R C G

REGIONAL CONSULTATIVE GROUP

HUMANITARIAN CIVIL-MILITARY COORDINATION FOR ASIA AND THE PACIFIC

HUMANITARIAN CIVIL-MILITARY COORDINATION IN EMERGENCIES:

TOWARDS A PREDICTABLE MODEL

Australian Government
Australian Civil-Military Centre

OCHA

HUMANITARIAN ADVISORY GROUP

FOREWORD

The Regional Consultative Group (RCG) on Humanitarian Civil-Military Coordination for Asia and the Pacific was formed in 2014 to act as a multi-stakeholder, regional forum that brings together humanitarian, civilian and military actors involved in planning for and responding to disasters in the region. The RCG was formed to discuss response preparedness planning, with a focus on the coordination of operational planning between civilian and military actors in priority countries in the region–Bangladesh, Nepal, Indonesia, Myanmar and the Philippines. It also serves to facilitate the exchange of information and innovative ideas to enable well-coordinated and needs-based effective disaster responses, and strengthen linkages with other relevant platforms with an emphasis on the relationship with Regional Organizations and the Global Consultative Group on Humanitarian Civil-Military Coordination.

One of the first recommendations that emerged from the RCG was to develop a common understanding and enhance the predictability of the civil-military coordination mechanisms, and their respective functions, during a response. *Humanitarian Civil-Military Coordination in Disaster Response: Towards a Predictable Model* outlines key civil-military coordination mechanisms and how these are activated during disaster response in line with global and regional frameworks and guidance. With five different country-focused chapters for each of the priority countries, this publication will enhance knowledge and understanding of the unique context for humanitarian civil-military coordination in the Asia region, further strengthening linkages between global, regional and national guidance and structures for civil-military coordination in disaster response.

This publication has been produced in collaboration between the Humanitarian Advisory Group and other key civil-military players in the Asia-Pacific region, namely the Australian Civil-Military Centre (ACMC), and the United Nations Office for the Coordination of Humanitarian Affairs, Regional Office for Asia and the Pacific (ROAP). The publication will be a work in progress, to be regularly updated to ensure that it continues to reflect the operational realities on the ground.

The RCG hopes that this publication will support future deployments of both military and humanitarian actors as we seek to respond to the growing number of disasters in our region.

Ministry of Defence & Singapore Armed Forces
Republic of Singapore
2017 Chair of the RCG

Australian Government
Australian Civil-Military Centre

OCHA

HUMANITARIAN
ADVISORY GROUP

ACKNOWLEDGMENTS

This publication is funded by the Australian Civil-Military Centre (ACMC).

Lead author: Josie Flint

Writing team: Beth Eggleston, Sally Airs Shevach, Alejandro Rosas

Research and editing assistants: Pip Henty, Ayla Black, Emma Jidinger, Kate Sutton

Graphic design: Jean Watson, Jenny Moody

Copy editing: Esther Watson, Campbell Aitken

Cover photo: Civilian and military personnel clear debris in Patan dubar Square which was severely damaged after the major earthquake on 25 April 2015. Photo: think4photop / shutterstock

This publication has been produced as a collaboration between Humanitarian Advisory Group and key civil-military stakeholders in the Asia-Pacific region, namely the Australian Civil-Military Centre (ACMC), and the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), Regional Office for Asia and the Pacific (ROAP).

Humanitarian Advisory Group wishes to thank members of the Regional Consultative Group (RCG), ACMC, the UN OCHA-ROAP, in particular Viviana De Annuntiis, and OCHA field officers for all their support in preparing and reviewing this document.

