

GUIDELINES FOR AN EMERGENCY RESPONSE

FOREWORD

As the auxiliary of the Royal Government of Cambodia (RGC) in the humanitarian affairs, the CRC's Strategy 2003-2010 has committed to improve the lives of vulnerable people by focusing on four core areas, in which the Disaster Response and Disaster Preparedness is one of them (DR and DP). Within its framework, the Disaster Management Department (DMD) which was established since 1994 has strived to put into practice the disaster preparedness, in form of building capacity as well as providing support to community-initiated-risk reduction measures. In the context of disaster response, step by step, the DMD is moving beyond disaster relief to incorporate increased disaster preparedness activities, in order to focus on longer-term and more sustainable efforts to decrease people's vulnerability and strengthen their individual and community coping capacities.

In consciousness of feeding to the demand of the International Federation of Red Cross and Red Crescent Societies (IFRC) in following up and promoting the existing norms relevant to national disaster response, development of models, tools and guidelines for disaster risk reduction and in response to the commitment of aiming to be a well prepared National Society, the Cambodian Red Cross, with extensive support and directives from the Central Committee and through a wide range of consultations with Red Cross Branches and other disaster management actors, a package of disaster preparedness and emergency response guideline is developed.

The present package of document includes:

- 1. The Principles and basic Rules of Cambodian Red Cross in Disaster relief;
- 2. Disaster Preparedness Policy:
- 3. Emergency Response Policy;
- Guidelines and Code of Conduct for Emergency Response;
- Standard Operating procedures for Cambodian Red Cross Disaster Response Team.

The documents are initial legal papers and *provisional directive tools* for utilization in implementing the disaster preparedness and emergency response operation of the CRC in Head quarter, Branches and Community levels in a more systematic way. In a period of time of application and monitoring, *they will be refined and approved by the Central Committee* as the institutional legal system and procedures.

Phnom Penh, 31 December, 2007, Secretary General

Pum-Chantinie

Table Of Contents

INTE	ODUCTIO	N	1
Chap	ter A- Eme	ergency Response (ER) Guidelines	2
1	. Approac	h	2
2	. Training	needs	2
3	. Participa	tory Risk Assessment(PRA) and Needs assessment	2
		e-Assessment-	2
		apid Assessment	2
		eeds Assessment amage Assessment	2
1		of beneficiaries	2
٦		ter the rapid assessment-	2
		ter the proper needs assessment,	3
5		d need assessment	3
6	•	ncy response operation	3
	•	apid distribution	3
		oper distribution	3
7	. Relief Ite	ems	3
		the safe area or high ground	4
		the scattered evacuations sites	4
0		their home site	4
		ly assistance	4
9		ation & cooperation issues	4
		esources-	4 4
1	۱۱۱۱ ع.و O. Monitorir	formation sharing-	4
'		Ignissues Ionitoring on the process of emergency response operation-	4
		Monitoring on the need of the beneficiary-	4
		Monitoring on how to use the donation, resources-	5
	10.4 N	Nonitoring on staff performance in ER operation-	5
1	1. Evaluatio	on and reporting	5
1	2. Annexes	i	6
Chap	ter B- COD SCENT MC	DE OF CONDUCT FOR THE INTERNATIONAL RED CROSS AND RED EVENENT AND NGOs IN DISASTER RELIEF	12
	troduction		12
	ommitmen	ts	13
GLO	SARY OF 1	TERMS AND ACRONYMS	14

GUIDELINES AND CODE OF CONDUCT OF AN EMERGENCY RESPONSE

INTRODUCTION

The Cambodian Red Cross (CRC) was founded in 1955 and was subsequently recognized by the International Committee of the Red Cross (ICRC) and admitted into the International Federation of Red Cross and Red Crescent Societies (IFRC) in 1960. The legal base of the Cambodian Red Cross is its National Society Statutes and the recognition of the Royal Government as an auxiliary organization in the field of humanitarian affairs.

The Cambodian Red Cross is a largest humanitarian organisation in the country. As an auxiliary to the Royal Government of Cambodia, we work closely with ministries, the UN agencies and non-government organizations and plays a key role in disaster preparedness and disaster emergency response.

