

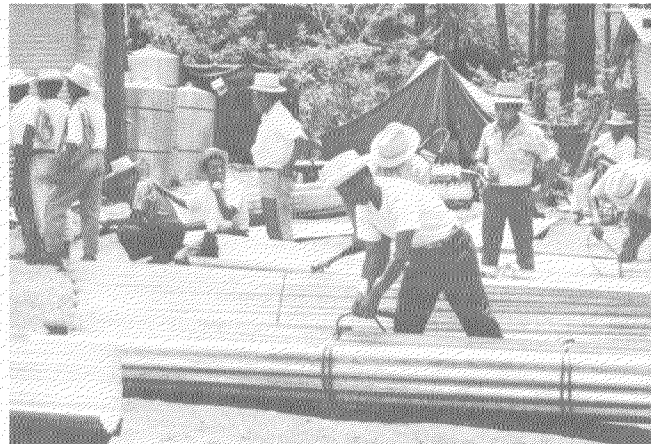
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RESSLER, Everett M "Accountability as a Programme Philosophy", *Disasters and the Small Dwelling*, Pergamon, Oxford, United Kingdom, 1981, pp. 145-149.

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A selection of photographs illustrating a project in which the concept of accountability was applied



These photographs all illustrate the OXFAM/World Neighbors Housing Reconstruction project which was undertaken from 1976-79 in Guatemala following the 1976 earthquake. The expressed need of the population in the rural highland areas was for corrugated iron sheeting "Lamina". This was distributed by direct gift for very poor families, subsidies or normal sale. It served as temporary shelter in the initial instance, later to become permanent roofing.

## 5.4 ADVICE FOR THE LOCAL LEVEL

In concluding this study, the Office of the United Nations Disaster Relief Co-ordinator (UNDRO) wishes to emphasise, once again, that there is no universally applicable emergency shelter system, and that attempts to invent such systems are based on the many mistaken assumptions discussed throughout the study. Guidelines on post-disaster shelter for individual communities can only be formulated by qualified local personnel, in the light of the prevailing local conditions (types of hazard, climate, building traditions, economic base, social organization, etc.). Such guidelines can, however, be modelled on the structure of chapters III and IV.

Chart 3 indicates the relative roles of all those assisting in the formulation of specific community guidelines of manuals.

### ACTION AT THE LOCAL LEVEL

1. *The production of a local manual for emergency shelter and post-disaster housing provision.* This will probably be necessary in all situations. It is suggested that its structure follow the principles discussed in this study with modifications, where necessary, in light of local conditions.

CHART 3

## Roles in developing advice for use at the local level

Key:  
 \*\*\*\* Major role;  
 \*\*\* Substantial role;  
 \*\* Intermediate role;  
 \* Minor role;  
 — No role.

Personnel involved with the development of guidelines	Actions to be taken at the local level				
	Production of local manual on emergency shelter and post- disaster housing	Incorporation of advice on emergency shelter in local contingency plans	Introduction of statutory provisions (i.e. draft legis- lation)	Introduction of training programmes	Introduction of public education programmes
Local builders/craftsmen . . . . .	***	***	*	***	*
Local community leaders . . . . .	*	***	*	***	****
Local government officials . . . . .	***	****	****	***	****
Local architects/engineers . . . . .	***	***	***	***	**
Field directors of voluntary agencies . . . . .	***	**	—	****	**
Government building research officials . . . . .	**	****	****	***	*

2. *The incorporation of advice on emergency shelter and post-disaster housing provision in local contingency plans.* It may be appropriate to integrate plans for shelter and housing with advice on building needs for other sectors (health, food storage, etc.).

3. *The introduction of statutory provisions.* If land-use controls or building regulations do not exist they should be drafted for legislative action. However, the local administration must also have, or develop, the capacity to enforce regulations.

4. *The introduction of training programmes for local personnel and field staff.* Training in shelter management, and improved building construction, including hazard resistant building techniques, is necessary at the field level.

5. *Public education.* All levels of the public (i.e. school children, public institutions, public officials etc.) will need to be better educated and informed on the characteristics of local natural hazards, the likely behaviour of structures, and elementary community preparedness.

PERSONNEL TO BE INVOLVED IN THE DRAWING UP OF LOCAL GUIDELINES<sup>34</sup>

The personnel needed will vary according to local conditions, but ideally should include the following representatives:

Local builders or craftsmen: it may be difficult to secure this involvement, but their potential contribution is considerable;

Local government officials involved with the management of relief and reconstruction programmes: ideally, these officials should chair committees and sub-committees for various components of relief programmes;

<sup>34</sup> Though it is possible that local personnel may feel that they lack the necessary expertise to undertake this assignment, their experience should not be under-estimated. If, however, after detailed searches the appropriate skills are not found to be available locally, outside sources may be able to help, beginning with the central government and extending to the international community via the United Nations system or other international relief or development agencies.

Local architects and engineers who are sensitive to low-income housing issues.

Field directors of voluntary agencies with local post-disaster housing experience.

All government research bodies concerned with disaster management and risk mitigation.

## SCOPE AND CONTENT OF INFORMATION NEEDED FOR DRAWING UP LOCAL GUIDELINES

1. *Hazard, vulnerability and risk.* The risks must be studied and known. Case studies and damage surveys of previous disasters are necessary to estimate vulnerability. All historical records will be useful for undertaking probabilistic studies of hazard and risk.

2. *Resources.* Detailed inventories will need to be made of the following:

The resources of the normal housing process;

Local public buildings that can be requisitioned in the event of an emergency;

Local training bodies;

Local institutions/agencies, both governmental and non-governmental, with an interest in emergency shelter and post-disaster housing;

Local expertise available to assist with hazard-resistant design and building, as well as all aspects of building management;

Relevant printed matter—manuals, handbooks, reports case studies, etc.

3. *The dissemination of guidelines.* The resulting information will need to be disseminated in a form appropriate to the target audience, which will probably include:

The elected or chosen leaders of communities at risk, whose need will be for information and advice concerning their roles and the protective measures that can be undertaken within the community at minimal cost;

Local institutions, especially those which have had no previous experience of shelter or housing, but which may be able to give important assistance in the implementation of training programmes (e.g. agricultural co-operatives);

Local non-governmental agencies concerned with relief assistance;

Local private building enterprises, including supply firms, contractors, craftsmen and building finance organizations;

Local government agencies concerned with housing, building and the environment;

Local experts.

Broader dissemination may be achieved through such means as village or community meetings and workshops, pamphlets containing simple guidelines, and training programmes for local builders and craftsmen. Ideally, effective dissemination to a diverse audience will be the responsibility of the local government officials who chair disaster relief. The ultimate aim must be to secure an individual concern, backed up by the authority and resources of the local government.

4. *The development of local guidelines.* The process of information gathering and analysis must be regarded as continuous. In normal times this will largely be a ques-

tion of maintaining the information base outlined above. In ideal circumstances it will be the responsibility of a single individual (with a deputy), familiar with the local guidelines and able to assume control. In the event of a disaster actually occurring, monitoring procedures must be established *at once* to evaluate the effectiveness of the existing guidelines, so that improvements can be made in the light of practical experience.

#### Key Reference

Few examples, if any, example of the kind of local manual envisaged in this section appear to have been produced up to now. Closest in terms of scope and content is the *Sri Lanka Cyclone Handbook*, edited by Everett M. Ressler and David Oakley, for the United Nations Development Programme (UNDP), published by the Ministry of Local Government, Housing and Construction, Government of Sri Lanka, 1979.