ASEAN REGIONAL FORUM

Promoting peace and security through dialogue and cooperation in the Asia Pacific.

ASEAN REGIONAL FORUM

STRATEGIC GUIDANCE

FOR

HUMANITARIAN ASSISTANCE

AND

DISASTER RELIEF

CONTENTS

CHAPTER 6: PREPAREDNESS

CHAPTER 7: TRAINING

ANNEXES

GLOSSARY

WEBSITES FOR HUMANITARIAN ASSISTANCE AND DISASTER RELIEF

CHAPTER 1

THE NEED FOR STRATEGIC GUIDANCE FOR

HUMANITARIAN ASSISTANCE AND

DISASTER RELIEF

Introduction

The Strategic Guidance is not intended to replace or compete with other regional or international documents. It is designed to provide high level guidance for both civil and military actors in the humanitarian assistance and disaster relief arena. It provides a common point of reference for ASEAN Regional Forum (ARF) members. The document has been developed by members of the ARF for the greater good of the ARF community.

The ARF Strategic Guidance on Humanitarian Assistance and Disaster Relief (HADR) is intended to promote a common understanding of civil-military cooperation and coordination procedures for improving interoperability and cooperation between ARF participants, and so reduce their response time in disaster relief. The Strategic Guidance acknowledges the primacy of sovereignty, and is legally non-binding. It focuses on emergency response activity and is not intended to apply to rehabilitation and reconstruction activity.

Existing Regional Documents on HADR. The ARF HADR Strategic Guidance is also intended to be used in harmony with other national and international HADR documents, guidelines and procedures, such as:

- ARF General Guidelines for Disaster Relief Cooperation (Annex A to chapter 3),

- ASEAN Standard Operating Procedures for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP),

- ARF Work Plan for Disaster Relief 2009-2011 Version 5.0. as adopted by the 16th ARF, and

- Asia Pacific Conference on Military Assistance to Disaster Relief Operations Guidelines.

A summary of the ASEAN Charter and other ASEAN declarations and agreements is contained in annex A to this chapter.

The Strategic Guidance will be continually improved on the basis of the needs of the ARF through incorporation of lessons learnt and other forms of validation. This document may be reviewed when necessary at the ARF Inter-Sessional Meeting on Disaster Relief will be responsible for annual review of the document.

Disasters

101. Large scale, catastrophic events in recent years, including tsunamis, earthquakes, landslides and hurricanes have all highlighted the importance of effective coordination mechanisms between civil agencies and military forces in rapidly responding to disasters.

102. Disasters are a complex mix of occurrences and may be the result of natural forces (extreme weather or geological activity) or human activity (conflict, social upheaval and pollution). Disasters can cause widespread human displacement and suffering, and retard economic and social development for lengthy periods.

103. Population growth, technological advancement, infrastructure development, the risk of global diseases, the emerging energy crisis, climate change, regional security instability, changing geopolitical trends and the threat of terrorism add to the complexities of preparing adequate disaster mitigation and response strategies.

The ASEAN Regional Forum

104. Established in 1994, the ARF is a key forum for multilateral security dialogue in the Asia Pacific region. In addition to the ten ASEAN nations, the ARF includes Australia, Bangladesh, Canada, the People's Republic of China, the European Union, India, Japan, North Korea, South Korea, Mongolia, New Zealand, Pakistan, Papua New Guinea, Russia, Sri Lanka, Timor-Leste and the United States.

105. The ARF countries cover a vast proportion of the earth's surface and include populations that live in every form of habitable environment including deserts, jungles, highly developed urban environments, rural areas and

mountainous locations. This means that each year one or more countries in the region may confront a wide range of natural or man-made disasters. The random and overwhelming nature of disasters exposes all countries to a degree of irreducible risk, regardless of their size, location or level of development.

106. The ARF has a well-established, diverse and highly capable membership with shared intent to improve interoperability, effectiveness and response time in disaster relief. In July 2006 the ARF Statement on Disaster Management and Emergency Response (DMER) was endorsed by the Ministers during their 13th Meeting. This statement confirmed the commitment of ARF participating countries to support improved cooperation and coordination in disaster response, and also identified the need for a common understanding among ARF members of civil-military cooperation and coordination procedures. The important role of existing ASEAN organisations in the field of disaster management was also acknowledged. Furthermore, in July 2009, ARF Ministers endorsed the ARF Work Plan for Disaster Relief to assist in the coordination and planning of ARF efforts on disaster relief.

Annex:

A.   ASEAN Charter and other Declarations and Agreements

ASEAN CHARTER AND OTHER DECLARATIONS AND AGREEMENTS

1. **The ASEAN Charter.** ASEAN Leaders, at their 13th Summit, agreed upon and signed the ASEAN Charter, which shall provide legal and institutional framework for ASEAN. The Charter serves as a basis for the Association to establish One Vision, One Identity and One Caring and Sharing Community based on its agreed principles.

2. **Priority for Disaster Management.** ASEAN's priority for disaster management was reaffirmed by the ASEAN leaders in the Bali Accord II of October 2003 where they pledged to achieve an ASEAN community by 2020. The ASEAN Socio-Cultural Community calls for intensifying "cooperation in addressing problems associated with population growth, unemployment, environmental degradation and trans-boundary pollution, as well as disaster management in the region to enable individual members to fully realise their development potential and to enhance the mutual ASEAN spirit."

3. **ASEAN Agreement on Disaster Management and Emergency Response.** The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) sets out a range of obligations and principles for ASEAN member countries related to (i) disaster risk identification, assessment and monitoring, (ii) disaster prevention and mitigation, (iii) disaster preparedness including early warning, (iv) emergency response, (v) rehabilitation, and (vi) technical cooperation and scientific research. It also calls for the establishment of the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre). The AADMER has been signed and ratified, by all ASEAN countries.

4. **ASEAN Committee on Disaster Management.** ASEAN member countries provide representatives to the ASEAN Committee on Disaster Management (ACDM) which is mandated to coordinate and implement regional disaster management activities. The Committee formulates the **ASEAN Regional Programme on Disaster Management** (ARPDM) as a framework for promoting concerted regional cooperation on disaster management in the ASEAN region and outlines ASEAN's regional strategy on disaster management, as well as priority areas and activities for disaster risk reduction in the region. The Committee is also responsible for managing a workplan on Disaster Relief.

5. **The Jakarta Declaration on Action to Strengthen Emergency Relief, Rehabilitation, Reconstruction and Prevention** in the aftermath of the Earthquake and Tsunami Disaster of 26 December 2004 issued at the Special ASEAN Leaders' Meeting on the Aftermath of Earthquake and Tsunami in Jakarta, 6 January 2005.

6. **Declaration on Mutual Assistance on Natural Disasters**. Emphasising the need for mutual assistance in mitigation, and rescue and relief of victims of natural disasters, the ASEAN Declaration on Mutual Assistance on Natural Disasters, adopted on 26 June 1976, called on member countries to cooperate in:

    a. improvement in communication for early warning;

    b. dissemination of medical supplies, services and relief assistance; and

    c. exchange of experts, trainees, information and documents.

CHAPTER 2

CHARACTERISTICS OF DISASTERS

Humanitarian Emergency/Disaster

201. A humanitarian emergency/disaster is a serious disruption of a society's ability to function effectively, causing widespread human, material, or environmental losses which often exceed the ability of an affected society to cope using only its own resources. Humanitarian emergencies/disasters have some of the following characteristics:

- are disruptive to individuals and communities;

- usually a large area, often remote, with constrained access and limited resources;

- disproportionately affect developing countries;

- are not part of day-to-day experience and are outside normal life expectations;

- are unpredictable in occurrence and effect;

- require a response for which normal local resources are generally inadequate;

- have a wide range of effects and impacts on the human and physical environment;

- can be of sudden onset;

- are destructive to human, animal and/or plant life, health, property and/or the environment; and

- overwhelm normal prudent protective measures.

202. Emergencies/disasters, regardless of the cause, generate humanitarian needs that often exceed local capacity to address. These needs can be classified into immediate and longer-term:

- Immediate needs are those required to save lives and mitigate direct human suffering including: search & rescue, potable water and sanitation/hygiene, food, shelter, medical treatment and supplies, security, and safety of the affected population.

- Long-term or recovery needs are those required to restore some sense of normalcy, including: rehabilitation, reconstruction and development of future security plans.

Disaster Relief

203. Disaster relief is the emergency assistance provided to help ease the effects of natural disasters such as typhoons, floods and earthquakes, and manmade events such as industrial accidents and/or the results of conflict.

Disaster Management

204. Disaster management is a term covering implementation of preparedness, prevention/mitigation, emergency response or relief and recovery measures.

205. The goals of disaster management include (a) reducing vulnerability to disasters, (b) enhancing disaster response capacity, and (c) delivering services effectively to the impacted community. Plans, structures and arrangements are established by national emergency management agencies to coordinate the endeavours of government, voluntary and private agencies in a comprehensive and coordinated way to deal with the needs generated by emergencies.

Disaster Mitigation

206. Disaster mitigation is all preventative measures taken before and all recovery measures taken after a disaster to moderate the severity of the impact on the population and the environment.

Humanitarian Community

207.   The humanitarian community (HC) consists of civilian/non-governmental/multilateral agencies and organisations whose primary focus is the provision of humanitarian aid, assistance, relief, development support and human rights advocacy. These groups include the United Nations humanitarian agencies, international organisations such as the Red Cross / Red Crescent movement and non-governmental organisations.

Humanitarian Assistance

208.   Humanitarian assistance (HA) consists of activities conducted to relieve or reduce human pain, disease, hunger, or adversity created by conditions that might present a serious threat to life or that can result in great damage to or loss of property. Humanitarian assistance should be provided in accordance with the basic humanitarian principles of humanity, impartiality and neutrality.

Humanitarian Space

209.   Following disaster, there is a need to work in an environment devoid of political-military external factors that threaten independence, impartiality and neutrality of humanitarian organisations.

Military Involvement in HADR

210.   Military involvement in HADR varies depending on the type of disaster response required. There are five basic types of military HA/DR operations:

- relief,

- affected population support,

- security,

- technical assistance, and

- consequence management.

211.   Military and Civil Defence Assets: (MCDA) as defined in the 1994 Oslo Guidelines (Rev 1-1 in Nov 07), "comprises relief personnel, equipment, supplies and services provided by foreign military and civil defence organisations for international humanitarian assistance."

Affected States Support

212.   Affected States Support (ASS) is the civil and/or military assistance rendered by an affected state to foreign forces within its territory based on agreements mutually concluded between nations.

Civil-Military Coordination

213.   Civil-Military Coordination (CMCoord) is the essential dialogue and interaction between civil and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, not blur the roles of civilian and military organisations, avoid competition, minimise inconsistency, and when appropriate, pursue common goals. Basic strategies range from coexistence to cooperation. Coordination is a shared responsibility facilitated by liaison and common training.

Civil-Military Cooperation

214.   Civil-Military Cooperation (CIMIC) is the coordination and cooperation, in support of the military mission, between the commander and civil stakeholders, including the national population and local authorities, as well as international, national and non-governmental organisations and agencies. CIMIC is a military function of establishing relationships with civilian agencies active within the area.

Civil–Military Operations

215.   Civil–military operations are conducted in support of military operations, or in times of emergency, to enhance the effectiveness of military assets and civil operations and minimise the impact of military operations on civilians.

Annexes:

A.   Indonesian Tsunami 2004

INDONESIAN TSUNAMI 2004

1. The 2004 tsunami, as a result of the Sumatra earthquake, was one of the worst natural disasters in recent history affecting coastal areas in much of South-East Asia, Sri Lanka, India and Africa simultaneously. The widespread destruction is illustrated in Figure 2–1.

2. Dealing with a disaster of this magnitude highlighted critical issues and enabled comparisons between approaches to disaster management in different countries. A key lesson was the requirement for the development or updating, and integration, of comprehensive national disaster management plans.
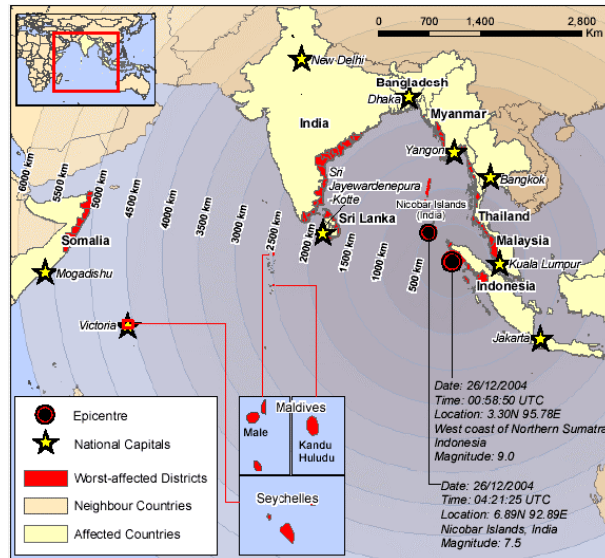
Figure 2-1: Area Affected by the Tsunami – December 2004

3. The devastating earthquake of 26 December 2004 occurred as a thrust-faulting on the interface of the India plate and the Burma micro-plate. Within minutes, the strain energy that had accumulated for centuries from ongoing subduction of the India plate beneath the overriding Burma micro-plate was freed. This huge release of energy was estimated to be equivalent to 190 million tons of TNT which caused the surface of the ocean bed to displace for over 1000 km along this fault line. The displacement caused a number of waves to travel away from the source at speeds of up to 1200 kph in a predominantly East-West direction, impacting on most of the Indian Ocean rim countries and killing about 250,000 people.

