CARE International
SAFETY & SECURITY
HANDBOOK

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ACKNOWLEDGEMENTS

This handbook is a composite of original work from the authors and CARE staff and input from a variety of sources including WVI "Safety Awareness for Aid Workers," ICRC "Staying Alive," and the UN "Security Awareness Aide-memoire." CARE wishes to thank World Vision International, the International Committee of the Red Cross, and the United Nations Security Coordination Office for their kind permission to incorporate information from their publications into this handbook.

In addition, the authors would like to thank Ms. Virginia Vaughn and Ms. Susan Barr from CARE USA, Mr. Charles Rogers from WVI, Mr. Philippe Dind from ICRC, and Mr. Richard Manlove from the Office of the United Nations Security Coordinator for their support, professional counsel and valued contribution to this publication.

NOTICE

This handbook is designed to assist in improving the safety and security of CARE staff worldwide. Be sure to read it carefully and understand its contents.

Obviously no handbook will provide guidelines for every situation, nor should any single manual be relied upon as the sole source of safety and security information. This handbook provides general precautions and procedures applicable to most situations. Staff members should consult their Country Office's specific safety and security guidelines for their area. The procedures in this handbook are suggestions based on sound practice but each situation is different, and staff members must always use their own training and judgement to determine what course of action is best for them.

Please remember that each staff member has a duty to address issues of safety and security — proactively and flexibly — at all times.

This handbook will be reviewed and updated as necessary. Feedback and suggestions for changes to the handbook should be forwarded to the CARE USA Protection and Security Unit (PSU).

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"CARE International affirms that the safety and security of every staff member is a primary concern."

Guy Tousignant,
Secretary General
CARE International 1999

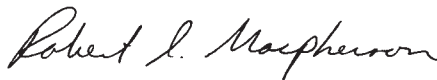This is the premise upon which the CARE Safety and Security Handbook is written.

CARE has increasingly grappled with the reality that the men and women of this organization are often placed at personal risk due to the nature and character of our work. The rules for safety and security have changed and so have the measures aid organizations must take to ensure the safety of their workers. No longer can aid workers rely on the perception of "good people doing good work" as their only protection.

This handbook assembles the best available information on how to work safely in today's humanitarian aid environment into a single source formatted for use in the field, where it is most needed. But the key to an effective safety and security program is an individual and collective sense of awareness and responsibility. Security is not simply a collection of policies or list of rules. Each individual is ultimately responsible for his or her own safety and security. We are also responsible for each other. It is essential that each individual act in a manner that does not increase risk to CARE staff or other members of the aid community.

Creating a safe work environment requires careful planning and organizational commitment. Policies must be implemented (Chapter 1). Assessments are needed to determine the level of risk and the appropriate security strategy (Chapter 2). Fundamental safety and security preparations and procedures must be put in place to help prevent incidents or minimize the effect of those that do occur (Chapter 3). And guidelines for personal safety and security (Chapters 4-7) are needed to provide a framework for individual action and response and to increase confidence and awareness.

This handbook is NOT the definitive answer to every problem or situation. The hope is that by conscientiously applying these guidelines and procedures CARE staff can minimize risk, and safely and effectively carry out CARE's critical work.

Take care,

Bob Macpherson
Director, CARE USA Protection and Security Unit

POLICIES AND RESPONSIBILITIES

As a result of growing security risks for humanitarian field staff, CARE International adopted the Policy Statement on Safety and Security in 1999. The statement recognizes that effective safety and security policies and procedures are essential to promoting the safest possible working environment for CARE staff. Additionally, to ensure a viable safety and security program there must be clear delineation of responsibility at every level within the organization. Staff members at every level have the responsibility and authority to take appropriate corrective action to address deficiencies in security procedures.

This chapter gives policy guidance for general safety and security issues and assigns responsibility for the various facets of the CARE Safety and Security program. Topics include:

General Safety and Security Policies

Staff Health and Personnel Issues

Media Relations

Responsibilities for each level –

CARE International

National Headquarters

Regional Management Unit

Country Office

Individual Staff Member

CHAPTER 1: POLICIES AND RESPONSIBILITIES

1.1 GENERAL SAFETY AND SECURITY POLICIES

ABDUCTION/KIDNAPPING

CARE does not pay ransom or provide goods under duress, but will use all other appropriate means to secure the release of the hostage. It will intervene in every reasonable way with governmental, non-governmental and international organizations to secure the rapid and safe release of CARE staff. The kidnapped person should have one goal…survival. It is vital to obey the captor's instructions and not attempt escape. CARE and the staff member's government will undertake securing a staff member's release. CARE also will provide all possible support to the hostage's family members.

ALCOHOL

Unauthorized use, possession, sale or distribution of alcohol while on CARE property is prohibited. Being under the influence of alcohol while working for CARE is also prohibited. Additional restrictions may be imposed when working in certain areas.

ARMED GUARDS AND ESCORTS

In some situations it may be necessary to employ guards around residences, offices, storage facilities and vehicle parking lots. The use of armed guards will be considered primarily when there is a potential for violence against staff. Although situations vary, in most cases it is preferable to use an established security firm rather than the local police or military. The use of armed escorts, including military, will be used only when there is no alternative, such as in cases of widespread armed banditry or ongoing civil conflict.

LANDMINES, UNEXPLODED ORDNANCE (UXO) AND BOOBY TRAPS

When there is a risk of landmines, UXO, or booby traps in an area, CARE policy is very specific. *No one will work in areas with known or suspected landmine/UXO contamination without first receiving appropriate training.*

LOCAL LAWS

CARE staff should obey local laws at all times. As much as possible, staff should avoid transacting business or carrying on personal relationships with those suspected of violating local laws. Doing so can negatively affect the reputation of CARE in the local area and increase the risk for CARE staff.

PERSONAL CONDUCT

CARE staff must not engage in conduct that interferes with operations, discredits CARE or is offensive to co-workers, donors, beneficiaries, vendors or visitors. CARE staff must avoid conduct that may lead to their becoming a victim of a security incident. Personnel should avoid lack of sleep, poor stress management and drug or alcohol abuse since they can impair judgement and the ability to react appropriately in a potential safety or security incident.

SUBSTANCE ABUSE

The use, presence, sale, distribution, manufacture or possession of illegal drugs or controlled substances while on CARE property (including in a CARE vehicle), or on CARE business, is prohibited. In many countries, the possession or use of illegal substances, even in minute amounts, can result in immediate incarceration. The judicial system in many countries does not give the accused the right to post bail or communicate with anyone, and pre-trial detention may last for months. All prescription pharmaceuticals should be kept in their original containers with the patient's and doctor's names clearly identified.

THEFT

No material possessions are worth risking the life of a CARE staff member. When faced with a demand for CARE property, such as a vehicle or computer equipment, do not resist.

THREATS

All threats directed at CARE staff and/or operations must be taken seriously. The CARE Country Director (CD) should initiate all security precautions within his/her scope and report the threat immediately to appropriate authorities. Confidentiality is recommended when reporting threats or intimidation.

TRANSPORTATION

Vehicle accidents are the main cause of injury and fatality among humanitarian aid workers. Seat belts front and rear, if available, will be worn at all times by all CARE staff. All travelers will comply with the Country Office transportation safety guidelines for their area.

WEAPONS

Under no circumstances will CARE employees carry weapons or have weapons or ammunition while on assignment with CARE. To do so would undermine CARE's humanitarian imperatives and endanger the well-being of all humanitarian workers. CARE offices should adopt a "No Weapons" policy, prohibiting weapons in CARE offices or vehicles.

1.2 STAFF HEALTH AND PERSONNEL POLICIES

ORIENTATION

All newly reporting personnel should receive an area-specific orientation from the National Headquarters, the RMU or Human Resources office as appropriate. This discussion should include security conditions, area orientation, and Country Office policies and procedures regarding health and safety.

COMPENSATORY TIME OFF

CARE recognizes that humanitarian aid personnel are subject to increased stress and possible "burn out." Generally, staff tend to do "whatever it takes" to get the job done, often working seven-day weeks and fifteen-hour days. To assist with the reduction of stress and potential burnout, in exceptional situations it is recommended that the Country Office provide time away from the area for rest and relaxation. It is impossible to establish exact criteria for every situation, but each Country Director or team leader should ensure that a system is in place to provide sufficient time for rest.

INSURANCE

The National Headquarters or Country Office must ensure that new hires or contractors have the appropriate personal life, health, injury, and medical repatriation/evacuation insurance. All personnel must have full access to the conditions of their insurance coverage.

MEDICAL EVACUATION

Medical evacuation (medevac) is used when there is an emergency illness or injury in an area where local medical assistance or emergency/hospital care is unavailable or inadequate. It is appropriate when failure to obtain immediate care will likely place the patient's life in jeopardy or lead to serious physical impairment. If a medevac is required, the Country Office should arrange passage through an in-country medevac system, a scheduled commercial flight, or through any one of the private international evacuation programs, such as S.O.S. International.

MEDICAL EXAMINATIONS AND IMMUNIZATIONS

All CARE international staff assigned to an overseas office should receive a thorough medical and dental examination before departure. Concurrently, the staff member should receive all required and recommended immunizations for diseases prevalent in the country of assignment.

STRESS

Everyone, regardless of age, background or experience, will experience stress in dangerous or insecure environments. Fear is a natural response to danger and, if ignored or suppressed by individual staff or managers, may lead to psychological and/or physiological damage. It is recognized that responses to stress vary according to surroundings, perceptions and sensitivities. The Country Director and National Headquarters, if required, will review any situation involving an employee's reaction to extraordinary stress on an individual basis. This will be done without prejudice to that person's professional continuance with CARE. At the conclusion of fieldwork, or earlier if necessary, the Country Director may recommend that staff individually or as a group receive psychological counseling and assessment. Additionally, any staff member can request counseling and assessment. The National Headquarters will support short- and long-term treatment for post-traumatic stress disorder when diagnosed by qualified medical authorities.

1.3 MEDIA RELATIONS

CARE's media objective is to inform the common debate and policy decisions on issues of concern to CARE, and increase public awareness and understanding of issues facing the communities with which CARE works. CARE Country Offices, when in the midst of an emergency or ongoing conditions that invite media attention should have an information officer assigned as a collateral responsibility. The information officer will serve as the primary point of contact between the CARE office and the media. In addition, he or she will support field operations, help gather information with regard to safety and security, and provide media training for CARE staff as necessary.

1.4 SAFETY AND SECURITY RESPONSIBILITIES

Safety and security cannot be assured by simply drafting and distributing policies and procedures. Creating a safe working environment requires commitment and action at every level of CARE's organization. Each level, including the individual staff member, has specific roles and responsibilities, some of which were mentioned in the Policy section. This section outlines at which level certain responsibilities lie and where the staff member should look for guidance or action concerning safety and security issues.

CARE INTERNATIONAL (CI)

- *Analysis.* While recognizing that a certain degree of risk is acceptable, when justified by the moral and physical imperatives of an intervention, CI will guide appropriate analysis to ensure a balance between risk and anticipated benefits.

- *Flexibility.* CI furnishes National Headquarters and Country Offices with the latitude to shape interventions in a manner that is sensitive to what is prudent and most likely to be safe and effective in the local context.

- *Human rights.* Worldwide, CI is committed to assisting vulnerable populations with their ability to defend their collective and individual rights, to participate in relevant decision-making processes, and to shape their own development.

- *Leadership.* CI provides appropriate support and leadership to its members to ensure the highest possible conditions of security.

- *Monitoring and evaluation.* CI monitors the actions of CARE members, governmental entities, and other non-governmental organizations, assessing the impact of their actions on the safety and security of CARE staff.

THE NATIONAL HEADQUARTERS

- *Evacuation.* The National Headquarters will coordinate with CARE International Secretariat and other concerned members on evacuations and other actions in emergency situations. Unless time or communication problems prevent proper coordination, the National Headquarters has the final decision on whether to evacuate.

- *Incident reports.* The National Headquarters will coordinate with Regional Management Units (RMU) during assessment of security incident reports forwarded from the Country Offices, and suggest appropriate corrective measures.

Kidnapping and hostage taking. *The National Headquarters is the senior authority during hostage negotiations. The National Headquarters of the detainee, in conjunction with the RMU and Country Director, will lead the coordination with the appropriate authorities, such as local police and others, to facilitate release.*

Risk levels. *The National Headquarters will determine, in consultation with the RMU and Country Offices, a risk level for every country or area in which CARE operates. It will monitor significant political, social, economic, meteorological and other natural disasters, and military events worldwide, particularly in high-risk countries, that might affect ongoing programs. It will coordinate with the RMU and Country Office during crisis management to determine when, in the interest of staff safety, it may be appropriate to suspend programs and evacuate or relocate staff.*

Safety. *The National Headquarters will develop and implement procedures to ensure a safe and secure environment for its staff. Upon request from the RMU or Country Office, key National Headquarters staff will review security/contingency plans and suggest amendments and modifications as appropriate.*

Support. *The National Headquarters will provide assets and support as appropriate to ensure effective security-related systems for field staff. It also will provide security guidelines, training, and implementation assistance to Country Offices as the situation requires.*

Work environment. *The National Headquarters will promote a productive work environment with zero tolerance for verbal or physical conduct that harasses, disrupts, or interferes with another person's work. It will prevent creation of an intimidating, offensive or hostile environment, prohibiting discrimination against another person on the basis of his or her race, ethnic group, color, sex, or creed. This includes putting procedures in place to allow an employee to bring job-related safety and security issues to management's attention with the assurance that the matter will be given serious consideration and without fear of retribution.*

REGIONAL MANAGEMENT UNIT (RMU)

Analysis. The RMU will review the effectiveness and value of each Country Office safety and security program and recommend appropriate modifications. It will coordinate with the appropriate staff at all levels on decisions concerning actions during emergency situations.

Incident reports. The RMU will receive, analyze, and coordinate with the appropriate National Headquarters staff all security incident reports forwarded from Country Offices, assisting the Country Director in developing appropriate changes in security measures.

Information. The RMU will assist the Country Office in preparing up-to-date, area-specific safety and security briefs profiles for CARE staff within the RMU area of responsibility. The RMU will ensure that newly assigned staff members are thoroughly briefed on the political and safety situation and health risks at their destination. Upon departure, staff members will be debriefed on their experiences, observations and recommendations.

THE COUNTRY OFFICE

Security decisions. Everyone in the operational line of authority has responsibility for implementing CARE International and National Headquarters safety and security policies. However, most security measures are actually implemented by the Country Office and are the responsibility of the Country Director (CD). The CD may make final decisions in a crisis situation, take disciplinary or dismissive action when security lapses occur, and make other necessary decisions based on his/her assessment of the current situation.

Emergency evacuations. Country Offices must provide a written policy statement with regard to CARE's policies, procedures, and responsibilities during an emergency evacuation. These may differ for international and national staff. The Country Office evacuation procedures must be clearly understood by all staff and updated as required. Ordinarily, the final authority for an evacuation rests with the lead member National Headquarters. If time does not permit full coordination or communications are severed, the Country Director has the authority to order and conduct an evacuation.

Incident reports. The Country Office will immediately report all security, safety, and serious health incidents to the RMU and National Headquarters. Original incident reports should be kept at the Country Office with access controlled to ensure confidentiality.

Record of Emergency Data. *Country Offices should obtain and update annually or as required a Record of Emergency Data (RED) for all staff members. The RED should be kept either in the personnel folder or in a separate notebook to facilitate access in the event of an emergency.*

Sharing information. *Security-related information can be shared with other members of the aid community working in the country or region as appropriate. In conflict situations, use caution when choosing communication methods, since transmissions could be monitored. If appropriate, the Country Office can join or form a network for information-sharing with other local organizations and agencies.*

Staff meetings. *Country Directors should hold regular meetings for both senior management and field staff to provide an opportunity for staff to voice safety and security concerns.*

Staff orientation. *On hire or upon arrival into a country, all new staff — regardless of position — must be given an updated briefing on threats in the area and the Country Office's safety and security policies and procedures.*

THE INDIVIDUAL CARE STAFF MEMBER

Situational awareness. *Every CARE staff member, national and international, has an obligation to learn and understand the security situation where they are located. International staff members, in particular, have a responsibility to become familiar with the political, social and cultural features of their assigned country. Inappropriate or offensive behavior can put CARE in a difficult position, impair operations, and jeopardize the staff of CARE and of other aid organizations.*

Safety and security policies and procedures. *Each CARE staff member should adhere to all pertinent policies concerning safety and security. Lapses in safe conduct can jeopardize the health and welfare of all staff.*

THE ASSESSMENT PROCESS

Assessing the security environment, identifying a potential threat, and reacting accordingly, is something everyone does every day, most of the time without notice. A staff member may choose a time and route to drive to minimize chances of an accident, or check the door locks each night to reduce opportunities for theft. The Country Office can use the same process to assess the potential for safety and security incidents and design appropriate and effective security measures. In many cases the process is routine, such as buying bottled water when the local source is thought to be contaminated. In other situations, such as in areas of instability or those prone to natural disasters, the assessment process can be more complicated.

A Safety and Security Assessment addresses factors that can contribute to the likelihood of a safety or security incident, including:

- Disregard for appropriate safety guidelines, such as for fire, medical and transportation.
- A rise in crime and banditry with the spread of small arms, a breakdown of law and order, and limited economic opportunities.
- The perception of humanitarian organizations as "wealthy" and "soft" targets.
- Increased exposure to violence as more agencies work closer to the center of conflict.
- The loss of perception of aid agencies and their staff as neutral, impartial and apolitical.
- The conscious manipulation of humanitarian needs and the presence and resources of humanitarian agencies as part of political and military strategies.
- The incorporation of humanitarian goods in the infrastructure of violent groups.

