia) will provide, on short notice, qualified and experienced engineers to join emergency response teams or be assigned separately to emergencies for periods up to three months. Red R maintains a roster of experts in physical planning, water, sanitation and road construction. The costs of maintaining the roster as well as for the deployment of 20 engineers for three months each year are provided through a grant from the Government of Australia. All engineers on the roster undertake training through distance learning and attend short group sessions to prepare them for UNHCR emergency deployments.

How to request

Once it has been agreed that engineering specialists are required in an emergency operation, a request should be submitted to the Head of Desk and EESS, with a copy to EPRS. EESS is the focal point for contacts between Red R (Australia) and UNHCR and will inform Red R of the Terms of Reference as well as all other details relating to the mission.

Arrangement with Specialist Agency - Radda Barnen (Sweden)

A Memorandum of Understanding has been signed with Radda Barnen Sweden which permits the deployment of trained social workers to refugee emergency situations with 72 hours notice in order to take part in UNHCR needs assessment missions and in the initial establishment of community-based social services. The terms of reference of the community services co-ordinators would have a three-phased approach:

1) assessment, action plan and guidelines;

2) foundation of community services structures;

3) building up of community services.

Radda Barnen will maintain a roster of 20 experienced and trained people, six of whom may be made available at any time. Radda Barnen staff will be seconded to UNHCR for a period that will not normally exceed three months.

Staff seconded by Radda Barnen are deployed as members of the UNHCR team and report to the UNHCR designated officer in charge of the operation. Radda Barnen staff are funded by Radda Barnen and compensated in accordance with its personnel regulations.

How to request

Once it has been agreed that the inclusion of community services should be considered as part of the emergency response, a request for Radda Barnen

deployment should be completed by the Head of Desk, and addressed to the Chief of EESS, with a copy to EPRS, describing the emergency situation, details of staff requirements, proposed duration, date of deployment, language requirements, if briefing in Geneva is necessary, supervision arrangements in the field and information on living conditions at the duty station.

Swedish Rescue Services Agency

In the most extreme field conditions, where an operation has to be established in an environment where almost all infrastructural support would need to be brought in from the outside, the Swedish Rescue Services Agency (SRSA) is on standby for deployment to provide a comprehensive range of staff support. SRSA can be deployed, with 72-hours notice, with equipment and a team of staff to establish office and housing facilities, sanitation, water, electricity, telecommunications, transport and nursing services, for UNHCR staff. On the basis of deployment experience, SRSA has repackaged its staff support services in order to be able to meet needs under different climatic conditions, as well as when only a part of its services are required.

It has been agreed that the involvement of the SRSA should be limited to a period of four to six weeks, which should provide UNHCR sufficient time to establish longer-term support facilities. Should it be necessary, a base-camp manager can be deployed to maintain the facilities established by the SRSA until such time as local arrangements can be found for the longer term. The decision to deploy the SRSA support team should only be made after a field assessment which might include a SRSA representative. While this standby facility has been provided to UNHCR free of charge, the actual cost of deployment will be charged to the

relevant programme.

Where the UNHCR Staff and Office Accommodation package is used, the SRSA is able to provide a base camp manager familiar with the package to manage the facility during the initial stages of its use.

How to request

The deployment of the SRSA for staff support is normally a part of a comprehensive emergency response package and has to be approved by the HQ Task Force established to mount the emergency operation. On the basis of detailed information about the emergency situation and conditions in the field provided by the Desk, EPRS will formulate an official request to the Swedish Government in order to obtain Cabinet clearance for the deployment of the SRSA.

The Desk should ensure that budgetary provisions have been made and a project agreement between UNHCR and the SRSA should be prepared immediately after the budget has been submitted by the SRSA and agreed by UNHCR. Since deployment may occur prior to the finalization of the agreement, a letter of intent, prepared by the Desk, may be required in the first instance.

Arrangement with Specialist Agency - Centers for Disease Control (USA)

UNHCR maintains a Memorandum of Understanding with the U.S. Public Health Service (PHS) which establishes specific areas of collaboration with the Centers for Disease Control and Prevention (CDC). The specific areas covered under the terms of the MOU are: rapid health and nutrition assessment, improvement of epidemic preparedness and response, prevention and control of communicable

diseases, training of local and international health staff, co-ordination of health care delivery services and nutrition programmes in emergencies, maternal and child health activities, sanitation, water supply and environmental health activities.

Within the standby arrangement CDC has identified a core group of experts who would be available at short notice to respond to technical assistance requests made by UNHCR for rapid health and nutrition assessments in emergency situations. Deployment of CDC staff would normally vary from four to eight weeks but could be extended to three months upon request.

Staff seconded by CDC are deployed as members of the UNHCR team and report to the UNHCR designated officer in charge of the operation. They will, however, be funded by CDC and compensated in accordance with PHS policy.

How to request

Once it has been agreed that CDC specialists are required in an emergency operation, HCDS will be the focal point for contacts and deployment requests to CDC. HCDS will inform CDC (and other relevant UNHCR sections) of the terms of reference as well as all other details relating to the mission.

Technical Consultants

The engineering and environmental services section EESS maintains a roster of some 500 individual consultants and consultancy companies, covering the following disciplines:

- agriculture, fisheries and livestock
- community and social services
- development planning and project planning
- economics and finance
- education
- emergency planning
- energy
- health/nutrition
- income generating activities
- environmental sanitation
- site planning, shelter and other infrastructure
- social sciences
- transport and logistics
- water supply

Names are constantly being added to the roster which is updated every six months

to ensure that all consultants continue to be available. A short list of some 10 persons experienced in each of the major sectors and prepared for immediate deployment is maintained as a sub-category of the roster for emergency response.

Consultants may be deployed as part of contingency planning or needs assessment missions, as well as part of Emergency Response Teams. In the response phase, they will often be called in on mission to provide the necessary technical input into programme development.

How to request

Once the need has been identified, requests for consultants will be detailed in a memorandum from the Desk and EESS to DRM through PCS. EESS will normally recommend one (or more) consultants which will need the approval of one or more members of the Consultancy Committee (made up of EESS staff). The submission will include the terms of reference, the timing of the assignment, estimated cost and proposed source of funds and the CV of the prospective consultant. Where consultancy firms are thought to be more appropriate for the task, the selection of suitable candidates or firms must be in accordance with UN Financial rules.

Staff and Office Accommodation

A major difficulty encountered in recent emergency situations has been that of providing staff with acceptable living and office accommodation in areas where there is little or no infrastructure. To this end, a standard "staff and office accommodation" package has been elaborated which will provide acceptable living

and working conditions for a maximum period of one year for UNHCR staff assigned to extreme hardship duty stations. One package can provide living accommodation for a maximum of 25 people and office space for approximately 40; it has been designed on a modular concept thus enabling deployment of selected elements when needed. Each package comprises:

- 25 individual fully furnished accommodation modules

- 5 four-person fully furnished local staff/visitors sleeper modules

- 10 ablution modules

- 1 laundry module

- 1 kitchen module

- 1 dining/recreation module

- 1 water system module

- 8 office modules

- 1 meeting room module

as well as furnishings; equipment; electrical systems; interior plumbing distribution; ablution fixtures (flush toilets only); camp water distribution; water purification and internal camp sewerage distribution; fire extinguishers for sleepers, kitchen, dining room and meeting hall; security fencing; compound

lighting; electrical power supply; fuel storage; fire extinguishers and incinerator.

Two complete staff/office accommodation packages are stockpiled in Amsterdam. The cost of deployment of a complete package amounts to approximately $ 900,000. Upon request STS or EPRS will provide detailed costings of individual elements of the package.

How to request

1. Requests for the release of items from the Central Emergency Stockpile (CES) should be made by the Bureau through the CES Focal Point in STS and confirmed in writing, preferably by e-mail. After reviewing the request, STS will initiate form SF(1) which will be forwarded to the Certifying Officer (Head of Desk or other authorized signatory). The transfer of appropriate funds to the Emergency Stockpile project will be authorized by the Certifying Officer with availability of funds being confirmed by the FPCS.

2. The Field Office should provide detailed information on living conditions in the country concerned as well as the number of staff members for whom the accommodation is required. In addition, the Supplier will require detailed information relating to local conditions such as site ground conditions, grading and excavation conditions, distance to local services, availability and cost of local skilled labour; security services; construction materials; vehicles and site material handling equipment; electrical power, water supply, gasoline and diesel fuel.

3. Responsibility for the erection of the accommodation will rest with the Supplier. UNHCR will facilitate the work of the Supplier and will assist in obtaining visas,

permits etc. To facilitate coordination, a copy of the contract with the Supplier, which spells out respective obligations will be provided to each requesting office.

Personal Travel Kits

The travel kit is a carry bag with a UNHCR logo, which is small enough to comply with airline cabin baggage size requirements. It includes a sleeping bag, pillow, mosquito net, towel, torch, small medical kit, rain poncho, plate/bowl, sun hat, water bottle and water filter. It weighs 8 kg and its value is US$ 360.

Travel kits will be provided to emergency response staff deployed to difficult locations during the very early phase of an operation where staff support arrangements have not yet been put in place. It can also be provided to field staff who are required to travel frequently to locations in the "deep" field where living conditions are unpredictable. Any staff member provided with a travel kit will not be entitled to another kit on any subsequent assignment. Once the emergency operation is under way, living conditions should improve, and at this stage the office should advise Headquarters that travel kits are no longer required by new staff. In some instances a number of travel kits may be sent in advance to a new office and allocated to staff in the field.

How to request

Personal travel kits are released on the basis of information from the field on living conditions. The Desk or PCS should submit a request to EPRS by e-mail (HQEM00). Upon approval, EPRS will forward an Emergency Stockpile Release Form (ESF1) to the Certifying Officer (Head of Desk or other authorized

signatory). The transfer of appropriate funds to the Central Emergency Stockpile project will be authorized by the Certifying Officer with availability of such funds being confirmed by DFIS.

Field Kits

Field kits can be provided for deployment to difficult locations. These have a comprehensive range of survival items for improving field conditions. The kit is intended to provide staff with total self sufficiency for three days. A stock of up to 100 kits is held by BSU at Headquarters and replenished up to the maximum level when stocks fall below 50 units.

The contents of the kit come in an aluminium waterproof trunk, weighing 50 kg with a value of US$1,360. It includes:

- Dome shaped tent; Sleeping kit (sleeping bag, camp bed, mosquito net, pillow, ground mattress

- Shower screen and water bag with shower attachment

- 3 dry food ration packs

- Water bottle, cooking pots, dishes and cutlery, plastic food containers

- Torch, candles, matches, fuel tablets

- Purification tablets and water filter

- First aid kit, sun screen and insect repellent

- Swiss army knife and compass

- Small back-pack and money pouch

- Rubber gloves, elastic bands, aluminium foil

- First aid manual

- Hand soap, bath towel, tissues, toilet paper, mirror, sewing kit

- Writing materials

- Plastic poncho, sun hat

- Tool kit, metal chain, padlock, nylon rope, scotch tape, masking tape

How to request

Field kits are released on the basis of information from the field on living conditions. The Desk or PCS should submit a request to EPRS by e-mail (HQEM00). Upon approval, EPRS will forward an Emergency Stockpile Release Form (ESF1) to the Certifying Officer (Head of Desk or other authorized signatory). The transfer of appropriate funds to the Central Emergency Stockpile project will be authorized by the Certifying Officer with availability of such funds being confirmed by DFIS.

Office Kits

The Office Kit comprises items of stationery, supplies, forms and some small non-expendable office items, which are packed in 2 cardboard boxes, and which together weigh 120 kg. It is valued at US$ 1,200. Its contents include:

- UNOG stationery catalogue

- UNHCR Manual, Checklist for the Emergency Administrator

- Stapler, scissors, staple remover, hole punch, pencil sharpener, adhesive tape, staples, elastic bands, paper clips, pins

- Pencils, ball point pens, felt tip pens, rulers, correction fluid

- Stamp pad, date stamp, UNHCR Seal

- Desk diary, chron register

- Car pennants, key tags

- Shorthand pads, A4 note pads, note books

- Carbon paper

- Portable manual typewriter

- Desk calculator with printer tape

- Files, file folders

- **Computer diskettes**

- **UNHCR Forms:**

  - **sickness insurance**
  - **leave application**
  - **sick leave report**
  - **properly survey board report**
  - **vehicle accident report**
  - **travel claims**
  - **travel authorization**
  - **inventory form**
  - **personal history form**
  - **leave & absence report**
  - **entry medical exam form**
  - **stationery order form**
  - **project cards**

- Envelopes (various sizes)

- Letterhead, memorandum, plain & continuation page paper

- Compliment slip

- Telegram Forms

The Office Kit is intended as a start up for new offices, and is designed for offices with 5 international and 10 local staff (i.e. a standard Sub or Field office). Thus one kit per location should be sufficient, although in larger new offices 2 kits may be necessary. Thereafter procedures for the normal procurement of office supplies should be established.

How to request

The Desk or PCS should submit a request to EPRS by e-mail (HQEMOO). Upon approval, EPRS will forward an Emergency Stockpile Release Form (ESF1) to the Certifying Officer (Head of Desk or other authorized signatory). The transfer of appropriate funds to the Central Emergency Stockpile project will be authorized by the Certifying Officer with availability of such funds being confirmed by DFIS.

Emergency Kit for Unaccompanied Children

This kit was developed jointly by UNHCR and UNICEF and is intended to promote early identification, documentation, and reunification of unaccompanied children. The kit includes the Priority Action Handbook, Emergency Registration Books, basic supplies (such as cameras and film) and a kit container.

The Priority Action Handbook is intended as a practical tool for UNHCR and UNICEF staff who are first on the spot and responsible for launching emergency response programmes. The handbook offers a checklist of actions to be considered in any emergency, as well as examples of practical tools, coordination mechanisms, and programme models that have proven to be effective in previous emergencies. A computer diskette is included to facilitate quick reproduction and modification of generic forms, guides, and tools.

Emergency registration books are included to promote quick identification and documentation of separated children and to serve as a record of what happens to these children over time. Written in straightforward language (in French and English), the Registration Books are for use in any place and with any person who is responsible for caring for separated children. Helpful hints on how to care for infants and young children and on how to initiate phototracing are also included.

How to request

Ten kits are stockpiled by EPRS at Headquarters. These kits are available on request from the Senior Coordinator for Refugee Children and/or EPRS.