Lessons Identified

4. **Information Management.** An information management coordination centre is required to manage the information provided from multiple sources throughout the disaster area including the media.

5. **Medical.** Important medical lessons include requirement to:

   - conduct a needs assessment in emergency health services at the national, sub-national and community levels;

   - develop contingency plans for disaster preparedness and response for the health sector;

   - establish emergency health task forces in disaster prone regions;

   - conduct training and capacity building exercises for health teams and medical personnel including government and NGOs;

   - develop and conduct public education and awareness materials and campaigns;

   - develop outbreak response mechanisms;

   - provide adequate supplies for reproductive health, emergency obstetrics care, newborn and child health services; and

- ensure health facilities are not located in hazardous areas.

6. **Local Populations.** Response teams should work with the population of the Affected State, using local expertise to find suitable solutions. Response teams can benefit from in-depth knowledge and experience in how local systems are organised. With a better understanding of the language and culture, resource teams can contribute much more effectively within the community.

7. **Resource Management.** Efficient management of supplies and assistance should be a priority. It is also important to find the right people with the right skills for the job immediately after a disaster. The faster the response, the better the outcome. Identifying and mobilising hundreds of experts within a short timeframe is a difficult task. It is therefore important to establish a database of experts who could be mobilised in times of emergency.

8. **Pre-disaster Supply Arrangements.** Preparatory supply agreements should be made with local industries to provide emergency supplies. The agreements should facilitate the immediate supply of material resources following an emergency.

9. **Communications.** Communication infrastructure is critical to response coordination. Communications systems should be considered a strategic element in the development of preparedness plans.

10. **Community Readiness.** Community readiness is a major factor in providing a coordinated local response. Community empowerment involves providing the community with timely, accurate information, relevant training and resources, and identifying a leader within the community to coordinate the response. This enables the community to respond appropriately and immediately when disasters occur, without waiting for, or relying on, external assistance. Community-based warning and response systems are required.

11. **Disaster Victim Identification.** Disaster victim identification (DVI) includes the procedures used to positively identify deceased victims. A single coordinated identification process is required to speed up the identification and repatriation process.

CHAPTER 3

DISASTER RELIEF

APPROACH TO DISASTER RELIEF

Disaster Management Cycle

301.   The immediate objectives of humanitarian assistance and disaster relief (HADR) are to save lives, alleviate suffering and maintain human dignity during and in the aftermath of natural disasters. However, in the last ten years the approach to HADR has become broader, encompassing all elements of the disaster management cycle.

302.   The disaster management cycle is a dynamic process involving all key actors working together for Prevention/Mitigation, Preparedness, Response and Recovery (PPRR). The PPRR methodology requires planning, organising, staffing, leading, and controlling, and is widely adopted by ASEAN, the UN, the Red Cross / Red Crescent Movement, and NGOs, CBOs, and civil society. The primary longer term objective is to strengthen preparedness, which is covered in more detail in chapter 6.

Asia-Pacific Perspective

303.   A perceptual and conceptual shift in emergency management in the Asia-Pacific region has occurred in recent years focussing not only on responding after disaster strikes but also supporting activities that anticipate and mitigate the likely impact. The key elements of this approach are:

- away from an emergency-centric view of emergency management towards a community-centric view;

- towards a broad inter-agency approach;

- towards an increased emphasis on sustainability as a key purpose of emergency management;

- viewing emergencies as manifestations of vulnerability, not simply as a function of the presence of hazards;

- recognising the need to create multiple focal points for interdisciplinary and inter-sectoral partnerships; and

- emphasising the benefits of effort and resources invested in prevention/mitigation/risk reduction compared with response and recovery.

PRINCIPLES OF DISASTER RELIEF

304.   The ARF Strategic Guidance for HADR is intended to be consistent and complementary with internationally agreed principles and existing guidelines for disaster relief cooperation, including:

- ASEAN Regional Forum (ARF) General Guidelines for Disaster Relief Cooperation – refer Annex A;

- Guidelines on the use of Military Civil defence Assets (MCDA) for Disaster Relief ('Oslo Guidelines') and the MCDA guidelines in complex emergencies – refer Annex B;

- Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance adopted by the International Conference of the Red Cross and Red Crescent – refer Annex C; and

- Other Guidelines – Sphere, UNISDR, UNDAC – refer Annex D.

305.   Most humanitarian organisations adhere to certain principles and/or the rights of beneficiaries to receive relief. While there is no universal treaty in this area comparable to the Geneva Conventions of 1949, the principles of disaster relief have considerable moral standing based on various disaster related and human rights treaties, United Nations General Assembly resolutions, and other authoritative documents.

306.   In disaster relief the objectives of key actors are not always the same. Although some tactical level considerations may coincide, larger strategic objectives may not. This variance in aims, objectives, needs and requirements demands careful management. When a disaster is a consequence of natural rather than man-made causes, the 'end states' are more often aligned. However careful disaster management is still necessary to balance competing agendas.

Consequently, collective adoption of these HADR principles is an essential pre-requisite.

307. The core principles generally accepted within the international humanitarian community are those of humanity, impartiality and neutrality, are articulated in UN General Assembly Resolution 46/182. This resolution also states the overall coordinating role of UN/OCHA in international disaster response. Principles of response are not commonly demarcated along strict government and or military lines.

Principles

308.   Humanity. Human suffering must be addressed wherever it is found, with particular attention to the most vulnerable in the population, such as children, women and the elderly. The dignity and rights of all victims must be respected and protected.

309.   Neutrality. Humanitarian assistance must be provided without engaging in hostilities, except in self-defence, and without taking sides in political, religious or ideological issues.

310.   Impartiality. Humanitarian assistance must be provided without discriminating as to ethnic origin, gender, nationality, political opinions, race or religion. Relief of the suffering must be guided solely by needs and priority must be given to the most urgent cases of distress.

311.   National Ownership and Sovereignty. Any HADR operation needs to respect Affected States' sovereignty, and conform to its wishes and direction. Even in extreme situations when Affected States' capacity may be limited, national sovereignty must be respected and assistance should be provided with Affected States' authorisation.

312.   Unity of Effort. Maintaining unity of effort between the various actors is crucial to enhancing the impact of the international community's overall response. Maintaining unity of effort in such an environment requires a high degree of sensitivity to the interests and operating cultures of the various actors involved. True unity of effort cannot be imposed and must be carefully constructed through a constant process of communication and compromise.

313.   Integration. As HADR operations usually involve complex networks reaching from the strategic to the tactical level, integration is critical. All key actors need to be consulted and efforts coordinated. Integration does not imply subsuming of one agency by another, rather it emphasises coordination and cooperation.

314.   Coordination and Cooperation. Integration depends on coordination and cooperation between security, political and humanitarian actors at all levels. Effective communication and regular sharing of information may necessitate regular briefing of key actors and the sharing of liaison officers. Further detail on coordination and cooperation is contained in chapter 5.

315.   Command and Control. Clearly defined command and control (C2) arrangements are also critical. Large numbers of key actors, each with their own C2 chains, highlight the importance of well-directed coordination and cooperation. As a general rule, consistent with item 4a of the ARF General Guidelines for Disaster Relief Cooperation, the Affected State would have primary responsibility for command and control of any HADR operation.

316.   Security. Security includes the protection of vulnerable civilians from the prevailing climatic conditions (shelter), dehydration and starvation (food, water and sanitation), environmental hazards (health) and personnel security (protection). The principle of security will have a different emphasis for different actors. Military actions are driven by political objectives (national security) whereas humanitarian actions are driven by concern for the population (human security).

KEY ACTORS

317. Besides the ASEAN Regional Forum, many actors respond with international HADR, including:

- Affected State government and military agencies;

- Affected State civil organisations (NGO) and civil society organisations (CSO);

- international aid agencies such as the International Federation of Red Cross and Red Crescent Societies (IFRC);

- United Nations (UN), in particular OCHA which has an overall coordination role;

- Other national governments and militaries; and

- ASEAN, through:

- the development of ASEAN Standard Operating Procedures for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (ASEAN SASOP);

- a new role for the ASEAN Secretary-General as 'Humanitarian Assistance Coordinator'; and

- the Emergency Response Assessment Team (ERAT).

318. Each actor has its own objectives, agenda and operating procedures. For example, NGOs normally wish to remain neutral in order to ensure humanitarian support is provided in accordance with their organisation's charter and the expectations of their donors are met. As a result, managing expectations and supporting a coordinated approach is critical to HADR operations. The potential complexity of coordinating a number of stakeholders with different objectives requires a shared understanding of the required outcomes, a common language and a willingness to coordinate response efforts.

Military Assets

319. Military assets are becoming a major contributor to disaster relief because of their rapid mobilisation and logistic capabilities. They are a trained, cohesive workforce that can plan and conduct large-scale tasks at short-notice, especially in situations of degraded infrastructure. Military assistance during HADR operations includes transport and logistical support, evacuation, rescue, medical services, shelter and emergency supplies.

320. Militaries need to understand the same basic HADR principles practised by civilian aid agencies. These principles require rigorous analytical and information management skills, discipline, common-sense, timeliness, and high standards of planning and accountability as lives are at risk. The challenge is to provide humanitarian and emergency relief which is:

- relevant to immediate and longer term humanitarian needs;

- co-ordinated with partner governments, other donors, NGO and the affected community;

- implemented quickly, professionally and flexibly; and

- consistent with international humanitarian principles and practice.

320. Military involvement in HADR varies with each country, although all military forces should operate in accordance with UN Security Council or Multinational Force mandate and directives or other relevant international agreements and frameworks. In some countries the military may have primary responsibility for HADR response and virtually all the resources to execute HADR missions. In other countries, the military plays a supporting role and may become directly involved only in life-threatening situations under very specific conditions, where there is no comparable civilian alternative.

321. Guidelines on the use of MCDA in HADR ('Oslo Guidelines' and the 'MCDA Guidelines') are contained in Annex B. These guidelines emphasize among other things that military assets should be used only as 'last resort' and that military personnel should refrain from participating in direct delivery of humanitarian assistance but should focus on support functions, such as transportation. Additionally, the 16th ARF noted the effort to enhance civilian-military cooperation in disaster relief, and to develop an ARF Voluntary Model Arrangement on the Use of Foreign Military and Civil Defence assets (MCDA) in Humanitarian Assistance and Disaster Relief (HADR). Further information on coordination of military assets is contained in chapter 4.

322. Security. In HADR operations the military may also be called upon to provide security. However, the use of military assets to implement rule of law programs should be avoided. Rule of law is a civilian responsibility and should be implemented by civilian authorities. Consequently, when the security situation requires the presence of armed troops, integrated military and police operations should be conducted.

323. Carriage of Arms. Policy on carriage of arms by foreign military and police forces is also contained in the annex B guidelines.

Multi-National Force

324. Multinational Force (MNF) represents a broad overarching term that describes the broad multinational efforts of participating nations. MNF may be used to refer to the entire organisation of nations participating forces, and military support based upon shared interests in disaster relief operations.

325. MNF involvement in HADR will most likely be of short duration and limited scope. MNF are generally involved in the initial response to the emergency (or immediate life saving phase) and until the Affected State and international humanitarian community can sustain long-term rehabilitation and reconstruction.

326.   International agencies and the UN will also generally be providing assistance prior to arrival of the MNF and will generally remain for recovery, rehabilitation and reconstruction activities after the MNF departs.

Multinational Planning Augmentation Team

327.   The Multinational Planning Augmentation Team (MPAT) Program is a cooperative multinational effort to facilitate the rapid and effective establishment and/or augmentation of a multinational task force headquarters. The MPAT provides responsive coalition/combined expertise in crisis action planning. MPAT is a rapidly growing multinational program, established in November 2000 by the Commander of U.S. Pacific Command and the Chiefs of Defence of several nations in the Asia-Pacific region. Participation in the program has grown from five nations in 2000 to 31 nations by 2005.

328.   An important feature of the MPAT Program is the Multi-National Force Standard Operating Procedures (MNF-SOP) which covers a broad spectrum of planning considerations for multi-national operations (primarily at the operational level). It is not intended to be prescriptive, binding or directive.

Non Government Organisations

329.   Non government organisations (NGO) are key stakeholders in HADR. They are often present in countries before the onset of disasters, providing on-going humanitarian and/or development/reconstruction support. During a disaster response, they are generally at the disaster site providing food, shelter, medical support and other emergency relief. Each NGO works toward its own objective and may not necessarily be a specialist disaster relief agency.

United Nations

330.   The UN undertakes a broad range of disaster-related activities that is coordinated by the Inter-Agency Standing Committee (IASC) and the International Strategy for Disaster Reduction (ISDR). Further information on ISDR is contained in Annex D. Paragraph 420 also provides further detail of UN disaster relief coordination, and response agencies. The following website provides detail http://www.humanitarianreform.org/.

