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ANNEXES

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- II. Disaster Preparedness Check List for use by Resident Representatives.
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INTRODUCTION

1. The Office of the United Nations Disaster Relief Co-ordinator was established as a result of General Assembly resolution 2816 (XXVI) of 14 December 1971. The functions of UNDRO are specified in that resolution, and reaffirmed and extended in resolutions 36/225 of 17 December 1981 and 37/144 of 17 December 1982: the texts of these resolutions are reproduced in Annex I.
2. The resolution takes note of 'the key role which the Resident Representatives of the United Nations Development Programme could play at the country level...' By agreement with the Administrator, Resident Representatives of UNDP at all times represent the United Nations Disaster Relief Co-ordinator, and this role remains unchanged by the appointment of many of the Resident Representatives as U. N. Resident Co-ordinators.

II. EXTENT OF UNDRO'S RESPONSIBILITIES

3. General Assembly resolution 2816 speaks of 'natural disasters and other disaster situations'. The definition of a 'natural' disaster is self-evident: it is one caused by, for example, earthquake, flood, or volcanic eruption. It is often thought that the words 'other disaster situations' refer only to a civil conflict or an emergency caused by war or civil disturbance. This is not so. The United Nations Disaster Relief Co-ordinator has a definite and recognized part to play (subject to the wishes or request of the governments concerned in particular instances) in the prevention of, preparedness for and, if necessary, in the relief operations following disasters associated with man's impact upon the environment. Within this very wide definition there may be cited industrial, maritime, nuclear and aviation accidents. In the first three of these types of disaster, UNDRO's role is delineated in its memoranda of understanding with UNIDO, IMO and IAEA. As industrial development spreads more widely throughout the world, the corresponding risks will increasingly have to be taken into account by those responsible for public safety. The United Nations may be called upon at any time to assist in the measures necessary to discharge that responsibility.

III. RESPONSIBILITIES OF U. N. RESIDENT CO-ORDINATORS AND U. N. D. P. RESIDENT REPRESENTATIVES

4. General Assembly resolution 36/225 reaffirmed the mandate of UNDRO contained in resolution 2816 (XXVI). It also provides at para. 8 that in response to a request from a disaster-stricken state, the UN Resident Co-ordinator with the full concurrence of the Government, shall convene meetings of the concerned organs, organization and bodies of the United Nations system to plan, monitor and take immediate action to provide assistance. The Red Cross, Red Crescent, and other appropriate NGOs may also be invited with the approval of the host country.
5. The implementation of the decision of these meetings will be carried out in their respective spheres by the Resident Representative, representatives of other organs and organizations of the UN system, and NGOs as in the past.

6. It should be observed that apart from the specific function accorded to the Resident Co-ordinator by resolution 16/225 to call meetings for the purposes stated in the resolution, a role hitherto performed by the Resident Representative, the responsibilities and functions of the Resident Representative remain the same as set out in existing instructions, in all disaster-related matters other than in the case of those disasters determined by the Secretary-General to be "complex and emergencies of exceptional magnitude", (dealt with in paras. 9 and 10 of resolution 36/225 and in paras. 28-30 of these instructions) where the Secretary-General may authorize other arrangements.

7. Since in the vast majority of countries, the Resident Co-ordinator and Resident Representative are likely to be the same person (at present, there is a separate Resident Co-ordinator in one country only), no problems should arise in the exercise of the separate functions mentioned above. In those cases where the person designated as Resident Co-ordinator is not the Resident Representative, the co-ordinating function of the former set out in para. 8 of resolution 36/225 are sufficiently clear as to cause no conflict with the functions of the Resident Representative set out in these instructions. In countries where there is no Resident Co-ordinator, the Resident Representative, unless instructed to the contrary, would be expected to undertake the functions set out in para. 8 of the resolution.

IV. PREPAREDNESS

General

8. Disaster preparedness may be described as action designed to minimise loss of life and damage, and to organize and facilitate timely and effective rescue, relief and rehabilitation in cases of disaster. It is to be distinguished from disaster prevention, which concerns the measures designed to prevent natural phenomena from causing or resulting in disaster or other related emergency situations. Disaster prevention is treated in more detail in Section IX of these Guidelines.

9. The key to all effective emergency rescue and relief action lies in advance planning and preparedness. The primary responsibility for establishing the necessary administrative and operational machinery and for undertaking preventive measures rests with the government.