Computer Equipment

A stock of portable and desktop computer equipment, installed with standard UNHCR software, is maintained by ITTS. Unit value ranges between $ 2,000 and $ 3,000 for a computer, and between $ 500 and $1,500 for a printer. Please check the cost of equipment required with ITTS User Services.

Electrical plugs vary, so it would be prudent to determine the socket type at the

destination and take an adequate supply of electrical adapters.

How to request

Requests for computers or printers should be made directly to ITTS, User Services or HQFOSUP with a copy to the Desk/Bureaux at HQ indicating the funding source (e.g. admin. or project code). Equipment will be taken from ITTS buffer stock and replenished from the funds indicated by the Desk/Requesting Officer. Please note that equipment cannot be released if funds have not been identified by the requesting office.

Vehicles

A stock of 20 vehicles is maintained for deployment to emergency operations - 15 left-hand drive and 5 right-hand drive in Amsterdam. In addition to these, additional requirements for emergencies can also be met through loans from regional stocks in various locations and through ex-stock procurement from manufacturers stockholder.

The model currently in stock is the Toyota Landcruiser MZJ 105RL-GCMRS which has the following specifications:

- **Air Conditioner, power steering, radio AM/FM and cassettes, 2 speakers**
- **4,200cc Diesel**
- **5 speed floor shift**

- 6 seater, lateral seats (4 people) back door swing out type

- Tyres: 7.50R-16-6 Radial Block

- Sub fuel tank, 50L

- Air cleaner cyclone with precleaner

- Speedometer Km/h

- High Altitude Compensator

- Engine Coolant LLC 50PCT

- Double Battery 12V

- Burglar alarm, spare part kits, tool kits, seat belts, etc.

Insurance and UNHCR number plates: STS is now able in certain circumstances to arrange third party insurance and UNHCR number plates pending completion of formalities with the authorities concerned so that UNHCR-owned vehicles can be immediately operational upon arrival in a country. However, this is not applicable to all countries.

How to request

Requests for the release of items from the Central Emergency Stockpile (CES) should be made by the Bureau through the CES Focal Point in STS and confirmed in writing, preferably by e-mail. After reviewing the request, STS will initiate form

ESF1 which will be forwarded to the Certifying Officer (Head of Desk or other authorized signatory). The transfer of appropriate funds to the Central Emergency Stockpile project will be authorized by the Certifying Officer with availability of funds being confirmed by the DFIS.

Telecommunications Equipment

A stock of telecommunication equipment, adequate for establishing communication links for two emergency operations has been established. This equipment is intended to provide emergency staff with immediate communication links even from the most remote locations.

The stock, which will be replenished as it is deployed, consists of:

- **8 Pactors**
- **80 Codans Base/MOB**
- **100 VHF Base/MOB**
- **300 VHF Handhelds**
- **20 VHF Repeaters**
- **14 VHF Packet**
- **9 SATCOM M**
- **4 SATCOM C**

- 26 Natel D

- 10 Fax

How to request

Requests for the release of these items should be made in writing to the Telecoms Unit, RTO or HQTU01 and STS with a copy to the Desk/Bureaux at HQ after clearance with EPRS. Replacement costs will be charged to the relevant programme through the issuance of a Purchase Authorisation by the Desk.

Visibility Material

In any emergency operation it is important to consider the value of greater UNHCR visibility. There may be various reasons for enhanced conspicuousness, the most important of which are:

a) Security (in certain circumstances)

b) Protection (recognition by authorities and asylum seekers)

c) Public Relations (visibility in the media)

UNHCR holds a stockpile of items which could be used for the above purposes. They are listed below:

EPRS will provide, at no charge to a new emergency operation, a start up supply of up to 50 each, of caps, vests, armbands and T-shirts. EPRS will also provide up

to 10 UNHCR flags which are available in two sizes:

medium	150 cm × 225 cm
large	200 cm × 300 cm

Public Information Section will sell, at cost to the operation, any subsequent need for caps and T-shirts.

BSU will provide:

- identification badges
- UN flags: Car 30 × 50
  Convoy 75 × 100
  Small 100 × 150
  Medium 150 × 225
  Large 200 × 300
- UNHCR logo stickers for light vehicles
- extra large logo stickers for trucks
- rolls of scotch tape with UNHCR logo

How to request

Requests for these items should be made directly to the respective sections as appropriate (see above). For items purchased from PI Section an account code must be provided.

Emergency Operations Room

Based on problems experienced in managing past emergency operations at Headquarters, notably the bottleneck in information flow to and from Headquarters, it was agreed that an Emergency Operations Room (EOR) should be made available which would be used as a communications and information distribution centre during the initial stages of an operation. The EOR should be the focal point for:

a) the receipt of all communications related to a particular emergency and

b) the effective distribution of such communications within UNHCR and, when needed, to other agencies.

Thus, all incoming communications relating to the emergency would be routed directly to the EOR. The EOR should therefore facilitate the organization of a systematic flow of information which could subsequently be integrated into the ongoing operations of the relevant Bureau/Desk. It is expected that the EOR will become operational at the outset of the emergency operation and will remain at the disposal of the Bureau/Desk concerned for an estimated period of three months.

The EOR is equipped with:

- 2 work-stations (computer equipped)

- telephones, fax machine, e-mail, teleconferencing

- computer link to Telecommunications Unit pactor

- photocopier

- pigeon holes and filing cabinets

- clocks for two time zones

In addition, the EOR may be used as an airlift operation cell and staffed by personnel seconded from the defence establishments of Governments for the duration of an airlift.

How to request

At the beginning of an emergency operation the Bureau should submit a written request to EPRS asking for the use of the Room. The Emergency Operations Room will be assigned to the Bureau responsible for the emergency At the outset of the operation, ITTS will liaise with the Bureau concerning the installation of the required communications equipment, dedicated telephone numbers, fax numbers and e-mail address. Ideally these numbers should be redeployed from the Bureau so that when the operation is integrated into the ongoing operation they may be "repatriated" and continuity ensured.

The Bureau will take full responsibility for supplies (stationery, photocopy paper, etc.) and running costs (communications charges, staff costs) during the period it occupies the EOR. It is emphasized that the EOR will be at the disposal of a given Bureau for the initial stages of an emergency operation only, in principle, for a maximum period of three months. Thereafter it should be possible to integrate the

emergency operation into the normal activities of the Desk.

Tents

Tents are not stockpiled. However a system is in place which allows for tents to be made available without delay when requested. UNHCR's standard family tent is a double fly centre pole tent (4x4 m) with 2 doors and 2 windows and is made of cotton canvas and provided with a ground sheet. The unit weight including poles and pegs is about 100 kg and the cost USD$ 200-220.

How to request

Requests for the release of items from the Central Emergency Stockpile (CES) should be made by the Bureau through the CES Focal Point in STS and confirmed in writing, preferably by e-mail. After reviewing the request, STS will initiate form SF(1) which will be forwarded to the Certifying Officer (Head of Desk or other authorized signatory). The transfer of appropriate funds to the Central Emergency Stockpile project will be authorized by the Certifying Officer with availability of funds being confirmed by the DFIS.

Emergency Health Kit

The kit is designed to meet the needs of a population with disrupted medical facilities in the second phase of a natural or other disaster, or a displaced population without medical facilities. Its contents are calculated to meet the needs of a population of 10,000 persons for three (3) months or for 30,000 persons for one (1) month.

THE BASIC UNIT: 10 identical boxes, each 41 kg.

Total: 410 kg = US$2194

To facilitate distribution to smaller health facilities on site, the quantities of drugs and medical supplies in the basic unit have been divided into ten identical units, each for 1,000 persons. The basic unit contains drugs, medical supplies and some essential equipment for primary health care workers with limited training. Simple treatment guidelines, based on symptoms, have been developed to help the training of personnel in the proper use of drugs.

THE SUPPLEMENTARY UNIT: 14 boxes (3 boxes of drugs, 5 boxes of infusions, 3 boxes of renewable supplies and 3 boxes of equipment).

Total: 420 kg = US$ 2752

The supplementary unit contains drugs and medical supplies for a population of 10,000 persons for three months and is to be used only by professional health workers or physicians. It does not contain any drugs and supplies from the basic units and can therefore only be used when these are available as well. A manual describing the standard treatment regimens for target diseases, is included in each unit.

How to request

The kits are in stock at supplier's warehouse in Amsterdam. Requests should be made by the Bureau through the Desk at HQ with a copy to STS indicating quantity of complete kit, markings needed, project to charge.

One complete Emergency Health Kit is a total of 24 boxes for a total weight of 830 kgs, volume 3.40 cbm, packed on two pallets. Total cost: US$ 4,947 without transport costs. Delivery is within 24/48 hours to the airport of departure. It must be emphasized that although the standard kit is convenient in the second phase of an emergency, specific local requirements need to be assessed as soon as possible and further supplies must be ordered accordingly. STS has signed for a period of one year (1.9.97 to 31.8.98 renewable) a frame agreement for the list of UNHCR Essential Drugs. A request for a reasonable quantity of items listed could be quickly delivered. Please contact STS before ordering.

Blankets

150,000 blankets of various qualities (wool ranging from minimum 30% or minimum 50% are stockpiled with suppliers in Europe). Additional stocks are available from regional stockpiles.

Blankets are packed in bales of 30 pieces weighing about 48 kg depending on the quality of blanket. The cost of each blanket ranges from US$ 4.50 to US $5.00 depending on the quality.

How to request

Requests for the release of items from the Central Emergency Stockpile (CES) should be made by the Bureau through the CES Focal Point in STS and confirmed in writing, preferably by e-mail. After reviewing the request, STS will initiate form SF(1) which will be forwarded to the Certifying Officer (Head of Desk or other authorized signatory). The transfer of appropriate funds to the Central Emergency

Stockpile project will be authorized by the Certifying Officer with availability of funds being confirmed by the DFIS.

Kitchen Sets

30,000 Kitchen Sets are maintained by suppliers in Egypt. There are three types of set:

Type A	**Type B**	**Type C**
1×7 litre cooking pot	Same as Type A	1x7 litre cooking pot
1×5 litre cooking pot	but does not	5 aluminium bowls
5 aluminium bowls	include knives,	5 cups
5 deep aluminium plates	forks and bucket.	5 spoons
5 cups	The cost is thus	
5 knives, forks, spoons	reduced.	
1 kitchen knife		
1×15 litre steel bucket		
Cost **US$21.10**	Cost **US$ 13.60**	Cost **US$ 10.20**

Kitchen sets can be produced at a rate of 20-30 000 per week.

Jerry Cans

50,000 semi-collapsible plastic 10 litre jerry cans are maintained by a supplier in Amsterdam. Jerry cans are usually packed in cartons of 100 weighing about 42,5

kg. The cost per jerry can is US$ 1.55

Plastic Sheeting

66,000 sheets of plastic are stockpiled at various locations. The sheeting, procured by UNHCR is of woven high density polyethylene fibre, laminated with low density polyethylene on both sides with a reinforced rim and eyelets along the edges. The standard size is 4 × 5 meters. It is blue on one side and white on the other with the UNHCR logo on both sides. The cost per sheet is US$ 6.75. The same material is available in rolls of 4 × 50 m for USD$ 66.00 per roll.

Note: Kits are constantly being reviewed and updated. The items listed here for a given kit serve as a sample of the type of items available. Once reviewed extra items may he added to a given kit or other items removed as deemed necessary. The same review system also applies to the other standby arrangements listed here.

Prefabricated Warehouses

10 prefabricated warehouses are held with various suppliers and others are available from regional stockpiles.

The warehouse, once erected, is 24 metres long, 10 meters wide, 5.8 meters high at the apex and 3.35 meters high at the side. Each end has an opening allowing through access for heavy vehicles. The average capacity is 500 tons. The unit cost is approximately US$ 13,000 -15,000.

How to request

Requests for the release of items from the Central Emergency Stockpile (CES) should be made by the Bureau through the CES Focal Point in STS and confirmed in writing, preferably by e-mail. After reviewing the request, STS will initiate form SF(1) which will be forwarded to the Certifying Officer (Head of Desk or other authorized signatory). The transfer of appropriate funds to the Central Emergency Stockpile project will be authorized by the Certifying Officer with availability of funds being confirmed by the DFIS.

Government Service Packages

In a number of major emergencies, Government Service Packages (GSPs) of some form were used: Coalition forces in the Kurdish Operation, Sarajevo airlift in Former Yugoslavia and various governments in selected sectors for the Rwandese influx. It was during this last operation that the concept was recognised as an exceptional response to complex emergencies and Governments requested UNHCR to take note of the lessons learned and pursue the development of what then became known as GSPs.

The concept assumes that GSPs are:

- A last resort in exceptionally large emergencies

- Use of military or civil defence assets

- Do not replace the traditional response capacity of NGOs

- Applicable to selected sectors only, where government assets are necessary

- Normally beyond the capacity of usual funding arrangements and thus seen as extra-budgetary donations in kind

- Self contained in terms of mobilization and operation

- Limited in duration of deployment and thus rapidly replaced by more cost effective arrangements

UNHCR developed 20 GSPs:

Air Operations Cell	Borehole Drilling
Strategic Airlift	Water Treatment
Theatre Airlift	Water Distribution
Airport Ground Handling	Water Storage
Warehousing/Storekeeping	Latrine Construction
Road Transport	Vector Control
Field Hospital	Solid Waste Management
Hydrological Survey	Waste Water Systems
Water Tanker Operation	Site Development
Surface Water	Road Construction

How to request

It will normally be clear at the Headquarters level that an emergency is of a magnitude that requires the mobilization of GSPs. The Desk will contact EPRS and request that the mobilization procedure commence. In coordination with UNOCHA, donor Governments will first be alerted and asked if they are willing to provide

packages. Subsequently, as the requirements become more clear, implementation, sometimes commencing with a needs assessment mission, will begin. Any direct contact between UNHCR and the Missions will be handled by Donor Relations and Resource Service Mobilization in consultation with EPRS and in liaison with UNOCHA.