United Nations Office for the Co-ordination of Humanitarian Affairs

331.   The mandate of the United Nations Office for the Co-ordination of Humanitarian Affairs (OCHA), a department of the UN Secretariat, is comprised of three core functions:

- co-ordination of emergency response,

- policy development, and

- humanitarian advocacy.

332.   All three functions are exercised with a view to facilitating the effective delivery of assistance to all victims of emergencies and disasters. In particular, OCHA aims to mobilise and co-ordinate effective and principled humanitarian action in partnership with national and international stakeholders. Further detail on OCHA coordination of assistance is contained in chapter 4.

333.   United Nations Development Programme. The United Nations Development Programme (UNDP) is designed to help countries in their efforts to achieve sustainable human development by assisting them to build their capacity to design and carry out development programmes. UNDP programs and activities in the area of disaster risk reduction stems from its overlapping concerns with other development priorities.

334.   United Nations Children's Fund. The United Nations Children's Fund (UNICEF) advocates and works for the protection of children's rights, meeting their basic needs, and helping them reach their full potential. In HADR, UNICEF assists and protects children and women.

335.   World Food Programme. The World Food Programme (WFP) is mandated to combat global hunger. WFP has developed a very high level of competence in logistics. In disasters, WFP plays a central role in providing food to those affected as well as logistical and communication support to maximise efficiency and effectiveness in delivery of assistance.

336.   Food and Agriculture Organisation. The Food and Agriculture Organisation of the United Nations (FAO) mandate is to raise levels of nutrition and standards of living, to improve agricultural productivity, and to better the condition of rural populations. FAO commitment covers emergencies which result from disasters affecting either the food or the agricultural sector, or a combination of the two.

337.   United Nations High Commission for Refugees (UNHCR). The United Nations High Commission for Refugees

(UNHCR) is mandated to lead and co-ordinate international action for the worldwide protection of refugees and the resolution of refugee problems. In the area of disaster management, UNHCR acts to assist and protect refugees, particularly refugee women and children, who are victims of disasters. In times of disaster and/or emergency response, UNHCR plays a key role in the provision of temporary housing and non-food items.

338.   World Health Organisation. The World Health Organisation (WHO) is the directing authority for health within the UN. It is responsible for providing leadership on global health matters, shaping the health research agenda, setting standards, articulating evidence-based policy options, providing technical support to countries and monitoring and assessing health trends. WHO coordinated multiple global and regional health programs such as coordinating the global response to avian influenza.

339.   The Red Cross and Red Crescent Movement. The International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (Federation) together constitute a worldwide humanitarian movement whose mission is to prevent and alleviate human suffering wherever it may be found. The Federation, or the National Society of the affected country directs and coordinates the international activities of the International Red Cross and Red Crescent Movement disaster relief and humanitarian assistance operations. The ICRC normally plays that role in a conflict situation. As well as reducing the impact of disasters, the Federation is increasingly devoting attention to disaster preparedness.

340.   International Disaster Response Laws, Rules and Principles (IDRL) Programme. The International Conference of the Red Cross and Red Crescent comprising States and all members of the International Red Cross and Red Crescent movement in 2007 adopted a set of guidelines that seek to strengthen State's national legal framework and procedures for accepting an international response to disasters. These guidelines are titled Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance and are supported by a set of Annotations.

**341.   **The purpose of the Guidelines is to provide States with a framework to assist in developing effective and efficient mechanisms to improve disaster response plans that improve the process for accepting offers of international emergency humanitarian assistance. Further information can be found in Annex C and from the list of websites at the end of this document.

International 'Cluster' Approach

**342.   **The cluster approach is part of the wider humanitarian reform process, and operates at both global and country level. A cluster is a group of organisations and actors, with a designated lead, working together in an area (or sector) of humanitarian intervention where a 'gap' has been identified. Fig 3-1 shows the current clusters.

Global Cluster/ Sector	Cluster/Sector Lead
Agriculture	FAO
Camp Coordination and Camp Management (CCCM)	UNHCR (conflict) IOM (natural disaster)
Early Recovery	UNDP
Education	UNICEF Save The Children – United Kingdom
Emergency Shelter	UNHCR (conflict) IFRC (convenor natural disasters)
Emergency Telecommunications	OCHA (process owner) WFP (security telecomms) UNICEF (data telecomms)
Health	WHO
Logistics	WFP
Nutrition	UNICEF
Protection	UNHCR
Water, Sanitation and Hygiene (WASH)	UNICEF

Figure 3-1: Cluster System

343.   The cluster process builds upon existing partnerships and forges new resolve between UN agencies, the Red Cross and Red Crescent Movement, national and international organizations and NGOs, and other stakeholders in humanitarian action. In October 2005, the Pakistan Country team adopted the cluster approach in its response to the earthquake and the cluster approach was formally adopted on 1 January 2006.

International Organization for Migration

344.   The International Organization for Migration (IOM) is dedicated to promoting humane and orderly migration for the benefit of all. Its mandate is to:

- help ensure the orderly flow of international migrants,

- promote migrants' rights through international cooperation,

- search for practical solutions to migration problems, and

- contribute to international solidarity by providing humanitarian assistance to people in need.

345.   IOM is designated as the UN Cluster coordinator for Camp Management, and with special expertise in air, sea and land transport, often provides shelter, food, water and medical care to affected populations. IOM has been given responsibilities relating to legal 'protection' of displaced persons and refugees by the UN High Commissioner for Refugees (UNHCR) in certain relief situations.

IMPLEMENTATION OF DISASTER RELIEF

346.   The success of a HADR operation will, to a large extent, depend on its ability to maintain the goodwill and support of the Affected and Assisting States, the local population, and the wider international community. To achieve this, the operation should be seen at all times as a legitimate and credible contribution. The concept of respect of humanitarian space should be upheld as should the philosophy of '*do no harm'*.

347.   Some key actors, particularly the members of the International Red Cross and Red Crescent Movement and certain humanitarian NGOs, will seek to assert and maintain a high level of visible independence from political and/or military structures as a matter of principle. In this regard sensitivity should be shown to the fact that political-military relief efforts can cut across carefully planned NGO campaigns. Attempts to persuade humanitarian stakeholders to subordinate their activities to the priorities of the operation should be handled with proper consideration to the dynamics of the environment.

348.   A philosophy of *'do no harm'* should be inculcated in all personnel in order to mitigate harmful side-effects inherent when providing HADR. To achieve this, the following should be considered:

- Will it negatively affect the relationship between members of a community or between communities?

- Is it complementary to the work done by the Affected State or other agencies?

- Will it bring harmony and peace, or increase jealousy and ill feeling in the affected area and beyond?

- Will it change the work habits of people, making them dependent on aid?

- Can they sustain the standard of living provided by aid?

- Can it lead to sustained development?

- Does it increase the risk of future disasters and requests for HADR?

349.   The size of an operation's human and material 'footprint' can cause a real or perceived impact in the community. Social impact can be caused by different cultural norms of staff and Affected State, such as employment of women in non traditional gender roles, mixing and socialisation amongst genders, drinking, gambling and other culturally inappropriate behaviour. Economic impact can be caused by high wages for locally employed staff, competitive pricing on housing and accommodation, demands on local producers for staple foods and materials, which may place them out of reach of the local community.

350.   These aspects, together with expectations of what can be delivered and when, should be managed throughout the life of the operation at all levels. A sound communication strategy is essential. Public information campaigns should use local public radio and television if available, as well as traditional forms of information dissemination such as local

community and religious groups.

Phases of Disaster Relief

351.   HADR can be divided into the following three broad phases, each requiring different types of assistance:

- **Phase 1 - Immediate Life Saving.** Search and rescue, and medical first aid (response is expected to be provided within 0 – 48 hours).

- **Phase 2 - Stabilisation.** Life preserving relief operations such as the delivery of aid to prevent the situation deteriorating (response is expected to be provided from 0 – 5 days).

- **Phase 3 - General Recovery.** Ensuring humanitarian needs continue to be met in anticipation of longer term rehabilitation and reconstruction (response is expected to be provided from 0 – 4 weeks).

352.   These phases are not necessarily sequential, and in most cases the second and third are undertaken concurrently. Consequently, effective coordination will be required between agencies with relevant skill sets required in each phase.

353.   Each HADR operation is unique. The initial response may occur in relative chaos and there is often a mismatch between necessary resources and situational needs, adding to uncertainty and tension. The government of an Affected State may be overwhelmed by the effects of the disaster and the scale of the required response.

Priority of Response

354.   The priority of response for HADR should be governed by the immediate hazards posed to the affected community/area. Affected State agencies (if still functioning) and various Humanitarian Community (HC) organisations conduct needs assessments on the extent of the disaster/emergency and the needs/requirements. Assessments also include determining the capabilities and resources of various relief organisations, including MNF, if they are part of the HADR effort. The following are examples of needs and capabilities assessed in this phase of the effort:

- Data on the population affected, including but not limited to the number of people affected, locations, infrastructure capabilities and the health situation.

- Identification of vulnerable populations, rescue requirements, damage to infrastructure (required for transportation, shelter, sanitation), condition of life sustaining resources (water and food supplies), and the security situation.

- Capabilities and resources including: relief organisations; government agencies; coordinating mechanisms; availability of infrastructure; civil assets; military assets; and relief supplies.

355.   The first HADR priority should be the harm minimisation of survivors and the local population and the creation of 'safe' environments from which assistance and assessment of needs can be conducted.

356.   The first 24-48 hours and up to one week is the most critical time frame for a disaster response, given that savings lives is often the first priority. Key immediate interventions include:

- A rapid response unit with search and rescue (SAR) capability as in many cases there is major infrastructure damage and this means there is a finite window (usually 48 hours) in which to locate survivors. Military support can be critical in these situations as they can rapidly deploy personnel and have ready access to equipment needed for SAR.

- Immediate access to triage/health facilities. The military can be useful in that they have specialist deployable triage capacity that can be set up quickly at critical locations to attend to those most injured when host nation medical facilities are compromised or overwhelmed. Additional medical facilities are often more readily accessible via military medical ships and an ability to rapidly deploy medical units and personnel to sites via air assets.

- Logistical capacity to quickly deploy people to areas most severely impacted by a disaster. These areas usually coincide with infrastructure damage and are therefore often difficult to access/egress by normal means such as roads and airports. Unique military assets can greatly assist.

357.   Logistic capacity continues to be a critical element of HADR operations for as long as it takes to repair and/or make accessible key infrastructure such as roads, seaports and airports. The military therefore often become a conduit of emergency supplies provided by other stakeholders such as the UN and NGOs. This situation may last several weeks or months.

Planning and Preparation

358.   Initial planning and preparation should establish a framework for participating and supporting agencies and organisations. Planning and preparation provides an opportunity to mobilise structures and resources for response and recovery. This is achieved through:

- establishing strong organisational and personnel networks between member organisations and agencies, the emergency services, and other functional areas and the community;

- establishing and maintaining Memoranda of Understanding (MOU);

- regularly reviewing and testing plans and providing input to the review of other relevant plans; and

- identifying and undertaking relevant emergency management training for personnel responsible for the emergency response and recovery management.

359.   Detailed initial assessment is critical to a co-ordinated response. Disasters often seriously disrupt local infrastructure such as transport, communications, food supply and the provision of shelter. Under these circumstances, relief supplies and personnel (often unfamiliar with the area) sent into a disaster zone without a request based on a sound assessment can hinder rather than help.

360.   Advance knowledge of assets and capabilities of potential contributing countries will greatly facilitate planning. One way of achieving this is through standby arrangements (refer chapter 7). For example, planners would like to know:

- how quickly forces can deploy and what strategic lift assistance will they need;

- the sustainment plans for deployed forces and will they be a burden on the Affected State or a lead Assisting State;

- status of forces agreements (SOFA) and operating procedures, including arrangements that national forces operate under, and the legal code to be applied if there is a breakdown of Affected State law and order; and

- the political position for Assisting States and their willingness to place their forces under the command or control of the Affected State or a lead Assisting State.

361.   Early assessment of the nature and extent of a humanitarian emergency/disaster and the type of relief required is an essential element of any response. The overall purpose of an assessment is to provide information and to make recommendations that will enable timely decisions on appropriate response to a HADR situation. The types of information required include:

- situational information on the magnitude of the disaster and the extent of its impact on both population and infrastructure,

- immediate needs information to identify resources and services for immediate emergency measures to save and sustain lives, and

- planning information to help develop a course of action for all stages of the operation.

Lines of Operation

362.   Lines of operation describe how each of the key HADR actors operate relative to each other in time and space through a matrix of decisive points. Annex E illustrates typical lines of operation.

363.   Key elements of a line of operation include:

- **Decisive points.** A decisive point is a major event created by successfully addressing a critical coordination or information requirement directly influencing the HADR operation.

- **Decision Points.** A decision point in time and space requires a decision affecting key actors, or a change of direction of the plan toward a branch or a sequel. Decision points should allow sufficient lead time for action to be initiated.