10. A government's preparedness for relief operations, if it is to be effective, demands that an adequate administrative and organizational machinery should exist, with one person at the top responsible for the co-ordination of all activities. This organization should be responsible for: the preparation of operational plans which can be activated immediately after a disaster strikes, and which assign specific responsibilities to the various government and other agencies called upon to take part; arrangements for the entry of relief supplies and personnel from overseas without customs or immigration formalities; the training and organization of rescue and relief personnel, including Armed Forces, hospital, ambulance and fire

services; the prior stockpiling of supplies to meet relief needs (food, medicine, clothing, blankets, etc.) and of equipment for rescue and relief operations; and the earmarking of funds in advance to finance these activities. Provision for the setting up of adequate communications and public information systems by the government is essential. All these measures should be supported by the necessary legislation or regulations.

11. It is not the intention that these Guidelines should be a manual for disaster preparedness which would be used by a government. A Resident Representative will have to take action if a government should decide to request UNDR0's assistance in its preparedness planning. Whenever the need is seen, he should himself suggest to the government that UNDR0's help be sought. He should bear in mind the requirements of disaster preparedness when planning with the government the country programmes which will be financed from the IPF. However, the actual steps taken by a government to prepare for disaster are not within United Nations control. This, however, does not apply to the United Nations system, and specifically the United Nations country team. Here, preparations can and must be made, and here the Resident Representative's efforts must be concentrated.

Disaster preparedness and the Resident Representative

12. It may well be that a Resident Representative will feel that his experience has not prepared him for the many responsibilities which fall upon him in his role as a representative of the Co-ordinator. He may find it helpful to appoint an officer of his staff to act as focal point for disaster matters. If such an appointment is made, the name of the officer and his private telephone number should be given to UNDR0.

13. This "Disaster Officer" should have as comprehensive a knowledge as possible of the disaster threat and the arrangements made by the government to meet it, as well as of UNDR0's pre- and post-disaster capabilities and procedures. To assist him in building up this background, the officer should if possible visit UNDR0, Geneva for two or three days' training when convenient. He should also attend courses or seminars on disaster matters held by UNDR0 or other agencies in his region.

Disaster preparedness and the UN country team

14. Memoranda of Understanding between UNDR0 and the various UN agencies likely to be required to take action following a disaster lay down spheres of responsibility and operational procedures.^{3/} Country (and sometimes regional) representatives of the agencies are called upon to co-operate with the UNDP Resident Representative in several ways, and in particular in the formation of a UN country team which will act in disasters. The national Red Cross or Red Crescent Society, the diplomatic missions of donor countries, and international non-governmental organizations can play a very useful role in the team, and not only in the relief phase.

^{3/} Resident Representatives wishing to obtain copies of these Memoranda may do so by writing to UNDR0. Memoranda have been concluded between UNDR0 and UNIDO, UNEP, Habitat, UNICEF, WFP, UNHCR, ILO, FAO, UNESCO, WHO, WMO, IMO, and IAEA. Memoranda also exist between UNDR0 and the OAS, and UNDR0 and ICM.

15. The purposes of the team are:

- (a) to assist the Resident Representative to compile basic data about the state of preparedness in the country and the facilities and supplies likely to be available for use in emergency. A suggested outline for the recording of this information is shown in Annex II.
- (b) to draw up and regularly review the team's own 'action plan' so that all members know in an emergency what to do, when and where to do it, and how to help one another. Much of, but by no means all, the action to be taken will be determined by the information gathered about facilities and supplies.
- (c) to ensure that in the immediate emergency phase while concerted action is essential, the UN agencies represented in the country
 - (i) present an agreed assessment of damage and needs;
 - (ii) report this to UNDRO and the agencies themselves;
 - (iii) provide to the government authorities and others concerned a single point of contact with those who are best able to mobilize multilateral assistance and to influence bilateral donors to send the help that is actually needed.

16. A secondary purpose of the team is to ensure that so far as practicable concerted action continues to be taken after the emergency phase ends and rehabilitation and reconstruction begin. This is the point at which UNDRO disengages from the post-disaster operations, and the Resident Representative reassumes his normal role. UNDRO maintains an interest in the later stages, and indeed may have to do more than this if funds channelled through UNDRO by donors are still being used in rehabilitation work. UNDRO may also become more closely concerned in a different way if prevention measures are being applied in the task of reconstruction. (More about this part of UNDRO's work will be found in Sections VIII and IX of these Guidelines.)

17. Governments should be encouraged to view the existence of the UN country team as an earnest of the international community's intention (or hope) to provide speedy, effective and co-ordinated assistance after a disaster. Government departments responsible for disaster preparedness and relief should be kept fully informed of the work of the team and should be invited to send representatives to its meetings. A Resident Representative should hold meetings of the team once or twice a year to review developments and update common information. He should certainly do so before and after major seasonal disaster periods, for example the seasons of tropical storms in Asia, the Caribbean and the South Pacific.

