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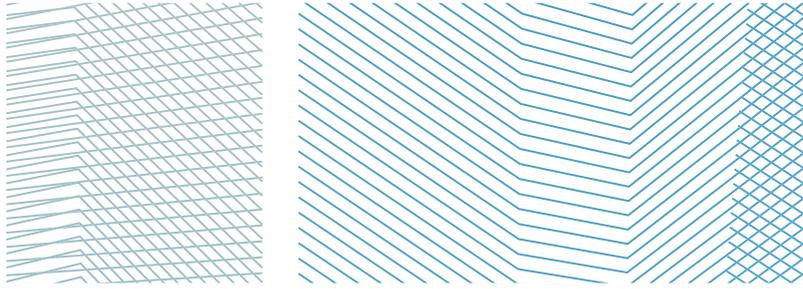
HUMANITARIAN
ADVISORY GROUP

CIVIL-MILITARY-POLICE COORDINATION IN DISASTER MANAGEMENT

Perspectives from South East Asian Countries

Section 1: Research paper
Section 2: Stakeholder guide

ACKNOWLEDGEMENTS

CONTENTS

INTRODUCTION

The South-East Asian region is highly vulnerable to rapid onset natural disasters.[1] A range of actors provide assistance during these crises, including local, national and regional civilian government offices, military and police forces, and national and international humanitarian organisations. Effective coordination among these diverse civilian, military and police actors is critical to ensuring an effective response to disasters.

The aim of this research paper and stakeholder guide is to provide practical insights on civil-military-police coordination in disaster management and response, at the regional level and in four specific countries: Thailand, Indonesia, the Philippines and Malaysia. The paper reflects the perspectives of South-East Asian actors, including civilian government, military, police, national and in-country international humanitarian actors and local actors. It also situates the civil-military-police coordination within the particular historical contexts of the four research countries. The research findings and guidance will assist regional and global responders to better understand the contexts in which they may operate in times of natural disasters. This enhanced understanding, in turn, will help responders plan and coordinate their assistance.

Structure

This report contains two sections.

Section 1 is the research paper, which outlines key research findings on civil-military-police coordination in disaster management, drawing on similarities and differences across the four research contexts. The paper further outlines the implications of these key findings for stakeholders in disaster management and response operations. Section 1 provides the evidence base and critical background for the guidance provided in Section 2.

Section 2 is the stakeholder guide, which provides practical support for stakeholders engaged in disaster management and response operations in the region to help them successfully coordinate with other relevant civilian, military and police actors. For each of the research contexts—Thailand, Indonesia, the Philippines and Malaysia—the guide outlines the historical context, relevant national policy and legal frameworks, roles and responsibilities of national responders, and coordination structures. The guide also includes an overview of regional actors and structures, including the Association of Southeast Asian Nations (ASEAN), the ASEAN Regional Forum (ARF) and bodies such as the ASEAN Humanitarian Coordinating Centre for Humanitarian Assistance (AHA Centre) and the United Nations Office for the Coordination of Humanitarian Affairs Regional Office for Asia and the Pacific (UN OCHA ROAP).

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[1]   Defined by the United Nations as 'the consequences of events triggered by natural hazards that overwhelm local response capacity and seriously affect the social and economic development of a region' Inter Agency Standing Committee, *Operational Guidelines on Human Rights and Natural Disasters*, Washington: Brookings-Bern Project on Internal Displacement, June 2006.

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Civil-military-police coordination in disaster management

PERSPECTIVES FROM SOUTH EAST ASIAN COUNTRIES

SECTION 1: RESEARCH PAPER
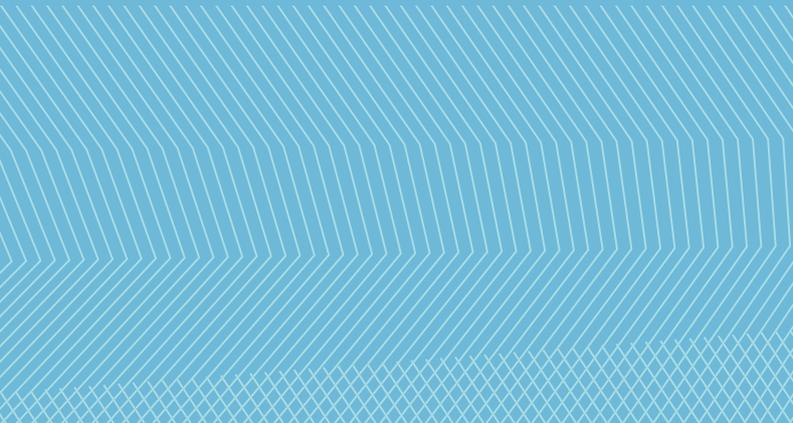
INTRODUCTION

This research paper presents key research findings on civil-military-police coordination in disaster management and response in South-East Asia. It presents the perspectives of actors from the region and draws on similarities and differences across the four research contexts: Thailand, Indonesia, the Philippines and Malaysia. The paper explores the implications of these findings for potential responders in the region. The findings in this section provide the foundation and evidence base for Section 2, the stakeholder guide.

BACKGROUND

Responders to natural disasters face increasingly complex operating environments, characterised by new challenges and new actors. Global trends that are overwhelming the international humanitarian system come into sharp focus in South-East Asia. These trends include climate change, rapid urbanisation, inequality, food and energy-price volatility and population growth.[2] In 2013, more than one third of all disasters worldwide (natural and human-induced) occurred in Asia, with significant loss of life (more than 21,000 people) and an economic cost of US$62 billion.[3] In this context, there has been an increase in the number and variety of stakeholders involved in disaster response in the region, including the regular presence of national and international military forces, and increasingly police, as critical stakeholders in the response.

The historical evolution of civil-military-police relations in South-East Asia is distinct from other geographical areas and has influenced current coordination arrangements and mandates in disaster response. For example, in some countries the presence of the military and/or the police as primary responders may be articulated in the constitution or be included in national legislation on disaster management. The presence of the military and/or the police as primary responders may also reflect their continued involvement in political and economic affairs, and potentially the need to support the capacity of civilian authorities. In all cases the involvement of military and/or the police reflects the historical evolution of civil-military relations in that context. Current international approaches to civil-military coordination in disaster response often lack a nuanced understanding of country contexts in this region.

To foster understanding and improve planning, preparedness and response, international responders need to understand the disaster response context, how different actors and stakeholders interact, and the differing civilian, military and police perspectives on disaster response.

METHODOLOGY

This report is based on desk-based research and primary data collection and analysis.

Desk-based research included a literature review of both primary and secondary documents, including national legal frameworks, policy documents, civil-military and disaster management

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[2]   OCHA & DARA, *Saving Lives Today and Tomorrow: Managing the Risk of Humanitarian Crises*, OCHA Policy Study Series, 2014.

[3]   Swiss Re, *Natural disasters and man-made disasters in 2013: large losses from floods and hail; Haiyan hits the Philippines*, Sigma report, No. 1/2014.

guidelines and strategic plans. It also included in-depth analysis of existing regional official documents and guidelines relating to the role of militaries and response mechanisms currently in place.

Primary data collection and analysis involved in-country interviews with key national civilian and military stakeholders across Thailand, Indonesia, the Philippines and Malaysia. This included national disaster management authority officials, relevant government agencies, military and police representatives, local and international non-governmental organisations (NGOs), Red Cross and Red Crescent Movement components, national humanitarian forums and community-based organisations. Interviews were also conducted with regional bodies such as the AHA Centre and UN OCHA's regional office in Bangkok.

Please refer to Annex 1 for the full methodology.

Key research findings

Key research findings

1. The historical context of countries in the region has an important impact on the present day roles of civilian, military and police actors in disaster response.

2. In South-East Asia, the military is often a primary responder and participates in the coordination of disaster response.

3. New legislation and policy has focused on strengthening national capacity in disaster response, with significant implications for civil-military-police coordination.

4. International guidance on civil-military coordination is not yet fully implemented in national legislation and guidance.

5. There is an increasing reluctance to ask for general international assistance in disaster response.

6. The role of the police in disaster response is inconsistent and generally less predictable.

7. Social media increasingly plays a role in civil-military-police coordination in disaster management, although its impact is not yet fully understood.

## 1.	THE HISTORICAL CONTEXT OF COUNTRIES IN THE REGION HAS AN IMPORTANT IMPACT ON THE PRESENT-DAY ROLES OF CIVILIAN, MILITARY AND POLICE ACTORS IN DISASTER RESPONSE.

A range of historical, cultural and political factors shape the level and scope of involvement of civilian, military and police actors in national disaster management and response. Understanding these factors provides an important backdrop for effective international engagement and cooperation with key national actors in disaster management and response. National actors in the four research countries expect and appreciate a basic understanding of their national context and how it influences present day operations.

For example, the colonial history of the four research countries has influenced the current roles of civilian, military and police actors in disaster response and management in those countries. In Indonesia, Thailand and the Philippines, the military was employed as a mechanism to maintain internal security, and also played a critical role in the broader political, social and economic life of the country. This traditional focus on nation building and internal security characterises the role of the military in Indonesia, Thailand and Philippines. This has resulted in the military's full integration

into disaster management systems and prominent role in disaster response. The political[4] and, at times, colonial legacy[5] has been a key factor in shaping the role of the military in relation to the role of the police in these three countries.

A notable exception in the region is Malaysia, where the British forces emphasised the professionalisation of the military and the principle of non-intervention.[6] As a result, the Malaysian Armed Forces (Angkatan Tentera Malaysia) has not played a prominent role in internal security or public order, including in relation to disaster response. In Malaysia, the military's historical role in external security with a secondary or supportive role in internal security has remained uncontested.[7]

The internal focus of militaries has heavily influenced the establishment of national police forces and subsequent resourcing arrangements. In both Indonesia[8] and the Philippines,[9] the police were not separated from the military until the 1990s. In both cases, this has resulted in superior capacity and capabilities for the military, while the police have been developing skills in community policing and developing their law enforcement capacity. Thailand's military also enjoys a certain level of capacity and capability superiority compared with its police counterparts.

> ### Indonesia: military engagement in disaster response
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> The post-independence tradition of the *dwifungsi* doctrine (dual function)—that tasked the military with direct involvement in political affairs and social development as well as military functions—was abandoned in the reform process. Law 34/2004 reformed the role of the military, reducing it to War and Military Operations Other than War (MOOTW), a component of which is disaster relief and humanitarian action. This limits the military's role in internal political affairs, but it continues to play a crucial role in disaster management.

In direct contrast, the Malaysian civil service and police force were established significantly earlier[10] than the Malaysian military, to serve functions within the apparatus of colonial rule, and over time accumulated much of its power. Capacity and resources were invested in the police, and when

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4 Robinson states that the Indonesian military was the most powerful political institution after the president for more than three decades, in 'Indonesia: on a New Course?' in Muhiah Alagappa (ed), *Coercion and Governance: the Declining Political Role of the Military in Asia*, Stanford University Press, 2001, p. 226. See also Agus Widjojo, Asian Institute for Teacher Educators and Institute of Southeast Asian Studies, *Understanding Political Change and the Role of the Military in post Suharto Indonesia*, Institute of Southeast Asian Studies, 2000; Aurel Croissant, David Kuehn and Philip Lorenz, 'Breaking with the Past? Civil-Military Relations in the Emerging Democracies of East Asia', *Policy Studies*, East-West Centre, No. 63, 2012.

5 For example, in the Philippines under the Military Bases Agreement and the *Military Assistance Agreement (March 1947)* the United States determined internal security as the primary role of the military.

6 KS Nathand and Geetha Govindasamy, 'Malaysia: A Congruence of Interest' in *Coercion and Governance: The Declining Political Role of the Military in Asia*, 2001, p. 261

7 *Constitution of the Federation of Malaysia*, 31 August 1957, Part X, Art 132; KS Nathand and Geetha Govindasamy, 'Malaysia: A Congruence of Interest' in Muhiah Alagappa (ed), *Coercion and Governance: The Declining Political Role of the Military in Asia*, Stanford University Press, 2001, p. 264.

8 This was part of the New Paradigm that replaced the *dwifungsi* doctrine. Aurel Croissant, David Kuehn and Philip Lorenz, 'Breaking With the Past? Civil-Military Relations in the Emerging Democracies of East Asia', *Policy Studies*, No. 63, East West Centre, 2012, p. 26; Rizal Sukma and Edy Prasetyono, 'Security Sector Reform in Indonesia: The Military and the Police', *Working Paper 9*, Netherlands Institute of International Relations 'Clingendael', 2003, pp. 22–23.

9 The Philippine *National Police Reform and Reorganisation Act of 1998*. The stated functions of the Philippine National Police include maintaining peace and order and law enforcement. No counterinsurgency is included, see http://pnp.gov.ph/portal/index.php/features11

10 The Malaysian police force was established in 1870. Mark Beeson and Alex Bellamy, 'Securing Southeast Asia: The Politics of Security Sector Reform', *Security in Asia Pacific Series*, Routledge, 2008, p. 90.

the British established the military (Royal Malay Regiment Experimental Company) in 1933, it was made subordinate to the police force.[11] This historical context provides an important backdrop to the prominent role of the Malaysian police force in contemporary disaster management and response, as discussed in key research finding 6.

Following independence, many Asian countries, including three of the four research countries, have introduced reforms, changing the role of the military from an internal security, political and economic role to a state and external security role.[12] Increased legislative authority for civilian bodies to assume internal security roles, including responsibility for disaster management and response, has often accompanied this reform. However, the influence of the historical legacy of military and police actors is still clearly evident in response operations, as explained in key research finding 2.

2. IN SOUTH-EAST ASIA THE MILITARY IS OFTEN A PRIMARY RESPONDER AND PARTICIPATES IN THE COORDINATION OF DISASTER RESPONSE.

Militaries in the Philippines, Indonesia and Thailand are fully integrated into disaster management systems as key actors in operational response and coordination. Their prominence has been shaped by the historical and continuing military role in internal security and nation building.

A combination of factors enables the military's prominent role in disaster response in these three countries, including a clear mandate in legislation and policy frameworks, and strong capability that often exceeds the capability of civilian authorities.[13] In addition, the military's role in disaster response and coordination is widely recognised and expected by communities.[14]

In many cases, the traditional internal and nation-building focus of militaries has conditioned their geographical structure and footprint throughout the national territory. For this reason, militaries are not only a fast, first response mechanism, but are also often part of affected populations and become primary responders, being present at the scene of a disaster before civilian stakeholders arrive.

Indonesia: military mandate clear in law

The mandate of the Indonesian Armed Forces' (Tentara Nasional Indonesia) in disaster response is clearly stipulated in Law No. 34/2004 of the Indonesian Armed Forces. In this doctrine, disaster response comes under Military Operations Other Than War (MOOTW), and includes helping to respond to the impact of natural disaster, providing displacement and delivery of relief aid, and assisting with search and rescue activities.

In Indonesia, the Philippines and Thailand, the military is officially involved at the invitation of the relevant government authorities (local, provincial, national) and reports to these civilian bodies. In practice, however, the military may take on a lead role, especially in a major disaster. In the case

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[11]   Mark Beeson and Alex Bellamy, 'Securing Southeast Asia: The Politics of Security Sector Reform', Security in Asia Pacific Series, Routledge, 2008, p. 89.

[12]   Evan Laskmana, 'Indonesia's Military Transformation: Beyond Democratic Reforms', USINDO Brief, No. 23, February 2012.

[13]   Interviews 2, 3, 4, 5, 6, 10, 11, 12, 15, 16, 25, 26, 27, 28 and 29.

[14]   Interviews 3, 4, 5, 6, 7, 9, 10, 12, 15, 16, 17, 20, 22, 23, 24, 25, 26, 29 and 33.

of Indonesia, the military may begin responding before an official request is issued and before the relevant civilian response mechanisms are in place to begin relief operations.[15] In Thailand, the military may be tasked with leading a response and take over the coordination role.[16] Regardless of whether the military is leading the response or participating as a significant stakeholder, the scope of military involvement is often broad, including decision-making, conducting assessments, communications, coordination, operations, direct assistance and logistics.

Thailand: military integral to national framework

The Royal Thai Armed Forces is an integral part of the national policy framework on disaster management and a key stakeholder in the main decision-making body, Thailand's National Disaster Prevention and Management Committee, (NDPMC). The *National Disaster Prevention and Mitigation Plan (2010–2014)* establishes the following responsibilities for national military actors:[17]

▪ direct disaster operations of the Ministry of Defence agencies nationwide

▪ coordinate with the Department of Disaster Prevention and Mitigation to identify the aspects of disaster operations affecting military personnel and equipment

▪ provide assistance to affected people according to the Ministry of Finance Regulation on Disaster Relief Contingency Fund for Affected People Assistance B.E. 2546 (2003).

Malaysia is an interesting exception to this finding. There is no specific mandate for the military in disaster management legal or policy frameworks and their role appears to be more ad hoc, in support of response operations as needed.[18]

The context-specific role of the military in disaster response across the four research countries has important implications for civil-military-police coordination in disaster operations. Humanitarian principles might not have been fully integrated into decision-making frameworks, presenting challenges for some international and national agencies with respect to gaining access to affected populations, logistical and transport arrangements, visibility and community perceptions. In coordination roles, the military may be perceived as less likely to understand the contributions or mandates of various civil society and international relief actors. This may limit the effective sharing of assessment data and relevant programming information. In an operational role, and particularly when engaged in direct assistance activities, it is not clear whether the military always has the skills and knowledge to effectively deliver assistance and consider the needs of all including, for example, vulnerable groups.[19]

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[15] Interviews 25 and 26. Although not explicitly stated in the legislation highlighted here, this could be part of the agreement between the *Badan Nasional Penanggulangan Bencana*, National Agency for Disaster Management (Indonesia) and the military.

[16] Interviews 3 and 4.

[17] *National Disaster Prevention and Mitigation Plan 2010–2014* (Thailand), pp. 64–65. At the time of writing, the new Disaster Prevention and Mitigation Plan 2015–2020 had been approved by the National Disaster Prevention and Mitigation Council and was in the process of being approved by Cabinet and translated into English by the Department of Disaster Prevention and Mitigation (DDPM).

[18] Interviews 30 and 31.

[19] Written communication, 15 February 2015.

3. NEW LEGISLATION AND POLICY HAS FOCUSED ON STRENGTHENING NATIONAL CAPACITY IN DISASTER RESPONSE, WITH SIGNIFICANT IMPLICATIONS FOR CIVIL-MILITARY-POLICE COORDINATION.

In the last decade, a number of South-East Asian countries have significantly reformed their disaster management and response mechanisms. The new systems have been a major improvement on the previous frameworks, and have an explicit focus on improving national self-sufficiency in disaster management and response. They have incorporated lessons learned from recent major events, especially around roles and responsibilities and coordination. The Indian Ocean tsunami in 2004 served as a catalyst for reform in Indonesia and Thailand. In both countries, national capacity was quickly overwhelmed and the response required significant support from the international community to facilitate the largest ever response to a natural disaster.[20]

As a result of this reform process, Indonesia and Thailand's legislation and disaster response mechanisms are only a decade old. Similarly, the legal and policy framework in the Philippines is only five years old. It has been tested on a regular basis, most recently with large-scale typhoons in 2012, 2013 and 2014. These systems are still developing and being put to the test and, in the case of Thailand and Indonesia, significant further improvements are expected to be included in the new disaster management plans from 2015 onwards.

Indonesia, in particular, has one of the most comprehensive legal frameworks for disaster management in South-East Asia. The lessons from recent disasters have been translated into law and policy, and Indonesia has increasingly asserted its sovereignty over disaster response activities carried out on its territory.[21]

Some common characteristics of the established legal and policy frameworks across the four research countries include:

- civilian-led, decentralised, whole-of-government response systems that rely on all sectors of society, including the military

- policies that consider the full range of disaster management tasks incorporating, to various degrees, elements of disaster risk reduction

- legislation and policies that grant greater powers to national authorities at all levels for the control and coordination of disaster response

- policies that emphasise national capacity building.

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[20]   Michael Flint & Hugh Goyder, *Funding the Tsunami Response: A Synthesis of Initial Findings*, Tsunami Evaluation Coalition, 2006, p. 7.

[21]   Barnaby Willitts-King, *The Role of The Affected State in Humanitarian Action: A Case Study On Indonesia*, Humanitarian Policy Group, 2009, p. 26.

> **Philippines: move from reactive to risk reduction and resilience**
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> The Philippines Government adopted the *National Disaster Risk Reduction and Management Framework* in June 2011 to guide disaster management policy. With this framework, the Philippines authorities reiterated their commitment to moving from a reactive approach to disaster management to reducing risk and increasing resilience.
>
> The Philippines Government has also focused on training and building the capacity of a pool of professionals as part of the National Disaster Risk Reduction and Management Council Incident Management Team. These professionals can be mobilised and deployed to enhance the effectiveness of responses.[22] The government also sought to increase capacity for urban search and rescue among local authorities and relevant government departments, and aims to have teams accredited by the UN International Advisory Rescue Group (INSARAG).[23]

The move towards self-sufficiency in disaster management and response has significant implications for international stakeholders and civil-military-police coordination mechanisms. The increased clarity around national roles and responsibilities and improved capacity of national institutions makes international engagement easier. However, it also adds complexity in two significant ways: firstly, the research countries are likely to rely increasingly on their own national legislation and guidelines rather than international guidance documents; and secondly, there is an increasing reluctance to receive international assistance. These implications are further explored in key research findings 4 and 5.

4. INTERNATIONAL GUIDANCE ON CIVIL-MILITARY COORDINATION IS NOT YET FULLY IMPLEMENTED IN NATIONAL LEGISLATION.

Most stakeholders, with the exception of national civil society actors,[24] are aware of international guidelines on humanitarian civil-military coordination. In the four research countries the most widely known international guidelines are the Use of Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines), followed by the Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations (APC Madro Guidelines).[25] These guidelines have served as useful platforms for regional dialogue and have contributed to the inclusion of international standards in national policy frameworks in certain instances. However, this does not translate into widespread application across the region.

International guidance documents are underutilised in the four research countries.[26] This is due to their perceived lack of relevance to these particular national contexts,[27] and the growing availability of what are considered to be more applicable regional and national policy and guidance documents. Examples include the Standard Operating Procedure for Regional Standby

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[22]   Asian Disaster Reduction Centre, Philippines Country Report, 2012 p. 16.

[23]   Asian Disaster Reduction Centre, Philippines Country Report, 2012 p. 16.

[24]   Interviews 29 and 27.

[25]   Interviews 25 and 26.

[26]   Interviews 23.

[27]   Interviews 7, 18, 23, 25, 26 and 27.

Arrangements and Coordination of Joint Disaster Relief and Emergency Operations specific to ASEAN states, and the development of national civil military coordination guidelines in Thailand.[28]

Government officials and national actors are more likely to have read and applied these regional and national guidelines.[29] In contrast, many international humanitarian agency staff members interviewed were not aware of national guidance or policy on humanitarian civil-military coordination.[30] Note, however, that regional guidance is not inconsistent with international guidance and its perceived legitimacy stems from the process of dialogue and ownership that has led to its development.

> **Regional: policy and guidance documents**
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> The Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Operations (SASOP) provides:
>
> - the guidance and templates to initiate the establishment of the ASEAN Standby Arrangements for Disaster Relief and Emergency Operations
>
> - the procedures for joint disaster relief and emergency response operations
>
> - a template for the documentation and the use of military and civilian assets and capacities[31]
>
> - the methodology for the periodic ASEAN regional disaster emergency response simulation exercises (ARDEX).[32]

There is also growing momentum for South-East Asian countries to develop their own materials and training packages to guide context-specific coordination in disaster response. In the Philippines, for example, UN OCHA has been working with the Office of Civil Defense to develop a Philippines-specific Humanitarian Civil-Military Coordination course.[33] The recent creation of the Regional Consultative Group on Humanitarian Civil-Military Coordination for Asia-Pacific is another example of the development of context-specific initiatives. One of the key objectives of this group is to facilitate increased coordinated preparedness efforts and therefore achieve more effective coordination during response operations.

The varying use of different national and international policy and guidance documents, and the varying understanding of civil-military coordination issues have significant implications for civil-military-police coordination.[34] In the absence of a common framework, national authorities have at times approached civil-military coordination in disaster response in an *ad hoc* and reactive manner. International advocacy efforts to improve coordination have relied too much on international guidelines, with limited impact. UN OCHA has worked at the regional and bilateral levels to assist

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[28] Interviews 5 and 6. It should be noted that the latter are a work in progress and their legitimacy and inclusiveness at the national level remains in question.

