Operational Guidelines for Working in a Potentially Hazardous Environment

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Table of Contents

Next page: OSCE military monitoring officer from the Mission to Georgia at a Russian checkpoint, 3 September 2008. (OSCE/David Khizanishvili)

1 Introduction

The Organization for Security and Co-operation in Europe (OSCE) has and is likely to continue to operate in potentially hazardous environments, whether in conflict or post-conflict situations, or in countries with serious security challenges. OSCE activities undertaken in these areas tackle the three dimensions of security – the politico-military, the economic and environmental, and the human dimension. The Organization therefore addresses a wide range of security-related concerns, including monitoring of conflicts, cease-fires, human rights issues, elections, border integrity, arms control, confidence- and security-building measures, policing strategies, counterterrorism and economic and environmental activities.

In order to mitigate some of the risks associated with its activities in the field (hereafter referred to as "field activities"), the OSCE has developed these Guidelines in conjunction with the Folke Bernadotte Academy. It is for use by all OSCE staff (which for the purpose of these Guidelines shall be understood to include OSCE officials (as defined by the Staff Regulation 1.01), daily staff, consultants and interns) from the various OSCE institutions, units and field operations when working in the field. These Guidelines will not impose any additional security regulations, but rather serve as a resource providing guidance and best practices for OSCE staff working in potentially hazardous environments.

Following the advice provided herein will, at best, reduce the risks to you but can never fully eliminate them all. Each location, situation and person is different and the advice given is of a general nature as it cannot cover all situations OSCE staff may encounter.

1.1 Responsibility State, Institutional, Individual

The primary responsibility for the security, as well as the safety and dignity of OSCE staff and property, rests with the Host Government of the country in which the OSCE field activity takes place. However, the OSCE staff in overall charge of the field activity is responsible for ensuring appropriate security arrangements and procedures are in place for the field activity being undertaken.

OSCE staff have a responsibility to abide by security policy, guidelines, directives, plans and procedures of the Organization as well as national law. Failure to do so may lead to disciplinary procedures.

It should always be remembered that security is the responsibility of each individual, both toward themselves as well as towards the Organization and colleagues. Security is both an individual and collective responsibility.

1.2. Conduct of OSCE Officials

OSCE officials shall conduct themselves at all times in a manner befitting the status of an international civil servant. They shall not engage in any activity which is incompatible with the proper performance of their duties. They shall avoid any action and, in particular, any kind of public pronouncement which may adversely reflect on their status as well as on the integrity, independence and impartiality of their position and function as officials of the OSCE.

By signing the letter of appointment or terms of assignment, OSCE officials shall agree to discharge their functions and regulate their conduct only with the interests of the OSCE in mind and neither seek nor accept instructions from any Government or from any authority external to the OSCE. In the performance of their duties, staff/mission members shall be subject to the authority of, and be responsible to, the Secretary General and their respective head of institution or head of mission. OSCE officials shall undertake to abide by the OSCE Code of Conduct set out in Appendix 1 of the OSCE Staff Regulations and Rules, of which the Code of Conduct is an integral part (Staff Regulation 2.01).

1.3 Potential Hazards

Awareness for one's personal safety and security has unfortunately become a way of life and never more so than while working on international assignment. This is particularly true in parts of the world where governments have reduced or limited control or the security structures are not very effective, in other words, in countries where the OSCE may conduct field activities.

Members of international organizations are often targeted because they appear vulnerable. They are perhaps in a new location and therefore do not exude the confidence shown in familiar surroundings. In addition, as an OSCE staff, you may be perceived to be wealthy compared to the local population. What you spend in a day can often carry a family through a month, so you need to bear this in mind.

The potential hazards of living and working in a hostile environment cannot be stressed enough. Criminality is often higher in such areas, as are the chances of simply being in the wrong place at the wrong time. For OSCE staff it is also quite possible that they are perceived to be part of the

political context of a crisis and therefore may not be welcome by one or more parties in a conflict.

It should also be remembered that failure to observe cultural sensitivity (see 1.7.1) can in itself lead to embarrassing and potentially dangerous situations.

1.4 Adherence to Security Rules

Creating a safer working environment requires careful planning and policy implementation from the Organization, but also discipline from each individual OSCE staff. It is not enough to have a long list of security rules, guidelines and procedures; it is actually the observing and implementation of these rules, guidelines and procedures that is important. All OSCE officials, both national and international, should learn and understand the security context in which they work and live. A lapse in following procedures can endanger the security of individual OSCE staff and even the OSCE organizational structure operating in the field.

Adaptability is a key element of staying safe. You must be able to adapt to the situation you are in, to new surroundings, threats and security procedures. Adaptability, however, is not enough – you will also need the correct attitude and discipline to maintain these changes in your daily behaviour. With time it will become second nature to you.

1.5 Operational Activities in Hazardous Environments

The security and safety of OSCE staff is of the highest priority and will take precedence in the management of OSCE field activities. Both management and OSCE staff should keep this in mind and have all required plans and procedures established at the earliest possible time.

1.6 Operational Discipline

Security awareness is an integral element of any programme, but it is sometimes compromised due to lack of operational discipline. There can be no doubt that the ability to detect and act upon suspicious activity can literally be a life-saver. It will allow you to have at least a chance to detect a potentially dangerous situation before it becomes reality and hopefully remove yourself from the area, thereby preventing a security incident. Operational discipline will help you achieve this heightened awareness.

Awareness and operational discipline is not just a trained skill but a state of mind and everybody has some level of security awareness inherent

within them. It is this natural ability that gets us through the day without being injured by traffic, scalded, burnt or electrocuted.

People sometimes get the feeling that not all is right. They cannot put their finger on what is wrong, but nevertheless have a 'strange' feeling that something is amiss. Unfortunately, people often override their natural instincts and this may lead them to becoming victims. How often do we hear "I had a feeling that something bad was going to happen"? It is essential that you listen to your inner voice. If you feel that something is wrong then it may well be. Learn to trust your instincts and common sense.

Routines and predictability drive your vulnerability up. By allowing criminals to predict your movements and behaviour, you make yourself an easy target. Often lack of discipline leads to predictability, especially in standard routines such as driving to and from the work place. By varying your routine, you demonstrate that you are alert and security conscious and the would-be attackers may select another, less security aware target.

Another element of operational discipline is personal behaviour. Both criminal and intelligence organizations will be searching for individuals who are susceptible, for instance, to blackmail. To reduce the likelihood of being seen as an easy victim, you need to be on your best behaviour at all times.

1.7 Working in a Foreign Country

1.7.1 Cultural Sensitivity
Each country has its own customs and culture and it is important that you are aware of these. For example, what is the normal interaction style and behaviour that is expected from you? In some parts of Europe three kisses on the cheeks is a normal way of greeting one another, while in some parts of the world you cannot even shake a person's hand. Some cultures have strict rules governing social status and only by fully understanding the intricacies of the hierarchy in society will you be able to interact effectively with your interlocutors and quite possibly enhance personal safety.

It is important to present yourself in a culturally sensitive manner, for instance by wearing clothes that are acceptable to the people you will meet whilst also being suited to the climate of the region. Too often, members of international organizations wear clothes or behave in a way that not only contradict the local norms, but can be outright insulting. Find out whether there are special dress codes to follow. This will also prevent you from standing out from the crowd and therefore be less noticeable to criminals. However, taking this too far and dressing in the traditional local clothing may also be taken as an affront.

As a general rule, try to avoid displaying any religious symbols. This does not mean you need to abandon or suppress your faith, but a general rule is not to display your faith to others. Many people are very emotional about their beliefs and in some parts of the world you may become a target if you boldly demonstrate that you belong to a different religion.

1.7.2 Cultural Shock
Culture shock can be more than just an expression describing the uncomfortable feeling one sometimes gets in a new environment. It is a form of stress caused by new surroundings, unfamiliar exotic food, lack of family or support structure, poor hygiene conditions, crowded living conditions, erratic driving habits and perhaps a lack of understanding of what goes on around you due to insufficient language skills. These new experiences can leave you disoriented, insecure and confused.

It is often irrelevant how many times you have worked in the field before; you can still be affected by culture shock. However, an experienced OSCE staff may handle the symptoms of culture shock better and therefore not feel the impact of it to the same degree or adjust quicker. Whilst it might not be possible to avoid culture shock symptoms can be greatly reduced if you understand that your reactions are normal. It is generally believed that the quicker you develop a relationship with other people, including those from the local community, the faster the symptoms of culture shock are likely to lessen and eventually disappear.

Returning home after having become accustomed to a new culture may/can also produce similar effects and require time for re-adjustment.

1.8 Gender and Security

Security planning is a gender-sensitive topic. Due to both social and biological differences, women, men, boys and girls have different security experiences, needs, priorities and roles. A gender perspective calls attention to these differences and seeks to ensure that the differing security needs and capacities of women and girls are taken into account as much as those of men and boys. Therefore, being aware of gender differences plays a large part in security planning and dialogue.

For women as a group, gender differences can result in lower social status and a higher degree of dependency. This could render women more vulnerable in many situations and may call for special precautions. One concrete example is women's greater vulnerability to sexual abuse and rape. However, while it is important to recognize and take account of women's specific safety needs, it is also important to be aware of the misleading but

widespread perceptions that women are more vulnerable than men, even when the threat is equal to both sexes or even greater for men.

Conducting a gender aware security planning thus requires adequate information and analysis of the actual context. This can be done by inviting men and women to participate in the information gathering and analysis process. The difference in roles, perceptions, needs, priorities, etc. between men and women, and boys and girls are also shaped by culture and differ from one area to another. Awareness of and sensitivity to this is essential to OSCE staff.

1.9 Family Status of the Missions

International mission members shall be allowed to establish their families in certain duty stations. The Secretary General, in consultation with the respective head of mission, shall determine those duty stations where international mission members shall not establish their families. Staff Regulation 2.09 should be consulted as it sets out various conditions related to families being established a duty station.

Facing page: The road from Dushanbe to Kulyab in Tajikistan, October 2007.
(OSCE/Michael Unland)
Next page: The flags of the OSCE in front of the Hofburg in Vienna, 9 March 2010.
(OSCE/Sarah Crozier)

2 Legal Aspects

2.1 Mandate

With 56 participating States from Europe, Central Asia and North America, the OSCE forms the largest regional security organization in the world under Chapter VIII of the United Nations Charter. All 56 participating States enjoy equal status and decisions are taken by consensus on a political, but not legally binding, basis.

The mandate of an OSCE executive structure – be it the Secretariat, an institution or a field operation – provides the basis for any activity undertaken by the OSCE. The respective mandate has to be agreed by all 56 participating States – including the host country – in consensus. Likewise, an extension of or change in the mandate has to be agreed by all the participating States. For a field operation, a mandate typically includes the tasks, duration and composition of that field operation.

No two OSCE mandates are the same, but generally speaking the purposes of the OSCE institutions and field operations are to facilitate the processes that are intended to prevent or settle conflicts, to monitor the situation and to provide advice and assistance in conformity with OSCE principles, standards and commitments. All OSCE activities under a respective mandate must fit within at least one of the three thematic areas of the OSCE:

- The politico-military dimension;
- The economic and environmental dimension;
- The human dimension.

The mandates, composition and operations of the OSCE institutions and field operations are increasingly varied, underlining the flexibility of this instrument and the OSCE in general. OSCE institutions and field operations therefore vary in size and number of OSCE staff.

2.2 Duty of Care

The OSCE has a duty of care towards its staff. Stated simply, it means that the Organization must take reasonable steps to ensure actions undertaken on its behalf do not knowingly cause harm to its employees, but also other

individuals. Duty of care is a broad ranging and complex legal principle that includes elements of whether an incident resulting in harm was reasonably foreseeable and the proximity or causal connection between one person's conduct and the other person's injury.

The OSCE has always taken duty of care very seriously. It has developed and put in place methods of delivering security information to its officials and programmes in order to mitigate risks. Similarly, plans and procedures have been prepared to manage security incidents should they occur.

Especially at the field level, key elements that demonstrate the implementation of duty of care in the operation would include:

- Ensuring all OSCE staff know and understand their security responsibilities;
- Developing specific contingency plans for each identified threat;
- Integrating security and safety into all aspects of the operation;
- Committing appropriate resources to security and health;
- Training OSCE staff to respond in a proper manner to incidents and keep records of security training conducted;
- Ensuring OSCE staff have access to relevant and proper protective equipment;
- Reporting security or near-security incidents;
- Taking disciplinary action when security procedures have been violated.

2.3 Legal Protection for OSCE Staff

One of the fundamental precautions to take when undertaking an OSCE field activity is to carefully study the laws of the country in which you are assigned/appointed. As a visitor to a foreign country, you must follow national laws. These laws may be very different from those that you are used to. For instance, is it illegal to cross the street when the traffic light is on a green? In some countries it is illegal, in others just inadvisable.

Depending on whether there is an agreement in place with the host country or on national legislation, OSCE staff might enjoy privileges and immunities during their assignment. The privileges and immunities as agreed between the OSCE and the host country in a Memorandum of Understanding (MoU) sometimes corresponds to those set forth in the Vienna Convention on Diplomatic Relations. Again, it is very important to keep in mind that the existence and scope of privileges and immunities varies from duty station to duty station. Therefore, if an MoU or national legislation exists, OSCE staff should familiarize themselves with the concrete provisions in place.

Likewise, it is paramount to keep in mind that any privileges and immunities granted to OSCE officials are conferred in the interests of the OSCE and not for personal benefit. Such privileges and immunities do not exempt OSCE officials from the performance of obligations which apply to them outside of their official duties or from the observance of the laws of the host country as well as respect for local customs and traditions of the host country. In any case, where the question of claiming immunity from a legal suit or process may arise, the OSCE official involved has to notify without delay the Secretary General through the respective head of institution or field operation. The Secretary General will decide, in consultation with the Chairmanship whether immunity should be waived. Where such a question arises with respect to a head of field operation/institution, it is to be considered by the Chairmanship.

2.3.1 What to do if arrested

If you are detained or arrested while performing an OSCE field activity, it may simply be a delaying tactic by the police to provide the security forces time to go through your personal belongings. Do not argue with law enforcement officials, as it is likely to escalate the situation rather than defuse it.

Never offer bribes or other considerations to anyone. In some cases, the police may want money, but they may use your offer or attempted bribe against you to charge you with an additional crime in order to get even more money from you.

If arrested, follow the steps below:

- Try to inform your supervisor or local colleagues about your situation;
- Always remind yourself and others that you do have rights and that you would like them to be respected;
- Answer questions regarding your work or travel schedule truthfully. If the interrogators make mistakes, make sure they are corrected immediately;
- Do not make any written or video recorded statements if you can avoid it. Also, try not to sign any documents unless it is reviewed by a legal representative. Never admit guilt of any kind until you are properly represented;
- Do not do anything to provoke the officers holding you. There are absolutely no benefits in making the people holding you angry or frustrated;
- Request repeatedly to see a representative of the OSCE, your embassy or consulate. Although you have rights to representation

according to the law in most countries, the representation can be delayed or "forgotten" altogether until such time it is convenient those holding you. Never fail to request to meet somebody, as this is the only way to ensure that somebody else is aware of your situation;

- Try to remain calm and keep your dignity.

2.3.2 Insurance

It is an OSCE requirement that all OSCE staff have an appropriately and comprehensive personal insurance package. Good insurance coverage saves worry, time and potentially your bank account. If you do not have adequate insurance, you may be personally liable to cover any loss and/or medical expenditures that may occur during your service with the OSCE.