18. Except for UN agencies and organizations, it is unlikely that donors will be able to make firm commitments about the amount and type of assistance they might render after a disaster. A Resident Representative should however establish, as far as may be possible, the capabilities of each member of the team, the nature of assistance likely to be offered and possibly the part of the country where it is most likely given.

19. Arrangements must be made for a local co-ordination centre for use by UN and other donors' representatives so that the vital exchanges of information between donors themselves and between donors (as a group) and the government, may take place with the maximum of speed and the minimum of formality.

UNDRO staff and the UNDP Resident Representative

20. There may be occasions when even after a serious disaster a government prefers to undertake its own relief operation without external assistance, or with purely bilateral help. This decision by a government does not lessen the need for the Resident Representative to keep UNDRO informed of developments, for UNDRO is still the focal point in the UN system for all disaster relief matters.

21. UNDRO is able to send an experienced officer or a team of officers at immediate notice to join the UN country team and otherwise assist the Resident Representative in his work if he deems it necessary and advisable. When UN help has been asked for, UNDRO team members could act on the Resident Representative's behalf in arranging local co-ordination meetings, collating and transmitting information to UNDRO in Geneva, liaising with governments and others involved, and could in general ensure that so far as practicable, UNDRO takes all the action necessary to meet the requirements of the Co-ordinator's mandate.

22. Should a decision be taken to send an UNDRO officer from Geneva, the Resident Representative will be informed by the fastest means of name, nationality, passport and UN Laissez-Passer numbers, date, time and flight number of arrival and whether visas have been obtained. On receipt of this information, the UNDP Office should:

- (a) inform the Government;
- (b) arrange for the issuance of visas on arrival if necessary; and
- (c) arrange reception and accommodation.

23. It is important that, in contacts with the government and the media, the presence of an UNDRO representative at a disaster is treated as a routine part of UNDRO's work.

24. If the greatest value is to be obtained from the presence of UNDRO staff, the Resident Representative must arrange to provide the necessary facilities. These facilities are listed in Annex III. Expenses incurred by UNDP on behalf of UNDRO staff will be reimbursed by normal inter-office accounting procedures.

V. ACTION AFTER A DISASTER OCCURS

General

25. The absolute priority is the need for speed and efficiency of action in an emergency, whatever its proximate cause may have been. Almost all kinds of disaster have much in common, in terms of the nature of relief actions that must be taken, and of the kinds of relief supplies and services which will be needed.

26. The faster relief arrives, the more effective it is. Help supplied from within the country almost always reaches the victims faster than assistance from abroad, which arrives only after moving hundreds or thousands of miles. But it must be the right sort of relief.

27. The importance of making timely appeals for emergency assistance cannot be over-emphasized. A clear distinction must be made between emergency assistance for relief, and assistance for reconstruction (and therefore development). The time scales, objectives and priorities that apply to relief on the one hand, and to reconstruction on the other should be pointed out to national disaster managers. (Appeals are sometimes received for 'emergency assistance for reconstruction'.) Reconstruction programmes are long-term and require important capital investments; as a pre-requisite technical and planning issues need to be studied and resolved. UNDR0 has no mandate to deal with appeals for these purposes, as they cannot be considered as part of emergency relief.

Action by the Resident Representative

28. Advance information may sometimes be available when a disaster threatens, e.g. a hurricane warning may be issued by an official weather bureau; heavy rains may forecast flood conditions. When this occurs, the Resident Representative should alert the UN country team and at once notify UNDR0 in Geneva. With these warnings, UNDR0 may be able to take standby action, so gaining valuable time if international relief aid should subsequently be required. A Resident Representative should also, in appropriate circumstances, take up with the Government the possible invitation through UNDR0 of a Mobile Disaster Unit (such as those available from the Swedish military authorities or the Swiss Civilian Disaster Assistance Corps) to provide general or specialized help in the event that such becomes necessary.

29. When a disaster occurs, or threatens, the Resident Representative should send a report immediately to UNDR0, by telex, telephone, or cable even before it is known whether the government is likely or unlikely to request international relief aid, and without waiting for UNDR0 to ask for such a report. Donor governments and organizations look to UNDR0 for guidance, and make enquiries whenever disasters are reported in the news media or elsewhere. UNDR0 must be able to respond promptly with accurate information from the field, even if external help is not likely to be required. Even a 'normal' event (e.g. flooding which always occurs at a particular time of year, or yet another moderately strong earth tremor) often evokes interest or concern outside the country, and a report of these events should therefore also be made.