This chapter outlines the parts of the assessment process:

Safety and Security Assessment Procedures

Establishment of Country or Area Risk Ratings

Country Office Security Strategies

CHAPTER 2: THE ASSESSMENT PROCESS

2.1   SAFETY AND SECURITY ASSESSMENT PROCEDURES

CARE staff at all levels should continually monitor significant political, social, economic, and military events in the areas where CARE works. But often those best able to conduct assessments in a specific country or region are the staff members working within them. Therefore, the Country Office (CO) has the primary responsibility for conducting the safety and security assessment and implementing measures to reduce vulnerability. A comprehensive safety and security assessment includes:

- An analysis of threats to CARE staff working in the area
- Identification of vulnerability to the threats
- Development of indicators and thresholds for threats to monitor change in the security environment
- Establishment of overall risk levels for the country or area

The assessment is not, however, a one-time event. It is a continuous process of collecting, analyzing, and using safety and security information. Situations in the field can change, sometimes rapidly and without warning. With each change, the risk to staff may increase or decrease, and security measures should be adjusted accordingly.

Prior to implementing any program, the CO staff — in coordination with the RMU — should carefully research the area to determine possible threats to staff and operations. There are a wide variety of political, economic, cultural and social issues to investigate, including:

- Geographical and environmental characteristics of the area, including the likelihood of disease and availability of treatment.
- Political and economic situation.
- Traditions, beliefs, customs and religious dynamics.
- The identity and ethnicity of the various groups in the area, especially during complex crisis.
- Identity and strength of authorities and development of local and national infrastructure.
- Attitude of the various groups toward CARE, other agencies and programs, and foreigners.
- The nature of the disaster, conflict or complex crisis during emergency response.

THREAT ANALYSIS

A threat is the possibility that someone or something can injure staff or steal or damage organizational assets. Conducting a comprehensive safety and security assessment includes an analysis of the threats the humanitarian organization might face and its vulnerability to them. Understanding the nature of threats facing the staff can help determine which security measures are most likely to ensure safety. The threat analysis process involves answering four key questions.

Who might wish to harm the organization? Possibilities may include dissatisfied workers, fired staff, guerrillas, bandits, terrorists, national and/or dissident soldiers.

What types of threats are present? Usually one of three main types.

Crime – performed through malicious, financial or personal motivation.

Direct threats – where a specific organization is the intended target. The reasons for targeting may be political, economic, or military.

Indirect threats – where an organization is not the intended target, but is unintentionally affected. Situations may include landmines, having staff members "caught in the crossfire" between belligerents, fire, disease, or a natural disaster.

Why might humanitarian workers be targeted? Reasons may be political association, robbery, retaliation, riots, ransom, rebel fighting, or threats everyone faces, such as indiscriminate shelling.

How might an incident take place? Are fires or natural disasters common? In areas with instability or high crime rates, are perpetrators usually armed? Are food and water supplies contaminated?

Tools such as checklists, interviews or incident report forms can help answer these questions accurately. Sharing security information between NGOs or acquiring security information from national staff and contacts at friendly embassies also can provide reliable answers.

IDENTIFYING VULNERABILITIES

Vulnerabilities are situations or actions that can result in an organization having a greater chance of becoming a victim of a security incident. It is the level of exposure to a given threat. For example, a carefully shaped security profile and other measures may reduce the organization's vulnerability to theft even if the threat level in the area is considered high.

Careful analysis of vulnerabilities can help in planning emergency actions and determining the required supplies and equipment. The same tools used to analyze threat levels can be used to identify vulnerabilities. Issues to consider when analyzing an office's vulnerabilities are:

Where are weaknesses that may increase the likelihood of an attack? This can include physical locations, such as residences, guesthouses, roadways, warehouses, offices, and remote sites. Or they may be operations, such as program, logistics, and finance activities.

When is the humanitarian organization most vulnerable to attacks? Vulnerability may increase during transport activities, relief distribution, pay periods, and periods of civil strife.

DEVELOPING INDICATORS

Certain events may indicate changes in the safety or security environment, which could then suggest possible modifications in safety and security procedures. These indicators vary from area to area and are identified during the assessment process. The box below mentions common indicators for an area of instability, but different indicators can be made for detecting disease epidemics, enhancement or degradation of medical treatment capabilities, crime, etc. All staff should be made aware of the indicators. Then, observation during the daily routine is usually sufficient to detect any changes.

THREAT INDICATORS

Military Preparations	Local Expectation of Confrontation	Anti-NGO Sentiment
Building/repair of military positions	Departure of families from area	Cold or harsh stares, hostile gestures directed at vehicles or staff
Military convoys on the road	Gathering of important possessions	Anti-NGO graffiti
Stockpiling of food and supplies	Extra buying/stockpiling of food and supplies	Light harassment of aid workers
Increased recruiting	Children staying close to home and parents	Open anger against NGOs
Departure of soldiers' families	Markets closed or hours reduced	Pilferage and theft by staff
Staffing checkpoints	People staying home at night	Vendors not selling to NGOs
Laying mines near military positions	People staying off the roads	Staff receiving threats

SECURITY THRESHOLDS

To complete the security assessment all Country Offices should identify security thresholds for their area. A security threshold, usually closely linked to threat indicators, is a readily identifiable "trigger" event that, when it occurs, automatically brings about changes in the office's security measures. For example, belligerents threatening the only airport in an area of instability may prompt the early evacuation of non-essential personnel and family members before air service is suspended. These thresholds must be defined for each area, since what is threatening for one region might not be as serious for another.

In the event of a crisis, making an objective decision about increasing security levels and when to evacuate can be difficult. With predetermined indicators and security thresholds, a Country Office can act quickly and appropriately before staff safety is threatened.

CONTINUAL SECURITY ANALYSIS

Threats and organizational vulnerabilities can change frequently. Therefore, continuous analysis of the environment is critical. Two methods, when used together, facilitate an ongoing security analysis:

- *Using the Who, What, How, Why, Where, and When questions detailed earlier*

- *Pattern analysis involves recording security incidents affecting CARE staff or involving another organization and identifying trends to determine possible changes in vulnerabilities. An incident viewed in isolation may indicate little, but when grouped with others may indicate a significant trend. This can aid in accurately predicting how situations and vulnerabilities might change, or determining appropriate modifications in the Country Office's safety and security procedures.*

2.2   COUNTRY RISK RATINGS

The completed assessment allows the National Headquarters, in coordination with the RMU and Country Office, to determine the level of risk present in a given area or country. Risk ratings are not based solely on the presence of threats. The likelihood and speed of changes in threats, the vulnerability of the staff to a specific threat, and the effectiveness of any safety and security measures already in place, are also considered when setting a risk rating. For example, there may be a significant threat of disease from contaminated water in a given area, but if the staff drinks and cooks only with bottled or filtered water, the risk of disease would be considered low. There are four levels of risk: Low, Moderate, High, and Severe.

Based on communications with the RMU and CO, the National Headquarters will review the risk rating of each country on a regular basis and revise it as necessary. Individual regions within a country may be assigned different risk ratings. High risk levels are generally associated with civil unrest and crime, but may reflect increased threats from disease epidemics or natural disasters.

LOW RISK

These are countries, regions, or cities that are essentially stable and free of political, economic, and social unrest. The crime is generally low and organized anti-government or terrorist groups, if present, exhibit limited operational capabilities. It is important to remember those countries with low crime and stable social systems may still have threats from natural disasters, such as volcanoes or floods. Normal security precautions are required in low-risk countries.

MODERATE RISK

These are countries or regions where low-level political, economic, and social unrest is present and/or where safety and security infrastructure (police or medical care for example) is poorly developed. Organized anti-government or terrorist groups may be active but not strong enough to threaten government stability. The country may be involved in a regional dispute, exhibit high crime rates, or prone to natural disasters or disease epidemics. Increased safety and security precautions are required in moderate-risk countries.

HIGH RISK

These are those countries or regions where organized anti-government or terrorist groups are very active and pose a serious threat to the country's political or economic stability. A civil war may be in progress and

paramilitary or guerrilla forces may be in control of a significant area. Such a country might also be near or in the process of a military coup, be involved in violent regional disputes with its neighbors, or exhibit a breakdown in social infrastructure, especially police and judiciary. There may be prejudicial treatment of foreigners, or threats or harassment of NGOs or CARE specifically. Stringent security precautions are required in high-risk countries.

SEVERE RISK

These are countries or regions where the level of violence presents a direct threat to the safety and well-being of humanitarian aid workers. Operations are usually not possible without military support and security cannot be reasonably assured. There may be temporary suspension of operations, relocation of international staff, and/or additional precautions for national staff.

2.3   SECURITY STRATEGIES

An aid or relief organization working in an area where the greatest threats are from crime, instability, civil strife or conflict must have a clear and comprehensive strategy that addresses the risk to staff. A security strategy is based on the perception of the community where the agency works and the organization's stated working philosophy. Some organizations rely on the goodwill of the local population for safety (Acceptance strategy). In other circumstances, humanitarian staff may require armed guards (Protection strategy) or even military units (Deterrent strategy) to provide a safe working environment. The choice of security strategy depends on the range of safety and security measures available. CARE Country Offices should continually monitor their working environment and their perceived position in it. Keeping a low profile or assuming protection based on "doing good work" is not a security strategy. An organization's security strategy must be well thought out, carefully crafted and assiduously maintained in order to be effective. Generally, there are three types of security strategies a humanitarian organization may adopt:

Acceptance. Most aid organizations prefer an Acceptance strategy. It involves reducing or removing the threat by gaining widespread understanding and acceptance for the organization's presence and work. The way a program is designed and carried out, and how the humanitarian organization reacts to events, must be transparent and consistent with the guiding principles it has been communicating. If a community or government clearly understands the organization's purpose, it can become part of the security network, providing warning of possible changes in the security environment or mitigating their effects.

Protection. A Protection strategy usually involves implementing increased security measures, such as strengthening locks and barring windows, setting curfew or hiring guards for warehouses and offices. These efforts reduce the risk, but not the threat, by making staff and assets less vulnerable. Adopting a protection strategy almost always will require additional budgetary resources. The Country Office should ensure that the staff receives training on equipment and procedures. It also will need to be more attentive to stress management, since this strategy may impose restrictions on normal activities and freedom of movement.

Deterrence. Deterrence involves reducing the risk from instability or crime by containing and deterring the threat with a counter-threat. These may consist of supporting military actions, legal, economic or political sanctions or withdrawing agency support and staff. Single NGOs, including CARE, rarely possess a deterrence capability. However, during modern conflict, other organizations, such as the military (host nation, NATO or the U.S.) or UN troops may deploy their forces to support humanitarian aid and relief efforts. When considering deterrence as a primary strategy, the Country Office must have a clear understanding of the perception surrounding humanitarian actions conducted in conjunction with armed force. Staff should receive clear guidance on CARE International's policy on appropriate relations with military units and the appropriate use of armed protection.

CHOOSING A SECURITY STRATEGY

Many agencies have an institutional preference for one strategy or the other. After conducting a thorough safety and security assessment, and in coordination with the RMU and National Headquarters, the Country Office should choose the optimum mix of strategies for any given situation and be prepared to alter the strategy as the situation dictates.

These strategies are not exclusive. In practice, an agency may employ a mix of these or emphasize one more than another in different operational areas of a country. The attempt to gain acceptance and consent may be combined with protective measures where crime and banditry remain a real threat that the authorities and the population themselves do not have the ability to control. Use of deterrence, usually in a military context, may facilitate delivery of aid in conflict settings, but protective measures for CARE assets may still be required.

SAFETY AND SECURITY PROCEDURES

Country Offices need to understand current threat levels and organizational vulnerabilities prior to establishing effective security procedures. Once assessment procedures are in place, standard security measures can be implemented and adjusted to ensure offices operate with the lowest possible risk to staff and equipment. This chapter provides standard security procedures that can help prevent safety and security incidents from occurring and provides guidelines for emergency response when incidents do occur. It includes information on:

Cash Handling and Transfer

Communication

Incident Reporting

Information Security

Medical Procedures

Personal Documentation

Personnel Issues

Safety and Security Planning

Security Briefing and Training

Site Selection and Management

Visitor Security

■ CHAPTER 3   SAFETY AND SECURITY PROCEDURES

3.1   CASH HANDLING AND TRANSFER

Cash storage, management, transfer, and distribution are significant points of vulnerability for a field office. Cash management and transfer are security issues, with related standards, policies, and guidelines that must be implemented and adhered to at all times.

CASH MANAGEMENT

The Country Office must decide on a safe location for cash reserves (including a reserve for emergency evacuation) and a reliable way to receive funds. A field office should consult with the financial and legal officers and advisors of local NGOs regarding what banks, if any, are used and for what purposes. The Country Office also should assess the cash management possibilities in the area, such as the reliability and cash-withdrawal limitations of local banks or the capacity for electronic payment to local businesses.

CASH TRANSFER

Cash transfers are necessary for project funding, local purchases, and wages. In cases where a professional courier service cannot be used to transfer cash, follow these guidelines:

- *Designate two or three staff members to withdraw and transfer cash. Consider breaking the transfer into more than one part, with individuals carrying separate containers with the cash split between them and traveling different routes.*
- *Travel routes and times must vary and be disclosed only on an as-needed basis.*
- *In-city transport should be done by office vehicle, not public transportation. Use a reliable driver and change cars and drivers frequently.*
- *Transfer to remote project sites should be done by air travel, when possible.*
- *When transporting large amounts of cash to project sites, have a contingency plan for delayed flights, and, if possible, a pre-determined location for safe storage of the cash, particularly overnight.*
- *If a train must be used for transport, cash-carrying staff should arrange for sole occupancy of a separate, locked compartment.*
- *A safe must be immediately available on arrival at the final destination.*

- *In the event of an attack, staff members will not risk their lives to protect cash.*
- *Avoid references to cash when communicating by radio and use code words as appropriate.*
- *Individuals should never talk or boast of their cash-transfer experiences.*

3.2   COMMUNICATION

All operational areas, especially within moderate or higher-risk countries, should be provided adequate communication equipment and have written communication procedures. Communications equipment, including radios, cellular phones, and satellite phones, should not be used without host government approval and licensing.

COMMUNICATION SYSTEMS

An effective communications system can be as simple as using two types of telephones, or combining reliable e-mail and voice communications. Each Country Office generally will require a unique and specific communication system planned and installed to support an area's operational environment. An effective communications system should provide:

- *Reliable communication between the Country Office and any remote staff or travelers.*
- *The ability to monitor activities in remote sites and to disseminate notification of a safety or security incident or deterioration of security conditions at any time.*
- *Coordination of emergency response, especially medical response and evacuation.*
- *Contact between staff members and between the Country Office and others outside the country during a crisis. Often, local communication systems are interrupted during a crisis or periods of instability.*

■ CHAPTER 3   SAFETY AND SECURITY PROCEDURES

CHAPTER 3: SAFETY & SECURITY PROCEDURES

COMMUNICATION EQUIPMENT CHARACTERISTICS

Regional and Country Offices can construct a communications system using a wide variety of equipment. Experts may be required to select and install specific equipment. Any communication system or equipment purchased should have these general characteristics:

Redundant. Redundancy allows a remote office to communicate should the primary method, usually the national telephone system, fail. An effective redundant system usually involves a mix of landline or cellular telephones as primary, and radio or satellite phone secondary.

Reliable/Easy to operate. A system must be reliable, require little maintenance and be easily operated. The equipment purchased should be appropriate for the area and the expected level of use.

Adaptable/Scalable. All systems should be easily adapted to a variety of uses and environments and have the capability to expand as required.

Cost effective. The cost for equipment, training, and maintenance can be included in proposals for projects that involve new communication requirements. Equipment costs can be reduced by avoiding duplication.

Compatible. Equipment should be compatible with other organizations' communication systems. Where there is not a humanitarian aid radio network or countrywide emergency notification system in place, other organizations, such as mining companies and embassies, may have systems that can be used during emergency response.

Emergency operation. The system must work in emergency situations. Vulnerable nodes should be carefully analyzed to determine which ones could be interrupted in instability or disaster.

Environmentally sound. Avoid environmental degradation or improper hazardous material disposal when placing repeater towers and antennae or discarding used batteries.

COMMUNICATION SYSTEM COMPONENTS

Landline telephone. In most Country Offices, the primary communication method is through traditional landline telephone for voice and e-mail. However, landline telephone service can often prove unreliable during disasters or periods of instability and may be monitored. Every Country Office should establish alternative communication systems to provide redundant coverage at all times.

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Satellite phones. Satellite phones, which provide high-quality, direct-dial voice, fax, and e-mail, are often used to supplement a radio network, especially in moderate- to high-risk areas. Today's satellite terminals are rugged, portable, and may be cheaper to operate than cellular phones.

Cellular phones. Cellular phones can be a convenient and easy-to-use alternative to radio communications. However, there is generally poor coverage in remote areas or less-developed countries, and some countries have no cellular service. When selecting cellular phones, consider which services would be the most reliable in crisis. Offices should consider having several cellular phones adapted for data transfer via laptop computer to allow data communication capability, should the landline system fail.

VHF radios. Very High Frequency (VHF) radios operate in the 30 to 300 MHz range. Usually handheld, they can communicate over short ranges, approximately 10 kilometers, in most cases. They are often referred to as "line of sight," though in many circumstances they can effectively reach beyond that. Thick trees and buildings can obstruct VHF signals. Elevating the VHF antenna may improve the radio's transmission range. Also, installing a repeater, which automatically receives and re-transmits radio signals, can further extend the range. Repeater systems are reliable and require little maintenance. Humanitarian organizations that do not have their own VHF repeaters may be able to obtain authorization to use those of another agency or NGO. Before using a VHF radio or repeater, it may be necessary to obtain authorization from the host government.

HF radios. HF (High Frequency) radios, in the 3 to 30 MHz frequency range, allow voice communications over medium and long range (conceivably around the world). Less affected by obstacles, HF signals can "bend" around hills and buildings and do not require repeaters to function over long ranges. However, the transmission range of HF signals may be influenced by time of day, weather conditions, man-made electrical interference, and poor system configuration. It takes considerable skill to achieve reliable HF connectivity over long distances. HF radios are often installed in vehicles or at base stations. HF systems are generally more expensive than VHF and require more maintenance.

RADIO PROCEDURES

The benefits of radio equipment can be maximized by following simple standard radio procedures.