[29] Interviews 5, 6, 27, 28 and 29.

[30] Possibly due to the fact that participation by the humanitarian community in OCHA-led activities that include development and socialisation of guidelines remains limited.

[31] While negotiations for the development of guidance to be included in the SASOP on the use of military assets has remained challenging, there has been recent progress that could be reflected in the next review of the standard operating procedures.

[32] http://ahacentre.org/sasop, accessed 8 April 2015.

[33] UN OCHA, *Humanitarian Bulletin Philippines*, Issue 30, 1–30 November 2014.

[34] Interviews 3, 14, 15 27, 29 and 30.

countries in their institutionalisation of civil-military coordination principles and practice, in addition to offering a key coordinating capacity in large-scale disasters. There is a growing obligation on the part of the international donor and responding community to better understand the national context, including country-specific legislation and policy, and the roles and responsibilities of the various national actors.[35]

> **Philippines: understanding legal and policy frameworks**
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> During the Typhoon Haiyan response in the Philippines, some stakeholders lacked a full understanding of the legal and policy frameworks guiding the response operations, and the corresponding national actor roles and responsibilities. The result was an ongoing process of review, negotiation and rearticulation of roles and responsibilities to achieve effective coordination during the response operations.[36]

5. THERE IS AN INCREASING RELUCTANCE TO ASK FOR GENERAL INTERNATIONAL ASSISTANCE IN DISASTER RESPONSE.

Across the four research countries there is an increasing reluctance to ask for general or unspecified international assistance for disaster response operations, especially in small to medium scale disasters.[37] Requests are more likely to be made on a regional or bilateral basis and to provide clear specification of needs. This reluctance has both a principled and practical foundation. Principles of self-sufficiency, sovereignty and non-interference have guided much of the recent work to strengthen national legal and policy frameworks for disaster management, examined in key research finding 3. These principles have also influenced a growing emphasis on the capacity of national actors and the reduction in blanket requests for external assistance. In large-scale disasters, the relevance of international assistance remains high. However, there is an important regional nuance in the way countries want to determine the terms under which they receive, and are seen to receive, assistance.

At a practical level, all research countries reported significant challenges associated with receiving international assistance, ranging from national coordination structures being undermined[38] to inappropriate aid being delivered and the administrative burdens of managing international actors.[39] These challenges have been faced in the response to the Indian Ocean Tsunami in 2004 (especially in Indonesia) and to Typhoon Haiyan in the Philippines in 2013. One interviewee noted that, as a result of these challenges 'accepting assistance is very difficult'.[40] For these reasons, among others, there has been a greater emphasis on using international tools and services already based in-country, These may be UN or other international tools, but since they are based in-country they are seen as part of the national response. Malaysia is perhaps an exception, where even the services of international agencies in-country have not been used to their full potential despite the need for them.

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[35]   Interviews 7 and 17.

[36]   Interviews 10 and 14.

[37]   Interview 2, 3, 4, 5, 6, 7, 14,15, 22, 26, 28, and 31.

[38]   Interview 15, 17, 20, 26 and 31.

[39]   Interview 3, 4,13, 15, 17, 22 and 31.

[40]   Interview 22.

To better manage international assistance, the research countries have developed legislation and policy frameworks, to differing degrees, that govern the parameters for, and requirements of, international assistance.[41] These frameworks cover issues such as:

- national bodies responsible for assessing the need for international assistance in the event of a disaster and, if necessary, making any international requests

- national bodies responsible for coordinating all actors in-country, including international actors

- logistics for foreign organisations to access the country, including customs, licenses and visas (international disaster response laws, rules and principles)

- conditions international actors need to meet to comply with government regulations.

Indonesia: comprehensive legal framework

Indonesia has a comprehensive legal framework governing the participation of international institutions and foreign non-government organisations during disaster response operations (National Agency for Disaster Management (BNPB) Guideline No. 22 (2010)). The guidelines have recently been reviewed and are awaiting approval.[42]

As noted, a result of these new policies and practices, is a decline in blanket requests for international assistance.[43] In Thailand, there is an explicit policy not to make requests, although *offers* of international assistance may be considered, and indeed sought, via less formal channels.[44] In Indonesia, the Philippines and Malaysia the decision to make a request for international assistance is made on a case-by-case basis. In most cases, any request for international assistance is subject to specification of needs as determined by the national authorities. Bilateral assistance built on established partnerships and relationships[45] will continue to be the preferred method for accepting international assistance,[46] including sourcing international military assets. Across the four research countries, the use of foreign defence assets is generally considered a last resort.[47]

The increasing reluctance to ask for general international assistance in disaster response has significant implications for the international community and civil-military-police coordination. International coordination and financing mechanisms are normally activated by a formal state request for assistance. In the absence of this request, well established and tested coordination mechanisms for international actors are unlikely to be in place, and the state will not be able to access key resources to support an effective response operation. For example, the ASEAN Emergency Rapid Assessment Teams (ERAT) deployed by the ASEAN Coordinating Centre for

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[41] Malaysia has not been exposed to the kind of large-scale disasters that require international assistance and does not have the depth of guidance on this issue.

[42] See minutes of the OCHA-led coordination meeting in Indonesia http://www.humanitarianresponse.info/system/files/documents/files/Minutes%20UN-NGO-Donor-Red%20Cross-Govt.%20Coordination%20Meeting%2018%20February%202015.pdf.

[43] Interviews 2, 5, 6 and 15; Save the Children and AADMER Partnership Group, *Localising the Humanitarian Toolkit: Lessons from Recent Philippines Disasters*, Save the Children, 2013, pp. ii–iii, 4.

[44] Interviews 3, 4, 5, 6 and 22.

[45] Interviews 5, 6, 7, and 31.

[46] Interviews 3, 10 and 26.

[47] Interviews 10, 26 and 30.

Humanitarian Assistance (AHA Centre) to gather and coordinate the collection and dissemination of assessment data cannot be activated until the relevant authorities issue an invitation.

International governments, including the Australian Government, may be unable or reluctant to release humanitarian funding until the national authorities of the disaster-affected country make a formal request for assistance. The principle of self-sufficiency may have also led to a gap in operational planning and guidelines on internationalised responses.[48] The assumption in much of the national guidance documentation that all responders will be accommodated within national response mechanisms may be flawed. In a large international response operation with an enormous surge of personnel, resources and equipment, it may be important to have further operational planning and guidance documents.[49]

6.   THE ROLE OF THE POLICE IN DISASTER RESPONSE IS INCONSISTENT AND GENERALLY LESS PREDICTABLE.

The role of the police in disaster response varies considerably across the four research contexts.

In Malaysia, the police play a prominent role in disaster response, as also discussed in key research finding 1. Following a disaster, the relevant chief of police (district, state or central) becomes the commander of the relief operation, establishes communication networks and is responsible for coordination.[50] This contrasts starkly with Thailand where the police mandate during disasters is not extended beyond its regular mandate of law enforcement and public order.[51] In between these extremes, for example in Indonesia, the police role is less clearly articulated and may vary depending on the capacity of the local police force.[52]

> **Thailand: mandated role of the police**
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> The Royal Thai Police is under the direct command of the Prime Minister, and integrated into the disaster management system. However, its mandate during disasters is not extended beyond its regular mandate of law enforcement and public order. According to the *Disaster Prevention and Mitigation Act (2007)*, the Royal Thai Police shall perform the following duties under the relevant Director:
>
> - manage traffic systems (section 27(2))
>
> - restrict access to affected areas (section 27(3))
>
> - provide security and prevent criminal activity (section 27(4))
>
> - provide assistance to affected people including in the removal of property from affected or adjacent areas (section 27(5)).

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[48]   Interview 4.

[49]   Interview 3.

[50]   Interview 31.

[51]   In the National Disaster Prevention and Mitigation Plan 2010-2014 (Thailand) this is referred to as Peace and Order, p. 57.

[52]   Interview 25.

Across three of the four research countries, the police force generally has less capacity and legitimacy to assume a prominent role in disaster response operations.[53] This has been conditioned by the historical context and the lack of a clear mandate and associated resource investment (see key research finding 1).

The level of integration into the disaster preparedness and planning processes also varies. In some cases, police are involved in preparedness activities such as those organised by the logistics cluster in Indonesia.[54] However, in general this is not the case and the police may require more capacity building to respond effectively.[55] Political context at local governing levels, and differing perceptions of police authority, may also influence the level of police engagement in disaster response.[56] As a result, with the exception of Malaysia, the role of the police tends to be limited to an extension of existing responsibilities to maintain law and order, and in some cases may extend to search and rescue and victim identification.

7. SOCIAL MEDIA INCREASINGLY PLAYS A ROLE IN CIVIL-MILITARY-POLICE COORDINATION IN DISASTER MANAGEMENT, ALTHOUGH ITS IMPACT IS NOT YET FULLY UNDERSTOOD.

In three of the four research countries there is evidence of government authorities and humanitarian agencies using social media to improve coordination among civil-military-police stakeholders in disaster response. In Malaysia, the Philippines and Thailand, relevant coordination information has been shared via web portals, Facebook and Twitter accounts.

In the Philippines, in particular, there is evidence that social media played an important role during Typhoon Haiyan for both the dissemination of information, such as weather advisories and evacuation plans, and for coordination between local government officials during the response. Facebook was used as a way to post messages from government authorities, and comments on the posts by other response actors was considered acknowledgement of receipt.[57]

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[53] Interviews 3, 4, 6, 8, 16, 21, 23, 24, and 33.

[54] Interview 23.

[55] Interview 28.

[56] Interviews 5, 6, 7, 12, and 19.

[57] Bruno Takahashi and Edson C Tandoc, 'Social Media Use in the Face of Disaster: An Exploration of Communication Practices among Stakeholders affected by Typhoon Haiyan in the Philippines', *Quick Response Series*, No. 251, 2014.

Philippines: use of social media to communicate information

The Philippines provides a strong example of the use of social media to distribute information and communication in times of disasters. The government regularly uses Twitter and Facebook accounts to keep communities informed. This includes reporting on the military's humanitarian response activities. The government has standard protocols for tweeting which include unified hash tags for:

- storms: #[storm name]PH (eg. #YolandaPH)

- rescue requests #RescuePH

- reporting being safe #SafeNow

- relief requests #ReliefPH

- reports or warnings of flooding #floodPH.

It is difficult to assess the implications of the role of social media in civil-military-police coordination in disaster management due to the lack of evidence. Despite the positive examples emerging from the recent responses in the Philippines, there was limited evidence of policies to guide the use of social media in the other research contexts. In addition, there is limited evidence of the impact of using these social media tools on coordination efforts. For example, in 2013, UN OCHA published online and shared via Facebook an information sheet on the international military contribution to Typhoon Haiyan. This included details about which foreign militaries were providing what types of support to the response efforts.[58] However, it was clear that few local actors were aware of the information or, if they were aware, they were not clear on how to use the information.[59] This may be due to limited access to phone or internet connections in the event of a disaster. There are also suggests that the use of social media for coordination needs to be included in disaster preparedness plans, including where and how intended audiences will access the information.[60]

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[58]   UN OCHA, *Foreign Civil-Military Snapshot*, 23 November 2013.

[59]   Interview 10.

[60]   Bruno Takahashi and Edson C Tandoc, 'Social Media Use in the Face of Disaster: An Exploration of Communication Practices among Stakeholders affected by Typhoon Haiyan in the Philippines', *Quick Grant Response Series*, No. 251, 2014.

ACRONYMS

AHA Centre	ASEAN Humanitarian Coordinating Centre for Humanitarian Assistance
APC-MADRO	Asia-Pacific Conference for the Use of Foreign Military Assets in Natural Disaster Response Operations
APEC	Asia-Pacific Economic Cooperation
ARDEX	ASEAN Regional Disaster Emergency Response Simulation Exercise
ARF	ASEAN Regional Forum
ASEAN	Association of Southeast Asian Nations
BNPB	*Badan Nasional Penanggulangan Bencana*, National Agency for Disaster Management (Indonesia)
ERAT	Emergency Rapid Assessment Teams
INSARAG	International Search and Rescue Advisory Group
MOOTW	Military Operations Other than War
NDPMC	National Disaster Prevention and Mitigation Committee (Thailand)
NGO	Non-Government Organisation
RTAF	Royal Thai Armed Forces
SASOP	Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Operations
TNI	*Tentara Nasional Indonesia*, Indonesian Armed Forces
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UN OCHA ROAP	United Nations Office for the Coordination of Humanitarian Affairs Regional Office for Asia and the Pacific

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ANNEX 1

Methodology

The research is divided into three phases:

- phase 1—a review of literature on civil-military relations in the Asian region as secondary sources, setting the context for the evolution of the role of militaries in the region

- phase 2—further analysis of secondary data specific to the case study countries and collection of primary data through analysis of available documents (legislation, policy documents etc.) and semi-structured interviews with key stakeholders in each of the case study countries

- phase 3—preparation of the final report, including analysis and identification of key elements in disaster response related to the case studies, and recommendations.

Research objectives

1. To understand the historical evolution and socio-political context of civil-military-police relations in Asia.

2. Identify how military stakeholders participate in established response structures and how they interact with other national/regional/international actors and with traditional international humanitarian coordination systems.

3. Identify key findings that can inform international humanitarian actors of appropriate modes of engagement and necessary adaptation of standard response practice prior to engagement in disaster response in Asia, and specifically in case study countries.

Detailed research questions

1. What are the roles and responsibilities of different actors in response to a natural disaster in case study countries?

2. What are the guiding principles (institutional and legal) guiding disaster response in case study countries?

3. What coordination mechanisms for civil-military-police actors have been adopted in disaster response in case study countries?

4. What are some of the key opportunities and challenges for effective civil-military-police coordination in disaster contexts in Asia?

Research framework

The framework for the research consists of themes extracted from the analysis and recommendations in various evaluations (Indian Ocean Tsunami, Typhoon Haiyan, RAND evaluation of HA/DR operations). These themes relate to the operational context and ways of working of the different responding actors, with an emphasis on the role of national militaries.

Type of Response	Theme	Sub-theme
Domestic	Roles and responsibilities	Key responders
		Mandated roles
		Non-mandated/assumed roles
	Guiding principles	Institutional
		Legal
		Policy and practice
	Coordination mechanisms	Models
		Approach
		Relative utility
	Opportunities and challenges	Operational
		Coordination
		Training and support
	Lessons and emerging issues	Identified and acted upon
International	Roles and responsibilities	Key responders
		Mandated roles
		Non-mandated/assumed roles
	Guiding principles	Institutional
		Legal
		Policy and practice
	Coordination mechanisms	Models
		Approach
		Relative utility
	Opportunities and challenges	Operational
		Coordination
		Training and support
	Lessons and emerging issues	Identified and acted on

Data collection

Four case study contexts were chosen considering the following criteria: a) vulnerability to large-scale disasters; b) high probability of the need for international assistance; and/or c) strategic value in the region, in particular for Australia. The four case studies contexts are Thailand, Indonesia, the Philippines and Malaysia. Each case study will provide an examination of the historical development of civil-military relations and the extent to which these affect the disaster response structure and

mechanisms in place. Commonalities and differences between the case study contexts will be identified.

Review of the literature

Each case study will include a short review of existing literature on the state of civil-military relations in the specific case study country. This analysis will set the context for drawing the link between civil-military relations and disaster management and for determining the role of the national military. Sources consulted will include mainly journal articles, books and reports.

Primary data

Primary data will be collected in two ways. First, through a qualitative analysis of existing official documents (policy documents, legislation, official data etc.). This data will be collected from available sources on the internet or requested through official channels. Second, through semi-structured interviews with military and civilian officials in the relevant national disaster management institutions, UN officials in the country (if present) and civilian stakeholders involved in a regular basis in disaster management (non-government organisations and private sector). Interview questions will focus on the five themes identified in the research framework (roles and responsibilities, guiding principles, civil-military coordination mechanisms, challenges and opportunities, and lessons).

Data analysis

The research framework will be used to analyse the data providing coding categories. It will ensure consistency and management of the data. Interview answers will be matched with other interviews and other primary and secondary data sources.

Methodology assumptions and limitations

Selection bias

Interviewees will be selected on the basis of their role and experience in disaster management and civil military coordination in each of the four case study countries. It is assumed that their role and function will give rise to the expression of a particular conception and view of how disaster management is approached in their particular context. This will be the case particularly for government officials and military officers. In addition, referral sampling will be employed to allow the research team to follow up on leads provided by an existing network of stakeholders.

The research might have an over-representation of government officials—despite researchers' efforts to mitigate the risk of selection bias. This risk is considered limited.

Document availability

Some of the country context documentation (policy and legislation in particular) is not available in English. Essential documents may be translated but full contextual understanding may be limited by the availability of English translations of a broad range of country context documents.

2

Civil-military-police coordination in disaster management

PERSPECTIVES FROM SOUTH EAST ASIAN COUNTRIES

SECTION 2: STAKEHOLDER GUIDE
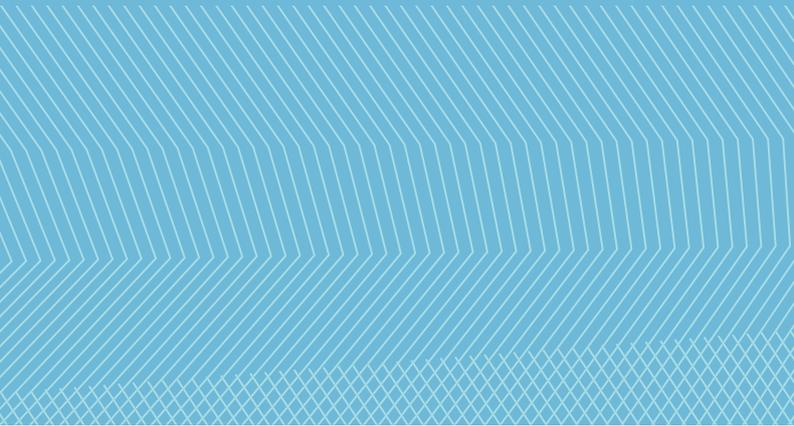
ABOUT THIS GUIDE

This stakeholder guide provides actors responding to natural disasters in the South-East Asian region with an understanding of civil-military-police coordination in disaster management specific to the region—in particular to Thailand, Indonesia, the Philippines and Malaysia. It draws on the research findings presented in Section 1 to provide practical considerations and key messages that will inform civil-military-police coordination in the event of a disaster response.

AUDIENCE

The intended audience for this stakeholder guide includes international disaster management and response stakeholders, including donor governments, military and police actors, and international and regional organisations that are likely to participate in disaster response operations in South-East Asia. The stakeholder guide is also intended to also assist international non-government organisations (INGOs) to plan and prepare for improved civil-military-police coordination in the event of their involvement in a disaster response operation.

STRUCTURE

The stakeholder guide has five parts.

Parts 1–4 provide guidance for the four research countries: Thailand (Part 1), Indonesia (Part 2), the Philippines (Part 3) and Malaysia (Part 4). Each part contains:

- practical considerations for civil-military-police coordination

- historical context of present-day civil-military-police coordination

- country disaster risk profile

- legal and policy frameworks

- roles and responsibilities of relevant actors

- a summary of key information for disaster response.

Key messages are highlighted in text boxes for easy reference.

Part 5 provides an overview of regional guidelines and bodies including the Association of Southeast Asian Nations (ASEAN), the ASEAN Regional Forum (ARF) and bodies such as the ASEAN Humanitarian Coordinating Centre for Humanitarian Assistance (AHA Centre) and the United Nations Office for the Coordination of Humanitarian Affairs Regional Office for Asia and the Pacific (UN OCHA ROAP).

1. Thailand

Practical considerations for civil-military-police coordination in disaster management in Thailand

Legal foundation

1. The national legal basis regulating disaster management is in the *Disaster Prevention and Mitigation Act, B. E. 2550 (2007)* (DPM Act), civil-military-police coordination.

Civil-military-police coordination

2. The Department of Disaster Prevention and Mitigation (DDPM) is the primary body responsible for disaster response coordination. However, in the event of a large-scale incident, national authorities may request that the military assume a lead coordination and operational role.

3. The Thai military has recently drafted its own civil-military coordination guidelines.

Entry points

4. Offers of international assistance are made to the Ministry of Foreign Affairs. All incoming international responders, including staff from organisations with a presence in the country calling in surge capacity, must notify the Ministry of Foreign Affairs of their presence.

5. International military assistance is coordinated by the military following the necessary arrangements with the Ministry of Foreign Affairs.

Other considerations

6. There is a lack of operational planning and guidelines for large-scale disasters that might require international assistance. This is currently being addressed by the Ministry of Foreign Affairs.

7. Most high level responders (military, government officials, the Thai Red Cross) are aware of international guidelines on the use of military assets but agree that they need to be adjusted to the Thai context.[1]

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[1]   Interviews 3, 4, 5, 6 and 7. Interviewees reported less awareness of these guidelines at the local level, however, the list of interviewees is not exhaustive enough to confirm this claim.

Historical context for civil-military-police coordination

History provides important context to the current roles and responsibilities of civilian, military and police actors in disaster response. The Royal Thai Armed Forces (RTAF) was employed as a mechanism to maintain internal security under colonial control, and has played a critical role in the broader political, social and economic life of the country. This traditional focus on nation building and internal security that characterises the role of the military in Thailand has resulted in its integration into disaster management systems and its prominent role in disaster response. The political legacy has been a key factor in shaping the primary role of the military vis-à-vis the supporting role of the Royal Thai Police in disaster response.[2]

1887 — **Royal Thai Armed Forces (RTAF) in its current form was created by the monarchy**
- The Royal Thai Armed Forces (RTAF) were given a domestic role and established as a symbol of national identity
- The military's loyalty sits with the monarchy rather than the elected governments

1932 — **Military, with civilian actors, overthrew absolute monarchy and created a constitutional system**
- The Royal Thai Armed Forces (RTAF) established control and dominance over Thai politics

1933 — **Thailand National Police Department (TNPD) established**

1998 — **Thailand National police Department renamed Royal Thai Police**
- Transferred from Ministry of Home Affairs and made responsible to the Office of the Prime Minister

1960 — **Ministry of Defence Act**

2008 — **Defence Organisational Act**

2013 — **Ministry of Defence Act**

All three acts established and elaborated on the role of the military in disaster management

Today
- The Royal Thai Armed Forces (RTAF) is a key actor in disaster response building on its traditional focus on internal security and development
- The role of the military in disaster response is part of national legislation and they have a clear mandate as first response mechanism
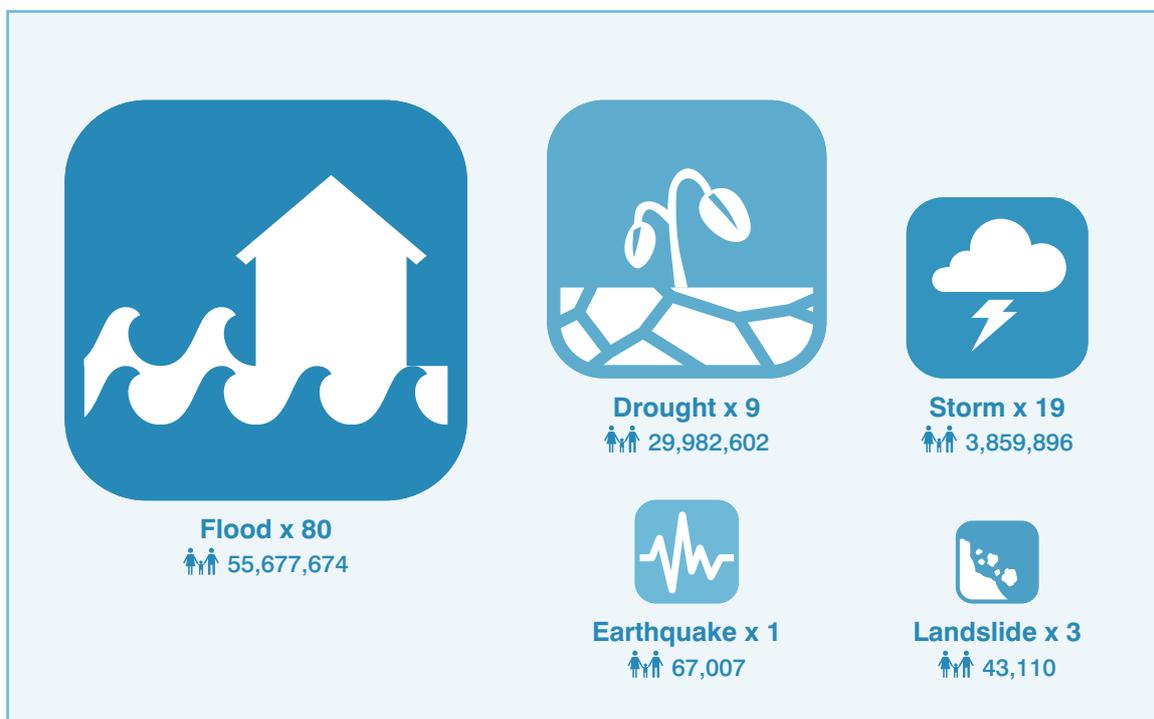- The Royal Thai Police are a supporting agency in disaster response

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[2]   Mark Beeson and Alex Bellamy, 'Securing Southeast Asia: The politics of security sector reform', Security in *Asia Pacific Series*, Routledge, 2008, p. 113.

