

**UNITED NATIONS
(OFFICE OF THE UNITED NATIONS
DISASTER RELIEF CO-ORDINATOR)**

and

INTERNATIONAL ATOMIC ENERGY AGENCY

Memorandum of Understanding on co-operation in the field of disaster relief (with attached Guidelines on the role of United Nations Development Programme resident representative in respect of pre-disaster planning and disaster relief). Signed at Geneva on 2 March 1977, and at Vienna on 25 April 1977

Authentic text: English.

Filed and recorded by the Secretariat on 25 April 1977.

**ORGANISATION DES NATIONS UNIES
(BUREAU DU COORDONNATEUR
DES NATIONS UNIES
POUR LES SECOURS EN CAS DE CATASTROPHE)**

et

**AGENCE INTERNATIONALE DE L'ÉNERGIE
ATOMIQUE**

Protocole d'accord relatif à une coopération en matière de secours en cas de catastrophe (avec, en annexe, les Principes directeurs concernant le rôle du Représentant résident du Programme des Nations Unies pour le développement dans les plans de protection et les secours en cas de catastrophe). Signé à Genève le 2 mars 1977, et à Vienne le 25 avril 1977

Texte authentique : anglais.

Classé et inscrit au répertoire par le Secrétariat le 25 avril 1977.

MEMORANDUM OF UNDERSTANDING¹ BETWEEN THE DIRECTOR
GENERAL OF THE INTERNATIONAL ATOMIC ENERGY AGENCY
AND THE UNITED NATIONS DISASTER RELIEF CO-ORDINATOR

WHEREAS the General Assembly of the United Nations, by resolution 2816 (XXVI),² endorsed the Secretary-General's proposals for the establishment of an adequate permanent Office in the United Nations (hereinafter referred to as "UNDRO") to be the focal point in the United Nations system for disaster relief matters and which would be headed by a Disaster Relief Co-ordinator authorized, on the Secretary-General's behalf, *inter alia*, to carry out specific duties connected with the timely and efficient provision of appropriate relief following disasters; the institution and improvement of disaster preparedness measures, and the promotion of the study, prevention, control and prediction of natural disasters; and

WHEREAS the General Assembly by the same resolution recommended that the Disaster Relief Co-ordinator should maintain contact with the Governments of States members of, *inter alia*, the International Atomic Energy Agency (hereinafter referred to as "IAEA") concerning available aid in emergency situations; and

WHEREAS IAEA is authorized under its Statute³ to establish or adopt, in consultation and, where appropriate, in collaboration with the competent organs of the United Nations and with the specialized agencies concerned, standards of safety for protection of health and minimization of danger to life and property; and

WHEREAS IAEA has the technical knowledge and expertise to provide advice following radiation accidents and to act as an intermediary in acquiring assistance from member States; and

WHEREAS the consequences of major radiation accidents make it desirable to co-ordinate the activities of IAEA and UNDRO more closely with respect to disaster relief, in order to make the most effective use of the services available in IAEA and UNDRO for the benefit of countries in which radiation accidents have occurred; and

WHEREAS articles XI and XII of the Agreement concerning the relationship between the United Nations and the IAEA⁴ call for co-ordination of the activities of IAEA with those of the United Nations, to avoid overlapping and duplication, and for co-operation between the Secretariat of the United Nations and the staff of IAEA to maintain a close working relationship;

NOW THEREFORE the Director General of the International Atomic Energy Agency and the United Nations Disaster Relief Co-ordinator have agreed to the following arrangements:

1. GENERAL RESPONSIBILITIES OF UNDRO AND IAEA

UNDRO's role is that of an over-all co-ordinator of all aspects of disaster relief assistance. IAEA has operational responsibilities for co-ordinating relevant technical and scientific assistance following a radiation accident. UNDRO has a responsibility for mobilizing, directing and co-ordinating the other types of assistance that may be given by donors with the technical and scientific assistance provided by IAEA, or by

¹ Came into force on 25 April 1977 by signature, in accordance with article 9.

² United Nations, *Official Records of the General Assembly, Twenty-sixth Session, Supplement No. 29 (A/8429)*, p. 85.

³ United Nations, *Treaty Series*, vol. 276, p. 3.

⁴ *Ibid.*, vol. 281, p. 369.

States members of IAEA. UNDR0 is also responsible for providing information to the international community on the emergency situation as a whole.