- Equipment is maintained in optimum condition.
- Staff and visitors are trained in the use of radios.
- All authorized frequencies and selective calling lists are posted at base stations and in mobile units.

- Radios are monitored 24 hours a day in moderate-or high-risk countries.

- Each communication has clarity, brevity and security. To ensure effective communication, use the following procedures:

  - *Ensure no one else is transmitting at the same time. Wait for ongoing discussions to finish and the users to sign off before beginning transmission.*

  - *Make message brief but precise.*

  - *Use common procedure words.*

  - *Use call signs instead of personal names. Do not identify organizations or personnel by name over the radio.*

  - *Break the message into sensible passages with clear pauses between.*

  - *Maintain clear speech with normal rhythm and moderate volume.*

  - *Hold the microphone approximately five centimeters from mouth.*

  - *Avoid excessive calling. Use radios for work-related purposes only.*

  - *Never transmit specific security-related information or discuss transfer of cash or goods.*

Use of duress code words is encouraged for all risk levels. Duress code words are generally innocuous words or phrases selected for use over the radio or telephone to indicate that the speaker is in a threatening situation but not free to communicate.

PROTECTION OF COMMUNICATION EQUIPMENT

Increasingly, communication equipment, such as computers or cellular telephones, are becoming a prime targets for theft. Protect communication equipment by taking simple precautions, including:

- *Avoid carrying or storing laptops in an obvious computer carrying case. Thieves commonly target computer bags, especially during travel. Consider purchasing a padded laptop protector and placing it into a backpack or other generic carry case.*

- *Consider purchasing hard-shell, foam-lined cases that protect and disguise expensive equipment. If the equipment is often transported by vehicle, consider purchasing local storage containers commonly used for tools or spare parts. This makes them less attractive targets.*

- *Theft of vehicle radios is common. Before purchasing vehicle radios consider if they will become attractive targets or put the staff at greater risk. Purchase quick-release mounts to allow removal of installed VHF radios after hours.*

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- *When purchasing VHF handsets or cellular phones, ensure that the belt carry case is the most secure model possible, and always purchase one for each device. Hand-carried equipment is easily misplaced or stolen.*

- *Keep a low profile when using communication equipment. Discrete use limits the chances of thieves targeting the equipment.*

- *When storing portable communication equipment (GPS, laptops, etc.) in the office, ensure it is kept in a secure area or container. Have someone designated to verify its presence each day.*

- *Implement an effective accountability procedure if equipment is pooled for checkout.*

GLOBAL POSITIONING SYSTEMS (GPS)

Even the most effective communication system is of little use if, during an emergency response, staff members cannot tell others their location. Often CARE works in remote areas with few convenient landmarks or standardized maps. This problem can be reduced with the purchase of global positioning system (GPS) terminals. Inexpensive, small and lightweight, these terminals have become standard equipment for hikers, truck drivers, and aircraft. Using time signals from a constellation of satellites, the devices can accurately determine location to a precision of less than 10 meters. Suitable for day or night use, a GPS can function almost anywhere it can establish "line of sight" with two or more satellites. Country Offices should consult other organizations working in their area that use GPS before selecting a model for purchase. Considerations when purchasing GPS devices are the same for any communication equipment.

3.3   INCIDENT REPORTING

Timely reporting of security incidents can aid in protecting humanitarian staff. A well-maintained incident report system can help Country Office staff identify, analyze and react to changes in the their security situation. Incidents should be reported to the appropriate senior staff through the most expedient means, such as telephone or radio, with a written report provided as soon as feasible. In cases of theft or minor injury, a submission of a written report at the earliest convenient time may suffice.

An effective incident report system relies on a trained and committed staff that has confidence that the reports will be reviewed fairly and not used against them. Reports must be kept in a secure location with access restricted to the appropriate staff to ensure confidentiality. The incident report file should accompany the senior staff during office evacuation or relocation to prevent disclosure of sensitive information.

In some areas CARE staff should assume that all communications, including telephone, fax and e-mail, are monitored or will be viewed by persons hostile to the organization or the humanitarian community. Therefore it is imperative to use caution in sending incident reports or situation updates to ensure protection of confidential information and prevent potential harm to CARE staff.

INCIDENTS TO REPORT

The following security-related incidents may indicate mounting tension or a possible trend of threats, and warrant the submission of a security incident report. They include:

- *Attacks or assault, sexual assault or attempted assault*
- *Thefts of funds, goods, or other assets*
- *Vehicle accidents involving CARE staff that result in injury or death*
- *Arrests*
- *Kidnapping or attempted kidnapping*
- *Extortion attempts*
- *Ambush*
- *Credible threats of harm to staff or property or patterns of hostile acts*
- *Bombings or other significant disturbances*
- *Other incidents as appropriate*

INCIDENT REPORT FORMAT

To facilitate analysis and appropriate response, incident reports must be complete and timely and should include:

- *Status (national/international, staff/family member, etc.)*
- *Name, gender, age and other pertinent data*
- *Detailed description of incident*
- *Was the incident the first of its kind? If not, indicate approximate dates of previous incidents and/or reports*
- *Actions taken, including police reports as applicable*

3.4   INFORMATION SECURITY

Most CARE Country Offices have developed a close and effective working relationship with other agencies and government organizations based on transparency and trust. However, all staff should be mindful of the potential misuse of information by criminal elements or during periods of instability. Country Offices should consider routine information security measures, such as shredding financial paperwork or limiting discussion of personnel assignments or movements. By making protection of information standard procedure, CARE can avoid suspicion later when emergencies or transmitting sensitive information require increased security. Staff should be made aware of the rationale for the procedures put into place and trained appropriately.

COMPUTER DATA BACK-UP

Routine computer file backup prevents loss of critical historical data if the computers are damaged by fire or stolen, or the staff quickly relocates in an emergency. By conducting data backup and storing the backup medium off-site, a Country Office can ensure that critical files are available to reconstitute operations in the event of loss of the computers. Routine backup should be automatic, usually at the end of each week. One or two staff members should be designated to take the storage medium away from the Country Office when the office is closed.

PORTABLE ADP CAPABILITIES

In the event of emergency office relocation, damage to the LAN, or loss of power during an emergency, it may be advantageous to have on standby portable laptop computers configured to transmit data via cellular and satellite telephone. These computers can provide full restoration of office function and connectivity and can be loaded with the historical files as part of the routine data back-up procedures.

SECURITY OF DOCUMENTS OR COMPUTER RECORDS

Before discarding, financial and personnel records should be shredded using a cross cut shredder. Personnel files and Record of Emergency Data sheets should be kept in a secure location with restricted access. Passwords and other computer-based security measures should be enforced to prevent unauthorized access.

3.5   MEDICAL PROCEDURES

In many areas where CARE works, the national medical support and emergency response infrastructure may not be well developed. Implementing basic medical training and procedures, such as first-aid, cardiopulmonary resuscitation (CPR), and security in medical emergency response can increase the Country Office's medical capability and prevent minor medical problems from becoming significant security incidents.

To reduce the likelihood of a medical emergency, international staff should receive a comprehensive medical and dental examination prior to overseas assignment.

INSURANCE

Insurance for both national and international staff should be sufficient to allow quality, timely treatment. Inadequate insurance may make staff, especially national staff, postpone treatment until the condition becomes serious enough to warrant emergency response. All staff must have full access to the conditions of their insurance.

INOCULATIONS

Country Offices should have a policy for staff and family member inoculations, both national and international. Programs to encourage appropriate immunizations can enhance safety and security by reducing the likelihood of a staff member or family member becoming ill with common, preventable illnesses. This is especially useful in remote areas where timely evacuation may be problematic or where health support is lacking.

FIRST-AID / CPR TRAINING

Giving training on emergency medical response, including first-aid and CPR, is a cost-effective method to increase overall safety. First-aid training should be a high priority for the Country Office and is particularly important in areas where appropriate medical treatment may not be available. In many cases, local Red Cross/Red Crescent offices or other medical trainers can provide the training. The CARE USA Headquarters can provide a Practical First-Aid training guide to be used in conjunction with a basic first-aid/CPR course.

FIRST-AID KITS

First-aid kits should be obtained for all CARE offices, vehicles and residences. Well maintained kits, when combined with appropriate training for their use, can minimize the effect of medical incidents. The kit should be sealed, well marked and mounted in a central location. Each office should designate someone to inspect and maintain the kits.

MEDICAL EMERGENCY RESPONSE

Everyone should be familiar with the Country Office medical emergency response procedures in the event of a sudden acute illness or injury. At a minimum, the plan should address:

- *Inspected and approved medical facilities*
- *Emergency contact procedures for senior staff and coordinators*
- *Procedures to follow in areas where cash payment may be required to begin treatment (access to the medical fund or insurance information, etc.)*
- *Medical evacuation procedures and contact information*
- *Location and access to Record of Emergency Data, including notification of family members*

3.6   PERSONAL DOCUMENTATION

It is the responsibility of the Country Director to maintain records with security information for all national and international staff, and ensure international staff members and their families are registered with the appropriate embassy.

RECORD OF EMERGENCY DATA (RED)

All staff members should have a Record of Emergency Data (RED) on file. During an emergency, the RED can provide a central point to access critical information on pre-existing medical conditions, next of kin, religious restrictions, etc. The RED should have a map attached showing the directions to the staff member's residence and the location of primary and secondary next of kin. The RED file should be taken during emergency office relocation to prevent unauthorized disclosure of personal information. The RED should be completed immediately upon hire and reviewed and updated at least annually or as required.

3.7   PERSONNEL ISSUES

LEADERSHIP

Leadership, cohesion, and preparation can provide greater security than locks or reinforced fencing. Everyone should monitor their safety and security situation and should not hesitate to "take the lead" when a discrepancy is noted. CARE staff in supervisory positions should encourage conscientious implementation of all Country Office safety and security policies and procedures. Any person may be put in a leadership role during times of crisis or instability and should consider the following:

- *Develop adequate safety and security procedures and communicate them to all staff. Conduct regular safety and security updates.*
- *If necessary, designate a staff person to be responsible for evaluating the safety and security situation and ensuring staff training and enforcement of security standards.*
- *Remember the importance of confidentiality in information sharing.*

BACKGROUND CHECKS

If reasonable to do so, background checks should be performed on all potential staff members (consistent with CARE policy and core values). This can mitigate or prevent potential safety and security incidents, such as hiring a driver with prior drunken driving convictions. The decision to conduct background checks rests with the CD and depends on the specific situation at each Country Office. At a minimum, a photo should be taken and the information provided on the Record of Emergency Data (RED) should be verified. Often these measures will discourage those who may pose a security risk from seeking employment with CARE.

TRAINING RECORDS

It is important to record all safety and security training completed. An updated training record should be included in each staff member's personnel file. This allows identification of training priorities and can help determine suitability for advanced training. The training record provides a transportable, permanent documentation of training received and should be given to the member when they leave CARE, with a copy retained in the personnel file.

ADVERSE PERSONNEL ACTIONS

In some cases, initiating an adverse personnel action — such as termination or discipline — can bring about threats or hostile acts, resulting in an increased security risk for the office. Such actions should be carefully planned and carried out as appropriate for each situation.

3.8   SAFETY AND SECURITY PLANNING

Experience has shown that, no matter what security strategy is adopted, certain fundamental safety and security preparations and procedures are appropriate in all locales and in all activities of the humanitarian organization. Each CARE Country Office should develop its own safety and security procedures and provide staff training and equipment to ensure effective implementation.

Safety and security plans, such as the Country Office Transportation Policy, are not contingency plans and do not replace the requirement for developing the Disaster Preparedness Plan (DPP) or the Evacuation Plan. Contingency plans go into effect only when specific events occur, but safety and security plans are always in effect. At a minimum, the Country Office should develop procedures to address the following:

TRAVEL AND SECURITY PRECAUTIONS

List all travel and security precautions in effect for each area.

MEDICAL EMERGENCY RESPONSE

This should include simple immediate action to take in the event of injury or acute illness. The procedures may differ significantly for national and international staff. For example, international staff may have the option for pre-coordinated medical evacuation. The medical emergency response plan should be rehearsed and updated regularly.

FIRE AND ELECTRICAL SAFETY

Injuries and property loss from fire and electrical shock are far more common than from crime or instability. Most can be avoided if the Country Office implements simple safety procedures and a regular schedule of inspection. These procedures make up the Fire and Electrical Safety Plan, which should be updated yearly.

TRANSPORTATION POLICIES AND PROCEDURES

Motor vehicle accidents account for the majority of injuries among aid workers. Avoiding excessive speed, following applicable traffic laws, and wearing seat belts minimize the chances of injury. Each Country Office should ensure compliance with written transportation policies and procedures.

VISITOR POLICIES

Country offices should develop, and routinely update, policies, procedures, and restrictions for in-country visits.

INCIDENT REPORTING PROCEDURES

The Country Office should detail the process for reporting safety and security incidents, including the staff member responsible for incident reporting and the location of all incident report records.

NORMAL SECURITY PRECAUTIONS AND PROCEDURES

Record the normal security precautions and procedures for the Country Office, including:

- *Curfews, "no-go areas," areas prone to criminal activity, etc.*
- *Specific assignment of security oversight responsibilities.*
- *Rules and procedures for safety and security of warehouses, offices, residences, and vehicles.*

COMMUNICATIONS PROCEDURES

The phone numbers necessary in an emergency should be gathered, posted and periodically verified. These numbers and radio frequencies should be available in a variety of formats, such as small cards for all personnel to carry, transportation-specific ones for inclusion in the vehicle log, and larger, more comprehensive ones posted in the office communications center. Some important contacts include:

- *National and Regional Headquarters*
- *Country Office staff to be contacted in case of emergency*
- *Local police and fire department*
- *Local medical contacts (doctor, hospital/emergency medical service, etc.)*
- *Local government, military or private medevac service (with policy number and authorizing staff member)*
- *Local emergency transportation/charter companies*
- *Local media contacts (newspapers, broadcast)*
- *Appropriate weather and disaster response centers*
- *Responsible Embassies*
- *Local United Nations contacts, such as the Security Officer or reaction force*
- *Other CARE offices in the region*
- *Other key local NGO staff*

CONTINGENCY PLANS

Copies of all contingency plans should be readily available, usually stored in a single notebook or binder. Country Office contingency plans may include:

- *The Evacuation Plan*
- *Disaster Preparedness Plan (DPP)*
- *Other contingency plans required*

3.9   SECURITY BRIEFING AND TRAINING

Safety and security briefings, orientation, and training will be provided for all CARE Country Office staff members. The briefing and training should include safety and security procedures, and evacuation and disaster preparedness plans. The appropriate RMU is responsible for arranging a thorough security briefing prior to a staff member's assignment. Likewise, they will debrief departing staff. If this is not possible, then the Country Office will ensure the appropriate briefing and training is provided upon arrival.

SECURITY TRAINING

Periodic security training should be completed for all Country Office staff and recorded appropriately. Usually part of an employee indoctrination program, training enhances overall safety and security, prevents or minimizes potential incidents, and allows the staff to react confidently to crisis or emergency situations. Subjects that should be mandatory for all employees in all Country Offices include:

- *Basic personal security*
- *First-aid/CPR and emergency medical response*
- *Fire and electrical safety*
- *Evacuation procedures*
- *Landmine/UXO awareness (in appropriate areas)*

Other subjects that should be considered for all staff and family as appropriate include:

- *Defensive-driver training and basic vehicle maintenance*
- *Stress management*
- *Anti-terrorism*
- *Communication procedures*
- *Incident reporting*

3.10   SITE SELECTION AND MANAGEMENT

CARE often will need to occupy several different types of structures (offices, residences, warehouses) to meet its operational requirements. These facilities should be selected and managed to reduce the risk of injury to personnel and/or loss or damage of material. The most effective site selection follows a thorough security assessment.

SITE SELECTION

The Country Director, in accordance with an area's specific security policies and standards, will determine appropriate residence and office locations, and hotels/guesthouses for temporary lodging of staff and visitors. Prior to program implementation, all operational facilities and residences will be provided with appropriate security and safety equipment. Appendix A: Safety and Security Assessment Checklist, should be utilized to evaluate a prospective facility or residence and recommend modifications as required by the area's current security environment and risk level. Key considerations when selecting a facility location include:

- *Choose a site close to a main road.*
- *Ensure there is quick access to at least two departure routes, including an airstrip, in the event an evacuation is necessary.*
- *Ensure adequate fire exits. The use of bars, grates and locks can make exits in case of fire problematic, making well-marked fire exits even more important.*
- *Avoid sites close to market areas and military compounds.*
- *Examine the risks from natural hazards - especially fires, floods, and wind. For tall buildings, the threat from earthquakes is particularly important to consider.*
- *Choose a location near embassies or UN offices.*
- *Cluster with other NGOs if possible.*
- *Ensure adequate secure parking.*
- *Do not be lured by an inexpensive lease to a site that could compromise staff safety.*
- *For temporary lodging, such as hotels, ensure that the facility is safe and conforms to minimum safety standards. Check for the level of security that is provided.*

■ CHAPTER 3   SAFETY AND SECURITY PROCEDURES

MANAGING A SITE

Site management guidelines for all offices, regardless of risk level, include:

- *Familiarize all staff with evacuation procedures and rendezvous points.*
- *Ensure that procedures in the event of a bomb threat are reviewed and procedures posted at each phone.*
- *Ensure that office procedures for local disturbances or incidents, including natural disasters, are in place and reviewed with staff.*
- *Install fire-fighting equipment in an accessible location and check/service it annually. Train all staff in use of fire extinguishers and basic fire drills.*
- *Install a first-aid kit in an accessible location and keep it well stocked.*
- *Check all windows, doors, exits, and entrances daily, especially when closing the facility for the day. Establish a daily routine for locking up and assign a responsible person.*
- *Secure and lock up all documents of a sensitive nature. In particular, political- or security-related materials should be kept separate from other files and access restricted (computer password protected or locked in a safe).*
- *Prominently display all emergency phone numbers and provide all staff with a telephone directory listing key local and international numbers.*

SITE MANAGEMENT GUIDELINES FOR HIGH RISK COUNTRIES:

In High risk countries additional precautions for facility security may include:

- *Ensure facility is self-contained with ample supplies of fuel, food, and water. If possible, sites should be chosen with alternate sources of power and water.*
- *Install a back-up generator if appropriate and conduct regular testing and maintenance.*
- *Protect fuel storage containers. If fuel, oil, or other flammable substances are kept inside the compound, store them in remote areas and below ground level if possible.*
- *Protect the radio equipment by keeping it in the main shelter.*
- *When possible, erect double fencing around all facilities with alternative exits/entrances and increase exterior lighting.*

- *Protect water tanks by locating them inside the compound and locking the lid if possible.*

- *If using armed guards, give clear instructions and define limits of authority. Appoint a senior guard to be in charge of the guard force. Provide identifying clothing and proper security and safety equipment. Allow guards access to shelter and toilet facilities.*

3.11   VISITOR SECURITY

Country Directors will determine whether in-country visits are appropriate and if so, the travel criteria and appropriate locations for visitor accommodation.