Depending on the category of relationship with the Organization, OSCE staff may have different insurance entitlements. Even though a brief description of these entitlements is given below, you are strongly encouraged to obtain the details of the insurance coverage you are eligible for from your Human Resources colleagues in your field operation/institution. OSCE's Group Medical Insurance Plan with Vanbreda International offers the following insurance schemes for its staff:

Insurance for Life and Disability caused by accidents while on official duty. This type of insurance applies to all OSCE staff and the corresponding premiums are paid by the OSCE. Fixed-term staff/mission members only may choose to further extend this insurance to 24 hours for non-duty related accidents. Premiums for this additional coverage are paid by OSCE staff themselves;

Health insurance. This type of insurance is compulsory for all fixed-term or short-term contracted staff/mission members and for these staff categories the OSCE contributes 50% of the premiums. If preliminarily approved by the OSCE, the locally-recruited staff/mission member may be covered by the local social security system instead of the Vanbreda scheme. As for seconded staff/mission members, enrolment into other health insurance schemes are allowed as long as the scheme is valid 24 hours a day and has worldwide coverage, including for war zones. Otherwise enrolment into the Vanbreda scheme is mandatory, in which case the premiums will be deducted from the staff/mission member through his/her payroll or collected in advance.

OSCE staff should be aware that the above insurance plans do not cover loss of personal property, hence you may want to take out additional insurance to cover such losses. On the other hand, the OSCE officials may be compensated, in certain limits, for loss or damage to their personal effects determined to be directly attributed to the performance of official duties on behalf of the OSCE.

Check that your insurance actually covers the region you plan to travel to, what is covered, to which extent and any liability limitations. Also check if your insurance keeps its validity if a government issues a travel warning for your planned destination or a possible transit point. Some important items may not be covered at all by the travel insurance policy and those which are covered will usually have a fixed maximum amount on the value of each item. Some insurance policies will not cover damage to items considered fragile, such as photo, computer and audio equipment, watches and glass items.

2.4 Crime Scene – Do's and Don'ts

If you are the first to arrive on the scene of a suspected crime, you should immediately contact the host country's appropriate law enforcement agencies as the professional securing of a crime scene is the job of the relevant law enforcement agencies, not an international organization that happens to be the first on the spot. However, as the first person on the scene, it is paramount that (i) OSCE staff are not put in danger, (ii) the relevant law enforcement agency is informed, (iii) immediate first aid/help is provided and (iv) obvious evidence is secured.

Warning: Crime scenes and situations that may be particularly dangerous to you are:

- Street fights;
- Robberies;
- Drug related crimes;
- Domestic violence.

If at any time at a crime scene there is a crowd that seems to be getting out of control and the situation is clearly becoming very dangerous. OSCE staff should evacuate to a safe area.

2.5 War Crimes

War crimes (as well as crimes against humanity and genocide) are violations of the laws or customs of war that are punishable under international law. These can include, but are in no way limited to, murder, ill-treatment and deportation of civilians or prisoners of war, destruction of cities, towns and villages and the killing of hostages.

The concept of war crimes is contained in the Hague Conventions of 1899 and 1907, as well as the Geneva Conventions of 1949, the Additional Protocols of 1977 and customary international law. The United Nations

General Assembly Resolution 3074 also regulates the process of cooperation with the view to preventing war crimes and crimes against humanity. Lastly, on 1 July 2002, the International Criminal Court (ICC) came into being for the prosecution of crimes against international law, including war crimes committed on or after that date. Additionally, many states have passed national legislation that allows them to prosecute war criminals.

Staff of international organizations such as the OSCE may be in a privileged position to observe what happens in a conflict area simply due to the absence of other witnesses. It is not surprising then that those tasked with bringing the perpetrators to justice often turn to international organizations to see what evidence they can offer. However, it is clear that because an international tribunal is not part of the usual apparatus of a State it has no police force to enforce any orders for attendance it may issue.

Witnessing or reporting of perceived war crimes to other actors outside the OSCE can pose a dilemma for the OSCE. From an organizational perspective such activities could compromise neutrality, forfeiting access to victims and placing staff at an increased risk. It could, therefore, in some cases damage the OSCE´s field operation/institution objective, as well as cause security concerns for individuals. Therefore, should OSCE staff witness what they perceive as a war crime, it is paramount that they report in detail through the appropriate channels, i.e. to their supervisor and head of field operation/institution. When it comes to sharing war crimes related information to actors outside the OSCE, the OSCE staff is under a duty of discretion. The OSCE Code of Conduct[1] stipulates inter alia that OSCE staff shall observe maximum discretion with regard to all matters of official business. They shall at no time use, disseminate or publish information known to them by reason of their official position. They may also not publish anything based thereon, unless they have the written approval of the Secretary General or their head of institution or mission. Furthermore, OSCE staff shall also not communicate such information to third parties, except in connection with the discharge of their functions.

In all cases related to war crimes, a careful and well thought-out process should be considered with the OSCE official in overall charge of the field activity as well as the Secretariat's Legal Services.

Facing page: Training session to build mutual understanding between media and the police. (OSCE Mission in Kosovo)
Next page: A de-mining trainee in Tajikistan, the site of the OSCE's first mine action project. (OSCE/Salla Kayhko)

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1 OSCE Staff Rules and Regulations, Appendix 1: OSCE Code of Conduct. Article 9: Discretion.

3 Security & Safety

3.1 Security Management Team

The head of field operation/institution shall establish a Security Management Team (SMT) to assist and advise him/her on security matters. The SMT may vary in size and composition, but shall be comprised of OSCE staff who by position, training or background can contribute to the work of the team. The SMT normally meets once per month, but may meet daily during crisis periods. All minutes from such meetings should be recorded.

The members of the SMT have a personal and collective responsibility to support the head of field operation/institution in the discharge of his/her mandate related to the safety and security of all OSCE staff, properties and assets.

3.2 Security Plan

The primary management tool for security preparedness at any duty station is the Security Plan. The head of field operation/institution will ensure that such a plan is prepared and regularly updated. In this respect, the OSCE Security Management System promulgated by the Secretary General on 21 December 2004 mentions that "the Head of the Mission is responsible and accountable for the security of all OSCE personnel assigned permanently or temporarily to the mission. Therefore, all personnel assigned – including on a temporary basis – to an OSCE mission remain under the exclusive jurisdiction of the head of Mission with regard to security decisions, including relocation and evacuations". Accordingly, visiting OSCE staff are covered by the field activity security "umbrella".

As for OSCE Election Observation Missions (EOM), the OSCE Security Management System states that operational security authority during the election monitoring lies with the Head of EOM who is accountable to the participating States through the Director of the Office for Democratic Institutions and Human Rights (ODIHR) on all security matters. The Head of EOM is responsible and accountable for the security of all OSCE observers assigned to the Mission. Therefore, all personnel to an EOM remain under the exclusive jurisdiction of the Head of EOM with regard to security decisions, including relocation and evacuation.

The Security Plan should detail the actions to be carried out to ensure the safety and security of all OSCE staff in response to emergency situations be they civil or political unrest, natural disasters or others. Specific guidelines and instructions for the preparation of the Security Plan are contained in Annex A of OSCE Security Instructions 1. The Security Plan must be seen as a living document and should be tested and reviewed regularly and as required. All OSCE staff should have the latest version of the Security Plan available to them and be aware of its content.

The Security Plan usually includes:

a. **Summary** – A brief overview of the security situation as it affects the OSCE and the level of preparedness within the organization.

b. **Officials responsible for security** – A list of names and contact details of all OSCE staff concerned with implementation of the plan, including their respective responsibilities. Also lists relevant external individuals and agencies that may be required for assistance.

c. **OSCE staff list** – An updated list of OSCE staff and their contact details.

d. **Division of mission area** – Details, includ ing maps, of the mission area especially if it has been sub-divided for better command and control.

e. **Communications plan** – Describes in detail all available means of communication, their use during an emergency and lists individual contacts on call.

f. **Selection of coordination centre / concentration point** – A description of selected locations from where operations will be coordinated and OSCE staff concentrated during an emergency. The selection criteria should include issues such as availability of food and water, electricity, sanitary facilities, medical kits, sufficient accommodation and safe parking of vehicles. Accessibility and location in relation to potential targets need to be considered, as well as necessary defensive (passive) security measures.

g. **Safe havens** – A list and detailed description of identified "safe havens" where OSCE staff may relocate to during an emergency. If such safe havens are meant to be reached by car, the plan should

include accurate maps and details on road conditions (taking into account varying weather conditions where needed), travel times and fuel stations. Should borders have to be crossed to reach an identified safe haven, relevant necessary travel documents should be listed.

h. **Essential reserves / supplies** – An estimate of requirements for supplies, including water, food, medical and sanitation supplies, cash and fuel for a given time period and describes where such stock is kept. Dates of expiry have to be checked frequently and expired supplies replaced.

i. **Evacuation plan** – Describes the circumstances under which an evacuation would be initiated, and the details for such evacuation.

3.3 Contingency Planning

You might experience a serious incident that can prevent you from continuing normal operations. A contingency plan informs OSCE staff what to do in such a case. In preparing this forward planning process, threat scenarios (based on assumptions) should be evaluated and potential response systems described.

Each realistic threat scenario such as attack on office, car or truck bomb, letter bomb, threat by armed individual(s), fire, road ambush, natural disaster, MEDEVAC of a patient, demonstration, etc. must have its own contingency plan.

A contingency plan can be developed by going through the following steps:

- **Threats and risks** – analyse events that may occur, the magnitude of the consequences and their likelihood of occurring;
- **Identify scenarios** – built around anticipated needs based on knowledge of the security environment and in country knowledge;
- **Define Plan of Action** – if this happens what measures will we take;
- **Identify activities & tasks** – which tasks and activities are needed to carry out the plan;
- **Assign likely roles, responsibilities** – who will be responsible for the different sectors and tasks in the plan;
- **Prepare the plan** – get partners moving on preparing their parts of the plan;

- **Consolidate the plan and follow up actions** – bring all the elements together in a coordinated body of work and action the points to fulfil the plan and keep it up to date as circumstances change;
- **Compare** – It may makes sense to frequently compare and coordinate your own contingency plans with those of other organizations in the area.

3.4 Interagency Aspect of Security Management

Establishing field security collaboration and information sharing between the OSCE and other relevant organizations, including national and local authorities is recommended in order to address practical security issues that are of common concern. Such collaboration is an effective way of sharing security information, resources and training required to conduct operations in hazardous environments as safely as possible.

3.5 Threat Assessment and Risk Analysis

Risk Management is an important tool to establish priorities, requirements and implementation of the security programme. Simply put:

- **Threats** exploit **Vulnerabilities** and damage **Assets**;
- **Countermeasures** mitigate **Vulnerabilities** and therefore might reduce **Threats**.

Each head of field operation/institution is advised to conduct a practical threat assessment together with key staff. The following is a suggested approach:

Step 1: Identify Threats

The first step is to determine what can harm the individual/property/ assets i.e. identify the threats. It is helpful to have a general list of these threats and which individual/ property/asset they could affect.

Each specific threat scenario is analysed as well as its expected likelihood and level of impact towards OSCE field activities, staff and assets. The expected impact may be determined from previous incidents or similar situations from other countries.

To make sure you remember to include all relevant threats, it may be wise to use categories. One way to list threats is to categorize them as below:

- **Direct threats** include small arms attacks, bombs, violent protests/ demonstrations directed towards the organization, hostage taking, rape, blackmailing, harassment and intimidation and verbal threats;
- **Indirect threats** include armed conflicts/crossfire, bombing/shelling (collateral damage), landmines and violent disputes among the local population;
- **Crime and banditry** include carjacking, robberies / break-ins, pick pocketing/petty theft, looting and so on;
- **Other threats** include transit accidents, illness/disease and natural disasters.

Step 2: Identify Vulnerabilities

Identifying potential weak spots requires good knowledge of the Organization's operational procedures. It is an inwards-looking process, identifying weaknesses that could be exploited. Specific vulnerability factors for the OSCE could include the following:

- **Location.** In an area or country in which threats vary significantly, vulnerability may differ from that of other organizations due to the specific locations of staff and property;
- **Exposure of OSCE staff, property and/or asset.** Vulnerability is partially dependent on exposure; i.e., the extent to which the OSCE's staff's, property and/or assets are in "dangerous" locations and/or unprotected;
- **Value of property/assets.** Organizations with more valuable property/assets may be more at risk;
- **Staff interpersonal skills.** These can affect vulnerability by helping avoid incidents and mitigate their impact should they occur;
- **Adoption of appropriate security measures**. Organizations that adopt appropriate measures are usually less vulnerable than those which do not;
- **Compliance with security procedures.** Even if an organization adopts appropriate security measures, vulnerability is still dependent upon whether its officials are aware of them and consistently applies them;
- **Image of staff and programmes.** Vulnerability is partially dependent on the image and therefore acceptance of your organization;
- **Impact of programmes.** Organizations whose programmes are perceived as having an unequal impact on different groups or benefit

(even minimally) one of the parties in conflict may be more vulnerable as a consequence.

Step 3: Risk Analysis

After identification of the threats and vulnerabilities, assessment of country programmes and activities the next step of the Security Risk Management process is Risk Analysis. It combines all the factors and deductions from the assessments and determines a possible impact of the event and the likelihood of its occurrence.

Step 4: Defining Countermeasures

It is now time to decide whether the risk is acceptable, or whether it needs to be reduced. There are normally four options:

- Accept the risk and make no modifications. This costs little or no money nor effort (Risk Acceptance).
- Implement certain mitigating factors to manage existing risks to an acceptable level. This may cost money, but may often simply require a change in procedures (Risk Control).
- Avoid risk – temporary movement of the potential target from the risk (Risk Avoidance).
- Transfer – Insurance or subcontracting implementation of the programmes and activities (Risk Transfer).

The idea is to use countermeasures to reduce each threat to an acceptable level. Such countermeasures can include:

- Conduct public information campaigns to increase transparency and attain a comfortable level of acceptance of your OSCE field activity;
- Implement physical security measures (walls/fences, watchdogs, safe rooms, etc.) to protect assets and deter criminals;
- Provide relevant training (security awareness, first aid, driving, …);
- Make First Aid kit (including rape kit) available;
- Improve information sharing and coordination within the organization including the local staff and with other organizations in the area;
- Ensure communication equipment is available and in working condition;
- Prepare and update contingency plans;
- Change in operational tempo and areas covered;
- Ensure safe vehicle management.

Some activities might be stopped or altered until necessary changes can be implemented. The management should establish priorities for mitigation should there be any.

3.6 Alert System and Evacuation Procedures

The OSCE has established an Alert System to ensure operations and OSCE staff are prepared to manage deterioration in the security situation or an evacuation. This alert system has three phases (Green, Orange and Red,) which indicate the security from Normal (Green) to Very Serious (Red):

Green: This should be considered the normal operational mode for OSCE field activities. As most field activities have some security challenges due to their nature, the security of OSCE staff should be the priority for management and the security arrangements outlined in Security Instruction 1 should be the required norm and be strictly enforced at all times.