The Cambodian Red Cross formulated its strategy 2003-2010 which has been a consultative process whereby the main CRC stakeholders have participated in providing their ideas and recommendations on the future directions and strategies to be taken in order for CRC to achieve its vision, mission and programme objectives.

The process started with a stakeholder analysis of key donors and partners on the external environment in terms of opportunities, and the threats faced by CRC. The staffs in various departments participated in the internal analysis focusing on how to build on CRC's strength, and find ways to reduce its weaknesses.

This Strategy describes how the Cambodian Red Cross can contribute to the poverty reduction of the vulnerable people in Cambodia by becoming a leading humanitarian organization. The CRC commits to achieve this vision by continuing to work as auxiliary to the Royal Government of Cambodia in the field of humanitarian assistance by being an effective partner to its many stakeholders who are also helping people in need.

In supporting the Movement's mission, the CRC will adopt a number of approaches aimed at preventing suffering and improving the lives of vulnerable people by doing the following activities:

- help individuals or communities to better prepare for disaster to mitigate its impact;
- provide assistance to people who due to disaster, experience an increase in vulnerabilities;
- support vulnerable people in their communities by improving the access to basic health care.

Through this understanding, the CRC aims to implement actions and conduct dialogue amongst its many stakeholders, in order to attain the improvement in its humanitarian services to vulnerable people who are affected by disaster.

In response to the Strategy, the CRC is developing a guideline and code of conduct of an emergency response operation for disasters in order to smoothly and effectively achieve its implementation.

Chapter A- Emergency Response (ER) Guidelines

1. Approach

All actors operating the emergency response should strictly followed the basic principles that have been stated in the "*Emergency response policy*" and ensuring its effectiveness by engaging to serve the benefit of the most vulnerable before, during and after disaster strikes.

For achieving the operation with effectiveness, the implementation must be in the right time, right places, right target of beneficiaries and strictly followed the principles.

2. Training needs

A basic training needs have to provide to all staffs, volunteers, VDC and the CCDM at all levels, on what is an **"Emergency response"**. The present guideline should also be disseminated to all involving CRC's Branches, PNSs, NGOs, IOs, and others Agencies.

3. Participatory Risk Assessment(PRA) and Needs assessment

The pre-assessment is a key action that eases the commencement of the Emergency response operation. It is a complex and difficult step of an emergency response. Peoples who are more or less affected by a disaster, all want to be once a beneficiary. It is worth to make sure that the PRA and Needs assessment has to be conducted at the disaster area, in order to identify and prioritize the real beneficiary and their real needs.

3.1 Pre-Assessment-

It is the first action that all Red Cross staff and volunteers should react and define on what is happened? Where is it happened? Who are the affected by what? How it was happened? How many affected beneficiaries? and What are the basic needs to be released for support? Finally, what are the solutions could be undertaken to solve the problem? Only the Assessment team who really know how to take action.

3.2 Rapid Assessment

The assessment is conducted during a disaster scenario and at the location which supposed the most stricken through a quick process: Where, How many, by what incident, what are the necessary needs required. It can be done at the evacuation site or safe area. See Annex 1.

3.3 Needs Assessment

This is to assess the scale and number of people affected. After obtaining the result of the Rapid assessment, it is done in order to gather all necessary information and data base that lead to an action planning for proper Emergency response. A series of format need to be used. See Annex 2.

3.4 Damage Assessment

It is to discover the number of death, injuries, property loss, livestock violated, infrastructure ruined and determine the immediate needs *to serve the most vulnerable*. The results of the damage assessment have to be documented. This damage assessment can be done after the occurrence of a disaster or after the water receded. *See Annex 3*.

4. Selection of beneficiaries

The selection of beneficiary will be carried out after the rapid and needs assessment has been done. Two categories of beneficiary registration will be considered.