GENERAL VISITOR GUIDELINES

For newly arrived staff or visitors, the lack of area-specific cultural knowledge, security procedures, and language skills can cause difficulties. Visitors that cannot communicate and who do not know the appropriate security precautions can inadvertently become a victim of crime or a security incident. Every visitor and new staff member (and family member as appropriate) should receive a visitor indoctrination brief that includes safety and security information. Some general security guidelines for visitor safety include:

- *Monitor the number and location of in-country visitors.*

- *Require visitors to check in with their respective embassies or appropriate office.*

- *House visitors in the same hotel or in several hotels in the same vicinity. Use hotels approved by the Country Office.*

- *Provide visitors with an emergency information card with emergency contact phone numbers for the police and ambulance and key Country Office personnel.*

- *Provide a security briefing for all visitors. Include information on safe modes of transport, areas to avoid and other precautions.*

- *Use official vehicles for visitor transportation when appropriate.*

- *Ensure visitors have the ability to maintain contact with the appropriate office when visiting remote project sites.*

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VISITOR GUIDELINES FOR MODERATE RISK OR HIGHER COUNTRIES

- Carry a radio when traveling and establish a time schedule for radio checks when away from the office.

- Travel only during daylight hours. Night travel is not recommended. Avoid having visitors travel alone.

- Ensure visitors receive detailed instruction in safety measures, alarm and communication systems, guard procedures, and the evacuation plan.

- Have visitors vary their daily schedule and routes.

- **Unofficial visitor travel is usually not permitted in severe-risk countries.**

PERSONAL SAFETY AND SECURITY

Each Country Office should conduct a comprehensive security assessment and develop and implement a security strategy and general safety and security policies and procedures. However, every CARE staff member must view safety and security as an individual responsibility and not depend solely on the Country Office's procedures. A staff member will gain a greater sense of security and self-confidence by preparing ahead for a potential incident.

This chapter provides general safety and security guidelines that individual CARE staff members can use. Most of them are common sense measures that are frequently forgotten when in an unfamiliar environment or during crisis. Successfully employing the safety and security measures in this chapter requires resourcefulness and vigilance. It is hoped that by applying these measures within a framework of the Country Office security strategy, CARE staff can prevent safety and security incidents from ever occurring. When they do occur, the well-prepared staff member can take quick and decisive action to minimize the likelihood of injury or damage. This chapter provides information on:

Situational Awareness
Building Community Relations
General Security Guidelines
Criminal Activity
Traveling
Walking
Public Transportation
Vehicle Safety and Security
Additional Considerations for Women
Family Members
Fire and Electrical Safety
Office and Residences

CHAPTER 4   PERSONAL SAFETY AND SECURITY

4.1   SITUATIONAL AWARENESS

Developing situational awareness by examining surroundings and potential threats is the first step in reducing the likelihood of a safety or security incident. Because each region poses its own unique threats, it is important to look at each region and culture with openness and discernment.

Situational awareness in its simplest form means paying attention to your surroundings and being sensitive to changes in them. It begins with an understanding of the culture and history of the area and is reinforced by frequent interaction with the local people. A Country Office can help incoming staff develop situational awareness by compiling cultural guidelines into a single document for use during staff orientation. It should include information on the country, the region, and the specific communities in the operational area, as well as the following:

- The identity of the various groups within the population and possible hostile or vulnerable groups.
- The sensitivities, policies, and capabilities of the host government.
- The relationship between local authorities and various interest groups, and the effectiveness of local government and civil infrastructure, such as police, fire and emergency response.
- Areas of criminal activity or instability.
- Situations that may lead to tension and confrontations among different factions.

4.2   BUILDING COMMUNITY RELATIONS

Experienced field workers understand the value of protection provided through building positive rapport and good relations with the local population. Such positive acceptance can help reduce vulnerability, creating a buffer of neighbors committed to the safety of staff in the event of a crisis. Steps to building positive community relations include:

- Do not be aloof or isolated. Interact often with neighbors and other staff.
- Consider frequenting the local social gathering places, cafes, and parks. Families should be included as appropriate.
- Arrange an introduction to the local authorities as appropriate and build rapport with them.
- Become involved in community activities apart from work.

- If not from the area, learn the local language and practice it often. At a minimum, be aware of words or phrases that could be offensive.
- Avoid political discussions.
- Avoid being drawn into relationships that might carry personal obligations or expectations.
- Understand local religious and cultural beliefs and practices and the various issues that may arise from them.

"HARD TARGETS"

Aid workers are accustomed to feeling accepted and may have difficulty acknowledging that they are under threat. They may be reluctant to adopt or adhere to necessary security procedures, leaving them vulnerable to security incidents. The intent of an effective safety and security program is to make workers and assets less attractive targets – hard targets – forcing the criminal or potential attacker to look elsewhere. Aid workers do not have to hide inside fenced compounds to be considered hard targets. Often adopting simple security measures can deter a potential perpetrator. Some characteristics of a hard target include:

- *Inaccessible. Staff and assets are difficult to get to. The staff member rarely travels alone and assets are out of sight, secure, or well-protected.*
- *Unpredictable. Staff members vary their routine, using different routes and times for daily activities without any apparent pattern.*
- *Aware. Alert to surroundings, each staff member constantly maintains situational awareness and adheres to recommended security procedures.*
- *Safe habits. Everyone in the Country Office supports and maintains all safety and security policies and procedures.*

4.3 GENERAL SECURITY GUIDELINES

- Take time to plan activities. Try to know the exact route before traveling.

- Dress and behave appropriately, giving consideration to local customs.

- Learn a few words or phrases in the local language to deter an offender or call for for help, such as "police" or "fire."

- At a new assignment, find out about local customs and behavior and potential threats or areas to avoid.

- Know the local security arrangements, such as the nearest police station, emergency contact procedures, and potential safe areas.

- Maintain a calm, mature approach to all situations.

- Be non-provocative when confronted with hostility or potentially hostile situations.

- Be alert to the possibility of confrontation with individuals or groups. Be aware of times when crowds can be expected, such as after religious services or sporting events.

- All international staff, family members, and visitors should register with their embassy or consulate. They should know the telephone numbers, contact personnel, location and emergency procedures for their embassy.

4.4 CRIMINAL ACTIVITY

In recent years, criminal activity has become a significant threat to the safety of aid workers. Criminal activity can take many forms, including armed assault, hijackings, or robbery. Be aware of the extent and activities of organized crime and take necessary precautions (for detailed information on dealing with specific incidents, see Chapter Five – Safety and Security Incidents). General precautions against criminal activity include:

- Avoid tourist areas that are often favorite places for criminal activity.

- Do not display jewelry, cash, keys, or other valuables in public.

- Pickpockets often work in pairs using distraction as their basic ploy. Be aware of jostling in crowded areas.

- When carrying a backpack or purse, keep it close to the body. Do not carry valuables in these bags; instead, leave them in a secure place.

- It is better to carry only a small amount of money and a cheap watch to hand over if threatened. Divide money and credit cards between two or three pockets or bags.

4.5   GENERAL GUIDELINES FOR TRAVELING

- Use hardcase, lockable luggage and label it so the name and address are not easily seen.
- When traveling, leave a planned itinerary with a responsible person.
- Carry a list of emergency names, addresses, phone numbers, and the names of reputable hotels along the route.
- When appropriate, photocopy passport and other documents and carry only the copy, keeping a second copy at home or office. When carrying the original, consider disguising it with a plain slip-on cover.
- Country Offices should provide photo identification cards for all staff and emergency contact cards for visitors. They can be laminated, two-sided cards with English or another UN standard language on one side and the local official language on the reverse.
- Carry a phone card or local coins to make emergency phone calls if required.
- In public areas or on local transport, sit near other people and hold all belongings.
- Use caution when taking taxis in areas where cab drivers are known to be involved in criminal activity. When available, take licensed taxis and always settle on the fare BEFORE beginning the trip. Have the destination address written out in the local language to show the driver if necessary.

HOTELS

- *Be sure the hotel is approved by the Country Office. If possible, contact the appropriate embassy for security and evacuation information for that location.*
- *Take note if people are loitering in front of the hotel or in the lobby. Avoid hotels frequented by criminals.*
- *Ask for a room between the second and seventh floors, avoiding the top floor. This minimizes unwanted access from outside the building yet is within reach of most fire-fighting equipment.*
- *Be alert to the possibility of being followed to the room.*
- *Advise colleagues of hotel location and room number.*
- *Note the evacuation route in case of fire or emergency. Keep a flashlight by the bed to aid emergency evacuation.*
- *Always secure doors when inside the room, using locks and security chains.*
- *Examine the room, including cupboards, bathrooms, beds, and window areas for anything that appears suspicious.*

• If the room has a telephone, check to be sure it is working properly.

• Keep room curtains closed during hours of darkness.

• Do not open the door to visitors (including hotel staff) unless positively identified. Use the door peephole or call the front desk for verification.

• When not in the room, consider leaving the light and TV or radio on.

• If available, use the hotel's safe deposit boxes for the storage of cash, traveler's checks, and any other valuables. Do not leave valuables or sensitive documents in the room.

4.6   WALKING

In most settings it is possible to walk safely to and from work or on errands. Walking can help increase exposure to the community and build acceptance, dispelling the image of the privileged aid worker taking a vehicle everywhere. When the situation permits walking, staff members can help increase their safety with these precautions.

• Seek reliable advice on areas considered safe for walking. Consult a local street map before leaving and bring it along.

• Be aware of surroundings. Avoid groups of people loitering on the streets.

• If possible, walk with companions.

• Avoid walking too close to bushes, dark doorways, and other places of concealment.

• Use well-traveled and lighted routes.

• Maintain a low profile and avoid disputes or commotion in the streets.

• Never hitchhike or accept a ride from strangers.

• If a driver pulls alongside to ask for directions, do not approach the vehicle. A common criminal technique is to ask a potential victim to come closer to look at a map.

• Carry all belongings in a secure manner to prevent snatch-and-run theft.

• If someone suspicious is noted, cross the street or change directions away from them. If necessary, cross back and forth several times. If the person is following or becomes a threat, use whatever means necessary to attract attention of others. Remember, it is better to suffer embarrassment from being overcautious than to be a victim of crime.

4.7   PUBLIC TRANSPORTATION

- *Avoid traveling alone.*
- *Have the proper token or change ready when approaching the ticket booth or machine.*
- *During off-peak hours, wait for the train or bus in a well-lit, designated area.*
- *In areas where crime is common on public transport, especially at night, consider using a taxi instead. In some areas, taxi use may also be dangerous but can be safer than waiting for public transport.*
- *Be mindful of pickpockets and thieves when waiting for transportation.*
- *If bus travel at night is unavoidable, sit near the driver. Avoid riding on deserted trains or buses.*
- *If train travel at night is unavoidable, select a middle car that is not deserted and try to sit by a window. This provides a quick exit in the event of an accident. Alternatively, select a lockable compartment if available.*
- *Leave any public transport that feels uncomfortable or threatening. After getting off any public transport, check to be sure no one is following.*

4.8   VEHICLE SAFETY AND SECURITY

Traffic and vehicle-related accidents are the major cause of injuries and fatalities among aid personnel. Driving in unfamiliar and sometimes difficult conditions, or where traffic laws are different from what staff members are used to, can increase the likelihood of an accident. If available and practical, all staff members should receive driver safety training.

GENERAL GUIDELINES

- It is CARE policy for all staff members to wear seat belts at all times, in the front and rear of the vehicle.
- Do not speed or drive too fast for conditions. Observe local driving laws and regulations.
- Take extra precautions when driving through rural villages or on undeveloped roads with pedestrians on the roadway.
- Avoid night driving or driving alone.
- Avoid letting the fuel tank fall below half full.
- Keep a spare vehicle key in the office. Keep vehicle and residence keys on separate key chains to reduce additional losses during a carjacking.
- Never voluntarily carry unauthorized passengers, especially soldiers.

However, if threatened, provide the transportation.

- Keep doors locked. Open windows no more than 5 cm and only those windows near occupied seats.

- Know where the vehicle safety and communication equipment is and how to use it. Know how to perform basic vehicle maintenance (changing a flat, checking and adding fluids, etc.)

- **Motorcycle drivers and riders should wear helmets at all times.** While it is perhaps not local law, Country Offices should encourage this safety guideline and examine insurance policies for International staff to determine if it is a requirement for coverage.

- In remote areas or where threats may be present along the route, select primary and alternate routes. Avoid developing patterns.

- Avoid areas with criminal activity or known threats. If possible avoid "choke points" such as narrow alleys.

- When possible, consult with other agencies and organizations to monitor route conditions and change routes as necessary.

- If approaching a suspicious area, stop well before the area and observe other traffic passing through it. This is especially useful for "unofficial" or unexpected checkpoints or police roadblocks.

- Notify others of travel times, destination, and steps to take if late.

- Vehicles should be well maintained and checked daily. Safety discrepancies should be corrected before any journey. Make a maintenance checklist and keep a copy of the checklist and maintenance schedule with each vehicle.

- Do not travel without appropriate safety and communication equipment, such as HF or VHF radio, first-aid kit, maps, compass, etc.

- Have travel documentation in order, including vehicle registration, inspections, and passes as required. All drivers should have an international driver's license or a valid license for the host country.

- Avoid transporting sensitive documents or equipment in areas prone to banditry. Arrange proper permits for transporting items that could be interpreted as useful to combatants or terrorists.

- Mark official vehicles appropriately for the area. In most cases it is advantageous to have CARE placards or flags clearly visible.

- Consider posting a decal on your door or window indicating guns are not permitted in the vehicle.

CONVOY SAFETY

Traveling by convoy in two or more vehicles is often the safest way to travel in areas of conflict or high crime. Having more than one vehicle can deter attack or provide assistance during breakdown. It may be possible to coordinate travel with other aid organizations in the area to create convoys or accompany security force convoys already scheduled. Each Country Office should examine transportation security procedures to determine if convoy travel is recommended.   In addition to the basic guidelines for transportation safety listed elsewhere, convoy travelers are advised to consider the following:

- *Identify a leader for each vehicle as well as an overall team leader to follow regarding all safety issues.*
- *Use a pre-planned intended route, have an alternative route, and ask local authorities about the feasibility of those routes. Ensure availability of accommodations along the route in the event of delay.*
- *Leave behind a description of the intended and alternate routes and expected arrival times.*
- *Maintain communication between vehicles, ideally via radio, particularly between the lead and rear vehicles. Agree on manual signals in the event of radio failure.*
- *Do not transmit the names of destination and convoy routes when communicating by radio; use code words.*
- *Maintain an agreed-upon convoy speed.*
- *When necessary, notify local authorities of movements to alleviate suspicion.*
- *Follow in the tracks of the vehicle ahead while maintaining a distance of two to three car lengths. The vehicle behind should always be in view.*
- *If required to turn back, start with the last vehicle first, and drive in reverse until it is safe for all vehicles to turn around.*

TRAFFIC ACCIDENTS

Traffic accidents involving CARE staff can be minimized by implementing defensive driver training and other precautions, but they can never be avoided entirely. When an accident is mishandled, it can quickly change from an unfortunate occurrence into a security risk. In extreme situations, it can trigger violence or threats of retribution. The following procedures are useful when involved in an accident.

- *Quickly discern the attitudes and actions of people around the accident site to ensure that the staff member is not at risk by staying.*
- *Do not leave the site unless staff safety is jeopardized and then only to drive to the nearest police or military post.*
- *Provide care and assistance as appropriate. As appropriate, contact local authorities immediately and cooperate as required. Contact the Country Office as soon as practical.*
- *If feasible, take pictures of the scene and record the names and contact information of witnesses, responding authorities, and those involved.*
- *When approaching an accident involving other vehicles consider safety and security, taking care not to become involved in a second accident while responding.*

SECURITY AT CHECKPOINTS

Checkpoints are manned by personnel with varying degrees of experience, education, or training. Regard all checkpoints with caution, especially in the evening. All staff should receive specific training on identifying and navigating the variety of checkpoints encountered in a given area.

- *Avoid checkpoints whenever possible. Increase attentiveness when approaching checkpoints or possible threat areas.*
- *Consider later departure times to ensure others have traveled the route. When approaching a checkpoint or threat area, if possible allow others to pass through the area and observe from a safe distance.*
- *Approach slowly with window slightly opened.*
- *At night, switch to low beams and put on the interior light.*
- *Be ready to stop quickly, but stop only if requested.*
- *Keep hands visible at all times. Do not make sudden movements.*
- *Show ID if requested, but do not surrender it unless it is insisted.*

- *Leave the vehicle only if requested. If the checkpoint is not judged to be an attempted carjacking, turn the vehicle off and take keys. Remain close to the vehicle if possible.*

- *Do not make sudden attempts to hide or move items within the vehicle. High theft items, such as radios, cameras, and computers, should always be stored in nondescript containers or kept out of sight.*

- *Comply with requests to search the vehicle. Accompany the searcher to ensure nothing is planted or stolen.*

- *Use judgement about protesting if items are removed. Do not aggressively resist if something is taken. Request documentation if possible.*

- *Do not offer goods in exchange for passage. This can make it more difficult for later travelers.*

4.9   ADDITIONAL CONSIDERATIONS FOR WOMEN

Female CARE staff members should never be pressured, or allowed to forgo common sense safety measures, to prove themselves in the field. General safety and security measures are the same for everyone. Both men and women should review all sections of this handbook. Additionally, women should consider the following:

- Upgrade hotel accommodations if they feel unsafe.
- For long-term housing, consider sharing a residence with another woman or living in a group home or apartment.
- Do not use first names in the telephone book or by the entryway or doorbell.
- Do not hesitate to call attention when in danger. Scream, shout, run, or sound the vehicle horn.
- Immediately leave a location or person that feels uncomfortable.