2. DISASTER-RELATED ACTIVITIES IN RESPECT OF WHICH UNDR0 AND IAEA WILL CO-OPERATE

(i) UNDR0 works in three main fields of activity, namely prevention of disasters, pre-disaster planning and disaster relief co-ordination.

(ii) IAEA and UNDR0 will co-operate in the promotion of disaster prevention, particularly as it affects nuclear facilities located in developing countries. This co-operation will focus particularly on composite risk analysis and mapping for site selection purposes. The provision of advice to Governments, at their request, on all safety factors during the planning, construction and operational phases of nuclear facilities remains a responsibility of IAEA.

(iii) IAEA will provide upon request from the affected Government or UNDR0 relevant technical and scientific assistance whenever the effects of a natural disaster threaten or cause damage to a nuclear installation which might result in a radiation accident.

(iv) In the disaster preparedness activities of UNDR0, technical co-operation missions are sent to disaster-prone countries to give advice to the Government on the establishment or improvement of disaster relief machinery, the formulation of emergency plans, the training of personnel, and other measures which should be taken in advance of a disaster. IAEA will provide upon request from the Government of a country in which a nuclear facility is planned, under construction, or already exists, or from UNDR0, advice on the special precautions which should be taken into account in formulating emergency plans necessary for dealing with any radiation accident which may occur.

(v) After a radiation accident, IAEA and UNDR0 will co-operate with respect to disaster relief assistance. IAEA upon request will advise UNDR0 of any special precautions or preparations which should be taken or made by relief personnel (other than technical personnel) sent to the stricken country, and of any special requirements for packaging, transporting and handling of relief supplies, for the benefit of people remaining in or evacuated from an area affected by radiation. IAEA will also, on request, and subject to the availability of funds, send one or more staff members to Geneva to work in UNDR0's Co-ordination Centre during the acute emergency phase of the disaster.

(vi) IAEA will, following disaster relief assistance provided by the United Nations system, from time to time inform UNDR0 of its assistance which relates to the longer-term rehabilitation and reconstruction of disaster-stricken areas.

3. REQUESTS FOR DISASTER RELIEF ASSISTANCE

(i) Requests received by UNDR0 from Governments of stricken countries for assistance following disasters are regarded as having been addressed to the United Nations system in general. Should a request be made to UNDR0 following a radiation accident, UNDR0 will immediately inform IAEA, and UNDR0 and IAEA will then consult together on the action to be taken.

(ii) IAEA will inform UNDR0 as soon as possible of any request made within its emergency assistance scheme, by any of its Member States. IAEA and UNDR0 will then consult together on further action to be taken.

(iii) When disaster relief assistance is being considered or provided by IAEA, or mobilized by UNDR0, each Party will inform the other of any contributions

made to it, or known to have been made bilaterally to the disaster-stricken country by donors, which are liable to satisfy or modify the request made by the Government of the disaster-stricken country.

4. JOINT ACTION IN THE FIELD AND MISSIONS TO DISASTER AREAS

(i) UNDRO has arranged for the establishment in developing countries of standing United Nations Disaster Teams (as referred to in the "Guidelines to Resident Representatives" attached to this Memorandum of Understanding) under the responsibility of the UNDP Resident Representative and with the participation of other UN agencies and other interested parties present in these countries, including diplomatic missions. In an emergency situation following a radiation accident, IAEA will arrange for members of its staff to join the Disaster Team, and to be responsible for the assessment of relevant technical and scientific requirements. The action to be taken in respect of these requirements will be determined by IAEA and will be subject to the resources available to it.

(ii) UNDRO will, at its discretion, send a representative or representatives from its headquarters to the disaster area for on-the-spot assessments of emergency relief requirements other than those of a technical or scientific nature and to advise the Government of a disaster-stricken country.

5. EXCHANGE OF INFORMATION

IAEA shall keep UNDRO informed of its activities in the field of handling radiation accidents, in general, and of any changes in its emergency assistance scheme, in particular. In general, IAEA and UNDRO recognize that the rapid exchange of information on all matters of mutual interest is of paramount importance. To this end IAEA and UNDRO will in all cases keep each other fully informed of any action they are taking and will, in particular, send each other copies of relevant cables and other communications. IAEA and UNDRO will take the necessary measures to ensure that copies of cables and other communications reach the other as rapidly as possible.