CONTENTS

INTRODUCTION 6

HUMANITARIAN CIVIL-MILITARY COORDINATION IN ASIA 8

Role Of Regional Actors 9
Regional Agreements 10
International Civilian Capabilities Deployed to Natural Disasters 10
Regional Humanitarian Civil-Military Coordination 12
Humanitarian-Military Operational Coordination Concept 13
Acronyms and Abbreviations 16
References 17

BANGLADESH 19

Disaster Risk Profile 21
Key Policies, Plans and Frameworks for Civil-Military Coordination 23
Key Civilian Responsibilities in Disasters 25
Key Military Responsibilities in Disasters 32
Humanitarian Civil-Military Coordination Mechanisms 35
Case Study: Cyclone Sidr 37
Acronyms and Abbreviations 38
References 40

INDONESIA 41

Disaster Risk Profile 43
Key Policies, Plans and Frameworks for Civil-Military Coordination 45
Key Civilian Responsibilities in Disasters 47
Key Military Responsibilities in Disasters 57
Humanitarian Civil-Military Coordination Mechanisms 59
Case Study: Cyclone Sidr 62
Acronyms and Abbreviations 64
References 65

MYANMAR 67

Disaster Risk Profile 69
Key Policies, Plans and Frameworks for Civil-Military Coordination 71
Key Civilian Responsibilities in Disasters 72
Key Military Responsibilities in Disasters 79
Humanitarian Civil-Military Coordination Mechanisms 81
Case Study: Emergency Operations Center in the 2015 Floods 83
Acronyms and Abbreviations 85
Reference List 86

NEPAL 87

Disaster Risk Profile 89
Key Policies, Plans and Frameworks for Civil-Military Coordination 91
Key Civilian Responsibilities in Disasters 92
Key Military Responsibilities in Disasters 101
Humanitarian Civil-Military Coordination Mechanisms 104
Case Study: Gorkha Earthquake Response 2015 108
Acronyms and Abbreviations 110
References 112

PHILIPPINES 113

Disaster Risk Profile 115
Key Policies, Plans and Frameworks for Civil-Military Coordination 117
Key Civilian Responsibilities in Disasters 119
Key Military Responsibilities in Disasters 128
Humanitarian Civil-Military Coordination Mechanisms 132
Case Study: Gorkha Earthquake Response 2015 135
Acronyms and Abbreviations 136
References 138

INTRODUCTION

This publication is an initiative of the Regional Consultative Group (RCG) on Humanitarian Civil-Military Coordination for Asia and the Pacific. The RCG seeks to not only link the region with the Global Consultative Group on Humanitarian Civil-Military Coordination, but also to provide a learning platform for good practice. This publication focuses on Asia and the five priority countries in this region that are highly vulnerable to large-scale natural disasters: Bangladesh, Indonesia, Myanmar, Nepal, and the Philippines.

The first session of the RCG took place in 2015 in Thailand and discussions focused on enhancing operational response planning between civilian and military actors for major disasters in the five priority countries. A key recommendation that emerged from this RCG first session was to 'enhance predictability and develop a common understanding of the civil-military coordination mechanisms and their respective functions during a response'.[1]

This publication aims to address this recommendation by outlining the civil-military coordination mechanisms in the five priority countries and how these are activated during disaster response efforts in line with regional frameworks and guidance. The publication provides the context for humanitarian civil-military coordination in Asia at the regional level and considers existing national guidance and structures for civil-military coordination in disaster response, linkages to global and regional guidance and emerging best practices. It also focuses on contributing to enhancing predictability in civil-military coordination in disaster response throughout the region, through outlining the potential adaptation of the Humanitarian-Military Operation Coordination Concept (HuMOCC) in each of the five countries.

FIVE PRIORITY COUNTRIES IN ASIA HIGHLY VULNERABLE TO DISASTERS

Bangladesh | Indonesia | Myanmar | Nepal | Philippines

1 RCG First Session Summary Report 2015.

ASIA REGION

CIVIL-MILITARY COORDINATION IN EMERGENCIES

A military aircraft passes by the washed out coastal villages in the province of Leyte, Philippines after Typhoon Haiyan.
Photo: ZUMA Press, Inc. / Alamy Stock Photo

HUMANITARIAN CIVIL-MILITARY COORDINATION IN ASIA

The historical evolution of civil-military relations in Asia is distinct from other geographical regions and influences current roles of civilian and military actors in disaster response. Cultural differences, colonial histories and nuances specific to the many countries within Asia provide an insight into the way civil-military coordination has developed in this context. This results in unique coordination mechanisms in each country, and understanding these structures is key to successful regional and international support in disaster response. There is also growing recognition among regional countries of the importance of fostering stronger civil-military and military-military coordination in responding efficiently and effectively to these disasters in addition to exploring linkages with the private sector.[2]

KEY EVENTS IN THE RECENT EVOLUTION OF CIVIL-MILITARY COORDINATION IN ASIA

1967
- Association of Southeast Asian Nations (ASEAN) established.