SEXUAL HARASSMENT

In any area, sexual harassment is incompatible with providing a safe and secure working environment and as such is unacceptable. Sexual harassment can be directed at men or women, but women are most often the targets. Staff members should be aware when someone is focusing unwanted attention on them or others with overt or subtle pressure or by other actions or comments. Each Country Office will clearly post the CARE Sexual Harassment Guidelines and ensure all staff know and comply with them. The Country Office will investigate all sexual harassment complaints in accordance with CARE policies and procedures.

- Exercise caution when meeting people. Arrange the meeting in a public place or with others.
- Communicate clearly. Be assertive and insist on being treated with respect.

4.10   FAMILY MEMBERS

Families of national and international staff are just as exposed to threats from crime and other local risks as the staff but are often overlooked. Including family members in a basic safety and security training program can enhance overall office security and safety and should be part of the standard indoctrination training for all new hires. Some procedures that should be stressed to all family members include:

- All staff members and their families should register with the appropriate embassy and know its emergency evacuation procedures.
- Family members should know the address and telephone numbers for the office and residence and know how to use the local telephones, both public and private, and radios if in use.
- Family members should avoid local disturbances, demonstrations, crowds, or other high-risk areas. In areas of significant risks the location of family members should be known at all times. Family members should be encouraged to develop the habit of "checking in" before departure, after arrival, or when changing plans.
- Everyone should know the personal security procedures for the region and policies and procedures in case of natural disasters, bombings, or assault.
- Everyone should receive fire and electrical safety training and know the location of safety equipment such as fire extinguishers.
- A Record of Emergency Data (RED) should be completed on family members as appropriate.
- Procedures for childcare should be carefully laid out, such as who can pick up children from school, etc.

4.11   FIRE AND ELECTRICAL SAFETY

Basic safety and security procedures are often overlooked in Country Offices and residences. Simple improvements in fire and electrical safety and first aid training and procedures can safeguard all staff, national and international, and should be the first step in any Country Office security plan. Individual staff members, even when traveling, should make every attempt to adhere to common-sense precautions concerning fire and electrical safety. Staff members should take advantage of local or Country Office fire and electrical safety training and include family members. Appendix A: Safety and Security Assessment Checklist provides guidelines for ensuring a safe living and working environment. Minimum general guidelines include:

Fire extinguishers
Install and regularly inspect extinguishers useful for all possible fires in all vehicles, offices and residences. Know the location of fire alarms and extinguishers, if present, in hotels, residences and offices.

Emergency exits
Every office and residence should have a primary and secondary exit route. Plan ahead on how to exit the office, residence or hotel room in the case of fire.

Smoking areas
Smoke only in designated areas and dispose of cigarettes properly.

Electrical safety
The electrical condition of many Country Offices and residences can be considered poor, with overloaded circuits, poor maintenance and inferior wiring. This can increase the risk of electrical shock or fire. Measures to improve electrical safety include:

- *Conduct regular inspections of residences and office spaces (See Appendix A: Safety and Security Assessment Checklist) and correct electrical discrepancies.*

- *Locate and mark the electrical cut-off for all offices and residences. The cut-off should be kept free from obstruction, should never be in a locked space, and everyone should be made aware of its location.*

Smoke detectors
When available, smoke detectors should be placed where there is cooking or a heat source (lounges with microwaves, coffeepots, kitchens, etc.) and by the main electrical circuit box. Detectors should be tamper resistant, ideally using a sealed power source to prevent battery theft.

CHAPTER 4   PERSONAL SAFETY AND SECURITY

4.12   OFFICES AND RESIDENCE SAFETY AND SECURITY

LOCKS AND KEYS

Having secure locks and proper key management is central to the concept of physical security. Cheap locks are easily overcome or bypassed, and secure locks are worthless if their keys are not protected from unauthorized access. Some general guidelines for lock and key security include:

- *Keep a minimum number of keys for each lock and strictly control who has access to them. Keep household keys separate from vehicle keys.*
- *Use caution when providing keys to house staff.*
- *Do not allow duplicate keys to be made without permission, and record who has each duplicate.*
- *If a key is lost under suspicious circumstances have a new lock fitted.*
- *Never leave keys under the mat or in other obvious hiding places.*

DOORS

- Solid doors provide important protection against theft. Install a peephole, safety chain, strong locks and bolts, lights and intercom (where appropriate) at the main entrance. Keep entrance doors locked at all times, even when at home.
- When answering the door, identify visitors first through an adjacent window, a peephole, or a safety-chained door.
- Use an outside light when answering the door at night to illuminate your visitor. Do not turn on the interior light.
- Pay attention to interior doors. In some areas heavy steel internal doors can be used to create "safe rooms" for use during emergency or criminal attack.

WINDOWS

- Keep access windows locked whenever possible. Bars on windows can prevent unwanted entry but ensure that proper emergency and fire exits are created. In some cases this involves certain windows fitted with hinged bars and locks. Those designated for emergency exit should have working locks on them with keys kept nearby in an easily accessed and well marked location.

- After dark, keep curtains or blinds closed. Draw curtains before turning on lights and turn off lights before drawing back curtains.

- In areas where there is a threat of violence or disaster, select offices and residences without large glass windows and use heavy curtains over all windows.

ADDITIONAL GUIDELINES FOR RESIDENCES IN INSECURE ENVIRONMENTS

Additional security measures should be taken if located in an environment with a high crime level or potential for insecurity or disaster.

- *Know and practice the Country Office evacuation plan and ensure coordination with embassy and other agency (UN, host nation, etc.) plans.*

- *Select housing as far as possible from host nation military bases.*

- *An apartment located above the ground or first floor is considered more secure than a single-family dwelling.*

- *If multiple CARE staff families are in the same city or area, select housing that is in close proximity.*

- *Keep shrubbery and bushes around residences trimmed low.*

- *Establish a family communication and support system, especially for families of staff members who travel often.*

- *Preplan for emergencies by stocking extra water, food, and supplies.*

- *Establish a back-up power supply if appropriate.*

- *Be familiar with the routes to approved hospitals or clinics.*

RESIDENCE STAFF

Trustworthy and competent staff employed at private residences can contribute to security. However, even trustworthy staff, if inadequately briefed, may unwittingly endanger the safety of the staff or family. Guidelines for residence staff include:

• Whenever possible, hire domestic staff that are recommended by others.

• Thoroughly evaluate any applicant for employment. Conduct background checks as appropriate. Take the staff member's photograph and attach it to their personnel record.

• Give all new staff a security briefing to include guidelines for:

  • *Visitor procedures and unexpected visitors.*

  • *Telephone calls and messages, including what to tell people during residence absence.*

  • *Procedures for securing keys, windows and doors.*

  • *Emergency procedures and emergency telephone numbers.*

  • *Safety and security incidents, such as fire, electrical safety, or attempted robbery or attack.*

  • *Handling family affairs, habits, and movements with discretion.*

• Dismissing a residence staff person should be conducted in a timely manner, avoiding confrontation. Financial considerations in the event of dismissal should be discussed and agreed upon when hiring.

COPING WITH SAFETY AND SECURITY INCIDENTS

The previous chapters provided guidelines for avoiding or preventing the majority of safety and security incidents. However, even the most prepared person can become a victim of a sudden confrontation. Familiarity with the principles in this chapter will increase chances for survival when threatened and provide a framework for response. This chapter provides general guidelines for dealing with the most common safety and security incidents, including:

Fire

Electrical Shock

Medical Emergencies

Sexual Assault

Confrontation, Robbery and Assault

Car Hijackings

Gunfire

Ambush

Shelling

Grenades

Bombings

Landmines and Unexploded Ordnance

Kidnapping and Hostage Situations

5.1   FIRE

Aid workers should consider the threat of fire when assessing the safety and security of their environment. Fire poses a significant risk to health and safety, especially in countries where fire-response infrastructure is lacking, buildings are not built to minimize fire hazards, and few people have fire-safety training. Fires in refugee camps, warehouses, and residences can prove catastrophic. Most fires start small and can be extinguished if detected early. All CARE staff should receive fire- and electrical-safety training and all offices, warehouses, and residences should be equipped with fire-fighting equipment, such as chemical extinguishers, hoses, water tanks or buckets of sand. The best method for fighting fires is prevention through regular inspections and training.

IMMEDIATE ACTION FOR FIRE RESPONSE

It is important not to panic when confronted with fire. There are many things that can be done to prevent a fire from spreading and minimize damage and potential loss of life. The steps to take are:

- *Sound the alarm. Yell for help, summon aid, activate the fire alarm, etc. Do not attempt to fight the fire until the building evacuation is initiated.*

- *Determine the cause of fire and what is available to fight it. If it is an electrical fire, it is important to first turn off electricity, if possible.*

- *Attempt to fight the fire but under no circumstances risk injury in the process.*

- *If successful, continue monitoring the site to prevent flare-ups until help arrives.*

- *If unable to fight the fire, evacuate quickly, closing doors and windows, if possible, ensuring no one remains in the building. Give information to fire-response personnel when they arrive.*

STRUCTURE FIRES

Fires in buildings can spread quickly, trapping people inside. It is important to respond immediately to any fire alarm or evacuation order. Staff should plan ahead and learn the emergency exit routes from residences and offices. In hotels or when traveling, look for the suggested evacuation route and rehearse it, if necessary. When evacuating a building remember the following:

- *Think ahead what the route will look like — smoke may obscure vision.*
- *Do not take the elevators (if present) — use the stairs.*
- *Cover yourself with a non-synthetic blanket, coat or other cloth, preferably wet.*
- *Before opening doors, feel the door for heat. There may be fire on the other side that will flare when the door is opened.*
- *Avoid routes that are exposed to falling objects.*
- *Stay low and move as quickly as possible. It may be necessary to crawl to avoid smoke and heat.*
- *Jumping from more than two stories can be fatal and should only be a last resort. If unable to exit a tall building, make your way to the roof.*

If in a burning building, it is important that evacuation is not delayed for any reason. Remaining in the room should only be an option when there is absolutely no means to escape. If unable to exit, prepare to remain in the building by doing the following:

- *Go to a room with an exterior window and mark it clearly to summon assistance. Stay in that room.*
- *Close the main entry door and any interior door to the room.*
- *Place blankets and clothes at the base of the doors to keep smoke out. If possible, use wet cloth to make a better seal.*
- *If possible, wet non-synthetic blankets, coats or other clothes for possible use later.*
- *Stay low near an open window and continue signaling for help.*
- *If room is burning, get under two or more layers of blankets or clothes with the outer layers wet, if possible.*

CHAPTER 5 SAFETY AND SECURITY INCIDENTS

If you or someone near you is on fire, remember - stop, drop and roll.

Stop. Don't panic and don't allow others to run about if they are on fire. Remove burning clothes, if possible.

Drop. Fall quickly to the ground or floor. If someone else is on fire, try to get them to do so. "Tackle" them only if you will not catch fire yourself.

Roll. Roll flat over and over (back and forth if in a room) until the fire is extinguished. The rolling will smother and scatter the fire in most cases. If someone else is on fire, have them roll. You can use water, sand, or a blanket to help smother the fire while they are rolling. Do not attempt to beat the fire out with bare hands; continue rolling instead.

Summon aid. Once the fire is extinguished, summon aid. Remove outer clothing if necessary and begin first aid.

5.2   ELECTRICAL SHOCK

Like fire, electrical shock usually can be avoided. Most electrical shocks are caused from worn wiring and electrical equipment, overloaded sockets, or unsafe modifications to electrical systems. Electrical safety incidents can be prevented or minimized by conducting regular inspections, correcting discrepancies, and ensuring that all staff know the location of the electrical cut-off switch. If electrical shock does occur, take the following immediate actions:

• Summon assistance – sound the alarm.

• Remove the electrical source, either through the electrical cut-off switch or unplugging the equipment, if possible.

• Do not approach or touch a person being shocked. Electricity will travel through the person and into the responder.

• Use a rope, broom handle, or other non-conducting (non-metal) object to move victim away from source of electricity.

• Begin aid once the victim is in a safe area or electricity is turned off. Extinguish any fires present.

• Administer first aid, including CPR if necessary, and continue until help arrives.

5.3   MEDICAL EMERGENCIES

Each CARE Country Office should have comprehensive medical emergency response procedures in place for all staff.   In some cases, there will be different procedures for national and international staff, including the possibility that international staff will be evacuated to medical treatment outside the local area or in another country. Providing basic first aid training to all staff and family members can greatly reduce the effects of sudden illness or injury, especially in areas without an effective emergency medical response system. When responding to any medical emergency, consider the following:

- The victim is not helped if the responder becomes a second victim. Do not rush to aid in an emergency before ensuring that it is safe. Do not enter a suspected landmine area for any reason.

- For electrical shock, ensure the source of electricity is turned off before touching the victim.

- Drowning victims often come in pairs, the original victim and the incautious responder. A rule of thumb for possible drowning is:

  - *Row - attempt to row to the victim.*

  - *Throw – find a suitable float or rope to throw to the victim.*

  - *Go – swimming to the victim should be a last resort and done with extreme caution.*

- For vehicle accidents, move beyond the accident site and stop well off the road (where possible) to prevent a subsequent accident or injury.

- Pay careful attention to the attitude and reaction of bystanders, and be sure that they understand the rescuer's intent. Consider finding an interpreter, if necessary.

- Be aware of the potential for criminal activity in connection with the incident, including the possibility of fake accidents to lure in potential victims for theft.

- In most countries, emergency medical care is the responsibility of the initial responder until more competent personnel arrive (ambulance or doctor). The Country Office should ensure everyone is familiar with the legal obligations and standards for treatment for emergency response in their area.

CHAPTER 5 SAFETY AND SECURITY INCIDENTS

RESPONDING TO A MEDICAL EMERGENCY

When a staff member encounters a medical emergency, the desire is strong to rush in and begin first aid. In most cases, staff are familiar with the initial actions for first aid: establish an airway, ensure the victim is breathing and check for circulation problems, such as no pulse or excessive bleeding. However, in many situations, such as in remote areas or regions with instability or conflict, there are steps to take before beginning first aid. Rushing in may mean that the responder becomes a second victim. These initial steps take only a few seconds:

Secure the area – Look around for what may have caused the injury and what may injure the responder. Was the injury possibly from landmines, electrical shock or gunfire? Is it safe to render aid? What is the attitude of bystanders, if there are any? Should you wait for authorities?

Summon aid – Call for help or ask a bystander to get help and make sure they understand your request. Call the Country Office, other staff, or the appropriate authorities. In remote areas it may be many hours before someone else comes by, so make sure you notify someone before beginning aid.

Gather materials – Is there a first aid kit in the vehicle? Can you get a blanket, some bandage material and other necessary items quickly? If so, it will mean that you will not have to stop first aid later to get these items.

Begin first aid – continue until the victim is transported to a medical facility or until relieved by more competent emergency medical personnel.

5.4 SEXUAL ASSAULT

Immediately upon hire, female staff members should receive a briefing on the Country Office policies and procedures in the case of sexual assault and harassment. These policies should be reviewed regularly. There are some basic facts concerning sexual assault that everyone should know:

- Everyone is a potential victim of sexual assault. It is a crime of violence and control, and all ages, ethnicities and economic groups are at risk.
- Sexual assault is the most under-reported violent crime.
- Victims are usually pre-selected and the perpetrator is most often an acquaintance. Preventive measures can reduce the likelihood of a woman becoming a target of opportunity, since the offender will usually wait until the potential victim is vulnerable or isolated.

Should someone become a victim of sexual assault, initial actions include:

- *The victim should not shower or douche and should preserve the clothing worn during the attack to prevent loss of possible evidence for prosecution.*

- *Though it may be difficult, the attack should always be reported to the appropriate authorities according to Country Office procedures. Country Offices should have someone accompany the victim to the hospital to provide support during the examination and reporting process. The medical examination should include tests for sexually transmitted diseases.*

- *In most cases, the police will conduct an investigation, which will include questions about the circumstances of the event. Again, the Country Director must ensure that procedures are in place to ensure preservation of the victim's confidentiality, legal and human rights, and respect of privacy and dignity.*

- *CARE will recommend and facilitate counseling for all victims of sexually assault.*

- *Taking the necessary measures to ensure victim confidentiality, the Country Office should complete an incident report form. In some areas there will be a method of sharing general, non-personal safety and security incident information within the NGO community. This is an important step to prevent others from becoming victims.*

5.5   CONFRONTATION, ROBBERY AND ASSAULT

A cooperative, respectful demeanor during confrontation may avoid further provoking, and in some cases, even calm a hostile person. Armed assailants are most likely to shoot when they feel their own safety is threatened. When faced with armed robbery or threats, consider the following:

- Do not try to intimidate or be aggressive. Instead, maintain a polite, open, and confident demeanor and try not to show anger or fear.
- Keep hands visible and move slowly with precise gestures.
- Respond to requests, but do not offer more than what is requested.
- Never take physical risks in defense of property or money.
- Speak quietly and distinctly.
- If in a group, do not talk among yourselves more than is necessary, particularly in a language not understood by your assailants.

• Normally, do not consider attempting escape. If previous information indicates that armed attackers usually attempt to kill their victims then, in addition to added precautions to prevent confrontation, staff members should be given basic training on methods of defense and escape.

5.6   CAR HIJACKINGS

Care hijackings can occur anywhere but are most common at checkpoints or road intersections. CARE staff operating in areas where carjackings occur should receive training on avoiding potential trouble spots and immediate action to take when threatened. A careful security assessment is required prior to operating vehicles in known high-threat areas.