6. CONFIDENTIAL INFORMATION

Nothing in this Memorandum of Understanding shall be construed to require or permit UNDRO and IAEA to furnish to a third party any confidential information which may be received or obtained as a result of any of their activities undertaken in co-operation.

7. FINANCIAL ARRANGEMENTS

When donated funds are transferred from one agency to the other for the implementation of some action related to a disaster emergency, reciprocally no "overhead cost levy" or other fee will be charged. Interest on funds held by either Party pending actual disbursement will be credited to the Trust Fund set up for the particular operation for which the funds are destined in accordance with the Financial Regulations, Rules or Practices of the Party maintaining the Trust Fund. Final accounting of such transactions will be rendered in due course. Any unspent balance will be returned to the donating agency. Narrative reports of action taken and results achieved by IAEA or UNDRO in using funds originally contributed to the other Party will, whenever practicable, be furnished so that they may be communicated to donors.

8. REVIEW OF COLLABORATION

The Director General of the International Atomic Energy Agency and the United Nations Disaster Relief Co-ordinator or their representatives will meet from time to time in order to review and evaluate the effectiveness of their collaboration in disaster-related matters, and to evolve any improvements as may prove desirable in the light of the experience gained.

9. ENTRY INTO FORCE, AMENDMENT AND DURATION

This Memorandum of Understanding will enter into force upon its signature by the Director General of the International Atomic Energy Agency and the United Nations Disaster Relief Co-ordinator, and may be amended by mutual agreement. It will remain in force until such time as it is terminated by one agency giving the other three months' written notice of termination.

[Signed]

SIGVARD EKLUND
Director General
International Atomic Energy
Agency

Vienna, 25 April 1977

[Signed]

FARUK N. BERKOL
Under-Secretary-General
Disaster Relief Co-ordinator

Geneva, 2nd March 1977

ROLE OF RESIDENT REPRESENTATIVE IN RESPECT OF PRE-DISASTER PLANNING AND DISASTER RELIEF

INSTRUCTIONS

I. *Introduction*

1. Increasing international concern over the effectiveness of assistance from the world community in cases of disaster led the General Assembly, by resolution 2816 (XXVI) of 14 December 1975 to request the Secretary-General to appoint a Disaster Relief Co-ordinator and establish the Office of the United Nations Disaster Relief Co-ordinator (UNDRO). The functions of the Co-ordinator and his Office are essentially (i) to provide advice on pre-disaster planning and disaster preparedness in developing countries; (ii) to obtain precise information as to relief requirements in disaster emergencies; (iii) to mobilize and co-ordinate disaster relief from the international community; (iv) to maintain a clearing house in Geneva for the exchange of information and for the matching of needs with supplies and services; (v) to keep on record information as to the emergency assistance which donor countries and organizations are prepared to furnish; (vi) to promote the study, prevention, control and prediction of natural disasters, including the collection and dissemination of information concerning technological developments.

2. The Assembly resolution takes note of "the key role which the Resident Representatives of the United Nations Development Programme could play at the country level . . ." In fulfilling this role, Resident Representatives are assured of the fullest co-operation of the United Nations Disaster Relief Co-ordinator and his office. By effective action in disaster situations, Resident Representatives can make a notable contribution to the well-being of the countries in which they serve.

3. The General Assembly resolution speaks of “natural disasters and other disaster situations”. Consequently the Co-ordinator may be called upon to act in disasters other than natural disasters, and Resident Representatives in any country may be involved.

4. By agreement with the Administrator, Resident Representatives of UNDP also represent the United Nations Disaster Relief Co-ordinator. Their role requires them to take certain steps in advance of as well as during disaster emergencies.

5. The key to effective emergency rescue and relief action lies in advance planning and preparedness, and the primary responsibility for establishing adequate administrative and operational machinery to this end and for undertaking preventive measures rests with the Governments of the countries concerned. In this connexion, Resident Representatives are advised to call the attention of appropriate Governmental authorities to provisions of paragraph 8 of resolution 2816 (XXVI).