COUNTRY DISASTER RISK PROFILE

Thailand is most prone to water-related natural disasters—floods, landslides, tropical storms and drought.[3] This affects its agricultural industry and threatens urban areas with high population densities. Tsunamis and earthquakes also pose threats to local populations, although to a lesser extent.[4] The country is also subject to localised disasters such as cold spells in the northeast and forest fires in the southern region.[5] Poor building practices and deforestation causing landslides in heavy rain are contributing risk factors to natural disaster occurrences.[6]

Flooding is the most frequent disaster, and it generally occurs annually. Thailand has two monsoonal seasons: the central and north-east monsoon; and the south-west monsoon over the Andaman Sea and Gulf of Thailand.[7] In 2011, up to 66 provinces were affected by the worst flooding in decades, displacing millions of people and causing enormous economic losses.[8] Sporadic floods also affected 45 provinces in 2013.[9]

Top five natural disasters in Thailand, in terms of people affected, from 1970–2015

Flood x 80
👪 55,677,674

Drought x 9
👪 29,982,602

Storm x 19
👪 3,859,896

Earthquake x 1
👪 67,007

Landslide x 3
👪 43,110

Source:EM-DAT: The OFDA/CRED International Disaster Database, Thailand Natural Disasters 1970–2015

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3   Audrey Minei, *Country Disaster Response Handbook: Thailand*, Centre for Excellence in Disaster Management and Humanitarian Assistance, 2007.

4   United Nations Development Programme (UNDP) and Government of Thailand, *Strengthening Disaster Management Capacities in Thailand 2012–2015*, Project Document, 2012.

5   Rujira Chariyaphan, *Thailand's Country Profile*, Asia Disaster Reduction Centre, 2012.

6   Centre for Excellence in Disaster Management and Humanitarian Assistance, *Thailand: Disaster Management Reference Handbook*, 2015, p. 29.

7   Centre for Excellence in Disaster Management and Humanitarian Assistance, T*hailand: Disaster Management Reference Handbook*, 2015, p. 29; Rujira Chariyaphan, Thailand's Country Profile, Asia Disaster Reduction Centre, 2012, p. 3.

8   World Bank, *Thai Flood 2011 Rapid Assessment for Resilient and Reconstruction Planning: Overview*, 2012; see also UNDP and Government of Thailand, *Strengthening Disaster Management Capacities in Thailand 2012–2015*, Project Document, 2012, pp. 3–5.

9   International Federation of the Red Cross and Red Crescent Societies (IFRC), 'Thailand: Floods', I*nformation Bulletin*, 17 October 2013.

LEGAL AND POLICY FRAMEWORK FOR DISASTER MANAGEMENT

The key legal document governing disaster management is the D*isaster Prevention and Mitigation Act, B. E. 2550 (2007)* (DPM Act).[10] The DPM Act governs Thailand's approach to disaster management. Its major principles include:

- broad definition of disaster to include any event, natural or human-induced

- emphasis on preparedness and mitigation

- designation of responsibilities and mandates, and establishment of disaster management structure around key roles of the Department of Disaster Prevention and Mitigation (DDPM) and National Disaster Prevention and Mitigation Committee

- decentralisation and transfer of responsibilities to the local level with accountability processes.

The DPM Act is implemented by the *National Disaster Prevention and Mitigation Plan 2010-2014*[11] (NDPM Plan). The NDPM Plan and the Ministry of Defence's *National Protection Plan* together comprise the *National Preparedness Policy.*

The NDPM Plan establishes the processes and responsibilities of different actors and levels of governance, and includes all possible disasters from traffic accidents to major tsunamis. The DPM Act also legislates for the creation of Provincial and District Disaster Prevention and Mitigation Plans, the *Muang Pattaya Disaster Prevention and Mitigation Plan* and the *Bangkok Metropolitan Disaster Prevention and Mitigation Plan.*

A number of agencies with responsibility for disaster management, such as the DDPM, the National Safety Council of Thailand (NSCT) and the National Warning Centre (NWC) have their own disaster and emergency management plans. All these plans collectively feed into the *National Preparedness Policy.*

Thailand has also incorporated disaster management into its economic and social development plan, the *Eleventh National Economic and Social Development Plan 2012–2016.* This plan includes a focus on resilience and preparedness, improving capacity for regional and international coordination on climate change, and management of natural resources and the environment. The Office of the Prime Minister has responsibility for the Economic and Social Development Plan and implementation is intended to occur at the provincial level.[12] Aligned to this plan is the *United Nations Partnership Framework 2012–2016* that the UN Country Team has developed with the government of Thailand. Climate change adaptation and disaster risk reduction are key elements of this framework.[13]

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[10]   This Act abolished the *Civil Defence Act 1979 and the Fire Prevention and Suppression Act 1999.*

[11]   At the time of writing the new Disaster Prevention and Mitigation Plan had been approved by the National Disaster Prevention and Mitigation Council and was in the process of being approved by Cabinet and translated into English by the DDPM.

[12]   The *Eleventh National Economic and Social Development Plan (2012–2016)*, National Economic and Social Development Board, Office of the Prime Minister, Bangkok, Thailand.

[13]   The Framework is available at http://www.th.undp.org/content/thailand/en/home/library/other-publications/united_nations_partnership_framework_thailand_2012_2016.html

As part of its commitment to the Hyogo Framework for Action, Thailand has also developed a *Strategic National Action Plan (SNAP) for Disaster Risk Reduction 2010–2019*. This plan sits with the Ministry of the Interior and the DDPM has responsibility for its implementation.[14]

Analysis of the legal and policy frameworks and disaster management mechanisms in practice has highlighted some limitations and, in some cases, prompted revisions to the existing policies and legislation. The limitations include:

- Legislation and policy do not provide for the possibility that surge capacity may be needed to carry out rescue and recovery operations.[15]

- Thai society is relationship and hierarchy based, and this fact might present challenges for the full implementation of response and coordination mechanisms, leading to the creation of *ad hoc* response plans in the midst of a response.[16]

- During the floods in 2011 and 2013, a lack of guidance on civil-military coordination was recognised. The Thai military has since pursued improved coordination and recently drafted civil-military coordination guidelines.[17]

- A lack of central budgeting for disaster risk reduction diminishes the effectiveness of legislation and policy in relation to emergency preparedness and planning.[18]

Key messages

- The key legal document governing disaster management is the *Disaster Prevention and Mitigation Act, B. E. 2550 (2007)* (DPM Act). This is implemented by the National Disaster Prevention and Mitigation Plan 2010–2014 (NDPM Plan).

- National policy outlines a decentralised and largely inclusive system of response headed by the relevant government authority.

- The NDPM Plan establishes a disaster response mechanism with local and national command centres that can respond to four levels of disaster.

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14   *The Strategic National Action Plan (SNAP) for Disaster Risk Reduction 2010–2019* is available at http://www.drrprojects.net/drrp/project/framework

15   UNDP and Government of Thailand, *Strengthening Disaster Management Capacities in Thailand 2012–2015*, Project Document, 2012, p. 1.

16   UNDP and Government of Thailand, S*trengthening Disaster Management Capacities in Thailand 2012–2015*, Project Document, 2012, pp. 4–5; Interviews 5 and 6.

17   Interviews 3 and 4.

18   PreventionWeb,'Thailand: National Progress Report on the Implementation of the Hyogo Framework for Action (2013–2015)', *National HFA Monitor*, 2015, p. 5.

INTERNATIONAL ASSISTANCE

The **Ministry of Foreign Affairs** manages requests for international assistance.[19] These requests are based on requirements for support identified by the Department of Disaster Prevention and Mitigation (DDPM).[20]

In practice, Thailand rarely makes official requests for international assistance.[21] There are cultural and political reasons for this reluctance to invite external support. Culturally, principles of sovereignty and non-interference are paramount. Politically, national authorities want to retain control of response operations. Despite this reluctance to officially request international assistance, Thailand does seek technical support from international partners,[22] and will also invite or accept offers of assistance on a bilateral basis. This is especially the case when these offers come from ASEAN members.[23] International military assistance may also be accepted on a bilateral basis and will be coordinated by the military following the necessary arrangements with the Ministry of Foreign Affairs and the relevant embassy.

The assumption that response operations will always be managed internally and within existing structures has resulted in a lack of planning and guidance for large-scale disasters that require international assistance. The Ministry of Foreign Affairs recognises that systems need to be in place to manage surge of personnel, resources and equipment, and to ensure prompt integration of international actors into existing structures. As such, there is a currently a process of addressing this policy gap.[24]

Key messages

- Offers of international assistance are made to the Ministry of Foreign Affairs and all international responders, including staff members from organisations with a presence in the country calling in surge capacity, must notify the Ministry of Foreign Affairs of their presence.

- There is a lack of operational planning and guidelines for large-scale disasters that might require international assistance. This is currently being addressed by the Ministry of Foreign Affairs.

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[19] *National Disaster Prevention and Mitigation Plan 2010–2014*, p. 29; Interviews 2, 3, 4, 5, 6 and 7.

[20] The policy somewhat contradicts the response of all interviewees, in that a statement of needs will be made via official channels through the Ministry of Foreign Affairs. However the policy does not say that there has to be an official request made by higher authorities (the Prime Minister or the King) as part of the process. In fact, following the devastating Indian Ocean Tsunami, the Ministry of Foreign Affairs requested the UN to refer to the Thai government's request for assistance (via the Ministry) as an 'international appeal'. IFRC, *Legal Issues from the International Response to the Tsunami In Thailand: An International Disaster Response Laws, Rules and Principles (IDRL) Programme Case Study*, 2006, p. 8.

[21] Interviews 1, 2, 3, 4 ,5 ,6, 7, 8 and 9.

[22] This had been its preference during the response to the Indian Ocean Tsunami. IFRC, *Legal Issues from the International Response to the Tsunami in Thailand: An International Disaster Response Laws, Rules and Principles (IDRL) Programme Case Study*, 2006, p. 9.

[23] Interviews 3 and 4.

[24] Interview 3.

ROLES AND RESPONSIBILITIES

The **Department of Disaster Prevention and Mitigation (DDPM)**, under the Ministry of Interior, is the lead agency for disaster management in the country. The DDPM is staffed by civilians (often including retired military officers) and is intended to be the central State agency in disaster prevention and mitigation operations. Its legal mandate is derived from the DPM Act and consists of:

- drafting the *National Disaster Prevention and Mitigation Plan* for approval by the National Disaster Prevention and Mitigation Committee

- contributing to the development of policy

- taking responsibility for the coordination of disaster response,[25] except in the event that the military are tasked with leading the response

- providing relief and assistance in an operational role

- supporting operational agencies with advice, consultation and training

- conducting monitoring and evaluation against the *Disaster Prevention and Mitigation Plan*.

DDPM is legally empowered to set up disaster prevention and mitigation regional centres or disaster prevention and mitigation provincial offices. These regional centres and provincial offices pre-position equipment and materials to support local responses and make these available to local authorities in charge of the response.[26] There are currently an estimated 18 regional centres and 76 provincial offices.[27]

In practice, the DDPM requires support and investment to strengthen its capacity and capability to fulfil its mandate as the lead response agency.[28] There are also potential gaps in the DDPM's mandate. For example, it does not have a mandate to conduct needs assessments, which can create confusion regarding assessments as well as the process for integration and information sharing.[29]

The National Disaster Prevention and Mitigation Committee is responsible for:

- identifying policy and generating approval for the *National Disaster Prevention and Mitigation Plan* (before it is presented to Cabinet)

- integrating responders at various levels (state and local levels, and including private sector) into the disaster prevention and mitigation system

- providing technical support and advice.

The Director-General of the DDPM is the Secretariat of the National Disaster Prevention and Mitigation Committee. The committee includes: the prime minister; representatives from key government ministries; representatives from the military, police, air force and navy; the Director-General of the National Security Council; and key expert advisers.

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[25]   *National Disaster Prevention and Mitigation Plan*, 2010–2014, p. 71; Interview 5.

[26]   Interview 5.

[27]   ASEAN Inter-Parliamentary Assembly, *Thailand: Country Report on Disaster Management*, Paper presented at the 4th AIPA Caucus, 2012.

[28]   Interviews 2, 3, 4 and 5.

[29]   UNDP and Government of Thailand, *Strengthening Disaster Management Capacities in Thailand 2012–2015*, Project Document, 2012, p. 6

Local and national command centres and emergency operation centres are activated at four different levels of disaster. Local command centres direct, control, perform and coordinate disaster management activities within their area of responsibility. In the event of a disaster, the command centre coordinates with government agencies and other stakeholders and sets up the operational response via an emergency operations centre in the disaster-affected area. Emergency operation centres mobilise resources, coordinate all actors and, if required, makes a request for international assistance (based on specific needs) to the DDPM, under the Ministry of Interior.[30] This request will be forwarded to the Ministry of Foreign Affairs.

National Command Headquarters directs, controls, oversees, supervises, and coordinates disaster operations undertaken by emergency operation centres at all levels. The National Command Headquarters is headed by the Minister of Interior (National Commander), and includes the Permanent Secretary of Interior (Deputy National Commander), Director General DDPM (Central Director) and representatives from every government agency, civil society and private sector.[31]

Levels of disaster management

The *National Disaster Prevention and Mitigation Plan* establishes four levels of disaster management and responsibility:[32]

- **Level 1** is an incident affecting a local or district area. The local director or the district director (which is the district governor) is responsible for managing the response.

- **Level 2** is an incident that affects more than one district, or where the capacity of the local authorities within a district area is exceeded. The provincial director (provincial governor) assumes responsibility for the response.

- **Level 3** is an incident that affects several provinces and involves management at a national level. The central director (Director General of the Department of Disaster Prevention and Mitigation under the Ministry of Interior[33]) assumes responsibility for the response supported by the deputy commander (Permanent Secretary of the Ministry of Interior) and the commander (a designated minister).

- **Level 4** is a large-scale incident for which the prime minister assumes command of the response.[34] In the event of an extreme large-scale disaster, the prime minister or deputy prime has the power to assume control of a responder and issue orders to the relevant commanders.[35]

The **Ministry of Defence** has two bodies for disaster response: the Office of the Permanent Secretary for Defence Disaster Relief Centre, and the Royal Thai Armed Forces (RTAF) Disaster

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30   ASEAN Inter-Parliamentary Assembly, *Thailand: Country Report on Disaster Management*, Paper presented at the 4th AIPA Caucus, 2012.

31   *National Disaster Prevention and Mitigation Plan 2010–2014*, p. 30.

32   *National Disaster Prevention and Mitigation Plan* 2010–2014, p. 22.

33   ASEAN Inter-Parliamentary Assembly, T*hailand: Country Report on Disaster Management*, Paper presented at the 4th AIPA Caucus, 2012.

34   When a disaster affects the Bangkok urban area, the Bangkok Metropolitan Disaster Prevention and Mitigation Plan is activated and managed by the Bangkok Metropolitan Director (being the Bangkok Metropolitan governor). A similar arrangement works for Pattaya.

35   *Section 31, Disaster Prevention and Mitigation Act B.E. 2550 (2007).*

Relief Centre. The Disaster Relief Centre comprises one relief centre for each branch of the military (army, navy, armed forces) and a Headquarters Disaster Relief Centre.[36]

The Office of the Permanent Secretary for Defence Disaster Relief determines the policy and guidelines related to the Thai military deployments to humanitarian assistance missions.

The Disaster Relief Centre coordinates with other government and civilian agencies (including private sector) and develops policy and guidance. In addition, it monitors disaster activity, mobilises and integrates military assets into disaster response. The approach adopted includes integration of resources, unification of disaster management and maintaining effective command and control.[37]

The *National Disaster Prevention and Mitigation Plan* establishes the following responsibilities for national military forces under the Ministry of Defence:[38]

- direct disaster operations of the Ministry of Defence agencies nationwide

- coordinate with the Department of Disaster Prevention and Mitigation to identify the aspects of disaster operations affecting military personnel and equipment

- coordinate rear area operations as well as disaster operations exercises

- provide training for government officials, volunteers and the general public on military operations in relation to other incidents such as air threats, explosives disposal, and chemical, radiological or biological incidents

- provide assistance to affected people according to the Ministry of Finance Regulation on Disaster Relief Contingency Fund for Affected People Assistance B.E. 2546 (2003).

The **Royal Thai Armed Forces (RTAF)** are an integral part of the national policy framework on disaster management and a key stakeholder in the National Disaster Prevention and Management Committee—the main decision-making body. At district and provincial levels, the military acts as support for the district director or the provincial director (Level 1 and Level 2). For any level of response, the military may be tasked with leading and coordinating a response.[39] The process for engaging the military becomes more bureaucratic for a higher-level response, mainly due to cost and budget considerations.[40]

The **Royal Thai Police (RTP)** is integrated into the disaster management system, however, its mandate during disasters does not extend beyond law enforcement and public order.[41] The police fall under the direct command of the prime minister. According to the DPM Act, the police shall perform the following duties under the relevant director:

- manage traffic systems

- restrict access to affected areas

- provide security and prevent criminal activity

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[36]   These centres are closer in function to that of committees; Interview 4.

[37]   Interviews 3 and 4.

[38]   *National Disaster Prevention and Mitigation Plan 2010–2014*, pp. 64–65.

[39]   Interviews 3 and 4.

[40]   Interviews 5, 6 and 7.

[41]   In the *National Disaster Prevention and Mitigation Plan* this is referred to as Peace and Order Maintaining, see for example p. 57.

- provide assistance to affected people including in the removal of property from affected or adjacent areas (this can also be done by a non-government organisation according to the Act).[42]

The **Thai Red Cross Society**, like many national societies of the Red Cross and Red Crescent Movement, maintains a unique relationship with the national authorities. National societies are mandated to be auxiliaries to the national authorities in times of crises. The king of Thailand is the patron of the Thai Red Cross Society, while the queen is the president. The princess acts as the executive vice president and chair of the board. She is also involved in the development of policy in the four areas of Thai Red Cross' work: health and care, disaster management, blood service, improve quality of life.[43] The provincial Red Cross chapters are chaired by the spouse of the provincial governor (as honorary volunteer).[44]

The Thai Red Cross Society is a key responder whose function in disaster management is included in the *National Disaster Prevention and Mitigation Plan*.[45] As part of its mandate, the Thai Red Cross maintains regular contact with the military through participation in exercises, seminars and other activities aimed at building relationships and promoting understanding and dialogue.

Key messages

- The DDPM has primary responsibility for disaster management. In certain circumstances, especially during large-scale disasters, the prime minister as the national commander might order that the military assume command for a disaster response, as was the case during the 2011 floods.[46]

- The DDPM requires support and investment to strengthen its capacity and capability to fulfil its mandate as the lead response agency.

- The military has the capacity and capabilities to support and lead responses and a tradition of planning for disaster management. The military is a key actor at the decision-making level in all emergency operations.

- The police mandate is focused around law enforcement and public order. The police have less authority and legitimacy than the military and police capabilities are more limited.[47]

- Disaster management is understood as the responsibility of all sectors of Thai society and this is reflected in the country's legislative and policy frameworks, roles and responsibilities.[48]

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[42] Paragraphs 2, 3, 4 and 5, Section 27, Disaster Prevention and Mitigation Act B.E. 2550 (2007).

[43] Interview 7.

[44] SHM Fakhruddin and Y Chivakidakarn, 'A Case Study for Early Warning and Disaster Management in Thailand', *International Journal of Disaster Risk Reduction*, No. 9, 2014, p. 171.

[45] *National Disaster Prevention and Mitigation Plan* 2010–2014, p. 70.

[46] Interviews 2, 3 and 5.

[47] Interviews 5, 7, 8 and 9.

[48] Even the Economic and Social Development Plan includes the military as a key actor in establishing disaster relief planning across the country. *The Eleventh National Economic and Social Development Plan 2012–2016*, pp. 125–26.

Summary of key information for disaster response in Thailand

The following table provides key information to assist with effective civil-military-police coordination in the event of a disaster.

Government administration	National
	Provinces
	Districts
	Subdistricts/Municipalities/Villages
Disaster management responsibility levels	National (Prime Minister Level)
	Provincial (Provincial Governor Level)/Bangkok Metropolitan Administration (BMA Governor Level)
	District Level
Main disaster management agency	Department of Disaster Prevention and Mitigation (DDPM) under Ministry of Interior[49]
Disaster management committees	National Disaster Prevention and Mitigation Committee (NDPMC)
	Provincial Disaster Prevention and Mitigation Committee
	Bangkok Metropolitan Disaster Prevention and Mitigation Committee
Key disaster management documents[50]	*Disaster Prevention and Mitigation Act B.E. 2550 (2007)*[51]
	National Disaster Prevention and Mitigation Plan (2010–2014)[52]
	Provincial and District Disaster Prevention and Mitigation Plans
	Bangkok Disaster Prevention and Mitigation Plan
	Muang Pattaya Disaster Prevention and Mitigation Plan
	Strategic National Action Plan for Disaster Risk Reduction 2010–2019
Disaster levels	Level 1, District Level
	Level 2, Provincial Level
	Level 3, National Level
	Level 4, National Level (Prime Minister Assumes Command)

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[49]   ASEAN Inter-Parliamentary Assembly, *Thailand: Country Report on Disaster Management*, Paper presented at the 4th AIPA Caucus, 2012.

[50]   This list is not exhaustive, but these documents lay the basic architecture upon which further plans are built; Interview 3

[51]   In addition to standard operating procedures, other sources of legislation may add depth or complexity. In the case of Thailand, the *Regulation for Water Resources and Flood Management No. 62/2012* includes a Single Command Authority on Water and Flood Management. This an example from the lessons learned in the 2011 floods. SHM Fakhruddin and Y Chivakidakarn, 'A Case Study for Early Warning and Disaster Management in Thailand', *International Journal of Disaster Risk Reduction*, No. 9, 2014, p. 164. There are in many other instances of development plans and other initiatives stemming from the *Hyogo Framework for Action* that will complement disaster management plans. An example is Thailand's *Climate Change Master Plan 2013-2017* (http://www.onep. go.th/download/Draft_tccmasterplan_20131101.pdf) or its predecessor, the *National Strategy on Climate Change 2008–2012*.

[52]   As of March 2015 the new plan was still awaiting approval by the Thai cabinet, after being approved by the National Disaster Prevention and Mitigation Committee.

Definition of disaster	'Disaster' means fire, storm, flood, drought, human epidemic, animal epidemic, aquatic animal epidemic, and plant epidemic; including other hazards which affect the public, be it induced by nature of human, accidents or any other event which is harmful to life, body of people or inflicts damage on property of people or of the state, and shall as well mean air threat and sabotage.'[53]
Actors involved in disaster response	Government authorities at different levels (local, district, provincial and national)
	Department of Disaster Prevention and Mitigation (DDPM)
	Royal Thai Armed Forces (RTAF)
	Royal Thai Police
	Civil Defence Department
	National Safety Council of Thailand (NSCT)[54]
	Thai Red Cross National Society
	Private sector
	Non-government organisations and civil society organisations, including religious groups
Primary contact for international assistance requests	Ministry of Foreign Affairs
Sources of information in times of disasters	Thailand National Disaster Warning Centre (NDWC)—under the Ministry of Information and Communication Technology. The NDWC will employ telephones, TV, radio, satellite activated sirens and internet.[55]
	www.disaster.go.th
	National Disaster Warning Centre[56]

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[53] *Disaster Prevention and Mitigation Act, B. E. 2550 (2007)*, p. 52. The *Disaster Prevention and Mitigation Plan 2010–2014* lists 14 disasters (flood and landslide, tropical cyclone, fire, chemical and hazardous materials, transport hazard, drought, cold spell, forest fire and haze, earthquake and building collapse, tsunami, human epidemic, plant disease and pest, animal and aquatic animal epidemics, information technology threat) and four security threats (sabotage, mine and landmine threat, air threat, protest and riot), p. 22.