> **NOTE: Meanwhile UNOCHA established the Military and Civil Defence Unit (MCDU) which has expanded the list of GSPs (which are called Government Service Modules) and these are to be available for all agencies. They include the 20 GSPs listed above. The maintenance of GSPs will be the responsibility of UNHCR or the most appropriate lead agency, while coordination will rest with UNOCHA.**

Emergency Capacities of Non Governmental Organisations

In recent years many of UNHCR's operational partners have taken steps to develop or enhance their emergency preparedness and response capacities. These are essential elements in complementing UNHCR's response to refugee emergencies, since traditionally, UNHCR relies on non governmental organizations to implement, on its behalf, activities in support of refugees. It is important that these resources are known and called upon when needed. In order to do this effectively, UNHCR has, since mid 1996, established a data base which captures the emergency capacity of important NGOs which work in refugee programmes. The database identifies standby capacities in the following sectors and holds data on agency policy, financial resources for emergencies, human resources stand-by capacity and material stockpiles.

Community Services Health/Nutrition

~~Community Services~~	~~Health/Nutrition~~
Domestic needs	Management
Economic activities	Shelter
Education	Site Planning and Civil Works
Environmental sanitation	Transport/Logistics
Food	Water

On the basis of this data base, UNHCR is able to immediately determine the capacities of NGOs and call on them to cooperate with UNHCR in emergency response for refugee programmes.

How to request

In emergencies, Field Offices or Emergency Response Teams may advise Headquarters of operational needs to be filled by NGOs. The data base will provide options. Where there is no ERT and country operations have particular gaps or needs, the Office of the NGO Coordinator should be contacted and given details for follow-up.

Standby Arrangement for Trucks and Aircraft (EMERCOM of Russia)

Under a Memorandum of Understanding signed with EMERCOM of Russia (State Committee of the Russian Federation for Civil Defence, Emergencies and the Elimination of the Consequences of Natural Disasters) UNHCR is provided with priority access to airlift capacity and a trucking fleet maintained by EMERCOM on a standby basis. These standby capacities include the following:

- Two airfreighters IL-76 TD with a payload of 40 tonnes and cargo hull dimensions of 20 × 3.4 × 3.4 metres.

- At least 15×10 metric tonne (6 × 6 or 6 × 4) trucks (Kamaz type) accompanied by fuel tanker, mobile workshop, escort vehicles and personnel (drivers and coordinators) to man the fleet during the initial emergency phase and until such time as local capacities can be trained to take over the operation of the fleet.

The resources can be deployed within 72 hours of receipt of a written request from UNHCR. The maintenance of these capacities on a standby basis is provided at no cost to UNHCR, but the cost of deployment is charged to the relevant programme.

How to request

The Desk should consult with EPRS and STS on the appropriateness of the EMERCOM capacities for the specific needs of the operation. Once its deployment is agreed, EPRS will be the focal point for contact between EMERCOM and UNHCR. UNHCR will advise EMERCOM in writing (copied simultaneously to the Government of the Russian Federation through the mission in Geneva) of the type of the emergency operation, location, duration, type and quantity of EMERCOM services, equipment and personnel as well as the technical specifications of any special equipment required. At the time of deployment a "Sub-Agreement" will be signed between EMERCOM and the relevant Regional Bureau which incorporates the actual services to be rendered by EMERCOM and the costs to be borne by UNHCR.

Contingency Planning: A Practical Guide for Field Staff

The Contingency Planning Guidelines are designed to assist UNHCR field staff to plan for refugee related events at country level. These events may include a refugee influx, spontaneous unexpected repatriation, security problems in refugee camps, natural disasters affecting refugee camps, camp relocation etc. There are 4 sections and 6 Annexes in the Guidelines:

Section 1 - The Purpose: covers the "when" and "why" of contingency planning. It looks at the popular misconceptions surrounding this activity. It considers the relationship to early warning, operations planning and needs assessment and identifies indicators which will suggest when it is prudent to initiate the planning process.

Section 2 - The Process: covers the "how" of contingency planning emphasizing the importance of the process necessary to arrive at an effective plan. It describes an approach which is participatory and ongoing and suggests mechanisms which can be established in-country to update the plan and maintain the preparedness process.

Section 3 - The Partners: identifies, and considers the role of the various agencies in the planning process. It is a kind of a checklist to ensure that the appropriate actors are involved at the right stage.

Section 4 - The Plan: sets out a model format for a contingency plan. These Guidelines stress that the plan is simply a product of the process and as such is constantly changing and requiring update. Nevertheless the plan has an

importance as a working tool and thus some guidance on the best approach to setting out the document is required.

Annexes

A - UNHCR's Standby Resources
B - Early Warning Indicators
C - Questionnaire for Sector Planning
D - Example Contingency Plan
E - Overhead Transparencies
F - Additional Reading

How to request

Copies of the Guidelines may be requested directly from EPRS.

Refugee Registration Package

This package consists of three elements: a Practical Guide for Field Staff, a Registration Kit, and computer software.

The Guide covers UNHCR's registration strategy, and provides practical ideas and tips to staff undertaking refugee registration exercises. In its 110 pages, the Guide describes registration strategies, explains the phases of registration and explores the various registration scenarios. In doing so, it deals with such activities as the initial fixing of a population, identifying vulnerable groups, crowd control, equipment required, estimating populations, protecting data and verification. Maps of typical reception and registration areas are included as are examples of tokens, cards and forms. The Guidelines were field tested in 1993 and the first document published and distributed in May 1994.

The Registration Kit is designed for 30,000 refugees (10,000 families), and includes an appropriate supply of wristbands, fixing tokens, temporary cards, registration cards, control sheets/passenger manifests, registration forms, Guidelines, code sheets, hole punches for cards, UNHCR caps and marker pens. The Kit is valued at approximately US$ 11,000.

In conjunction with the standard UNHCR registration form, the Field Based Registration System (FBARS) has been developed and field-tested. Introduction to the software is supported through, inter alia, regional training activities. The software, specifically designed to handle large caseloads, is fully supported by UNHCR.

How to request

The Food and Statistical Unit of PCS at Headquarters manages the stocks of Guidelines and Kits. All requests should be made directly to PCS/FSU. The Software may be requested by contacting PCS or ITTS. Except in emergency situations, requests should be made well in advance stipulating the estimated number of persons to be registered. Budgetary allocation will need to be made for the supplies requested. Additional supplies required which are not in the kits, such as files, megaphones, arm bands, UNHCR stamps etc. should be budgeted for and requested separately by the Desk to BSU.

Handbook for Emergencies

The Handbook For Emergencies was first published in December 1982 and is available in English, French, Spanish and Russian. The Handbook is intended as a

managers' guide to setting up emergency operations for large-scale influxes and provides advice in a non-technical manner on how to tackle various aspects of emergency response. Managers would need to seek further advise for more technical information.

The Handbook, which is in a convenient A5 format with 400 pages of text and diagrams, will be useful, not only for UNHCR staff, but also for government officials and NGO staff.

The chapter headings are as follows:

1. **Aims and principles of response**
2. **Protection**
3. **Needs assessment and immediate response**
4. **Implementing arrangements and personnel**
5. **Supplies and logistics**
6. **Site selection, planning and shelter**
7. **Health**
8. **Food and nutrition**
9. **Water**

10. Sanitation and environmental services

11. Social services and education

12. Field level management

How to request

In principle an adequate supply of the Handbook is available at every UNHCR field location for the use of UNHCR staff members. It is also available on the UNHCR RefWorld/RefMonde CD-ROM.

The Handbook can be provided to NGOs and local authorities upon request. The sum of $15 per copy is charged when more than 10 copies are required. When requesting copies the name of the recipient organization and the intended use of the Handbooks should be specified.

Requests should be made directly to EPRS stating the language required.

Opening an Office: Checklist for the Emergency Administrator

The Checklist is intended as a practical tool for UNHCR staff when responding to emergencies, who are assigned to duty stations where there is no established UNHCR presence or where the existing UNHCR office requires additional administrative support as a result of a changed refugee situation. However it is also most useful as a reference tool in established offices, and for administration training purposes. The Checklist has 3 components all of which are contained in an A4 ring binder:

1. The Checklist: lists most activities requiring attention when establishing a (Branch, Sub or Field) Office. The list is broken down into 5 main sections:

Premises

Communications and Transport

Personnel, Staff Conditions and Security

Finance, Equipment and Supplies

Filing and Documentation.

The list does not cover administrative procedures and action required for the ongoing needs of the office but concentrates solely on those matters related to the establishment of an office.

2. Annexes: extracts from existing documentation, which have been included for ease of reference and are not substitutes for existing manuals and instructions.

3. Computer diskette: contains the format for many forms or documents. These forms or documents can be copied and amended to suit local needs. The disc also includes a wide range of Printer Action Tables (PATs) and a standard memo Macro.

One Checklist should be available in all UNHCR Offices. The most recent version, Revision 6, was issued in March 1998.

How to request

Checklists are available on request from EPRS for new UNHCR offices. Since stocks are limited, please ensure that copies are not removed from the field offices.

Commodity Distribution: A Practical Field Guide

This guide outlines the procedures by which UNHCR field staff and operational partners can design and implement systems for commodity distribution. The field guide points out important issues on distribution and offers techniques and ideas based on best current practice. First published in June 1997, this document was produced through a series of consultations with agencies with a long involvement in commodity distribution, namely the World Food Programme, the Red Cross and Red Crescent Societies, and NGO implementing partners.

The Commodity Distribution field guide begins by acquainting the reader with a glossary of terms, commonly-used acronyms, and a summary of key points covered in the document. An overview of commodity distribution follows with a brief look at definitions, the main actors and their roles, the relationships between food and non-food items, and programme planning.

Other chapters of the field guide are devoted to the beneficiaries, categories of distribution and how to select the best for your particular situation, refugee involvement, and commodity distribution management. A final chapter addresses special issues in commodity distribution and provides answers to many of the common questions and problems encountered in the field.

A series of annexes provide (with some explanatory notes) commonly-used

monitoring and reporting forms for both food and non-food item distribution.

How to request

Copies of Commodity Distribution: A Practical Field Guide can be made available by contacting HCDS or by e-mail at hqcs00@unhcr.ch.

UNHCR Emergency Fund

The purpose of the Emergency Fund is to provide:

> **a) financial resources for assistance programmes for refugees and displaced persons in emergency situations for which there is no provision in the programmes approved by the Executive Committee; and**
>
> **b) such additional administrative expenditure resulting from those emergencies as cannot be met from the Regular Budget, pending action by the Executive Committee or the General Assembly.**

The High Commissioner may allocate up to US$ 25 million annually from the Emergency Fund, provided that the amount made available for any one single emergency shall not exceed US$ 8 million in any one year and that the Fund will be maintained at not less than US$ 8 million.

The Fund may be reimbursed if sufficient funds to a given Appeal are later received.

How to request

Use of the Emergency Fund must be authorized by the Officers indicated below, subject to prior clearance by the Chief of PCS and the Head of the Funding and Donor Relations Service. Requests for use of the Emergency Fund are to be submitted to PCS by the Head of Desk or the Chief of Section for projects in their area of responsibility. The Director of the Regional Bureau or Division will countersign all requests for the use of the Emergency Fund. PCS will attach to all requests for over US$ 2.0 million a status report on allocations made to date. Copies of all authorizations are to be sent to the High Commissioner's Office.

Amount	Officer designated by the High Commissioner	Alternate
Below US£ 2.0 million	Director, Division of Operational Support	1. Deputy High Commissioner 2. Officer in Charge
Equal or above US£ 2.0 million	High Commissioner	1. Deputy High Commissioner 2. Officer in Charge

OCHA Central Emergency Revolving Fund (CERF)

The Central Emergency Revolving Fund (CERF) of the Office of the Coordinator of Humanitarian Affairs was established in December 1991 to provide funds within the UN system to respond rapidly to emergencies. CERF, which has a target level of US$ 50 million, is financed from voluntary contributions and is used for cash advances to operational organisations and entities within the system. These advances are to be reimbursed as a first charge against income subsequently

received, usually as a result of consolidated appeals. Under exceptional circumstances, the rules allow for the non reimbursement on allocations made under the Fund. CERF is managed by the UN Under Secretary General for Humanitarian Affairs.

How to request

The Head of Bureau or Chief of Section should address a memorandum to the High Commissioner, through the Director of Operational Support & the Head of Funding and Donor Relations Service seeking approval to request an allocation from the CERF. Once agreed, a letter is to be sent from the High Commissioner to the Under Secretary General for Humanitarian Affairs, requesting an allocation from the Fund. This letter should:

- define the purpose and objectives of the programme

- specify the amount of money requested

- indicate the initiatives which are being undertaken to raise funds for this programme to allow for the Fund's reimbursement.

The USG for Humanitarian Affairs will reply confirming that an allocation can be made available, the conditions under which it is made and the reporting requirements. These two letters will constitute a formal exchange between the Organizations. In exceptional circumstances involving particularly urgent emergencies, the USG may authorize advances prior to the formal exchange of letters. This must however be followed with a formal exchange within 30 days.

Distance Learning Modules

Beginning in early 1998, EPRS will be pilot testing two distance learning modules on the UNHCR Infra-Net. These self-study courses follow and complement the other training and capacity-building initiatives described elsewhere in this catalogue.

The first two modules will cover two critical aspects of emergency preparedness and response: contingency planning and operations planning. EPRS plans to make these courses first available to staff either electronically or in the conventional paper format. At a later date, operational partners and/or other UN agencies will be able to access the course materials.

This distance learning initiative is carried out in collaboration with the University of Wisconson-Disaster Management Center who will administer the course on behalf of UNHCR. This course has the added advantage of offering credits towards the UW's Disaster Management Diploma Program.

How to request

Look for a formal announcement on the opening of this course. All details on participation in the course will be covered in this announcement.

Emergency Management Training Programme (EMTP)

The first Emergency Management Training Programme (EMTP) Workshop was held in 1985. In the first 12 years, over 1,500 staff members from UNHCR, NGOs, Governments and other UN agencies have participated in the EMTP. The courses

are normally geared to mid-career managers and support staff preferably with some emergency/field experience. The objectives of the programme are to acquaint the participants with the purpose and goals of emergency management, illustrate the needs for general management skills and demonstrate specific applications of emergency management skills to priority areas such as planning, logistics, health, shelter and nutrition, as well as to offer operational partners the opportunity to exchange experience and lessons learned.

While courses were initially held at the University of Wisconsin at Madison USA they have, since 1992, been organized on a regional basis. The intention is to add a regional focus to the training and discussions. Three courses are organized each year. Each course normally lasts 11 days and is attended by some 35 participants. In addition to the standard lecture format, training methods include case studies, problem solving exercises, group discussions, films, a review of current disaster literature and sometimes field visits. Each course includes a one day simulation of a refugee emergency.