II. *Action to be taken at the pre-disaster planning stage*

Pre-disaster planning

6. Pre-disaster planning may be defined as comprising two main fields of activity: activities related to disaster mitigation and prevention and activities related to preparedness for relief. The former are measures geared to preventing natural phenomena from resulting in major disasters and the latter are measures geared to organizing timely and effective rescue, relief and rehabilitation. In other words, the former aim at preventing, to the extent possible, the occurrence of a disaster situation while the latter concentrate on taking all possible advance steps to handle a disaster situation efficiently. While this distinction is convenient when considering the wide array of disaster-related measures, it is largely arbitrary and no one aspect can be dealt with in isolation: the various activities are all interrelated and often the same persons will be responsible for both prevention and preparedness.

7. The role of Resident Representatives in both fields is mainly that of a catalyst: to promote awareness of certain problems and to stimulate action by the Government. They should bring the following three aspects to the attention of Governmental authorities, particularly — but not only — when country programmes of technical co-operation are being formulated:

(a) Natural disasters have a severe impact on development, both as a result of the loss of production and the destruction of productive capacity which occur, and as a result of the effort needed for reconstruction purposes. For many developing countries where natural disasters are a recurrent problem, economic losses due to disasters are every year much greater than the total assistance, bilateral as well as multilateral, that these countries receive from abroad. For many of them, their whole development is in fact negated by disasters — for these countries especially, country and inter-country programmes should give adequate priority to projects related to disaster prevention and mitigation.

(b) 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 (see subparagraph (c) below). Even in the case of one form of natural phenomenon the path of which it is difficult to forecast in advance, namely tropical storms (called typhoons, cyclones or hurricanes, according to their geographical

location), over 90 per cent of the damage and casualties caused are due to the flooding which generally accompanies such storms and not to wind action — which means, here again, that many precautionary measures can be taken as the flood-prone areas are easy to identify.

(c) Some of the most basic and effective preventive measures are also among the least costly. They pertain basically to physical planning and land use legislation (zoning laws, etc.). Where it is possible to introduce such measures sufficiently early, and in a systematic fashion, the costs of prevention may be relatively small.

8. While the above summary is certainly a simplification, it provides some of the principles which may guide Resident Representatives in considering how action to minimize disaster risks can be taken within the framework of the country programme. In the following paragraphs, a summary description of preventive and preparedness measures which Resident Representatives can help promote is given, together with specific guidelines on particular aspects where early action by the Resident Representatives can help reduce considerably the impact of disasters or accelerate the recovery process.

Disaster prevention and mitigation

9. The measures mentioned in paragraph 7 (c) above, together with measures 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 to the extent possible that whatever settlements are established in these risk areas can withstand high-velocity winds, earthquakes or other violent phenomena.

10. Other basic preventive measures may consist in providing information to the public on disaster risks involved in specific situations. Ignorance and poverty, or both elements combined, often contribute to increasing the seriousness of disaster situations, which could be avoided if the exposed population has been made properly aware of the risks at hand. Such awareness may involve, in addition to the information of the public at large, the training of specific groups such as construction workers, since 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, such as tropical storms (cyclones, hurricanes, typhoons) or floods, the population has to be taught to heed the warnings; they must be told what the warnings mean and what action they are supposed to take when a warning is issued.

11. There can, of course, be no effective prevention of disasters and no warning system, without an understanding of how specific natural phenomena causing disasters occur. The scientific study of disasters for forecasting, warning and control purposes is therefore another necessary element in disaster prevention.

12. In all these fields, the Resident Representatives can play a useful role in disaster-prone developing countries by contributing to bringing about an awareness of the risks involved and of what can be done to reduce them and by encouraging the assignment of adequate priority to measures having a direct impact on disasters. In this respect, action taken during the reconstruction phase of disasters is of great importance, as it is particularly at that time that specific measures must be adopted to avoid the recurrence of past mistakes such as cities or villages being located in the wrong place or buildings constructed without taking into account the disaster risks involved. However, the Resident Representative's main role with respect to 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. In low-lying areas exposed to storm surges, much can be done by way of prevention by setting up simple refuges (reinforced two-story buildings, levees, etc.) for people and livestock, which will enable them to be safe during the few hours when the whole countryside is submerged under a few feet of water. In those areas, and areas exposed to tropical storms in general, the establishment of adequate warning systems should clearly also be promoted by the Resident Representatives. This stems as much from the need to do everything possible to avoid the human suffering due to disasters as from a realization of the heavy impact of disasters on the economy of the stricken countries and their development process. Multipurpose projects such as dams for the production of electricity, irrigation and flood control also have a clear contribution to make to disaster prevention. The same can be said of many other projects: irrigation schemes which may lessen the effects of droughts and avoid food shortages and consequent famines, reforestation projects which will lessen flood risks by slowing down the run-off of rain water as well as the silting-up of river beds, town-planning and country-planning projects which will lessen all disaster risks, the establishment of building centres for the development of buildings that can withstand earthquakes and/or high-velocity winds, etc. It is clear that a number of UN agencies, WHO, FAO, UNESCO, WMO, and others, have an important part to play in the broad field of disaster prevention.