- **Branches.** Branches are further options for a phase in a line of operation. A branch deviates from, and then returns to, the same line of operation. An example may be an expected secondary crisis, caused by the primary crisis, but which can be met within current resource and time constraints.

- **Sequels.** A sequel is a different line of operation and is a significant shift in focus. A sequel may be the emergence of a new, unrelated problem within the same geographic area, or a secondary problem which potentially overshadows the primary, requiring additional resources and/or time to address.

Transition Planning

364. The transition, or disengagement, is a critical aspect of the HADR operation. In many cases it is seen as the beginning of the end of the operation, and there is an eagerness to redeploy before the Affected State is capable. Transition planning should be considered from the beginning of any HADR operation, in consultation with the Affected State.

365. The speed of transition is ultimately dependent on the capacity of the parties and those identified to take responsibility. Transition of responsibility for specific functions to a designated agency should therefore be managed and governed by the capacity of the agency to sustain these functions.

Annexes:

A.   ARF General Guidelines for Disaster Relief Cooperation

B.   Guidelines on the use of Military and Civil Defence Assets (MCDA) in disaster relief

C.   IDRL Program Guidelines for Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance

D.   Other Guidelines – Sphere, UNDAC, UN CMCoord Deployment Plan

E.   Lines of Operation

ARF GENERAL GUIDELINES FOR DISASTER RELIEF COOPERATION

In line with the principles of humanity, neutrality and impartiality and based upon UN recognized standards, the General Guidelines aim to establish a basic framework for disaster relief cooperation among ASEAN Regional Forum participating countries, to promote more effective cooperation, and to reduce the losses due to frequent disasters.

1.   Scope

a)   In this document, 'disaster' refers to a situation which requires assistance among the ARF participating countries in certain regions where a natural or man-made event has caused significant human injuries and fatalities, serious damage to properties, livelihood, essential services, lifelines and public infrastructure, disruptions to the functioning of a community or society, and threats to public health, and surrounding environment. The provision of humanitarian assistance in situation of armed conflict is beyond the scope of these guidelines.

b)   'Relief' refers to resources and humanitarian action that the ARF participating countries could offer, which include, but are not limited to personnel, equipment, relief supplies, and actions related to transit facilitation.

2.   Basic Principles

a)   **Mutual Assistance on Equal Footing.** In carrying out disaster relief cooperation, ARF will recognize the centrality of saving human lives and alleviating suffering where it is found. The Assisting State will, on a voluntary basis and in accordance with its domestic laws and regulations, provide relief to the Affected State, and shall respect the sovereignty and territorial integrity of the Affected State without any racial, ethnic, or religious discrimination. The Affected State, upon receipt of relief from the Assisting State, should ensure the timely, fair and transparent distribution of relief, and give timely briefing on how the relief is being used. The ARF participating countries will, within their capabilities, facilitate the disaster relief operation, such as, but is not limited to, the rapid and unimpeded delivery of relief consignments, equipment and personnel, the protection of such consignments.

b)   **Respect for Affected State's Decision.** The Affected State has the first and foremost responsibility to take care of the victims of disasters occurring on its territory. The Assisting State will provide disaster relief only with the consent of the Affected State. All disaster relief activities by the Assisting State within the territory of the Affected State should be supportive of the guidance, coordination, and arrangements of the government of the Affected State.

c)   **Decision by Mutual Agreement.** The Affected State and the Assisting State are ready to discuss and resolve differences and related issues that emerge during the preparation, launch, implementation, and conclusion of disaster relief operations, by seeking mutual agreement in ways comfortable to both sides.

d)   **Enhancing Coordination.** Recognizing the central role of the United Nations, in particular the Office for the Coordination of Humanitarian Affairs (OCHA), in coordinating the international humanitarian assistance efforts, the ARF participating countries will enhance coordination among themselves and with the humanitarian disaster relief activities of the United Nations and other international, regional, and local governmental and non-governmental organizations.

3.   Launch of Disaster Relief Operations

a)   The disaster relief operations should be launched with the consent of the Affected State. The national disaster relief contact points of the ARF participants, or international organizations should be informed by the Affected State or the UN agencies through diplomatic channels after a disaster has stricken. Taking into account the speed with which assets and personnel need to be on the ground to have practical effect at saving lives and alleviating human suffering, the designated lead agencies for disaster relief of the ARF participants will undertake the coordination of disaster relief efforts within its territory. ARF participants are encouraged to stock-take and inform the contact points of their lead agencies and resources and capacities for overseas disaster relief to facilitate the process.

b)   The Affected State, in its request, should make clear the details of the disaster, such as location, time, nature, and magnitude of the disaster, as well as the relief needs and priorities, and where applicable, may seek assistance from the international post disaster damages and needs assessment (PDNA) teams in identifying the areas of greatest need.

c)   Upon receipt of the request for disaster relief, the ARF participating countries should, in a timely manner, review such requests and inform the Affected State as soon as possible whether it can provide assistance and, if applicable, of the nature, amount, and terms of the relief. All forms of relief from the Assisting State should conform to the aim and requirement for disaster relief of the Affected State, and be conducive to rehabilitation and be compatible with the long-term development of the Affected State.

d)   The ARF participating countries should adopt all necessary measures to, as far as possible, prevent disaster within their territories from spreading abroad, and will immediately inform the relevant countries and international organizations when the danger of such spread emerges, so that coordinated measures can be undertaken to mitigate the effects.

e)   In accordance with their domestic legislation and regulations, the ARF participating countries in the proximity of emergencies, upon receipt of the request by the Assisting State or the Affected State, are encouraged to facilitate, to the extent possible, the transit of PDNA and disaster relief teams, equipment, facilities, and material supplies that are bound for the Affected State.

4.   Management of Disaster Relief

a)   Unless otherwise agreed, the Affected State should exercise the overall direction, coordination and supervision of the foreign disaster relief teams within its territory. Disaster relief teams of the Assisting State should follow the general plan of the Affected State for disaster relief operations.

b)   The government of the Assisting State retains the full competence and responsibility for the internal management of all personnel, equipment and resources in disaster relief operations. The government of the Affected State should facilitate the work of foreign disaster relief teams within its territory, and do its utmost to ensure the safety of these personnel, equipment, and material supplies in the disaster relief operations. ARF participating countries will work together on importation, clearances, transfers, or exportation to accommodate disaster relief operations with the least possible delay.

c)   During their stay in the Transit Country and the Affected State, members of the disaster relief team should strictly abide by all the laws and regulations and respect the customs of these countries, implement relief impartially on the basis of need, not become involved in local disputes, and will seek to avoid having an adverse effect on the local economy.

d)   Military assets should only be requested for disaster relief as a last resort where there is no comparable civilian alternative and when their use can meet a critical humanitarian need. The use of such assets will be subject to mutually agreed arrangement between the Receiving and Assisting Countries, including, if applicable, to the appropriate status of forces arrangements.

e)   The Affected State and the Assisting State should coordinate with each other to determine the length of stay of the disaster relief team. The Affected State has the right to ask the Assisting State to withdraw any of its personnel, equipment or materials from the territory of the Affected State, within time frame agreed by both countries.

f)   Following the principle of friendly consultation, the Assisting State and the Affected State should coordinate and consult to resolve the issues arising from disaster relief operation.

5.   Cost of Disaster Relief

Disaster relief assistance should be provided at no cost to the Affected State, unless otherwise agreed between concerned States or regulated by international agreements.

6.   Amendment and Relations with Other Instruments

a)   The Guidelines are of a non-binding nature and will not, in any way, affect the rights, obligations or responsibilities of States and where relevant, individuals under the Charter of the United Nations and, where applicable, the Convention on the Safety of United Nations and Associated Personnel, the Geneva Conventions of 1949 and the Additional Protocols of 1977 or under other applicable international laws. The Guidelines may be amended by consensus as the situation requires.

b)   To strengthen regional disaster relief collaboration and apply the Guidelines more effectively, the ARF participating countries are encouraged to enhance their disaster relief capacities through such cooperative activities as joint exercises, training programs, and partnerships with relevant bodies of ASEAN, UN and other international organizations, to reach a bilateral or regional understanding on the use of disaster relief resources, as well as to support the efforts for establishing a regional arrangement for the facilitation of the provision of the immediate humanitarian assistance.

GUIDELINES ON THE USE OF MILITARY AND CIVIL DEFENCE ASSETS IN DISASTER RELIEF

(Updated November 2007)

1. The 'Oslo Guidelines' began development in 1992, culminating in an international conference in Oslo, Norway, in January 1994. Over 180 delegates from 45 States and 25 organisations attended the conference, and the results were released in May 1994.

2. The following states and organizations were involved: Argentina, Austria, Belgium, Germany, Indonesia, Italy, Japan, Kenya, the Netherlands, Norway, Russian Federation, Switzerland, United Kingdom, United States of America, AFDRU, Brown University's Watson Institute, DHA, European Union/ECHO, ICDO, ICRC, IFRC, INSARAG, NATO, Steering Committee for Humanitarian Response, UNHCR, UN Legal Liaison Office, University of Naples, University of Ruhr, WHO and Western European Union.

3. The unprecedented deployment in 2005 of military assets in support of humanitarian response to natural disasters, following an increasing trend over the past years, confirmed the need to update the 1994 Guidelines. The Consultative Group on the Use of Military and Civil Defence Assets (MCDA), at its annual meeting in December 2005, tasked OCHA's Civil-Military Coordination Section (CMCS) with this facelift.

4. The 'Oslo Guidelines' address the use of MCDA following natural, technological and environmental emergencies in times of peace. The principles, mechanisms and procedures concerning military assets participating in peacekeeping operations or the delivery of humanitarian assistance in situations of armed conflict are not encompassed by this document.

5. The use of MCDA in armed conflict situations is covered in the "Guidelines on The Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies" ("MCDA Guidelines" - March 2003).

6. The Oslo Guidelines were re-launched at an event hosted by the Government of Norway, in Oslo, on 27 November 2006, held in conjunction with the annual meeting of the Consultative Group on the Use of MCDA. Norway, Switzerland and Sweden took the lead in the update, facilitated by OCHA's Civil-Military Coordination Section / Emergency Services Branch. Minor changes were incorporated in Revision 1.1 of November 2007.

Contents of the Guidelines

7. A summary of the contents of the Guidelines is as follows:

> **Introduction**
>   Key Terms and Definitions
>   Aim
>   Scope
>   Status
>   Organisation
>   Comments, Recommendations and Future Changes
>
> **Principles and Concepts**
>   Core Principles
>   Key Concepts for use of MCDA Assets by UN Agencies
>   Operational Standards for use of UN MCDA
>   Operational Standards for use of Other Deployed Forces
>   UN-CMCoord in Natural Disaster
>
> **Tasks and responsibilities**
>   Affected State and Transit States
>   Humanitarian Coordinator (HC) / Resident Coordinator (RC)
>   UN Humanitarian Agencies
>   Office for the Coordination of Humanitarian Affairs (OCHA)
>   Assisting State and Foreign Military or Civil Defence Commander

Annexes

Annex 1: Model Agreement Covering the Status of MCDA.

This model is intended to serve as a basis for the drafting of individual agreements between States, or the UN and States on whose territory MCDA in IDRA operations are deployed. It is subject to modifications agreed between parties in each case, and may also serve as the basis for an agreement with an Affected State in operations where no OCHA personnel are deployed.

Annex 2: UNOCHA Civil Military Coordination Section (CMCS) Sample Request for MCDA

Annex 3: Abbreviations

Website

8.   The full guidelines can be accessed at: http://ochaonline.un.org/OchaLinkClick.aspx?link=ocha&docId=1112394.

GUIDELINES FOR THE DOMESTIC FACILITIATION AND REGULATION OF INTERNATIONAL DISASTER RELIEF AND INITIAL RECOVERY ASSISTANCE

1. The purpose of the Guidelines is to provide a tool of reference that gives States an opportunity to improve national preparedness of their domestic legal, policy and institutional frameworks concerning international disaster relief and initial recovery assistance. They are a non binding document and are not intended to apply during armed conflict or to disasters resulting from the consequences of armed conflict.

2. **Content of the Guidelines**. The Guidelines refer to the basic principles of the primacy of the affected State to initiate calls for international assistance and to coordinate and monitor international assistance. The Guidelines also acknowledges that assisting organisations have a responsibility to maintain minimum emergency humanitarian crisis response quality and accountability standards within their organisational capacity and capability.   A summary of the contents of the Guidelines is as follows:

   Introduction:
   - Purpose and Scope.
   - Definitions.

   Part I: Core Responsibilities:
   - Responsibilities of Affected States.
   - Responsibilities of Assisting States.
   - Additional Responsibilities of All States.
   - Responsibilities Concerning Diversion and the Intended Use of Resources.

   Part II: Early Warning and Preparedness:
   - Early Warning.
   - Legal, Policy and Institutional Frameworks.
   - Regional and International Support of Domestic Capacity.

   Part III: Initiation and Termination of International:
   - Initiation.
   - Initiation of Military Relief.
   - Termination.

   Part IV: Eligibility for Legal Facilities:
   - Facilities for Assisting States.
   - Facilities for Assisting Humanitarian Organisations.
   - Facilities for Other Assisting Actors.