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UNDRO EMERGENCY TELEPHONE:
UNDRO TELEX:
UNDRO CABLES:

GENEVA 33.20.10
GENEVA 28148
UNDRO GENEVA

UNDRO can also be reached by calling the Palais des Nations main switchboard on Geneva 31.02.11 or 34.60.11.

An UNDRO officer is always on duty.

All cables on disaster emergencies should be classified 'ETAT PRIORITE'. They should also be prefixed 'Most Immediate' or 'Immediate' if this is appropriate to their content.

30. The first or second report to UNDRO should contain a general appraisal of the disaster and of probable relief needs from abroad, if any. Follow-up reports should be sent as frequently and as rapidly as accurate assessments of needs can be made and actual local resources ascertained. As far as possible the reports should cover the following points:

1. Nature of disaster
2. Date of period of its occurrence
3. Name of area affected
4. Estimate of number of people killed
5. Estimate of number of people injured (see also paragraph 38 below)
6. Estimate of number of people homeless
7. Estimated total number of people resident in area affected
8. Estimates of material damage, e.g. number of houses, public utilities, cattle, crops, etc., destroyed or damaged
9. Has the government requested UNDRO/United Nations assistance?
10. Relief measures taken by government, UN agencies, Red Cross, voluntary agencies, foreign embassies, etc. Are these bodies diverting supplies already available locally or in the region? What recommendations are they making to their headquarters offices regarding additional aid? What aid has been requested by the government from foreign embassies?
11. Type and quantity of relief supplies needed from abroad and their relative priorities in terms of delivery. These may include, for example, medical supplies, hospital equipment, food, shelter material, bedding, blankets, clothing, soap, generators, ambulances and other vehicles, dinghies, outboard motors, helicopters, other transport aircraft, etc. (The most detailed specifications possible should be given: e.g. "5-man winter-weight tents with heaters" and not simply "tents".)
12. Whether any of the required relief supplies are available for local purchase, and if so (a) in what quantities, (b) at what cost, and (c) whether a contribution is being requested from UNDRO. (See paragraph 46 below.)
13. If foreign relief personnel are required, their number and qualifications.

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14. Have the appropriate authorities been alerted to admit relief aid at local airports and/or other points of entry?
15. To what exact name and address should relief supplies be addressed? This consignee may be, for instance, the national Disaster Relief Co-ordinator if one exists, or a ministry, government department or other authority charged with the responsibility for co-ordination, or the Resident Representative himself.

31. The importance of these reports in helping the United Nations system to mount a concerted relief programme needs no emphasis. However, they also provide an essential contribution to the process of deciding whether there exists a "complex disaster or emergency of exceptional magnitude." When this descriptive term, which was formally introduced into disaster management usage by General Assembly resolution 36/225, applies, two consequences follow. First, at the international level, the Secretary-General designates a lead entity to take charge of the system-wide action which will be necessary. Resolution 37/144 makes it clear that the lead entity will "normally" be UNDRO, acting on the Secretary-General's behalf. Secondly, in the country concerned, he will designate "the appropriate entity of the United Nations system" to co-ordinate the relief operation.

32. Specifically, the designated entity will then be responsible for:

- (a) drawing together in-country representatives of United Nations organs, organizations and bodies to plan, monitor, and take action to provide necessary assistance;
- (b) maintaining contact and liaison with the authority of the host government responsible for conducting relief operations;
- (c) assisting, where necessary, that authority in the tasks of assessing requirements;
- (d) recommending, when necessary, the reinforcement of his in-country team from the agency or agencies most closely involved with the kind of relief action necessary;
- (e) maintaining continuous contact with the lead entity at the international level, providing information and reports which can be transmitted in appropriate form to donors and others concerned; and
- (f) recommending cessation of special relief activities when conditions have improved sufficiently.

33. Probably the difference between a "normal" and a "complex or exceptional" emergency, and the conduct of the respective relief operations, will be more marked at the headquarters level than in the field. Probably the greatest difficulties in conducting the relief operation will be found at the country level where, for example, a major natural disaster may have occurred simultaneously with a difficult politico-military problem. The designated entity will bear a heavy burden at such times: he can rest assured that UNDRO

will do anything possible to lighten it. It will, in particular, realize that UNDRO will have assumed its normal mobilizing and co-ordinating role when the disaster first occurs. The decision to designate a particular situation as "complex or exceptional" will almost certainly not be made until a certain period of time has elapsed.