Disaster preparedness

13. Whatever is done to prevent natural disasters, some will still occur. Steps must, therefore, be taken to make contingency plans to cope with such disasters as effectively as possible, the objective being not only to save lives and lessen human suffering but also to enable life to return to normal in the stricken area within the shortest possible time.

14. Preparedness is the key to this, as the rescue and relief of the trapped, injured and homeless require a great deal of pre-planning and co-ordination of activities and also the availability of equipment and manpower trained in rescue operations.

15. Basically, preparedness for relief involves the setting up of an adequate administrative and organizational machinery, with one man at the top responsible for the co-ordination of all activities; the preparation of operational plans for immediate implementation after a disaster strikes assigning specific responsibilities to the various governmental, non-governmental and voluntary agencies involved; the training of rescue and relief personnel, including armed forces, hospital and ambulance services, fire department staff, etc.; the stockpiling of supplies to satisfy 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 operations. It also involves the setting-up of adequate communications and public information systems.

16. Resident Representatives can help improve the situation with respect to disaster preparedness in a variety of ways. As a first stage, UNDR0 would greatly appreciate the co-operation of the Resident Representatives in obtaining detailed information on the present status of disaster preparedness and disaster prevention in developing countries.* Based on this information and on details which UNDR0 may collect directly through discussions with the Resident Representatives and the various

* The information provided to UNDR0 should indicate, *inter alia*, the most appropriate ways of shipping relief material (by sea, by air, via a neighbouring country, etc.) and the recommended ports of entry by air, by sea or by road.

Government agencies, an attempt will be made to define a strategy for action at the country level according to the disaster risks involved and other pertinent factors. In countries which are particularly disaster-prone, this may include recommendations for inclusion in their country programmes of projects focusing both on disaster prevention and disaster preparedness as defined above. It will be recalled, in this [respect], that in its recommendation 18, which was later endorsed by the General Assembly, the Stockholm Conference on the Human Environment recommended that "the question of disaster prevention should be seen as an integral part of the country programme as submitted to, and reviewed by, UNDP". UNDRRO suggest that, whenever possible, projects included in the country programme should cover both disaster prevention and preparedness. UNDRRO can also assist by providing experts on short-term assignments to help countries set up an adequate relief machinery, formulate emergency plans and generally be prepared to cope with disasters.

III. *Disaster relief co-ordination*

Communications

17. UNDRRO possesses an information clearing house in its Relief Co-ordination Section in the Palais des Nations, Geneva, with its own telex machines and cable address, which maintains 24-hour coverage every day of the year. To the extent that telex machines are available to Resident Representatives, they can communicate directly with UNDRRO by this means. Alternatively they can use existing United Nations or commercial cable channels, or the telephone.

18. UNDRRO's telex number is 28148

Cables: UNDRRO GENEVA

Telephone: Geneva 31.02.11 or 34.60.11

Address: Office of the United Nations Disaster
Relief Co-ordinator (UNDRRO)
Palais des Nations
CH 1211 Geneva 10
Switzerland

19. Resident Representatives should explore in advance other possible means of communication for use in case telex cables or the telephone become inoperative. Such means could include radio facilities in local embassies and amateur radio operators. If necessary, UNDRRO may be able to send short-wave radio equipment and operators to a disaster area.

20. UNDRRO will communicate with the Resident Representative through whichever of the foregoing channels are most expeditious in the particular circumstances.

United Nations Disaster Team

21. The first essential is for Resident Representatives to make accurate assessments of the emergency aid to be requested from abroad, upon which UNDRRO can act with confidence. In practice, when disasters have occurred, some Resident Representatives have created an *ad hoc* United Nations "team" or "task force" comprising representatives of relevant UN agencies in the area.