4.1 After the rapid assessment-

It is spectacularly defied, due to during the disaster strikes, our assessment team could see the real scenario of their evacuation process. Some exilians can carry along a lot of things and some others cannot. Some amongst them are elderly, widows with many small children as they are the head of households. In such case, the assessment team can register them immediately following the existing criteria of selection, specifically on the safe area or at the high ground or any camp site See Annex 4.

4.2 After the proper needs assessment,

The assessment team should travel around the different disaster spot, place to place to defy the most vulnerable (paragraph 2.3). Normally, the assessment team should work out the mission in collaboration and coordination with the red cross volunteer (RCV) network, village development committee (VCD) members and the commune council for disaster management (CCDM) members to ensure the fairness of beneficiary's selection. It also be based on the selection criteria and strictly follow and respected to the 07 fundamental principles of RC/RC movement. See Annex 5.

5. Damaged need assessment

It is another step that needs to be done after completion of an emergency response operation. Referred to the role and responsibility of the Red Cross National Society, not only to operate the Emergency response but the necessary actions are to be taken for ensuring:

- Adequate safe water and sanitation
- Adequate food and nutrition
- Adequate health care and psychological support
- Adequate temporary shelter etc.

As in the emergency case, we CRC should relies on a close coordination and cooperation with relevant authorities, various organizations to undertake in defining or identifying of other basic needs that have to be address. All data information related to the damaged identified have to inform and disseminate for seeking assistance, such as, houses repairing, seeds to replanting, infrastructure repairing etc.

6. Emergency response operation

Based on the result of the different step of assessment, CRC 's Disaster Management Department in collaboration with relevant CRC 's Unit start to plan the "Emergency response" and issues the planning to all relevant Branches and Sub-Branches to implement the planning.

6.1 Rapid distribution

It could be done immediately after a rapid assessment at the catastrophic location identified by the rapid assessment team. The distribution items are supported to the real need of the beneficiary. No standardized items are required, at this stage (need food, we provide food, no blankets, we provide blanket etc).

6.2 Proper distribution

Such distribution is needs to follow the proper process of distribution:

- Distribution location should be inform in advance;
- Distribution date have to be fixed;
- Name list is and coupon that confirmed the real beneficiary is required;
- List of item to be distributed is required;
- All visibility need to be shown (banderole, banners of activity);
- Security, safety during the distribution are required;
- The distribution team have to responsible for a smoothly operation environment

7. Relief Items

Normally, CRC have been provisioning a relief items in **03 types** of kits for the different categories of beneficiaries.

(It should be notified that such provision is a minimum standard in this guide only. In fact, it will be vary upon the ability of CRC).

7.1 At the safe area or high ground

The relief items to be provided are temporary shelter, pumping-wells, latrine (for collectively use). Food, cooking utensil, sleeping material, and clothing are necessary items need to be provided. The chloramines, tablets, alum, water jars or Jeri cans are also essential. Sometimes, we provided the water supply (water tanks of 3000 liters and re-supplied by water trucks).

7.2 At the scattered evacuations sites

We have assisted them with different items such as: Food (rice, canned fish, cooking oil, salt, instant noodle), clothing, blanket, mosquito net, Kroma (scarf), Sarong, etc...

7.3 At their home site

Households kit of 21 items is the necessary one. But the distribution is based specifically to the result of the damage need assessment identified.

8. Re-supply assistance

Normally, CRC was not valid to the re-supply assistance program for victims, but CRC always tries to monitor on the most vulnerable persons like, elderly, widows with many small children, handicapped and chronically ill person without support etc). It can be covered up to the capacity and availability of the CRC itself.

9. Coordination & cooperation issues

9.1 Resources-

Resources for an emergency response is a key matter of concern for CRC. In case of disaster strike, the CRC, in coordination with all existing PNSs, the Federation Delegation in the country, NGOs, IOs and private sectors have mutually strived to seek, all the most possible means, to get resources and funds for response.

- At a Medium disaster: The fund-raising could be done by the President of the National Society through the local announcements or local appeal to its partnerships and particularly to the supporter members of the Red Cross.
- At a serious catastrophe, the appeal should be done internationally through the support of the Country Delegation of the Federation and the Regional Delegation based in Bangkok and also as globally. the NCDM will also be a key player vis a vis the international appeal.