1985
- South Asian Association for Regional Cooperation (SAARC) established.

1989
- Asia-Pacific Economic Cooperation (APEC) established.

1993
- United Nations Disaster Assessment and Coordination (UNDAC) created to assist the United Nations and governments of disaster-affected countries.

2002
- International Search and Rescue Advisory Group (INSARAG) Guidelines endorsed to support Urban Search and Rescue (USAR) in disaster response.

2004
- Indian Ocean Tsunami – international militaries, including personnel and assets, are deployed.

2005
- July - ASEAN Agreement on Disaster Management and Emergency Response (AADMER) enacted.

2008
- Cyclone Nargis in Myanmar. ASEAN Emergency Response and Assessment Team (ERAT) deployed for the first time.

2009
- Standard Operating Procedure for Regional Standby Arrangement and Coordination of Joint Disaster Relief and Emergency Operations (SASOP) developed.
- First ASEAN Regional Forum Disaster Relief Exercise (ARF DiREx) held.
- AADMER ratified by all ASEAN member states.

2010-2014
- 2010 – Triple disaster in Indonesia – Indonesian Armed Forces deployed.
- 2011 – ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre) established.
- 2012 – Multinational Force – Standard Operating Procedures (MNF-SOP) developed.
- 2013 – Typhoon Haiyan/Yolanda – Armed Forces of the Philippines responds and Foreign Military Assets (FMA) from more than 22 countries deploy.
- 2014 – Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets In Natural Disaster Response Operations (APC-MADRO) developed.

2015
- Nepal Earthquakes – formal HuMOCC stood up for first time in Nepal.
- First Session of the Regional Consultative Group (RCG) on Humanitarian Civil-Military Coordination for Asia and the Pacific.

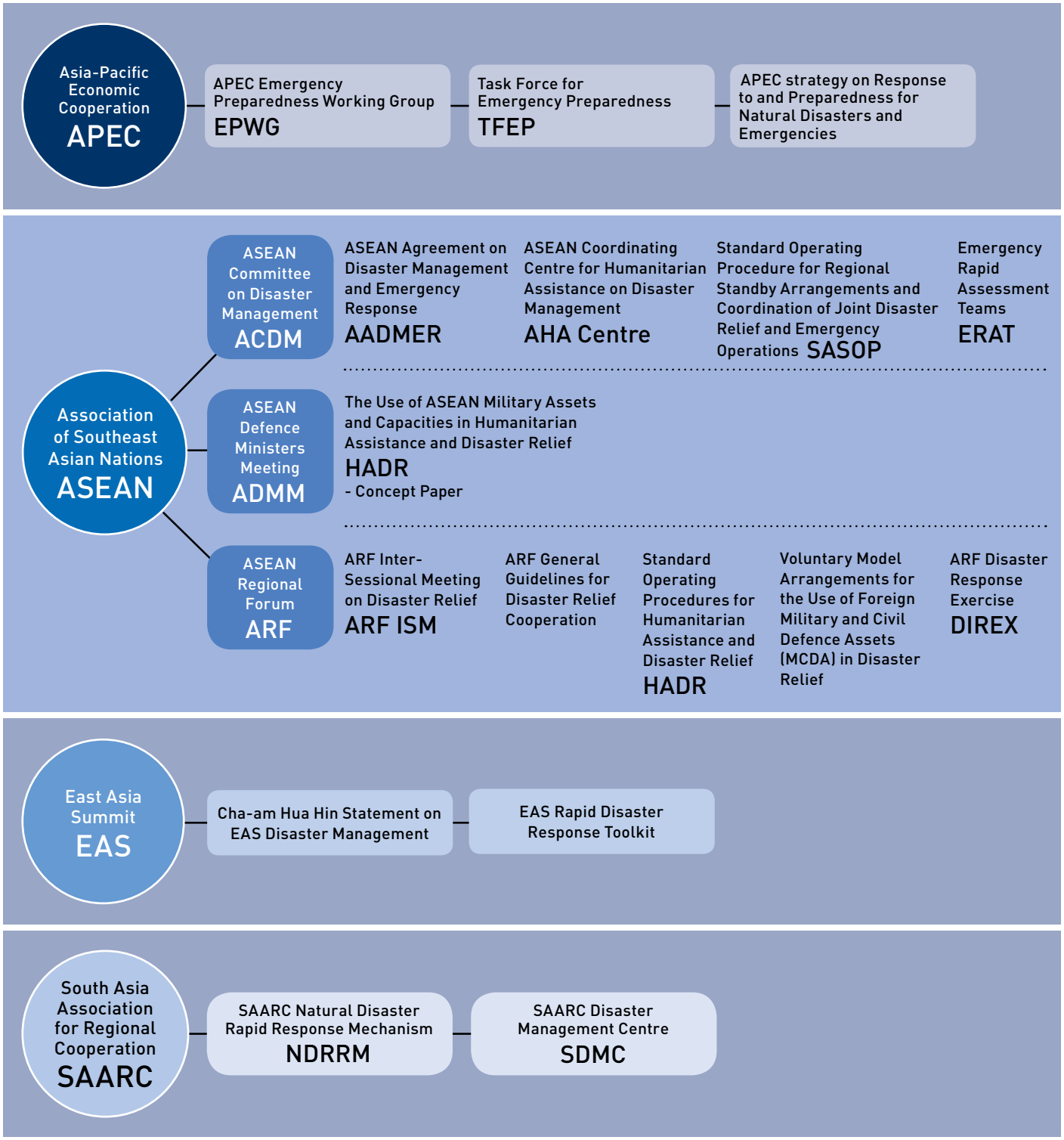
2016
- Second RCG Session on Humanitarian Civil-Military Coordination for Asia and the Pacific.
- ASEAN-UN Joint Disaster Response Plan (AJDRP) 2016-2020 developed.