Government request for assistance

34. It is particularly important that UNDRO should know at once whether a government has asked for United Nations assistance. A request to any organization of the system can be taken to be a request to all; UNDRO's involvement will be automatic once there appears to be a need for co-ordination of their activities. An international appeal for assistance would not however be launched without a specific request for it from the government. Normally and preferably, such a request should be made to the Resident Representative on the spot. An oral request will suffice. UNDRO may be approached directly by a government's mission in Geneva or New York. If this happens, the Resident Representative will be informed. If a government seeks only one or two specific kinds and quantities of aid, e.g. food from WFP, vaccines from WHO, or vitamins from UNICEF, and accordingly makes a request or requests direct to those organization(s), the Resident Representative should:

- (a) urgently ensure that the government is aware of UNDRO's functions;
- (b) confirm the nature and size of the requests made to UN bodies; and
- (c) inform UNDRO accordingly, making any recommendation for UNDRO action which appears to be required.

Action by the UN country team

35. Continuing assessment and definition of the relief supplies, equipment and services to be requested from the international community through UNDRO is perhaps the most significant task to be carried out after a disaster. Experience has demonstrated how difficult this task can be. It may be that the government will have accurate information or reasonably accurate estimates or can make an educated guess. But in a major disaster covering a large geographical area it is possible that the government may need help from the UN team, and others, in obtaining this information. It is by no means unknown for the initial requests for relief items to be inaccurate, particularly in terms of quantities. There may have been too little time to calculate requirements in terms of the number of people affected, or the probable duration of the emergency phase may have been over-estimated, simply because the true extent of the disaster has not been known at the time. UNDRO's requests to donors imply a certain confirmation of validity in respect of the humanitarian emergency needs to be met. Lists of requirements must therefore be based upon an informed assessment or endorsement, and UN staff must work with their government counterparts to help to ensure this. If particularly specialized advice is needed, UNDRO can obtain it from the headquarters of the UN agency concerned.

36. Even if staff from embassies of donor countries and from international voluntary organizations have not taken part in the preparatory work of the UN country team, they should be encouraged to play a full part in the task of assessment. Many of them will, as a result of their bilateral development or economic assistance projects, have an intimate knowledge of specific parts of the country. If those parts have been affected by disaster, people familiar with them will be considerably better qualified to assess damage and needs than will observers visiting the area for the first time.

37. It will be obvious that co-operation and collaboration between the members of a team will make it much easier for the donor community as a whole to effect local co-ordination of information, assessment, and relief activity. The benefits to all in terms of more speedy assistance of the right kind and quantity in the right place, without delay, waste, or duplication, should need no further emphasis.

38. Particular problems of assessment will occur after the initial stage of the emergency is over. These include the following:

- (a) A proportion of the injured will inevitably have suffered to the extent that they will become temporarily or permanently disabled. Research undertaken in connection with the International Year for Disabled Persons showed that all too often such people did not receive the treatment or rehabilitation services they needed. Sometimes this was due to lack of resources: sometimes it was because the government were unaware of the size of the problem. Efforts should be made wherever possible to ensure that the numbers of disabled, or potentially disabled, are assessed and recorded and that whatever assistance may be necessary for them is obtained, from national or international sources. The UNICEF, ILO and WHO representatives may be the most appropriate members of the UN team to be asked to help in this task.
- (b) In some countries, important historical monuments may have been affected by the disaster. Whenever this has occurred, consideration should be given to inviting UNESCO's Division of Cultural Heritage to send expert staff to assess the extent of the damage and the remedial measures necessary.

Action by UNDRO in Geneva

39. A Co-ordination Centre has been established by UNDRO in Geneva. It is equipped with a telephone system separate from that of the Palais des Nations, as well as with extensions from the Palais switchboard, telex machines, a computer terminal and other means of enabling UNDRO to carry out its tasks speedily and efficiently when a disaster strikes.