Orange: This indicates a marked deterioration in the security situation or that there are strong indications that the situation will deteriorate. It may also indicate a minor natural disaster or that the law and order situation in the host country may make it difficult for OSCE staff to operate. Recommended actions at this stage are as follows:

- All staff to be warned and briefed on changed situation;
- Security Management Team meeting called;
- Security arrangements at duty station reviewed and enhanced;
- Restrict movement/operations;
- Regular reporting on situation to Secretariat;
- Staff to pack one 15kgs bag and be prepared to relocate;
- Curfew imposed and all staff to report in on nightly/morning basis;
- Check emergency/essential supplies;
- Consult and co-ordinate actions regularly with other IO´s and Diplomatic missions;
- Staff of Field Offices to concentrate in one location;
- Liaise with local authorities;
- Make plans for disposal of sensitive materials.

Red: This indicates a substantial deterioration in the situation, including a breakdown of law and order, civil unrest, hostilities have broken out or a major natural disaster has taken place. Consideration should now been given to evacuation but this recommendation must be referred to Chairmanship through

the Secretary General for approval. Recommended actions at this stage are:

- Temporary concentration of staff in one or more safe sites within or outside mission area;
- Keep only essential staff in critical area;
- Suspend programmes;
- Prepare to evacuate.

3.7 Personal Security of OSCE Staff

There are too many specific threats to list in these Guidelines, so instead we provide generic advice that should enable you to detect threats and re-spond to them in an effective manner.

3.7.1 Security Awareness
Security awareness is a crucial element in staying safe. In fact, many security precautions are useless if you are not aware of what is happening around you.

Awareness is not a skill that can be obtained through classroom training, but is rather a state of mind. Awareness has several levels, from barely conscious to completely focussed. A useful way to describe awareness levels is by using colour codes.

White
The White level is where people spend most of their time. It has been said that 90 per cent of people are in condition White for 90 per cent of the time. This means that an individual has very little awareness of what goes on around them. A person in White condition absorbs very little information about what is happening around him or her hence it is also referred to as the "victim's state".

Yellow
Yellow level means being relaxed, but aware of what is happening around you. A person in Yellow condition will scan their environment and absorb information about what takes place around him or her and make plans accordingly.

In Yellow level, you may be running scenarios through your head, playing the "what if" game. You are anticipating things happening and people observing you will see that you are focussed and attentive. Criminals will understand that you are not going to be an easy target, as there will be no element of surprise.

This state of mind is where you should aim to be; relaxed but still at a sufficiently high awareness level. Staying at this level does require some effort and it is easy to drift back to White.

The upper level of Yellow level, when you have detected, consciously or subconsciously, that something is wrong, may lead to physical reactions, such as butterflies in the stomach, increased heartbeat and breathing. This is because the body is releasing adrenalin to assist you in dealing with whatever you have noticed. It is possible to remain at this level for a couple of hours, but the adrenalin will reduce after some time. Yellow condition is basically being at your highest level of conscious awareness.

Purple
Purple is really an action level, a level at which it is better not to be. You are now certain that you are in danger and will have to decide whether to escape the situation or to continue what you were doing at the risk of being harmed. You are fully alert and your adrenaline is at its peak; it is fight or flight time!

3.7.2 Reducing your Vulnerability
Being security aware also helps you to take steps to reduce your vulnerability. It is generally accepted that there are five broad categories of measures that can be taken to reduce the risk of becoming a victim; avoidance, prevention, escape, assistance and time.

Avoidance
Avoidance does not mean you must never leave the house, but rather that you should avoid being in "the wrong place at the wrong time". To accomplish this some research is necessary to identify those places and times of increased risk (for example, an ATM should perhaps not be used at night-time). Once identified you can reduce risk by implementing relatively minor measures.

Prevention
Prevention can also be described as the mitigating features you put in place to stop an undesirable event taking place. Using a chauffeur service, or even taking a taxi, rather than walking may be such a preventative measure. Prevention is very much about planning. It is the "when and where to do what, in order to minimize the risk".

Escape
Escape means to leave the danger zone. Please note that this usually means

that an incident is imminent or has just happened, an example can be to have pre-arranged medical evacuation arrangements in case of illness.

Assistance

Assistance stands for the knowledge of where, when and how to seek help should you need it. If you know how to call for an ambulance or the police, the consequences of an incident may be greatly reduced. However, this is just part of the equation. Your location must also be known in order for assistance to be able to reach you. Therefore, always keep your supervisor or your radio communication centre informed of your movement and activities.

Time

Time is necessary to delay an ongoing event for as long as possible in order to allow help to arrive. The more time that goes by, the greater the survival rate in a crime, while the opposite is usually true of a medical emergency.

3.7.3 Surveillance Detection

Surveillance is generally conducted for one of two broad reasons; either simply to obtain information, or to obtain it as preparation of a crime against an individual or an organization. If it is conducted for the information itself, you may not know that you are or have been under surveillance.

Almost all crime is preceded by some form of surveillance in order to determine:

- The suitability of the potential victim;
- The most suitable time, location and method of attack.

Simply put surveillance is essentially used to identify vulnerabilities. It is during this phase that you are most likely to be able to prevent a crime taking place. A criminal will be looking for a target that displays little security awareness and that will provide the desired profit with limited risk to the attacker.

3.7.4 Detecting Physical Surveillance

Security Awareness will allow you to, for example, notice the same vehicle or persons in two different locations with no apparent logical explanation for the coincidence. In order to be able to detect if something is "not right" you must fully understand what your environment looks like when it is "right". In other words look for changes in the normality.

It is also important to put systems in place in your environment to

help you detect surveillance. Make sure that all visitors to your office or residence are registered and have a valid purpose to visit. Remind your local staff to inform you if they are asked questions about you, your habits or your property.

As vehicles can be more difficult to describe than people, the following checklist can helpful when describing them:

- Type;
- Colour;
- Size;
- Year;
- Doors;
- License number;
- Other descriptions.

A checklist to describe an individual should include:

- **A**ge;
- **B**uild;
- **C**lothing and footwear;
- **D**istinguishing features;
- **E**levation, height;
- **F**ace (eyes, shape, complexion and ears);
- **G**ait (way of walking);
- **H**air.

3.7.5 Dealing with Threats

There are many ways of being threatened. Sometimes people are directly threatened as individuals. On other occasions it is the organization that is threatened and consequently individuals that might be exposed. All threats against the OSCE and its officials should be taken seriously and carefully recorded. The basic rule in dealing with threats is "Do not ignore them". Criminals and thugs often use threats as a first step towards achieving what they want without resorting to violence.

If you are directly threatened, there are a number of general steps to follow:

a. Remain calm and assess the situation. Talk to the person who is threatening you and try to reason with them, but don't argue as this can escalate the situation and increase the danger.

b. Try to determine:

- Who is the leader of the group? Knowing who the leader is can give you an advantage in dealing with the situation;
- Why are they threatening you?
- Do they want something from you? If you can safely give it to them

it would be best to do so (after all, it makes no sense to be killed over the contents of your wallet);

c. Decide if you have an escape route. If your potential attackers do not surround you then you might be able to run away. If you are in a public place, run towards other people are and seek help if you can do so safely. Try to distract the person who is threatening, this may give you an opportunity to escape;

d. Attract attention. If the person who is threatening you believes they may be caught, they will be less likely to continue. Yell, or scream as loudly as possible. Make as much noise as you can;

e. If possible, contact local authorities and OSCE management as quickly as you can.

A general or specific threat against the OSCE or to individual staff members must always be reported to the field operation/institution chain of command immediately.

3.7.6 Passive Self-Protective Equipment
In some areas where the OSCE conducts its field activities the threat may be so high that the use of personal passive protection equipment may be warranted. (Such equipment includes body armour (flak jackets, ballistic jackets, helmets) and armoured vehicles.) If this is the case, it is important that all OSCE staff are briefed on its use and the levels of protection it provides, test the equipment beforehand to make sure it fits and remember that passive protection equipment can enhance safety but it is not a panacea for each possible threat.

There are several different models of armoured vehicles used by the OSCE. Typically, the better the level of protection, the heavier the vehicle. Due to this some basic driving skills are required to operate them. Particular attention should be paid to the vehicle weight as, for example, some armoured vehicles may be heavier than 3.5 metric tons meaning that a Type C driving licence is formally required to drive them.

3.7.7 Security and Safety at Home
Do not be complacent about your security at home! Choosing a place to live will possibly be your first security test. It is important to choose wisely because, after your workplace, it will be where you spend most of your time. Do not rush into a decision before you have checked out all the details. Remember that the cheapest may not provide the security you need.

Consider the following when choosing your house and making it secure:

- Take advice from OSCE staff who have lived in the area for some time. Local staff will always have more local knowledge;
- Location is important; your lodging should not be too far from your workplace, and ideally within walking distance;
- Aim to be in close proximity to other colleagues or staff of diplomatic missions or other international organizations;
- Rather than taking a low-cost flat in a bad location, why not share with a colleague?
- Ensure that your residence is in a well-lighted area and not too isolated;
- Try not to take a ground-floor flat, as it is easier to rob; but do not take one too high up in case of there is ever a fire;
- Ensure that doors and locks are strong, it's a good idea to change entrance locks when you move in. Always lock your doors even when at home;
- Make sure that entrances are well-lit;
- Have blinds or curtains on all windows;
- Get to know your neighbours;
- Do not keep large amounts of cash or valuables at home;
- Do not open your door to strangers; if possible, have a peephole installed in your entrance door;
- Try not to have too many sets of keys hanging around. Do not leave any keys 'hidden' outside the home. Instead, keep a spare set with a colleague or at the office.

Preparation
You should at all times ensure that:
- Official documents (passport, ID cards etc.) are up-to-date and close to hand (make a copy);
- You have a small reserve of cash in both local currency and USD or EURO;
- You keep emergency supplies at home; such as food, water, candles/matches/lighters flashlights, spare batteries, radio and a first-aid kit;
- Your vehicle is in good working order (break down equipment available, fuelled).

3.8 Tracking System

A personnel tracking system must be established in all missions to ensure that OSCE staff can be contacted at short notice. Each duty travel is to be preceded by obtaining a formal trip authorisation before departure, and handed in in accordance with local instructions. Disregarding the facilities at your disposal, always make sure that your location and your destination is known to your supervisor/local colleagues. Use whatever means of communication at your disposal to report on changes in the initial plan, thus making sure that, should you not be able to get in touch, people will have your last position from where they can begin a search.

3.9 Mine Risk

It is of utmost importance that OSCE staff adheres at all times to the highest safety standards and adopt a team approach; inappropriate behaviour on the part of one individual can endanger the lives of team members. This is never truer than when working in a mine risk area.

When working in mine risk area, take the following precautions:

- Ensure that you and your team mates have received appropriate mine/Unexploded Ordnance (UXO) awareness and first aid training;
- Obtain relevant, up-to-date and detailed local information on the mine/UXO situation prior to any movement into an area or region in which mines or UXOs may be present;
- Keep contact details of mine action centres and agencies, OSCE security officers and medical facilities at hand. Verify and update emergency contacts on a regular basis;
- Carry a first-aid kit in your vehicle at all times. Regularly check the expiry date and serviceability of all items and know how to use them;
- If in doubt, assume that the worst-case scenario applies. Even if only one source indicates that an area is dangerous, refrain from going there;
- Do not enter known or suspected risk areas (e.g. old confrontation lines, battle grounds, deserted buildings, woods and orchards, military establishments) and use only cleared and approved routes;
- If travelling in a convoy, allow a space of 100 meters between vehicles whenever possible;
- Stick to well-travelled roads and approved routes;

- Wherever possible, stay on hard-surfaced roads, even if it makes the trip longer. Paved roads are generally less likely to be mined than unpaved roads. However, potholes and the verges of paved roads offer opportunities to conceal mines. Avoid potholes and driving off the road;
- On dirt roads, stay on the visible tracks of previous vehicles;
- When travelling on foot, allow a local guide to lead the way and keep a distance of around 25 meters between individual members of the group;
- Never walk through overgrown areas. Instead, stick to pavements and well-used paths and be particularly careful in (abandoned) checkpoints and areas where fighting has occurred;
- Never touch objects in mine/UXO contaminated areas. Do not collect war souvenirs and do not approach abandoned military vehicles or facilities. Remember this is not just due to the risk of UXOs but also due to the possible presence of depleted uranium;
- Always have a working communication device (including relevant contact details) on you in case you need to call for assistance;
- Observe local behavior and do not give in to curiosity.

3.9.1 Mine Emergency Procedures

If you stray into a minefield or happen to disturb a UXO, you may well be seriously injured or even killed. The three most likely ways you will discover that you are in a mined area are: there is an explosion; you see remains of an explosion (injured people, dead bodies of animals, etc.); or you see a mine. If someone has been injured, you cannot rush in to help without endangering yourself and other members of the team.

In the event of a mine/UXO emergency when on foot, the following steps should be observed:

STOP! MINED!

M **Movement stops immediately. Stop walking, stand still and remain calm;**

I **Inform and warn people around you. If you can, inform your office and ask for help;**

N **Note the area. What else can you see?**

E **Evaluate the situation. Be prepared to take control;**

D **Do not move from your position. Wait for qualified help to come and assist you.**

Immediately after stopping, having warned others and having called for help, you can assess the situation further:

- Examine the ground immediately around your feet to make sure your immediate location is safe;
- Look around slowly and carefully, without moving, to see if you can spot mines, tripwires, etc.;
- Crouch down without moving your feet and visually scan for trip-wires or signs of mines.

3.9.2 Emergency procedures in a vehicle
A Mine Aide Memoire should be prepared and placed inside each OSCE vehicle where a mine threat exists.

In the event of a mine/UXO emergency when in a vehicle, the following steps should be observed:

STOP! MINED!

M **Movement stops immediately. Stop any further movement of the vehicle, do not attempt to reverse out of the area and do not move the steering wheel. Be calm and, if possible, stay in the vehicle;**

I **Inform and warn people around you. Inform your office and call for help. Use the car horn to draw attention to yourself so you can summon help;**

N **Note the area. What else can you see?**

E **Evaluate the situation. Be prepared to take control;**

D **Do not move from your position. Qualified help will come to assist you.**

When a vehicle strikes a mine the first instinct of survivors may be to rush out. However, unless the vehicle is on fire or has ended up in a life-threatening position, stay in the vehicle. It is very likely that there will be more mines, including anti-personnel mines, in the area. If you can, give first aid assistance to other passengers who require it. If the vehicle is on fire then exit through the rear and stay on the tracks. Get a safe distance from the vehicle without leaving the tire tracks.

3.10 Bomb Threats and Bomb Attacks

Bomb threats should always be taken seriously – never assume it is a hoax. In case of a bomb threat directed against an OSCE premise, an orderly

and quick evacuation should be immediately initiated to a predetermined assembly area located at a distance of not less that 100 metres from the building where reportedly the bomb is planted. All OSCE staff should be checked to ensure no one has been inadvertently left in the building. The host country authorities should be contacted as soon as possible so that the necessary experts can be dispatched (e.g., an Explosive Ordnance Disposal (EOD) Team). The OSCE Staff should be allowed to return only after a thorough search and final clearance by an EOD Team.

Potential targets for a bomb attack should be avoided, but if it is a case of "being in the wrong place at the wrong time", OSCE staff should immediately leave the area via the quickest route. As soon as possible thereafter, the staff should report the incident to the field operation/institution (giving place, time and other possible information).

3.11 Fire Safety

Fires represent a significant risk in many countries. Not only are electrical systems often sub-standard and subject to surges, but fire-fighting services can be almost non-existent. In fact, fire is the most probable emergency situation you can face while in the office. It can be caused by various reasons: short circuit in power cables, malfunction of office equipment, lightning, bomb explosion, human negligence, etc.