9.2 Information sharing-

As a National Societies, we always have to share all information collected from the field and negotiated, conferred deliberately with NCDM about role and responsibility in responding to disaster events.

10. Monitoring issues

10.1 Monitoring on the process of emergency response operation-

The monitoring of an emergency response operation is a key system, which is able to readjust, or fulfill the gaps of any actions committed during implementation. It is an exceptional tool that can improve the performance of CRC's service that driven to be a more reliable and reputable organization, in the country and as amongst other National Society of the Region as well.

10.2 Monitoring on the need of the beneficiary-

The needs of the victim are not the same, of cause the CRC's staffs or volunteers have to continuously and conscientiously monitor the such needs. Some of the victim spent 30-60

days living on the safe area and some other spent shortly. The purpose of the monitoring is to ensure that those most vulnerable are safe during their dwelling.

10.3 Monitoring on how to use the donation, resources-

The purpose of this kind of monitoring is to verify that, all donations are appropriately used with transparency by ensuring that they are distributed to the right beneficiary.

10.4 Monitoring on staff performance in ER operation-

Whether the role and responsibility of CRC staffs are in compliance to rule, regulations, and code of conduct or not. Is the operation smoothly taken in the right place and in the right time or not?

11. Evaluation and reporting

The evaluation will focus on the alignment of the practices that can achieve the ER operation with effectiveness. It serve to the purpose that:

- How qualified emergency operation is done;
- What are the new lessons have to learn for the next operation;
- What are the weak points that have to be improved;
- Planning forwarded to address the need of the most vulnerable victim;
- Response for recovering the situation of the most vulnerable;
- Response for disaster preparedness;
- Reporting.

After the evaluation, we can conclude that an emergency response operation, which achieve to a fruitful outcome and effectiveness whenever it is strictly followed the released policy, guidelines and code of conduct of CRC. What were learnt as well practices would be replicated and what went wrong would be readjusted and improved for future execution.

12. Annexes

Annex 1

PRE- ASSESSMENT FORM

The first step of action by which will define the type of disaster, its effects and the basic needs of the affected population on the stricken sites.

110	out of the directed population on the stricken sites.				
В.	Kind of beneficiary that needs to conduct the pre-assessment (type of risk)				
	They faced by				
C.	Where they are evacuated? At the safe area \Box At their villages \Box At neighboring village \Box				
D.	Location of the pre-assessment: VillageDistProvince				
E.	Date of the pre-assessment: Day Month Year				
F.	Results of assessment:				
	 Severity of the situation: Severe □ Medium □ Minimum □ Impact and damage: Houses □ Rice field □ Others crops □ Living condition: On the road sizes □ On safe area □ In the pagoda □ Main difficulties they are facing: Food □ Sleeping material □ Shelter □ No clean water □ 				
т.	•				
G.	Conclusion and decision-making:				
	◆ Emergency response:				
	■ what are the items: Food □ Plastic sheet □ Sleeping material □ Cooking utensil □				
	 How long the assistance should be provided 				
	A fortnight \square One-month \square Two-month \square				
	They faced by				
	Assessment Team				
	- Name and signature				
	- Name and signature				

Annex 2

Information on the basic needs of evacuated victims

1- Name of the head of household:												
2- Total number o	f the victims living in	n that area	ı:	perso	ns							
Rice Water Shelter Mosquito Net Water Utensils Sufficient □ - Sufficient □ yes □ yes □ yes □ yes □ yes □ no □ 7- Conclusion & Decision- making: ◆ We decide to provide - Rice □ - Plastic sheet □ - Water bucket □ - Mat □ - Bed net □ - Blanket □												
4- Date of the disp												
5- The casualty to	the victim											
•												
Sick : yes □ no □- What?												
·												
6- What are the ne	ecessary items for t	heir daily o	consumption	:								
Rice	Water	Shelter	_	Blanket	Mat							
		yes □	yes □	yes □	yes □	yes □						
		no 🗆	no 🗆	no 🗆	no 🗆	no 🗆						
	•											
	•											
				- Blanket □								
Sufficient - Sufficient yes ye												
Other:												
Village' Chief/ CCI	DMC		,	Assessme	nt Team	n:						
			1	I-Name &	signature	9						
			2	2-Name &	signature	9						
			3	3-Name &	signature	e						