40. Whether or not UNDRO has itself been designated as lead entity at the international level in a "complex disaster or emergency of exceptional magnitude", the facilities at UNDRO's disposal will almost inevitably be required to assist the lead entity to discharge its responsibilities. These responsibilities have been defined in the following terms by the Administrative Committee on Co-ordination, in its decision 1982/1:

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For effective co-ordination and collaboration at the international level, the lead entity will:

- (i) assist the authorities in the affected country in establishing procedures for the handling of relief goods and services, clarifying channels of communication between the organizations of the United Nations system and the appropriate local entities, mobilizing transport facilities and other necessary logistic support for effective implementation and monitoring of the relief operations by the organizations of the United Nations system;
- (ii) establish and co-ordinate channels for speedy communications and liaison with the organizations of the United Nations system, the designated entity of the system at the country level, the international Red Cross and appropriate governmental and non-governmental organizations;
- (iii) organize consultations among the participating organizations to review financial and other assistance needs and for periodic assessment of progress in various fields;
- (iv) prepare for submission to the Secretary-General of the United Nations, interested governments and organizations concerned, consolidated reports based on information received from individual organizations on progress made in the operations;
- (v) organize meetings with donors, with the full participation of the organizations involved, to review progress and consider additional requirements for the successful implementation of the operation;
- (vi) prepare consolidated statements concerning contributions received, including those reported by the various participating organizations, and their use; and
- (vii) co-ordinate the dissemination of public information in order to ensure that the system speaks with one voice.

The ability of the United Nations system to respond effectively to exceptional emergency situations depends on the resources available to it. The total amount of resources in the United Nations system in such emergencies is usually not sufficient to meet the needs. It will therefore be necessary to make special appeals to the donor community. The lead entity, in consultation with the representatives of the organizations concerned, will prepare an overall budget for the operation and recommend whether the Secretary-General, supported by the Executive Heads of the organizations directly involved, should launch a united appeal. In determining the nature of the appeal or appeals, in conformity with paragraph (j) of ACC decision 1981/2, due attention would be given to the financing of those parts of the programme which do not fall within the mandate of any of the participating organizations, and to the need for discretionary funds to be used for effective implementation of the relief operations."

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41. The ACC decision serves in fact to emphasize and describe much of what UNDRO does during any emergency: the difference is only that in the "complex or exceptional" case its method of work has been given a moral authority stemming from the taking by the Executive Heads of the decision cited, and their acceptance of it, whichever body may be designated as "lead entity".

42. In the ordinary course of events, as information is received from the field UNDRO issues by telex a series of situation reports and communicates with those donor sources which are most likely to be able to supply the type of assistance required. Requests to donors on the UNDRO network are co-ordinated with those made to national Societies by the League of Red Cross Societies.

43. As commitments are obtained from donors, UNDRO will inform the Resident Representative of the nature, quantities, mode of shipment and arrival times of relief supplies.

44. UNDRO can often obtain from airlines free transport on regularly scheduled flights for relief personnel and for limited quantities of relief supplies. Full plane loads of supplies or equipment require special flights on aircraft provided by governments and other donors, or under charter arrangements made with funds contributed to UNDRO.

45. The Resident Representative should telex or cable prompt acknowledgments of arrival of supplies furnished through UNDRO and should report all relief donations from other sources. He should also report on arrangements made by the local authorities for the control and use of relief supplies.

VI. ADMINISTRATIVE ACTION DURING THE EMERGENCY PERIOD

Financial assistance from UN sources

46. The UN Disaster Relief Co-ordinator has \$360,000 available each year from the regular budget for emergency relief purposes. He may allocate a maximum of \$30,000 of this sum after a disaster for immediate use by the Resident Representative, or by another UN agency. If a request for this amount is made, it is essential that both UNDRO and UNDP headquarters should be informed. The Resident Representative should always consult UNDRO before offering any grant from UNDRO's funds to a government. It may already have been decided to use the money in another way (e.g. to support a UNICEF or WHO relief programme) or, especially near the end of the calendar year, the annual allocation may be close to exhaustion. The General Assembly has approved that the \$30,000 maximum grant may be supplemented by a maximum additional amount of \$20,000 if sufficient funds have been received by the Co-ordinator from voluntary sources. This provision is subject to a total annual allocation, of regular budget and voluntary funds combined, of \$600,000.

47. A \$30,000 maximum grant for emergency relief purposes following a natural disaster is available from UNDP, and this is not restricted by an annual budgetary allocation. However, UNDP Headquarters' approval should always be obtained before any offer is made. It is expected that, in normal

circumstances, both UNDRO and UNDP will make grants of the same size: and in neither case will they be made if the Government is not willing to make a formal request for international assistance. [The only exception to this rule will occur when national resources are, in general, coping with the needs but some comparatively small special assistance (e.g., an item of equipment, or some specialized drugs) is needed to supplement them.]

48. A Resident Representative making recommendations for UNDRO emergency relief allocations should do so in the foreknowledge that UNDRO is fully accountable to its donors and to the United Nations for discharge of its obligations in accordance with the UN financial regulations and rules. Any UNDRO funds channelled through UNDP offices are similarly subject to both United Nations and UNDP audit. Detailed and timely reports should therefore be made to UNDRO on how its funds have been used. Where the UNDP office administers the fund, UNDRO may issue instructions explaining in greater detail its requirements governing expenditure and reports.