Each OSCE field operation/institution is responsible for its own fire security. OSCE staff should therefore make sure that they have sufficient fire-fighting skills and equipment to, at least, be able to escape a fire.

3.11.1 Categories of Fire
Fires have been classified into four groups A, B, C and D. Knowing these categories is important when it comes to purchasing and using fire extinguishers.

- **Class A fires –** involve organic solids like paper, wood, etc;
- **Class B fires** – involve flammable liquids;
- **Class C fires –** involve flammable gases;
- **Class D fires –** involve metal.

Electrical fires are not included as they can fall into any of the above classifications.

3.11.2 Fire Extinguishers
There are many types and sizes of fire extinguisher. To make it easier to

identify the right fire extinguisher, they have been colour-coded. Many countries have adopted the new standardization of colour-coding. The extinguisher itself is red with a band or circle of a second colour indicating the contents.

Content	Colour code	Fire category
Water	Red	A
Foam	Red with a Cream panel above operating instructions	A B
Dry Powder	Red with a Blue panel above operating instructions	A, B, C
Carbon Dioxide CO2	Red with a Black panel above operating instructions	A (Limited), B
Wet Chemical	Red with a Canary Yellow panel above operating instructions	A
Class D Powder	Red with a Blue panel above operating instructions	A, F

3.11.3 Using a Fire Extinguisher:
The step-by-step operation of a fire extinguisher is as follows (described by the acronym "PASS"):

P Pull the safety pin;
A Aim the nozzle at the base of the fire from a safe distance;
S Squeeze the handle;
S Sweep the extinguisher from side to side while aiming at the base of the fire.

Important: Remember that if you use a water extinguisher you must cut the electric supply first, otherwise you could be electrocuted. In addition, remember that certain electrical apparatus can maintain a lethal charge for some time after it has been switched off.

3.11.4 Fighting Fire
What should you do if you discover a fire? You must get everyone out of the premises as quickly as possible and call the fire brigade. However, you may discover a fire in its very early stages and think that you can deal with it yourself. The first thing that you should remember is that fire spreads very quickly. Even a small fire can spread quickly, producing lethal smoke and fumes. If you are in any doubt, do not tackle the fire no matter how small.

If you discover a fire:

- Shout fire and raise alarm; alert fire station/security staff;
- Rescue any person(s) in immediate danger;
- Tackle the fire with available appropriate means avoiding unnecessary risk;
- If unable to extinguish the fire, try to contain it;
- Remove combustible material close to the fire;
- Close doors and windows near the fire source;
- Calmly evacuate building using exits without collecting personal belongings;
- Follow instructions as given;
- Do not re-enter the building until it is declared safe.

Never fight a fire if:
- You do not know what is burning, as you will not know what type of extinguisher to use;
- The fire is already spreading quickly, as the time to use an extinguisher is in the beginning stages of a fire. Instead, it is best to evacuate the building, closing doors and windows behind you as you leave;
- Your instincts tell you not to. If you are uncomfortable with the situation for any reason, just let the fire department do their job.

3.11.5 Dealing with Fire on a Person
To extinguish a fire on a person's clothes or hair without, or in addition to, the use of conventional fire fighting equipment, the following three steps are recommended:

- **Stop** – The fire victim must stop moving. Movement may fan the flames or hamper those attempting to put the fire out;
- **Drop** – The fire victim must drop or be dropped to the ground;
- **Roll** – The fire victim must roll on the ground in an effort to extinguish the fire by depriving it of oxygen. If the victim is on a rug or

one is nearby, they can roll the rug around themselves to further extinguish the flame. This is also true of coats and blankets. However, make sure that the object you choose to help extinguish the flames is not flammable!

In addition to extinguishing the fire, stop-drop-and-roll is an easily retainable drill providing those in a fire situation, particularly children, with a routine which will focus them and avoid panic.

3.12 Natural Disasters

No one can accurately predict when a natural disaster will occur or how severe it will be. The only thing that can be controlled is **preparation** and knowledge how to respond during and after a disaster. It is therefore of vital importance that OSCE staff are sensitized, and that planning, as well as rehearsal, of some basic drills are carried out on a regular basis. It is also important that the field operation/institution is aware of the local authorities' emergency plans and capabilities.

Preparation
All OSCE staff should be made aware of what steps should be taken before during and after a natural disaster. The following should be considered:

- Appoint designated wardens and allot them specific tasks;
- Keep emergency items ready and available at a predetermined and marked location known to all staff, consider:
  - Food: keep a small stock, which requires little cooking and no refrigeration (power may be cut). Tinned and dried foodstuffs are ideal (remember to check expiry dates from time to time). Also keep a supply of bottled water.
  - Emergency cooking equipment (camping gas stove, spare gas cylinders, pots, pans, knifes, can opener, etc.)
  - First-aid kit
  - Blankets
  - Emergency (protective) clothing rainwear, hot/cold weather
  - Rechargeable flashlights and room lighting, a small portable generator and extra fuel
  - Spare working emergency comms equipment
  - Portable battery powered radio in order to receive news broadcasts

- A safe storage area for valuables etc.;
- Know where to turn off gas, electricity, water, and central heating;
- Establish means of contacting and communicating with all staff should the disaster occur when not all are present at one location. (Mobile phones systems may crash);
- Identify other possible shelters and routes to them;
- After dealing with immediate matters requiring attention report incident;
- If not already involved keep away from disaster area.

3.12.1 Behaviour during Earthquakes
Many OSCE field activities take place in areas considered high risk for earthquake activity and therefore earthquakes possibly represent the most likely natural disaster that can impact on OSCE staff security. Although the timing of an earthquake cannot be predicted, earthquake prone areas are generally well known and people living in such areas can take a number of simple precautions to minimize the actual impact of the earthquake. It should be borne in mind that often casualties are not caused by the earthquake itself but by related effects such as fires. It is therefore important to reduce risks of fire from open flame sources, stoves, electrical wires, gas etc. The following points should be considered:

To be prepared:

At home
- Choose your residence, ask if the house is built on solid ground;
- Check every part of the house for fire prevention;
- Check your fire-extinguisher;
- Do not store items on the shelves which are likely to fall.

At the workplace
- Take the same precautions as those taken at home and adapt them to your work place.

During the Earthquake

Wherever you are do not panic, be calm!!!

If you are indoors
At home
- Do not use elevator, walk out, do not run;

- Take cover under heavy furniture such as desks, tables or under doorways;
- Stay away from glass, windows, and chimneys.

At the workplace
- Do as you would at home (see above) but also;
- Check that there is no fire where you are;
- Obey the instructions of the person responsible for safety;
- Turn off any equipment that has an open fire (heating etc.).

If you are outdoors
- Stay there;
- Move away from buildings, high walls;
- If you are in a moving vehicle, stop it and keep far from trees and buildings.

After the earthquake

- First extinguish open sources of flame at home, do not use candles, matches;
- Check the utilities; the earthquake may have cracked water, gas and electrical conduits;
- If you smell gas, open windows and leave the building;
- If water mains are damaged, shut off the supply at the main valve;
- If electrical wiring is damaged, close the switch at the main box.

Finally, remember to **keep away from disaster areas if you are not already involved** as your presence will only hamper rescue, first aid or relief work. However, if you are involved with the disaster, as soon as possible you have dealt with matters requiring immediate attention, make a report of the damage you have sustained and of any urgent relief required, to your field operation/institution chain of command.

Facing page: OSCE field operations in border security and management often require travelling long hours and over great distances. Photo taken in Kazakhstan, 7 September 2007. (OSCE)
Next page: OSCE border assessments have become a vital part of recommending strategies for strengthening borders throughout Central Asia. Photo taken in Kyrgyzstan, 2 September 2007. (OSCE)

4 Movement by Vehicle

4.1 Movement Coordination

Making a journey safe is a process that begins well ahead of the departure. An important aspect of OSCE security is to ensure that supervisors and local colleagues know at all times where staff and vehicles are located. Authorisation for each trip is to be obtained beforehand. Normally in an OSCE field operation, it is a requirement to fill in a Vehicle Request Form before departure. For planning purposes this Form should be completed and processed one day in advance of the journey. The Form should contain the information about the date, time of travel, route or destination etc., and must be signed by the head of the requesting unit and approved by the field operation's Chief Fund Administration (CFA) and/or Security Officer as applicable. OSCE staff should report his/her departure, arrival and movement progress in accordance with the procedures established in the field operation/institution.

You might work in an environment where vehicles and roads are poorly maintained and that, combined with the fact that there might be very low road safety consciousness (drunk-driving, ignorance of rules of the road), makes road travel much more dangerous. In addition to vehicle accidents, you have also to consider other factors such as mines, car-jackings, robberies and so on, making road movement among the most dangerous undertakings in high risk environments. This is because, as you enter the car and drive away from your office or residence, you leave a controlled environment and enter one that is much harder to control. It is, in fact, impossible to counter all risks while on the road. Reporting regularly will allow the operation to identify a problem at an early stage, be it an accident, delay, or abduction.

4.2 Travel Plan

Each trip that demands that you leave the immediate area of your office should be planned properly. A Travel Plan allows all participants to provide input to the mission and hence improve the understanding of the mission, but it will also help you to anticipate any potential security problems. A copy of the Travel Plan should be left in the office when the mission departs, thus ensuring that there is a written record of the exact route and timings of

your trip. This is essential for the quick reaction of a support or rescue team should something go wrong.

Visiting OSCE staff (e.g. from OSCE Institutions/Units) should seek the advice from the CFA and/or Security Officer of the local OSCE field operation and follow his/her guidelines before planning any movement within the field operation's Area of Responsibility.

Even if there is no standard way of preparing a Travel Plan, always consider the following points:

- point of departure and destination of journey;
- the intended route;
- the situation in the area to be visited;
- the situation along the route for the absence of demonstrations, public disorders, roadblocks, "passability" of the roads and mountain passes;
- call signs (if vehicle fitted with a radio);
- contact points along the route;
- names of drivers and passengers;
- estimated time of departure (ETD);
- estimated time of arrival (ETA);
- estimated time of return (ETR);
- other reporting procedures;
- planned stops along the route;
- vehicle details.

Pre–departure – VEHICLE CHECK LIST:

Prior to any field trip, the vehicle should be inspected to check the following:

Vehicle Inspection
- Brake-fluid level;
- Fan belt wear and tension;
- Fuel level;
- General body and chassis condition (dents, scratches, etc.);
- Lights: headlights, tail lights, brake lights, indicators, reverse lights;
- Oil level;
- Power-steering fluid level;
- Radiator water level;
- Tyre tread and tyre pressure;
- Windows, doors and locks are operational;
- Windscreen-fluid level and wiper blades.

Tools and Equipment
- Tire pump;
- Drinking water;
- Car jack;
- Emergency reflector triangle;
- Fire extinguisher;
- First Aid Kit;
- Torch and extra batteries;
- Jerry cans for extra fuel;
- Jump cable/leads;
- Means of communication including backup (e.g., satellite);
- GPS equipment;
- Basic tool kit;
- Shovel and tow rope;
- 1 spare wheel.

Documents
- Emergency contact information;
- Operational area maps;
- Owner's manual;
- Vehicle insurance and registration papers;
- Vehicle log book.

4.3 Awareness in Traffic

Driving is a well-known hazard. Alas, you can only control or eliminate some elements of the hazard. Even if you are the perfect driver, it will not prevent others from driving recklessly. Driving in unfamiliar and sometimes difficult conditions, or where traffic laws and/or driving behaviour are different from what you are used to, can increase the likelihood of an accident. In fact, traffic and vehicle-related accidents are the major cause of injuries and fatalities among international development/humanitarian staff serving in international missions.

Even inside a vehicle you are relatively vulnerable. Although you have a certain degree of mobility, you have left a controlled area and are "out in the open". Despite this fact, the start of a journey often represents some sort of a signal for people to relax, listen to music, or go to sleep. This should be avoided as much as possible. Often the first indication that there is trouble ahead will be sound rather than something you see. If you cannot hear what is going on around you, you miss out on valuable preparation, prevention and reaction time. It is always good practice to drive with the windows of

the vehicle just slightly open in order hear these signs better. Always drive with the seatbelts fastened, as even accidents at low speeds can cause serious injury.

As in all situations, in traffic it is best to keep your distance from the vehicle in front of you. The general rule is that if the driver can see the whole of the rear tyres of the vehicle in front of him/her, then there should be sufficient space to avoid it. By following this advice you will ensure that you have enough space in order to be able to overtake quickly or engage in an evasive manoeuvre if needed.

When briefly stopped, keep the motor running, the vehicle in gear with the foot on the brake so that you can depart rapidly should you be targeted. Always be aware of traffic around you and be on the lookout for the best option for evasive action.

When moving by vehicle, the following security advice should be considered:

- Get well acquainted with the traffic regulations and cultural differences in local driving behaviour of the host country, which often differ in more than only speed limits from the ones you are used to from your own country;
- Avoid parking in unsecured areas and places that will be unlit at night;
- Avoid driving alone. With two or more in the car you are less likely to be targeted by criminals and better equipped to handle a problem;
- Beware of motorcycles or bicycles stopping alongside your car, particularly if there are two riders;
- Beware of animals walking loose and crossing the street (or dead animals lying on the ground);
- Be aware of your surroundings. If there is more than one of you in the vehicle assign areas that each person will survey during the trip (i.e. front left, front right, rear left, rear right);
- Remember that your vehicle can be used very effectively as a weapon against attackers. Be prepared to take action if needed;
- Avoid routine (vary your routes to and from work/home and vary your departure and arrival times frequently by at least 30 minutes. This makes you less predictable and hence more difficult to target. Be systematically unsystematic);
- While you are driving, be prepared to take evasive actions. Play the "what if game" and think of what evasive action you would take if the persons in the car next to you suddenly started shooting at you;
- Regulate vehicle speed according to road conditions;

- Observe speed limits and warning signs;
- Do not be afraid to tell a driver to slow down;
- Do not drink alcohol, or take drugs and drive;
- Keep a reasonable distance from other vehicles and avoid 'tailgating';
- Avoid driving in bad weather conditions;
- Driving more than 8 hours per day, even with reasonable breaks, should be avoided;
- Always keep doors and windows locked;
- Develop the habit of adjusting your driving speed to avoid stopping at a traffic light;
- Avoid known hostile areas (no-go zones);
- Avoid night-driving wherever possible;
- Stay in touch and report periodically your trip progress.

4.4 Accident Procedures

Road Traffic Accidents pose one of the greatest dangers to officials from international organizations. It is therefore important that your organization has clear procedures on what to do if it is involved in an accident:

Discuss contingency plans before the trip starts and make sure all passengers understand how to react in all possible circumstances;

If you are involved in an accident, the team leader must make a decision on whether to stop or not. In some cases, the lives of others in the vehicle(s) may be endangered by stopping. In either case try to contact your supervisors/ local colleagues as quickly as possible by whatever communications equipment you have available to inform them of the situation and your location. Visiting staff should report to the CFA and /or Security Officer of the local OSCE field operation and follow his/her instruction.

Report:

- Who
- Where
- When
- Why
- What and
- How
- Apply first aid

If a third party is involved, call a local traffic police and fill up an accident form. Fill out document details about the accident as quickly and accurately

as possible, but avoid any commitments and signing traffic police report before it is cleared and co-ordinated with your field operation/ institution.