Since 1993 courses have been held in the following locations:

Botswana (Gaberone)	Kyrgzstan (Bishkek)
Ethiopia (Addis Ababa)	Nepal (Katmandu)
Ghana (Accra)	Senegal (Dakar)
Guinea (Conakry)	Thailand (Bangkok)
Jamaica (Kingston)	Turkey (Ankara)
Jordan (Amman)	Venezuela (Caracas)
Tanzania (Dar-es-Salaam)	Japan (Tokyo)

How to request

Prior to each course, EPRS will decide on the participating countries and the number of UNHCR, NGO, government and other UN participants from each country. UNHCR field offices will normally propose the participants within these categories. EPRS may also identify a small number of participants from outside the region, from the headquarters of NGOs or UN agencies. Agencies and individuals are invited to write to EPRS to express their interest in participating in future courses. While every effort will be made to accommodate such requests, the demand is high and not all requests can be met.

Workshop on Emergency Management (WEM/ERT)

The Workshop on Emergency Management (WEM/ERT) is an internal UNHCR Workshop for members of the Emergency Response Team (ERT) Roster members. The pilot Workshop was held in October 1993; WEM is now organized on a regular basis in March and September each year.

The primary aim is to prepare ERT Roster members for deployment. The Workshop is highly participatory, focusing on providing practical tips, tools and techniques to equip staff in managing emergency teams or participating as team members in emergency/repatriation operations. It has a more specific focus than the EMTP, and while prior participation in the EMTP is not a prerequisite, it may be an asset.

The 3 main themes of the Workshop are:

1 managing your role

2 managing relations

3 managing oneself

5 stages of emergency deployment are covered:

1 pre-deployment

2 arrival

3 team building & delivery

4 handover

5 return

Workshops are held near Geneva for around 28 participants.

The timing of the Workshops coincides with the beginning of the six month term of the new ERT roster, currently April and October of each year. The course is facilitated by an external consultant and normally at least two EPROs act as resource persons.

How to request

Since participation in the Workshop is dependent on membership of the ERT it is first necessary to be placed on the ERT roster [see section on Human Resources]. All ERT members should attend the WEM.

Targeted Training

EPRS complements its two core training activities - the EMTP and the WEM - by providing support to ad hoc emergency training of three general kinds:

a) Country or Region specific courses with a particular focus, for example contingency planning.

b) Workshops for a specific target audience such as training for external standby staff from agencies such as the Nordic Refugee Councils, Redda Barnen etc., as well as for staff at HQs (WEM/HQs).

c) Emergency courses organized locally by UNHCR Branch offices. For these local initiatives, EPRS is unable to provide funds or resource persons but can offer guidance on course outline and materials to assist in the preparation of training sessions.

d) Special seminars for senior managers on Emergency Management (Advanced Emergency Management Seminar (AEMS)).

How to request

Training requests will normally originate from field offices. Where forward planning is possible, the training sessions should be incorporated into the annual training plan. Where sudden or changed circumstances are the basis for a training need, a submission should be sent to EPRS through the relevant Desk. It should once again be stressed that in doing so, one should not assume that EPRS can provide resource persons for such training.

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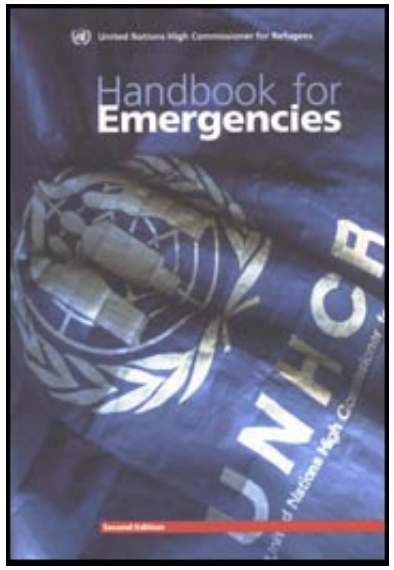

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  - **Using the Handbook**
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  - **9. External Relations**
  - **10. Community Services and Education**
  - **11. Population Estimation and Registration**
  - **12. Site Selection, Planning and Shelter**
  - **13. Commodity Distribution**

14. Health
15. Food and Nutrition
16. Water
17. Environmental Sanitation
18. Supplies and Transport
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Appendix 2 - Toolbox

Table 1 - Key Emergency Indicators

xxxxxxxxxxxxx

Crude	Normal rate among a settled population	0.3 to 0.5/10,000/day
Mortality rate	Emergency program under	<1/10,000/day

	control	
(CMR)	Emergency program in serious trouble	>1/10,000/day
	Emergency: out of control	>2/10,000/day
	Major catastrophe	>5/10,000/day
Mortality rate	Normal rate among a settled population	1.0/10,000/day
among children	Emergency program under control	<2.0/10,000/day
under 5 years old	Emergency program in serious trouble	>2.0/10,000/day
(U5MR)	Emergency: out of control	>4.0/10,000/day
Clean water	Minimum survival allocation	7 liters/person/day
	Minimum maintenance allocation	15-20 liters/person/day
Food	Minimum food energy requirement for a	2,100 kcaI/person/day
	population totally dependant on food aid	
Nutrition	Emergency level:	>15% of the population under five years old
		below 80% weight for height

	or	>10% of the population under five years old
		below 80% weight for height together with aggravating
		factors e.g. epidemic of measles,
		crude mortality rate > 1/10,000/day
Measles	Any reported cases. 10% or more unimmunized in the 6 months to 5 years age group	
Respiratory infections	Any pattern of severe cases	
Diarrhoea	Any pattern of severe cases	
Appropriate shelter	Protection from wind, rain, freezing temperatures, and direct sunlight are minimum requirements	
	Minimum shelter Minimum total site area	area 3.5 sq. m/person 30.0 sq. m/person
Sanitation	Lack of organized excreta and waste disposal. Less than 1 latrine cubicle per 100 persons	

Table 2 - Public Health Emergency: Major Killers

Measles Diarrhoeal Diseases	A significant increase of incidence of these conditions should prompt an immediate response (or the reporting of just one case of measles**)**

Acute respiratory infection (API) **Malaria** **Malnutrition**	

Table 3 - Common Health Problems

Disease	Major contributing factors	Preventive measures
Diarrhoeal diseases	Overcrowding Contamination of water and food Lack of hygiene	• adequate living space • public health education • distribution of soap • good personal and food hygiene • safe water supply and sanitation
Measles	Overcrowding Low vaccination coverage	• minimum living space standards as defined in chapter on site planning • immunization of children with distribution of Vitamin A. Immunization from 6 months up to 15 years (rather than the more usual 5 years) is recommended because of the increased risks from living conditions
Acute respiratory infections	Poor housing Lack of blankets and clothing	• minimum living space standards and • proper shelter, adequate clothing, sufficient blankets

	Smoke in living area	
Malaria	New environment with a strain to which the refugees are not immune Stagnant water which becomes a breeding area for mosquitoes	• destroying mosquito breeding places, larvae and adult mosquitoes by spraying. However the success of vector control is dependent on particular mosquito habits and local experts must be consulted • provision of mosquito nets • drug prophylaxis (e.g. pregnant women and young children according to national protocols)
Meningococcal meningitis	Overcrowding in areas where disease is endemic (often has local seasonal pattern)	• minimum living space standards • immunization only after expert advice when surveys suggest necessity
Tuberculosis	Overcrowding Malnutrition High HIV prevalence	• minimum living space standards (but where it is endemic it will remain a problem) • immunization
Typhoid	Overcrowding Poor personal hygiene Contaminated water supply Inadequate sanitation	• minimum living space standards • safe water, proper sanitation • good personal, food and public hygiene and public health education WHO does not recommend vaccination as it offers

		only low, short-term individual protection and little or no protection against the spread of the disease
Worms especially hookworms	Overcrowding Poor sanitation	• minimum living space standards • proper sanitation • wearing shoes • good personal hygiene
Scabies[1]	Overcrowding Poor personal hygiene	• minimum living space standards • enough water and soap for washing
Xerophthalmia Vitamin A deficiency	Inadequate diet Following acute infections, measles and diarrhoea	• adequate dietary intake of vitamin A If not available, provide vitamin A fortified food If this is not possible, vitamin A supplements • immunization against measles. Systematic prophylaxis for children, every 4 - 6 months
Anaemia	Malaria, hookworm, poor absorption or insufficient intake of iron and folate	• prevention/treatment of contributory disease • correction of diet including food fortification
Tetanus	Injuries to unimmunized population Poor obstetrical practice causes neo-natal tetanus	• good first aid • immunization of pregnant women and subsequent general immunization within EPI • training of midwives and clean ligatures scissors, razors, etc.
Hepatitis	Lack of hygiene Contamination of food and	• safe water supply • effective sanitation

	water	• safe blood transfusions
STD's/HIV	Loss of social organization Poor transfusion practices Lack of information	• test syphilis during pregnancy • test all blood before transfusion • ensure adherence to universal precautions • health education • availability of condoms • treat partners

[1]Scabies: skin disease caused by burrowing mites

Table 4 - Screening of New Arrivals - Reception Activities

a) HEALTH SCREENING	
Nutritional screening	Children 1 to under 5 years: Measure the mid-upper arm circumference (MUAC). Any children with MUAC below 12.5 cm should be immediately referred to health or nutrition services for weighing and measuring and for nutritional assistance if required.
Measles immunization	Children aged 6 months to 12 (or even 15) years: Immunize entire group and issue "Road to Health" or other immunization record card. Note: It is often inpractical to vaccinate at the same time as screening. However screening could be used to evaluate the vaccination coverage.
Vitamin A prophylaxis	Given along with measles vaccine, but should not delay

Vitamin A prophylaxis	Given along with measles vaccine, but should not delay measles vaccination if vitimin A is not available.
Basic curative care	As required: On-site first-line care for dehydration, respiratory infections, presumed malaria, trauma, and other life threatening conditions. Referral to existing health care facilities.
b) DEMOGRAPHIC SCREENING	
Population estimation	Everyone: Estimate total population broken down by sex and age (0-4, 5-14, 15-44, and 44 years and over) Estimate numbers of vulnerable persons such as children up to 5 years old, pregnant/lactating women, handicapped, female heads of households, single women, and unaccompanied minors.

Table 5 - Approximate Staffing Levels for Refugee Health and Sanitation Services for a Population of 10-20,000

Community Health Worker	10-20
Traditional Birth Attendant	6-10
Public Health Nurse	1
Clinic Nurses Midwives	3-4
Doctors/Medical Assistants	1-3
Pharmacy Attendant	1

Pharmacy Attendant	1
Laboratory Technician	1
Dressers/Assistants	10
Sanitarians	2-4
Sanitation Assistants	20

Table 6 - Site Planning Figures for Emergencies

RESOURCE	HOW MUCH YOU WILL NEED
Land	30 - 45 m^2 per person
Sheltered space (tents, or other structures)	3.5 m^2 per person
Fire break space	A clear area between shelters 50 m wide should be provided for every 300 m of built-up area. A minimum of 1-1.5 m should be provided between guy-ropes of neighboring tents on all sides
Roads and walkways	20-25% of entire site
Open space and public facilities	15-20% of entire site
Environmental sanitation	1 latrine seat per 20 people or ideally 1 per family sited not farther than 50 m from user accommodations and not nearer than 6 m. 1 × 100 liter refuse bin per 50 people

	1 wheelbarrow per 500 people 1 communal refuse pit (2 m × 5 m × 2 m) per 500 people
Water	15 - 20 liters per person per day of clean water
Tap stands	1 per 200 persons sited not farther than 100 m from user accommodations
Warehouse space	For food grains in bags, stacked 6 m high allow 1.2 m^2 of floor space per tonne
Food	2,100 kcal/person/day This will require approximately 36 metric tonnes/10,000 people/ week of food assuming the following daily ration:
	350-400 g/person/day of staple cereal 20-40 g/person/day of an energy rich food (oil/fat) 50 g/person/day of a protein rich food (legumes)

Table 7 - The Size of Things

Commodity volume per ton (m3/1,000kg)	Approximate	Standard package stacking height	Typical maximum
Water	1	none	n/a
Food grains/beans	2	50 kg bag	20-40 bags
Flour and blended foods	2	25 kg bag	20-30 bags
DSM in bags	2.4	25 kg bag	20-30 bags
DSM in tins inside cartons	4	20 kg/carton	8 individual cartons

		4 tins/carton	or 20 if palletized
Edible oil in tins inside cartons	2	25 kg/carton 6 tins per carton	8 individual cartons or 20 if palletized
Oil in drums	1.4	200 liter drum	2 drums upright with wood between the rims or 3 drums on their sides
ORS	2.4	35 kg carton	3-4 m
Mixed drugs	3.5	45 kg carton	3-4 m
Clinic equipment and teaching aids	4.5	35-50 kg carton	3-4 m
Kitchen utensils	5	35-40 kg cartons	3-4 m
Family tents	4.5	35-60 kg/ unit	4.5 m *
Compressed blankets	4.5	70 units/bale 85 kg/bale	4.5 m*
Loose blankets	9	unit	3-4 m

*** where equipment for stacking allows**

Table 8 - Capacities and Characteristics of Various Aircraft

Aircraft make or type	Volume* capacity in m^3	Weight* capacity in kg	Required* runway in m	Notes
Antanov AN-12	97	20,000	1,800	

Antanov AN-124	900	120,000	3,000	
Boeing B.707/320C	165	36,000	2,100	
Boeing B.747	460	100,000	3,000	
DC-3	21	3,000	1,200	
DC-6	80	11,000	1,500	
DC.8/63F	302	44,000	2,300	"stretch" version
DC.10/30F	412	66,000	2,500	
Fokker F.27	65	5,000	1,200	
Hercules L.100-30	120	15,000	1,400	Ramp for trucks, can land on earth/grass airstrips
llyushin IL-76	180	40	1,700	
Pilatus Porter	3	950	120	Small door
Skyvan	22	2,100	500	Ramp: can take Land Rover
Transall	140	17,000	1,000	Ramp for trucks
Twin Otter	12.4	1,800	220	Small door

***Note that the minimum length of runway required and the maximum load capacity both depend on the altitude of the airport and the temperature. Capacity is reduced for long distances as more fuel must be carried. Carrying capacity will also vary with the actual configuration of the aircraft.**