49. During an emergency operation, UNDRO often receives cash contributions from governments and other donors. Sometimes it may be clear how these can best be used (e.g. for local purchase of supplies, for purchase abroad by a UN agency, or for transport costs) but the Resident Representative may be asked for his recommendations. If funds are channelled through the UNDP office, the instructions in paragraph 48 will apply to them. A Resident Representative may also receive contributions locally. Their use should be agreed with the appropriate government authority and the information reported to UNDRO so that accurate contribution records may be kept, and statements of current requirements amended accordingly.

UN personnel and their families (see also, the UN Security Manual)

50. If any UN personnel are killed, injured or missing in a disaster, their parent organization and UNDRO should at once be informed. If communications are difficult, UNDRO will relay messages to the organization concerned.

51. A Resident Representative may also be asked to provide news of the well-being of families of UN personnel serving abroad who are nationals of the country or to send messages from families to UN staff members. These requests may be accepted provided no undue dispersion of resources is necessary to deal with them. The Red Cross very often have an efficient tracing service and enquiries should if possible be addressed to them.

52. Enquiries from people in no way connected with the United Nations must be referred to the Red Cross or other local authority charged with tracing duties.

Publicity

53. Photographs and films of a disaster and of aid rendered can help considerably to secure external support for United Nations relief and rehabilitation programmes. The Resident Representative should try to send to UNDRO some typical photographs of the disaster and of the arrival and distribution of relief supplies. DPI and UNICEF staff may be helpful in meeting this requirement.

VII. ACTION BY RESIDENT REPRESENTATIVES IN COUNTRIES OTHER THAN THOSE DIRECTLY AFFECTED BY A DISASTER

54. The Resident Representative should be prepared to act as agent in procuring relief supplies for UN organizations and in arranging the transport of these supplies to the disaster area. A request for him to perform these duties may come from UNDRO, or from UNDP headquarters or, possibly, direct from another UN organization. His assistance may be needed in arranging overflight, landing or refuelling rights for aircraft carrying relief supplies.

55. Particularly if he is stationed in a country bordering upon that which has been affected by a disaster, a Resident Representative may be asked to use his Office as a communications relay station if telex and other means of rapid communication have been seriously disrupted by the disaster. In this event, he may have to arrange for 24-hour coverage by telex operators until facilities are restored in the country affected by the disaster.

56. Whenever it is felt to be necessary, UNDRO will include the Resident Representatives in neighbouring countries in the address lists of situation reports. This will be done in an attempt to make it easier for a Resident Representative to answer local press queries about UN activity following the disaster, and so that he may, if it is desirable, keep the government informed. This does not of course imply that there is any obligation upon the Resident Representative to obtain or encourage contributions from the governments of neighbouring countries. If contributions are in fact made or offered, and this is brought to the attention of the Resident Representative concerned, a report should at once be made to UNDRO.

VIII. REHABILITATION AND RECONSTRUCTION AFTER A DISASTER

57. General Assembly resolution 2816 (XXVI), paragraph 1 (i) requires the Disaster Relief Co-ordinator:

'To phase out relief operations under his aegis as the stricken country moves into the stage of rehabilitation and reconstruction, but to continue to interest himself, within the framework of his responsibilities for relief, in the activities of the United Nations agencies concerned with rehabilitation and reconstruction.'

58. No firm rules can be set down which would define the duration of the emergency phase and the precise moment at which the Co-ordinator's responsibilities should come to an end. The timing of the transition from the emergency stage into that of rehabilitation and reconstruction is governed by many factors. These include the country's own capacity for recovery, the extent to which emergency needs have been met, the progress made in formulative bilateral aid arrangements, and the scope of programming by UNICEF, UNDP, WFP, ILO, FAO, UNESCO, WHO, IBRD and other UN bodies. Rehabilitation, and sometimes even reconstruction, may start while the emergency phase is still going on.

59. UNDRO can help by assembling data on long-term requirements for the information of potential donors and United Nations agencies. It is at the reconstruction stage that many preventive measures against future disasters can be taken (e.g. the carrying out of vulnerability analyses and the introduction of appropriate physical planning, zoning and building techniques) and UNDRO may be able to give guidance on these measures. As much information as possible about plans and projects for rehabilitation and reconstruction should therefore be sent to UNDRO, although co-ordination will of course be UNDP's responsibility.