4.5 Search

If you are in an area with bomb-threats, before entering your vehicle a detailed search is required. For a proper vehicle inspection you will require a torch and a mirror.

- As you approach the vehicle, check that nobody is hiding under or near the vehicle and that all tyres are in operating order;
- As you get close to the car, walk around it checking for anything unusual, such as oil spills, pieces of wire, scratches in the paintwork and check that the petrol cap seems undisturbed;
- If the ground appears not to have been disturbed, lean down and inspect the underside of the vehicle carefully. This is best done with a good mirror and torch. One should pay special attention to the petrol tank, wheel wells, brake lines and suspension;
- Then systematically check the grille, wheel nuts, tyre walls, exhaust pipe, fuel tank, door seams and door locks. Look for any sign of disturbance, such as grease, scratches, or any other marks;
- Once you are relatively confident that the exterior has not been tampered with, visually scan the interior of the vehicle for any suspicious items or signs that the vehicle has been broken into. Has the seat position changed, the mirror been moved, the floor mats been disturbed?
- Before opening any door, including boot/trunk and bonnet/hood, check that there are no wires attached. This is done by opening the door just a few centimetres and then using a torch to check for the presence of wires;
- After opening the doors, but still from the outside, visually inspect under the seats, the ignition wiring, dashboard, ashtray and glove compartment;
- When this is completed you can lean into the vehicle. Make sure you don't press onto the seats when you do this, as this it could trigger a pressure sensitive detonator. Move on to inspecting behind the sun visor and in any door seat pockets in the vehicle;
- Once the inside inspection is completed, open the bonnet/hood. Begin by inspecting the seam for any trigger mechanism and systematically go through the engine compartment. Due to all traces of oil in and around the engine, it is difficult to not leave any scratch

or smudge marks on it. Look for those as well as new wires, tape, or foreign objects;
- Once the engine compartment checked, the last task is to examine the boot/trunk. Again, begin by inspecting the seam around the trunk for a trigger mechanism before opening the trunk and examine the inside.

To aid your search, it is advisable to leave different compartments and ashtrays open and the sun visors down when you leave the car. This will eliminate some of the areas to search and generally speed up your vehicle check.

Should you detect something suspicious, move yourself and others away from the vehicle immediately and notify local OSCE security officials.

4.6 Check-Points

Passing check-points could be extremely stressful, particularly in an area of hostilities. It is important that you make yourself aware of "check-point etiquette" immediately upon arrival in the country you are visiting. These procedures can vary from place to place and it can be potentially dangerous to break the protocol. Remember:

- Personnel at check-points have a job to do;
- The job may not be that interesting or motivating;
- The check-point personnel may feel at risk and therefore more nervous than yourself;
- If all is in order, it will be in the interests of all concerned to get you on your way as swiftly as possible;

In many operational areas underpaid personnel on check-points (if they are paid at all) will often try to obtain money from you. In this situation it is important to remain calm, stress the legitimacy of your position and try to negotiate your way out of paying a bribe.

You should have done your research at the mission-planning stage and therefore, be aware of any fixed check-point on the route. However, if there is a "new" check-point on the route then report it by whatever communications equipment you have available before arriving at it if possible, and then approach with extra caution. Look for indications that the check-point is either legitimate (uniformed police, official signs, other vehicles stopped) or illegitimate purposes (non-uniformed personnel, non-standard equipment, few or no other vehicles stopped).

When approaching a checkpoint, the following behaviour is suggested:

- Establish a procedure to relay your position to your supervisor/local colleagues when you approach a check-point;
- During the approach, quickly appraise the situation;
- If something looks suspicious then keep your distance, hold back and covertly report if it is deemed safe to do so;
- Agree in your mission-brief before departure who in the vehicle is going to speak and what they are going to say;
- Slow down. You may not need to stop unless asked to do so;
- Take off sunglasses before stopping;
- Turn down radio/music. At night, use side or parking lights but not headlights and turn on the interior light as you arrive at the check point;
- Keep a reasonable distance (approx. 30 meters) between vehicles;
- At the check-point be friendly, co-operative and alert;
- Have all your documents in order;
- Keep your hands visible at all times. Do not make any sudden movements that could be misinterpreted. Explain what you are going to do before you reach for documents;
- Show identification if requested, but try not to hand it over (use a neck chain or neck string);
- Do not open down the window for more than 5 cm (2 inches);
- Avoid bribes, at all costs;
- Do not carry contraband: if vehicle and/or baggage is searched, observe closely to prevent unauthorized removal and/or planting of any items;
- Even if you don't smoke, carry cigarettes and matches, or OSCE pens as small acceptable 'gifts' when asked "have you got something for me?";
- Refuse to give lifts to armed or uniformed personnel;
- Protest strongly, but calmly and politely, at the confiscation of items from the vehicle – but do not resist if they are persistent or violent;
- Avoid looking back after passing through a check-point. Drive away at a normal speed.

4.7 Convoys

Throughout the planning, preparation and execution of a convoy operation, every effort must be made to ensure security.

4.7.1 General

Even in areas that are generally secure, travel by vehicle can be a hazardous undertaking due to the risk of mechanical failure, accident, common crime and auto theft. These risks can be significantly reduced by travelling, when possible, in convoy with other vehicles.

4.7.2 Planning Considerations

Every convoy must have one individual who is responsible for the management of the convoy. This person is known as the "Convoy Leader".

Action to take before departing with a convoy:

- Ensure that you have full information regarding the area to be visited, as well as the current situation (terrain, weather, services available, listings of contact persons en route and at destination and information about all other OSCE staff in the area) and area along the route;
- Prepare a full list of vehicles to be used, including the registration numbers, the names of the drivers to be assigned to each vehicle and the position of each vehicle in the convoy;
- Prepare a full list of all persons in the convoy and assign responsibilities. Ideally, there should be a mechanic in the convoy;
- Given that large convoys are difficult to manage, convoys should be limited to a maximum of eight vehicles.

4.7.3 Development of a Route Plan

It is essential that the maximum amount of information possible be gained regarding the route prior to departure.

- Obtain up-to-date information on possible security risks;
- Measure the route to be travelled and divide the journey into sections; determine the estimated time of arrival (ETA) for each section; pre-determine where the convoy will stop to rest;
- A contingency plan (keep it simple) should also be prepared in case of accident, breakdown, lost vehicle, etc.;
- Procedures for aborting the operation must be included in the route plan;
- Do not travel after dark; ensure that all timings on your route plan enable you to reach a selected location well before nightfall.

4.7.4 Communications

The following communications planning is essential prior to departure:

- Check the means of communication and ensure that at least the first and last vehicles have radios (in hazardous areas, all vehicles should be radio-equipped) and personnel able to operate them. All the communication equipment in the convoy MUST be tested before movement;
- Check the operation of the backup means of communication (e.g. satellite);
- Decide on frequencies and ensure that base and destination radio stations know what frequency is to be used. Check if anyone else might be operating on this frequency;
- Decide on a time schedule for radio checks with base;
- Ensure that you know at what times the base and destination radio stations will be manned;
- Ensure that you are aware of all call signs, codes and any special procedures to be observed.

4.7.5 Vehicles

- Check that all vehicles are correctly marked (i.e., determine if flags or stickers are to be used);
- Check that all vehicles are in good condition for the journey and that all have equipment necessary to make repairs such as changing a flat tyre;
- Check that all vehicles start off with a full fuel tank;
- A first-aid kit MUST be in every vehicle in the convoy.

4.7.6 Briefing

It is critical to brief all persons in the convoy prior to departure as follows:

- All persons understands his/her responsibilities, convoy procedures and contingency plans;
- In case an escorting force is assigned, the latter should be briefed by the convoy leader on the convoy plan, route, speed and other details. The convoy leader should also ensure he/she has communications with the escorting unit.

4.7.7 Convoy rules

It is critical that the convoy leader sets a <u>safe</u> and <u>steady</u> speed for the convoy; otherwise, the vehicles will become separated and the integrity of the convoy will be lost.

- In convoy, keep visual contact with the vehicle in front and behind. Try to keep a safe distance between vehicles unless you are working in areas where mines are present;
- Convoy MUST stop every two hours to check vehicles and rest;
- Vehicles MUST keep their original order, slow vehicles in-front, fast vehicles behind;
- No vehicle will pass any other;
- If any vehicle stops, all will stop;
- On arrival at your destination, ensure that you confirm your arrival with your base;
- Do not hesitate to abort the operation should the security situation so dictate.

Next page: A joint field drill conducted in Bosnia and Herzegovina in April 2004 aimed at demonstrating how well the officials of both the country's two entities co-operate in the event of a crisis. (OSCE/Samir Alic)

5 Health

Health matters are often overlooked when travelling abroad. Most OSCE staff will, to some degree, consider security against theft, robberies and bombs, but forget that many places have lower hygiene standards than those they are accustomed to. Statistically, it is far more likely that you will have to deal with health issues than being robbed or injured when undertaking field activities. It is important not to underestimate the implications of falling ill in places where good health-care might not be as readily available as home.

Health risks will vary from negligible to quite severe and are dependent on a number of factors discussed in the following pages.

5.1 Health-related Evacuation

The OSCE, through an insurance policy, provides medical evacuation services in cases where medical treatment is required.

The following OSCE staff shall be eligible Recipients of the Services:

- International mission members and their immediate family members in a duty station where they are allowed to establish families;
- Local mission members while on duty travel outside of their duty station;
- Consultants and Interns who are serving in a Field Operation and are not permanent residents of the country of their duty station;
- Staff/mission members, Consultants and Interns while on duty travel.

You are strongly encouraged to ask Human Resources and Security focal points about the procedural steps that would be required if you or your local colleagues need a medical evacuation situation. Also, make sure you have obtained all relevant emergency phone numbers.

Even though the above noted protection is available to most OSCE staff, you need to be aware that in many operations, MEDEVAC to an acceptable

facility may take time, hence immediate life saving measures may be required beforehand. Therefore, make sure you are comfortable in administering first aid and always keep a first aid kit close by. Be familiar with the location of medical facilities in your area as well as along the routes you use. The availability of reliable means of communication is also vital.

Each OSCE official in overall charge of the field activity should ensure that there is a plan in place for medical evacuations. The aim of this plan is to ensure systematic and timely evacuation of personnel requiring medical attention.

As a minimum, medical evacuation plans should include the following:

- Authority to approve MEDEVAC;
- Eligibility;
- Procedures.

In general, medical evacuations of patients, from one facility to another, that do not constitute an emergency are MEDEVAC. This type of evacuation is considered as an administrative move. Essentially the transportation is provided for a patient whose condition is stable and may or may not need to be accompanied by a doctor.

MEDEVACs do generally not require air resources assigned on 24/7 standby status and are normally requested by a doctor.

Aerial casualty evacuation involving injured personnel where a threat to life or limb exists is a CASEVAC. This entails the movement of an seriously injured or ill person, usually to the nearest available appropriate level of medical care facility, by whatever available means. This may involve the use of dedicated air resources available on a continuous 24/7 basis.

A CASEVAC or MEDEVAC can also be performed by road when appropriate road and patient condition permits.

5.2 Health Discipline

Simple steps such as frequently washing your hands with soap, using sunscreen, taking proper precautions when it comes to drinking water and food, keeping hydrated, practicing safe-sex, and using long-sleeved shirts (to avoid insect bites) can have a significant impact on your well-being.

By being disciplined in safe guarding your own health, you may also help to prevent other people around you from getting sick, or even spreading disease to a new location altogether.

5.3 Food

Food poisoning and diarrhoeal diseases may be a common occurrence if you are not careful with what you eat and drink. Some stomach problems will be self limiting; however others can go on for quite some time and can even be potentially fatal if not properly diagnosed and treated.

Food must always be carefully selected. Fruit and vegetables should be generously washed with clean water, or peeled. Fish and meat always has to be thoroughly cooked. You should avoid all raw foods (mayonnaise and ice cream included), salads, dairy products and all food that you have not prepared or peeled yourself. Food that is reheated may be dangerous due to possible growth of bacteria. If you employ a cook, take the time to train him/her in adequate personal and food hygiene.

- Refrigeration can be a problem where there are frequent power cuts.
- Store all all food items out of access for insects and rodents.

5.4 Water

Contaminated water can be hazardous in several ways. It is quite common to end up with skin irritation, sore eyes, respiratory problems and diarrhoea after swimming in lakes, rivers, oceans and even in poorly maintained swimming pools. Avoid swimming in water of dubious quality, or shower thoroughly afterwards if you cannot.

Finding clean drinking water for domestic use (washing, bathing, preparing food, drinking) can be a challenge on mission. Do not mistake tap water for safe water – enquire first about its quality at the point of use (as opposed to the treatment plant or the storage tank)!

Use washing-up liquid or washing powder to clean kitchen utensils as they contain disinfectants.

Below you will find selected water treatment options. You may however wish to drink only bottled water, sodas and other beverages from cans. If you buy bottled drinks study the cap and seal. Avoid drinking a bottle when the seal is broken and avoid sharing "your bottle" with other persons. Buy carbonated water which is much more difficult to fake.

5.4.1 Water Treatment Options

The "best" treatment option for rendering water safe for consumption depends on raw water quality and locally available supplies. Please note that raw water quality may vary seasonally – it may become more turbid during the rainy season, or change its chemical composition in the dry sea-

son. Depending on the raw water quality, you may wish to perform one or more treatment options as per the below table.

As water treatment can be costly and/or time-consuming, on many missions water is treated only for direct human consumption and certain personal hygiene practices (such as tooth brushing). For other purposes such as washing and gardening, untreated water may be used. Where in doubt, consult with the relevant local authorities!

The selected water treatment methods shown in the table below improve the microbiological quality of water. Please note that water (especially groundwater) may contain certain unwanted chemicals such as salts, iron and even arsenic. Removals of these are more difficult and typically require special technical equipment.

Table: Overview of selected drinking water treatment options

Treatment Option	Requirements	Method	Advantages	Disadvantages
Boiling	– Stove + respective energy source; – Storage container(s)	1. Filter raw water if visibly turbid 2. Bring water to rolling boil for 5 min 3. Let water cool to room temperature 4. Store water safely to avoid recontamination	*Effective against:* – all pathogenic microorganisms – Easy and reliable; – Requirements generally readily – available	– Time consuming; – Recontamination possible
Chlorination	– Chlorine product (powder, tables, liquid)	1. Filter raw water if visibly turbid 2. Use product as per instructions	*Effective against:* – most bacteria, viruses – Time efficient; – Residual chlorine prevents recontamination	*Not effective against:* – certain protozoa – Chemicals effectiveness dependent on raw water quality which may vary; – Local availability of product questionable
Filtration	– Filter unit; – Replacement filter candles + seals; – Soft brush for cleaning; – Storage container(s)	1. Use filter as per instructions 2. Store water safely to avoid recontamination 3. Clean / replace filter candles as per instructions	*Effective against:* – most bacteria, – protozoa (depending on pore size) – Easy; – Time efficient	*Not effective against:* – viruses – Filter units and replacement candles costly; – Recontamination possible

5.5 Common Mission Diseases

There are a number of factors that will determine what your risk levels for contracting diseases on your travels are and these factors include temperature, climate, standard of accommodation, activities during your trip, duration of stay, your personal health status, age and the level of self discipline you apply to measures that can help against sickness.

Many common diseases result from poor hygiene practices and unsafe drinking water.