Selection Criteria for Emergency Assistance

1. Flooding and High water

a)- Evacuees:

Family and individuals who forced to leave from their homes to higher ground or designated safe- areas. This group of beneficiary is considered as the first priority to accept as our beneficiary, the assessment team has to react first.

b)- Non- evacuees remaining in flooded communities:

Groups, Families and individuals who remain in the flooded communities who meet the following criteria for CRC assistance:

- Unaccompanied elderly with no means of support.
- Handicapped with no means of support.
- Chronically ill with no means of support.
- Single female head of household with dependent children.
- Families whose main income earner has been injured by flooding.
- Families who have run out of food and limited income.
- Families with serious economic disruption due to flood (loss of income).
- Families who loss significant amount of household items.
- Families and groups who have been evacuees for a significant of time period.
- Other based on individual circumstances.

2. Post Flood

Post flood assessments of family and individual will be conducted. Selection criteria will include above categories with the focus a return to the normal standards of living.

Additional consideration will be given to possible long-term food shortage and those needing external assistance to bring them up to community living standards.

Annex 6

VULNERABILITY CONDITIONS AND CATEGORY

Who are the most vulnerable individuals, families and groups?

The CRC has identified the MOST VULNERABLE individuals, families and groups since 1987 that at the time, the CRC has been cooperated and coordinated with a number of UN agencies (UN HCR, UN WFP, UNDP, UNICEF etc) and a number of NGOs, IOs such as Oxfam/ UK, CWS, LWF, ADRA, CARITAS etc.

The CRC was the main Organization, which runs the Humanitarian service in Cambodia, especially, to provide the transportation service and distribution of the Humanitarian aids, as well as to identify the MOST VULNERABLE beneficiary.

After working on these domains, CRC has establishes its criteria to defy the MOST VULNERABLE groups.

Those are:

- 1- Internal displaced person.
- 2- Chronically poorest (individuals, families, or a group of person).
- 3- Handicapped with out support.
- 4- Elderly people without support.
- 5- Widows head of household with many children and poor.
- 6- Street children.
- 7- Orphans.
- 8- Returnees with limited income.
- 9- Chronically ill with out support.
- 10- Disasters victims:
 - Poorest.
 - Lowest income.
 - Evacuees.

The above categories of individuals, families and groups of peoples were considerate and agreed by our entire partner at that time.

Beneficiary name list done by the Assessment team (Disaster or Evacuation site.....)

No	HoH's Name	Sex	Age	No Member	Original of destination			Iter	ems in	Others					
					District	Comm	Village	Rice	Cloth	PS	DI	CU	ST	Wb	Soap
1															
2															
3															
4															
5															
6															
7															
8															
9															
10															
11															
12															
13															
14															

Date: Day, Month and year,		
Assessment team: Name & signature	Name & signature	Name & signature

Recipient name list affected by.....

No	HoH's Name	Sex	Age	Do	micile of	origins	Description of items*								Thumb print	
				Dist	Comm.	Villages	Cloth	PS	DI	CU	ST	Wb	Soap			

Date: dd/mm/yyyy

Assessment Team:

- 1- Name & signature
- 2- Name & signature
- 3- Name & signature

^{*} PS: Plastic Sheet; DI: Dormitory Items; CU: Cooking Utensils; ST: Shelter tools; Wb: Water bucket;

Chapter B- CODE OF CONDUCT FOR THE INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT AND NGOs IN DISASTER RELIEF

Introduction

The Code of Conduct for The International Red Cross and Red Crescent Movement and NGOs in Disaster Relief, was developed and agreed upon by eight of the world's largest disaster response agencies in the summer of 1994 and represents a huge leap forward in setting standards for disaster response. It is being used by the International Federation to monitor its own standards of relief delivery and to encourage other agencies to set similar standards.