Table 9 - Capacities of Various Surface Transport Means

Carrier Type	volume capacity in m^3	weight capacity in kg
Standard railway car	52	30,000
Standard sea/land container - 20ft/ 6.1 m	30	18,000
Standard sea/land container -40ft/12.2 m	65	26,000
Large lorry and trailer	Varies	20-30,000
Large articulated lorry	Varies	30-40,000
Medium lorry	Varies	5-8,000
Long wheel base Landrover or pickup	Varies	1,000
Typical water tanker	8	8,000
Hand drawn cart	Varies	300
Camel	Varies	250
Donkey	Varies	100
Bicycle	Varies	100

Table 10 - Conversion Factors

To convert from	To	Multiply by
Length		
Yards (1 = 3ft = 36 inches)	Metres	0.91

Metres (1 = 100cm)	Yards	1.09
Miles (1 = 1,760 yds)	Kilometres	1.61
Kilometres (1 = 1,000 m) The international nautical mile = 6,076 feet = 1.825 km	Miles	0.62
Area		
Yards^2 (1= 9 ft^2)	Metres^2	0.84
Metres^2 (1 = 10,000 cm^2)	Yards^2	1.20
Acres (1 = 4,840 yd^2)	Hectares	0.41
Hectares (1 = 100 acres = 10,000 m^2)	Acres	2.47
Miles^2 (1 = 640 Acres)	Kilometres^2	2.59
Kilometres^2 (1 = 100 ha)	Miles^2	0.39
Volume		
US gallons	UK gallons	0.83
UK gallons	US gallons	1.20
US (UK) pints	Litres	0.47 (0.57)
Litres	US (UK) pints	2.11 (1.76)
US (UK) gallons (1 = 8 pints)	Litres	3.79 (4.55)
Metres^3	Yards^3	1.31

Metres^3 Yards (1 = 27 ft^3)		Yards^3 Metres^3	0.77
Weight			
Ounces (oz)		Grams	28.35
Grams		Ounces	0.035
Pounds (Ib, 1 =16 oz)		Kilos	0.454
Kilos (kg, 1 = 1,000g)		Pounds	2.21
US short tons (1 = 2,000 Ib)		Metric tons	0.91
US long tons (= UK tons, 1 = 20 hundredweight (CWT) = 2240 Ib)		Metric tons	1.02
Metric tons (MT, 1 = 1,000 kg)		US short tons	1.10
US long tons		UK tons	0.98
Temperature			
Centigrade		Fahrenheit	1.8 and add 32
Fahrenheit		Centigrade	Subtract 32 and multiply by 0.56
Weight of water (at 16.7° C, 62° F)			
1 litter = 1kg; 1 UK gal = 101 Ib;	1 US gal = 8.33 Ib; 1 ft^3 = 62.31 Ib		

Table 11 - Radio Communications, Phonetic Alphabet

Letter	Phonetic Equivalent
A	Alpha
B	Bravo
C	Charlie
D	Delta
E	Echo
F	Fox-trot
G	Golf
H	Hotel
I	India
J	Juliet
K	Kilo
L	Lima
M	Mike
N	November
O	Oscar
P	Papa
Q	Quebec
R	Romeo
S	Sierra

T	Tango
U	Uniform
V	Victor
w	Whiskey
X	X-Ray
Y	Yankee
Z	Zulu

Table 12 -Typical Services and Infrastructure Requirements for Refugee Camps

1 latrine	per	1 family (6-10 persons)
1 water tap	per	1 community (80 -100 persons)
1 health centre	per	1 camp (of 20,000 persons)
1 hospital	per	up to 200,000 persons
1 school	per	1 sector (5,000 persons)
4 commodity distribution sites	per	1 camp module (20,000 persons)
1 market	per	1 camp module (20,000 persons)
2 refuse drums	per	1 community (80 - 100 persons)

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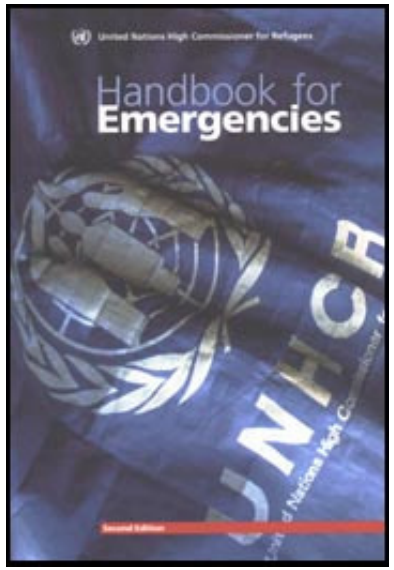

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Appendix 3 - Memoranda

Note: These Memoranda of Understanding are updated from time to time. The copies in this handbook are valid at the time of going to press. The latest version of these Memoranda should always be consulted.

FRAMEWORK for OPERATIONAL COOPERATION between UNHCR and UNDP

I. INTRODUCTION

1. The High Commissioner for Refugees (hereinafter referred to as UNHCR) and

the Administrator of the United Nations Development Programme (hereinafter referred to as UNDP) have agreed that existing agreements on cooperation between their two organizations need revision taking into consideration the changing operational requirements of humanitarian assistance and development cooperation.

2. Building upon the experience gained through implementation of the agreement of November 1987 on "cooperation with regard to development activities affecting refugees and returnees" and joint work programmes subsequent to this agreement, the present framework affirms the commitment of both parties to promote a fresh culture of institutional collaboration, with particular attention to countries in special circumstances where a humanitarian crisis may be impending, is ongoing, or abating within a phase of recovery.

3. This Framework recognizes the respective mandates and responsibilities of each organization, and the need to build on the comparative advantages of each in arrangements for cooperation that provide added value both for the beneficiaries and for the discharge of these mandates and responsibilities. In this context, UNDP shall associate the special funds and programmes administered under its authority in support of the Framework.

4. In working to give effect to the present agreement, UNHCR and UNDP seek to reaffirm their support to United Nations system collaboration as provided for in General Assembly resolutions as well as decisions of the governing bodies of the two organizations. Mindful of the attributions of other organizations of the United Nations system, and in particular the members of the Inter-Agency Standing Committee (IASC), UNHCR and UNDP will support the mechanism for inter-agency

coordination provided by the IASC, under the leadership of the Emergency Relief Coordinator (ERC). UNDP and UNHCR will also actively support and coordinate their efforts within the relevant frameworks established by the Administrative Committee on Coordination (ACC), and the Consultative Committee on Programme and Operational Questions (CCPOQ). At the country level, UNDP and UNHCR will promote and support the efficient and effective utilization of the United Nations resident coordinator system as well as inter-agency mechanisms such as the United Nations Security Management Team and the United Nations Disaster Management Team.

II. OBJECTIVES

5. The principal objectives of collaboration between UNHCR and UNDP shall be to:

a) enhance early warning of the possible displacement of populations which might lead to refugee outflows with a view to devising early and timely preventive/remedial responses to critical problems, in both home and potential asylum countries;

b) address the negative effect of large inflows of refugees on hosting areas, taking into account their impact on local economic, social and environmental resources;

c) promote, at the community level, post-conflict recovery, peace-building and reconciliation in war-torn countries with large displaced populations; ensure that the reintegration of returnees is planned and supported in an effective and well-coordinated manner, providing sustainable basic

services and economic opportunities, thereby reinforcing the linkages between the needs of returnees and other groups in the areas of return;

d) foster an early and smooth phase-out of humanitarian assistance in favour of sustainable basic services and local development in areas that have suffered from severe damage and dislocation as a result of conflict; and

e) work jointly to mobilize national and international resources for measures designed to attain the above objectives.

III. BASIC PRINCIPLES

6. The following basic principles shall guide UNHCR/UNDP cooperation:

a) Functional: cooperation shall be based on a pragmatic, mutual understanding of the concerns and mandates of the two organizations; both agencies have responsibility to ensure that their headquarters and country staff are aware of available opportunities for cooperation, its scope and orientation;

b) Complementary: country representatives of both organizations with the support of their respective headquarters, are encouraged to devise creative, complementary and mutually reinforcing operational initiatives at the country level;

c) Decentralized: flexible and practical operational procedures, with adequate delegated authority to country representatives for planning and

management, will ensure that opportunities for cooperation are seized and allow for the necessary operational variations;

d) Verifiable: the cooperation shall yield tangible results to beneficiaries, with a demonstrated added value to the work of both organizations in pursuance of the objectives stated in this framework; and

e) Cost-effective: the cooperation shall be managed in a cost-effective manner with administrative costs justified against results.

IV. SCOPE OF COOPERATION

7. The scope of cooperation will vary depending on the operational context. Collaboration to cope with emergency calls for a different set of responses than those that may be needed to help a country recover from crisis. The elements of cooperation that are identified will be supported by management tools which will be jointly developed as required.

8. UNHCR and UNDP will aim to harmonize humanitarian and development action at three separate but interrelated levels:

a) Country specific: through situation-specific operational arrangements developed on a case by case basis in the light of the opportunities and constraints encountered in each context;

b) Inter-country: through operational cooperation covering both asylum countries and countries of origin of the refugees; and

c) Thematic: through a policy dialogue aimed at promoting conceptual and operational links between relief and development.

V. AREAS AND INSTRUMENTS OFFICES OPERATIONAL COOPERATION

9. In order to advance and facilitate operational cooperation, UNHCR and UNDP will:

a) share information on the possible or actual movement of refugees, displaced persons and returnees, consult each other throughout the process of planning and implementing their respective programmes and jointly evaluate activities related to prevention, impact on host communities and reintegration;

b) jointly participate in the formulation of a strategic framework for recovery and the United nations Country Strategy Note (CSN), ensuring that they properly reflect viable solutions to humanitarian crisis; UNHCR and UNDP shall align their prevention and rehabilitation assistance with the basic policy and assistance principles laid down in these frameworks;

c) undertake joint planning and programming missions aimed at strengthening the operational linkages between the two agencies in all work concerned with prevention, host country impact and reintegration; ensure that needs assessment is carried out in consultation with refugee leaders, communities in areas of return where appropriate, local government bodies, NGOs and other civil society organizations;

d) agree on the form and content of consultations to be held with national

authorities in order to give effect to joint strategies and to implement programmes in the above-mentioned areas;

e) jointly invite donors, United Nations system partners and NGOs for periodic briefings and consultations on specific joint strategies, programmes and projects;

f) establish a joint approach to the effective utilization of United Nations Volunteers, under which initial assignments to UNHCR activities may be followed by a transfer to UNDP field-based programmes;

g) coordinate their approach to the development of civil society and notable with respect to the role of international NGOs and to capacity-building among national NGOs;

h) ensure, where appropriate and when resource availability permits, that UNDP support to local capacity building and UNHCR-funded local settlement and reintegration projects are mutually supportive and sustainable;

i) collaborate in joint reporting to the national authorities and institute periodic briefings to local donor representatives on programme progress and constraints, policy and sectoral issues pertaining to the orientation of aid for prevention, post-conflict recovery and peace-building, so as to generate understanding and additional support in the interest of the overall effort, and

j) collaborate in identification of priority needs addressing the development

dimension of emergencies which are complementary to UNHCR humanitarian assistance and which are eligible for financing from UNDP's TRAC line 1.1.3 resources.

10. Specific situations of cooperation are indicated below for the three principal operational areas, the first aiming at preventing a displacement crisis, the second at responding to the refugee impact on hosting areas, and the third at the reintegration of returnees and rehabilitation of communities and areas of return.

Prevention

11. UNHCR and UNDP shall:

a) given the complexity of early warning analysis, agree on a limited set of simple base-line indicators, including push and pull factors, in areas jointly identified as high risk situations; such indicators should be monitored on a continuous basis;

b) share assessments of risks of impending forced population displacement;

c) develop strategies in countries identified as being at risk, so as to address the causes of potential displacement without jeopardizing the fundamental right of persons to seek and enjoy asylum;

d) agree on joint initiatives to halt and reverse the deterioration of high risk situations, with clearly established roles and responsibilities, based on their mandates and comparative advantages, specifically in regard to

resource and programme delivery requirements;

e) identify ways and means to strengthen local capacities for crisis management and mitigation, including conflict and dispute settlement at the local level, strengthening of judicial systems and the human rights regime, to the extent humanitarian concerns are affected;

f) where necessary, seek regional approaches to preventive action that address potential displacement; and

g) where preventive action of a political nature may be required, jointly consult the UN Department of Political Affairs (DPA).

Refugee impact on hosting areas

12. UNHCR and UNDP shall: strengthen the operational linkages between refugee aid and development by jointly developing, in cooperation with national authorities and local communities, a comprehensive programme for support to receiving areas affected by massive influx of refugees and strengthening local and regional capacities to cope with and recover from refugee crisis.

13. The UNHCR Representative shall: bring to UNDP's attention any adverse consequences of refugee concentrations on local communities.

14. The UNDP Resident Representative shall: in consultation with UNHCR and the national authorities, propose and formulate programmes designed to meet the special requirements of local populations in areas exposed to the large-scale inflow of refugees including rehabilitation needs after the repatriation of the

refugees.

Reintegration and rehabilitation

15. UNHCR and UNDP shall:

a) strengthen the operational linkages between the two organizations to ensure that the reintegration of returning refugees and the rehabilitation of receiving areas including basic services, are undertaken in a sustainable manner;

b) seek a common and mutually reinforcing approach to reintegration support in returnee areas, and agree upon appropriate action in relation to issues of conflict-resolution and sustainable development, aiming at cost-effectiveness in interventions, efficiency in coordination as well as added-value through the combined humanitarian and development effort;

c) in consultation with local authorities and implementing partners, jointly assess the human development situation in areas of reintegration, including identification of constraints to reintegration such as mines, land and property rights and opportunities for reintegrating skilled returnees in public services such as health and education; UNHCR shall make available information on the extent to which skills development has taken place in refugee camps prior to repatriation; and

d) coordinate their approach to and agree on division of responsibilities in relation to the reintegration needs of internally displaced persons in those cases where UNHCR is working with internally displaced persons.

16. The UNHCR Representative shall:

a) invite UNDP to participate in the initial situation analysis and needs assessment of areas to which refugees are expected to return. The joint assessment shall serve as a basis for collaborative action to facilitate reintegration focused on short and medium-term impact; and

b) ensure that UNHCR's reintegration strategy is developed with substantive inputs from UNDP, so as to enhance the development impact of UNHCR's initial reintegration support (including Quick Impact Projects, (QIPs)) and ensure its sustainability.