2 ASEAN Humanitarian Civil-Military Coordination Workshop 28 March-1 April 2016.

ROLE OF REGIONAL ACTORS

There are multiple regional bodies that have roles in disaster management and therefore an impact on civil-military coordination. These elements include inter-governmental bodies, disaster management guidelines, periodic meetings, deployable response teams and exercises. Both civil and military actors are involved in many of these initiatives and they can support national mechanisms.

REGIONAL BODIES, GUIDANCE AND EXERCISES



REGIONAL AGREEMENTS

ASEAN Agreement on Disaster Management and Emergency Response

Enacted in July 2005, the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) came into force in December 2009. Its adoption was a landmark development, as the first legally binding agreement on disaster risk reduction in the world. The Member States of the South Asian Association for Regional Cooperation (SAARC) signed the Natural Disaster Rapid Response Mechanism (NDRRM) in 2011. India is the only Member State to ratify this agreement so far.

For the 10 ASEAN Member States, the 'One ASEAN, One Response' is supported by the ASEAN-UN Joint Disaster Response Plan (AJDRP) 2016-2020. This plan recognises the mutual commitment to continued and enhanced partnership between ASEAN and the UN. It also acknowledges the regional context, which is characterised by 'increasing self-reliance and the determination of ASEAN Member States to lead domestic disaster management and response and to collaborate and cooperate with each other in times of disaster emergencies'.[3]

INTERNATIONAL CIVILIAN CAPABILITIES DEPLOYED TO NATURAL DISASTERS

There are several key governmental and inter-governmental civilian capabilities that are deployed into disaster response operations. These may also connect into the humanitarian civil-military coordination structures in various countries.

United Nations Disaster Assessment and Coordination

The United Nations Disaster Assessment and Coordination (UNDAC) is part of the international emergency response system for sudden-onset emergencies. UNDAC teams can deploy at short notice (12-48 hours) anywhere in the world. They are provided free of charge to the disaster-affected country, and deployed upon the request of the United Nations Resident or Humanitarian Coordinator for the affected government. UNDAC is designed to help the United Nations and governments of disaster-affected countries during the first phase of a sudden-onset emergency, as well as assist in the coordination of incoming international relief at national level and/or at the site of the emergency.