PRECAUTIONS AGAINST CARJACKING

- *Vary routes and time of travel. Avoid developing patterns.*
- *Avoid areas with criminal activity or known threats. If possible, avoid "choke points" and other vulnerable areas.*
- *When possible, have contact with other agencies operating in the area to maintain awareness of current situation along routes. Consider convoy travel with another agency.*
- *Consider delaying travel to allow others to pass along the route first.*
- *If approaching a suspicious area, stop well before the area to observe other traffic passing through it. This is especially useful for "unofficial" checkpoints.*
- *Mark the vehicle appropriately for the area. In most cases, it is advantageous to have CARE placards or flags clearly visible.*

IF STOPPED WHILE DRIVING

- *Stop the vehicle. Apply the hand brake, but keep the engine running in neutral.*
- *Remain calm. Try not to show fear or anger. Do not become aggressive.*
- *Keep your hands visible and do not make sudden movements. When complying with demands, be sure to move slowly and consider telling the assailant what you intend to do prior to doing it.*
- *Get out only when instructed to do so. If exiting the vehicle, leave the door open.*
- *Avoid direct eye contact with attackers, but try to note their appearance, dress, etc. to report later to the authorities.*
- *Be compliant to demands, but demonstrate composure.*

- *If in a group, do not talk among yourselves more than is necessary, particularly in a language not understood by your assailants.*
- *Allow the hijackers to depart without interference.*

5.7   GUNFIRE

GUNFIRE WHEN WALKING

- *Take immediate cover on the ground. Lay flat, face down.*
- *Try to stay calm. Do not panic and run.*
- *Determine the direction of the firing and determine what, or where, is the target.*
- *If possible, crawl to any nearby protection, such as a ditch or hole or inside a building.*
- *Observe the actions of others nearby and react accordingly.*
- *Leave the scene only when in a safe area or after the firing has completely stopped. Contact the appropriate authorities and/or the Country Office immediately.*

GUNFIRE WHEN IN A STRUCTURE

- *Stay away from windows and doors and move to the interior of the building.*
- *Take shelter in the best protected areas, such as a bathroom, the basement, under a stairwell, or behind a solid wall.*
- *If possible, contact the appropriate authorities for assistance.*

GUNFIRE WHEN IN A VEHICLE

- *Keep windows slightly opened and radio at low volume to provide early warning.*
- *If the firing is ahead, but is not directed at the vehicle (as it would be in an ambush), stop immediately. Reverse and when feasible, turn around and drive to a safe area, remaining on hard surface roads or driving back on the same tracks (dirt roads and roadsides may be mined).*
- *If firing is somewhere other than directly ahead, or if the direction cannot be determined, stop immediately and take cover outside the vehicle (unless in a mined area). Keep keys and communication equipment.*
- *If possible, crawl to any nearby protected area. Never take shelter under a vehicle.*

■ CHAPTER 5 SAFETY AND SECURITY INCIDENTS

5.8   AMBUSH

The very nature of an ambush, a surprise attack from a concealed position, places a vehicle or convoy at an extreme disadvantage. In areas where ambushes are known to occur, extra security precautions and communication procedures should be strictly enforced. The best defense against vehicle ambush is prior planning to detect and avoid potential vulnerable areas or times.

No single defensive measure, or combination of measures, will prevent or effectively counter all ambushes in all situations. Immediate actions during an ambush should be adapted to the local situation. For example, in some areas it may not be advisable to drive forward when attacked as the assailants may have placed their trap in that direction. As with any threat, careful analysis will indicate potential vulnerabilities and protective measures to be implemented.

DURING VEHICLE AMBUSH

- *If at all possible, continue to drive forward under control at the highest possible speed. It is difficult to hit a moving target; the faster it moves, the more difficult it becomes.*

- *If the firing is coming from the front, attempt to veer left or right up a side street (in a town) or, if in the countryside, off to the side (but do not leave paved road). Reversing or turning around is not recommended. The slower vehicle presents an easier target.*

- *If the driver has been shot or the vehicle immobilized, get out, keeping behind the vehicle away from the source of firing for added protection and concealment. Take the first available protection, then consider moving to better protection if nearby. Hard cover, such as a ditch, rocks or a building, provides the best protection.*

5.9   SHELLING

In most cases, a Country Office that operates in an area prone to shelling will have carefully crafted immediate action procedures in place and specially constructed protective shelters. All Country Office staff and visitors should be given specific briefing and training prior to operating in the area. Some general guidelines for immediate action during shelling include:

• Go immediately to the nearest shelter and stay there until the shelling has completely stopped. In some cases, there will be someone responsible for sounding "all clear." Do not search for unaccounted persons during the shelling.

• If caught in the open, take cover in the nearest ditch, shelter, alleyway or other available cover.

• If driving, attempt to move through the shelling as quickly as possible. NEVER STOP DRIVING, unless there is no choice. If you must stop, seek shelter away from the vehicle.

5.10   GRENADES

If a grenade is thrown or rolls nearby, there are only a few seconds in which to act. DO NOT ATTEMPT TO PICK UP AND THROW OR KICK A GRENADE AWAY!   Do not attempt to run to shelter. Grenade fuses last only a few seconds, and the blast range is about 30 meters in all directions, so running is useless. There is less chance of injury for people flat on the ground than those upright or running. Take the following immediate actions:

• Sound the alarm, turn away from the grenade and take one step.

• Drop face down on the ground and cross legs, keeping them straight with feet pointing towards the grenade. Keep arms straight along the body. Do not look back at the grenade.

• If there is no explosion within 30 seconds, stay low, crawl to a safe area and notify the appropriate authorities. Do not go back to the area, and prevent others from doing so.

5.11   BOMBINGS

Bombings and terrorist attacks can take place anywhere without warning or apparent pattern. Most occur in areas where crowds are expected, such as the market, a crowded bus, the post office, or the airport. There may not seem to be a specific target population, though often the attacks are directed toward foreign interests.

All CARE Country Offices could face the possibility of civil unrest and should give basic anti-terrorism (AT) training to all personnel. While AT training cannot prevent attack, it can increase staff confidence and give them a specific framework for response to lessen the chances of them or their family becoming victims. AT training should be given to all personnel and family members and included in basic security training once per year. National Headquarters can provide a general anti-terrorism training course that can be modified by CARE Country Offices for use in staff training. Civil disturbances and bombings should be carefully analyzed to determine if CARE staff or assets are being specifically targeted.

5.12   LANDMINES AND UNEXPLODED ORDNANCE (UXO)

Landmines are explosives with detonating systems that are triggered by contact with, or proximity to, a person or vehicle. When detonated, they are designed to incapacitate a person or vehicle with an explosive blast, fragments, or in the case of some antitank mines, a jet of molten metal. Unexploded ordnance (UXO) are the shells, mortar rounds, and bombs that did not explode during original use. In some cases, the fuses are so sensitive on this ammunition that merely casting a shadow over it can cause it to explode.

Any area that has experienced fighting may be contaminated with landmines or UXO. This is especially true of lowlands in front of defensive hill positions, military emplacements, or military buildings. Other likely areas of contamination include avenues of approach, bridges, alongside railways and airstrips, key intersections, borders, water sources, and depressions and ditches.   This section provides only a brief overview of landmines and UXO and is not intended to replace appropriate mine-awareness training. In-depth information on landmine threats and procedures is available in the CARE International/UN Landmine Safety Handbook available from CARE USA.

> **Never Pick Up or Touch Landmines or Unexploded Ordnance!**
> **No one is to work in an area suspected of having landmine or UXO contamination without first receiving the appropriate mine training.**

LANDMINES

Landmines are designed to impede or deny movement in a given area. They come in various sizes and configurations and may be placed by hand or by air. Generally, mines are grouped by intended target, either anti-personnel (AP) or anti-tank (AT), with AP mines by far the most common. Some countries have millions of them contaminating a wide range of area. Landmines are generally buried within 15 cm of the earth's surface, or laid on or above the ground (for instance, on stakes or fixed to trees). Landmines can be triggered by direct pressure, trip wires, tilt rods, command detonation, or by some combination of these methods. Moreover, it is possible to booby-trap any type of mine by using anti-handling devices to make removal more difficult.

UNEXPLODED ORDNANCE (UXO)

Most former zones of conflict are littered with unexploded ordnance, such as grenades, rockets, mortar and artillery shells, bombs, cluster munitions, etc. Often these munitions have defective fuses that will cause them to explode at the slightest touch. Unexploded cluster munitions can function almost exactly as landmines, exploding when stepped on or disturbed.

BOOBY TRAPS

A booby trap is a lethal device disguised to look innocuous. Objects that would be likely to be picked up by a soldier, either as a souvenir or for practical reasons, are those most often booby-trapped. Booby traps are often placed in important buildings and can include computer and office equipment, chairs, food stacks, military paraphernalia, etc. Because they take time and some expertise to rig, booby traps are not extremely common. Nevertheless, in the immediate aftermath of conflict avoid places such as former army bases, government buildings, schools, and health centers that are likely to be booby-trapped.

CHAPTER 5 SAFETY AND SECURITY INCIDENTS

TRAVELING IN REGIONS AFFECTED BY LANDMINES OR UXO

The following guidelines are designed to remind CARE staff of considerations for traveling in regions affected by landmines or UXO. However, this is not a substitute for appropriate landmine-awareness training, which is mandatory for all staff working in areas suspected of having landmines or UXO.

- Never travel to high-risk areas for non-essential reasons. Ensure everyone travelling has received the proper training and preparation.
- Keep office informed of the dates, times and planned routes of all travel. Travel only the approved routes and do not deviate from the planned route, if at all possible.
- Wherever possible, stay on hard-surfaced roads, even if it makes the trip longer.
- Carry a map marked with the best available information about routes known to be free of mines. Update this information by checking with local people during travel. Whenever possible, travel with someone that knows the route.
- Use extra caution when driving during or after heavy rains. Mines are often moved or exposed by rain.
- Do not leave the road for any reason. Never drive around roadblocks of former military positions. Never leave the road to overtake someone, pass an obstruction, or turn around. If the road is not wide enough, back up until the vehicle can be safely turned around.
- Never drive over anything in the road. A paper bag, a piece of cloth, a wooden board, or a new pothole could all conceal a landmine.
- Always ask local people about the landmine situation and pay attention to their warnings!
- Never walk through overgrown areas. Use sidewalks and well-used paths.
- Walk in single file when traveling along paths in potentially mined areas. Allow 20 meters between each individual.
- Do not enter abandoned buildings.
- Do not touch anything, especially unexploded ordnance. Do not go souvenir hunting.

5.13   KIDNAPPING AND HOSTAGE SITUATIONS

Kidnappers and hostage-takers almost always choose their targets after careful surveillance. Potential targets are those with visible assets or a clear affiliation with a certain group. Humanitarian organizations are perceived in some countries as large and well-funded, so holding aid workers for ransom may be seen as a source of income for some groups. Overall, kidnappings and hostage taking of humanitarian staff is still rare, but increasing.

In the event of a kidnap or hostage situation, the appropriate National Headquarters should be contacted immediately. CARE will not pay ransom or provide goods under duress but will use all appropriate means to secure the release of the hostage. CARE also will provide all possible support to the hostage's family.

IMMEDIATE ACTIONS FOR THE COUNTRY OFFICE

In the event of a hostage taking/kidnapping situation the National Headquarters is the senior authority. The Country Director should immediately notify local authorities, RMU, and National Headquarters when a staff member is taken hostage. Additional immediate actions may include:

• Verify the identity and condition of the hostage or hostages.

• Attempt to identify the hostage-taking party and its demands.

• Establish continuous communication with regional office and others, as appropriate.

• Increase security measures and communications with remaining staff as appropriate.

• Inform other organizations (UN, NATO, ICRC, police, etc.), as appropriate.

• Only the CD or designated representative should communicate with the media.

GENERAL GUIDELINES FOR KIDNAPPING OR HOSTAGE TAKING SITUATIONS

The Country Office staff, national and international, should be thoroughly briefed on the potential problems and conditions that might be faced immediately following capture. Everyone should be aware of the steps that will be taken to secure release and possible coping methods to employ.

ABDUCTION

- *The time of actual abduction is the most dangerous. The kidnappers are nervous, the victim may not realize what is happening, and the situation can be very volatile. The victim should remain as calm and composed as possible, particularly when being transported somewhere by the kidnappers. Talking to the kidnappers is recommended, provided this does not make them more nervous.*

> **Escape should not be considered except in very rare circumstances. Escape attempts may lead to injury or death for the hostages.**

POST-CAPTURE

- *The post-capture period is likely to be difficult and unpleasant, particularly in contrast to the comfortable conditions in which the average victim normally has been living.*
- *Post-capture shock is a major physiological and psychological problem. Capture, when completely unexpected, results in severe trauma brought about by the total change of situation. In such circumstances, the hostage may experience deep depression.*
- *The victim should accept that he or she must obey given orders, taking steps to preserve a sense of self-esteem and personal dignity as the situation allows.*

HEALTH DURING CAPTIVITY

- *In every circumstance, a conscious effort must be made to maintain physical and mental health. Physical health can be maintained by eating all food that is offered. The victim should attempt to maintain a regular exercise routine, if possible.*

- *Mental health can be maintained by identifying and sticking to a system of personal values. It is healthy to focus mental activity on the future and freedom. Request writing materials or books, if available.*

- *Maintaining self-discipline is essential in order to overcome the effects of the immediate environment and the inactivity imposed by it. A routine should be established and observed and standards of cleanliness maintained, if possible. If appropriate, the victim should gradually increase requests for personal hygiene items or books and writing material.*

NEGOTIATION

The National Headquarters will coordinate hostage release efforts. A victim must always remember that steps are being taken to effect their release and that they should not interfere with this process. Except in some special cases, hostages should not negotiate for their own release, nor discuss what action an organization may take. Such discussions could compromise the ongoing negotiations. Hostages should not allow themselves to be convinced that they have been abandoned by the outside world.

RELEASE

The time of hostage release may also pose risks for the victim. When the time for release comes, hostages should proceed with great care. Specifically:

- *Listen to orders given by captors and obey them immediately.*
- *Do not make sudden or unexpected moves.*
- *Stay alert. Be prepared to act quickly if things go wrong.*
- *Be prepared for delays and disappointments.*

HOSTAGE SURVIVAL CHECKLIST

TO THE EXTENT POSSIBLE, KEEP THE FOLLOWING POINTS IN MIND:

- *Remain calm. If capture is inevitable, accept it and follow orders.*
- *Recognize captivity as a fact and mentally accept the change of status and circumstances.*
- *Give captors details of any necessary medical treatment.*
- *Accept and eat food that is given, even if it is unpalatable.*
- *Prepare mentally for a long wait, perhaps many months, before release.*
- *Adopt an attitude of discrete skepticism toward information passed on by captors.*
- *Plan a daily program of activity, including daily physical exercise, and adhere to it.*
- *Try to keep an accurate record of time.*
- *Take advantage of any comforts or privileges offered by the captors, like books, newspapers or access to the radio. If not offered, ask for them.*
- *Keep as clean as circumstances permit. Ask for adequate washing and toilet facilities.*
- *If possible, develop a good rapport with captors and try to earn their respect. It may be helpful to attempt to inform them of CARE's work in their area.*

DO NOT:

- *DO NOT adopt a belligerent, hostile, or sullen attitude.*
- *DO NOT enter into conversations on controversial subjects, such as politics and religious beliefs.*
- *DO NOT become either over-depressed or over-optimistic.*
- *DO NOT attempt physical violence or engage in verbal abuse of captors.*

EVACUATION

Circumstances that might require evacuation or relocation of the staff and/or their families include mounting terrorist activities and threats, insurrection and other civil disorder, or a sudden crisis such as a natural disaster. In most cases, the National Headquarters, in consultation with the Country Director and Regional Management Unit (RMU), will make the final decision to evacuate. In the event time or communication difficulties makes coordination impossible, the Country Director has the authority to order and conduct an evacuation. Evacuation should be considered as a last resort after efforts to resolve or mitigate potential threats are unsuccessful. In the planning process it is essential that all staff members clearly understand their eligibility for evacuation assistance. In most cases, only international staff and families will be evacuated. This chapter provides information on:

Evacuation Overview

Criteria for Evacuation

Evacuation Phases

Special Considerations during Evacuation

6.1   EVACUATION OVERVIEW

All country offices should have a written evacuation plan in order to facilitate a safe and efficient evacuation or relocation. The plan must be updated regularly and rehearsed annually or as needed. Country Directors must communicate in writing what evacuation assistance CARE will provide for each member of the staff and their families in the event of a crisis.

The window of opportunity to implement an evacuation plan is often brief and can close quickly. The staff must use good judgement in recognizing the critical moment when the evacuation plan must be decisively engaged.

The evacuation process involves four distinct phases, although a situation can deteriorate so quickly that the evacuation may start in any one of them. Other agencies and organizations have their own method for designating these stages, such as letters or colors, but they all generally correspond to the same phases.

EVACUATION PHASES

Phase One – Pre-planning. During this phase, operations are normal with periodic update and rehearsal of disaster preparedness and evacuation plans as required. The Country Office must ensure continual monitoring of the safety and security situation, especially in Moderate or High risk areas. Operations should be consistent with the possibility of rapid onset of evacuation.

Phase Two – Alert Stage. Mounting tensions and/or instability may lead the Country Director, in consultation with the RMU and National Headquarters, to issue a recommendation to limit operations, increase security measures (in areas of instability or conflict), and review the evacuation plan. Work outside the immediate vicinity of the Country Office may be suspended.

Phase Three – Curtailment of Operations/Relocation (evacuation imminent). The situation has deteriorated to a level unsafe for normal operations and may require rapid evacuation. All non-essential international staff and family members may be asked to conduct an administrative evacuation, and staff currently outside of the region should remain in a safe place. The pre-evacuation process is put into effect, including back-up and segregation of key documents and establishment of safe areas.