Table: Selection of common diseases that can be found in the OSCE area

The table below shows a selection of illnesses that are common in many countries in which the OSCE may operate (for further information on diseases prevalent in specific locations consult relevant internet resources). Many of these are preventable and most are treatable at an earlier stage. The general rule is to get professionally diagnosed when unwell.

It is advisable to check with qualified medical personnel about the availability and effectiveness of vaccines well before leaving to perform field activities.

	Signs & symptoms	Causes	Main transmission route	Prevention	Principal Treatment
Diarrhea (gastro-enteritis)	Diarrhoea; headaches; vomiting; nausea; fever; stomach aches	Bacteria, virus, parasite	Faecal-oral (mainly ingestion of contaminated water or food)	Clean drinking water; food and personal hygiene	Oral rehydration Medication (in severe cases)
Dysentery	Severe diarrhoea containing mucus and/or blood; vomiting	Bacteria, virus, protozoa, parasite	Faecal-oral	Clean drinking water; food and personal hygiene	Oral rehydration Medication (in severe cases)
Cholera	Severe diarrhoea; vomiting; stomach pains; rapid dehydration	Bacteria	Faecal-oral	Clean drinking water; food and personal hygiene; vaccination	Oral rehydration Medication (in severe cases)
Typhoid fever	Fever; sweating; headache; diarrhoea	Bacteria	Faecal-oral	Clean drinking water; food and personal hygiene; vaccination	Medication (antibiotic)
Diphtheria	Fever; sore throat; problems swallowing; skin lesions	Bacteria	Aerosols from infected person	Vaccination	Medication
Hepatitis A	Fever; abdominal pain; fatigue; nausea; diarrhoea; depression	Virus	Faecal-oral	Clean drinking water; food and personal hygiene; vaccination	Oral rehydration, rest, non-fat diet
Rabies	Fever; headache; later violent movements; inability to swallow water	Virus	Animal bite (mainly dogs, but also bats, monkeys…)	Avoid animal bites; vaccination	Post-exposure prophylaxis; at later stage fatal!
Yellow fever	Fever; headache; back pain; chills; nausea; vomiting; later: jaundice	Virus	Mosquito bite	Avoid mosquito bites (bed nets, clothes, repellent); vector control; vaccination	Medication (antiviral)
Malaria	Fever; head and joint aches; nausea; shivering; anaemia	Parasite	Mosquito bite	Avoid mosquito bites (bed nets, clothes, repellent); vector control; prophylaxis	Medication (antimalarial)
Sexually transmitted diseases (STDs)	Various - common STDs: Hepatitis B and C; HIV/AIDS; Chlamydia; syphilis; herpes simplex; gonorrhoea	Bacteria, virus, parasite, fungus, protozoa	Various sexual practices	Some vaccinations; abstinence; safe- sex practices	Medication (various)

5.6 Other health hazards

Some threats of disease originate not from other people but the natural environment. Most people are aware of the potential diseases they can encounter on their travels, but forget other regionally-specific health hazards.

The entire world is full of bugs and insects that can bite or sting you. You might discover that your destination is inhibited by a fascinating variety of bugs and insects. The cleaner your living environment, the less likely it is that you will share your accommodation with fleas, flies, cockroaches and rats; all of which can act as vectors spreading various diseases.

Some creatures (such as scorpions or certain snakes or spiders) cause real health risks whilst others may simply pose a nuisance.

5.7 First Aid

Basic knowledge of first aid is recommended for all OSCE staff. First aid is the provision of limited care for an illness or injury, provided to a sick or injured patient until appropriate medical care can be accessed, or until the illness or injury is fully treated.

First aid generally consists of a series of simple, but often life, saving medical techniques that an individual can perform with minimal equipment.

- The principle of first aid is that of immediate action, but it is essential that quick action does not cause panic;
- Any action taken needs to be careful and deliberate and the first-aider must remain calm at all times;
- It is equally important to assess the situation quickly, to appreciate the limitations of your own actions and to seek expert assistance (e.g. calling for ambulance, fire brigade, or police) as soon as possible;
- The first priority in any emergency is your own and other peoples' safety – raise alarm and inform your supervisors/local colleagues, secure the scene after assessing risk and think before you act (there may be gas – risk of asphyxiation/explosion, electricity – the pool of water round the faulty washing machine may conduct electricity, fire – opening a hot door may be the last thing you do, assault – the assailant with knife or gun may be behind the door awaiting his next victim or a hostage, blood – avoid unnecessary contact with body fluids by wearing gloves).

5.7.1 Cardio Pulmonary Resuscitation (CPR)

CPR doubles a person's chance of survival from sudden cardiac arrest.

Very important: **Call for help first** if at all possible before starting CPR. The older the individual, the greater the possibility of a heart problem and the need for professional care as soon as possible.

Please note that it is no longer recommended to check pulse, or in case of drowning to remove water from lungs, before starting the CPR. Water in the lungs does not obstruct CPR and attempting to remove it may cause more harm than good.

a. Place patient on their back.

b. Open mouth with fingers and be sure that tongue or something else is not blocking throat. Use finger sweep to remove any blockage looking as you are doing it in order to avoid injury to yourself.

c. Unless there is the possibility of neck injury, place hand on forehead and other hand under chin and gently tilt head back to free tongue so it is not blocking the windpipe.

d. Hold nose shut – cover the mouth with your mouth and give 2 breaths (each 1.5 – 2 seconds) and watch to see chest rise.

e. If air does not seem to be going through or chest does **not** rise, look inside the mouth and again using a finger sweep to remove any blockage.

f. Put heel of one hand in the middle of the chest, just above the joint of the left and right rib cage and put other hand on top of first.

g. Press down 30 times to a depth of about 1 1/2 to 2 inches at a rate of a little less than about 2 per second (100 per minute).

h. CYCLE: Repeat 2 breaths followed by 30 chest presses.

i. If you feel pulse return, continue with breaths only.

j. Continue until movement, or rescue team, comes.

k. If person vomits, turn the head to the side and try to sweep out or

wipe off the vomit and check if breath has returned. Continue with CPR if required.

5.7.2 Strains and sprains
RICE procedure:
R **Rest and support affected limb;**
I **apply Ice or a cold compress to reduce swelling;**
C **Compress by applying gentle, even pressure on the limb; pad the affected limb with sterile foam or cotton wool, secured with a bandage;**
E **Elevate limb to reduce blood flow to affected area.**

5.7.3 Fractures and dislocations
- Immobilize the affected area (especially the neck if there is any possibility of an injury to the cervical spine);
- Keep the patient still and support the injured area;
- For arm fractures a sling can be made to support and immobilize the affected area;
- Splints (any long firm object) can be used for support and immobilization but ideally splint the affected area to another part of the body when appropriate, e.g. using one leg to splint the other leg;
- For open fractures, control the bleeding with a sterile dressing and apply pressure if required.

5.7.4 Burns
Burns are classified as:
- 1st Degree; only damage to outer layer of skin; cause reddening of the skin;
- 2nd Degree; damage to epidermis layer of skin; cause blistering;
- 3rd Degree: damage to all layers of skin and underlying tissue.

5.7.5 Treatment
- Extinguish any flames with water, extinguisher, or smothering;
- Remove any source of heat, careful removal of non-adherent clothing;
- Immediately submerge the affected part in cold, clean water for at least 10 minutes (20 minutes for chemical burns);
- Remove jewellery or release tight clothing that may act as tourniquet;
- Cover with a clean, non-stick sterile dressing (cling film or plastic bags may be used);

- Do not: burst blisters or use any lotions or creams;
- Keep patient warm, do not let overzealous cooling of the burn exacerbate shock;
- The patient should be seen by a nurse and/or doctor and, depending on the severity of the burn, may need to be sent for hospital treatment.

5.7.6 Convulsions
- A convulsion (violent, involuntary contraction or muscle spasm) can be caused by epilepsy or sudden illness;
- Most convulsions are often followed by a period of unconsciousness or sometimes another convulsion;
- Treatment:
  - Lay patient on ground in safe area;
  - Clear all objects away from the victim and place something soft under his head;
  - Do not place anything between his teeth or in his mouth;
  - Loosen tight clothing, particularly round the neck;
  - Do not give the victim any liquids;
  - Stay calm and keep the victim comfortable until help arrives.

5.7.7 External bleeding
- Use sterile disposable gloves and face shield if possible;
- Calm and reassure patient;
- Lay patient down to avoid fainting;
- Check the wound for any foreign material, but do not remove deeply penetrating objects but pad around them and try to immobilise them;
- Apply firm direct pressure using a clean, folded cloth over the injured area. If blood soaks through, do not remove it but cover with another cloth and continue to apply direct pressure to the wound for 7-10 minutes;
- Elevate the injury. Position the injured part of the body above the level of the heart if possible while you apply direct pressure;
- If direct pressure and elevation do not sufficiently slow the blood flow, apply pressure to the closest pressure point. An essential part of first aid training is to learn how to locate the various pressure points of the body;
- On very rare occasions when everything listed above has failed, you should apply a tourniquet near to the wound. Once a tourniquet is applied, it should not be loosened or removed until the victim has

reached medical help. If you use a tourniquet, write down somewhere on the victim the time it was applied, so medical personnel will know how long it has been in place;

- Further management will depend on the source and extent of the bleeding.

5.7.8 Fainting

Fainting is the sudden, brief, loss of consciousness followed by full recovery within two minutes.

Treatment
- Lay the patient flat with the legs raised;
- Loosen restrictive clothing around the neck, remembering overzealousness in the absence of witnesses could leave you open to an assault charge;
- Check airway, breathing and pulse;
- If patient has vomited, put in recovery position to prevent choking;

There is usually a full recovery when laid flat. If this does not occur then further expert medical help is required.

5.8 Stress

When starting a challenging work assignment such as an OSCE field activity in an unfamiliar country, it is important to be aware that stress will be present at all stages of the deployment. Working in conflict environments exposes everyone involved to traumatic and distressing sights, sounds and situations.

Stress is described as the condition that results when person-environment transactions lead the individual to perceive a discrepancy, whether real or not, between the demands of a situation and the resources of the person's biological, psychological or social systems.

Understanding stress and stressors does have an influence on your security simply because people under severe stress in a security situation can present risk to themselves and others. High levels of stress impact on the quality and accuracy of judgment, causing an individual to miscalculate the risks involved in a particular situation.

When dealing with stress consider the following:

- Stress is a normal part of life and it has an adaptive function. It

generally helps us mobilize the energy needed to act upon the challenge from the environment. It becomes negative when:
  – The challenges exceed our capacity to adapt in a given period of time;
  – The adaptation to the challenge lasts for too long without a chance to recover;
- Stress can be caused by internal factors (own expectations, internal conflicts) and external factors (outside pressures, living conditions);
- Stress reactions are marked in emotional, physical, cognitive and behavioural areas;
- Stress reactions vary from individual to individual;
- Stress management is not a one-off action; it is most efficient when practiced regularly.

5.8.1 Brief Yourself
- Ask for information about the situation, what is most difficult, dangerous and disturbing about the work/living conditions;
- Determine the amount of self sufficiency necessary so you can obtain equipment and supplies to maintain yourself;
- Find an experienced mentor for the settling in period;
- Obtain a country and location-specific security briefing.

5.8.2 Use Reliable Strategies to Cope in Difficult Circumstances
- Compartmentalize; focus on the task at hand;
- Adopt a small tasks/small goals approach – "one day (or hour) at a time";
- Monitor inner "self talk", avoid negative comments to yourself, use self encouragement;
- Work in pairs with a "buddy agreement" to keep an eye on each other;
- Adhere to regular shifts with breaks for water, food and rest;
- Know your personal signs of stress and exhaustion;
- Agree to periodic leave away from work site.

5.8.3 Remember Stress Survival Skills
- Use portable forms of exercise, i.e. Calisthenics, skipping rope;
- Practice simple relaxation techniques; deep breathing, stretching;
- Pay attention to nutrition; take care with alcohol, caffeine, sugar;
- Get sufficient sleep to avoid becoming over tired;
- Develop and use a repertoire of comforting time-out activities that change your focus (books, music, games).

5.8.4 Recognize Critical Events

Sudden, violent occurrences that present a threat to personal safety and assault one's sense of security and predictability in life are sometimes called Critical Events.

Critical events that could lead to stress include:

- Witnessing the death or serious injury of another person (first or even second hand);
- Involvement in actual or potentially life threatening situation;
- Injury or death of a co-worker;
- Dealing with serious injuries and/or deaths of children;
- Exposure to mass casualties;
- Involvement with any event described as an atrocity.

Such events cause stress reactions which may be less disturbing with the knowledge that they are normal responses to an abnormal event. If your work involves possible exposure to critical events, you may find it helpful to be aware of what you or others might experience in the period following the event.

5.8.5 What you may experience

- A periodic feeling of unreality, events seeming dream-like;
- Heightened response to loud noises, reminders of the event scene, or any other surprise;
- Discomfort at being alone;
- Discomfort at being in a group;
- Difficulty in planning ahead;
- Difficulty in making decisions and thinking creatively;
- Difficulty relating to those who were not part of the event;
- Difficulty in resting and sleeping, nightmares or fear of them;
- Increase or decrease in appetite;
- Discomfort of being in places that seem unsafe to you;
- Feeling vulnerable, afraid of losing control;
- Feeling frightened, sad, angry, irritable, confused;
- Feeling and being exhausted.

5.8.6 Manage Critical Event Stress

If you have been busy performing essential tasks after the event, you may not react until you have fewer things to do. A delayed reaction is common, but puts you on a different timetable from others. The suggestions below may be of help.
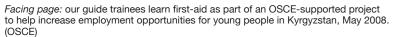
5.8.7 Self Care

- Take care of yourself. Try to eat regular, easy-to-digest meals. Avoid sugar and caffeine when mood swings are a problem. Limit alcohol use;
- Re-establish exercise routine. Even a twenty minute walk will burn off some of the chemical by-products of intense stress, which remain in your body and contribute to fatigue and tension;
- Rest by choosing from your repertoire of soothing, distracting activities;
- Communicate about your experience in ways that feel comfortable. Writing an account of what happened and your reactions to it can be helpful;
- Do what you need to do to feel safe. Review security with a qualified colleague;
- Respect your feelings and ways of handling things and those of others. People cope differently;
- Check out how you are doing with a trusted person. Feedback as you begin to feel more like yourself can be helpful;
- Take part in available counselling and other recovery activities;
- Reconnect with sources of social and spiritual support.

5.8.8 Care for Another Exposed to a Critical Event

Use a common sense approach sometimes known as "Psychological First Aid", to support the person's coping and return of control in the immediate aftermath of a traumatic experience.

- Explain your position and role to the person you are supporting;
- Arrange for medical support, if needed;
- Provide a sheltered opportunity for:
  – Food;
  – Bathing;
  – Resting;
  – Communication with family/friends;
- Provide protection from additional trauma of:
  – Intrusive questioning;
  – Unwanted exposure to the public;
  – Media attention;
- Ascertain the person's needs for:
  – Company/companionship;
  – Privacy;
  – Rest and relaxation;

- Listen empathetically to what the person wants to tell you about the event;
- Validate feelings and reactions (refer to What You May Experience above);
- Answer questions honestly;
- Encourage re-establishment of personal routines;
- Validate use of person's stress management repertoire;
- Encourage one day at a time, small tasks, small goals approach.