   Part V: Legal Facilities for Entry and Operations:
   - Personnel.
   - Goods and Equipment.
   - Special Goods and Equipment.
   - Transport.
   - Temporary Domestic Legal Status.
   - Taxation.
   - Security.
   - Extended Hours.
   - Costs.

Background information regarding development of the Guidelines and a copy of the Guidelines can be found at the following website - http://www.ifrc.org/what/disasters/IDRL/advocacy/guidelines.asp.

OTHER GUIDELINES

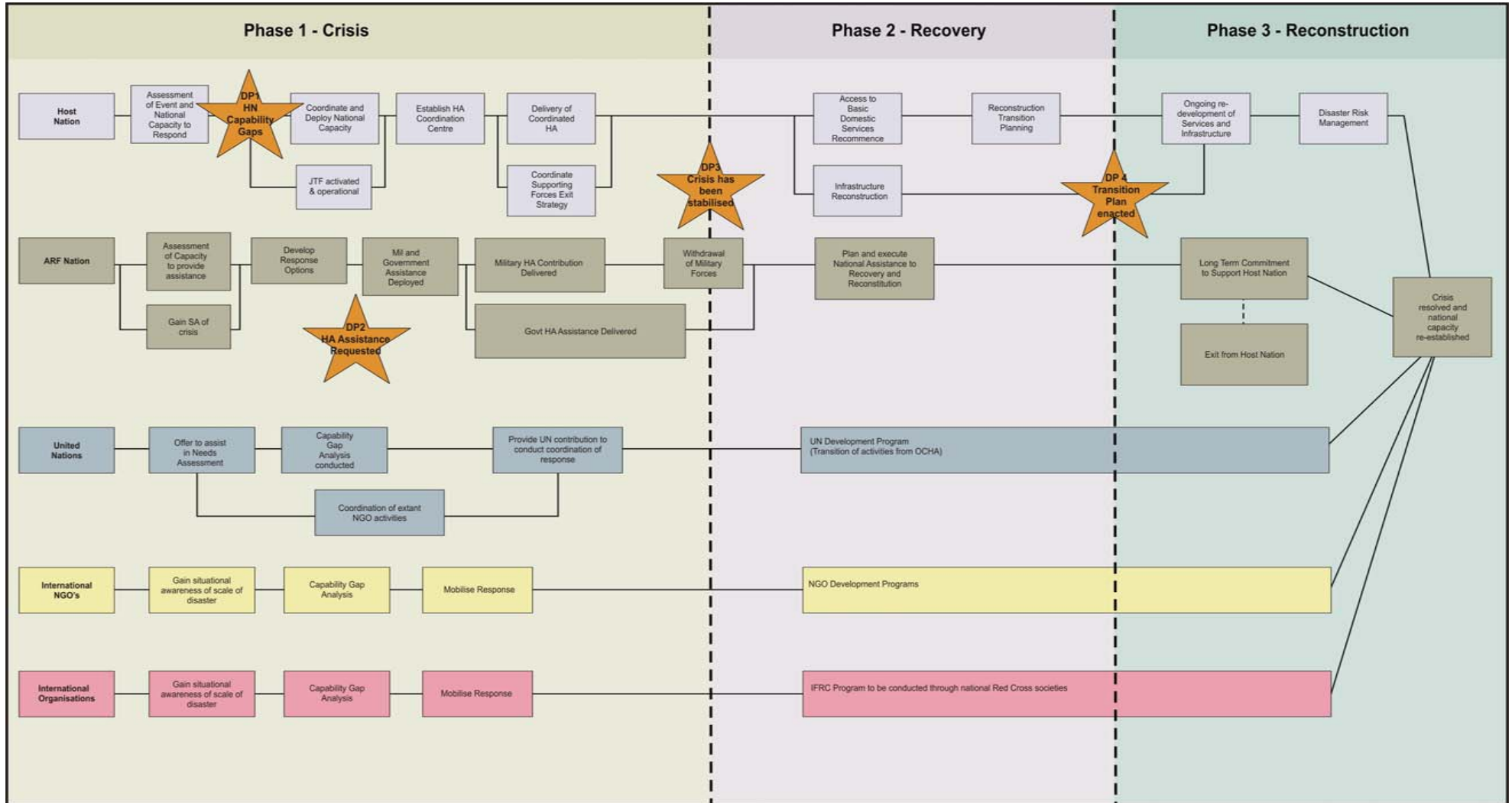**The Sphere Project – Minimum Standards for Humanitarian Assistance**

1.   The Sphere Project was launched in 1997 by a group of humanitarian NGOs and the Red Cross / Red Crescent Movement. The aim is to improve the quality of assistance provided to people affected by disasters, and to enhance the accountability of the humanitarian system in disaster response.

2.   The Sphere Project principles and standards, outlined in the Sphere handbook, have gained wide acceptance internationally as a benchmark for planning, implementing and evaluating humanitarian assistance interventions. It comprises two parts:

   a.   **Part 1 - Humanitarian Charter** is based on the principles and provisions of international humanitarian law, international human rights law, refugee law and the Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief. The Charter describes the core principles that govern humanitarian action and asserts the right of populations to protection and assistance

   b.   **Part 2 - Minimum Standards** and their indicators consolidate existing knowledge and practice in four key sectors: water supply and sanitation, food security nutrition and food aid, shelter settlement and non food Items, and health services.

United Nations

3.   **Disaster Assessment and Coordination (UNDAC).** The UNDAC handbook is a very useful reference guide for the use of members (designed predominantly for the UNDAC team) undertaking an emergency mission. The handbook contains a variety of useful information, checklists and a description of coordination structures in the field.

4.   **UN-Civil-Military Coordination Officer Deployment Plan.** This plan, based on the UN Humanitarian Civil-Military Coordination (CMCoord) Concept, aims to provide a predictable and continuous function of civil-military coordination during disaster response. UN-CMCoord Officers are advisers and facilitators. They advise the leadership of the humanitarian community on civil-military issues and facilitate the establishment, maintenance and review of appropriate relations between humanitarian and military actors.

LINES OF OPERATION

| Phase 1 - Crisis | Phase 2 - Recovery | Phase 3 - Reconstruction |

Host Nation
- Assessment of Event and National Capacity to Respond
- DP1 HN Capability Gaps
- Coordinate and Deploy National Capacity
- Establish HA Coordination Centre
- Delivery of Coordinated HA
- JTF activated & operational
- Coordinate Supporting Forces Exit Strategy
- Access to Basic Domestic Services Recommence
- Reconstruction Transition Planning
- Infrastructure Reconstruction
- Ongoing re-development of Services and Infrastructure
- Disaster Risk Management

ARF Nation
- Assessment of Capacity to provide assistance
- Develop Response Options
- Gain SA of crisis
- Mil and Government Assistance Deployed
- DP2 HA Assistance Requested
- Military HA Contribution Delivered
- Govt HA Assistance Delivered
- DP3 Crisis has been stabilised
- Withdrawal of Military Forces
- Plan and execute National Assistance to Recovery and Reconstitution
- DP 4 Transition Plan enacted
- Long Term Commitment to Support Host Nation
- Exit from Host Nation
- Crisis resolved and national capacity re-established

United Nations
- Offer to assist in Needs Assessment
- Capability Gap Analysis conducted
- Provide UN contribution to conduct coordination of response
- Coordination of extant NGO activities
- UN Development Program (Transition of activities from OCHA)

International NGO's
- Gain situational awareness of scale of disaster
- Capability Gap Analysis
- Mobilise Response
- NGO Development Programs

International Organisations
- Gain situational awareness of scale of disaster
- Capability Gap Analysis
- Mobilise Response
- IFRC Program to be conducted through national Red Cross societies

CHAPTER 4

COORDINATION AND COOPERATION

Introduction

401.   Large scale international HADR response usually encompasses an inter-agency approach, with military support being but one element. Whilst formal coalitions are not normally formed, there may be opportunities to develop multinational support from and for other deployed forces, using arrangements for Affected State support, logistic support and Memoranda of Understanding (MOU).

402.   Neighbouring countries need to be aware of transit issues such as over-flight rights, and staging of forces. All efforts on the 'ground' should be coordinated with other contributors in order to generate the desired unity of effort in addressing the needs of the Affected State.

403.   An integrated approach is required which is facilitated by establishing liaison officers and coordination cells. In the initial stages of a HADR operation deployable national elements would be the predominant representatives (military, police, and civil defence agencies with humanitarian support). Later stages would see the withdrawal of those deployed elements and an increase in the economic/infrastructure/commercial elements to assist in the reconstruction stage.

404.   The success of HADR operations depends on the strength, structure and capability of the contributing national contingents and their effective coordination within the wider relief effort. This chapter describes how that coordination is achieved.

Degrees of Coordination

405.   There are degrees of coordination, shown in figure 4-1, beginning with basic communication, through to full synchronisation, as follows:

- Establishment of basic communications. Some of these may already be established, as part of standing arrangements.

- De-confliction of key actors by developing situational awareness in the operating environment.

- Cooperation in determining what is needed, where it is needed, and when it is needed.

- Coordination is achieved by determining who is able to provide appropriate responses, and obtaining agreement and permission to respond.

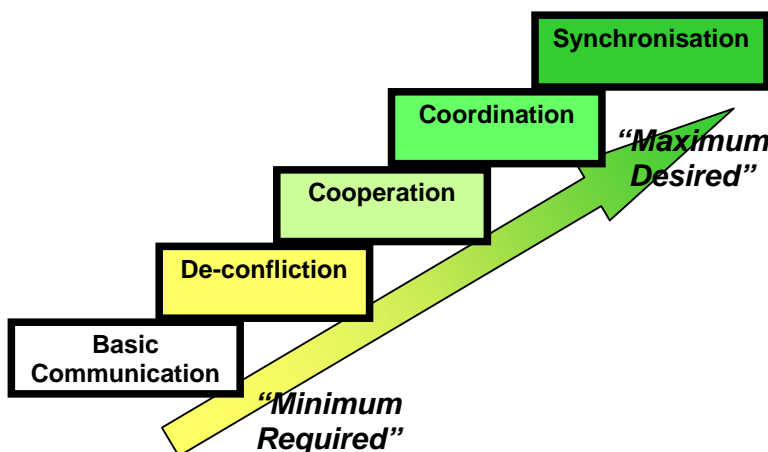- Full synchronisation is achieved when all concurrent responses can be effectively harmonised.

Figure 4-1: Degrees of Coordination

Coordination within the ASEAN Regional Forum

406. Coordination within the ARF is currently achieved by annual meetings of the ARF Inter-Sessional Meeting on Disaster Relief (ISMDR). During a disaster situation, coordination will be dependent on a number of factors such as scale of the emergency, host nation capacity, number of assisting nations and numerous other key elements. Figure 4-2, taken from the MPAT MNF SOP, illustrates a coordination methodology that could be employed in typical disaster situation.
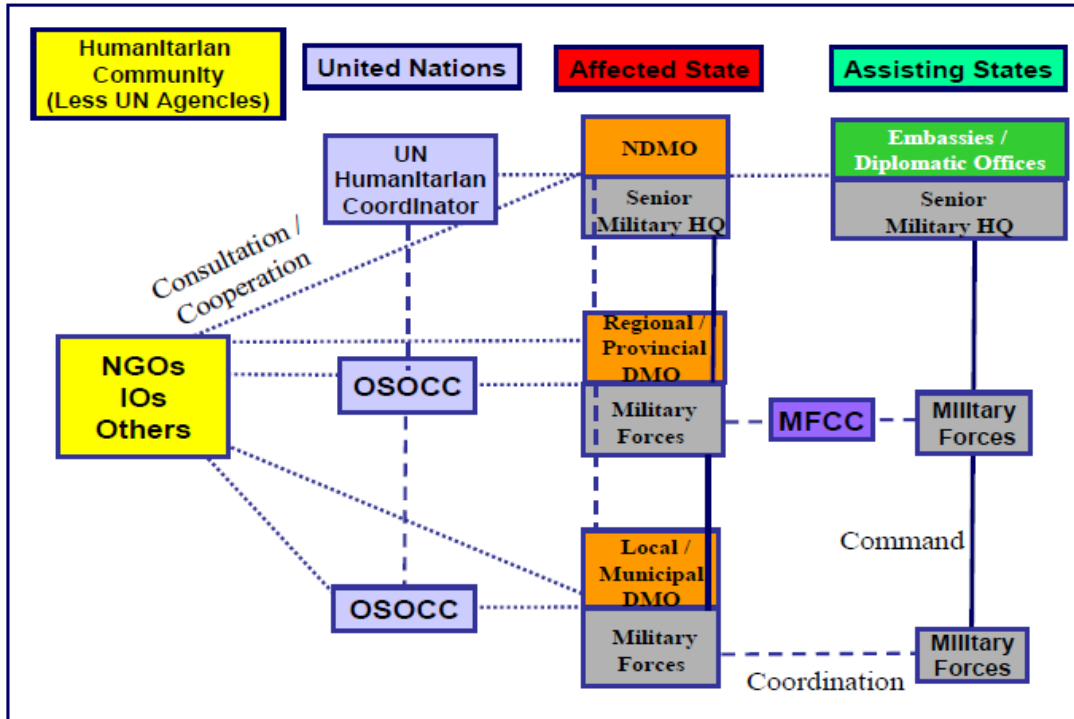
Figure 4-2: Civil-Military, Command, Control, Cooperation and Coordination Arrangements Model

AUTHORITY

407. Authority to conduct HADR operations generally comes from a request for assistance (such as occurred from those from countries affected by the 2004 Tsunami). The Affected State would develop guidance for the operation in the form of a mandate and directives for the force commanders and lead agencies.