Phase Four - Evacuation. The final evacuation may be done in several stages, usually terminating in all international staff relocating to a safe area. The Country Office may continue curtailed operations with national staff or may close completely.

6.2   CRITERIA FOR EVACUATION

All Country Offices in areas with Moderate or High risk levels must have published evacuation plans. These plans must be reviewed, revised, and rehearsed annually or as needed. There are a variety of indicators for evacuation, including:

- *Are staff members exposed to increasing and unreasonable risk?*

- *Have other agencies (UN, Red Cross, etc.) or the government recommended departure? What actions are other international NGOs taking?*

- *Have the embassies advised foreign nationals to leave?*

- *En lieu of evacuation, are there measures that can be taken to ensure staff safety, such as curtailing operations or moving to a more secure area in-country?*

- *What is the impact on the safety of national staff if international staff (foreign nationals) depart?*

- *Is there a requirement to evacuate or relocate national staff members and their immediate family?*

- *What is the possibility of meeting current project objectives safely?*

- *What are the policies and plans for continuing operations using only national staff members? (The timing of an evacuation of international staff may depend to some extent on the capacity of the national staff to carry on operations or coordinate the office closure.)*

Once the decision to evacuate has been made, all staff must follow the instructions of the CD.

6.3 EVACUATION PHASES

PHASE ONE
PRE-PLANNING

Evacuation planing and rehearsal should be ongoing for every Country Office, even those without current crisis. History has shown that the safety and security situation can deteriorate rapidly, often without warning. Actions to take during this phase include:

- *Coordinate plans with embassies, UN agencies, and other NGOs as appropriate.*

- *Identify which documents, such as contracts, payroll records, etc., will be needed to re-establish your operations once relocated or upon re-entry. Other documents should be marked for destruction. Consider how evacuated documents will be perceived if seized by a particular person or group. They may contain information that may put the evacuating individual(s) or the organization at risk due to misinterpretation, and would be better destroyed or left behind.*

- *Identify essential and non-essential staff. Essential staff members are required to conduct final coordination (Finance Officer for example), office closure, or limited operations. Determine the evacuation order with Priority 1 evacuating first and Priority 4 last.*

> **Priority 1** – International staff family members
>
> **Priority 2** – Staff members who are in immediate personal danger due to the conditions of the crisis
>
> **Priority 3** – Individuals other than essential staff
>
> **Priority 4** – Essential staff

- *Verify potential staging areas to assemble staff and their families. Identify potential evacuation routes to international airports, seaports, or land borders. Check to ensure that these routes can be travelled under emergency conditions. Inspect border crossings and safe areas.*

- *Identify potential evacuations routes to other parts of the country or region in the event of a requirement to re-locate within national borders.*

- *Safe houses should be identified and stocked with the following as appropriate:*
  - *Food and water for 15 days for each person.*
  - *Proper clothing, especially outerwear appropriate for inclement conditions.*
  - *Fuel for generator, vehicles, and lamps.*
  - *Medical emergency kit with proper medications as required.*
  - *Flashlights with extra batteries, flares and other signaling devices as appropriate.*
  - *Maps and communication plans as appropriate.*

PHASE TWO
ALERT STAGE

Since this phase is generally entered during crisis, when key staff may be occupied, it is imperative that pre-planning clearly defines tasks and responsibilities for this stage. Failure to complete tasks during this phase may mean they go undone, since the transition to other stages may be very quick, leaving no time to "catch up." As much as possible, normal work routines should continue, with additional security measures implemented as warranted.

- *Communication systems for notification should be finalized and tested. Consider tying into other systems, such as warden systems for other NGO or embassy staffs.*
- *Prepare salaries and place in the safe.*
- *Back up important files onto disks, delete sensitive files, and shred sensitive documents.*
- *Staff members and their family should assemble personal documentation and carry it at all times. International staff families should be considered for an early departure.*
- *Inventory all office equipment and assets. As appropriate, identify the equipment to be evacuated and responsiblity for each item.*
- *Assign each evacuee to a specific vehicle so that anyone missing may be readily identified, and ensure that all vehicles are ready.*

Assemble personal belongings to be taken during an evacuation, including:
- *Passport and visa*
- *Driver's license and other identification*

- *Extra cash (convertible currency)*
- *Flashlight with extra batteries*
- *Hand-held radio with extra batteries*
- *One bag of personal belongings not exceeding 15 kg*

PHASE THREE
CURTAILMENT OF OPERATIONS/RELOCATION (EVACUATION IMMINENT)

The Country Office usually suspends the majority of normal operations to concentrate on evacuation preparations. Potential evacuees may be relocated to a pre-selected staging or safe area. Remote staff may be recalled or sent to a safe area. Non-essential personnel and family members may be evacuated. Tasks during this phase, which may last weeks or only a few hours, include:

- *Coordinate closely with other NGOs, the UN, and other agencies as appropriate.*
- *Pay salaries to local staff, with salary advances if possible.*
- *Give clear instructions regarding responsibilities and leadership roles to those staff staying behind. Establish a means of continued communication between remaining staff and those evacuating.*

PHASE FOUR
EVACUATION

CARE is committed to the safety and well-being of all staff. Under no circumstances should Country Office staff be compelled to remain in an unsafe environment any longer than absolutely necessary. There are a multitude of tasks to be accomplished during this phase, which should be assigned to specific personnel during Phase One pre-planning. Once evacuation has begun, it will take precedence over all other activities and should not be delayed for any reason. Evacuation will be more effective if the Country Office rehearses its Evacuation Plan periodically. Considerations during evacuation may include:

- *If there is a risk of looting, consider disabling radios, equipment and vehicles. Empty and leave open all safes.*
- *Ensure effective communication with national staff left behind (if any).*
- *Evacuate by the safest and most orderly means possible, maintaining communication with all groups evacuating.*
- *All evacuees will proceed only to pre-designated areas, establish contact with the CD or CARE USA, and await instruction.*

6.4   SPECIAL CONSIDERATIONS DURING EVACUATION

Self evacuation. Individuals that are working remotely from a local office, or who find themselves isolated during crisis should use their best judgement concerning the safety in their area. All staff members are authorized to conduct self-evacuation in accordance with established criteria and procedures of their country or region when they feel their safety is threatened. Every effort should be made to communicate with the CO during the process, and once in a safe area the individual must contact the appropriate authority immediately. No one may re-enter an area after self-evacuation without specific authorization from the Country Director or RMU.

Evacuation refusal. Persons who are ordered to evacuate, and who refuse, must understand that they are staying at their own risk and that CARE will not accept responsibility for their safety. Whenever possible, the decision to remain behind should be discussed during Phase One pre-planning. Once the evacuation has started, it is possible that the staff member may not have sufficient objectivity to rationally evaluate such actions. The CD and National Headquarters must approve any subsequent support or actions for those refusing evacuation, such rejoining CARE upon resumption of activities.

Alternate evacuation methods. In some cases, a CARE office may sign on to another agency's evacuation plan (UN, host nation or other NGO). Such an arrangement may improve support and logistic capacity and may be the safest and most effective method for relocation. An office that signs on to another evacuation plan must ensure that when a crisis occurs they retain the right to make an independent decision when to stay or go. National Headquarters must be informed if such arrangements are made.

Embassy evacuation. International staff and family members must register with the appropriate embassy upon arrival and are usually able to participate in their embassy's evacuation plan if desired. The decision to take advantage of the embassy evacuation should be discussed with the CD during the planning process. In some cases, the Country Office may recommend family members and non-essential staff evacuate with their respective embassies.

National staff evacuation. All staff members should clearly understand their eligibility for evacuation assistance. In most cases, only international staff will be evacuated. If the CD believes that the national staff and/or their families face a direct threat because of work for CARE, then evacuation should be considered. National staff members not evacuated should comply with the office's "internal evacuation plan."

Internal evacuation plan. An "internal evacuation plan" gives a clear line of authority and detailed responsibilities for anyone not evacuating. The plan would include payment procedures, use of assets, continuation of operations, and resumption of activities upon re-entry of international staff.

■ CHAPTER 6 EVACUATION

"Remain in Place." If the situation prevents the staff from evacuating, upon order from the CD, they should move to a pre-designated "safe" location, such as their homes, the office, their embassy, or, if appropriate, with another NGO or agency. Ideally the selected site should have access to a sufficient amount of food and water per person and appropriate communications equipment. Critical office equipment should be packed and taken to the safe location. Evacuation may follow when the CD feels the situation allows. Alternatively, the crisis may "blow over" and allow resumption of normal activities. This is a last resort for situations where evacuation is warranted but not possible due to the unsafe environment. It is not an alternative to a well-planned and timely evacuation.

Return and resumption of activities. This may occur soon after evacuation or take many months. The displaced Country Office personnel may conduct operations from a safe area outside the evacuated region, communicating with and working through the national staff if possible. If a decision is made to close the office completely, the CD and National Headquarters will coordinate disposition of staff and assets.

THE SOCIAL EFFECTS OF EVACUATION

An evacuation is not easy for the evacuees or for those staying behind. It is a very emotional event, giving rise to feelings of guilt, hurt, frustration, and powerlessness. The departure of Western aid agencies can have a variety of meanings to the local population, including the removal of a symbolic safety barrier. Thus, an evacuation is not a neutral act and may even aggravate a crisis. When a Country Office evacuates it should consider providing a statement for the media and others explaining the organization's reasoning and any continuation or possible resumption of programs or aid.

Re-establishing operations after an evacuation can be difficult. National staff "left behind" may have experienced hardship and threats to themselves and their families. They may perceive that evacuated international staff members were in relative safety, perhaps receiving critical incident debriefing, stress counseling, or rest and relaxation, options not available to those left behind. This must be considered when re-establishing a Country Office. Restoring relationships with national staff, local authorities, beneficiaries, and the local population can be made easier if honesty, tact, and transparency are used with constituents prior to and during the evacuation.

STRESS

All humanitarian work involves some degree of stress. In development and crisis response work, staff members are confronted with political, cultural and societal issues that cause stress to themselves and their families. Additionally, international staff may need to adapt to a different culture and language. The presence of stress is to be expected and may even be desirable to challenge and focus staff efforts. However, the work environment should be monitored to prevent intolerable stress build-up, which can quickly degrade the health and safety of personnel and effectiveness of programming or intervention.

Exposure to stress produces physiologic changes within the body that enable a proper and effective response. When the body is compelled to react to stressful environmental changes constantly and over a long period of time it can result in physical and/or mental fatigue or mental health problems. Unless properly managed, the tension and pressures will adversely affect staff health and hinder performance and judgement. This chapter provides information on:

> **Identifying Sources of Stress**
> **Stress Indicators**
> **Stress Prevention and Mitigation**

7.1   SOURCES OF STRESS

Extreme levels of stress can result from both crisis events and the day-to-day operations of a field office.

STRESS COMMON TO ALL AID ACTIVITIES

National and international staff may experience day-to-day operational stress from the normal conduct of their work. Factors leading to high stress levels include:

Personal comfort. International staff may find their personal physical surroundings unfamiliar or difficult, lacking amenities such as consumer goods, favorite foods, etc. Housing may be communal, and workers may be restricted in the amount and type of personal belongings they are allowed to bring to their assignment.

Personal safety and security. High crime levels, instability or insurrection, and other civil disturbances may cause anxiety for aid workers. This is particularly true when the expatriate community is specifically targeted.

Restrictions on movement. Restrictions on where a worker may go, such as having borders closed or personnel confined to a compound during off duty hours, can add to overall stress. When recreation areas are placed "off limits" it degrades possible stress coping mechanisms as well.

Frustration. All aid workers may experience a high degree of frustration at the project or work site, especially during emergency response. Power outages, shortages of equipment and food, etc. can cause workers to feel that they are not able to accomplish all that they could if more was available.

Group identification. An aid worker may come to closely identify with an affected group or vulnerable population. In complex crisis where atrocities are committed on a specific population there may be feelings of revenge or redress. These emotional states can have an effect on a workers mental health and the way in which they respond to a particular group.

Guilt. Aid workers, especially international staff, may experience a sense of guilt at "having so much."

Isolation. Workers often feel a sense of loneliness due to their location and the type of work they perform.

STRESS SPECIFIC TO CRISIS RESPONSE (NATURAL DISASTERS AND COMPLEX EMERGENCIES)

There may be additional stressors during crisis response. National staff may have lost friends or family members or be directly affected by trauma and destruction of property. During refugee crisis, aid organizations often take on staff from the pool of displaced people. Additionally, all may experience increased stress and frustration due to:

Physical and mental exhaustion. Disaster workers tend to want to get it all done at once and push themselves very hard. This may cause them to become physically ill or exhibit signs of excess stress, such as becoming irritable, irrational, inappropriately angry, etc.

Feeling indispensable. The "Superman Syndrome" leaves aid workers feeling that no one else can perform their tasks and that they cannot leave their post for "one minute."

Shock. An emergency involving loss of human life is so out of context from the worker's normal surroundings that it may cause emotional shock.

Media. The media may be perceived as taking valuable time away from assisting victims. There also can be a sense of anger over what is seen as the media's focus on the sensational or dramatic.

Despair/Hopelessness. Workers may be overwhelmed by the magnitude of the situation.

7.2   STRESS INDICATORS

During sustained prolonged exposure to unmanaged stress staff members may exhibit one or more of the following indicators:

* *Apathy*
* *Depression*
* *Sleeplessness*
* *Compulsive eating*
* *Recurrent minor illnesses*
* *Disharmony with colleagues*
* *Decline in efficiency and productivity*
* *Excessive use of alcohol or other substances*

CULTURE SHOCK

Individuals moving into an unfamiliar culture or setting, even within their own national boundaries, may experience the phenomenon known as culture shock. It involves a predictable sequence of emotional responses that many, though not all, people transition through as they enter and adjust to their new surroundings. For aid workers, recognizing the effects of these transition states on overall stress levels is important, especially since there are measures that can be taken to minimize the negative effects.

Stages of Adjustment (Culture Shock)

Enthusiasm & Excitement

Withdrawal & Loneliness

Re-emergence & Adjustment

Achievement & Enthusiasm

Return Anxiety

Shock/Reintegration into Parent Culture

Tips to Minimize the Consequences of Culture Shock:

• Recognize that it is normal to feel overwhelmed and out of place at first.

• Try to construct realistic expectations in the beginning.

• Remember that you have survived major transitions before.

• Take care of yourself: get plenty of rest, maintain proper nutrition, stay fit, and limit intake of alcohol.

• Find a mentor or host country national staff member who can answer questions.

• Don't withdraw from social contact with others.

• Keep in touch with family and friends "back home."

• Reach out beyond the expatriate community and beware of reinforcing negative stereotypes of the host country's people.

• When taking time off do something not related to work.

SAFETY AND SECURITY ASSESSMENT CHECKLIST

This checklist is designed to provide a Country Office or individual with guidelines for assessing their own safety and security situation. It is not intended to be a "how to list" and is not all-inclusive. Staff members will have additional ideas concerning security, and what is appropriate for one area may not be so elsewhere. In all cases it is the responsibility of the Country Director to decide which measures are appropriate for each area. Risk levels are indicated by the following: No mark = Low, * = Moderate, ** = High, *** = Severe. Items marked for one risk level also apply to all higher risk levels. For example, a single asterisk (*) denotes measures appropriate for Moderate, High and Severe risk levels. Those items marked with (★) are mandatory for all areas. A Country Office may choose to adopt some security measures designated for higher risk levels to avoid being unprepared should the threat environment suddenly change.

Upon completion of the self-assessment, the Country Director or designated responsible person should decide the priority for corrective action. Most discrepancies can be corrected at the local level, though shortages in communication equipment or vehicle outfitting may require significant additional funding. Mandatory items should be corrected as soon as possible. When the discrepancies involve safety items in an office or residence they should be corrected prior to occupancy.

TRANSPORTATION

- ☐ ★ Seat belt/shoulder harness always worn front and rear.

- ☐ ★ All vehicles are equipped with appropriate safety items.

- ☐ ★ Vehicles are checked daily. Someone has been designated as responsible for maintenance and correction of discrepancies.

- ☐ ★ Vehicle logbooks are maintained for each vehicle and contain a copy of the checklist and maintenance schedule, trip tickets, communication procedures, documentation, maps, etc.

- ☐ ★ National and international staff have proper travel documentation, including driver license. Essential vehicle registration and documentation is in each vehicle.

- ☐ ★ Drivers observe local driving laws and regulations and drive at speeds appropriate for conditions.

- ☐ ★ A clear policy concerning the use of CARE vehicles for personal use during and after the workday, weekends, and holidays has been developed and briefed to all staff members.

- ☐ Helmets are worn by anyone on a motorcycle at all times. (While not a mandatory CARE policy, it is recommended that Country Offices strongly encourage everyone to follow this safety guideline.)

- ☐ Vehicle fuel tanks are maintained above half full if possible.

- ☐ Spare vehicle keys are kept under strict control in each Country Office.

- ☐ Travelers notify others of travel time and destination. Procedures established for actions to be taken if travelers do not arrive as scheduled.

- ☐ Policy concerning unauthorized passengers, especially soldiers, established and briefed to national and international staff.

- ☐ Where applicable, decals are posted on vehicle doors or window indicating guns are not permitted in the vehicle.

- ☐ Vehicle doors are kept locked while driving and a minimum number of windows open (no more than 5 cm).

- ☐ Vehicles do not have darkened or tinted windows that may obscure visibility.

- ☐ Staff members operating a vehicle are able to perform basic maintenance, such as changing a tire and checking engine, brake, battery and radiator fluids.

☐ The appropriate radio frequencies and call signs for all relevant organizations in the area (UNHCR, CARE Sub-offices, other NGOs, etc.) are posted in each vehicle.

☐ Vehicle accident procedures and reporting policies are in place and briefed to all staff.

☐ An updated country or regional roadmap is displayed in the office.

☐ Policies and procedures concerning guidelines and safety considerations when using air transport have been established and staff briefed. Special consideration given to situations when national military or civilian helicopter flight is required.

☐ * When possible, staff travel with at least one other person.

☐ * A radio is provided when traveling during daylight hours. (Night travel is not recommended.)