[54] The NSCT's area of responsibility is manmade disasters, defined as road traffic accidents, chemical accidents, accidents at public venues, high-rise buildings, subway tunnel construction, etc. Rujira Chariyaphan, *Thailand's Country Profile*, Asian Disaster Reduction Centre, 2012.

[55] AS Swatteuk, *Thailand National Disaster Warning Center (NDWC)*, 2012. Available at http://www.itu.int/ITU-D/asp/CMS/Events/2012/NBTC-disaster/S3_NDWC_Thailand.pdf

[56] Note that the legal framework for early warning is different to the legal framework for disaster management, p. 163.

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Eleventh National Economic and Social Development Plan 2012–2016

Fire Prevention and Suppression Act (1999)

Ministry of Defence Act (1960)

Muang Pattaya Disaster Prevention and Mitigation Plan 2010–2014

National Disaster Prevention and Mitigation Plan 2010-2014

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ACRONYMS

BMA	Bangkok Metropolitan Administration
DDPM	Department of Disaster Prevention and Mitigation
DRR	Disaster Risk Reduction
NDWC	National Disaster Warning Centre
NGO	Non-Government Organisation
NSCT	National Safety Council of Thailand
RTAF	Royal Thai Armed Forces
RTP	Royal Thai Police
SNAP	Strategic National Action Plan

2. Indonesia

Practical considerations for civil-military-police coordination in disaster management in Indonesia

Legal foundation

1. The national legal basis for disaster management is found within the *Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management (Law 24/2007)*.

Civil-military-police coordination

2. National and provincial government bodies hold responsibility for disaster management, and they work through national and provincial agencies for disaster management in disaster response.

3. The military frequently assume a lead coordination and operational role and is integrated at the level of first response.

4. The mandate of the military in relation to disaster response rather than disaster management means it is not always included in planning and preparedness activities. This means there may be limited opportunities for international actors to coordinate with the military prior to a disaster response operation.

5. The police are less consistent actors and generally exercise their primary function as law enforcement.

Entry points

6. The main entry point for non-military assistance is the Ministry of Foreign Affairs, and the coordinating body is the National Agency for Disaster Management. Military contributions should also be approved via the Ministry of Foreign Affairs but will be coordinated by the Indonesia Defence Force (TNI) headquarters in Jakarta.

Other considerations

7. The current disaster management system lacks standardised (formal) categorisation for disasters. This may contribute to confusion in coordination efforts.

8. Provincial disaster management agencies fall under local government authority rather than National Agency for Disaster Management authority. The capacity of provincial disaster management agencies varies across the country.

Historical context for civil-military-police coordination

History provides important context to the current roles and responsibilities of civilian, military and police actors in disaster response. The post-independence tradition of the *dwifungsi* doctrine (dual function) tasked the military with direct involvement in political affairs and social development as well as military functions. During the reform process, Law 34/2004 reformed the role of the military to War and Military Operations Other than War (MOOTW); however, disaster relief and humanitarian action were included as a key component.[57] As such, the military's role in internal political affairs is limited, but it continues to play a crucial role in disaster management. The Indonesia National Police was not formally separated from the military until the 1990s.[58] This has this has resulted in superior capacity and capabilities for the military, while the police focused on community policing and developing law enforcement capacity.

1945–49
Military was created as a guerilla force during the War of Independence from Dutch colonial rule

1945
Indonesia declares independence that is recognised by the the Dutch in 1949
- The Indonesian National Armed Forces (Tentara Nasional Indonesia, TNI) play a significant role in the establishment and maintenance of Indonesian society, with a strong focus on internal security

1965 onwards
Process of reform with an emphasis on transitioning the role of the military from an internal political role to an external security role

1998
The new President appoints a civilian as Minister for Defence

1999
The Indonesian National Police (Kelpolisian Negara Indonesia or Poiri) is formally separated from the military

2002
State Defence Act No. 2/2002
- The role of police is legislated to include public security, maintenance of order, law enforcement, public protection and service to the community
- The role of the military is legislated to include defence and operations other than war

2004
Law 34/2004 on the Indonesian Defence Force (TNI)
- The role of the military in disaster relief and humanitarian action is established as part of Military Operations Other Than War (MOOTW)

Today
- The Indonesian National Armed Forces (Tentara Nasional Indonesia, TNI) is mandated to be a responder in times of disaster or crisis as part of Military Operations Other Than War (MOOTW)
- The Indonesian National Police (Kelpolisian Negara Indonesia or Poiri) are a less prominent actor in disaster response. Their role is mandated to include public security and maintenance of order, law enforcement and public protection, and service to the community

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[57] *Law No. 34/2004 On the Indonesian Armed Forces.*

[58] This was part of the New Paradigm that replaced the *dwifungsi* doctrine. Aurel Croissant, David Kuehn and Philip Lorenz, 'Breaking With the Past? Civil-Military Relations in the Emerging Democracies of East Asia', *Policy Studies*, No. 63, East-West Centre, 2012, p. 26; Rizal Sukma and Edy Prasetyono, 'Security Sector Reform in Indonesia: The Military and the Police', *Working Paper 9*, Netherlands Institute of International Relations 'Clingendael', 2003, pp. 22–23.

COUNTRY DISASTER RISK PROFILE

Indonesia is the largest archipelago in the world with more than 17,500 islands[59] over 5,000 rivers, with over 30 per cent of them passing through major population areas, and around 128 active volcanoes.[60] Indonesia has two distinct monsoonal seasons, with the wet season occurring in many parts of the archipelago in January and February.[61] Its geographic location on the infamous 'Ring of Fire'[62] and geographic features make it highly vulnerable and disaster-prone, as well as challenging in terms of disaster response. Indonesia is regularly affected by a multitude of seasonal, and other natural disasters, including earthquake and volcanic activity, tsunamis, floods, drought and landslides. For the three-month period from July to September 2014, the National Agency for Disaster Management (Badan Nasional Penanggulangan Bencana, BNPB) reported 139 natural disasters with 78,484 people affected.[63]

A range of factors contributes to Indonesia's vulnerability to disasters, including environmental degradation caused by poor forest and industry management policy and a weak governance system, and the impact of the palm oil industry on Indonesia's land and forests. Other factors are high population densities, lack of or weak infrastructure, and rapid urbanisation.[64]

Top five natural disasters in Indonesia, in terms of people affected, from 1970–2015

Earthquake x 96
9,073,093

Flood x 167
8,984,415

Drought x 8
4,600,220

Wildfire x 9
3,034,478

Volcanic activity x 45
958,153
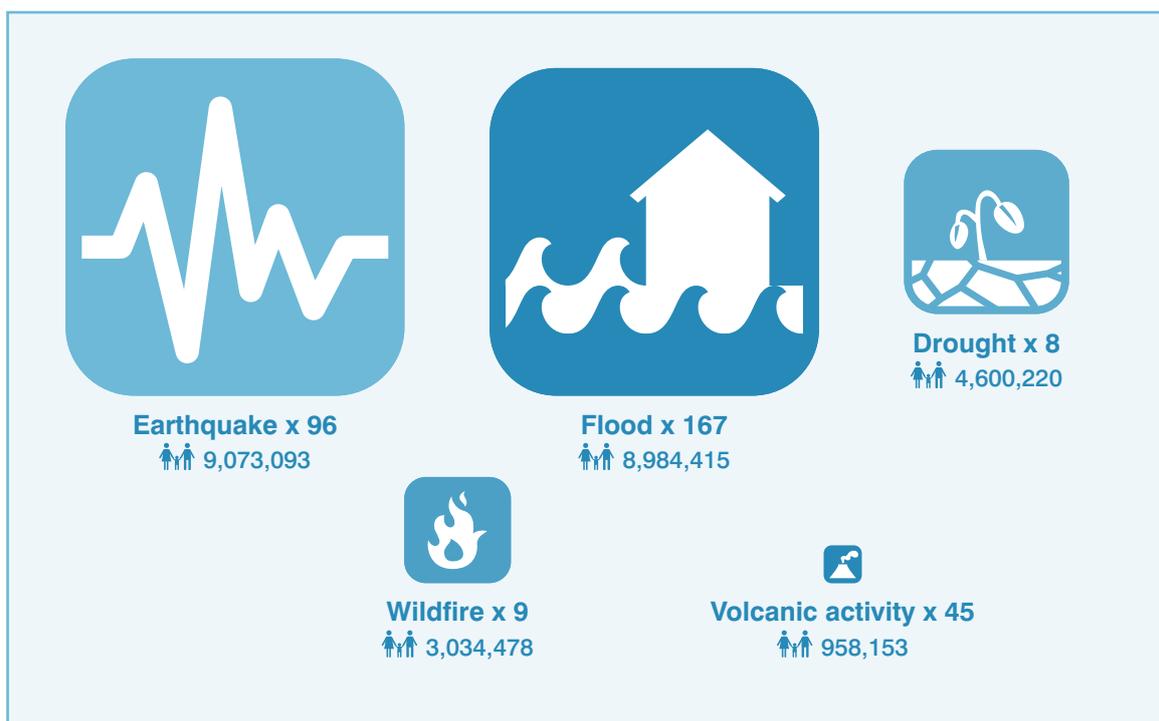
Source: EM_DAT: The OFDA/CRED International Disaster Database, Indonesia Natural Disasters 1970–2015

59   United Nations Development Programme (UNDP) Indonesia Country Profile, available at http://www.undp.or.id/general/about_indonesia.asp

60   Center for Excellence in Disaster Management and Humanitarian Assistance, *Country Disaster Response Handbook: Indonesia*, 2011.

61   Asia Disaster Reduction Centre, *Indonesia's Country Report*, 2012, p.1.

62   Term used to describe the intersection among the Eurasia Plate, the Australia-Indian continent and the Pacific Ocean floor, an area highly prone to seismic activity.

63   United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), *Monthly Humanitarian Bulletin: Indonesia*, July–September 2014.

64   Barnaby Willitts-King, *The Role of the Affected State in Humanitarian Action: A Case Study on Indonesia*, HPG Working Paper, 2009, p. 8.

LEGAL AND POLICY FRAMEWORK FOR DISASTER MANAGEMENT

The country's first overarching legislative framework for disaster management was the *Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management (Law 24/2007).*[65] The law was informed by the response to the Indian Ocean tsunami in 2004 and the need to review and reform the disaster management system. It illustrates a shift from responding to disasters to managing the different phases of the disaster management spectrum.[66]

> **The Indonesian legal framework for disaster management has a number of levels:**
>
> - Laws (Undang-Undang)
>
> - Government regulations (Peraturan Pemerintah)—approved by parliament and serve to provide further details in specific areas related to disaster management
>
> - Presidential regulations— do not require parliamentary approval
>
> - Ministerial/ BNPB regulations (Peraturan Kepala BNPB or Perka)—operationalise legal principles and provide operational guidance
>
> - Presidential directives—verbal directives, not formal documents, that are taken to guide policy development
>
> - Local regulations

The *Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management (Law 24/2007)* law was a significant development—it mandated the decentralisation of authority and responsibilities for disaster management and established BNPB.[67] It also placed an important emphasis on disaster risk reduction in development programs, highlighting disaster management as a social responsibility of everyone.

On 14 September 2007, four **Presidential Directives** set out the following:

- the key role of the district/municipal governments as the first responsible authorities for emergency management

- the role of provincial authorities to mobilise available resources

- the role of the national government to provide assistance in extreme cases or large-scale disasters

- the active role of the Indonesian security forces in emergency response.

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[65] Barnaby Willitts-King, *The Role of the Affected State in Humanitarian Action: A Case Study on Indonesia*, HPG Working Paper, 2009, p. 10.

[66] *Article 33, Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management (Law 24/2007).*
See also International Federation of the Red Cross and Red Crescent Societies (IFRC) and PMI, *International Disaster Response Law (IDRL) in Indonesia: An Analysis of the Impact and Implementation of Indonesia's Legal Framework for International Disaster Assistance*, International Federation of the Red Cross and Red Crescent Societies, 2014.

[67] *Article 10, Chapter 3, Law 24/2007 Concerning Disaster Management.*

The 14 September Presidential Directives have been translated into the Indonesian legal and policy framework for disaster management in the form of laws, government or presidential regulations, and ministerial or BNPB regulations. These include:

- *Government Regulation Number 21 of 2008 Concerning Disaster Management* regulates the elaboration of disaster management plans,[68] emergency management plans,[69] and establishes the role of the BNPB or Provincial/Municipal Agency for Disaster Management (BPBD) as the head in control of an emergency response.[70]

- *Government Regulation Number 22 of 2008 Concerning Disaster Aid Financing and Management* regulates the allocation of budget for disaster response (emergency phase) to the national and provincial agencies for disaster management. Prior to, and following, response operations disaster management, budget is allocated to relevant government agencies as well as the disaster management authorities in accordance with their functions and responsibilities.[71]

- *Presidential Regulation Number 8 of 2008 Concerning National Disaster Management Agency* regulates the establishment of the BNPB, including its structure, tasks, responsibilities, functions and procedures. It establishes provincial agencies for disaster management to deal with disaster management at the provincial and the municipal levels.

- *Government Regulation Number 23 of 2008 Concerning Participation of International Institutions and Foreign Non-Governmental Organisations in Disaster Management* regulates the allocation of responsibility to the BNPB to determine the participation of international institutions and foreign non-governmental organisations (Article 4), and to set the terms and conditions of operation. It establishes the BNPB as the coordinating[72] and supervising body.[73]

- *BNPB Guideline Number 22 of 2010 on the Role of International Organisations and Foreign Non-Governmental Organisations during Emergency Response* builds on Law 24/2007 and Regulation 23/2008. It incorporates lessons identified in a 2009 workshop facilitated by the Indonesian Red Cross (PMI), BNPB, International Federation of the Red Cross and Red Crescent Societies (IFRC) and United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) and elements of international disaster laws (IDRL). It serves as the key guideline for the management of international assistance in the emergency response phase.[74]

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[68] *Article 6, Regulation No. 21/2008 Concerning Disaster Management.*

[69] *Article 17, Regulation No. 21/2008 Concerning Disaster Management.*

[70] *Article 21, and Article 47, Regulation No. 22/2008 Concerning Disaster Aid Financing and Management.*

[71] Interview 26.

[72] *Article 8, Regulation No. 23/2008 Concerning Participation of International Institutions and Foreign Non-Governmental Organisations in Disaster Management.*

[73] *Article 16, Regulation No. 23/2008 Concerning Participation of International Institutions and Foreign Non-Governmental Organisations in Disaster Management.*

[74] International Federation of the Red Cross and Red Crescent Societies (IFRC) and Indonesian Red Cross (PMI), *International Disaster Response Law (IDRL) in Indonesia: An Analysis of the Impact and Implementation of Indonesia's Legal Framework for International Disaster Assistance*, International Federation of the Red Cross and Red Crescent Societies, 2014, p. 11. This regulation is currently in the final stages of review and is currently awaiting approval.

BNPB has more than 80 additional specific regulations, which provide greater operational detail about the application of the general legal principles.[75] There are also Ministerial Regulations, including for example, *Ministry of Home Affairs Regulation No. 131/2003 on Guidelines for Managing Disaster and Internally Displaced Persons (IDPs)*.[76]

The *National Disaster Management Plan (2010–2014)* is Indonesia's key strategy and planning guidance document. The plan was prepared by the BNPB Steering Committee,[77] and is a reference for the development of strategic plans by the relevant ministries. It is anticipated a new plan will come into force in 2015 for the period 2015–2019.[78]

The 2010–2014 plan contained the establishment of the Indonesia Disaster Rapid Response and Assistance (*Satuan Reaksi Cepat*, INDRRA/ SRC-PB), a pool of rapidly deployable personnel from various institutions and organisations to undertake initial relief operations in emergencies.[79] These are civilian and military personnel from various relevant line ministries/agencies who can be dispatched to assist affected local government in undertaking emergency activities in a timely and integrated manner, including undertaking rapid needs assessments.[80]

At the time of writing, Indonesia was in beginning a review of the legal framework for disaster management with the purpose of developing a *National Response Framework*.[81]

Key messages

- The key legal document governing disaster management is the *Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management (Law 24/2007)*. It was heavily informed and influenced by the response to the 2004 Indian Ocean tsunami.

- The inclusion of military and police in disaster management is articulated in one of the five presidential directives (number 4) of 14 September 2007, that is translated into legal and policy mechanisms.

- The socialisation of the legal and policy framework, and its key principles, remains a work in progress at all levels.[82]

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[75] Interview 26.

[76] The Indonesian legislation is not consistent in some of its use of terms. *Regulation 21/2008* uses the term 'refugees' defined as: 'people or groups of people forced to leave their dwelling places for an uncertain time due to negative disaster impact', Article 1(14). The same definition is used in Law Number 24/2007 in Article 1(20). This may risk creating confusion in a response involving international actors.

[77] Article 14, Law 24/2007.

[78] The new plan was being finalised by the end of 2014 and is pending approval by the Indonesian Parliament before coming into force. Interviews 24 and 26.

[79] Center for Excellence in Disaster Management and Humanitarian Assistance, *Country Disaster Response Handbook: Indonesia*, 2011, p. 37.

[80] Interview 26; Presentation by Syamsul Maarif, National Agency for Disaster Management (BNPB), available at http://www.soi.asia/data/event/20111027-disastermng/pdf/4.%20session1%20Disaster%20Management%20in%20Indonesia.pdf.

[81] Ibid; Interview 28;

[82] IFRC and PMI, *International Disaster Response Law (IDRL) in Indonesia: An Analysis of the Impact and Implementation of Indonesia's Legal framework for International Disaster Assistance*, International Federation of the Red Cross and Red Crescent Societies, 2014, p. 9.

INTERNATIONAL ASSISTANCE

The chief of BNPB is responsible for assessing the need for international assistance.[83] In the event of a disaster requiring international assistance, the Ministry of Foreign Affairs is the main entry point, while the head of BNPB is in charge of the mobilisation of equipment and logistics from international actors.[84] International actors are expected to perform their activities observing the humanitarian principles of humanity, neutrality, impartiality and independence.[85]

The Indonesian legal framework establishes the processes and mechanisms that facilitate access for international institutions and foreign non-governmental organisations, in terms of customs, licences and visas. The framework also sets the conditions to be met by these organisations in order to comply with government requirements.[86]

Legal and policy framework governing international assistance

The legislative framework governing the involvement of international institutions and non-governmental organisations is based on *Law No. 24/2007*, *Law No. 37/1999 Concerning Foreign Relations, and Law 24/2000 Concerning International Agreements*.

- *Article 30 of Law 24/2007* governs the participation of international institutions and foreign non-governmental organisations in disaster management activities in Indonesia and establishes the Indonesian Government's responsibilities to protect its staff.

- *Article 95 of Regulation 21/2008* regulates the liaison between the Ministry of Foreign Affairs and BNPB on matters related to foreign aid.

- *Regulation 21/2008* regulates the provisions for implementing processes and mechanisms that facilitate access for international institutions and foreign non-governmental organisations, especially during the response phase.[87]

- *Regulation 23/2008* and the *BNPB Guideline Number 22/2010 on the Role of International Organisations and Foreign Non-Governmental Organisations during Emergency Response* further lay out the policy for implementing the provisions of Law 24/2007, relating to international assistance, and establish the different processes and mechanisms, structures and obligations of national and international actors in the full spectrum of disaster management.

When the assistance originates from foreign countries (rather than international institutions or foreign non-governmental organisations), BNPB coordinates and consults with the Ministry of Foreign Affairs as the main entry point.[88] However, in many instances, it is likely the military headquarters in Jakarta will be responsible for managing foreign military contributions with little involvement from BNPB.[89]

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[83]   *Article 4, Regulation 23/2008.*

[84]   *Article 31, Regulation 23/2008.*

[85]   See for example the elucidation of *Regulation 23/2008.*

[86]   This includes things like reporting of foreign personnel to the agency in charge of foreign matters.

[87]   *Article 38, 52 and 95, Regulation 21/2008* The elucidation of Article 38 clarifies that 'foreign personnel and/ or certain equipment' includes foreign military personnel or foreign personnel from a country with no diplomatic relations with the government of Indonesia and foreign military transportation.

[88]   *Article 17, Regulation 23/2008.*

[89]   Interview 33.

Indonesian officials would rather build and strengthen their own capacity to respond than request international assistance. In addition, the use of foreign defence assets is considered a last resort.[90] International assistance can add an administrative and logistical burden and create confusion, especially when the assistance provided is not appropriate.[91]

However, Indonesian officials will welcome offers of assistance when they align with identified needs.[92] Furthermore, external actors with an existing presence in the country may escalate their operations in response to a disaster. This is possible for many international organisations and international non-government organisations (INGOs), even without a formal request for assistance. Many of these responders will have established contacts with relevant ministries. They will coordinate with these ministries to escalate their operations and support the response. In practice, the Ministry of Social Affairs, responsible for keeping a record of all INGOs operating in the country, will invite these organisations to contribute to a response. According to Indonesian officials, national regulations establish that Indonesia will not accept new INGOS, and will also restrict operations of INGOs already in country to their agreed area of operations and restrict the establishment of new operations in disaster-affected areas.

Key messages

- The legislative framework governing the involvement of international institutions and non-governmental organisations is based on *Law No. 24/2007*, *Law No. 37/1999 Concerning Foreign Relations*, and *Law 24/2000 Concerning International Agreements*.

- *BNPB Guideline Number 22/2010* is the key guidance document for the management of international assistance in emergency response.

- BNPB will determine the participation of international institutions and foreign non-government organisations.

- The main entry point for all international assistance is the Ministry of Foreign Affairs, and the coordinating body is BNPB.

- In the current disaster management system, the decision to allow international assistance is made by BNPB. It is responsible for identifying the needs to be met by international assistance and determine the entry point for the assistance.

- Indonesia prefers not to request international assistance and the use of foreign defence assets is considered only as a last resort.

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[90] Interview 26.

[91] The issue of expired medical supplies as aid was raised in interview 26. See also for example Barnaby Willitts-King, *The Role of the Affected State in Humanitarian Action: A Case Study on Indonesia*, HPG Working Paper, 2009, pp. 22–24. There are also a number of examples from the evaluations of the 2004 Indian Ocean tsunami response.

[92] Interview 22.

ROLES AND RESPONSIBILITIES

The national and regional governments have authority for all aspects of disaster management and the response structures sit under their authority. Law 24/2007 governs the allocation of responsibility for disaster management to government authorities.[93]

The **National Agency for Disaster Management (Badan Nasional Penanggulangan Bencana, BNPB)** is the lead coordination body responsible for disaster management at the national level. The BNPB is a non-departmental government institution at the same level as a ministry. It reports directly to the president, is responsible for the development of policy, coordination of disaster management activities and handling of displaced people.[94] The chief of BNPB has the same status as a minister, but does not occupy a seat in cabinet, to avoid the involvement of the position in political matters, while retaining an important level of power.[95] The BNPB was established in 2008 by *Presidential Regulation Number 8 of 2008* (as mandated in *Article 12 of Law 24/2007*). R*egulation 8/2008* gives BNPB authority to carry out decision making, policy development, and operational functions. The organisation consists of: a president (chief);[96] the Disaster Management Steering Committee for policy development, monitoring and evaluation of policy implementation; and a Disaster Management Executive Committee (operational arm of BNPB) for coordinating disaster management, commanding disaster management and implementing disaster management.

Law 24/2007 and *Regulation 21/2008* provide BNPB with a strong mandate to mobilise personnel and equipment, as well as to coordinate agencies and institutions responding to a disaster, including the military and police.[97] BNPB's control over the budget allocated for disaster response is intended to give them the necessary power to ensure cooperation from line ministries and other government agencies who have their own emergency response plans, in order to achieve coordination.[98]

BNPB will not be involved in provincial or district disaster response operations, except in extreme circumstances and/or where there is limited or no local capacity. When a provincial disaster requires the engagement of the national authorities, the BNPB will establish the Multi Agency Centre (MAC), located in the relevant province, to support the national response and to coordinate with international stakeholders that might provide assistance.