408. The Affected and Assisting States will establish a multinational framework for planning and conducting relief operations. A Multi-National Task Force will usually be formed, whose commander will be designated by the Affected State. Coordination functions are established through sharing of liaison officers and the establishment of coordination cells, such as CMOC, CMCoord, logistics and movements.

409. Military degrees of authority. All actors should be aware of military terminology for degrees of authority. The three degrees of authority for military support to HADR operations are as follows:

- **Operational Control.** Operational control (OPCON) is the command authority to organise and employ forces, assign tasks, designate objectives, and give authoritative direction necessary to accomplish the mission. It does not involve direction for logistics or matters of administration, discipline, internal reorganisation of a nation's units, or unit training.

- **Tactical Control.** Tactical Control (TACON) is command authority limited to detailed control of movements or manoeuvres in the operational area necessary to accomplish assigned missions or tasks.

- **Support.** Support is a command relationship established by a higher commander or authority between subordinate commanders when one organisation should aid, protect, complement, or sustain another force.

410.   The nature of HADR operations encourages the highest degree of autonomy and delegation. Changing local situations may require rapid re-tasking of allocated forces. Delays in seeking approvals through relevant National Command Elements (NCE) may unnecessarily endanger life.

411.   The following are considerations in controlling allocated forces:

- Operating procedures are different for the multiple actors engaged in emergency response.

- The risk of being constrained by Affected and Assisting States' government priorities that may not be in accordance with actual need and/or priority interventions.

- Affected State priorities not coinciding with perceived priorities of the international aid community.

- The need for logistical hubs to be established and jointly managed by UN, government, military and civilian sources including Affected State customs support is required.

- Emergency response should always be seen as a coordinated and joint effort. UNOCHA is equipped and organised to coordinate a multi-stakeholder response.

412.   Further guidance can be found in the Oslo Guidelines (Annex A to chapter 3) which outlines the Civil-Military Coordination framework for UN-Military actions/relationships in HADR.

COORDINATION RESPONSIBILITIES

413.   The local population should be included in its own response and recovery efforts. HADR should therefore be concerned with community awareness and adhere to the principles of disaster relief in chapter 3.

414.   In most cases the phases of a disaster are concurrent rather than sequential, requiring coordination between actors in overlapping phases.

Governments

415.   The Affected State is ultimately responsible for the safety, security and welfare of its people, as well as coordinating all disaster response. In practice, Affected State governments can be overwhelmed by competing priorities and damage to national infrastructure. Coordination can therefore often be shared with other key actors such as the UN or ASEAN, which will always seek to work in support of governments where nations and regional organisations involved in disaster response agree. The sharing of coordination mechanisms does not however imply that the Affected State will abrogate any aspects of its national sovereignty responsibilities and it will always retain responsibility for overall control and coordination of the disaster response.

Civil Society/International Aid community

416.   A number of international NGOs such as Oxfam, Save the Children, Medecins Sans Frontieres, and others, frequently respond to disaster situations. The most effective are often those agencies that are already established in the affected region.

417.   Most lives are saved in the first 48 to 72 hours following a disaster with the National Red Cross and Crescent Societies often playing a key role. These are locally established organisations that can mobilise immediately following a disaster to assist civil authorities with search and rescue efforts and the distribution of relief items. Individual national societies are supported by the International Federation of Red Cross and Red Crescent Societies (IFRC) from its country or regional delegations, its Asia Pacific Zone Office in Kuala Lumpur or its Geneva headquarters.

418.   UNOCHA Coordination of Assistance. The UN Office for Coordination of Humanitarian Assistance (OCHA – refer chapter 3) mobilises assistance teams, assets and resources both at its headquarters and in the field to begin co-ordinating international response. It can also establish an On-Site Operations Co-ordination Centre (OSOCC) to support the Affected State's local emergency management authority in co-ordinating the activities of international relief providers. Below is a list of tools at the OCHA's disposal for co-ordinating emergency response during natural disasters and environmental emergencies. These tools are managed by the Emergency Services Branch (ESB) of OCHA Geneva.

- **United Nations Disaster and Co-ordination (UNDAC) Teams.** With a rapid-response post-disaster mandate the UNDAC team is a stand-by team of international disaster management professionals who are nominated and funded by member governments, OCHA, UNDP and operational humanitarian United

Nations Agencies. Upon request of a disaster-stricken country, the UNDAC team can be deployed within hours to carry out rapid assessment of priority needs and to support the Affected State's authorities and the United Nations Resident Coordinator to coordinate international relief on-site

- **International Search and Rescue Advisory Group (INSARAG).** After an earthquake international urban search and rescue (SAR) teams, made up of emergency response professionals world-wide are sent by their governments to support the life-saving efforts of local governments and other authorities of the affected area. OCHA acts as the secretariat for the INSARAG.

- **Environmental Stand-by Experts (ESBE).** Through a joint venture with the United Nations Environmental Programme (UNEP), OCHA facilitates the co-ordination of UN emergency response to environmental emergencies, such as chemical and oil spills and forest fires.

- **Civil-Military Coordination Section.** OCHA ensures the most efficient use of military and civil defence assets by serving as a hub for the mobilisation and deployment of these assets and by acting as a liaison between the humanitarian and military cells during a humanitarian relief operation. This involves establishing Humanitarian Operations Centres (HOC) and Humanitarian Information Centres (HIC), ideally staffed with both military and civilian personnel.

419. The UN, as a coordinating body for emergency response for UN agencies and NGOs, will often be a source of information on:

- emergency stockpiles available for response,

- civilian (local NGO/church/civil society) networks available to support access and delivery of goods, and

- the presence of international NGOs with existing networks that can quickly access those most in need.

Military

420. As discussed in chapter 3, the role of the military is to support, not lead the effort. The military is in a unique position to play a critical role in the early stages of a disaster because it has the logistical capacity to deploy people, technical expertise, transport elements, and supplies at a scale and speed that other stakeholders may be unable to provide or undertake. However, where practicable, military HADR should begin in concert with civil actors to prevent military dependency and inhibition of longer-term development programs.

421. Military assistance during HADR operations includes: tactical and strategic heavy lift; deployable engineering, infrastructure and logistic support; security; evacuation; rescue; communications; medical services, accommodation and emergency supplies. The type of disaster and its effects will shape the military response.

422. Health Service Support. Military Health Service Support (HSS) is particularly important after ecological and environmental disruption, and is characterised by:

- rapid creation of an HSS element with an appropriate mix of specialties, which can also provide accurate assessment;

- preventive medicine, sanitation and disease control; and

- treatment in austere field conditions.

423. Liaison. The military command and control structure should be able to coordinate and communicate with all key actors. Military liaison officers (MLO) trained in political/military affairs are therefore essential, as are experienced HADR personnel who provide a basis for accountability and assessment. A set of minimum standards for the delivery of emergency humanitarian relief already exists in the form of the Sphere Standards outlined in Annex C to chapter 3.

424. Recent disasters have underlined the importance of timely and flexible responses based on accurate assessments and reporting of damage and need. The military can also deploy advance teams to scope out damage, and deploy appropriate search and rescue (SAR) teams. It should be noted that the UN and Red Cross regularly deploy advance teams whose role is to scope and assess damage immediately following a disaster. Military and civilian agency coordination is a key element in avoiding duplication of effort.

HANDOVER OF RESPONSIBILITY

425. Exit Strategy. A coherent exit strategy should be formulated at an early stage. This may be expressed as a date, or the achievement of certain criteria. However, the exit strategy will need to be constantly reassessed as the operation progresses.

426.   The development of reliable indicators or Measures of Effectiveness (MOE) is crucial to successful transition planning and management. This enables the national authorities, assisted where necessary by international actors and other international agencies, to make a reasoned assessment of progress and determines at which point the process of consolidation can be safely handed over to the Affected State authorities

EVALUATION

427.   Evaluation is separate from MOE. A formal and non-judgemental evaluation of the total HADR effort will help gauge relief effectiveness, and the compiling of a 'lessons-learned' database. This process can be potentially sensitive, but is essential in developing a body of HADR knowledge.

CHAPTER 5

LOGISTICS SUPPORT FOR DISASTER RELIEF

LOGISTICS PLANNING

501. HADR operations are mounted when the Affected State is unable to cope with the magnitude or scope of the situation, usually because of degradation of the Affected State's communication and logistic infrastructure. Effective and timely logistic support is therefore crucial to HADR operations.

502. HADR logistic contingents are frequently provided by Assisting States that do not regularly operate together. Standards of training, doctrine, methods of operation and equipment specification and capability generally vary. Distances and infrastructure limitations from national support bases may often dictate lines of logistic support beyond the capability of national chains.

503. Military logistics, being expeditionary in nature, is generally the most suited for these functions, although there are an increasing number of civilian global logistic partnership organisations that provide similar services. Logistic functions generally required to support HADR operations are:

- construction and engineering;

- accommodation and shelter;

- provision and preparation food and sustenance;

- water distribution and purification;

- power generation;

- heavy lifting and transport equipment;

- air/sea port handling assistance;

- cargo consolidation, prioritisation and tracking;

- personal protective equipment;

- communications equipment;

- health and medical supplies;

- fuels, oils and lubricants;

- distribution, and transport including movement coordination and assistance;

- warehousing, supply and distribution;

- provision of emergency supplies (including packaged water); and

- hazardous waste and rubbish collection and removal.

504. Without coordination, resources may not be shared or distributed according to needs. Poor coordination and communication may result in duplication of effort, overlaps and gaps, and unproductive activity. Resource coordination is often a weak point in multi-agency responses and special attention should be given to this area.

Capability requirements

505. The type of HADR depends on identified and agreed tasks. In addition to coordination and communication, the following capabilities are regularly required and should be considered in the task organisation:

- **Mobility.** Degradation of infrastructure and the scale of the affected area require an ability to deliver relief quickly to where it is needed. Tactical air transport, particularly helicopters, are therefore likely to be force multipliers, as will be maritime assets, including ships used for tactical bulk transfer; small, lightweight and highly manoeuvrable military specific craft; and hovercraft in littoral or riverine areas.

- **Protection and Security**. Whilst HADR are generally conducted in a permissive environment, some environments may require additional levels of protection for personnel, military assets and equipment.

- **Transshipment**. Transshipment nodes enable stock to be reconfigured for transport on different modes, such as from a shipping container to an airdrop load.

- **Stock Management**. Stock tracking and management is needed to ensure the correct stocks can be located and distributed when and where it is needed. Stock management is also needed to ensure it does not perish before it is distributed.

- **Sustainability.** HADR operations will normally be of short duration, thus minimising the sustainability requirements of the deployed force. Nevertheless, a detailed sustainability statement should be produced. Unless otherwise arranged through some form of agreement, logistics is a national responsibility and should be coordinated through a National Support Element (NSE). Any deployed HADR force should be self-supporting for the duration of the operation in order to avoid placing additional stress on overburdened local authorities or the supported humanitarian agencies.

- **Strategic Lift.** Appropriate platforms, which may include civil charter assets, will be required to deploy the force to and from the area of operations. Given the time imperative associated with disaster response this is likely to be military airlift.

- **Intra Theatre Lift.** Intra theatre lift is usually at a premium. Lift that is not restricted to land movement needs to be carefully managed to ensure efficient usage. In a devastated environment fixed wing aircraft air drop and rotary wing external lift will often be used to provide assistance to isolated persons.

Resource and Support Planning

506.   Resource planning should be conducted in parallel with logistic planning and needs to be an iterative process of testing planning against the realities of contributing nation's capacity and budget. Key considerations for logistic support planning for an HADR operation include:

- Threat situation for security, health threats, disease, environment and weather.

- Availability of lift assets for deployment and sustainment including strategic and tactical air and sea transportation platforms.

- Level of combined military and civil capability that regional states can contribute to the operation.

- Deployment of a survey/reconnaissance technical mission to undertake a detailed assessment of logistic requirements and assessment of host nation infrastructure capability and capacity for sea and/or river ports and airfields and their associated equipment.

- Condition of internal distribution infrastructure including roads, railways and bridges.

- The use of an advance team to prepare the ground for the deployment of the operation.

- Existence of any cross-servicing agreements with partners that can support deployment.

- Command and control arrangements and tasking authority.

507.   Resource coordination. General logistics support to an operation should be primarily the responsibility of the Affected State or a designated lead nation (excluding unique national requirements which will be coordinated through the NSE). Logistic requirements in support of the operation will be coordinated through a Logistics Coordination Centre (LCC) this should work closely with other agencies' logistic bodies such as the UN LCC if deployed and the Affected State's infrastructure bodies.