17. The UNDP Resident Representative shall:

a) undertake an analysis of local development management capacity, including the allocation of local resources for priority needs and for a sustained recovery;

b) consult with UNHCR in the identification and formulation of UNDP development activities so as to reflect appropriate follow-up and/or linkages with reintegration assistance; and

c) liaise with UNHCR on its approach to the reintegration of refugees, ex-combatants and internally displaced persons, so as to develop a common understanding of the nature and level of support required for the community reinsertion of the different categories of such populations where UNHCR is working with such populations.

VI. RESOURCE MOBILIZATION

18. Programmes aiming at the prevention of refugee situations, and sustainability of projects targeting host country communities, reintegration action and area development schemes require substantial additional and complementary resources to those provided under UNHCR's core funds or to resources available under UNDP's country programmes and TRAC allocations, including TRAC line 1.1.3, assigned for "Countries in Special Development Situations".

19. To the extent feasible, when seeking extra-budgetary resources for the purposes of such programmes, the two agencies shall jointly approach donors as early as possible on the basis of agreed arrangements for implementation and programme delivery.

20. UNHCR and UNDP shall:

a) consult with the government and actively use fora such as Round Table and Consultative Group Meetings, as well as regional or local donor meetings, to attract and mobilize resources for jointly identified programmes in the area of displacement prevention, impact on refugee host communities and reintegration; and

b) cooperate actively in the elaboration of Inter-Agency Consolidated Appeals and possible future expansion, and ensure that the activities contemplated are consistent with the overall strategy of external support.

VII. IMPLEMENTATION, MONITORING AND FOLLOW-UP OF THE FRAMEWORK

21. In order to implement joint strategies of assistance to countries in special circumstances, as outlined in the preceding sections, mechanisms and procedures for regular and close consultation between the two agencies need to be systematized and reinvigorated, at headquarters and at the country level.

22. UNHCR and UNDP shall carry out joint reviews and lessons learnt exercises both at headquarters and country level as a general feature of their cooperation. The two organizations shall apply the findings for the further refinement of collaborative instruments and activities and shall coordinate and, as appropriate, collaborate in the development of joint training programmes for field-based management staff. UNHCR and UNDP shall also seek to contribute to the development of, and participate in, inter-agency training programmes such as those provided by the ILO Turin Centre on United Nations system coordination, the Disaster Management Training Programme (DMTP) and the United Nations Staff College Project.

23. UNHCR and UNDP shall work towards a common approach to conditions of service, security and welfare of field personnel and shall arrange for the exchange of field staff through loans and secondments, bringing the mutual experience of each organization to bear on the activities of the other.

24. UNHCR and UNDP shall: at the country level

a) appoint a senior staff member within each office to act as focal point for the implementation of the Framework at the country level and, as appropriate, to support sub-regional and inter-country initiatives undertaken with the Framework. The focal points shall operate as a team

and co-opt such other agency staff in their work as the situation may require, reporting jointly to the UNDP Resident Representative and the UNHCR Representative on a regular basis;

b) develop a joint operational plan of action to implement the Framework in the context of country-specific requirements and agree on task management arrangements for the effective formulation, implementation and monitoring of joint endeavours;

c) in support of the above and as warranted, establish joint offices in areas of repatriation to facilitate coordination of initiatives and the efficient transition of operations between the two organizations in support of sustainable area-based reintegration programmes; at the headquarters level

d) conduct an annual senior level meeting to consider and provide guidance on general policy issues the inter-country ramifications of refugee displacement, and the implications of any joint initiatives in the field of prevention and reintegration;

e) conduct quarterly meetings of the UNHCR/UNDP Working Group to review issues of common concern regarding operational collaboration and to prepare the annual senior-level meeting; and

f) establish focal points within each organization to jointly take stock of achievements and constraints, to identify opportunities for collaboration and propose initiatives in this regard, to support country-level formulation

and implementation of an operational plan of action and to monitor progress in implementing the present agreement.

VIII. VALIDITY

25. This Framework shall become valid from the date of its signature. It will be the subject of a general review and evaluation in December 1998.

26. This Framework supersedes the agreement of November 1987 entitled "UNHCR/UNDP Cooperation with Regard to Development Activities Affecting Refugees and Returnees".

27. Provisions previously agreed between UNHCR and UNDP relating to financial and personnel arrangements will remain valid until such time as they may be amended by separate agreements.

Geneva, 10 April 1997

James Gustave Speth	**Sadako Ogata**
Administrator of the United Nations Development Programme	United Nations High Commissioner for Refugees

MEMORANDUM OF UNDERSTANDING between

United Nations High Commissioner for Refugees (UNHCR) and

United Nations Children's Fund (UNICEF)

I. INTRODUCTION

1. This Memorandum of Understanding (MOU) between the United Nations High Commissioner for Refugees (UNHCR) and the Untied Nations Children's Fund (UNICEF) is aimed at encouraging and facilitating systematic, predictable, cooperative action between the two organizations. It seeks to build on the recognized comparative advantages of each organization and to establish operational modalities of cooperation which result in "value-added" elements.

2. Underlying this MOU is the recognition of the respective mandates and responsibilities of each organization.

3. UNHCR and UNICEF agree that their joint and separate actions on behalf of children (whether with refugee, displaced or returnee populations, as well as local populations affected by the presence of displaced persons or refugees), shall be based upon principles contained in the Convention on the Rights of the Child, in international instruments governing the rights of refugees and in other human rights instruments, as well as upon the related policies enunciated by the Executive Committee of the High Commissioner's Programme and the UNICEF Executive Board.

II. SCOPE

4. This MOU applies in countries where UNICEF has an established office or programme and covers activities in favour of the following beneficiary populations:

i) refugees;

ii) returnees;

iii) internally displaced persons;

iv) local populations in the country of origin, affected by the presence of internally displaced persons or returnees; or in the country of asylum affected by the presence of refugees.

III. RESPONSIBILITIES IN RELATION TO VARIOUS POPULATION GROUPS

5. The roles and responsibilities of UNHCR and UNICEF in relation to the population groups listed in (4) above, while distinct, are sometimes inter-related. Both UNHCR and UNICEF seek to assist national authorities with regard to the well-being of children.

(i) Refugees

6. According to the Statute of its Office, UNHCR is mandated to provide international protection to refugees and to promote durable solutions to their problems. UNHCR is ultimately responsible for the international protection and welfare of refugees, which may include the provision of assistance, in cooperation with host governments and in line with their international obligations.

7. UNICEF, for its part, has been called upon by its Executive Board (Resolution 1992/21) "to continue providing emergency assistance to refugee and displaced women and children, particularly those living in areas affected by armed conflict and natural disasters... in accordance with its mandate" and "in collaboration with other relevant United Nations Agencies and the international community."

UNICEF's assistance to refugees, agreed in each case with the host government and with UNHCR, is selective and subject to the availability of resources over and above those committed in its Master Plan of Operations for the relevant country programme.

(ii) Returnees

8. UNHCR and UNICEF will consult with each other to ensure complementarity of activities for returnees.

9. The involvement of UNICEF with returnee children and women could be part, or an extension, of a regular country programme; such involvement may require undertaking new programme activities within the UNICEF-assisted country programme of cooperation. Normally, UNICEF actions, whether through reprogramming of existing resources or through mobilization of supplementary resources, are determined through consultation with government and other national partners.

10. UNHCR's responsibility for returnees is to ensure that voluntary repatriation takes place under conditions of safety and with dignity, assisting, where needed, the return and reintegration of repatriating refugees and monitoring their safety and well-being on return. The duration and scope of UNHCR's activities in favour of returnees are limited and vary according to the specifics of each voluntary repatriation operation. UNHCR's involvement may also be determined by specific tripartite or bilateral agreements with respective countries outlining the framework of voluntary repatriation operations.

(iii) Internally displaced persons

11. The interventions of UNICEF and UNHCR in favour of internally displaced persons are usually part of a broader United Nations coordinated plan of action.

12. UNICEF will assist governments and other authorities to fulfil their obligations to protect and aid internally displaced populations. Within the context of the country programme of cooperation, UNICEF focuses capacity-building approaches on community-level activities to help women and children with special needs and to assure their integration into national programmes for the provision of essential health, education and other social services.

13. UNHCR's involvement is selective, applying to persons displaced internally for reasons that would make them of concern to UNHCR if they were outside their country. This involvement is based on a specific request of the Secretary-General or a competent principal organ of the United Nations and is influenced by the consideration of how this might contribute to the prevention and/or solution of refugee problems.

(iv) Affected local host populations

14. UNICEF, through the assistance interventions in its country programme of cooperation, will support national authorities to ensure that the needs and well-being of the local host population are addressed.

15. The involvement of UNHCR with affected local populations is selective, and normally is focused on those living within the areas of refugee influx, return of repatriating refugees or internally displaced persons of concern to UNHCR.

IV. TYPES OF COOPERATIVE ACTIVITIES

(i) Advocacy, promotion and strategy formulation

16. UNHCR and UNICEF will cooperate, whenever appropriate and feasible, in the advocacy and promotion of the rights and protection of children of joint concern, particularly in the following areas:

a. the right of the child to a name and nationality; the preservation of the child's identity;

b. the safety and liberty of children: the prevention of their recruitment into armed forces and groups; forced labour, torture, abduction, physical and/or sexual abuse and detention;

c. tracing, family reunification, the special concerns related to the evacuation of children and adoption.

17. Within the context of the Convention on the Rights of the Child (CRC) UNICEF and UNHCR will cooperate on the following issues:

a. promotion of implementation of the CRC;

b. organization of educational activities, e.g. seminars, training, or school-based projects, aimed at the dissemination of knowledge of the rights provided for in the CRC;

c. reporting on the implementation of the CRC to the Committee on the

Rights of the Child, as well as follow-up on the implementation of the recommendations of the Committee. UNHCR and UNICEF will facilitate the inclusion of data on refugee children in country reports to the Committee on the Rights of the Child.

(ii) Operational activities

18. The precise mix of UNHCR's and UNICEF's operational activities will vary according to situation-specific conditions and needs. UNICEF's particular strength and contribution arises from its long-term country presence and perspective, and lies in its ability to focus on relief and development in a mutually reinforcing manner. UNHCR's challenge is to provide relief or initial reintegration assistance in such a way that it is an effective complement to or precursor of development activities.

Contingency planning

19. Both UNHCR and UNICEF contribute to coordinated U.N. emergency contingency planning, normally undertaken in full cooperation with national authorities. Within this framework, UNHCR will invite UNICEF to participate in planning for possible refugee influxes. During such planning activities, UNICEF will review with national counterparts and UNHCR ways in which its ongoing country operations may quickly be adjusted to enable UNICEF to provide emergency assistance in pre-identified sectors.

20. To enhance the effectiveness of a collaborative response to emergencies, both organizations shall keep each other informed on the development and

maintenance of their emergency response capacities, such as, for example, emergency staff training and rosters, standby arrangements, material stockpiles, or development of telecommunications networks.

Assessment and monitoring

21. UNICEF and UNHCR shall jointly agree on guidelines and specific methodologies for assessing and monitoring the situation of children of joint concern and will exchange information on programmatic action to be taken.

Support to unaccompanied children

22. Typically, unaccompanied children are found both within the country of origin and in the refugee population. Within the country of origin, UNICEF will assist national authorities to develop, coordinate and apply appropriate policies, standards and strategies for the care and family reunification of unaccompanied children. UNHCR takes the lead in relation to unaccompanied children among refugee populations. The two organizations will collaborate in the further development and use of global programming guidelines and standards and will ensure the necessary operational coordination and information-sharing between operations in countries of asylum and of origin. Both agencies will coordinate with ICRC in relation to tracing and reunification activities.

23. Where special arrangements for the care of unaccompanied refugee children are warranted, UNHCR, within its responsibility for overall coordination, shall consult with UNICEF to determine how UNICEF may participate in the management and implementation of such arrangements; such assistance may be

provided in the following ways:

i. undertaking assessment(s) of the situation and needs of unaccompanied children among each refugee population;

ii. assisting in the adaptation of global principles and guidelines for the care of unaccompanied children, provided in Refugee Children: Guidelines on Protection and Care (UNHCR 1994) and in Assisting in Emergencies (UNICEF 1986/1996) and, when required, developing and issuing situation-specific guidelines in consultation with other organizations directly involved in the care of such children and/or family tracing;

iii. taking responsibility for coordinating the setting up and supervision of programmes for the care of unaccompanied children and for tracing and family reunion.

24. In countries of origin, UNICEF will ensure similar consultation and cooperation with UNHCR and with national authorities to facilitate the incorporation of unaccompanied returnee children into appropriate programmes.

Promotion of psychosocial well-being

25. UNHCR and UNICEF will collaborate in the further development of guidelines and training materials for activities addressing the needs of children traumatized by exposure to armed conflict and extreme violence.

26. Where children are exposed to armed conflict, violence, abuse or other great hardship within their own countries, UNICEF will collaborate with governments

and other national partners to assess the psychosocial situation of such children, to establish guidelines for care and counseling, and to implement a national programme of cooperation aimed at helping traumatized children and at the prevention of further traumatization. UNICEF support will emphasize national capacity development, community- and family-based care strategies, and appropriate professional referral for the most seriously traumatized children. UNICEF will collaborate with UNHCR to facilitate the integration of returnee children into national programmes.

27. In the case of an influx of refugees similarly exposed to traumatic events, UNHCR, in consultation with UNICEF and other relevant national institutions and NGOs, will coordinate an assessment of the psychosocial situation of refugee children and the preparation of a programme of activities to help those who are traumatized and to prevent further traumatization. Such programmes should, to the extent possible, be designed with a view to community involvement, while for very seriously traumatized children special arrangements would be needed. A decision on the most appropriate modalities for implementation and the allocation of responsibilities will be taken by UNHCR after consultation with UNICEF and other organizations directly involved. UNICEF may take responsibility, inter alia, for the provision of technical assistance and the organization of training.

Support to families and children

28. Community-based activities focusing on the general well-being of refugee children are essential to UNHCR's emergency response. In case of a major refugee emergency, this response may need to be supported by additional capacity. At the request of UNHCR, UNICEF shall assist in the design and development of

programme activities to strengthen family and community coping and self-help strategies and assure as healthy and nurturing an environment as possible for children.