☐ * Radio check procedures are established for staff traveling out of the area of the office.

☐ * Primary and alternate travel routes are selected that avoid danger areas and provide the safest journey possible.

☐ * Regular contact with relevant local authorities is maintained to provide safety and security updates along the route.

☐ * Vehicles have extra water and fuel prior to any out of area trip.

☐ ** The use of trip tickets or another vehicle tracking system is in place to help track vehicle movement.

FACILITY SAFETY AND SECURITY.

The following items apply to CARE facilities, such as offices, residences, apartments and warehouses and industrial spaces. Checklist items listed in the sections for Fire and Electrical Safety and Disaster Preparedness also apply to every facility at every risk level.

RESIDENCES

- [ ] ★ Each residence has two possible exits (usually through a front and back door).

- [ ] ★ All exterior doors and windows are secure and can be locked from inside.

- [ ] ★ Outside doors to basement and service areas (laundry, storage rooms, etc.) can be locked.

- [ ] ★ Trapdoors in the ceiling or floor, including skylights, can be locked.

- [ ] Exterior entries have a method of seeing visitors without opening, and an outside light that can be activated from the inside.

- [ ] Area around house or compound is free from hazards, such as holes and exposed wires.

- [ ] When located in a walled compound a lightweight ladder is inside the compound to allow escape from the compound in an emergency.

- [ ] There is a good view of approaches to house.

- [ ] There is no place in yard for intruders to conceal themselves.

- [ ] There is no access to roof or compound from neighboring houses or buildings.

- [ ] Windows and exterior openings are screened to prevent mosquitoes and other vectors.

- [ ] * Area around house has limited access for pedestrian and vehicle traffic.

- [ ] * Yard or compound has fence or wall which is kept free from overhanging branches or thick bushes.

- [ ] * Exterior lighting installed, with all fixtures and cables protected from tampering.

- [ ] * Exterior light switch is accessible from inside the residence and at entry to compound or yard.

- [ ] * External electrical, gas and telephone boxes are protected by locked or tamper-proof cover.

☐ * Windows are fitted with bars or grates as appropriate. Metal doors or screened barred doors installed.

☐ * Residence not near market area or host nation military compound.

☐ * Residence has secure parking.

☐ * Keys are carefully controlled. No duplicates made without CD and resident approval.

☐ ** If available, motion sensors are installed for exterior lights.

☐ ** Residence is near embassy, UN facility or clustered with other NGOs.

☐ ** International staff member has provided a key to the residence to the Country Office for use in an emergency. Keys are kept in a secure location with access restricted as designated by the Country Directory and staff member.

☐ ** Radio equipment, if present in residence, is protected from damage and theft.

APARTMENT SAFETY (CHECKLIST ITEMS FOR RESIDENCES ALSO APPLY)

☐ Preferable located on the first floor (to deter crime) and not higher than the capability for the local fire brigade equipment to reach (usually below the seventh floor).

☐ There is a guard or secure lock at entryway.

☐ Entryway is well lit and in good repair.

☐ There is a fire escape or other alternative method of exit.

☐ When present, stairways and elevators are well lit.

OFFICE SAFETY (CHECKLIST ITEMS FOR RESIDENCES ALSO APPLY)

☐ ★ Office evacuation procedures and routes are posted.

☐ ★ Someone is responsible for securing all windows, doors, exits, and entrances at the end of each day.

☐ ★ Office smoking area designated and an appropriate cigarette disposal container provided. Separate trash containers, clearly labeled, are installed in the area.

☐ ★ Electrical devices and cords are free of damage that may pose a shock hazard. Outlets do not have excessive number of devices plugged into them.

☐ All documents of a sensitive nature are put away in an area with controlled access at the end of each day. (Political- or security-related materials should be kept separate from other files and access restricted.)

☐ Office safes, when used, are securely affixed to the floor and inspected at the end of each day.

☐ Office is arranged so that unescorted visitors remain under the receptionist's observation. All visitors are logged and follow proper access control procedures.

☐ ** Critical equipment is protected from damage.

☐ ** If more than one generator is present, the back-up generator is separated from the main unit. All units protected with sandbags.

☐ *** Fuel drums protected with sandbags. If fuel, oil, or other flammable substances are kept inside the compound, they are stored in remote areas and below ground level if possible.

WAREHOUSE AND INDUSTRIAL INSTALLATIONS (CHECKLIST ITEMS FOR RESIDENCES ALSO APPLY)

☐ ★ Fire extinguishers and smoke detectors are installed and routinely checked to ensure they are in working order and readily accessible. Staff is trained in fire procedures.

☐ ★ Trapdoors in the ceiling or floor, including skylights, are locked.

☐ ★ Exterior doors and windows can be locked and are inspected at the end of each day.

☐ ★ A system is in place to regularly inspect the interior and exterior of the installation.

- [ ] ★ Warehouse and installation personnel understand security measures and appropriate responses, and know emergency contact personnel.

- [ ] ★ Key access is controlled and duplicate keys are not allowed without CD approval.

- [ ] ★ Access to storage areas for relief supplies and equipment is restricted to authorized personnel. A list of persons authorized admittance to the storage facility has been published and is displayed at the entryway to the each storage area.

- [ ] There is no access from outside the building to fire escapes, stairways, and roof.

- [ ] Warehouse and ground floor windows, particularly those near the ground or accessible from adjacent buildings, have been barred or grated.

- [ ] Outdoor trash containers and storage bins are located away from the building.

- [ ] Janitorial closets, service openings, and electrical closets are kept locked at all times.

- [ ] Tree limbs and natural and man made protrusions over the fence or wall have been removed or blocked.

- [ ] There is alternate communication between the warehouse and the administrative offices in case the primary communication system fails.

- [ ] * Access to the warehouse complex can be physically restricted to watchmen.

- [ ] * Outdoor openings, such as air vents and utility access points, have been covered, locked, or screened.

- [ ] ** Exterior floodlights and iron grills or bars for windows are installed and maintained.

- [ ] ** If feasible, the installation is protected by high perimeter fence or wall and a comprehensive external lighting system. There should be more than one exit from the compound.

FIRE AND ELECTRICAL SAFETY

☐ ★ Fire extinguishers are installed in appropriate locations.

☐ ★ Smoke detectors are installed, at least one on each floor.

☐ ★ A first aid kit is present and maintained.

☐ ★ Electrical cut-off is located and marked. Switch is kept free of obstructions and readily accessible. Staff can turn off electrical current in an emergency.

☐ ★ Electrical devices, outlets, circuit breakers and cords are free of damage that may pose a shock hazard. Outlets are in good repair.

☐ ★ If there are window bars or grates there is at least one set of window bars hinged with an inside release (not padlocked) to allow for emergency exit.

☐ ★ All floors above the first floor have emergency escape method. For third floor and above there should be a rope or ladder with tested anchor points.

☐ ★ Flammable liquids are properly stored, away from house and from other flammables such as wood or paper. Compound and facility are kept free of debris and trash.

☐ ★ A water source sufficient to reach all parts of the compound is available. If no water is available in the compound a fire extinguisher is available outside the residence.

☐ ★ Circuit boxes, inside and outside, are covered.

☐ ★ Electrical wires or extension cords are not routed under carpet, where walked on, or where possibly damaged.

☐ * Electrical circuit, gas, and telephone boxes, if accessible from the outside, are locked to prevent tampering. If the external electrical and gas boxes contain the only cut-offs then the key is kept in a readily accessible location inside and is clearly marked.

DISASTER PREPAREDNESS

- [ ] ★ Residences and offices meet existing local building and safety codes.
- [ ] ★ Consideration given to local disaster planning measures, such as for floods or earthquakes.
- [ ] ★ Gas and electrical cut-off switches are located and marked.
- [ ] Emergency lighting is in place. (Can be flashlights or installed lights)
- [ ] * Residence has emergency items per Country Office policies.
- [ ] ** Water tanks, if used, are located inside the compound with locking lid if possible.
- [ ] ** Electrical generator is installed as a secondary power source if possible.
- [ ] ** If feasible an interior safe room is established in the building for use in case of crime, an attack or an emergency. Safe room should be supplied in accordance with the Disaster Preparedness Plan or other Country Office emergency plan. Safe room requirements:

  - [ ] *Has a strong solid metal door, not bars or grillwork.*
  - [ ] *Two methods of exit (if feasible).*
  - [ ] *Has peephole on doors to view other side.*
  - [ ] *Exterior windows barred with one hinged for emergency exit.*
  - [ ] *Has method for communicating with the Country Office and local authorities (usually radio, cellular phone, or satellite phone, with landline only as a last resort).*
  - [ ] *In the basement, only if the basement has been reinforced for use during disaster.*
  - [ ] *Has sufficient food, water and supplies for five days or more as directed by the Country Office.*
  - [ ] *If over two floors from ground, has rope or ladder for emergency exit.*

COMMUNICATIONS

COMMUNICATION EQUIPMENT

☐ ★ Communication equipment required for office, residences, and industrial facilities is in place and tested periodically.

☐ Sub-offices and remote sites have redundant communication capability to Country Office.

☐ Country Office has redundant communication capability to regional office and National Headquarters as appropriate.

☐ Quantity and condition of communication equipment and supplies/repair parts checked and updated regularly. Procedures in place for reporting and correcting communication deficiencies.

☐ Communication problems within the area of operations, such as "dead spots" or interference, have been identified and staff members have been made aware of them.

☐ The CARE emergency evacuation policy concerning destruction of specific communication equipment is posted.

☐ Satellite phones, if available, are tested periodically. Policy for appropriate satphone use briefed to staff.

☐ If possible, portable laptop computers are on hand and updated to allow resumption of office activity and connectivity during emergency relocation.

☐ * If in high theft areas, mounts purchased for vehicles that allow removal of communication equipment when vehicle not in use.

☐ ** Appropriate communication equipment, such as satphones, are issued to all personnel traveling out of local area.

☐ ** If feasible, communication equipment has a back-up power supply (usually a generator). If a generator is used, there is a program for inspection, testing and preventative maintenance.

☐ ** Radios or other communication devices are used by staff traveling out-of-area.

COMMUNICATION PROCEDURES

- [ ] ★ Staff members are knowledgeable on the use of communication equipment installed in the office.

- [ ] ★ Staff never transmit sensitive information, such as the transfer of cash, in plain language over the radio network.

- [ ] ★ The appropriate RMU and National Headquarter personnel have been provided with a copy of Country Office call signs, frequencies and primary and alternate 24-hour contact procedures.

- [ ] ★ Written communication procedures and guidelines are posted and briefed to staff. Essential emergency contact information, including phone numbers, frequencies, and call signs are posted in the office, in each vehicle, and on a card for each staff member to carry.

- [ ] Communication equipment, including radios, cellular phones, and satellite phones, have host government approval and licensing prior to use if required.

- [ ] There is a procedure in place for routine back-up of computer files, with back-up medium stored outside the office.

- [ ] * Multiple VHF and HF frequencies have been obtained for each office if feasible.

- [ ] * Use of other NGO or UN radio networks has been coordinated if available.

- [ ] * An office communication center has been established and a specific communication layout, including equipment location, has been defined.

- [ ] * Adequate number of national and international staff are able to serve in the communications center.

- [ ] ** Radio checks with remote offices, travelers, the UN and other NGOs in the area are routinely performed as appropriate.

- [ ] ** Duress code words or phrases have been established for common emergency conditions such as kidnapping or intrusion. Their use has been briefed to staff.

- [ ] *** Radios are monitored 24 hours a day as appropriate.

EVACUATION PLANNING

☐ ★ The Country Office Emergency Evacuation Plan is up-to-date and readily available.

☐ ★ All staff members know assembly areas, safe houses, and routes for evacuation.

☐ ★ Each Country Office has designated a staff member responsible for evacuation planning and operations.

☐ ★ Staff member is identified to be responsible for preparing, maintaining, and updating the evacuee manifest.

☐ ★ The CARE policy concerning actions to be taken when national staff members request evacuation or political asylum has been briefed to all staff members.

☐ ★ Procedures are in place and discussed with all staff concerning an international member of the staff who chooses to remain behind in the event of an evacuation.

☐ ★ Country Office has established procedures for evacuation or other emergency action for national staff members and all staff briefed.

☐ The primary point of contact within the UN and the international/national military force (if applicable) for evacuation planning has been identified and contacted.

☐ Assembly areas and alternate assembly areas are identified, validated and coordinated with UN, other NGOs and appropriate agencies and military forces.

☐ Primary and alternate assembly areas, evacuation sites, and evacuation routes have been verified. All sites and routes have been coordinated with, and identified to, the UN and/or international/national military forces in the area.

☐ The UN and/or appropriate Embassy Emergency Evacuation Plan has been reviewed, coordinated, and briefed to staff as appropriate.

☐ Specific documents that must accompany the evacuating staff have been identified. Plans made to destroy or carry out documents that reference specific duties and pay scales/salaries of national staff members or that could be used against national staff members.

ADMINISTRATION/PERSONNEL

TRAINING / BRIEFING

☐ ★ An orientation program is in place for each new staff member.

☐ ★ The CARE policy concerning Drugs and Alcohol is posted or available and discussed with all national and international staff members.

☐ ★ All staff members receive security training appropriate to their position and level of responsibility.

☐ ★ Staff family members receive appropriate security training prior to their assignment or immediately upon arrival.

☐ ★ Periodic safety and security training and briefings are completed for Country Office staff and recorded in the appropriate office and personnel files.

☐ ★ All new staff receive briefings on the Country Office evacuation plan, the Disaster Preparedness Plan, and other security policies and procedures.

☐ * Staff are debriefed when departing.

ADMINISTRATIVE PROCEDURES

☐ ★ A Record of Emergency Data (RED) is on file for each staff and family member.

☐ ★ Appropriate emergency contact numbers have been posted. The notification system is tested regularly.

☐ Incident reporting format and procedures have been established and staff briefed.

☐ Incident reports are treated with confidentiality, transmitted by most secure means to appropriate regional and national offices, and stored with controlled access in the office.

☐ ** Background checks are conducted on all prospective hires.

FAMILY MEMBERS

- [ ] ★ International staff family members are registered with the appropriate embassy.

- [ ] ★ All family members are briefed on the Country Office's safety and security procedures and guidelines, including medical emergency response, medical evacuation and crisis evacuation.

VISITORS

- [ ] ★ Visitors check in with the appropriate embassy upon arrival.

- [ ] ★ Visitors are lodged at approved hotels.

- [ ] ★ Visitors are provided with emergency contact information including phone numbers of key local and international staff.

- [ ] ★ Visitors are provided with an information packet or orientation brief immediately upon arrival.

- [ ] * Country Directors determine whether in-country visits are appropriate and if so, the travel criteria and appropriate travel locations. The number of in-country visitors is closely monitored and limited as required.

- [ ] * Visitors maintain contact with the appropriate office when visiting remote project sites.

- [ ] ** Publicity and press coverage is limited prior to and during group visits as appropriate.

- [ ] ** Visitors (including visiting staff) receive instruction in safety measures, alarm systems, guards, and emergency and evacuation plans.

- [ ] ** Visitors must be equipped with, and instructed in the use of, all appropriate communication equipment.

- [ ] ** Night travel for unescorted visitors is prohibited.

- [ ] ** Visitors are instructed to vary their daily schedule and routes.

- [ ] ** Travel is restricted to essential work and must include frequent radio check-in when out-of-area.

APPENDIX A   ASSESSMENT CHECKLIST

CASH HANDLING AND TRANSFER

☐ ★ Secure methods for receipt, transfer and storage of cash established and appropriate staff are trained.

☐ Country Office has designated staff members authorized and trained to withdraw and transfer cash.

☐ Cash is transported by at least two individuals with cash divided between them.

☐ Travel routes and times is varied and disclosed only on an "as-needed" basis.

☐ In-city transport is done by office vehicle, not public transportation. Vehicle and driver are changed periodically if possible.

☐ Cash transfer to remote project sites are conducted by quickest means possible to limit vulnerability.

☐ When transporting large amounts of cash to project sites, a contingency plan is in place for travel delays. A location for safe custody of cash, particularly during an overnight stay, has been identified.

☐ When a train is used for transport, cash-carrying staff arranges for sole occupancy of a separate, locked compartment if possible.

☐ A safe is available immediately upon arrival at the final destination.

☐ Staff understand that in the event of an attack they should never risk their lives to protect cash.

☐ Staff members never make references to cash when communicating by radio and use code words as appropriate.

MEDICAL / STRESS MANAGEMENT

☐ ★ CARE policies concerning sexual harassment and sexual assault are posted or available, and briefed to staff.

☐ ★ CARE policies and procedures concerning stress management are posted or available, and briefed to staff.

☐ ★ CARE policies concerning post stress management and psychiatric treatment are posted or available, and briefed to staff.

☐ ★ Country Director has a confidential system in place to identify personnel requesting or requiring counseling.

☐ ★ International staff members receive medical and dental examinations and vaccinations prior to assignment.

- ☐ ★ All national and international staff have access to proper medical care.

- ☐ ★ An emergency medical response plan is in place and all staff are capable of implementing it.

- ☐ ★ Medical evacuation procedure for international staff is in place and briefed to staff.

- ☐ ★ The different procedures and policies concerning medical care of national and international staff are discussed with staff.

- ☐ ★ International staff members have proper medical insurance, including evacuation insurance with clauses appropriate to potential risks, prior to assignment.

- ☐ The staff is aware of the importance of confidentiality while sharing medical information.

- ☐ The staff has received training in HIV/AIDS awareness, first-aid (including CPR), and potential medical threats in the area, with refresher training provided as required.

- ☐ As appropriate, a walking blood bank system is in place, with the blood type of all staff recorded on the Record of Emergency Data.

- ☐ Staff have received all appropriate immunizations. Vaccinations and any pre-existing medical conditions are recorded on the Record of Emergency Data.

- ☐ As appropriate, the water system for residences and offices has been tested for contamination, including biological, metal, and other harmful pollutants.

- ☐ ** As a stress management measure, periodic time away from area is given to all personnel working in High or Severe risk areas.