22. In view of the need for and importance of concerted United Nations action, it is recommended that Resident Representatives in disaster-prone countries establish, informally, a standing "United Nations Disaster Team" composed of themselves, as having primary responsibility with regard to UNDRRO, and of representatives of other United Nations Agencies in the country. In this connexion, other

UN agencies have undertaken to inform their field representatives of the desirability of collaborating with the Resident Representatives in defining roles and elaborating details of co-operation for disaster emergencies, and of identifying personnel, supplies and vehicles which, in critical situations, could be temporarily diverted to the needs of disaster relief.

23. The standing UN Disaster Team desirably would hold periodic meetings to define sectors and formulate procedures for respective action by the members when disasters strike. The team should, through the Resident Representative, establish a permanent liaison with the Government disaster co-ordinator if one exists, or with whatever other authority has been charged with the responsibility for national disaster relief co-ordination. While the team would be composed essentially of United Nations officials, other parties can and, wherever appropriate, should be invited to participate, such as the local Red Cross, Red Crescent or Red Lion and Sun Society, representatives in the country of international voluntary agencies such as Catholic Relief Services, CARE, Lutheran World Federation, OXFAM, Save the Children Fund, or World Council of Churches, to name but a few, and representatives of foreign embassies which traditionally offer aid when disasters strike. UNDRO would appreciate being informed of the progress made in the formation of such teams.

24. The standing United Nations Disaster Team described above is intended to facilitate the task of the Resident Representative in arriving at an accurate and dependable assessment of the international aid required, and should not be confused with the Government's responsibilities for the co-ordination of rescue and relief as indicated in paragraph 5. 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 by a Resident Representative on behalf of UNDRO in a disaster emergency. Experience has demonstrated how difficult it may be to reach accurate assessments of requirements. In the throes of tragedy, local authorities may request large quantities of relief items without the benefit of accurate calculation in relation to the number of stricken people in need and the probable duration of the emergency. UNDRO's requests to donors imply a certain confirmation of validity in respect of the humanitarian emergency needs to be met. It is here that the Resident Representative, utilizing the expertise available in the United Nations Team and in consultation with the Government, must screen and assess with the greatest possible accuracy the nature and extent of needs, the degree to which these can be met by existing local resources including those of the UN family, and the specific kinds and quantities of relief supplies and services which are required from the international community. UNDRO is dependent on the Resident Representative for authoritative information in this regard upon which to base its requests to donors. It is of corresponding importance that, as far as possible, all members of the team should reach agreement regarding needs and priorities, so as to ensure the maximum consistency in the reports and representations for aid made to their respective organizations and to the outside world in general.

25. In a serious disaster UNDRO will send an experienced relief specialist at short notice to advise and assist in the assessment of needs and the co-ordination of donor inputs.

Reporting

26. UNDRO bears the central United Nations responsibility for action in disaster situations and consequently all communications related thereto must come directly to it in Geneva, by the means described in paragraphs 17, 18 and 19 above. Resident Representatives should repeat their messages to the UNDP Regional

Bureau concerned in New York. Representatives of other United Nations agencies in the disaster area will as necessary report directly to their respective headquarters, but their information desirably should be in agreement with that of the Resident Representative, as indicated in the last sentence of paragraph 24.

27. Resident Representatives may sometimes have advance information when a disaster threatens, e.g., a hurricane warning may be issued by an official weather bureau; heavy rains may forecast flood conditions. When they judge such information to be reliable, they should alert the UN Disaster Team and notify UNDRO in Geneva at once. UNDRO may thus in some cases be enabled to take standby action which could gain valuable time in the delivery of relief aid subsequently required. Resident Representatives should also keep UNDRO informed of any humanitarian emergencies which may be anticipated because of droughts, crop failures, or other occurrences.

28. When a disaster occurs, Resident Representatives should send a report immediately to UNDRO, by telex, cable or telephone, even before it is known whether the Government is likely or unlikely to request international relief aid, and without waiting for UNDRO to ask for such a report. As more and more donor Governments and organizations look to UNDRO for guidance in disaster situations, UNDRO receives enquiries whenever disasters are reported in the news media and needs to be able to respond promptly with accurate information from the field, even if external help is not likely to be required.