Facing page: our guide trainees learn first-aid as part of an OSCE-supported project to help increase employment opportunities for young people in Kyrgyzstan, May 2008. (OSCE)
Next page: The staff in the Operations Room of the OSCE Mission to Georgia kept constant contact with the border monitors. (OSCE/Alex Nitzsche)

6 Electronic Communication

6.1 Communication Systems

Telecommunication equipment is an important security element for you and your operation. This chapter will introduce basic communication procedures.

You should try to make sure that you always have reliable means of communication independent of local public infrastructure and capable of operating from emergency power. Do not rely on a mobile phone network alone as history has shown that these networks will collapse during a crisis, either due to sabotage or overload.

6.2 Radio Communication

The two most common radios used by international organizations in the field are **VHF** (Very High Frequency) and **HF** (High Frequency) radios. The VHF operates in the range of 30–300 MHz. Vehicles and offices will have "mounted" radios, while OSCE staff are often equipped with a handheld radio. The VHF has limited range, usually up to 10 kilometres. It is also vulnerable to objects that obstruct the signal, such as buildings, hills, or forests and is therefore most effective "in line of sight". The range of VHF systems can be extended by repeater stations located on dominant locations. They retransmit signals of low-power thus allowing all radios within a radius of the repeater to communicate with each other.

The HF radios have a longer range and operate in the 3-30 MHz frequencies. In theory, a HF radio can be used to reach around the world in optimal conditions. The HF is much less affected by obstacles, but is more vulnerable to changes in weather, to electronic interference or even from solar flares. HF radios can be portable, but are most often fixed in vehicles or offices.

For areas where radio communication is not possible or simply unreliable organizations might consider satellite communications systems (see 6.8).

6.3 Radio Procedures

The key to effective radio communication is to be disciplined. Radio conversations are not like telephone conversations. The listening station cannot speak until the transmitting station has finished. Therefore, short transmissions should be made dealing with one point at a time.

Radio procedures are important so that order is kept on the radio net. You should avoid using the radio for private or unnecessary conversation.

Procedures to use when transmitting by radio:

- Avoid excessive calling and unofficial transmissions;
- Listen to the net before transmitting. This will ensure that you are not interrupting another call;
- Decide what you want to say before transmitting;
- Keep a distance of approximately 5 cm between the microphone and your mouth. Shield your microphone, especially in windy weather;
- Divide your message into sensible phrases, make pauses and maintain a natural rhythm to your speech;
- Numbers are transmitted digit by digit (e.g. "one hundred" is "one-zero-zero");
- Use the International Phonetic Alphabet;
- Use standard pronunciation. Emphasize vowels clearly;
- Avoid extremes of pitch;
- Speak in a moderately loud voice;
- Do not shout.

6.4 Call Sign

In radio communications it is important not only to understand the message, but also to know who sent it. A system of CALL SIGNS has been developed so that both the transmitting and the receiving stations can identify themselves. You will be assigned a call sign upon arrival at your duty station.

6.5 The International Phonetic Alphabet

If radio communication were as clear and understandable as face-to-face communication there would be no need to use special procedures when talking on the radio. Unfortunately, radio communications can vary widely from extremely clear to barely intelligible depending on user, weather conditions and location. Because of this, there are certain rules of pronunciation when you are talking on a radio. The International Phonetic Alphabet is

the most widely used spelling alphabet among international organizations. It assigns code words to the letters of the English alphabet to make it easier to pronounce and understand transmissions. A uniform communication language is particularly important in international operations when people speak different languages.

A	Alpha	N	November	0	Zero
B	Bravo	O	Oscar	1	One
C	Charlie	P	Papa	2	Two
D	Delta	Q	Quebec	3	Three
E	Echo	R	Romeo	4	Four
F	Foxtrot	S	Sierra	5	Five
G	Golf	T	Tango	6	Six
H	Hotel	U	Uniform	7	Seven
I	India	V	Victor	8	Eight
J	Juliet	W	Whiskey	9	Nine
K	Kilo	X	X-ray		
L	Lima	Y	Yankee		
M	Mike	Z	Zulu		

6.6 Procedural Words

In order to make yourself understood in radio transmissions, it is an important point to keep messages as short as possible. Lengthy messages run the risk of becoming garbled and losing their meaning. In order to shorten messages, some common phrases used in radio transmissions have been standardised. To use the radio effectively it is important to know and understand these phrases. The following are procedural words ('prowords') and phrases that will assist you in a radio conversation:

Proword	What it means
Go ahead	I have received so far, please continue
Out	End of transmission, no answer expected or required
Over	End of my part of transmission, reply required from you
Roger	I have understood your transmission

Wilco	Understood and will comply (possible response to Acknowledge)
Affirmative	"Yes" or "correct"
Negative	"No" or "incorrect"
Radio check	How do you hear me? What is my readability and strength?
Say again	Please repeat
Send your message	Ready to receive
This is	Precedes the call sign of the station calling
So far	Can be used to break long messages into segments ("Copy so far?)
Acknowledge	Please confirm that you understand my message and will comply
Disregard	Please ignore
Read back	Repeat a segment of the message
I spell	The next word is spelled using the phonetic alphabet
Relay to	Please forward this message to…
Wait	A short break to follow, the channel is kept for the station
Wait out	A longer break to follow, the channel is free for other traffic
Break	Terminating one transmission and beginning another without freeing the net for others to use
Stand by	Prepare to copy a message

Contrary to popular belief, "Over" and "Out" are never used at the same time, since their meanings are mutually exclusive.

6.7 Radio Checks

Radio checks are mainly carried out for two reasons: to verify that the OSCE staff are OK and to verify that the communication system is working. Part of the radio check is to inform the radio operator how strong the signal is and how well you can understand (read) it.

Reports of Signal Strength:

Loud	Your signal is strong
Good	Your signal is good
Weak	I can hear you only with difficulty
Very weak	I can hear you only with great difficulty
Nothing heard	I cannot hear you at all

Report of Readability:

Clear	Excellent quality
Readable	Good quality. No difficulties in reading you
Distorted	I have trouble in reading you
With interference	I have trouble in reading you due to interference
Unreadable	I can hear that you transmit, but I cannot read you at all

6.8 Satellite Communication Systems

Satellite systems of communication provide global coverage. Applications include equipment for personal, mobile, or fixed location usage. Satellite

systems are intended for long distance and international voice and data communications. The latter includes tracking the movement of vehicles and personnel.

6.9 Communication Security

Communications security includes measures taken to deny any unauthorized personnel access to OSCE communications information and equipment.

Due to its high commercial value telecommunication equipment is very attractive to criminals, and can also be used in helping criminal activity.

It is not unlikely that communication networks, be they radio, mobile phone or satellite phones, are monitored by third parties. Therefore, no sensitive information should be transmitted via these means of communication.

Facing page: Communities meet police officers and learn about their work during the Open Police Day in Bishkek. The event was organized by the OSCE Centre in Bishkek and the Kyrgyz Ministry of Interior, Bishkek, 10 June 2006. (Eric Gourlan)
Next page: OSCE Chairman Alexander Stubb during an interview in Georgia, 21 August 2008. (OSCE/David Khizanishvili)

7 Communication and Interaction within the Host country

7.1 Working with Interpreters

One of the most important skills for OSCE staff is the ability to communicate information orally in a clear, concise manner. In some situations your personal security and that of your colleagues and family may depend on the way you conduct these conversations.

Working with interpreters provides advantages such as giving you time to make more thoughtful responses, compels you to be clear, concise and to the point and provides a friendly ally (who may know the subject better than you) who can support and assist you.

The interpretation process may even serve to eliminate arguments and allow you to distance yourself and note the behaviour of your interlocutors.

7.1.1 Your Checklist

Ensure that your interpreter is prepared and understands the background to the meeting. Discuss the following with the interpreter before the meeting:
- Technical language and terminology, meaning or words, nuances;
- Cultural practices (introductions, approaches, addresses, etc.);
- The need for confidentiality of information and the consequences of indiscretion;
- Difficult situations that may arise and how they may be handled (e.g. personal or unpleasant topics, the need to interpret truthfully without bias or personal opinion, being put under pressure by other local speakers);
- Inform the interpreter to stop you at any time if they do not understand a word or concept to be translated. Clarity is essential to a successful exercise;
- Unless your counterpart insists, always use your own interpreter;
- Always introduce the interpreter to the counterpart. Indeed, they

may already know your counterpart. Show them respect and never reprimand them in front of the counterpart;

- Always allow the interpreter to exchange a few words with the counterpart before and after the formal meeting in the local language. This is particularly important at the end of the meeting as your counterpart may inform them of things they did not want to tell you in the meeting but want you to know;
- Always address your counterpart directly, not the interpreter. This will avoid any misunderstandings or placing the interpreter in any difficulty, especially when difficult or unpleasant matters are being discussed;
- Should you feel the message was not clearly understood by your counterpart, rephrase and repeat the message;
- When documents or other material are to be used or referenced in the discussion be sure the interpreter has a copy as this will facilitate the interpretation process;
- Always review the results of the meeting with your interpreter to ensure that you have thoroughly understood the message;
- Never put your interpreter in danger. Be aware of the possibility of being in a location where the interpreter's ethnicity, tribal origins, religious background, role or relationship to others could place them at risk. If in doubt, discuss the matter directly with the interpreter;
- Pay specific attention to the needs of female interpreters. For example:
  – Can they travel away from home?
  – Is it appropriate to travel with either unrelated males or by themselves? Or should they travel separately or with another female or family member?
  – Are there separate bathroom and toilet facilities at the venue?
  – Is the venue one that is accessible and open to women?
  – What transport / security requirements are necessary?

7.1.2 Considerations for Lengthy and Group Discussions

- Provide water and a short rest after each intervention or after 30 minutes maximum;
- If you have access to more than one interpreter, plan to rotate them every 30 minutes. Ensure they plan how they will work together;
- Position the interpreter discretely so that it is obvious that you are the speaker and that people speak directly to you, not to the interpreter. The interpreter must however be able to hear and to be heard clearly;

- Ensure only one person speaks at a time;
- Use short, simple, concise, sentences and pause regularly to allow the interpreter to catch up;
- Allow time for the interpreter to take additional notes – particularly if a speech is not scripted or when replying to questions;
- Be sensitive to local culture. Follow customary rules of introduction, greeting and other courtesies;
- Be aware of the tone of your voice and how this may be interpreted and perceived;
- Wait for questions and answers to be interpreted;

Be aware of the sensitivity of your topic, questions and answers. Interpreters may be tempted to change the meaning in order to avoid embarrassment or causing offence. It may be culturally inappropriate or embarrassing for male/female interpreters to interpret certain topics in public or in front of the opposite sex.

7.2 Cooperation with Other Agencies and Organizations

The large number of multidimensional actors present in today's complex security environment and the broad range of issues they deal with, have made coordination a crucial element in the success of these missions.

The OSCE often operate in remote, deep-field environments and cooperation with other international agencies may be important in ensuring the collective safety of officials from all agencies.

Areas in which international organizations can provide each other support and should coordinate their efforts include:

- Pro active presence, which builds confidence and can often deter abuses;
- Monitoring and sharing information on humanitarian and human rights related issues;
- Liaison with local military authorities;
- Negotiating access;
- Ensuring weapon-free zones;
- Mine action;
- Logistic coordination and support;
- Rebuilding infrastructure;
- Crisis response capability;
- Evacuation capability.

In many cases, the OSCE mandate coincides with other international organizations' mission objectives. However, humanitarian and political viewpoints can diverge on strategy and tactics. For example, peacekeepers may need to keep a certain faction at arm's length or under sanction, while humanitarian officials may need to maintain a close dialogue to ensure access to civilians under their control. Similarly, humanitarian and political actors may differ on whether to confront the host nation on sensitive human rights issues.

7.3 Contact with Security Forces and Parties to the Conflict

There are both advantages and risks for the OSCE in any cooperation with security forces in the area of conflict. The advantages of partnership include increased security, logistic capacity, technical expertise and information sharing. The risks include blurring the roles between security forces and the OSCE mandates and compromising perceptions of neutrality and impartiality. Mission mandates may, in some environments, dictate a close relationship between the OSCE and security forces whilst in other contexts it may mean maintaining a distance. In all cases, it is paramount to consider the possible perceptions of collaboration and its impact on the humanitarian principles of neutrality and impartiality.

7.4 Localized Mediation

The number of state and non-state organizations involved in mediation and peace-building has increased at all levels of society and the OSCE may well be an integral part of such mediation efforts, or facilitate dialogue between conflicting parties of communities.

The potential role of mediation as a means of ending conflict (including armed conflict) makes it increasingly important that those who engage in peace processes do so in a way that it is ethical, professional and effective. Third party mediation can be a highly political, fluid and complex process, which involves careful and often long-term engagement in situations where widespread human suffering is common and the lives of many thousands of people are at stake.

As well as professional responsibilities regarding the parties involved in the process, mediators also have a range of moral obligations to the people affected by the conflict, the observers and to the wider mediation and peace-building community.

To meet these responsibilities, mediators and peace-process specialists need to operate to high professional standards which combine certain

essential attributes: awareness of the context; good insight into their role as third parties; high levels of knowledge and skill in key technical areas.

Key aims for a mediator could include:

- Alleviate human suffering;
- Emphasize dialogue over violence as a more moral means of resolving disputes;
- Obligations to parties and people. As well as to the parties they directly deal with, mediators have a moral obligation to all the other people who will be affected by a peace process;
- Focus on a just and peaceful resolution. Ensure an agreement is reached that secures a just and sustainable settlement;
- Voluntary agreement. Agreements that are truly owned by all parties are likely to be best implemented and are more likely to be permanent;
- Acceptable mediator. The OSCE should be acceptable to all parties as a mediator in the conflict;
- Impartiality. The best way to ensure a mutual agreement and solution is by remaining a genuinely disinterested third party and not favouring one party over the other(s).

7.5 Public and Media Relations

The OSCE Code of Conduct requires OSCE officials to seek the approval of the Secretary General (represented, in this case, by the Head of the Press and Public Information Section (PPIS)) or their respective head of field operation/institution before issuing statements to the press.[2] Most field operations have their own spokespersons or media focal points who can advise on media matters.

The OSCE Staff Regulations and Staff Rules specify that OSCE officials "shall at no time use, disseminate and/or publish information known to them by reason of their official position, except in connection with the discharge of their functions" (Staff Regulation 2.02).

When approached by the media, including in crisis situations OSCE staff should contact PPIS or the field operation's/institution's spokesperson for advice on how to proceed. Do not tell the journalists that you have no comment – instead, say that you will help them try to find the right person to talk to.

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2 OSCE Staff Rules of Regulations, Appendix 1: OSCE Code of Conduct. Article 9: Discretion.

If you do give an interview, your job is to articulate the information you want the audience to receive. The more complex that message, the harder you will have to work to convey it clearly. If you do not provide the media with accurate first-hand information, they will use other sources and may misrepresent the facts.

You should, as a rule, not share information that you do not want attributed to you – instead, refer journalists seeking such information to your head of field operation/ institution or PPIS. If you are in an exceptional situation where you feel compelled to give information that is not to be attributed to you, you must state this before you give the information. "Off the record" means that the information cannot be used by the journalist unless he or she confirms it with another source. "On background" means that the information can be attributed to a source that is defined in agreement between you and the journalist – for example, 'an official familiar with the scene'. The safest route is say only what you want to see in print.

You do not have to accept requests for interviews. Grant only interviews that are within your range of expertise, that you want to give and that do not compromise you or the Organization in any way.