508.   HADR operations require coordination with both the Affected State and other assisting international partners in the relief effort. The military should always be in a supporting role to the Affected State's needs in HADR operations and the relationship between military and civilian humanitarian actors should stress complementarity, not competitive, in roles and capabilities.

509.   Affected State Ownership. The Affected State should actually and figuratively be leading the HADR operation. The concerns of the Affected State and the local population are therefore important. Visibility of their concerns should be assured by including them in both the planning and conduct of operations. Where practicable, improving longer term Affected State capacity, such as rebuilding and refurbishing a local hospital, rather than bringing in a temporary field

hospital, is preferable. This latter option will contribute more to Affected State's long-term recovery, as well as demonstrating that those providing the assistance have the Affected State interests in mind.

TRANSFER OF LOGISTIC SUPPORT

510. Transfer of logistic support to the Affected State is the ultimate aim of any HADR operation, and effective planning is essential. The strategic objectives of the operation, as stated in the mandate/authority for its conduct, will indicate necessary transfer conditions. Nonetheless, the actual transfer will impose significant planning demands and is likely to require review throughout the life of the operation.

511. Measures of effectiveness (MOE) should be developed for the operation to enable a reasoned assessment of its progress and success. These MOE should be based on benchmarks for consolidation by the Affected State authorities, assisted where necessary by international actors including UN agencies, NGO or other aid/development partners. MOE should be agreed with the Affected State and other key actors.

512. Suitable MOE can help put HADR into perspective by comparing pre and post disaster states. Given the uniqueness of each event, there is no absolute list of measures for HADR. However, there is good reason to have a set of measures which together cover four essential categories: timeliness, effectiveness, efficiency and learning.

513. MOE should also alert Assisting Actors to emerging problems, as well as inform decisions on when and where to shift effort or assets, whether more (or less) support is required, and where relief efforts are in relation to disaster impacts. MOE can assist in establishing and assessing exit criteria and should be tied into campaign effectiveness analysis.

514. Transfer should only occur when the Affected State and key Assisting Actors can sustain the functions at the level and rate of effort required. Handover or disposal of stores, equipment and facilities should be planned for well before transfer. Equipment and facilities may be 'gifted' or 'loaned' depending on the policies of the Assisting State and consideration should be given to their ongoing maintenance. Disposal of stores and equipment should be in accordance with the requirements of the Affected State.

HEALTH SUPPORT

515. It is well known from experience that emergencies result in excess loss of life (high mortality) and increased incidence of diseases (high morbidity). The diseases mainly responsible for high mortality and morbidity are measles, diarrhoeal diseases (including cholera), acute respiratory infections (pneumonia), malnutrition and malaria. The factors which increase the risk of disease and which should be addressed in any emergency response include an unfamiliar environment, poverty, insecurity, overcrowding, access to and quality of water, poor environmental sanitation, inadequate shelter and insufficient food supply.

516. Emergency response at a minimum, places its greatest emphasis on preservation of life and prevention of human suffering. Likewise first responders and those involved in HADR should be protected from the hazard prior to treating victims. Planning for HADR should include provisions for appropriate personal protective equipment (PPE) for force personnel.

517. Immediate priorities of the deployed force would include:

     a.   resuscitation;

     b.   treat emergency situations as they develop;

     c.   stabilise the patients as much as possible;

     d.   synchronise the evacuation in conjunction with the relevant lead coordinating authorities;

     e.   triage patients for evacuation (most severe and stable out first); and

     f.   transport patients to definitive care as soon as practicable.

518. **Urgent Survival Needs.** Meeting the most urgent survival needs requires food, water, emergency shelter, health care, sanitation and fair distribution. The Sphere Standards detail minimum emergency requirements and can most readily be achieved via the following:

     a.   **Local Community.** Involve the local community/victims of the disaster and promote their self-reliance from the start. If this is not done, HADR effectiveness will be severely reduced, and an early opportunity to help the victims to start to recover from the psychological effects of their ordeal may be missed.

b. **Food.** Ensure that at least the minimum need for energy is met; a full ration can follow. Set up special feeding programmes if there are clear indications of malnutrition and the establish storage facilities.

c. **Water.** Protect existing water sources from pollution and establish maximum storage capacity with the simplest available means. Transport water to the site if the need cannot otherwise be met.

d. **Vector Control.** Needs to be undertaken immediately to prevent the subsequent spread of disease.

e. **Emergency Shelter.** Meet the need for roofing and other materials from local sources if possible. Request outside supplies (e.g. plastic sheeting) if necessary.

f. **Health Care.** Provide the necessary organisational assistance, health personnel and basic drugs and equipment in close consultation with the national health authorities. Although the immediate need and demand may be for curative care, do not neglect preventive and particularly environmental health measures.

g. **Sanitation.** Isolate human waste from sources of water and accommodation.

HEALTH CONDITIONS AND MEDICAL SUPPORT CONSIDERATIONS

519.   In addition to all the health planning considerations for an emergency response into the affected impact area, health protection planning for the emergency responders is essential. Food, water, blood products, high levels of industrial pollution, and indigenous diseases combine to provide a high-risk environment for all emergency response personnel. Additionally HADR operations may place emergency response personnel in situations that substantially increase the risk of disease or injury. This requires that the emergency response have robust preventive medicine capabilities to perform medical and environmental health risk assessments and prevent health threats (including mental health) to the emergency response agencies. General planning considerations include:

a. Immunisation and prophylaxis for biological agents.

b. Technical assessment and health survey of Affected State during the planning process.

c. Strategic and tactical aero-medical evacuation (AME) arrangements and casualty evacuation options based upon transportation platform availability.

d. Communications systems established for notification to and receipt of information from doctors/clinics.

e. Augmentation of medical facilities and personnel.

f. Inventory control; manage medical stores ensuring security and maintenance, and making sure that medical stocks are kept in proper storage conditions.

g. Patient tracking/record keeping.

h. Augmentation of epidemiological services and support.

i. Analytical laboratory support, including Memoranda of Agreement (MOA) specifying special consideration and testing as appropriate;

j. Mental health support services, including clinical psychologists, psychiatrists, social workers.

k. Potential logistical problems that may be caused by the unsolicited influx of volunteers and donated goods.

520.   **Mortuary Services.** The Indian Ocean Tsunami (Annex A to chapter 2) demonstrated that a disaster can result in the death of a large number of persons in a very short time, which could overstress local capabilities for handling deceased remains. If a disaster involves biological or chemical agents, or there are delays in retrieving bodies, the remains may become contaminated. Planning should include medical examiners and/or coroners, morticians, and other persons involved in the handling of remains.

CHAPTER 6
PREPAREDNESS

Disaster Risk Management Cycle

601.   As discussed in chapter 3, preparedness is an element of the Prevention/Mitigation, Preparedness, Response and Recovery (PPRR) disaster risk management cycle, summarised as follows:

- **Prevention.** Activities to provide outright avoidance of the adverse impacts of hazards, and means to minimise related environmental, technological and biological disasters.

- **Mitigation.** Structural and non-structural measures to limit the adverse impact of natural hazards, environmental degradation and technological hazards. Examples of prevention/mitigation are education and training, zoning, building specifications and regulations.

- **Preparedness.** Activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations. Preparedness is fundamentally about planning ahead and building the disaster response capability of all key actors (refer chapter 3).

- **Response.** The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. Response can be immediate, short term, or of a protracted duration. As response comes from diverse organisations with little regular contact with each other, coordination and cooperation (refer chapter 4) are critical.

- **Recovery.** Decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to reduce disaster risk. Recovery involves physical and psychological rehabilitation and restoration of essential services.

Preparedness planning

602.   Preparedness planning for emergencies allows organisations and communities to adapt and innovate more quickly when disasters occur. Response mechanisms need careful planning, and should take into account the vulnerability and capabilities of the affected community, State or specific region, as well as policies and legislation on disasters, and the administrative and technical organisation of the various disaster agencies.

603.   Apart from planning, preparedness is a function of training and education (see chapter 7), coordination and cooperation (chapter 4), resources, readiness, and community resilience.

604.   Principles of preparedness planning. Experience has identified the following fundamental features of effective disaster preparedness planning:

- A network of partners with common values. The ARF has a well-established, diverse and highly capable membership with shared intent to improve interoperability, effectiveness and response time to disaster relief.

- Systems and mechanisms for prediction, early detection, and wide dissemination of warning of impending disasters.

- Engagement and consultation with those at risk, such as information campaigns showing how people and communities can better respond.

- Contingency plans, such as evacuation. However, as each disaster is different, not all aspects of a contingency plan are likely to be applicable.

- Training of key actors. Contingency plans also assist development of scenarios for exercises and training.

- Establishment of a national framework for coordination and control of key actors at all levels. Refer Figure 4-2.

- Stockpiling supplies, and/ or compiling databases of supplies that can be readily accessed.

- Identification of regional hubs for stockpiling and or distribution and appropriate coordination/control

measures.

- Development of a legal framework for the response.

605.   Implementation. Specifically, preparedness of communities at risk may be implemented by:

- convening meetings or opportunities for the purpose of sharing information;

- holding disaster drills, rehearsals and simulations;

- developing techniques for training, knowledge transfer and assessments;

- formulating memoranda of understanding and mutual aid agreements;

- educating the public and others involved in the planning process;

- obtaining, positioning and maintaining relevant material resources;

- establishing informal linkages between involved groups;

- thinking and communicating information about future dangers and hazards;

- drawing up organisational disaster plans and integrating them with overall community mass-emergency plans; and

- continually updating obsolete materials/strategies.

UN International Strategy for Disaster Reduction

606.   The UN International Strategy for Disaster Reduction (UN ISDR) shifts the emphasis from disaster response to the management of risk through the integration of disaster reduction into sustainable development. The ISDR is dedicated to the building of disaster resilient societies by:

- increasing public awareness of disaster reduction;

- obtaining commitment from public authorities;

- stimulating inter-disciplinary and inter-sectoral partnerships;

- improving scientific knowledge of the causes, consequences and impact of natural disasters; and

- strengthening early warning and emergency preparedness capability.

607.   Hyogo Framework for Action. At the World Conference on Disaster Reduction, held in Kobe, Hyogo, Japan in January 2005, 168 governments adopted a ten year plan to make the world safer from natural hazards. The Hyogo Framework for Action (HFA) is a global blueprint for disaster risk reduction, offering concrete guidelines and practical means for achieving disaster resilience for vulnerable communities. All ASEAN Regional Forum member states endorsed the HFA. Further detail can be found from the website list at the end of this document.

Australia and Singapore ARF Disaster Relief Mapping Service

608.   Australia and Singapore have developed a disaster relief mapping initiative which was endorsed by ARF Ministers in July 2009. Essentially, this aims to host on a single website, various forms of geospatially derived data which could be used to assist in both risk reduction activities and real time disaster relief. When fully functional, the database tool will be available to all ARF members.

Awareness and Preparedness for Emergencies at Local Level

609.   The United Nations Environment Programmes Industry and Environment Office (UNEP IE) has a program titled Awareness and Preparedness for Emergencies at Local Level (APELL). The APELL program allows local communities to measure their preparedness as a function of awareness and having workable, realistic plans in the event of a disaster.

610.   The APELL process consists of the following ten steps:

- Identify the emergency response participants and establish their roles, resources and concerns.

- Evaluate the hazards and risks that may result in emergency situations in the community.

- Have participants review their own emergency response plans for adequacy relative to a co-ordinated response.

- Identify the required response tasks not covered by existing plans.

- Match these tasks to the resources available from the identified participants.

- Make the changes necessary to improve existing plans, integrate them into an overall community plan and gain agreement.

- Commit the integrated community plan to writing and obtain approval from local governments.

- Educate participating groups about the integrated plan and ensure that all emergency responders are trained.

- Establish procedures for periodic testing, review and updating of the plan.

- Educate the general community about the integrated plan.

Standby Arrangements

611.   Standby arrangements, like contingency plans, are designed to reduce response times. The basic aim of any standby arrangement is to quickly augment or provide specialist assistance not available within the Affected State. As the three main elements of disaster relief are logistic support, medical, and search and rescue, maintaining databases of these assets and capabilities beforehand, and agreeing on procedures for their use, can greatly facilitate response.

612.   Some standby arrangements already exist, such as the UN Standby Arrangements. However, their processes and timelines for activation could compromise required reaction times (initial deployment within 24-48 hrs).

613.   Proposed ARF Standby Arrangements. The 2006 ARF Statement on Disaster Management and Emergency Response (DMER) encourages ARF member nations to enhance support for existing regional and international HADR mechanisms for disaster prevention and preparedness. In particular, the Statement urges the development of ARF regional standby arrangements for immediate humanitarian assistance. Further work on such standby arrangements is yet to be undertaken.

CHAPTER 7

TRAINING

701   Training in HADR activities is essential in helping nations understand each others' capabilities to contribute to future missions, and allowing nations the opportunity to develop and refine methods for cooperation and coordination. Importantly, training needs to encompass the entire spectrum of HADR elements including civil, military, Government and Non-Government actors.