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[93] *Article 5, Law 24/2007.*

[94] *Article 10 and Article 13, Law 24/2007.*

[95] Interview 26.

[96] There has only been one chief since the establishment of BNPB (a retired military officer) and, at the time of writing, a replacement was being sought for imminent appointment.

[97] See *Article 24; Article 25(1)*, and its elucidation, *Regulation 21/2008.*

[98] Interviews 23, 24, and 26.

Key functions of the National Agency for Disaster management (Baden Nasional Penanggulangan Bencana, BNPB)
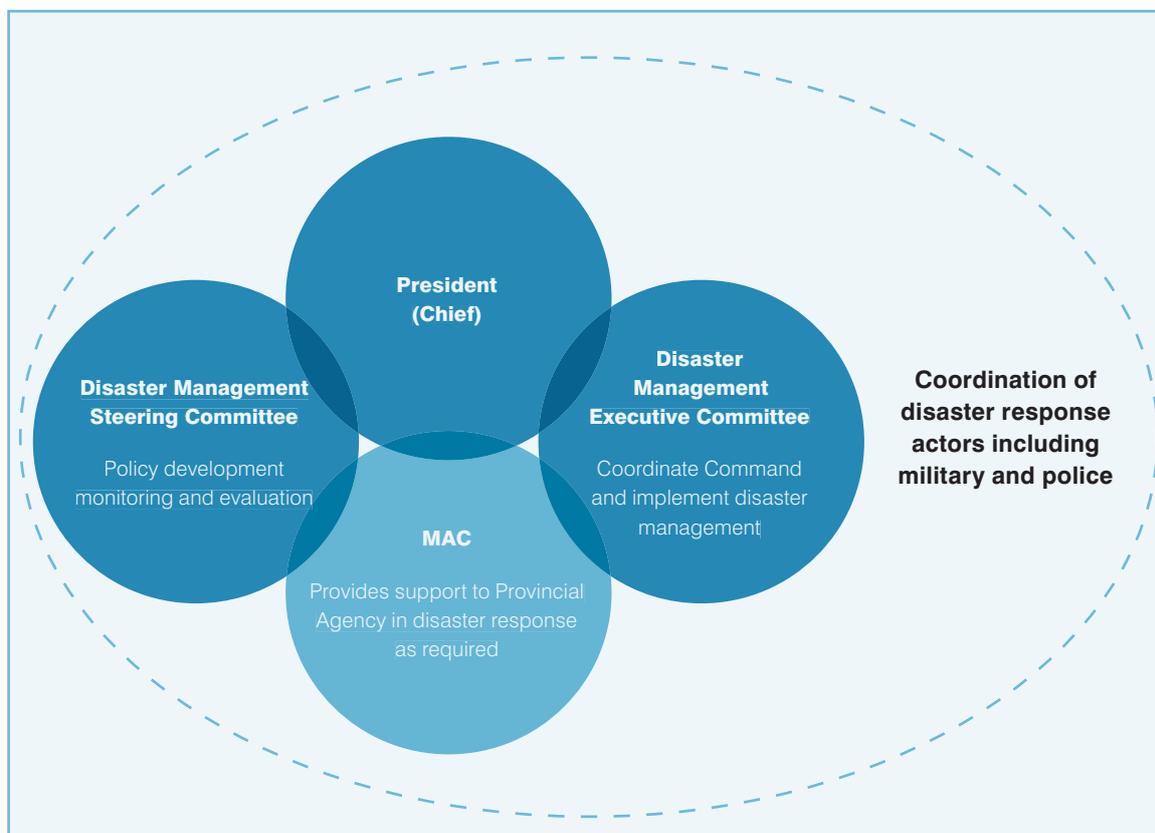
Agencies for disaster management (Badan Penanggulangan Bencana Daerah, BPBD) exist at the province and district levels and replicate the national system at these levels with the same functions and responsibilities as the national agency.[99] To date, each province, and some districts, have a provincial agency office[100] with varied capacities and resources.[101]

Provincial agencies have their own source of funding from local government, and fall under the local government authority rather than under national agency. The local authorities report to the Ministry of Home Affairs. The national agency provides capacity building, standard operating procedures and funding to provincial agencies during emergency responses.[102] However, there is no formal reporting system between the two levels. NGOs and INGOs are also regularly engaged in providing capacity building for provincial agencies.[103] The provincial agencies form a part of the incident command system as outlined below.

[99]   *Article 18, Law 24/2007*, and *Article 63 Regulation 8/2008.*

[100]   Interviews 23 and 27.

[101]   Interview 28.

[102]   Interview 26.

[103]   Interview 33.

Indonesia has adopted the **incident command system** in which all civilian and military organisations come together and coordinate their responses.[104] In an emergency situation, the first response comes from the local level with minimal involvement from national mechanisms, including the decision on the status of the disaster.[105] The affected district must declare an emergency in order to access emergency funding and resources at the provincial level. The responsibility rests with the relevant city mayor or provincial governor, who appoints an incident commander, often a local military officer or a member of the police.[106] The relevant city mayor or provincial governor subsequently sets up the area command headed by an incident commander and comprising the district secretary, the head of the local military base, the head of the local police and the head of the relevant BPBD.[107]

The area command is functional at the provincial and district levels and is the highest disaster response coordination and decision-making body at this level. The area command coordinates the response of all civilian and military actors and mobilises resources from outside the impacted area, from other districts or provinces, with the assistance of the relevant BPBD.[108]

Incident Command System

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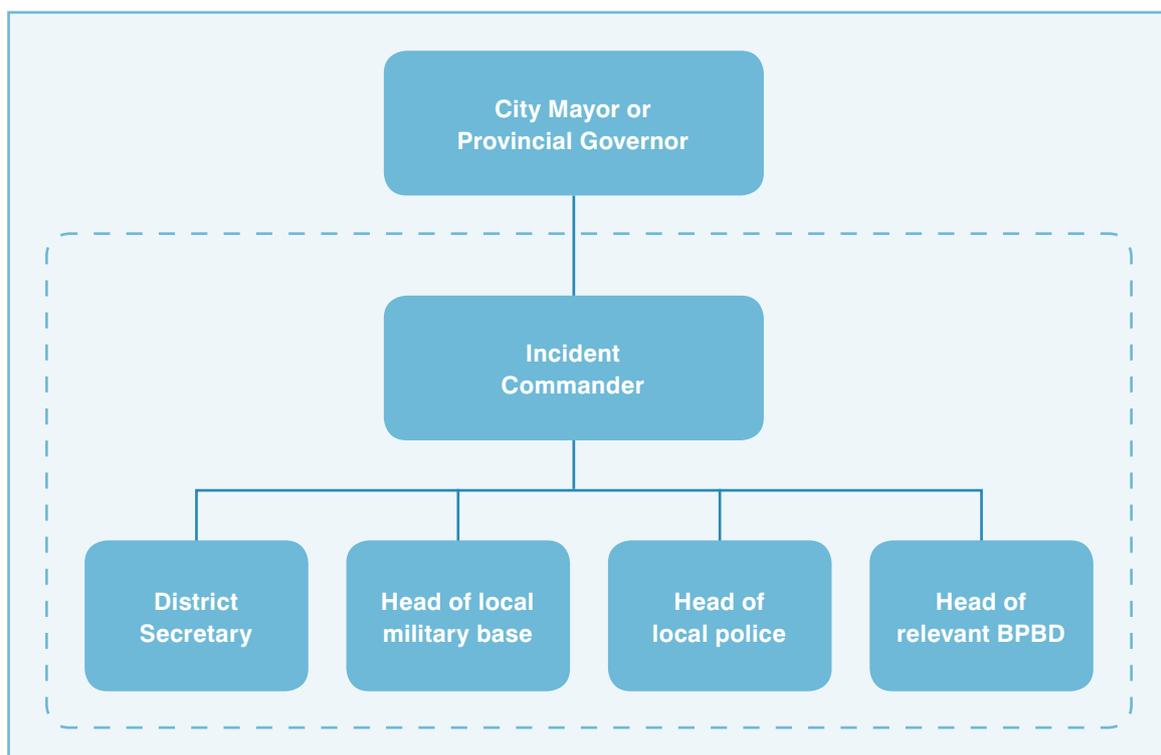
[104] See *Article 47, Regulation 21/2008* and its elucidation. During Interview 28 it was highlighted that in many instances the Incident Command Post is established in the military barracks, which can pose challenges to civilian responders.

[105] *Articles 7(51)*, *Law 24/2007*, and *Article 23, Regulation 21/2008*.

[106] Interviews 25, 27, 28 and 29.

[107] Interview 33. The system is governed by two BNPB Guidelines currently being reviewed *Perka No. 10 on the Emergency Command System* and *Perka No. 14 on the Establishment of Command Post*.

[108] See *Article 47, Regulation 21/2008* and its elucidation.

The **Indonesian Armed Forces (Tentara Nasional Indonesia, TNI)** is mandated to respond in times of disaster and is integrated into the system at the level of first response. The TNI is considered a part of the government disaster response effort and its mandate in disaster response (rather than disaster management)[109] is clearly stipulated in *Law No. 34/2004 On the Indonesian Armed Forces*. In its doctrine, disaster response comes under Military Operations Other Than War (MOOTW), and includes helping to respond to the impact of natural disaster, displacement and delivery of relief aid, and assisting with search and rescue activities.[110]

Military involvement is officially activated by a request from the relevant civilian authorities. In practice, often the military will begin responding before an official request is issued and before the relevant civilian response mechanisms are in place to begin relief operations.[111] Depending on the geographical location of a disaster and the socio-political conditions, the military may also enact an internal security mandate to maintain security.[112] The relevant army commander will at times make this decision without waiting for a civilian directive, but once the civilian response mechanisms are in place, the military operations fall under the civilian command. The military's role as both first responder and first response mechanism is widely recognised and accepted by society as well as national and in-country international response actors.[113]

The military has significant capacity due to its unique geographical structure[114] and substantial human resources—approximately 676,500 personnel—guaranteeing its presence throughout the country.[115] For this reason, the military is often a fast, first response mechanism, being present at the scene of a disaster before civilian stakeholders arrive. A member of the military often will be appointed as the incident commander in the event of a disaster, to lead the area command at the provincial and district levels.

Since the 2004 Indian Ocean tsunami,[116] efforts have been made to improve the Indonesian military disaster response capacity in the midst of a modernisation process.[117] The socialisation of disaster management policies and delivery of training is an ongoing process, though challenging given the size and geographical spread of the military.[118]

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[109] There has been some debate about the possibility of extending the role of the military beyond the response phase. In many instances it will informally be part of evacuation and rebuilding efforts. For some analysis see Evan Laksmana, 'The Indonesian Defence Forces and Disaster Relief: Potential Pitfalls and Challenges', *RSIS Commentaries*, No. 160, S Rajaratnam School of International Studies, 2010.

[110] Informal Translation, *Law No. 34/2004 On the Indonesian Armed Forces*.

[111] Interviews 25 and 26. Although not explicitly stated in the legislation highlighted here, this could be part of the agreement between BNPB and the military.

[112] Interview 1.

[113] Interviews 23, 23, 24, 25, 26, 27, 28 and 29.

[114] This geographical structure was a response to the internal challenges and the historical role of the military in managing internal security, so it was focused on intelligence gathering and controlling territory. In recent years, there have been attempts to modify the territorial command structure to fit the geopolitical landscape and focus more on external threats. However, this process is taking time. Evan Laskmana, 'Indonesia's Military Transformation: Beyond Democratic Reforms', *USINDO Brief*, No. 23, 2012; Aurel Croissant, David Kuehn and Philip Lorenz, 'Breaking With the Past? Civil-Military Relations in the Emerging Democracies of East Asia', P*olicy Studies*, No. 63, East-West Centre, 2012, pp. 14, 27; Jan Pieter Ate, 'The Reform of the Indonesian Armed Forces in the Context of Indonesia's Democratisation', *Shedden Papers*, Centre for Defence and Strategic Studies Australian Defence College, 2010, p. 9.

[115] 'Armed forces personnel are active duty military personnel, including paramilitary forces, if the training, organization, equipment, and control suggest they may be used to support or replace regular military forces', World Bank, available at http://data.worldbank.org/indicator/MS.MIL.TOTL.P1.

[116] Center for Excellence in Disaster Management & Humanitarian Assistance, *Country Disaster Response Handbook: Indonesia*, 2011.

[117] B Suwastoyo, 'Indonesia to boost military role in disaster relief', AFP, 10 October 2007; Evan Laskmana, 'Indonesia's Military Transformation: Beyond Democratic Reforms', *USINDO Brief*, No. 23, 2012; Interviews 23, 25, and 27.

[118] Interviews 24 and 26.

The **Indonesian National Police (Kepolisian Negara Indonesia or Polri)** is also mandated to be a first response mechanism and has its own legislation dictating their mandate. Though the police may be present in national and provincial level disaster management and response structures, its role and capacity varies considerably from district to district. The police are a less consistent actors in disaster response and generally exercise their primary function as law enforcement, and in some cases, supporting search and rescue and victim identification. It is notable that in recent years the police have developed a range of tools to improve their capacity to deal with a range of disasters and crises.[119]

The **Indonesian Red Cross National Society (Palang Merah Indonesia, PMI)** is considered both a government and a community responder. PMI, as all Red Cross and Red Crescent Movement national societies do, plays an auxiliary role to the national authorities in times of crises. It receives funding both from the government and from community sources and is bound by the legal arrangement present in the country. PMI has standard operating procedures for establishing cooperation with key stakeholders, including the army. Often military and PMI volunteers will be the first to respond in the event of a disaster.

The **United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA)** has led the cluster system in Indonesia since 2010, modelled on the global cluster system.[120] Current policy suggests that BNPB should fulfil this responsibility and the government started in 2014 to discuss the option of transferring and adapting the system to Indonesian authorities. This has not yet taken place and is thought to present some challenges in terms of aligning the coordination of the two systems with different sectoral working groups, and definitions of key humanitarian concepts such as protection and modes of operation.[121]

In addition, UN OCHA runs regular coordination meetings with NGOs, donors, the Red Cross Movement and Indonesian government officials.[122]

The **private sector** in Indonesia is seeking to engage in a more systematic manner in disaster management frameworks and activities, ranging from preparedness to disaster risk reduction and response.[123] This remains a work in progress despite the private sector's inclusion in the legal framework.[124]

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[119] See for example Nono Supriyono and Cosmas Lembang, 'The Indonesian National Police Standardized Emergency Management System: Conception to Implementation', *The Police Chief*, No. 80, 2013, pp. 44–46.

[120] For more information about the global cluster system, see https://www.humanitarianresponse.info/coordination/clusters/what-cluster-approach.

[121] Interviews 23, 24, 28 and 33.

[122] For information about these meetings and other related information, see http://www.humanitarianresponse.info/operations/indonesia/documents.

[123] Lucy Pearson, *Private Sector Engagement and Collaboration with Civil-Military Actors in Disaster Management in Indonesia: Learning and Transforming Since the 2010 Simultaneous Hazards*, Humanitarian Futures Programme, King's College London, 2013, p. 2

[124] *Article 4, Law 24/2007* or elucidation of *Regulation 22/2008*. For more information on how this is developing see the Disaster Resource Partnership at http://drpindonesia.org.

Key messages

- National and regional government bodies have responsibility for disaster management.

- BNPB is the lead coordination body responsible for developing policy, coordinating national disaster management activities and handling displaced people.[125]

- In an emergency situation, the first response comes from the local level with minimal involvement from national mechanisms. The responsibility rests with the relevant mayor or governor, who sets up an area command and appoints an incident commander, often a local military officer.

- There are no formal reporting lines between provincial disaster management agencies and the national disaster management agency. Each disaster management agency is responsible to the appropriate government authorities.

- The military are mandated to respond in times of disaster and are integrated into the system at the level of first response.

- Military involvement in response operations should be activated by a request from the relevant civilian authorities, although in practice often the military begin responding before an official request is issued and before the relevant civilian responding mechanisms are in place to begin relief operations.[126]

- The military tend to become involved in disaster response and recovery and rehabilitation, but have limited involvement in planning and preparedness, although this is changing.

- The role of the police is less clear and less established than that of the military. At a very basic level, police are in charge of law enforcement and law and order.

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[125] *Article 10 and Article 13, Law 24/2007.*

[126] Interview 25 and 26. Although not explicitly stated in the legislation highlighted here, this could be part of the agreement between BNPB and the military.

Summary of key information for disaster response in Indonesia

The following table provides key information to assist with effective civil-military-police coordination in the event of a disaster event.

Government administration	National Provincial District/municipal Village Sub-village
Disaster management responsibility levels	National—led by National Agency for Disaster Management (Badan Nasional Penanggulangan Bencana BNPB) Provincial—provincial governor leads the response. Provincial Agency for Disaster Management (Badan Penanggulangan Bencana Daerah, BPBD) provides support and coordination District/municipal—city mayor leads the response. Provincial Agency for Disaster Management (Badan Penanggulangan Bencana Daerah, BPBD) provides support and coordination
Main Disaster Management Agency	National Agency for Disaster Management (Badan Nasional Penanggulangan Bencana, BNPB)
Disaster management committees	Disaster Management Steering Committee and Disaster Management Executive Committee (both within the BNPB)
Key disaster management documents	*Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management (Law 24/2007)* *Government Regulation Number 21/2008 Concerning Disaster Management* *Government Regulation Number 22/2008 Concerning Financial* *Government Regulation Number 23/2008 on the Participation of International Institutions and Foreign Non-Governmental Institutions in Disaster Management* *Presidential Regulation 8/2008 on the Establishment of BNPB* *BNPB Guideline Number 22/2010 on the Role of International Organisations and Foreign Non-Governmental Organisations during Emergency Response* *National Disaster Management Plan 2010–2014*[127]

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[127] There is no current English version of this document, and it is due to be replaced by the new Five Year Plan in 2015. The Bahasa version is available at http://www.preventionweb.net/english/policies/v.php?id=26349&cid=80

Disaster levels	No unified categorisation of disasters. Varies depending on province and actor, and depends on the type of disaster (flood, volcano etc.).[128] The decision on the status of a disaster rests with the relevant government authority.
Definition of disaster	'Disaster shall mean an event or a series of events threatening and disturbing the community life and livelihood, caused by natural and/ or non-natural as well as human factors resulting in human fatalities, environmental damage, loss of material possessions, and psychological impact.'[129]
Actors involved in disaster response	Government agencies National Agency for Disaster Management (BNPB) Provincial Agencies for Disaster Management (BPBD) Indonesia Armed Forces (TNI) Indonesian National Police Indonesian Red Cross Society Palang Merah Indonesia (PMI) Private sector NGOs and civil society organisations, including religious groups
Primary contact for international assistance requests	Ministry of Foreign Affairs, coordination via National Agency for Disaster Management (BNPB)
Sources of information in times of disasters	National Agency for Disaster Management (BNPB), Provincial Agency for Disaster Management (BPBD), relevant ministries Government agencies' Facebook and Twitter accounts Indonesia Government portal for Jakarta http://jalinmerapi.net

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[128] *Article 2, Law No. 24/2007*, establishes that the indicators to be used to inform the government decision on the status and level of a disaster should contain: number of victims, loss of material possessions, damage to facilities and infrastructure, coverage of disaster-affected area, and socioeconomic impacts. According to Interview 26, Indonesian authorities are in the process of centralising the alert categorisation system. Military and civilians also have different systems.

[129] *Article 1, Law 24/2007.*

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BNPB Guideline No. 22/2010 on the Role of International Organisations and Foreign Non-Governmental Organisations during Emergency Response

BNPB Regulation No. 3/2008: Guidelines for the Establishment of BPBD

Government Regulation 21/2008 Concerning Disaster Management

Government Regulation 22/2008 Concerning Disaster Aid Financing and Management

Government Regulation No. 23 /2008 on the Participation of International Institutions and Foreign Non-Governmental Institutions in Disaster Management

Hyogo Framework for Action (HFA)

Law No. 24/2000 Concerning International Agreements

Law No. 24/2007 Concerning Disaster Management

Law No. 34/2004 On the Indonesian Armed Forces

Law No. 37/1999 Concerning Foreign Relations

Ministry of Home Affairs Regulation No. 131/2004: Disaster Management in the Local Level

Ministry of Home Affairs Regulation No. 131/2003 on Guidelines for Managing Disaster and Internally Displaced Persons (IDPs)

Ministry of Home Affairs Regulation No. 46/2008: Guidelines for Organization Structure of BPBD

National Disaster Management Plan 2010–2014

National Disaster Response Framework

National Long-Term Development Plan (RPJPN 2005–2025)

National Police Act No. 2/2002

Presidential Decree No. 10/2009 Creation of Disaster Relief Rapid Reaction Force (PRC-PB)

Presidential Regulation No. 8/2008 on the Establishment of BNPB

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ACRONYMS

BNPB — *Badan Nasional Penanggulangan Bencana*, National Agency for Disaster Management

BPBD — *Badan Penanggulangan Bencana Daerah*, Provincial Agency for Disaster Management

IDP — Internally Displaced Person

IDRL — International Disaster Response Law

IFRC — International Federation of Red Cross and Red Crescent Societies

INGO — International Non-Government Organisation

MAC — Multi Agency Centre

MOOTW — Military Operations Other than War

PMI — *Palang Merah Indonesia*, Indonesian Red Cross National Society

SOP — Standard Operating Procedure

SRC-PB /INDRRA — *Satuan Reaksi Cepat Penanggulangan Bencana*, Indonesia Disaster Rapid Response and Assistance

TNI — *Tentara Nasional Indonesia*, Indonesian Armed Forces

UN OCHA — United Nations Office for the Coordination of Humanitarian Affairs

3. Philippines

Practical considerations for civil-military-police coordination in disaster management in the Philippines

Legal foundation

1. The national legal basis regulating disaster management is found within the *Philippine Disaster Risk Reduction and Management Act of 2010*.

Civil-military-police coordination

2. The National Disaster Risk Reduction and Management Council (National DRRM Council) is the national policy and coordination body for disasters. The structure of the National DRRM Council is replicated at the provincial, city and municipal levels.

3. The Philippines is unique in its adoption of a cluster system for coordination that is intended to work with the international humanitarian cluster system. As a result of lessons learned from Typhoon Haiyan, two new clusters have been added: Cluster for Law and Order and the International Humanitarian Relations Cluster (to be led by the Department of Foreign Affairs).[130]

4. The Armed Forces of the Philippines (AFP) remain heavily involved in internal security and will have a prominent role as first responders in the event of a disaster.

5. The Philippine National Police (PNP) are responsible for maintaining peace, order and security alongside the military in the event of a disaster.

Entry points

6. International assistance is coordinated through the National DRRM Council via the cluster system.

7. Military-to-military assistance is arranged bilaterally by the Department of National Defense in coordination with the Department of Foreign Affairs.

Other considerations

8. The Philippines disaster response system has been strengthened by lessons learned from Typhoon Haiyan in 2013. Strengthened coordination and command capacities were evident in the subsequent response to Typhoon Hagupit in December 2014.

9. The current disaster management system lacks standardised (formal) categorisation for disasters. This may contribute to confusion in coordination efforts.

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[130] Interviews 11 and 17.

Historical context for civil-military-police coordination

History provides important context to the current roles and responsibilities of civilian, military and police actors in disaster response. In the Philippines, the military was employed as a mechanism to maintain internal security under colonial control, and played a critical role in the broader political, social and economic life of the country. This traditional focus on nation building and internal security for the military has resulted in its full integration into disaster management systems and a prominent role in disaster response. In the Philippines, the police were not separated from the military until the 1990s.[131] The political and, at times, colonial legacy[132] has been a key factor in shaping the role of the military in relation to the role of the police.