29. The Resident Representative's 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 local resources ascertained. As far as possible the reports should cover the following points:

- (1) Nature of disaster.
- (2) Date or period of its occurrence.
- (3) Name of area affected.
- (4) Estimate of number of people killed.
- (5) Estimate of number of people injured.
- (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? Is the National Red Cross or Red Crescent or Red Lion and Sun Society making an appeal to the League of Red Cross Societies? 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, foodstuffs, shelter material, bedding, blankets, clothing, soap, generators, ambulances and other vehicles, dinghies, out-board motors, helicopters, other transport aircraft, etc.

- (12) Whether any of the required relief supplies are available for local purchase by or through the Resident Representative and, if so, in what quantities and at what costs.
- (13) If foreign relief personnel are required, their number and qualifications.
- (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.

30. As the foregoing information is received, UNDRO will communicate with those donor sources which, according to the information registered in UNDRO's data bank, seem likely to be able to supply the type of assistance required. These sources are Governments, inter-governmental organizations and non-governmental organizations. Requests to donors on the UNDRO network are co-ordinated, when indicated, with those made to national Societies by the League of Red Cross Societies.

31. As commitments are obtained from donors, UNDRO will feed back to Resident Representatives details as to the nature, quantities, mode of shipment and arrival times of relief supplies.

32. Resident Representatives should telex or cable prompt acknowledgements of arrival of supplies furnished through UNDRO and should report all relief donations from other sources. They should also report on arrangements made by the appropriate authorities for the control and utilization of relief supplies.

Other relief actions

33. As the case may warrant, the Co-ordinator may arrange a grant for emergency assistance from United Nations funds (of which \$200,000 are available yearly for this purpose), with a normal ceiling of \$20,000 per country in the case of any one disaster. Resident Representatives may also request up to \$20,000 from UNDP Headquarters for disaster emergencies in accordance with instructions issued by the latter.* Such UNDP funds are not to be considered as replacement for United Nations funds which might be approved by the UN Disaster Relief Co-ordinator, nor will a UNDP contribution follow automatically or be otherwise subject to such approval. Nevertheless, in each case UNDRO should be informed of the proposed action so that consultation can take place between the Field, UNDP Headquarters and UNDRO without delay.

34. Resident Representatives should inform the Co-ordinator whether in their view the aforementioned United Nations grant or grants would be appropriate, what specific emergency items are required, and whether local or regional procurement of these items by the Resident Representative is possible. In this latter connexion, it has been agreed with UNDP that, upon specific authorization from the UNDP Division of Finance following a request by UNDRO, Resident Representatives may utilize their imprest accounts for immediate purchases up to the amount authorized and for the items agreed upon, such amounts to be subsequently reimbursed by UNDRO to UNDP through IOV sent to UNDRO, Geneva, with the supporting documentation covering the items procured. Upon request by the Resident Representative or his

* UNDP/ADM/Field/51/Add.1 of 16 December 1974. See also paragraph 46 of these instructions.

Deputy, the UNDP Division of Finance may take steps to temporarily increase the amount of the Resident Representative's imprest account.

35. While relief aid mobilized by UNDRO is generally flown or shipped directly to the disaster area by donors (see paragraph 31), UNDRO also receives cash contributions for particular emergency situations which may be used for local, regional or overseas procurement as the case may warrant.

36. UNDRO can often obtain from airlines on regularly scheduled flights free transportation of limited quantities of relief supplies, and of relief personnel, by virtue of resolution 200 of the International Air Transport Association (IATA). Full plane loads of supplies and/or equipment require special flights on aircraft furnished by Governments and other donors, or under charter arrangements made with contributed funds. UNDRO grant funds may be applied, where absolutely necessary, towards the cost of transporting relief supplies locally. As far as possible, this should be done on a reimbursable basis.

37. Aid may be forthcoming at once from foreign embassies in the disaster area, some of which may have powers permitting the immediate disbursement of funds, and which may also summon from their countries still more significant help in cash or kind. UNICEF, FAO/WFP, UNESCO, WHO and other organizations and bodies will often provide important assistance. The League of Red Cross Societies, with which UNDRO works in close relationship, can appeal to some or all of the national Societies to provide funds or supplies. Voluntary agencies often have large resources for disaster relief at their disposal. Resident Representatives may also receive contributions locally, the disposition of which should be agreed with the appropriate Government authorities concerned with disasters and the information reported to UNDRO (see paragraph 32).