Throughout the 1980s and 1990s there has been a steady growth in the number of non-governmental organizations (NGOs), both national and international, involved in disaster relief. In the autumn of 1994 there were over 120 NGOs registered in Kigali, the war ravaged capital of Rwanda.

Many of these agencies, including National Red Cross and Red Crescent Societies, the church agencies, Oxfam, the Save the Children Fund or CARE, have a history going back many decades and have gained a reputation for effective work. Others, more recently formed, such as Médecins Sans Frontières, have rapidly evolved to become respected operators. Along with these large and well-known agencies there are today a multitude of small, newly-formed groups, often coming into existence to assist in one specific disaster or in a specialized field of work.

What few people outside of the disaster-response system realize is that all these agencies, from the old to the new, from multi-million dollar outfits to one-man shows, have no accepted body of professional standards to guide their work. There is still an assumption in many countries that disaster relief is essentially "charitable" work and therefore anything that is done in the name of helping disaster victims is acceptable.

However, this is far from the truth. Agencies, whether experienced or newly-created, can make mistakes, be misguided and sometimes deliberately misuse the trust that is placed in them. And disaster relief is no longer a small-time business. Today, even if those caught up in war are excluded, something in the region of 250 to 300 million people a year are affected by disasters, and this figure is growing at a rate of around 10 million a year. The Federation alone assisted some 19.4 million disaster victims during 1994.

The immediacy of disaster relief can often lead NGOs unwittingly to put pressure on themselves, pressure which leads to short-sighted and inappropriate work. Programs which rely on foreign imports or expertise, projects which pay little attention to local custom and culture, and activities which accept the easy and high media profile tasks of relief but leave for others the less appealing and more difficult ones of disaster preparedness and long-term rehabilitation.

All NGOs, big and small, are susceptible to these internal and external pressures. And as NGOs are asked to do more, and the incidence of complex disasters involving natural, economic and often military factors increases, the need for some sort of basic professional code becomes more and more pressing.

It is for all these reasons that six of the world's oldest and largest networks of NGOs came together in 1994 with the Red Cross and Red Crescent Movement to draw up a professional Code of Conduct to set, for the first time, universal basic standards to govern the way they should work in disaster assistance.

The Code of Conduct, like most professional codes, is a voluntary one. It is applicable to any NGO, be it national or international, small or large. It lays down 10 points of principle which all NGOs should adhere to in their disaster response work, and goes on to describe the relationships agencies working in disasters should seek with donor governments, host governments and the UN system. The Code is self-policing. No one NGO is going to force another to act in a certain way and there is as yet no international association for disaster-response NGOs which possesses any authority to sanction its members.

It is hoped that NGOs around the world will find it useful and will want to commit themselves publicly to abiding by it. Governments and donor bodies may want to use it as a yardstick against which to judge the conduct of those agencies with which they work. And disaster-affected communities have a right to expect those who seek to assist them to measure up to these standards.

Commitments

Principle Commitments under the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief:

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

In our information, publicity and advertising activities, we shall recognize disaster victims as dignified human beings, not hopeless objects.

GLOSARY OF TERMS AND ACRONYMS

CRC Cambodian Red Cross

DMIS Disaster Management Information System

ERU¹ Emergency Response Unit

FACT² Field Assessment and Coordination Team

Federation Membership of 185 Red Cross and Red Crescent Societies

Federation Secretariat Secretariat supporting the Federation

FedNet Federation Secretariat intra-net

ICRC International Committee of Red Cross

PNS Partner National Societies

NCDM National Committee for Disaster Management

DRP Disaster Response Preparedness

DRT Disaster Response Team

NDRT National Disaster Response Team

FDRT Field Disaster Response Team

CRC-DMD Cambodian Red Cross Disaster Management Department

ToR Terms of Reference

UN United Nations

¹ ERU : An Emergency Response Unit, established and mobilized by SEA Regional Disaster Management Committee(RDMC)

² FACT personnel: Field Assessment and Coordination team, a team established and mobilized by RDMC of the Federation