Questions to ask yourself when deciding whether to participate in an interview or not:

- What do you want to accomplish with this interview?
- What do you want to say about this subject?
- What do you have to gain or lose by giving it?

Before talking to the journalist, think through what message you want to get across. Prepare a limited number of points you want to make and integrate these into your answers during the interview.

If there are any controversial or easily misinterpreted aspects of your work, roughly frame your answers in these areas beforehand. If in doubt, please refer to PPIS or your head of field operation/institution.

7.6 What to do (and not do) During Interviews:

There are some general rules to follow when giving interviews:

- Do not lie or give half-truths;
- Provide only confirmed information (this is particularly important in a crisis);
- Remember at all time that the public is the real audience and not the journalist;

- Repeat your key messages;
- Use facts and figures to emphasize or clarify your points;
- If you receive a long question addressing several matters in one, break your answer down into portions which address one point at a time;
- Avoid acronyms and organizational slang;
- Try to maintain eye contact with the reporter;
- Avoid giving personal opinions;
- Try to not place blame if the interview is in relation to an incident;
- Avoid answering only "yes" or "no" to a question;
- Avoid rambling or information overkill;
- Do not use "No Comment";
- If you do not know an answer but could find an answer, offer to get back to the journalist later with the answer;
- For television interviews, determine whether the interview will be live or recorded;
- Do not wear "loud" clothing, instead use neutral colours;
- Avoid flashy jewellery or accessories;
- Do not wear sunglasses. If possible, remove eyeglasses as well;
- Avoid heavy make-up;
- Speak slowly and enunciate your words;
- Avoid exaggerated gestures;
- Try to limit your answers to 10–15 seconds.

Next page: The team leader of Gjakove/Dakovica's Fire Rescue Unit signals his team to start a fire drill exercise organized by the Center for Public Safety Education and Development and supported by the OSCE Mission in Kosovo, Vushtrri/Vucitrn, 26 June 2007. (OSCE/Hasan Sopa)

8 Incident and Crisis Management

Crisis Management describes the process of preparing for adverse situations, of mitigating threats, as well as responding to and recovering from any non-routine (man-made or natural) event that places life or property in danger or disrupts operations. The ability of the OSCE to respond in a swift and effective manner to security incidents and emergencies is a critical part of our security preparedness.

8.1 Incident Reporting

Any OSCE staff witnessing a security incident should be prepared to report along the established chain of command as quickly as possible. When calling, try to remain as calm as possible. Use the mnemonic **L.I.O.N.E.L.** to brief the management:

L **Location.**
I **Incident.**
O **Other services required.**
N **Number of casualties.**
E **Extent of injury or damage if known.**
L **Location (repeat it!).**

From a management perspective, such an incident report will demand action on one level or another. Below is a step-by-step guide to managing an incident report.

8.2 Reaction to Initial Report:

- Take a deep breath! Pause! Think!;
- Decide what you need to know. Confirm facts;
- Make a quick **"Decisions-needed Analysis"**
    - Do you need to take action immediately?
    - Which decisions do you need to make?
    - When is your *"decision time window"?*
    - Who else needs to be involved/consulted?

– What additional information do you need?
- Establish an incident contact line.

8.2.1 First Steps:
- Life-saving measures;
- Confirm information/identity of casualties – information release on "need to know" basis;
- Account *positively* for all OSCE staff in the area;
- Impose "lock down" or urgent relocation as appropriate;
- Alert other agencies in area;
- Coordinate with local authorities;

8.2.2 Establish Control:
- Convene a meeting of the Security Management Team;
- Send initial incident report (as soon as adequate information available);
- Set up liaison channels to other actors;
- Consult specialists (HQ, elsewhere);
- Send Full Incident Report (within 24 hours).

8.2.3 Additional Tasks:
- Casualty notification;
- Plan for recovery and counselling of those involved;
- Start "lessons learned" process;
- Plan for "exit strategy" or "return to normality";
- Post Incident Analysis and Revise Procedures.

8.3 Shooting incidents

If you find yourself near or under fire from small arms, do the following:

8.3.1 When in a vehicle
- Try to determine where the shots are coming from;
- If you are the target and it is safe to do so, drive away;
- If caught in an ambush, you may have to accelerate to try to get away;
- Get down as low as you can in the vehicle;
- Give emergency distress call on radio or phone;
- If shooting in the general area, stop, get out of the car and lie flat on the ground away from the vehicle, taking your emergency pack and radio with you.

8.3.2 When on foot
- Find cover in a ditch, behind rocks or a building;
- Lay flat at all times. This will protect your vital organs and make you a smaller target to the shooter. Lying flat could also make the shooter think you are dead. Remain quiet and still;
- Stay put until the shooting has stopped;
- Never take shelter under a car. The vehicle will draw attention and is not likely to stop a bullet.

8.3.3 When in a building
- Drop instantly to the floor;
- Move to an inner room, such as bathroom;
- Stay away from windows.

8.4 Demonstrations and Riots

Civil unrest in the form of demonstrations, riots, or just general violence can be common in some parts of the world. This is particularly true in countries with political instability and even more so during election periods.

A crowd is a lawful gathering of people who are organized, disciplined and who have an objective whereas a mob is a crowd that is out of control for any number of reasons. What can start off as a quiet demonstration can turn into a riot very quickly and you will want to have shelter should this occur.

Being caught up in a mob can be terrifying, so avoid it at all cost. If there is any indication that civil unrest will break out, there are a number of precautions that can be taken to reduce your risk.

If you are inside a building with an ongoing demonstration outside, move to an inside room of the building if at all possible. An inside room will provide you with much better protection from stones, gunfire, etc.

If you are caught up on foot in a mob, it is important that you keep your arms at chest level. If your arms hang at your sides, group movements can force you towards the group. If you keep your arms at chest level or higher, group movements will tend to keep you upright.

8.4.1 Crowds around OSCE Premises
There are some guiding principles to managing crowds around OSCE premises:
- **Pre-empt** – by awareness and by gathering information, planning and preparation;
- **Defuse** – (negotiate) talk, talk, talk;
- **Contain** – by reacting quickly and vigorously – (police/army).

8.4.2 When You Are Assessing Crowds/Mobs, Take Account Of

- Size;
- Temperament;
- Area of occupation;
- Static or moving;
- Direction and purpose;
- Weapons or objects that can be used as such;
- Advice from other sources, i.e. local authorities, etc.;
- Danger to persons and property.

8.4.3 Reasons for a Crowd to Get out of Control

- People are not sure what is happening or do not agree with what is happening;
- There is a feeling that time is running out;
- The crowd has no internal organization;
- People are tired of waiting;
- There is deliberate sabotage;
- Poor planning/cultural insensitivity by the organizers.

8.4.4 Ways to Prevent a Crowd Getting out of Control

- Ensure clear information is provided to the community;
- Work closely with community leaders to organize people into small groups. Sit people down in these groups;
- Give clear and regular messages and updates to people waiting so that they know how long they can expect to wait;
- Involve community leaders and community workers organizing the movement of people;
- Deal quickly and fairly with cases of cheating or disorder;
- Ensure facilities (shade, water, latrines, medical assistance) are available;
- Be accompanied by the appropriate elders/leaders.

8.4.5 Crowd Control Rules

- Don't encourage people into a crowd situation unless you can meet or satisfy their needs or demands;
- Use monitors such as community elders or their designates to control the crowd;
- Make sure the crowd is told what is going to happen and that they see the series of events they were told to expect unfold before them. Keep the flow going;
- Have police and/or security personnel on stand-by to support you if

a breakdown of the system occurs and the crowd looks like turning into a mob;
- Plan and rehearse the flow of events before inviting large groups of people to any activity that might end in violence;
- Never attend public meetings where grievances are to be the theme. Always use the elders or their designates for this, then meet with the elders later at a time and place of your choosing;
- Crowds are best stationary and seated when they have to wait for long periods;
- Establish a mechanism whereby people can air their grievances, and establish this mechanism in the early phase of any operation;
- Separate yourself from any personal confrontation by the use of influential persons such as elders, respected individuals who should be the go-betweens;
- Never engage in unruly group discussions;
- Set the rules in the beginning and make it clear that complaints will only be listened to and eventually dealt with in an orderly manner at a given time and place and only through the appropriate representatives or their designates;
- Have a mechanism for arranging emergency meetings;
- Check the entrance/exit to your place of work/rest is clear of crowds before leaving;
- Maintain poise and dignity if confronted by a hostile crowd. This will require self-control and discipline;
- If in a vehicle when confronted, do not get out. Check that the doors are locked and drive carefully away;
- Avoid the bold confrontational type of eye contact. This can often transmit your true feelings such as fear. In some cultures eye contact is offensive. A direct open look at the bridge of the nose is recommended;
- Report all incidents to the community elders and insist on disciplinary action;
- Do not lose your temper and avoid showing any anger.

8.5 Non-violent Protests/Demonstrations

Always remember that if wisely handled, protests or demonstrations can allow a non-violent expression of tension and frustration on the part of the population and should not be discouraged automatically. Although a number of precautions may be called for, security should be discreet.

How to respond:

- Agree in advance on a set of ground rules and make sure they are known by all concerned. What appears below is a sample set of such ground rules:
  - No violence
  - Attendance by local security authorities
  - Attendance by representatives from all agencies
  - Limited number of participants
  - Limited time and area
  - Specified location, away from medical facilities, kitchen, offices and main gates;
- Define procedures for the reception of petitions, such as: by letter only/meeting with leaders;
- Specify how and when such procedures may apply (e.g. away from site of protest, at office);
- Set rules for the safety and mobility of OSCE officials. This may entail answering the following questions:
  - Who decides on OSCE staff entering, leaving and/or moving around the area of demonstration?
  - How are OSCE staff and vehicles checked in and out?
- Establish crowd control methods (remembering that a discreet presence is usually preferable for reasons discussed earlier):
  - Low profile security presence (i.e. unarmed);
  - Plans if tension should escalate and threaten to get out of hand (i.e. use of legitimate force as last resort);
- Arrange stand-by medical care for possible injuries;
- Establish follow-up procedures;
- Use of standard reporting procedure.

8.6 Hostage Situations

8.6.1 Policy

Being taken hostage is probably one of the most devastating experiences OSCE staff can face. Should OSCE staff or the immediate members of his/her family be taken hostage, the OSCE will make every effort to secure their speedy and safe release. It should be noted that it is the Government of the State in which the hostage taking has occurred that has the primary responsibility under international law to take all measures it considers appropriate to ease the situation of the hostages and, in particular, to secure their release. It is OSCE policy not to enter into negotiation with the hostage

takers but the Organization may, in consultation with the host Government, start a dialogue with the hostage takers should this be seen to promote the release of the hostages. It is further policy not to pay ransom or make any concession to the hostage takers. For in-depth detail regarding OSCE policy and procedures for managing hostage situations, please refer to "Annex D" of "Security Instruction 1".

8.6.2 Immediate Action

Where there is evidence to suggest that an OSCE staff has been taken hostage, the OSCE official in overall charge of the field activity shall:

- Report the incident to the Secretary-General who will brief the Chairmanship;
- Contact the Ministry of Foreign Affairs of the host country;
- Review the security arrangements in effect to determine if they should be enhanced in order to protect the remaining OSCE staff.

8.6.3 Hostage Survival

Every hostage or kidnap situation is different. There are no strict rules of behaviour. However, there are a number of steps which you can take to limit the effects of detention and enhance your ability to cope and see the incident through to a successful release.

Your survival skills begin before the abduction has taken place. Many hostages become victims because their focus was not fully on their own security. In one study, 105 hostage cases were reviewed. Out of those, **all** the victims said that they thought it was much more likely that someone else would be targeted than them and **all** stated that they had noticed warning signs but had failed to respond to these. In other words, their attitude towards their personal security was seriously flawed, resulting in a disastrous outcome.

Remember that the first 15 to 45 minutes of abduction are the most dangerous. It is important to follow the instructions of your captors as the latter will be in a highly emotional state.

The following is a suggested checklist on how to behave during the four phases of a hostage situation.

Capture:
- Obey orders;
- Keep calm;
- Do not speak unless spoken to;
- Avoid whispering to any colleagues;

- Make no offers or suggestions;
- Do not argue;
- No sudden movements, ask first;
- Do not be humorous;
- Try not to give up ID or clothing;
- Regain composure and remain calm;

Transportation and or/Consolidation of the Situation:
- Be patient, try to rest;
- Advise on and request any special medication you may need;
- Be polite – treat captors courteously;
- Develop rapport by reminding your captors of your humanity;
- Listen well and do not argue.

Confinement:
- Keep physically active;
- Keep mentally active: read, write and try to remain positive;
- Physical exercise and sleep are equally important;
- Any escape attempts must be carefully calculated and planned;
- Survival chances improve with time;
- Always face your captors;
- Never threaten captors;
- Do not reject food or water;
- Devise a method of telling time;
- Do not despair.

Release:
- Negotiated release;
- Police/military rescue – stay where you are confined, take cover;
- Always remember that the longer the hostage situation goes on the better the chance of being released.

8.7 Response to Situations Involving Refugees or Internally Displaced People (IDPs)

A refugee is a person who, owing to a well-founded fear of being persecuted on account of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his/her nationality and is unable to or unwilling to avail him/herself of the protection of that country. An internally displaced person is a person forced to flee his/her home but who, unlike a refugee, remains within his/her country's borders.

Where there are a large number of refugees or IDPs in a conflict zone, they are often directly affected by it. Armed factions may cross borders to attack them in refugee camps or attempt to recruit new fighters for their cause. IDPs may also be attacked by a party to the conflict in order to destabilize the country and therefore strengthen that party's position. This can pose a threat to OSCE staff working near such zones.

If an OSCE staff comes across a large number of refugees or IDPs, they should report such sightings to the United Nations Country Team, ideally through the Humanitarian Coordinator as there are specialized UN agencies to handle these situations (e.g., UN High Commissioner for Refugees (UNHCR)).

The United Nations Refugee Agency will conduct an assessment based on the information received. Of immediate interest are the number of refugees, their locations, their movements, shelter needs, nutritional information and health problems.

Next page: Bernard Snoy (left), a former Co-ordinator of OSCE Economic and Environmental Activities, with an OSCE-led team of international and local experts in and around Nagorno-Karabakh assessing the environmental impact of fires in the region, October 2006.

9 Conclusion

Security precautions when working in the field may demand a constant high level of security awareness. Maintaining such a high level of awareness can be difficult, especially if you are not familiar with the local customs, culture and laws. However, failing to maintain such a level of awareness and not familiarising yourself with the local environment may result in you not recognizing potential threats and taking unnecessary risks.

These Guidelines have made suggestions that should help you to reduce the likelihood of becoming a victim of accidents or crime. It has also provided advice on what to do should the worst happen. This said, reading these Guidelines is just the first step. Your skills should be practiced regularly and the best way to do that is to ensure security is an integral part of all your field activities.

If you are well prepared, aware but relaxed, your time in the field should be as interesting as you hope it will be. We hope to have made you as "security self-sufficient" as possible so that you can take charge of your own security and maintain control of that aspect of your life.

Developing your newly established skills will require an effort on your part and perhaps even a change of attitude and habits. Given time, however, integrating security into your daily activities will become part of your routine, demanding less and less of a conscious effort. After some time these secure practices will be followed instinctively, allowing you to have a safe, enjoyable time in the field.

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Previous page: Ishkashim is the southernmost border crossing point from Tajikistan with Afghanistan. (OSCE/Johann Wagner)