1935 — **The modern Armed Forces of the Philippines (AFP) are established under the National Defence Act by the United States colonial authorities**
- The mandate of the Armed Forces of the Philippines (AFP) is heavily influenced by the United States
- The first commanding Officer is a U.S. General, Douglas McArthur

1947 — **Military Bases Agreement and the Military Assistance Agreement**
- The primary role of the military is determined to be internal security with the U.S. retaining responsibility for external security
- This year also marks the formal separation between AFP and the Philippines Constabulary

1990s — **The Philippine National Police is established under the Department of Interior and Local Government**
- All police functions and personnel removed from under the military chain of command
- The Philippines Constabulary is abolished giving way to the establishment of the Philippine National Police under the Department of Interior and Local Government

1998 — **The Philippine national Police Reform and Reorganisation Act**
- The role of the police is legislated to include maintaining peace and order and law enforcement

2011 — **Armed Forces of the Philippines (AFP) Internal Peace and Security Plan 'Byanihan'**
- Establishes that by 2016 the AFP should transition to a territorial defence-focused force

Today —
- The Armed Forces of the Philippines (AFP) remains heavily involved in internal security with a continued strong relationship with the U.S.
- The armed forces of the Philippines (AFP) retains their role as a first response mechanism in the event of a disaster
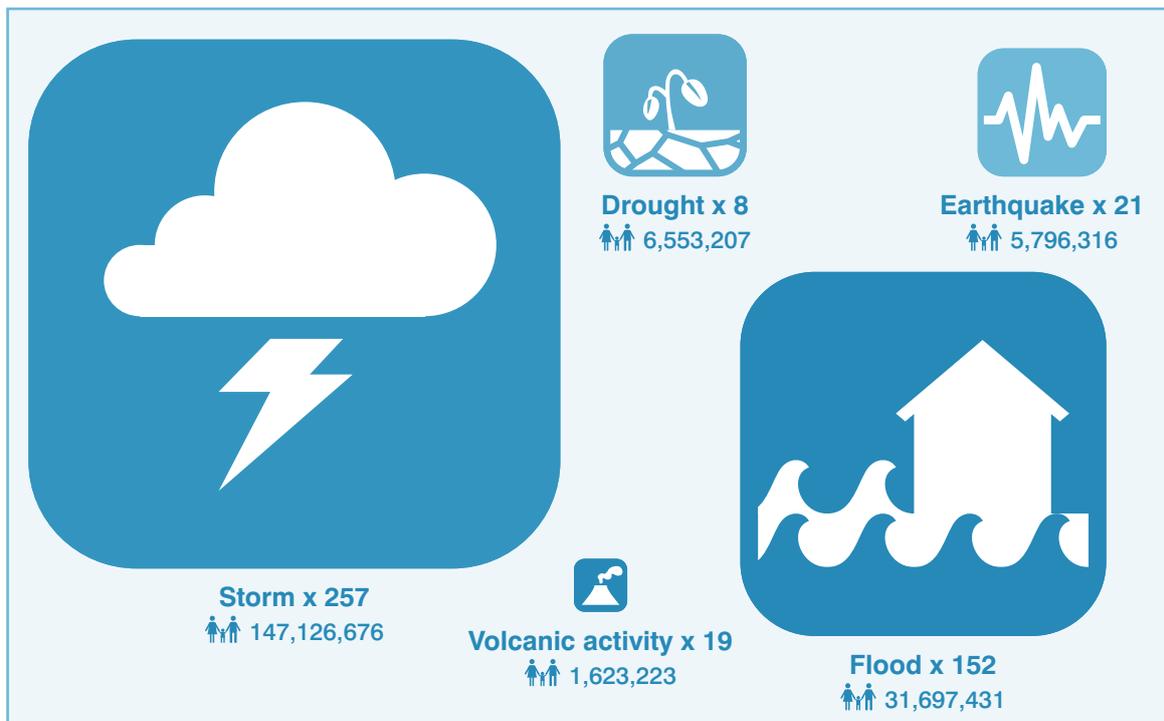- The Philippine National Police focuses on domestic law enforcement

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[131] The *Philippine National Police Reform and Reorganisation Act of 1998*. The stated functions of the Philippine National Police (PNP) include maintaining peace and order and law enforcement. No counterinsurgency is included. See: http://pnp.gov.ph/portal/index.php/features11.

[132] For example in the Philippines under the *Military Bases Agreement and the Military Assistance Agreement (March 1947)* the US determined internal security as the primary role of the military.

COUNTRY DISASTER RISK PROFILE

The Philippines is situated along the typhoon belt in the Pacific and experiences up to 20 typhoons every year. Of these, at least five have a destructive capacity.[133] Between 1997 and 2007, the Philippines recorded 84 tropical storms, causing 13,155 deaths, affecting 51 million families, and causing significant infrastructure and economic losses. There are two monsoonal seasons, the southwest monsoon (May–October) that brings rains to large parts of the archipelago, and the northeast monsoon (November–April) that bring dry winds.[134] The Philippines also experiences frequent flooding, including rising sea levels and storm surges, and other natural disasters such as drought and landslides. The risk of landslides and floods is often related to past forestry activities, illegal logging and deforestation. The Philippines is located on the Pacific 'Ring of Fire', which also makes the country vulnerable to earthquakes and volcanic eruptions.

Top five natural disasters in Philippines, in terms of people affected, from 1970–2015

Drought x 8
6,553,207

Earthquake x 21
5,796,316

Storm x 257
147,126,676

Volcanic activity x 19
1,623,223

Flood x 152
31,697,431

Source: EM–DAT: The OFDA/CRED International Disaster Database, Philippines Natural Disasters 1970–2015

[133]   Asian Disaster Reduction Centre, *Philippines Profile*, available at: http://www.adrc.asia/nationinformation.php

[134]   Asian Disaster Reduction Centre, *Philippines Country Report*, 2012, p. 2; Ameerha Ortega, *Philippines Country Report 2014*, Asian Disaster Reduction Centre, 2014, p. 4.

LEGAL AND POLICY FRAMEWORK FOR DISASTER MANAGEMENT

	Key guiding document Prepared by national DRRM Council	Prepared and implemented by Office of Civil Defence Approved by national DRRM Council	Prepared by Local Government Units
RA10121 PDRRM Act (2010)	**National Disaster Risk Reduction and Management Framework**	**National Disaster Risk Reduction and Management Plan (2011–2028)**	**Local Disaster Risk Reduction and Management Plans**

The key legal document governing disaster management is the *Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121, May 2010* (PDRRM Act (2010)). The PDRRM Act (2010) governs the development of a *National Disaster Risk Reduction and Management Framework* and establishes the National DRRM Council.[135]

The National Disaster Risk Reduction and Management Framework guides the preparation and implementation of the *National Disaster Risk Reduction and Management Plan 2011–2028*, which is also mandated by the PDRRM Act (2010). These documents serve as the foundation for the development of disaster risk reduction and management plans at the local level. The current *National Disaster Risk Reduction and Management Plan* is the responsibility of the Office of Civil Defense. The plan covers four stages of disaster management and allocates responsibilities to relevant government authorities as lead or focal agencies as follows:

1. disaster prevention and mitigation (Department of Science and Technology)

2. disaster preparedness (Department of Interior and Local Government)

3. disaster response (Department of Social Welfare and Development)

4. disaster recovery and Rehabilitation (National Economic and Development Authority).

The *National Disaster Risk Reduction and Management Plan* brings together the legal and policy frameworks of the Philippines disaster management system. It does not, however, provide a disaster

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[135]   *Section 5, Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121.*

categorisation system. The long duration of the plan (2011 to 2028) is managed by providing three distinct timelines for the implementation of activities:[136]

- Short-term 2011–2013—setting the basic structural, institutional, policy and early warning systems prescribed in the 2010 legislation

- Medium-term 2014–2016

- Long-term 2017–2028.

Other relevant planning documents include:

- *Philippine Development Plan 2011–2016* identifies disaster risk reduction and management as a major cross-cutting issue together with climate change adaptation[137]

- *Strategic National Action Plan 2009–2019* as part of Executive Order 888 of June 2010 on Strengthening Disaster Risk Reduction in the Philippines

- *National Climate Change Action Plan 2011–2038*[138]

The Philippines government has also developed a *National Disaster Response Plan* focused on hydro-meteorological hazards (for example, typhoons, tropical storms, flooding). The Office of Civil Defense, in consultation with National DRRM Council agencies, prepared the plan. It sets the basic processes and mechanisms for coordination at the national level, with local authorities responsible for developing local response plans. The *National Disaster Response Plan* covers activities in three phases: pre-disaster, during disaster and post-disaster. It includes a list of activities with a detailed plan for responding agencies (including the military and police) outlining their roles and responsibilities. The current plan is dated June 2014 and remains a work in progress. Other plans for seismic, tsunami and other disasters are also expected.

Military engagement in relief and rescue

Republic Act No. 7077 Citizen Armed Forces of the Philippines Reservist Act (1991) mandates the reserve force to assist in relief and rescue activities. Section 63 establishes the conditions for the provision of the Civil Auxiliary Service for non-military activities, including disaster response. It stipulates that these activities are to be carried out unarmed.

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[136] Except for activities under thematic areas 3 and 4, which have been allocated a different set of operational timelines.

[137] The Philippines also has a *National Climate Change Action Plan (NCCAP) 2011–2038* that is relevant for the overall disaster management system. The NDRRM Plan was one of the elements of the Disaster Risk Reduction and Management legislation of 2010.

[138] See Annex D of the NDRRM Plan for how the NCCAP and the NDRRM are intended to come together.

INTERNATIONAL ASSISTANCE

The PDRRM Act (2010), Section 18, provides guidance for international assistance. It authorises the importation and donation of relief items under the Tariff and Customs Code of the Philippines.

The Department of Foreign Affairs is responsible for communicating the country's humanitarian needs to other governments and regional actors. Military-to-military assistance is arranged bilaterally by the Department of National Defense, in coordination with the Department of Foreign Affairs, and coordinated in a Multinational Coordination Centre (MNCC).[139]

Chapter 3 of the *National Disaster Response Plan*, Section 3.2.3, establishes that international assistance is to be coordinated by the National DRRM Council via the cluster system. The National DRRM Council acts as the communication hub between donors and recipients (government agencies, institutions) for foreign and local donations.[140] In an international response, the National DRRM Council will order the creation of the one-stop-shop to facilitate the arrival of international assistance. It will be headed by the Bureau of Customs and the Department of Finance and will include all relevant National DRRM Council agencies, in order to expedite the documentation and processing of international assistance.

The *National Disaster Response Plan* establishes that national efforts and national capacities and capabilities will be exhausted before external assistance is sought.[141]

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[139] Interview 11.

[140] *National Disaster Response Plan for Hydro-Metereological Disaster*, Chapter 2, p. 10.

[141] *National Disaster Response Plan for Hydro-Meteorological Disaster*, Chapter 1, pp. 1–2.
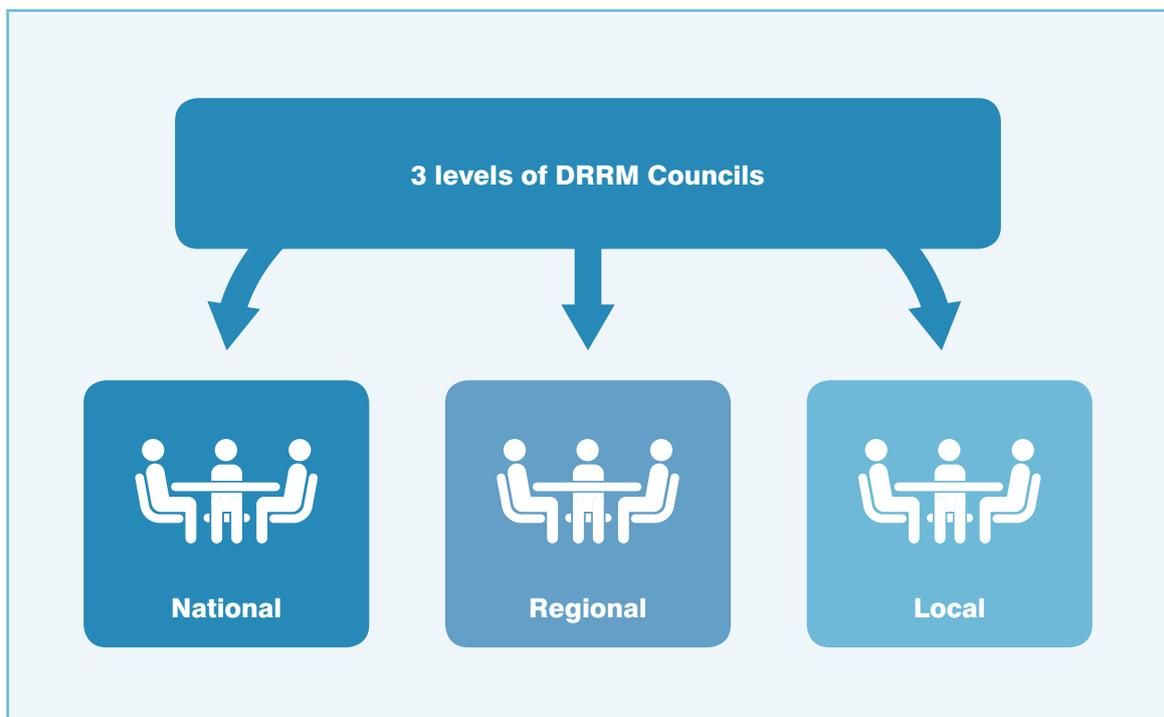
ROLES AND RESPONSIBILITIES

Disaster risk reduction and management councils

The **National Disaster Risk Reduction and Management Council (National DRRM Council)** is the national policy and coordination body for disasters. The structure of the National DRRM Council is replicated at the provincial, city and municipal levels.[142]

The National DRRM Council has a broad range of responsibilities, including policy, coordination, supervision and monitoring implementation of disaster risk reduction and management plans. It also implements the requirements of national and international legislation. This includes developing assessment tools, setting up coordination mechanisms, providing capacity-building, establishing an early warning and emergency alert system, and managing and mobilising resources.[143]

The National DRRM Council is responsible for developing and reviewing the *National Disaster Risk Reduction and Management Framework* every five years. It also makes recommendations to the President of the Philippines as to the declaration of the State of Calamity, which can include the need for international humanitarian assistance.[144]

The National DRRM Council membership comprises representatives from key government departments as well as civil society and private sector representatives. Important roles are undertaken by the Administrator of the Office of Civil Defense as the Executive Director of the National DRRM Council, and the Secretary of the Department of National Defense as the Chairperson of the National DRRM Council. The Chairperson has authority over the mobilisation of resources from government and non-government institutions. This authority also includes the power to call on the military reserve force to assist in relief and rescue operations as per *Republic Act No. 7077*.[145]

National disaster risk reduction management council

Chairperson	Secretary of the Department of National Defense (DND)
Vice Chairperson for Disaster Prevention and Mitigation	Secretary of the Department of Science and Technology (DOST)
Vice Chairperson for Disaster Preparedness	Secretary of the Department of the Interior and Local Government (DILG)
Vice Chairperson for Disaster Response	Secretary of the Department of Social Welfare and Development (DSWD)
Vice Chairperson for Disaster Rehabilitation and Recovery	Director-General of the National Economic and Development Authority (NEDA)

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[142] The National DRRM Council has signed a Memorandum of Understanding with the Climate Change Commission to work together assisting local governments in the planning, development and implementation of the *Local Climate Change Adaptation Plans* and the *Local Disaster Risk Reduction and Management Plans*. United Nations Office for Disaster Risk Reduction (UNISDR), *Country Assessment Report for the Philippines: Strengthening of Hydrometeorological Services in Southeast Asia*, 2013, pp. 20–21. Available at http://www.unisdr.org/we/inform/publications/33988

[143] *Section 6, Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121.*

[144] *Section 16, Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121.*

[145] *Section 7, Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121.*

Regional Disaster Risk Reduction and Management Councils (Regional DRRM Councils) are chaired by regional directors from the Office of Civil Defense. Regional DRRM Council members include executive officers of the relevant government authorities at the regional level. Regional DRRM Councils are responsible for establishing the Regional Disaster Risk Reduction and Management Operations Centre. In the event of a disaster, Regional DRRM Councils coordinate, integrate, supervise and evaluate the activities of the Local Disaster Risk Reduction and Management Councils.

Local Disaster Risk Reduction and Management Councils (Local DRRM Councils) are responsible for disaster risk management programs and plans at the provincial, city, municipal and barangay level. Local government is mandated to establish a Local Disaster Risk Reduction and Management Office in each province, city and municipality and Barangay, as permanent offices within the local government authorities.[146] These offices are responsible for disaster risk management programs and plans. Their functions include operating early warning systems and responding in emergencies, as well as conducting recovery activities in their area of responsibility. During an emergency response, Local DRRM Councils establish Provincial/City/Municipal/Barangay Disaster Risk Reduction and Management Operations Centres.

In the event of a disaster, a rapid damage and needs assessment is conducted, generally by the affected local government authorities. The local authorities report to the regional authorities that, in turn, communicate with the National DRRM Council. In the event that an assessment is not conducted by the affected local governments in the 6–12 hours following a disaster, the National DRRM Council will deploy a (pre-positioned) Rapid Deployment Team to conduct the assessment (in coordination with the affected local authorities). A situation report will be provided directly to the National DRRM Council.

The Department of Social Welfare and Development (DSWD) is the co-lead for disaster response as the vice chair of the National DRRM Council, and is also responsible for the delivery of social services, including government relief operations. In the event of a disaster, DSWD will take the lead in disaster response, supported by the military.[147] Overall responsibility for the national cluster system to respond to disasters sits with the DSWD, in its capacity as the vice chair of the National DRRM Council. DSWD is also the lead body in two clusters: Food and Non-Food Items and Protection Camp Coordination and Management (see list of clusters over the page).

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[146] As per *Section 12, Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121*.

[147] Interview 13.

The Philippines uses the incident command system to manage disaster response.[148] The incident command system incorporates a national cluster system that partially aligns with the international cluster structure to facilitate coordination. The national clusters are:

1. Food and Non-food Items (NFI)—led by the Department of Social Welfare and Development (DSWD).

2. Health (Water, Sanitation and Hygiene (WASH), Health, Nutrition and Psychological services)—led by the Department of Health.

3. Protection, Camp Coordination and Management—led by the Department of Social Welfare and Development.

4. Logistics—led by the Office of Civil Defense.

5. Emergency Telecommunications—led by the Office of Civil Defense.

6. Education—led by the Department of Education.

7. Search, Rescue and Retrieval (SRR)—led by the Armed Forces of the Philippines.

8. Management of the Dead and the Missing (MDM)—led by the Department of the Interior and Local Government.

As a result of lessons learned from Typhoon Haiyan, two new clusters have been added:

9. Law and Order—led by the Philippines National Police (PNP)

10. International Humanitarian Relations Cluster—led by the Department of Foreign Affairs).[149]

The **Office of Civil Defense** has two functions in a disaster context: as the secretariat of the National DRRM Council coordinating all aspects of the NDDRM Plan; and as lead agency for the logistics and emergency telecommunications cluster in disaster response.[150] It is notable that Office of Civil Defense is a civilian agency that sits under the Department of National Defense. It fulfils its role as the lead agency in the above-mentioned clusters by drawing from the resources of the military.

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[148] *National Disaster Response Plan for Hydro-Meteorological Disaster*, Chapter 3, p. 6; Asia Disaster Reduction Centre, *Philippines Country Report*, 2012, p. 16.

[149] Interviews 11 and 17.

[150] Interviews 11 and 17.

Roles and responsibilities of the Office of Civil Defense in relation to disaster risk reduction and management

According to the *Philippine Disaster Risk Reduction and Management Act of 2010* the Office of Civil Defense is responsible for the following non-operational roles:

1. To prepare, implement and monitor the *National Disaster Risk Reduction and Management Plan.*

2. To develop and monitor national standards in disaster management.

3. To oversee the integration of local *Disaster Risk Reduction and Management Plans* into other development and land-use plans.

4. To work with Local Disaster Risk Reduction and Management Offices to maintain national standards.

5. To develop standard operating procedures for the deployment of rapid assessment teams, for information-sharing across government agencies and for coordination at all levels before and after a disaster.

6. To establish standard operating procedures for communication on alerts and data collection at the provincial, city, municipal and barangay levels from the Local DRRM Councils.

7. To develop training and support research through the establishment of Disaster Risk Reduction and Management Training Institutes.

8. To integrate international and regional Disaster Risk Reduction programs with national policy frameworks.

9. To supervise local government authorities in the prioritisation of Disaster Risk Reduction and encourage civil society participation and support in building their capacity.

10. To conduct early recovery and post-disaster needs assessment.

11. To establish the National Disaster Risk Reduction and Management Operations Centre (NDRRMOC).

12. To establish standards and procedures for accredited community disaster volunteers (ACDVs)

The **Department of National Defense** is mandated to support and supervise responders, administer funding and serve as the supervising body of the Office of Civil Defense.[151] In international responses, the Department of National Defense will set up the Multinational Coordination Centre (MNCC) to coordinate international military contributions and liaise/coordinate with the United Nations Office for the Coordination of Humanitarian Affairs' (UN OCHA) coordination mechanisms.[152] The Department of National Defense chairs the National DRRM Council.

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[151] *Executive Order No. 112 Series of 1999 Re-directing the Functions and Operations of the Department of National Defense, Sections 3 and 4.*

[152] Interview 11.

The **Armed Forces of the Philippines (AFP)** has a clearly defined role in the National Disaster Response Plan as a primary responder in the event of a disaster.[153] The military has area commands for directing operations in the field that will engage in search and rescue, relief, rehabilitation and logistics. The military may also assume a role in maintaining peace, order and security.

> **Role of Armed Forces of the Philippines during Typhoon Haiyan**
>
> During the response to Typhoon Haiyan (or Yolanda), the Armed Forces of the Philippines created a Disaster Response Taskforce for search and rescue, relief, rehabilitation/clearing, transport and aerial surveillance operations.[154] This was a primary response mechanism supporting civilian-led relief operations.

Philippine National Police (PNP) is responsible for maintaining peace, order and security alongside the military in the event of a disaster. The police also have capacity to support logistics, communications and search and rescue operations. The exact role of the police is defined in the event of a disaster and may vary between disaster response operations.

The Philippines National Red Cross is part of the national and local decision-making bodies and is a key responder. It is fully integrated in the national response cluster system and works closely with the armed forces, especially on transport and logistics. The Philippine National Red Cross policy requires that the military wear uniforms but work unarmed when cooperating with them.

The private sector is a significant contributor to disaster response in the Philippines. The PDRRM Act (2010) makes provisions for private sector involvement in responses.[155] The private sector is represented, albeit modestly, on the different Disaster Risk Reduction and Management councils. UN OCHA published a business brief during the response to Typhoon Haiyan to guide private sector institutions on the best approaches for the response and recovery phases, and raise awareness about internationally agreed processes and standards.[156]

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[153] *National Disaster Response Plan for Hydro-Meteorological Disaster, Chapter 2*, p.6.

[154] United Nations Office for Disaster Risk Reduction (UNISDR), *Country Assessment Report for the Philippines: Strengthening of Hydro-meteorological Services in Southeast Asia*, 2013, p. 23.

[155] *Section 13, Philippine Disaster Risk Reduction and Management Act of 2010 /Republic Act 10121.*

[156] United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), *Business Brief. Response to Typhoon Haiyan*, 19 November 2013.

Key messages

- The Philippines disaster management system is designed to ensure full control by the national authorities with support from various arms of government, including the military and the police.

- The National DRRM Council is the national policy and coordination body for disasters. The structure of the National DRRM Council is replicated at the provincial, city and municipal levels.

- Both the military and police are included in the decision-making bodies established at all governance levels (from the local to the national).

- The military has a clearly defined role in the *National Disaster Response Plan* as a primary responder in the event of a disaster.

- The police are mainly responsible for maintaining peace, order and security alongside the military in the event of a disaster.

- The decision-making bodies are created to be inclusive of non-government organisations and the private sector in their membership.

Summary of key information for disaster response in the Philippines

The following table provides key information to assist with effective civil-military-police coordination in the event of a disaster event.

Government administration	National
	Provincial
	City
	Municipality
	Barangay
Disaster management responsibility levels[157]	National
	Provincial (Governor)
	City (Mayor)
	Municipal (Mayor)
	Barangay (Barangay Captain)

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[157] *Local Government Code (RA 7160)* is the document that mandates local government units to take responsibility for preparedness and response within their boundaries.