29. The well-being, protection and healthy development of the child are best served in a secure, caring and informed family environment. Thus UNICEF gives priority to strengthening - or reviving -the capacity of the family to care for the child, to ensuring adequate family access to food and to income (for the mother especially), to essential knowledge and coping skills. UNICEF will collaborate with UNHCR to facilitate the integration of returnee families into appropriate family-support programmes.

Basic education

30. In seeking to provide educational opportunities for refugee children, UNHCR shall draw on the expertise of UNICEF to help assess and analyze the educational status and needs of children. UNHCR and UNICEF will jointly determine how UNICEF may contribute to adapting existing educational material, including resources for peace education and to the development and provision of basic supplies and equipment.

31. UNICEF will seek to ensure that in its regular country programmes of cooperation core educational and teacher training materials are identified which can form the basis of an early education intervention during an emergency situation. UNICEF will collaborate with UNHCR to ensure continuity in approach, content and teacher training between refugee basic education and the basic education system in the country of origin. UNICEF, in its collaboration with

national authorities to rehabilitate or develop the basic education system of the country of origin, will collaborate with UNHCR to facilitate access for returnee children to national schools.

32. Both agencies will coordinate with UNESCO in relation to basic education activities.

Health activities

33. UNHCR and UNICEF will continue to collaborate to meet the health needs of women and children (including adolescents) of concern to both. UNICEF will focus particular attention on support to local populations in the vicinity of refugee camps, working in conjunction with local authorities. Specific activities may include the further elaboration of standards, guidelines or manuals, as for example the production of "Reproductive Health in Refugee Situations."

34. Measles Immunization. UNHCR will advise UNICEF immediately of a new refugee situation where measles vaccination is a priority need. UNICEF will provide measles vaccine (and other antigens that may be required on an emergency basis) together with related equipment and supplies, including cold chain equipment, vaccination cards and also Vitamin A supplements. Arrangements for vaccination with UNICEF supplies will be decided by mutual agreement, taking into account the implementation capacity of national immunization services, NGOs and others.

35. EPI. UNICEF will assist national health authorities of the host country to provide full EPI services, where feasible, to refugee women and children, and will

help health authorities to maintain the standard and coverage of service provision for host populations affected by refugee influxes.

36. Support to Safe Motherhood Practices. In the context of a new refugee situation, planning for implementation of maternal and neonatal care programmes will be undertaken by UNICEF and UNHCR in coordination with host country authorities, NGOs and other relevant organizations. In addition, UNICEF will make available clean delivery kits for home and institutional deliveries, whether assisted by professional birth attendants or not. When required, UNICEF will provide support to strengthen existing national referral systems for women experiencing complications.

37. Infant and young child feeding. In stabilized refugee situations, UNICEF and UNHCR will collaborate to support normal growth and nutrition in infants and young children. Emphasis will be placed on the promotion, protection and support of exclusive breastfeeding for six months and on continued breastfeeding for two years or beyond, while ensuring that children are given sufficient good-quality complementary food and the necessary care. Both organizations will ensure compliance with the established UNHCR policy for the Acceptance, Distribution and Use of Milk Products in Refugee Programmes.

38. Health education in general will also be promoted by both organizations and UNICEF will support information, education and communication activities among refugee populations, drawing on, and adapting as necessary, existing materials available in the host country and the country of origin.

39. Both agencies will coordinate with WHO in relation to basic health activities.

Water and sanitation

40. At the onset of a refugee emergency, UNHCR may approach UNICEF to assist in ensuring provision of adequate quantities of safe water and sanitary services, where feasible, to refugee populations. In the framework of its country programme of cooperation UNICEF will help national authorities to maintain the standard and coverage of service provision for affected host populations, and for returnee populations.

41. UNHCR and UNICEF will jointly review and adapt, as necessary, existing designs of sanitary facilities used in host countries in order to streamline approaches to environmental sanitation for refugees with those in force for host populations.

(iii) Reintegration Activities: Field-level Letters of Understanding

42. UNHCR will inform UNICEF concerning expected repatriation operations at an early stage of planning and negotiations for each operation or whenever large-scale spontaneous movements are expected. In preparation for the voluntary return of refugees to their country of origin, UNHCR, in consultation with the relevant government authorities, will agree on complementary initiatives focused on the areas of return, which will ensure the effective reintegration of the people, the availability of essential services, and the inclusion of these areas and their populations in longer-term national development programmes.

43. In each instance, such planning and proposed initiatives, whenever appropriate and feasible, shall be the subject of a field-level Letter of

Understanding which reflects the particular circumstances surrounding the voluntary return and reintegration into the country of origin. In particular, such Letters of Understanding should set out, inter-alia, the specific institutional framework for cooperation; the agreed activities of each agency in support of returnee communities, especially those aimed at the capacity building of governmental structures and non-governmental organizations; and the intended linkages between the activities of both organizations.

V. FINAL PROVISIONS

Resource mobilization

44. Each organization is responsible for mobilizing the resources necessary to discharge the responsibilities set out herein. Should insufficient resources be available for immediate action, the other organization shall be consulted. For certain special operations, a decision may be taken to issue a Joint Appeal. Both organizations will participate in DHA-coordinated consolidated interagency appeal processes.

Public information

45. UNHCR and UNICEF will share relevant information of interest to the media, NGOs and the public about children of joint concern. UNHCR and UNICEF will cooperate, at both Headquarters and field levels, to promote public awareness of the situation of children of concern and the work of each organization to address their needs. Where appropriate and feasible, this cooperation may take the form of joint or coordinated development of public information materials and activities.

Each agency shall designate focal points at Headquarters for regular consultations in this respect.

Phase-out and handover

46. Prior to the agreed conclusion of any activities pursuant to this MOU or to a field-level letter of understanding, or where either UNHCR or UNICEF expects that resources will be insufficient for the purposes intended, a mutually agreeable plan for phase-out shall be prepared.

47. Each agency shall be responsible for any outstanding obligations or liabilities that they may have incurred. Assets, inventory or resources, if any, that remain after the conclusion of the activity of the MOU shall be considered for free handover to the Agency with a continuing presence or related operations in the area, to national institutions, or to suitable NGOs or other institutions responsible for the beneficiary population contemplated by the activity.

VI. GENERAL CONDITIONS

48. Nothing in this MOU shall effect the relations of either signatory to its Governing Body, nor the contractual relationship and administrative supervision of UNHCR and UNICEF to their operational partners.

49. The implementation of this MOU will be in compliance with the respective administrative and financial rules and procedures of UNHCR and UNICEF and be subject to the availability of funds.

50. This MOU will enter into force upon signature and shall be of indefinite

duration.

51. This MOU may be terminated by either party upon 90 days written notice.

52. This MOU may be modified at any time by mutual consent of the parties.

53. The Executive Heads of both organizations will meet when necessary to discuss policy issues, and will nominate senior officials to meet at least annually (or regularly) to review strategic and implementation issues of particular interest to both organizations and to propose possible courses of action to address them.

Geneva, 14 March 1996

Signed for

United Nations High Commissioner for Refugees

United Nations Children's Fund

Sadako Ogata
United Nations High Commissioner for Refugees

Carol Bellamy
Executive Director

WFP/UNHCR COOPERATION

MEMORANDUM OF UNDERSTANDING ON THE JOINT WORKING ARRANGEMENTS FOR REFUGEE, RETURNEE AND INTERNALLY DISPLACED PERSONS OPERATIONS

REVISION EFFECTIVE AS OF 31 MARCH 1997

1. INTRODUCTION

1.1 Even before the conclusion of the 1985 Memorandum of Understanding (MOU), UNHCR and WFP had established a very close partnership in the service of refugees. This was significantly strengthened with the new working arrangements introduced progressively from the start of 1992. A revised MOU, reflecting experience with these new arrangements, became effective at the start of 1994. This 1997 revision reflects the experience in implementing the provisions of the first revision.

1.2 The MOU sets out its objectives and scope, and establishes the division of responsibility and arrangements for needs assessment, food mobilization, logistics, appeals, monitoring, nutritional surveillance, reporting, and coordination. The last section contains the general conditions governing the MOU.

1.3 The Statute of UNHCR mandates the Office to assume the function of providing international protection to refugees and of seeking permanent solutions to the problems of refugees. Within the United Nations system, UNHCR is thus responsible for the protection and welfare of refugees, and for helping to find durable solutions, including voluntary repatriation, local integration and resettlement in third countries. Subsequent General Assembly resolutions have given UNHCR certain responsibilities in respect of stateless persons and returnees. In specific situations, and further to a request from the Secretary-General or a competent principal organ of the United Nations, UNHCR may also act on behalf of persons displaced internally for refugee-like reasons and those threatened with

displacement.

1.4 The definition of persons within UNHCR's competence in the Office's Statute places emphasis on a well-founded fear of persecution. Additional criteria have been progressively added to accommodate the evolving nature of refugee flows. In many situations, UNHCR now provides protection and assistance to refugees fleeing persecution, conflict and widespread violations of human rights.

1.5 WFP is the food aid arm of the United Nations system. WFP meets the emergency food needs of refugees and internally displaced persons (IDPs), and provides the associated logistic support; uses food aid to support economic and social development; and promotes world food security, defined as access of all people at all times to the food needed for conducting an active and healthy life. WFP thus has both an emergency and a developmental role. The latter is of particular relevance in WFP's cooperation with UNHCR and other agencies, including financial institutions, in rehabilitation activities in the country of origin. Within the scope of the MOU, WFP has the lead responsibility for mobilizing basic food commodities and the resources to deliver them.

1.6 To achieve its objectives, the MOU must be of value to UNHCR and WFP colleagues in the field, and reflect their experiences. Suggestions to improve its usefulness are encouraged. Full and open cooperation and exchange of information at all levels are prerequisites for the success of the vital partnership for which the MOU provides the framework.

2. OBJECTIVES AND SCOPE

2.1 Through the timely provision of the right quantity of the right food and related non-food inputs, UNHCR and WFP seek to ensure:

- the restoration and/or maintenance of a sound nutritional status through a food basket that meets the assessed requirements, is nutritionally balanced and is culturally acceptable; and

- the promotion of as much self-reliance as possible among the beneficiaries, through the implementation of appropriate programmes to develop food production or generate self-employment, which will thereby facilitate a progressive shift from general relief food distribution towards sustainable development-oriented activities.

2.2 UNHCR and WFP are committed to ensuring that food aid is targeted at the household level and reaches the most vulnerable, and that its delivery respects the guiding principles of humanitarian action. They will also work together to implement strategies to involve the beneficiary community, and particularly women, in all aspects of the management of food aid.

2.3 The MOU is a management tool contributing to the achievement of these objectives by defining clearly the responsibilities and arrangements for cooperation between UNHCR and WFP. It does so in a way that maximizes the strengths and comparative advantages of each organization for the benefit of all concerned, and that ensures the necessary coordination.

2.4 The MOU covers Cooperation in the provision of food aid to refugees, returnees and, in specific situations as defined in paragraph 1.3, IDPs, provided that the

beneficiaries number at least 5,000. Where the beneficiaries are located in developed countries (namely countries other than those listed in the OECD/DAC Annual Report as aid recipient countries that fall below the threshold for World Bank loan eligibility), the provisions of the MOU will still apply provided that the availability of the necessary donor resources would not be at the expense of WFP's relief operations in developing countries. This will be determined by WFP on a case-by-case basis.

2.5 UNHCR will meet the food needs of persons of its concern but outside the scope of the MOU as defined above, and those of any persons who, while falling within the MOU's scope, have been excluded by a situation-specific agreement with WFP.

3. PLANNING AND NEEDS ASSESSMENT

3.1 UNHCR and WFP will undertake contingency planning and maintain contingency plans for countries where this is deemed appropriate. Each will seek to ensure joint participation - with others concerned - in the process, and share relevant contingency plans where these could not be developed jointly.

3.2 The indicative energy, protein and micronutrient requirements established by FAO and WHO, adjusted as necessary to take into account the demographic composition and other relevant factors specific to the beneficiary population, will provide the basis for the calculation of food needs. A common set of agreed nutritional guidelines will be used for assessing the food needs for both the general and any selective feeding programmes that may be necessary.

3.3 The Government of the country of asylum and UNHCR are responsible for determining the number of refugees, while WFP and UNHCR will jointly assess the number eligible for food assistance. An accurate identification of beneficiaries and a sound assessment of their needs are essential for the mobilization and efficient use of the resources made available to both organizations.

3.4 UNHCR has developed and will maintain appropriate refugee-registration mechanisms, UNHCR has a joint responsibility with the host Government for ensuring that refugee numbers are established as accurately and as soon as possible after a new refugee emergency, and updated regularly thereafter. The size and the nature of the influx will determine the type of registration mechanism to be used. Pending registration, the most appropriate techniques will be used in order to estimate numbers and identify beneficiaries. In normal circumstances registration/verification will take place within three months of the start of a major influx. Arrangements must be made to register any new arrivals thereafter. Registration data should be verified and updated continuously, particularly during, but not limited to, food distribution. Verification of data on all beneficiaries should be repeated periodically, as required by the situation.

3.5 UNHCR will ensure that WFP is fully involved in the planning and execution of refugee enumeration/registration arrangements for actual or potential beneficiaries of food aid. Where a satisfactory registration has not been possible within three months, UNHCR and WFP will jointly determine the number of beneficiaries in need of food assistance. Operational partners and local representatives of donor Governments should be closely associated with this and other aspects of enumeration and registration. Should there be disagreement between the respective country offices on the number of beneficiaries to use in the

absence of a satisfactory initial registration, the problem shall be referred to the headquarters level for resolution. Pending such resolution, WFP will provide food to the number of beneficiaries it estimates to be in need of assistance.

3.6 In consultation with the relevant government authorities, operational partners and experts, as appropriate, UNHCR and WFP will jointly assess the overall food aid and related relief requirements. Both agencies will agree on the modalities of food assistance, composition of the food basket, ration size, duration of assistance, as well as on directly related non-food inputs which may have an impact on the nutritional status of the beneficiaries. Special consideration will be given to the needs of women, children and vulnerable groups. The views of the beneficiaries, especially those of women, will be sought. The proposed food assistance programme will take into account all relevant factors, including the socio-economic and nutritional status of beneficiaries, cultural practices, overall food availability, prospects for self-reliance, availability of cooking fuels, and the need to minimize the environmental impact of using the cooking fuels selected.