Types of training exercises

702.   A desktop exercise is an activity in which officials and key staff with DR responsibilities are gathered informally, to discuss various simulated emergency situations. The exercise is designed to elicit constructive discussion by the participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities throughout the exercise under minimum stress.

703.   A functional exercise is an activity designed to test or evaluate the capability of individual or multiple functions or activities within a function. This exercise is more complex than a desk-top exercise in that activities are usually under some type of time constraint with the evaluation critique coming at the end of the exercise. It can take place in some type of operations centre, the field, or combination of both. It is centred in an operations centre and can simulate the use of outside activity and resources.

704.   The full scale exercise is intended to evaluate the operational capability of HADR systems in an interactive manner over a substantial period of time. Preparedness exercises may be run in conjunction with other HADR exercises or agency exercises, but should have discrete aims and objectives for the testing of the preparedness arrangements. A full-scale exercise is the most complicated of all the exercises. It requires many resources, a full staff of evaluators, actors who play victims, props and occasionally someone to 'moulage' simulated trauma victims.

705.   This type of exercise includes mobilisation of personnel and resources, and the actual movement of personnel, equipment and resources to demonstrate coordination and response capability. The HQ/operations centre is initiated and field command posts may be established.

Elements of training

706.   Training should be competency based, drawing on the UN Standard Training Modules (STM), IFRC and NGO training modules and military specific training. Training subjects should include:

- the 'do no harm' philosophy;

- International Humanitarian Law, International Disaster Response Law, Human Rights Law, and Refugee Law;

- professionalism, discipline and conduct;

- interagency coordination and cooperation;

- cultural awareness;

- media awareness;

- negotiation and meeting skills;

- first aid, nutrition, bio hazards; and

- OCHA/CMCoord.

707.   Training should be conducted well before any deployment and supplemented with regular seminars and refresher training once in the operational environment.

708.   Drills and exercises are valuable training methods in that they:

- provide a benchmark for HADR operations;

- have the ability to focus on comprehensive emergency management;

- encourage collaboration between stakeholders when conducted with other organisations;

- enhance operational continuity and resiliency;

- provide an opportunity to detect gaps in capability and other operational deficiencies;

- validate professional capabilities;

- identify potential personnel issues;

- demonstrate effective use of public resources and provide justification for resources; and

- encourage intra and inter-agency communication and team building.

709. Nations should be encouraged to establish their own counter disaster training institutions and consider integrating them with existing peacekeeping centres (if they exist).

Interagency training

710. Contributing nations should consider establishing a program of attachments for key staff from appropriate government organisations; military, police, and aid agencies as well as NGO and commercial organisations. These attachments help build and foster a greater understanding of each others' operating procedures, capacities and capabilities and more importantly the cultural ethos unique to those organisations.

711. Attendance at interagency and international seminars, courses and exercises also assists develop relationships before any deployment.

INTERNATIONAL AGENCY TRAINING

Team Building

712. HADR calls for the cooperative efforts of a wide variety of agencies. In some large disaster responses, hundreds of organisations may be involved. Team building is a key HADR skill as team members need to rapidly understand their roles and responsibilities to work effectively together. Training teaches first responders and key officials how to respond to new stresses presented by a disaster as well as teaching the accepted norms of carrying out a job or skill. Training involves not only teaching one's self what is expected, but also teaching others what is expected of them.

713. Teamwork is important in HADR collaboration as it smoothes the progress of understanding and shows the way to a true appreciation of differences, generating a system that establishes shared decision making and communication. To ensure that collaboration exists, effective leaders ensure creative cultures are maintained in which staff feel compelled to make teamwork part of their routine.

714. During a disaster, Emergency Managers operate in teams and the attendance of a well trained, experienced team reduces the impact of stressors on the commander, as tasks can be delegated, second opinions sought, and strategies discussed and agreed. Good team work is very dependent on a proper analysis of the required team roles, training in team skills and the existence of an open work climate.

Leadership Training

715. HADR initiatives are more successful when all key stakeholders in a project share in the development of the vision, process and desired outcomes for its undertaking. Effective leaders can mediate conflict-ridden situations by sharing information, providing expertise, promoting a sense of security, and by facilitating progressive change toward achieving project goals.

716. Responsibilities of the military leader are the delivery of timely and accurate information with its dissemination required for not only command and control but also in the education of the stricken community. Leadership training in preparation of DR may also look at assisting traumatised victims and emergency workers.

Training in Media Operations

717. The media plays an important role in keeping emergency organisations of all types as well as governments accountable. Media relations are a training requirement for HADR that requires tact and experience. Often a single designated Media Liaison Officer is delegated this role which has the power to gain community and stakeholder engagement. Collaboration between specialists, scientists, military, governments, and other response agencies (as well as the media) is crucial to guarantee the provision of accurate and consistent information to the local and world community prior to, during and after HADR.

Skills Training

718. Job-specific tasks, roles, responsibilities and expectations should be of primary importance. Other coordination training requirements include:

- hazard management,

- field coordination,

- emergency management methodology systems,

- risk management frameworks,

- warning systems,

- evacuation,

- emergency medical care,

- public safety,

- perimeter control,

- incident management/response,

- traffic control,

- search and rescue,

- donations management,

- personal protective equipment,

- damage assessment,

- declaration of the disaster,

- debris removal,

- sheltering,

- management of bodies,

- communications,

- transportation convoys,

- maintenance and repair of essential services and equipment in the field,

- essential services restoration, and

- public information.

GLOSSARY

Affected State
Affected State means the State upon whose territory persons or property are affected by a disaster.

Affected State Support
Affected State support is the civil and/or military assistance rendered by a nation to foreign forces within its territory based on agreements mutually concluded between nations.

Assisting State
Assisting State means a State providing disaster relief or initial recovery assistance, whether through civil or military components.

Assisting Humanitarian Organisation
Assisting humanitarian organization means a foreign, regional, inter-governmental or international non-profit entity whose mandate and activities are primarily focused on humanitarian relief, recovery or development.

Assisting Actor
Assisting actor means any assisting humanitarian, organization, assisting State, foreign individual, foreign private company providing charitable relief or foreign entity responding to a disaster on the territory of the Affected State or sending in-kind or cash donations.

Civil-Military Coordination
Civil-Military Coordination (CMCoord) is the essential dialogue and interaction between civil and military actors in humanitarian emergencies that is necessary to protect and promote humanitarian principles, avoid competition, minimise inconsistency, and when appropriate, pursue common goals. Basic strategies range from coexistence to cooperation. Coordination is a shared responsibility facilitated by liaison and common training

Civil-Military Cooperation
Civil-Military Cooperation (CIMIC) is the coordination and cooperation, in support of the military mission, between the commander and civil stakeholders, including the national population and local authorities, as well as international, national and non-governmental organisations and agencies. CIMIC is a military function of establishing relationships with civilian agencies active within the area.

Civil–Military Operations
Civil–military operations are operations conducted in support of military operations, or in times of emergency, aimed at enhancing the effectiveness of military assets and civil operations and minimising the impact of military operations on civilians.

Disaster
A disaster is a serious disruption of the functioning of society which poses a significant, widespread threat to human life, health, property or the environment, whether arising from accident, nature or human activity, whether developing suddenly or as a result of long-term processes, but excluding armed conflict.

Disaster Management
Disaster management is a term covering: implementation of preparedness, prevention/mitigation, emergency response or relief and recovery measures.

Disaster Relief
Disaster relief is the emergency assistance provided to help ease the effects of natural disasters such as typhoons, floods and earthquakes, and manmade events such as industrial accidents and/or the results of conflict.

Humanitarian Assistance
Humanitarian assistance (HA) is aid to an affected population that seeks, as its primary purpose, to save lives and alleviate suffering of a crisis-affected population. Humanitarian assistance should be provided in accordance with the basic humanitarian principles of humanity, impartiality and neutrality.

Humanitarian Community
The humanitarian community (HC) consists of civilian/non-governmental/multilateral agencies and organisations whose primary focus is the provision of humanitarian aid, assistance, relief, development support and human rights advocacy. These groups include the United Nations relief agencies, international organisations like the Red Cross/Red Crescent movement and non-governmental organisations like Save the Children and Medecins Sans Frontieres.

Humanitarian Space

The need to work in an environment devoid of political-military external factors that threaten independence, impartiality and neutrality.

Initial Recovery Assistance

Initial recovery assistance means goods and services intended to restore or improve the pre-disaster living conditions of disaster-affected communities, including initiatives to increase resilience and reduce risk, provided for an initial period of time, as determined by the affected State, after the immediate needs of disaster-affected communities have been met.

International Disaster Relief Assistance

International disaster relief assistance (IDRA) means material, personnel and services provided by the international community to an Affected State to meet the needs of those affected by a disaster. It includes all actions necessary to grant and facilitate movement over the territory, including territorial waters and the airspace of a Transit State.

Military Civil Defence Assets

MCDA comprise relief personnel, equipment, supplies and services provided by foreign military and civil defence organisations for IDRA.

Mitigation

Structural and non-structural measures to limit the adverse impact of natural hazards, environmental degradation and technological hazards.

Originating State

Originating State means the State from which disaster relief and initial recovery personnel, goods and equipment begin to travel to the affected State.

Preparedness

Activities and measures taken in advance to ensure effective response to the impact of hazards, including the issuance of timely and effective early warnings and the temporary evacuation of people and property from threatened locations.

Prevention

Activities to provide outright avoidance of the adverse impacts of hazards, and means to minimise related environmental, technological and biological disasters.

Recovery

Decisions and actions taken after a disaster with a view to restoring or improving the pre-disaster living conditions of the stricken community, while encouraging and facilitating necessary adjustments to reduce disaster risk.

Response

The provision of assistance or intervention during or immediately after a disaster to meet the life preservation and basic subsistence needs of those people affected. It can be of an immediate , short term, or protracted duration.

Transit State

Transit State means the State through whose territorial jurisdiction disaster relief or initial recovery assistance has received permission to pass on its way to or from the affected State in connection with disaster relief or initial recovery assistance.

ACRONYMS AND ABBREVIATIONS

APAN   **Asia-Pacific Area Network**
ACDM   **ASEAN Committee on Disaster Management**
ASEAN   **Association of Southeast Asian Nations**
ARPDM   **ASEAN Regional Programme on Disaster Management**
ARF   **ASEAN Regional Forum**

CBO   **community-based organisation**
CIMIC   **civil–military cooperation**
CMO   **civil–military operations**
CMOC   **civil–military operations centre**
CTF   **coalition/combined task force**

DR   **disaster relief**

FAO   **Food and Agriculture Organisation of the United Nations**
FACT   **Field Assessment and Coordination Team**

HA   **humanitarian assistance**
HADR   **humanitarian assistance and disaster relief**
HC   **humanitarian community**
HFA   **Hyogo framework for action**
HN   **host nation**
HSS   **health service support**

ICRC   **International Committee of the Red Cross**
IDRL   **International Disaster Response Laws, Rules and Principles**
IFRC   **International Federation of Red Cross and Red Crescent Societies**
IO   **international organisation**
IOM   **international organisation for migration**
ISDR   **international strategy for disaster reduction**

JTF   **joint task force**

MOE   **measures of effectiveness**
MCDU   **civil-military co-operation / military civil defence unit**
MPAT   **multinational planning augmentation team**
MNF   **multi-national force**

NGO   **non-government organisation**

OCHA   **Office for the Coordination of Humanitarian Affairs (United Nations)**

RC/HC   **Resident Coordinator / Humanitarian Coordinator**

SAR   **search and rescue**

UN   **United Nations**
UNDAC   **United Nations disaster assessment and coordination**
UNDP   **United Nations development programme**
UNHCR   **United Nations High Commissioner for Refugees**
UNICEF   **United Nations Children's Fund**

WFP   **World Food Programme**
WHO   **World Health Organisation**

WEBSITES FOR HUMANITARIAN ASSISTANCE AND DISASTER RELIEF

UNITED NATIONS

UN Relief web **www.reliefweb.int**

UN Development Program **www.undp.org**

UN International Strategy for Disaster reduction **www.unisdr.org**

World Food Program **www.wfp.org**

UN Office for Coordination of Humanitarian Affairs / UN Disaster Assessment and Coordination (UNDAC) Handbook **www.unochaonline.un.org**

SOCIETIES

International Federation of Red Cross/Red Crescent Societies **www.ifrc.org**
Sphere Project **www.sphereproject.org**
International Relief Information Network **www.irin.org**

ASEAN/ASIA PACIFIC

ASEAN **www.aseansec.org**

ASEAN Regional Forum (ARF) **www.aseanregionalforum.org**

Asian Disaster Preparedness Centre **www.adpc.net**

Asian Disaster Reduction Centre **www.adrc.or.jp**

Pacific Disaster Center **www.pdc.org**

Centre of Excellence in Disaster Management and Humanitarian Assistance **www.coe-dmha.org**

MPAT MNF SOP **www.mnfsop.com**

Small Islands Developing States Network **www.sidsnet.org**

OTHER

Registered Engineers for Disaster Relief **www.redr.org**
Interagency Steering Committee **www.humanitarianinfo.org**
www.em-dat.net   General source of disaster statistics