Disaster management committees	National Disaster Risk Reduction and Management Council
	Regional Disaster Risk Reduction and Management Councils
	Local Disaster Risk Reduction and Management Councils (Provincial/City/Municipal levels)
	Barangay Disaster Risk Reduction and Management Committee
Key disaster management documents	*Republic Act 10121 Disaster Risk Reduction and Management Act (2010)*
	National Disaster Risk Reduction and Management Framework
	National Disaster Risk Reduction and Management Plan 2011–2028[158]
	National Disaster Response Plan for Hydro-meteorological Disaster (as of June 2014)
Disaster levels	No unified categorisation, only declaration of state of calamity[159]
Definition of disaster	'A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources.'[160]
Actors involved in disaster response	National/Regional/Local Disaster Risk Reduction and Management Councils
	Office of Civil Defense
	Department of Social Welfare and Development (DSWD)
	Department of National Defense
	Armed Forces of the Philippines (AFP)
	Philippines National Police (PNP)
	Philippines National Red Cross
	Private sector
	Non-government organisations and civil society organisations, including religious groups
Primary contact for international assistance requests	The Department of Foreign Affairs—requests for international assistance and issues flight clearances
	National Disaster Risk Reduction and Management Council—coordination and information hub for all transactions between and among donors and recipients[161]

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158 According to the Plan, this documents is aligned with other national plans such as the *Philippine Development Plan 2011–2016, National Climate Change Action Plan* and the *National Security Policy.* Other related documents include *Executive Order No. 888 Strategic National Action Plan on Disaster Risk Reduction 2009–2019.*

159 *Section 16, Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121.*

160 *Section 3, paragraph (h), Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121.* Note, there is a different definition of 'emergency': 'unforeseen or sudden occurrence, especially danger, demanding immediate action' accompanied by 'emergency management', *Section 3 Paragraphs (r) and (s).* It also defines 'complex emergency' as 'a form of human-induced emergency in which the cause of the emergency as well as the assistance to the afflicted is complicated by intense level of political considerations', *Section 3 Paragraph (f).*

161 According to the *National Disaster Response Plan for Hydro-Meteorological Disasters*, June 2014, Diagram 1, and Chapter 2, p. 10.

Sources of information in times of disasters	Government of Philippines Crisis Response Portal
	http://www.gov.ph/crisis-response/
	Government of Philippines Social Media Directory
	http://www.gov.ph/crisis-response/socmeddirectory/
	Philippine Institute of Volcanology and Seismology
	http://www.phivolcs.dost.gov.ph
	Nationwide Operational Assessment of Hazards (Project NOAH)
	http://noah.dost.gov.ph
	PAGASA—Flood forecasting and warning section
	http://www.pagasa.dost.gov.ph/index.php/rainfall-warning

REFERENCES

Legal documents and plans

Executive Order No. 112 Series of 1999 Re-directing the Functions and Operations of the Department of National Defense

Executive Order No. 888 Strategic National Action Plan on Disaster Risk Reduction 2009–2019

Local Government Code of 1991 (RA 7160)

Military Bases Agreement and the Military Assistance Agreement (March 1947)

National Climate Change Action Plan 2011–2038

National Disaster Response Plan for Hydro-Meteorological Disaster 2014

National Disaster Risk Reduction and Management Plan 2011–2028

National Police Reform and Reorganisation Act (1998)

National Security Policy 2011–2016

Philippine Development Plan 2011–2016

Philippine Disaster Risk Reduction and Management Act of 2010/Republic Act 10121

Articles and reports

Asian Disaster Reduction Centre, *Philippines Country Report*, 2012.

Ortega, Ameerha P, *Philippines Country Report 2014*, Asian Disaster Reduction Centre, 2014.

United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), *Business Brief: Response to Typhoon Haiyan*, 19 November 2013.

United Nations Office for Disaster Risk Reduction (UNISDR), *Country Assessment Report for the Philippines: Strengthening of Hydro-meteorological Services in Southeast Asia*, 2013.

ACRONYMS

AFP	Armed Forces of the Philippines
ACDV	Accredited Community Disaster Volunteers
AFPDRTF	Armed Forces of the Philippines Disaster Response Task Force
DILG	Department of the Interior and Local Government
DND	Department of National Defense
DOST	Department of Science and Technology
DSWD	Department of Social Welfare and Development
MDM	Management of the Dead and the Missing
MNCC	Multinational Coordination Centre
NDRP	National Disaster Response Plan
NDRRMOC	National Disaster Risk Reduction and Management Operations Centre
NEDA	National Economic and Development Authority
NFI	Non-food Item
OCD	Office of Civil Defense
PNP	Philippine National Police
SOP	Standard Operating Procedure
SRR	Search Rescue and Retrieval
WASH	Water, Sanitation and Hygiene

4. Malaysia

Practical considerations for civil-military-police coordination in disaster response in Malaysia

Legal foundation

1. The national legal basis regulating disaster management in Malaysia is found within the *National Security Council Directive No. 20.* However, this is a high-level directive and there are a number of laws, directives and standard operating procedures that may be specific to different types of disasters.

2. There are gaps in the legislation in key areas such as contingency planning, disaster risk reduction and rapid mobilisation of resources.

Civil-military-police coordination

3. The National Security Council is the primary body responsible for coordination, decision making and policy.

4. The police and fire brigade take a prominent role in the coordination and operationalisation of a disaster response.

Entry points

5. Requests for international assistance are issued by the prime minister on advice from the National Security Council. Bilateral assistance is channelled through the Ministry of Foreign Affairs.

Other considerations

6. There is little legal or policy guidance in relation to requests for and delivery of international assistance. International actors should be guided by advice from the National Security Council and be mindful to respond only to the needs and funding requirements specified as unmet.

7. Decision making and coordination processes do not generally include international actors. As a result, international actors will likely need to develop informal coordination mechanisms with state actors to ensure effective exchange of information, knowledge transfer and sharing of assessments. This may take more time than would be the case if international actors were included in formal mechanisms.

8. The military does not have a clear mandate in disaster response and is normally engaged only in support roles. This may have an impact on the military's levels of training and preparedness to engage with the response activities, or to coordinate with other national and international actors.

Historical context for civil-military-police coordination

History provides important context to the current roles and responsibilities of civilian, military and police actors in disaster response. The influence of British colonial rule in Malaysia resulted in a limited role for the Malaysian Armed Forces in internal security and public order, including disaster response.[162] In direct contrast, the Royal Malaysia Police was established significantly earlier[163] than the military, and over time accumulated increased capacity and resources.[164] As such, the Royal Malaysian Police is the key agency supporting government authorities in disaster response.

1870   **The Malaysian Police Force was established by British colonial rule**
- The British established the police force much earlier than the military to serve functions within the apparatus of colonial rule
- The police were given a major role in internal security and public order and accumulated significant power under colonial rule

1933   **The Malay Regiment Experimental Company were established as a military force**
- The Malay Regiment was made subordinate to the police force and the British military
- The military mandate was influenced by the British military tradition and ethos of non-intervention

1957   **Federal Constitution of Malaysia**
- The Malaysian Armed Forces are outlined as part of the public service and under the authority of civilian power

1960   **Internal Security Act (Act No.18)**
The Royal Malaysian Police (Polis Diraya Malaysia, PDRM) is given significant mandate and capacity to fulfil and internal security role

Today
- The Royal Malaysian Police (Polis Diraya Malaysia, PDRM) is the key agency supporting the government authorities in the planning, mitigation and response to disaster events
- The Malaysian Armed Forces have a primary mandate of external security and, as a secondary focus, may provide support to the Royal Malaysian Police Force in maintaining internal security

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162 *Part X, Art 132, Constitution of the Federation of Malaysia 31 August 1957*; KS Nathand and G Govindasamy, 'Malaysia: A Congruence of Interest' in M Alagappa (ed), *Coercion and Governance: The Declining Political Role of the Military in Asia*, Stanford University Press, 2001, p. 264.

163 The Malaysian police force was established in 1870; Mark Beeson and Alex Bellamy, 'Securing Southeast Asia: The Politics of Security Sector Reform', *Security in Asia Pacific Series*, Routledge, 2008, p. 90.

164 Mark Beeson and Alex Bellamy, 'Securing Southeast Asia: The Politics of Security Sector Reform', *Security in Asia Pacific Series*, Routledge, 2008, p. 89.

COUNTRY DISASTER RISK PROFILE

Malaysia has limited vulnerability to natural disasters. Located just outside the Pacific 'Rim of Fire', it is generally free from severe natural disasters such as earthquakes, volcanic eruptions and typhoons that regularly affect neighbouring countries. Malaysia does experience other disasters, however, including two significant periods of drought in the past, floods, human-induced disasters, landslides and severe haze.

The most significant hazard, in terms of frequency and number of people affected, is monsoonal flooding. Malaysia has two monsoonal seasons, the south-west monsoon and north-east monsoon. Associated flooding affects approximately 4.82 million people each year.[165] From 1900 to 2013, floods comprised nine out of the top 10 disasters ranked by number of people affected in Malaysia.[166] The eastern region of the country has been categorised as most at risk of flooding,[167] where floods are reported on a yearly basis. In recent decades, Malaysia has seen an increased frequency of flash floods, especially in urban areas, caused by rapid development, unplanned urbanisation, climate change and environmental degradation.[168]

Top five natural disasters in Malaysia, in terms of people affected, from 1970–2015
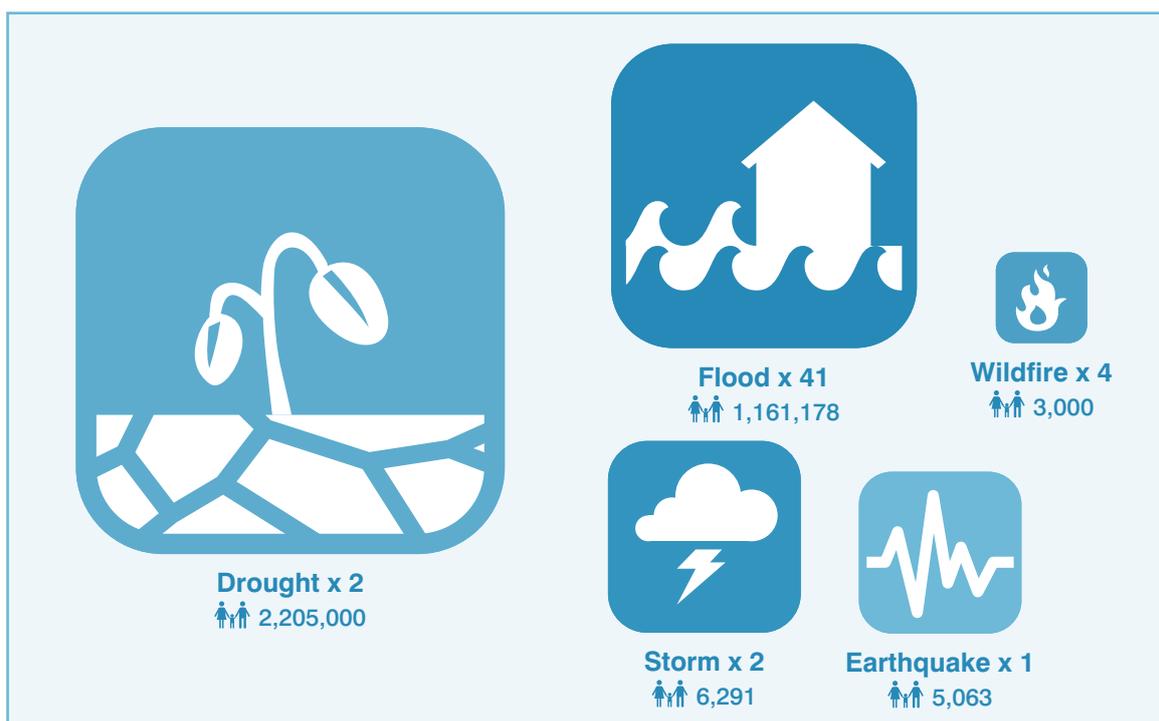
Drought x 2
2,205,000

Flood x 41
1,161,178

Wildfire x 4
3,000

Storm x 2
6,291

Earthquake x 1
5,063

Source: EM–DAT: The OFDA/CRED International Disaster Database, Philippines Natural Disasters 1970–2015

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[165] Asian Disaster Reduction Centre, *Country Report of Malaysia*, 2011, p. 2.

[166] EM-DAT, The International Disaster Database, Malaysia Country Profile, Centre for Research on the Epidemiology of Disasters (CRED), available at http://www.emdat.be/result-country-profile

[167] EM-DAT, The International Disaster Database, Flood Hazard Deciles, Centre for Research on the Epidemiology of Disasters (CRED, available at http://www.emdat.be/result-country-profile

[168] Asian Disaster Reduction Centre, *Country Report of Malaysia*, 2011, p. 2.

LEGAL AND POLICY FRAMEWORK FOR DISASTER MANAGEMENT

The primary policy framework for disaster management in Malaysia is the 1997 *National Security Council Directive No. 20 Policy and Mechanism of National Disaster Management and Relief* (NSC Directive No. 20). This constitutes a high-level standard operating procedure to guide the work of the National Security Council (NSC) as the national disaster management agency of Malaysia. The NSC Directive No. 20 establishes a decentralised mechanism for coordinated response to disasters in accordance with the scale of the disaster. It was last reviewed in 2012 to incorporate amendments from more recent experience, and elements of preparedness and prevention.[169]

LEVELS OF DISASTER MANAGEMENT

NSC Directive No. 20 establishes three levels of disaster management and responsibility based on three types of disaster incidents:

- **Level 1** is a local incident that can be handled by the District Level Authority. The District Police Officer Chief and District Fire Brigade Chief become, respectively, the commander and deputy commander of the disaster relief operation. The District Officer mobilises the District Disaster Management Committee that assesses response needs and possible escalation to state level.

- **Level 2** is an incident affecting two or more districts, with potential for spreading and greater damage and with challenges for search and rescue. The State Level Authority becomes responsible. The State Police Chief and the Director of State Fire Brigade become, respectively, the commander and deputy commander of the disaster relief operation. The State Secretary mobilises the State Disaster Management Committee that assesses response needs and possible escalation to the national level.

- **Level 3** is a complex incident affecting two or more states falling under the responsibility of the Central Authority. The Director of Internal Security and Public Order of the Royal Malaysian Police (*Polis Diraya Malaysia*, PDRM) and the Deputy Chief Director of Operations of the Fire and Rescue Department become, respectively, the commander and deputy commander of the disaster relief operation. A minister appointed by the prime minister heads the Central Disaster Management Committee. At this level, the relevant authorities can make a decision about the need for international support.

The National Security Council is represented within the disaster management committees at all levels and remains in charge of coordination.

A range of complementary legislation, directives and standard operating procedures further guide the work of the NSC, and outline mechanisms to respond to specific disaster events such as flooding or fire. This framework of guiding documentation has been developed in response to a range of internal and smaller or medium-scale disasters, rather than from regional initiatives or larger disaster events.[170]

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[169] Malaysia is reviewing its disaster management system, including its legal framework. It is possible that a new legal and policy framework, or significant changes to the existing system, will be developed in the near future.

[170] See Appendix 1.

There is no overarching legal framework for these guiding documents. There are gaps in policy and guidance in relation to key areas, such as contingency planning, disaster risk reduction and rapid mobilisation of resources. In addition, the inclusion of climate change policy into planning and reconstruction work is still in progress.

Key messages

- NSC Directive No. 20 is the key framework guiding disaster response and coordination.
- Additional legislation, directives and standard operating procedures may apply to specific types of disaster response.

INTERNATIONAL ASSISTANCE

In the event that a large-scale disaster exceeds Malaysia's national capacity to respond, the prime minister, on advice from the National Security Council, may issue a request for international assistance. This request would primarily target ASEAN countries or countries with which Malaysia has an existing Memorandum of Understanding or agreement. Such a request would be subject to a specification of particular unmet needs and required resources. Malaysia will always welcome in-kind assistance and donations before accepting other types of assistance.[171]

The NSC Directive No. 20 is not prescriptive in outlining policy and process for the acceptance, processing and coordination of international assistance. However, Malaysia's attitude to international assistance is strongly tied to principles of sovereignty and non-interference. The ability to be self-sufficient is a priority, alongside ensuring any international assistance does not become a burden to the host country.

ROLES AND RESPONSIBILITIES

The **National Security Council or Majlis Keselamatan Negara (NSC)** is the National Agency for Disaster Management. It sits directly under the Department of Prime Minister and is headed by a secretary appointed by the prime minister. The main function of the NSC is to coordinate responses to disaster and crisis situations. It is composed of military, police and civilian personnel (from the Ministry of Immigration, Customs, Public Works and Department of Meteorology).[172] The NSC acts as the secretariat for the disaster management and relief committees at the central, state and district levels and has responsibility for the activation of the Special Malaysia Disaster Assistance and Rescue Teams (SMART). These teams are attached to the Fire and Rescue Department and comprise officers

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171   Interview 31.

172   Interview 31.

from the police, military and Fire and Rescue Department. In future, Malaysia would like to have these teams certified to International Search and Rescue Advisory Group (INSARAG) standards.[173]

The **Disaster Management and Relief Committees** are established as the decision-making bodies at the central, state and district levels in the event of a disaster. They are mandated to meet at least twice a year, unless there are warnings of an impending disaster, in which case they will meet more often.[174] The Director of State or District National Security Division (under the NSC) acts as the secretariat and coordinator with power to mobilise resources.[175] The committees comprise mainly government agencies and do not include non-government responders.

The **Royal Malaysian Police (Polis Diraja Malaysia, PDRM)** takes a lead coordination and operational role in the event of a disaster. The relevant chief of police (district, state, central) becomes the commander of the response operation and establishes the Control Post on Scene (*Pos Kawalan Tempat Kejadian*, PKTK). Responsibilities include: setting up a communications network; search and rescue activities; coordinating involvement of other agencies in the overall response; and enforcing the location of agencies within the government's red, yellow and green zones, supported by the Malaysian People Voluntary Alliance (RELA).

The **Fire and Rescue Department** supports the police for coordination and operations. The relevant fire brigade chief (district, state, central) becomes the deputy commander of the response operation. This position also becomes the 'forward commander' in charge of identifying and putting together skilled teams and setting up a schedule and roster system.[176] Together the two positions are the main operating mechanism under the authority of the relevant committee.

Zones of disaster response

The NSC Directive No. 20 also establishes a zoning system to respond to a disaster. This system divides the area into the Red Zone, the Yellow Zone and the Green Zone.

The **Red Zone** is situated within the area of the disaster where the bulk of search and rescue activities take place. Only units dedicated to search and rescue and specialised units are allowed to enter the Red Zone.

The **Yellow Zone** surrounds the Red Zone and houses the On-Scene Command Centre, and relevant agencies providing support to the search and rescue teams in the Red Zone, including police, Fire and Rescue Department, Special Malaysia Disaster Assistance and Rescue Team (SMART), military, Civil Defence and other security-related agencies.

The **Green Zone** accommodates all other agencies and activities such as coordination with media, centres for counselling and families of affected people, food store and the morgue.[177]

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[173] Interview 31.

[174] Interview 31.

[175] Interview 31.

[176] Interview 31.

[177] All as per paragraph 25, sections 1–5 of the *National Security Council Directive No. 20 (NSC No. 20): The Policy and Mechanism for National Disaster and Relief Management 1997.*

The **Malaysian Armed Forces or Angkatan Tentera Malaysia**, is a support agency to the main rescue agencies, and in particular the police and the Fire and Rescue Department. NCS Directive No. 20 does not articulate a specific mandate for the military in disaster management and its role appears to be more in support or response operations as needed.[178]

The **Malaysian People Voluntary Alliance (RELA)** is a paramilitary organisation under the Home Affairs Ministry that was established in 1972 to support the preservation and maintenance of national peace and security.[179] There are approximately 500,000 RELA volunteers that are fully uniformed and armed. They can be activated to support disaster response operations and specifically may be involved in search and rescue.[180]

National relief and recovery agencies, as listed in NSC Directive No. 20, have the responsibility to develop their own emergency response plans in accordance with the Directive and the relevant SOPs. Relief and recovery agencies included in NSC Directive No. 20 are the Civil Defence Department, the Social Welfare Department, the Public Works Department, RELA, Malaysian Red Crescent Society, St John Ambulance, the Malaysia Electrical Power Agency, the Malaysia National Telecommunication Agency and 'other agencies and voluntary groups'. [181]

The **United Nations and other international agencies** play a limited role in disaster response in Malaysia. Unlike many other countries in the region, the international community's footprint is relatively small. There are no international non-government organisations with operations in Malaysia.[182] The United Nation's presence consists of the United Nations Development Programme (UNDP), as part of its program in Singapore and Brunei Darussalam, United Nations Children's Fund (UNICEF), United Nations High Commissioner for Refugees (UNHCR), World Health Organization (WHO), United Nations Population Fund (UNFPA) and World Food Programme (WFP), and their operations are in support of, or complement, the Government's development plans.[183]

Decision making and coordination processes do not generally include international actors. International actors will likely need to develop informal coordination mechanisms with state actors to ensure effective exchange of information, knowledge transfer and sharing of assessments.

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[178]   Interviews 30 and 31.

[179]   *Emergency Act 1964* and *Essential Rules Amendment 2005*.

[180]   Interview 31.

[181]   *National Security Council Directive No. 20 (NSC No. 20): The Policy and Mechanism for National Disaster and Relief Management 1997.*

[182]   World Vision is the only international non-government organisation known to have some rural programs focused on development.

[183]   United Nations Development Programme (UNDP) Malaysia, available at http://www.my.undp.org.

Key messages

- The National Security Council (NSC) is the main body responsible for coordinating the response and has the power to mobilise resources at the district, state or national level.

- The Disaster Management and Relief Committees are the decision-making bodies composed of relevant government agency representatives and commanded by the police and Fire and Rescue Department respectively.

- The police is the key agency supporting the government authorities in the planning, mitigation and response to disaster events.

- The international community presence and role in a disaster response is likely to be limited.

Summary of key information for disaster response in Malaysia

The following table provides key information to assist with effective civil-military-police coordination in the event of a disaster.

Government administration	Federal (East and West Regions)
	State/Territories
	Divisions (in Sarawak and Sabah)
	Districts (Daerah)
	Sub-district (Mukim)
Disaster management committees	Central Disaster Management Committee *(Jawatankuasa Pengurusan Bencana Pusat, JPBBP)*
	State Disaster Management Committee *(Jawatankuasa Pengurusan Bencana Negeri, JPBBN)*
	District Disaster Management Committee *(Jawatankuasa Pengurusan Bencana Daerah, JPBBD)*
Key disaster management documents	*National Security Council Directive No. 20: The Policy and Mechanism for National Disaster and Relief Management 1997* (revised in 2012)
Disaster levels	Level I—Local / District level
	Level II—State level (two districts or more)
	Level III—Central level (two states or more)

Definition of disaster	'An incident which occurs in a sudden manner and is complex in its nature and that causes losses of lives, damages to property or natural environment and bring a deep effect to local activities.'[184]
Actors involved in disaster response	National Security Council (*Majlis Keselamatan Negara*) Disaster Management Committees (National, State and District) Royal Malaysian Police (*Polis Diraja Malaysia, PDRM*) Fire and Rescue Department (*Jabatan Bomba Dan Penyelamat Malaysia, JBPM*) Malaysian Armed Forces (*Angkatan Tentera Malaysia*) Special Malaysia Disaster Assistance and Rescue Team (*SMART*) Malaysian People Voluntary Alliance (*Ikatan Relawan Rakyat Malaysia, RELA*) Civil Defence Department (*Jabatan Pertahanan Awam Malaysia, JPAM*) Social Welfare Department Malaysian Red Crescent Society Private sector Non-government organisations and civil society organisations, including religious groups
Primary Contact for international assistance requests	Ministry of Foreign Affairs for government to government National Security Council is the main coordination body and point of contact once in the country
Sources of information in times of disasters	Government of Malaysia Disaster Portal http://portalbencana.mkn.gov.my Informasi Bencana Malaysia (phone app) Government agencies Facebook and Twitter accounts (Civil Defence Department and Malaysian Meteorological Department that issues weather warnings[185])

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[184] *National Security Council Directive No. 20 (NSC No. 20): The Policy and Mechanism for National Disaster and Relief Management 1997.*

[185] See criteria available at http://www.met.gov.my/index.php?option=com_content&task=view&id=739&Itemid=1129&lang=malay

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ACRONYMS

AHA Centre	ASEAN Humanitarian Coordinating Centre for Humanitarian Assistance
APEC	Asia-Pacific Economic Cooperation
ARF	ASEAN Regional Forum (ARF)
ASEAN	Association of Southeast Asian Nations
INGO	International Non-Government Organisation
INSARAG	International Search and Rescue Advisory Group
JBPM	Fire and Rescue Department
JPAM	*Jabatan Pertahanan Awam Malaysia*, Civil Defence Department
JPBD	*Jawatankuasa Pengurusan Bencana Daerah*, District Disaster Management Committee
JPBN	*Jawatankuasa Pengurusan Bencana Negeri*, State Disaster Management Committee
JPBP	*Jawatankuasa Pengurusan Bencana Pusat*, Central Disaster Management Committee
MKN/NSC	*Majlis Keselamatan Negara*, National Security Council
PBSM	Malaysian Red Crescent Society
PDRM	*Polis Diraja Malaysia*, Royal Malaysian Police
PKTK	*Pos Kawalan Tempat Kejadian*, Control Post on Scene
RELA	Malaysian People Voluntary Alliance
SMART	Special Malaysia Assistance and Rescue Team
SOP	Standard Operation Procedure
UN OCHA ROAP	United Nations Office for the Coordination of Humanitarian Affairs Regional Office for Asia and the Pacific

5. Regional guidance

Practical considerations for civil-military-police coordination in disaster response in South-East Asia

The following key points provide practical considerations for international actors engaging in a disaster response in the region. They are based on research findings and serve to guide civil-military-police coordination, rather than being prescriptive.