3.7 UNHCR is responsible for determining the nutritional status of refugees and for the implementation of such selective feeding programmes as may be found necessary in addition to the agreed general ration. The results of nutritional surveys will be shared with WFP. The nutritional status of the refugees will also be examined as part of a joint food aid needs assessment. The decision to implement selective feeding programmes will be taken in consultation with WFP on the basis of agreed guidelines. UNHCR will keep WFP informed regularly on the implementation of such programmes.

3.8 Whenever possible, UNHCR and WFP will promote the use of food and non-

food aid to encourage and support the self-reliance of the beneficiaries and of their communities, as appropriate. Measures will include food for work, and the provision of non-food inputs such as seeds and agricultural tools.

3.9 In a major new emergency, the initial assessment to determine the number of beneficiaries and the most urgent food needs will normally be carried out within the framework of the emergency response being mobilized by both agencies, and would involve the participation of emergency response teams from UNHCR and WFP, as appropriate.

3.10 In ongoing operations, a review of food needs will normally take the form of a periodic joint assessment mission, undertaken either with country-based or outside staff. The composition of the mission will be mutually agreed. WFP will normally provide the mission team leader and a logistician, if required, and UNHCR a nutritionist and other specialist staff to help assess levels of economic self-reliance, if applicable. The participation as full mission members of selected donor and operational partner representatives will be encouraged so as to promote donor support for the mission's findings. The views of the relevant national authorities and of the beneficiaries will be sought. Jointly established guidelines for food needs assessment missions will be followed. Changes to the recommendations agreed by a joint food needs assessment mission shall be made only by mutual agreement, after discussion between the headquarters.

3.11 WFP will be closely associated with the planning and implementation of repatriation operations, and decisions on the use of WFP food will be taken jointly. If a repatriation commission is established by the Governments concerned and UNHCR, WFP should be a formal or informal observer at its meetings, whenever

appropriate.

3.12 Food aid can also play a key role in the successful reintegration of returnees after their repatriation, when assistance to communities or areas is likely to be more appropriate than individual entitlements. Post-conflict rehabilitation activities are required not only for returnees but also for the affected population in the country of origin. Complementary linkages between the short-term reintegration efforts of UNHCR, such as quick-impact projects, and the development activities of WFP and others should be built so as to promote sustainable socio-economic recovery and a successful reintegration of returnees. Whenever appropriate, WFP will promote community and/or area-based projects in such sectors as food security, community services, infrastructure and production that would use food for work or monetized food aid. A joint (or multi-organization) reintegration strategy will be drawn up accordingly.

3.13 At the field level, joint plans of action setting out the agreed objectives and implementation arrangements for operations under the MOU shall be developed and updated regularly.

3.14 Should the UNHCR or the WFP country office consider that developments since the last needs assessment warrant a change in the agreed ration or number of beneficiaries, the other organization shall be advised immediately. The implications of these developments will be reviewed jointly and a course of action agreed.

3.15 Should the country offices not agree on a course of action, the issue shall be referred to both headquarters for appropriate resolution. Pending resolution, food

assistance will be provided at the level established by the last agreed assessment, if applicable.

4. RESPONSIBILITIES FOR FOOD MOBILIZATION AND MILLING

4.1 WFP is responsible for mobilizing the following commodities, whether for general or selective feeding programmes: cereals; edible oils and fats; pulses and other sources of protein; blended foods; salt; sugar; and high-energy biscuits. Where beneficiaries are totally dependent on food aid, WFP will ensure the provision of blended foods or other fortified commodities in order to prevent or correct micronutrient deficiencies.

4.2 UNHCR is responsible for mobilizing complementary commodities. These include: local fresh foods; spices; tea; and dried and therapeutic milks.

4.3 The joint needs assessment will determine the specific commodities and quantities required. The assessment will also determine whether cereals are to be provided in whole grain or as flour. For practical, nutritional and environmental reasons, it is generally preferable to provide flour in the early stages of an emergency, but such provision may be difficult to sustain in protracted operations. If whole grain is provided, local milling capacity must be available, and the ration should include compensation for milling costs (normally 10 percent up to 20 percent, if justified), if these costs are borne by the beneficiaries. WFP is responsible for mobilizing the necessary resources for milling and will provide milling facilities to the beneficiaries where feasible.

4.4 WFP will consult UNHCR immediately should it become clear that WFP may not

be able to ensure the timely arrival and/or milling of food to meet the needs agreed under the MOU, whether because of unavailability of resources, delayed deliveries, logistical problems, or any other constraints. Corrective action may include borrowing from the Central Emergency Revolving Fund of the United Nations Department of Humanitarian Affairs and UNHCR advancing funds to WFP against later reimbursement.

4.5 In particular cases where micronutrient requirements cannot be met through the ration, UNHCR will assume responsibility for the provision of the necessary micronutrients until the ration can be adjusted or fortified to meet these needs.

5. RESPONSIBILITIES FOR FOOD DELIVERY AND DISTRIBUTION

5.1 WFP is responsible for the timely transport to agreed extended delivery points (EDPs) of sufficient quantities of those food commodities it is responsible for mobilizing. WFP is also responsible for storing these commodities at the EDPs, and for managing the latter. WFP will keep UNHCR informed of the in-country logistical arrangements made to implement the agreed programme.

5.2 The location of an EDP will be proposed by the country offices, in accordance with agreed guidelines, and confirmed by UNHCR and WFP headquarters. The location selected should minimize overall costs and maximize management efficiency of the operation as a whole. EDPs should be located where sufficient warehousing space can be made available to ensure regular final distribution and the most efficient possible onward transportation, thus avoiding the need for further intermediate storage or trans-shipment between the EDP and the distribution location. Management and security considerations are particularly

important. There should normally be a full-time UNHCR and WFP presence at the EDP location.

5.3 Unless otherwise agreed, UNHCR is responsible for the transportation of all commodities from the EDP and for their final distribution. Responsibility will be assumed ex-warehouse (i.e., EDP) or Free-on-Truck/Free-on-Rail, taking into consideration practice in the country. UNHCR shall make all logistical arrangements for the food commodities for whose mobilization it is responsible, and shall keep WFP informed of the logistical arrangements made to implement the agreed programme.

5.4 Arrangements for the final distribution of food commodities to beneficiaries will be agreed jointly by the Government and UNHCR, in full consultation with WFP and in conformity with the UNHCR commodity distribution guidelines. These arrangements will respect UNHCR and WFP's policy of ensuring the maximum possible appropriate involvement of the beneficiary community, and of women in particular, in all aspects of distribution. The final distribution of food commodities will normally be the responsibility of an implementing partner of UNHCR, whose designation shall be jointly agreed by UNHCR and WFP. The distribution modalities and the responsibilities of the implementing partner for reporting on the distribution and use of food commodities will be the subject of a tripartite agreement among UNHCR, WFP and the implementing partner. UNHCR is responsible for ensuring that implementing arrangements also provide appropriate guidance to beneficiaries on how to prepare food in a manner that minimizes cooking time and safeguards its nutritional content.

5.5 In targeted feeding programmes such as school feeding, food for work, and in

non-camp situations in the country of asylum or in situations where food assistance is targeted to both IDPs and refugees, UNHCR and WFP may agree to transfer the responsibility for distribution to WFP.

5.6 There is no automatic retroactive entitlement when full distribution of the agreed ration has not been possible. The decision on any retroactive distribution will be made jointly by UNHCR and WFP, taking into account the nutritional status of beneficiaries, measures taken by them, and any liabilities incurred in coping with the shortfall, its economic impact, and the future availability of resources.

6. RESPONSIBILITIES FOR FUNDING AND APPROACHES TO DONORS

6.1 UNHCR and WFP will each mobilize the cash and other resources necessary for the discharge of their respective responsibilities. Thus, WFP will mobilize all international and land transport, storage and handling (LTSH) costs, milling costs, if applicable, and any other resources required for the transport of its commodities up to the EDPs, storage at, and the management of, EDPs. UNHCR will mobilize cash and other resources necessary for all other aspects of commodity management and distribution from the EDPs onwards, and for all aspects from mobilization and purchase to delivery and distribution of the commodities for which it is responsible.

6.2 UNHCR and WFP will ensure that the resource implications for each organization are set out in all approaches to donors and related documentation in a manner that makes these responsibilities and their complementarity clear. Details on country-specific LTSH and distribution costs will be provided. Approaches to donors will be coordinated, and UNHCR will share with WFP in

advance the text covering food needs in any appeal to donors. Joint approaches will be made whenever appropriate, both at the start of a new operation and at any time should it appear that the response of donors will not ensure the timely delivery of the necessary commodities.

6.3 UNHCR and WFP will urge donors to pledge commodities and cash for all food requirements under this MOU through WFP, rather than bilaterally. WFP will manage all contributions channelled through it, and coordinate and monitor donor pledges and shipments, including bilateral and nongovernmental donations, of all commodities, seeking to adjust delivery schedules as necessary. UNHCR will be kept informed accordingly.

6.4 WFP will seek to ensure that bilateral food resources for refugees, returnees and IDPs falling under this agreement, whether channelled through WFP or not, are accompanied by the full cash resources needed to cover LTSH and other related support costs.

6.5 UNHCR will support WFP's specific approaches to donors to provide cash for local, regional or international purchase, so as to ensure that the needs of beneficiaries are met in the most timely and cost-effective manner possible. UNHCR will also support WFP's general approaches to donors for cash contributions to bring the Immediate Response Account (IRA) of the International Emergency Food Reserve (IEFR) up to, and maintain it at, the approved level, and for contributions to any similar fund, so that WFP can respond swiftly to new emergency food needs.

7. MONITORING AND REPORTING

7.1 WFP will maintain an effective system for monitoring the food pipeline and keep UNHCR closely and regularly informed, at the field and headquarters levels, of its status and developments. WFP will immediately alert UNHCR should it appear that the pipeline may not be able to meet agreed needs.

7.2 UNHCR will organize regular nutrition surveys and maintain, in consultation with WFP, an effective surveillance system for monitoring the nutritional status of beneficiaries. The results will be shared with WFP as an important element to measure the progress and efficiency of the joint feeding programme.

7.3 UNHCR will establish, in consultation with WFP, an effective monitoring and reporting system for each operation under this MOU, with special attention given to qualitative information on the socio-economic status of beneficiaries as this affects their food needs. The responsibilities of the Government or other implementing partner entrusted with the distribution of WFP food will be set out in the tripartite agreement referred to in paragraph 5.4 in a manner that allows effective programme management and meets WFP's and UNHCR's requirement to account to their donors. This agreement will require the partner entrusted with distribution to report directly to both WFP and UNHCR on the distribution and use of WFP food. UNHCR and WFP field staff will undertake periodic joint monitoring missions at the food distribution sites.

7.4 UNHCR and WFP will seek to have multilateral donors accept the documentation provided to their Executive Committee and Executive Board, respectively, as fulfilment of reporting requirements, instead of requiring donor-specific reporting.

8. COORDINATION

8.1 Close cooperation, and an open and frequent exchange of information and assessments between UNHCR and WFP at the field level are essential. This should also enable the resolution of most actual and potential problems without referring them to headquarters. Regular and structured meetings will be held in the field to review progress and developments, and ensure a coordinated response.

8.2 The UNHCR and WFP country offices, in liaison with the relevant Government authorities as appropriate, will establish food aid coordinating mechanisms that allow regular consultation and exchange of information with multilateral and bilateral donors, the diplomatic community, other United Nations organizations concerned and NGO partners. UNHCR will ensure that the necessary operational coordination mechanisms outside the capital are established in close consultation and with the participation of WFP.

8.3 WFP will share with UNHCR the authorizing documents for assistance under the MOU before they are finalized. Letters of Understanding (LOUs) between WFP and the Government will expressly provide for full access to and monitoring by both organizations of all aspects of the operation covered by the LOU. The need to associate UNHCR formally in a tripartite LOU will be considered jointly on a case-by-case basis.

8.4 WFP and UNHCR will collaborate on public information activities to promote awareness of the food and related needs of beneficiaries, understanding of each organization's role, and support for the work of each organization to address these needs. In all joint operations, WFP and UNHCR will acknowledge the role of

the other to both the media and the general public in order to ensure the common goal of donor and host government support. At the field level, there should be adequate visibility for each organization.

8.5 At the headquarters level, coordination on operation-specific matters is the responsibility of the respective operations managers. Joint field missions will be undertaken when warranted by specific situations. Coordination on commodity and resource mobilization issues is the responsibility of respective resource mobilization services. Responsibility for coordination on overall policies and functional issues lies with the Directors of UNHCR's Division of Operational Support and WFP's Operations Department, who will encourage direct contacts among the technical, logistic and programme coordination staff concerned.

8.6 When either UNHCR or WFP is elaborating or developing emergency response capacities, systems and guidelines or taking any other action that could potentially benefit (or duplicate) the work of the other, the responsible unit in the other organization is to be informed and every effort should be made to maximize the benefits to both.

8.7 Each organization will develop and maintain its own training materials for discharging its responsibilities. Joint training courses will be held, with priority given to the field. These courses will focus on cooperation in implementing the provisions of the MOU and on a better understanding of the other organization's responsibilities and constraints. Such courses would normally use the training materials of each organization in combination. In addition, each organization will seek to offer the other places on courses with a more general relevance, such as emergency management training.

8.8 Joint headquarters-level meetings with Governments and others concerned by specific country or regional operations will be organized as required. If either UNHCR or WFP organizes a meeting with external bodies on operations covered by the MOU, the other organization will be invited.

8.9 The evaluation services of UNHCR and WFP will organize joint evaluations as appropriate, taking into account the scale and complexity of operations covered by the MOU. When an evaluation of a joint operation is organized by one organization, the other shall be informed and invited to participate.

9. GENERAL PROVISIONS

9.1 This revised MOU shall come into effect as of 31 March 1997, superseding the revised MOU dated January 1994.

9.2 It governs cooperation in all operations covered by its terms except those, or those parts of, operations as may be specifically excluded by mutual agreement.

9.3 The MOU may be modified at any time by mutual agreement. It will be kept under regular review by a joint task force established for this purpose by the Executive Heads of UNHCR and WFP.

(Signed)	(Signed)
Catherine Bertini	**Sadako Ogata**
Executive Director WFP	High Commissioner UNHCR