IX. DISASTER PREVENTION

60. As noted in paragraph 8, disaster prevention is the term used to describe measures designed to prevent natural phenomena from causing or resulting in disasters or other emergencies. It concerns the formulation and implementation of long-range policies and programmes to prevent or eliminate the occurrence of disasters. UNDRO's responsibilities in this area are to promote the study, prevention, control and prediction of natural disasters, and to provide a clearing house for scientific and technological information in the field.

61. Natural disasters have a severe impact on development, not only because of the loss of production and the destruction of productive capacity which occur, but also as a result of the diversion of effort and resources into a reconstruction programme. This impact is particularly serious in many developing countries where natural disasters are a recurrent problem and in these countries especially, country and inter-country programmes should give adequate priority to projects related to disaster prevention and mitigation.

62. Most forms of natural disasters (as distinct from the natural phenomena which cause them) can be prevented or at least mitigated. Most violent natural phenomena causing disasters (such as floods and earthquakes) occur mainly in fairly well-defined areas: flood plains or low-lying areas for floods, along tectonic faults for earthquakes, etc. From the moment the likely location of a potentially disastrous phenomenon is fairly well known, a whole series of precautionary measures can be taken.

63. Some of the most basic and effective preventive measures are also among the least costly. Where it is possible to introduce physical planning and land-use legislation (zoning laws, etc.) sufficiently early, and in a systematic fashion, the costs of prevention may be relatively small. These measures together with those related to building techniques (building codes, building standards, selection of building designs, construction of embankments and other protective works, etc.), aim at regulating or limiting human activities in high-risk areas and at ensuring, so far as possible, that whatever settlements are established in these risk areas can withstand high-velocity winds, earthquakes or other violent phenomena.

64. The public must be informed about the disaster risks which they may have to face. Ignorance and poverty, or both elements combined, often contribute to increasing the seriousness of disasters which might never have occurred if

the population had been made properly aware of the risks. As well as giving information to the public at large, the training of specific groups such as construction workers should be considered. Defective workmanship can be the cause of the failure of buildings even when building codes and building designs and materials are adequate. In areas exposed to types of disasters for which warnings can usually be issued some time in advance, like tropical storms (cyclones, hurricanes, typhoons) or floods, the population must be taught to heed the warnings; what the warnings mean and what action they are to take when a warning is given.

65. Action taken during the reconstruction phase after a disaster is of great importance, for it is then that proper measures must be adopted to avoid the repetition of past mistakes. If cities or villages were located in the wrong place or buildings constructed without regard for the disaster risks, an attempt must be made to change these things. However, the Resident Representative's main role in disaster prevention lies in his capacity as the focal point for the formulation of the country programme for UNDP technical co-operation. The relative weight given to projects which include a physical planning element, for instance, can have a major impact in disaster-prone areas.

Disaster prevention and the Resident Representative

66. The Resident Representative should endeavour to establish and maintain contact with the government departments and agencies concerned and with research and educational institutions engaged in work with a bearing on disasters. UNDRO should be kept informed of developments in these fields which might be of general interest as well as requests for assistance in research or development.

67. Responsibility for international action in financing and execution of projects with disaster prevention and mitigation effect lies primarily with the specialized agencies of the United Nations and the international financing bodies. UNDRO is nonetheless responsible for promoting such projects, that is to say, for ensuring that due recognition is given in development assistance programmes to disaster prevention activities. Resident Representatives should therefore draw the attention of governments as well as funding agencies to the economic benefits to be obtained from investment in pre-disaster works. It has been shown that in a number of developing countries the regular annual losses of property and production from disasters can be substantially decreased or even eliminated by non-recurring and often modest investment in preventive projects.

68. During the process of formulation of a country programme for financing from the IPF, the Resident Representative should do all that he can to see that attention is given to the need for progressive planning for disaster prevention and that due consideration is given to this in the allocation of IPF funds.

69. UNDRO co-operates with the appropriate specialized agencies in pre-disaster action against the various types of disasters:

UNESCO	-	earthquakes, tsunamis, volcanic eruptions
WHO	-	epidemics
WMO	-	floods, cyclones, storm surges

70. Although the execution of prevention projects is the primary responsibility of these agencies, UNDRO is always ready to help by encouraging such work and if necessary helping to raise funds for it. Resident Representatives are therefore asked to look upon disaster prevention and mitigation projects, of whatever origin, as an integrated programme in which UNDRO has an interest. UNDRO should be kept fully informed of all projects under consideration or implementation by whatever agency and advised where gaps exist.