1. Military and police actors are often first responders and play an important role in disaster response.

2. The sovereignty of the affected state is paramount and consent of the affected state needs to be granted before disaster assistance is provided.

3. International actors need to engage and establish relations with the affected state through its National Disaster Management Office. They also need to become familiar with national disaster management plans, including established procedures for the receipt and use of foreign military assets.

4. The ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre, Jakarta, Indonesia) is the key intergovernmental regional body mandated to address disaster management in South-East Asia and maintains a close relationship with UN OCHA Regional Office for the Pacific (UN OCHA ROAP, Bangkok, Thailand).

5. The ASEAN community has developed a regional legal and policy framework to increase cooperation and effective responses in times of disaster. Key documents and guidance include:

   - ASEAN Agreement on Disaster Management and Emergency Response (AADMER)
   - Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP)
   - Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations (APC-MADRO).

6. These regional frameworks are complemented by a range of international legal mechanisms and guidance tools that also articulate key principles for civil-military coordination in disaster preparedness and disaster response in the region.

7. Each response is different. It is important to understand the legal and policy framework of the particular operating context and how the National Disaster Management Office is managing the overall coordination efforts.

SOUTH-EAST ASIAN REGIONAL CONTEXT

Historical factors have played an important role in the way civil-military-police coordination in disaster response is managed in the South-East Asia region. Of particular significance, the 2004 Indian Ocean tsunami was a catalyst for reform of the regional disaster management and relief structures that exist today.[186]

This humanitarian reform process aimed to improve the effectiveness of humanitarian response through greater predictability, accountability, responsibility and partnership. The cluster approach, a key coordination aspect of the reform, has been widely used in disaster response in the South-East Asian region and often provides an additional mechanism through which military actors can coordinate with the humanitarian community.

Disaster management in the South-East Asian region is defined by three key principles:

1. Respect for the principle of sovereignty.

2. Primacy of the affected state and its responsibility for providing assistance to affected populations (initiation, organisation, coordination and implementation).

3. The fact that international assistance needs to be provided with the consent of the affected state.

LEGAL AND POLICY FRAMEWORK

The **international legal and policy framework** provides a governing structure for disaster management and the provision of assistance and is composed of the following:

▪ General Assembly Resolution 46/182, 1991 provides a framework for humanitarian assistance and a set of guiding principles, including the humanitarian principles of humanity, neutrality and impartiality

▪ General Assembly Resolution 58/114, 2004 provides the humanitarian principle of operational independence Guiding Principles on Internal Displacement (1998)

▪ Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (2007).

The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) is the key regional framework for disaster management in South-East Asia. This is a legally binding framework for cooperation signed in 2005 by all 10 ASEAN member states with the objective of increasing community resilience. The agreement has subsequently been ratified by all 10 member states and entered into force in 2009. It affirms ASEAN's commitment to integrating disaster risk reduction in the regional approach to disaster management and the Hyogo Framework of Action (HFA). It serves as the foundation for disaster management initiatives in the region, including the establishment of the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre).

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[186] The reform began in 2005 led by the Inter-Agency Standing Committee (IASC).

The ASEAN Committee on Disaster Management (ACDM), which is comprised of the heads of the National Disaster Management Offices from across the region, coordinates the AADMER. Intended to support and complement national capacities, the agreement allows for collective program development but implementation remains the responsibility of member states. It also sets out a framework for regional and international cooperation on disaster response. Sitting above the ACDM is the Conference of Parties (COP), which includes the ministers or secretaries in charge of disaster management and disaster risk reduction. Their task is to review and evaluate the implementation of the agreement.

Civil-military coordination is specifically addressed in the AADMER, highlighting the need for coordination during the preparedness phase as well as during the response itself. Assisting states in the South-East Asia region will likely commit military assets on a bilateral basis; however, every effort should be made to establish multilateral coordination. Military-to-military assistance is generally requested through the national authority for defence in cooperation with the relevant foreign affairs ministry and National Disaster Management Office.

Non-binding guidance applicable to natural disasters

- Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines)

- Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations (APC-MADRO)

- General Assembly Resolution 46/182, 1991 on humanitarian principles of humanity, neutrality and impartiality

- General Assembly Resolution 58/114, 2004 on humanitarian principle of operational independence

- Guiding Principles on Internal Displacement (1998)

- Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (2007)

The **Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines)** and **Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations (APC-MADRO)** establish the framework for the effective and efficient use of foreign military assets in international disaster response operations in South-East Asia and the Asia-Pacific as a whole. While a significant number of member states endorse their use, these guidelines are voluntary in nature and not binding. They state that the use of foreign military assets should be needs driven, complementary to, and coherent with humanitarian aid operations. Principles include: the respect for the sovereignty, territorial integrity, culture and sensitivities of the affected state; reference to the core humanitarian principles of humanity, neutrality impartiality and independence as well as the principle of 'Do No Harm'; the need to abide by the domestic laws of the affected state and applicable international law, or as agreed in a Status of Forces Agreement (SOFA).

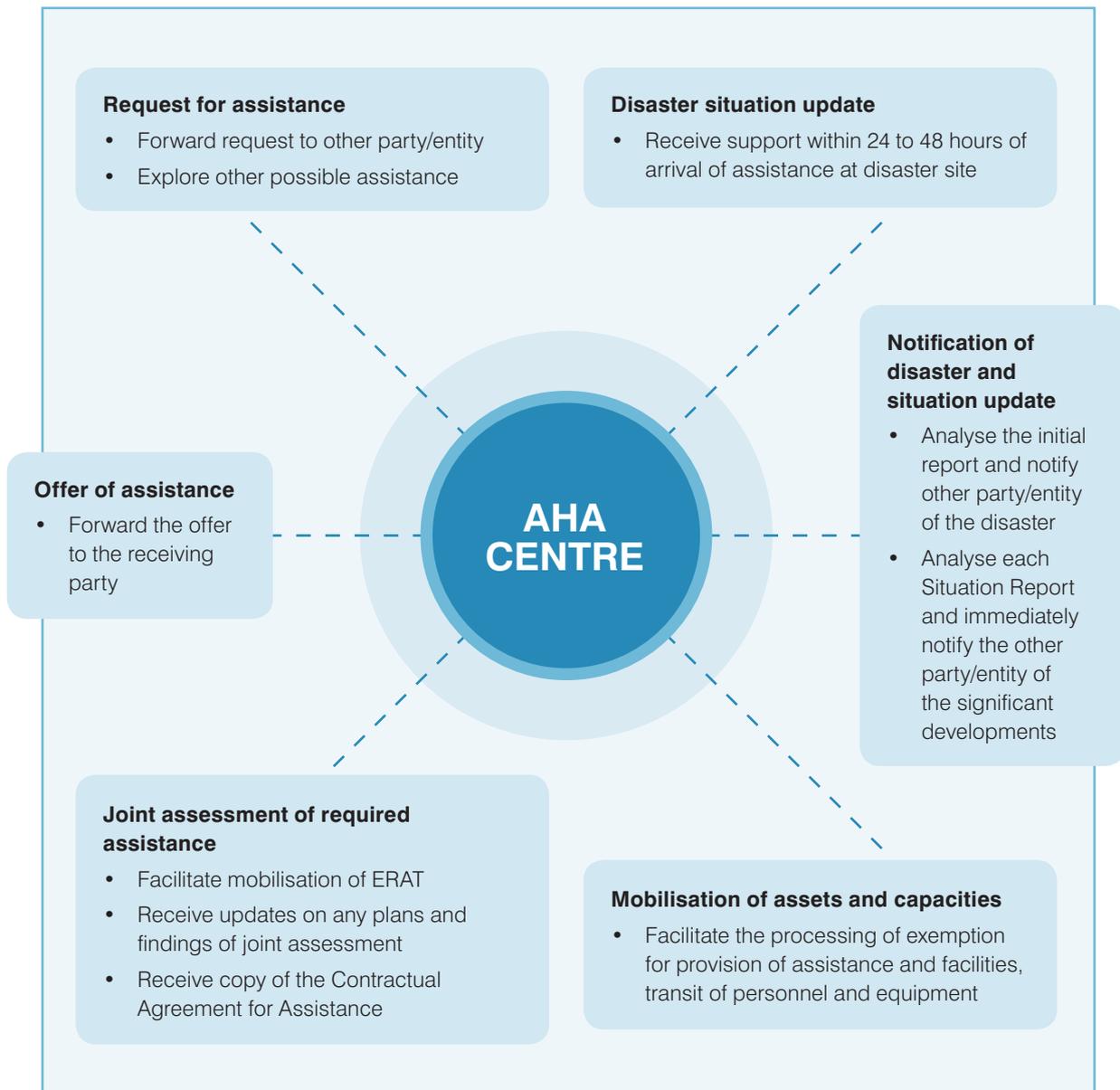> **Regional Humanitarian Civil-Military Coordination Workshop**
>
> In an attempt to continue the momentum of APC-MADRO and increase coordination between civil and military responders, UN OCHA hosted a Regional Humanitarian Civil-Military Coordination Workshop in October 2014 in Bangkok.[187] One of the key outcomes of this workshop was the recommendation to create a multi-stakeholder Regional Consultative Group (RCG) on Humanitarian Civil-Military Coordination for Asia and the Pacific. The RCG will act as a regional forum that brings together the humanitarian, civilian and military actors involved in disaster preparedness planning and disaster response, including aspects related to the field of civil-military coordination and the use of foreign military assets.

SOUTH-EAST ASIAN DISASTER MANAGEMENT STRUCTURES

The **ASEAN Coordination Centre for Humanitarian Assistance on Disaster Management (AHA Centre)** is the key intergovernmental regional body mandated to address disaster management in South-East Asia. The AHA Centre was formally established in November 2011 and is the operational engine of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER). Its responsibilities include risk identification and monitoring, standby capability, emergency response, and cooperation and collaboration with ASEAN member states, the United Nations and other international organisations. Contributing ASEAN member states are encouraged to coordinate their emergency assistance through the AHA Centre, including military contributions. The Emergency Response and Assessment Team (ERAT) is one of the Centre's tools and comprises experienced disaster emergency assessment personnel from ASEAN member states. ASEAN-ERAT is intended to conduct rapid assessments in coordination with local authorities.

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[187] According to the event's concept note, the initiative was put to participants of the ASEAN-US Informal Defence Forum held in April 2014 in Hawaii and was met with broad agreement. See United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), Concept Note: Integrated Civil-military Regional Response Planning for Large-Scale International Disaster Relief Assistance, October 2014.

AHA Centre functions under SASOP

Request for assistance
- Forward request to other party/entity
- Explore other possible assistance

Disaster situation update
- Receive support within 24 to 48 hours of arrival of assistance at disaster site

Offer of assistance
- Forward the offer to the receiving party

AHA CENTRE

Notification of disaster and situation update
- Analyse the initial report and notify other party/entity of the disaster
- Analyse each Situation Report and immediately notify the other party/entity of the significant developments

Joint assessment of required assistance
- Facilitate mobilisation of ERAT
- Receive updates on any plans and findings of joint assessment
- Receive copy of the Contractual Agreement for Assistance

Mobilisation of assets and capacities
- Facilitate the processing of exemption for provision of assistance and facilities, transit of personnel and equipment

The **Standard Operating Procedure For Regional Standby Arrangements And Coordination of Joint Disaster Relief And Emergency Response Operations (SASOP)** was also developed to support the operationalisation of the AADMER. The SASOP aims to centralise information about assets, stockpiles and capacities of ASEAN member states, including military assets. This information can be sensitive and it is an ongoing challenge to secure a clear picture of regional capabilities. The SASOP recommends that military involvement in disasters be considered as part of a 'whole of government approach response'. The SASOP also provides a channel through which assistance is requested and accepted by ASEAN member states.

The region also has a number of intergovernmental and non-governmental organisations, bodies and forums that play a role in disaster management including:

Association of South-East Asian Nations (ASEAN)—the ASEAN Secretariat includes a Disaster Management and Humanitarian Assistance Division which provides support to the ASEAN Committee on Disaster Management and the Conference of Parties. Its role encompasses coordination with other relevant international bodies, administration of the ASEAN Disaster Management and Emergency Relief Fund, and monitoring the AADMER's Work Programme.

ASEAN Committee on Disaster Management (ACDM) consists of heads of national agencies responsible for disaster management of ASEAN member countries. The ACDM has overall responsibility for coordinating and implementing the regional activities. The ACDM oversees the operational implementation of AADMER under the Conference of Parties. It meets at least once a year. The ACDM organises the annual ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX) in cooperation with the AHA Centre.

ASEAN Regional Forum (ARF) is a consultative forum on matters of security and security cooperation in the Asia Pacific. Current participants include: Australia, Bangladesh, Brunei Darussalam, Cambodia, Canada, China, Democratic People's Republic of Korea, European Union, India, Indonesia, Japan, Lao PDR, Malaysia, Mongolia, Myanmar, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Russia, Singapore, Sri Lanka, Thailand, Timor-Leste, United States, and Vietnam. It holds the ARF DiREx (Disaster Relief Exercise) on a bi-annual basis. Key documents include the ARF Strategic Guidance on HADR, and the ARF Work Plan on Disaster Relief 2012–2014.

The **ASEAN Defence Ministers Meeting (ADMM and ADMM Plus)** is a consultative and cooperative mechanism focusing on defence and security matters. HADR has been a key area of work that has served to build trust and promote coordination. Some of the activities it has conducted include the ASEAN Defence Establishments and Civil-Society Organisations Cooperation in Non-Traditional Security concept paper and a table-top exercise on HADR. The ADDM Plus incorporates eight dialogue partners (Australia, China, India, Japan, New Zealand, ROK, Russian Federation, United States). They conduct exercises and activities on HADR, military medicine, counterterrorism and maritime security.

AADMER Partnership Group (APG) is a consortium of civil society organisations that was established to assist in the implementation of the AADMER. The members of the consortium are: ChildFund International, HelpAge International, Mercy Malaysia, Oxfam, Plan International, Save the Children International, and World Vision International.

OTHER KEY ACTORS

There are a number of other actors are involved in broader civil-military-police coordination in the Asian context, either operating during large natural disaster response or developing research, policy and guidance. These include:

- **Australian Civil-Military Centre (ACMC)**—The ACMC is positioned within the Australian Department of Defence, and is a multiagency, whole-of-government body with a focus on research, lessons learned, preparedness and education. With secondees from various departments, the ACMC also hosts a civil-society representative.

- **United States Pacific Command (USPACOM)**—With the Obama administration's 'pivot' towards Asia there has been an increased focus on stationing United States military personnel in the region and involvement in disaster response. With massive financial resources and military assets (around 360,000 military and civilian personnel deployed throughout the region), United States engagement is increasing and its involvement in disaster relief is likely to also increase. USPACOM's area of responsibility stretches from the western United States coast to the western border of India.

- **US Marine Corps Forces Pacific (MARFORPAC**) is the Marine component of USPACOM, comprising approximately of 86,000 marines and sailors. In some instances, members of the Marine Corps or small contingents might participate in HADR activities in the region.

- **USPACOM Multinational Planning Augmentation Team (MPAT)** is a regional alliance that includes military planners from 31 'nations with interests in the Asia-Pacific region capable of rapidly augmenting a multinational force headquarters'. It focuses on Military Operations Other Than War (which includes natural disasters) and small-scale contingencies. It aims to enhance the capacity of existing teams. MPAT often organises events on HADR and its Multination Force Standing Operating Procedures (MNF SOP) have an HADR component that has been put together with the technical support of UN OCHA.

- **International Council of Voluntary Agencies (ICVA)** introduced an Asia hub in July 2013 based in Bangkok. Its relevant areas of work include civil-military coordination.

- **InterAction** is an alliance of United States private voluntary organisations and partners identified as associate members, many of which operate in countries in the South-East Asia region. Civil-military coordination forms part of its policy and advocacy work.

- **Centre for Excellence in Disaster Management and Humanitarian Assistance (CfE DMHA)** was established in 1994, and since 2001 reports directly to the United States Pacific Command (USPACOM). The CfE partners with diverse groups including NGO peak bodies, UN agencies, universities and governments to increase international disaster management capacity and share expertise in the areas of humanitarian assistance, disaster management and information sharing.

- The **UN Office for the Coordination of Humanitarian Affairs Regional Office for Asia and the Pacific (OCHA ROAP)** is located in Bangkok, Thailand. OCHA ROAP works with a broad range of country and regional partners on emergency response preparedness and response mechanisms. OCHA ROAP also supports the establishment of specialised coordination mechanisms where required: for instance, to initiate dialogue and interaction between civilian and military actors in humanitarian emergencies.

- **Changi Regional HADR Coordination Centre (RHCC)** is an operational centre based in Singapore which has a focus on supporting a disaster affected state's military in coordinating assistance provided by foreign militaries.

- **Australia-Indonesia Facility for Disaster Reduction (AIFDR)** is a partnership for regional disaster reduction with a focus on scientific solutions and analysis that supports APEC and ASEAN. The four program areas are: risk and vulnerability, training and outreach, research and innovation and partnerships.

- **Asian Disaster Reduction and Response Network (ADRRN)** is a regional network of Asian and international non-government organisations that promotes coordination for effective disaster response.

RELEVANT INTERNATIONAL GUIDANCE, TOOLS AND AGREEMENTS FOR IMPROVING DISASTER MANAGEMENT

1. *Disaster Response in Asia and the Pacific: A Guide to International Tools and Services* (United Nations Office for the Coordination of Humanitarian Affairs 2013)

2. *Disaster Management in the East Asian Summit* (Studdert, M, Greet, N and Park, J, Department of Foreign Affairs and Trade 2011)

3. *Sendai Framework for Disaster Risk Reduction 2015-2030* (United Nations 2015)

4. *Same Space Different Mandates: a civil-military-police guide to stakeholders in international disaster and conflict response* (Australian Civil-Military Centre 2015)

5. *Introduction to the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance* (International Federation of the Red Cross 2011)

6. *Civil-Military-Police Language Guide* (Australian Civil-Military Centre 2015)

7. *ASEAN Regional Forum General Guidelines on Disaster Relief Cooperation* (ASEAN Regional Forum 2007)

8. *ASEAN Regional Forum Strategic Guidance for Humanitarian Assistance and Disaster Response* (ASEAN Regional Forum 2010)

9. *East Asian Summit Statement on Rapid Disaster Response* (East Asian Summit 2014)

10. *The Use of ASEAN Military Assets and Capacities in Humanitarian Assistance and Disaster Relief—Concept Paper* (2009)

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Guiding Principles on Internal Displacement, United Nations, 2004

Oslo Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines), 2006

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ACRONYMS

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACDM	ASEAN Committee on Disaster Management
ACMC	Australian Civil-Military Centre
ADMM	ASEAN Defence Ministers Meeting
ADRRN	Asian Disaster Reduction and Response Network
AHA Centre	ASEAN Humanitarian Coordinating Centre for Humanitarian Assistance
AIFDR	Australia-Indonesia Facility for Disaster Reduction
APC-MADRO	Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations
APG	AADMER Partnership Group
ARF	ASEAN Regional Forum
ASEAN	Association of South-East Asian Nations
CfE DMHA	Centre for Excellence in Disaster Management and Humanitarian Assistance
COP	Conference of Parties
ERAT	Emergency Response and Assessment Team
HADR	Humanitarian Assistance and Disaster Relief
ICVA	International Council of Voluntary Agencies
MARFORPAC	US Marine Corps Forces Pacific
MNF SOP	Multination Force Standing Operating Procedures
MPAT	USPACOM Multinational Planning Augmentation Team
NDMO	National Disaster Management Organisation
NGO	Non-Government Organisation
RHCC	Changi Regional HADR Coordination Centre
SASOP	Standard Operating Procedure For Regional Standby Arrangements And Coordination of Joint Disaster Relief And Emergency Response Operations
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
USPACOM	US Pacific Command

APPENDIX 1

Other relevant legislation, directives and standard operating procedures (SOPs) guiding the work of the National Security Council (NSC) in Malaysia

1. Directive No. 18 on Terrorism

2. Directive No. 19 on Special Malaysia Disaster Assistance and Rescue Teams (SMART)

3. Directive No. 21 on Public Order

4. Government Standard Operating Procedure (SOP)

5. SOP in Handling Flood Disaster (Volume I)

6. SOP in Handling Industrial Disaster (Volume II)

7. SOP in Handling Forest Fire/Open Burning and Haze (Volume III)

8. SOP in Handling Oil, Gas and Petrochemical Disasters

9. SOP in Handling Earthquake Disaster

10. SOP in Handling Tsunami Disaster

11. SOP in Handling Drought Disaster

12. *Police Act 1967*

13. *Fire Services Act 1988*

14. *Civil Defence Act 1951*

15. SOP on Pandemic/ Endemic Preparedness Plans—MOH

16. *Malaysian Maritime Enforcement Agency Act 2004*

17. *Land Conservation Act 1960*

18. *Environment Quality Act 1974*

19. *Local Government Act 1976*

20. Street, Drainage and Building 1974

21. *Occupational Safety and Health Act 1994*

22. Uniform Building By-Laws 1984

23. Public Order Manual (POMAN)

24. National Contingency Plan for Oil Spill Combat

APPENDIX 2

List of organisations interviewed

Armed Forces of the Philippines (AFP)

ASEAN Coordinating Centre for Humanitarian Assistance Centre (AHA Centre)

Department of Disaster Prevention and Mitigation, Ministry of Interior, Thailand (DDPM)

Department of Foreign Affairs, Philippines

Department of Social Welfare and Development, Philippines (DSWD)

Friend Warning Association, Thailand

Humanitarian Forum Indonesia (HFI)

Indonesia Red Cross (PMI)

Indonesian Armed Forces (*Tentara Nasional Indonesia*, TNI)

International Committee of the Red Cross, Philippines Delegation (ICRC)

International Federation of the Red Cross and Red Crescent Societies (IFRC), South-East Asia Regional Delegation

International Federation of the Red Cross and Red Crescent Societies, Asia-Pacific Zone Office

Mercy Malaysia

Ministry of Defence, Thailand

National Agency for Disaster Management (*Badan Nasional Penanggulangan Bencana*, BNPB), Indonesia

National Security Council, Malaysia

Office of Civil Defense, Philippines

Oxfam Indonesia

Oxfam Philippines

Philippines Red Cross National Society

Save the Children, Philippines

Siam Cement Group, Thailand

Thai Red Cross National Society

UNICEF Indonesia

United Nations Office for the Coordination of Humanitarian Affairs Regional Office for Asia and the Pacific (UN OCHA ROAP)

United Nations Office for the Coordination of Humanitarian Affairs, Indonesia (UN OCHA)

United Nations Office for the Coordination of Humanitarian Affairs, Philippines (UN OCHA)

United Nations Department of Safety and Security (UNDSS)

World Food Programme, Philippines (WFP)

World Food Programme, Indonesia (WFP)