Government requests

38. With reference to item (9) in paragraph 29 above, paragraph 1 (b) of resolution 2816 (XXVI) indicates that UNDRO should mobilize and co-ordinate relief activities "in response to a request for disaster assistance from a stricken State". Resident Representatives should ensure that the Government is aware of this provision, among others, of the resolution. Normally, and preferably, such request should be made to the Resident Representative on the spot. However, it may be made to the Co-ordinator by a Government Mission in Geneva, or by a Permanent Delegation to the United Nations in New York, in either of which cases the Resident Representative will be immediately informed by UNDRO. Whenever a request for aid is made by a Government to UNDRO, it is understood to be equally applicable to all members of the UN family; for example, it should not be necessary for UNICEF or WFP to obtain additional independent requests from the Government in order to respond to a disaster emergency.* On the other hand, in the light of the nature and extent of a disaster, a Government may desire only one or two specific kinds and quantities of aid, e.g., food from WFP/FAO, vaccines from WHO, or vitamins from UNICEF, and may accordingly make a request or requests directly to such organization(s). In such cases, the Resident Representative should (a) urgently ensure that the Government is aware of UNDRO's co-ordinating function, (b) confirm the nature and the size of the requests made directly to other UN bodies, and (c) inform UNDRO accordingly, giving his recommendations as to any co-ordinating role which UNDRO might usefully undertake.

* UNDP Resident Representatives, in their capacity as local representatives of WFP, should, however, keep that organization informed, as required.

Government facilities

39. Regarding items (13) and (14) in paragraph 29 above, Resident Representatives are advised to discuss with the Government the introduction of appropriate standing arrangements whereby, when the Government has requested UNDRO/United Nations assistance in a disaster situation, there will be granted:

- (i) facilities for entry into the country (e.g., by waiving of visa requirements and/or advance clearance) of any representative of the Co-ordinator or other relief personnel who, in agreement with the Resident Representative, it may be deemed desirable to dispatch to the area;
- (ii) an exemption from customs dues and from any other levies (such as landing and handling charges for aircraft) and/or restrictions upon the entry of relief supplies and equipment and on the landing of aircraft, dispatched under the sponsorship of UNDRO or other UN agency;
- (iii) the "most favourable rate of exchange" for any funds made available to the area for relief purposes under sponsorship of UNDRO or other UN agency;
- (iv) exemption from taxes on local purchases of relief items.

Other general suggestions

40. Photographs and films of a disaster and of aid rendered can help considerably to secure external support for the United Nations continuing programme in this field. Resident Representatives should try to send to UNDRO some typical photographs of the disaster and of the arrival and distribution of relief supplies, utilizing the OPI and/or UNICEF offices if available.

41. UNDP offices should keep on hand a small stock of UN flags, armbands and stickers, for eventual identification of UN offices, personnel and vehicles in critical emergency situations.

42. Resident Representatives are invited to furnish UNDRO with their home telephone numbers and those of their immediate assistants, to be used only outside of normal working hours when strictly necessary in a disaster emergency. It is assumed that UNDP offices and communications facilities will be kept open and functioning during disaster emergencies irrespective of weekends and holidays.

IV. *Rehabilitation and reconstruction after a disaster*

43. 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."

44. No firm criteria are applicable as to the duration of a disaster emergency and the precise moment at which the Co-ordinator's responsibilities should come to an end. Every disaster has different characteristics, and the transition from the emergency stage into that of rehabilitation and reconstruction is governed by factors such as the country's own capacity for recovery, the extent to which emergency needs have been met, the formulation of bilateral aid arrangements, and the scope of programming by UNICEF, UNDP, FAO/WFP, UNESCO, WHO, IBRD and other UN bodies.

45. UNDRO can perform a useful function in the transitional period 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., as regards physical planning, zoning and building techniques—and UNDR0 may be in a position to furnish guidance in respect of such measures. In consequence, it will always be helpful for UNDR0 to receive, as the situation evolves, as much information as possible on plans and projects for rehabilitation and reconstruction.

46. In addition to emergency disaster relief assistance (up to \$20,000), UNDP has authority to provide funds from its Programme Reserve for projects relating to rehabilitation, especially rehabilitation planning.* In the event of a disaster, therefore, Resident Representatives may take the initiative in discussing with the Governments concerned the need for any UNDP Programme Reserve resources for projects concerned with rehabilitation. Where it is determined that such assistance is needed, they should convey the requirements, with full details, to the Regional Bureau concerned.

* UNDP/ADM/FIELD/51/Add.1, paragraph 10.