Emergency Medical Teams

Emergency Medical Teams (EMTs) are groups of health professionals providing direct clinical care to populations affected by disasters or disease outbreaks, as well as proving surge capacity to support the local health system. They can involve governmental (both civilian and military) and non-governmental teams and be both national or international in nature. EMTs are currently undergoing a process of certification with the World Health Organization (WHO).

Response and Assessment Teams

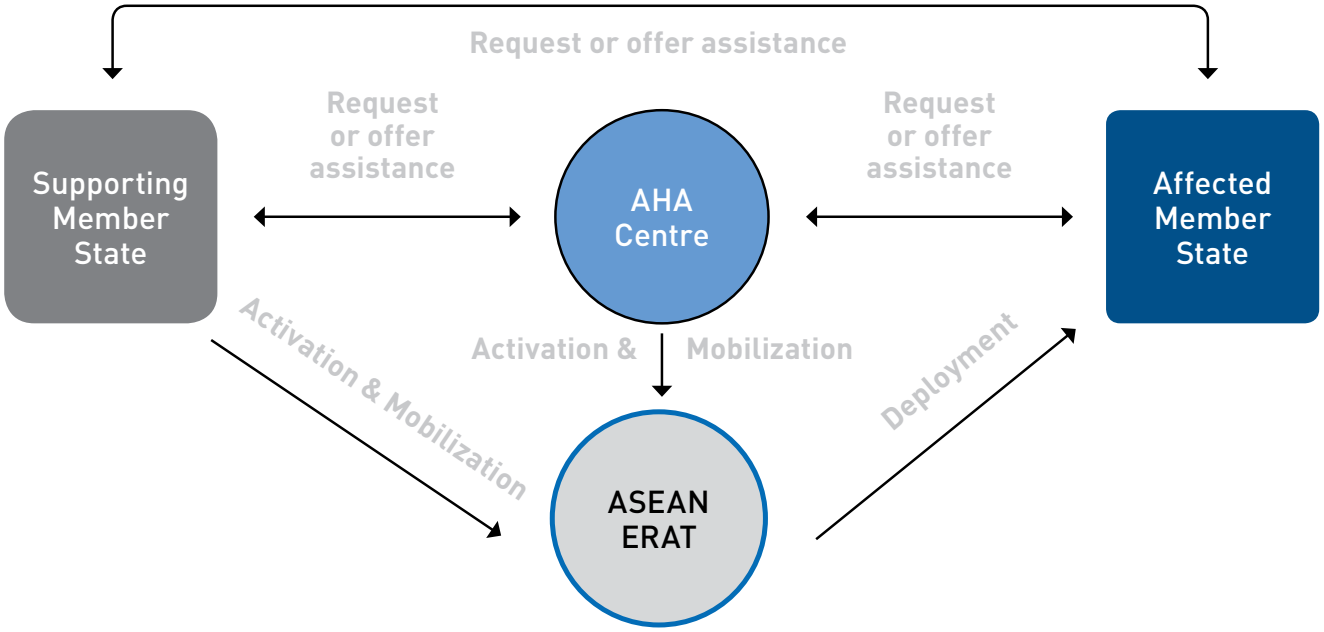
Depending on the scale of a disaster governments may deploy specialist or multi-capability teams as part of their national response. These teams assist with needs assessments and response coordination, and can include disaster victim identification and other technical expertise, and support to resident consular staff. These teams are often drawn from foreign ministries and/or government departments responsible for foreign aid. They may also consist of personnel from police forces and emergency management agencies. Deployed to coordinate and manage their government's national response, these teams will primarily work with the NDMO and other relevant line ministries but will coordinate with humanitarian-military mechanisms as appropriate.

Urban Search and Rescue

Minimum standards and methodology for Urban Search and Rescue (USAR) teams is supported through the International Search and Rescue Advisory Group (INSARAG), with more than 80 teams working within this framework. INSARAG Guidelines have been endorsed by the UN General Assembly Resolution 57/150 in 2002.

3 p. 3.

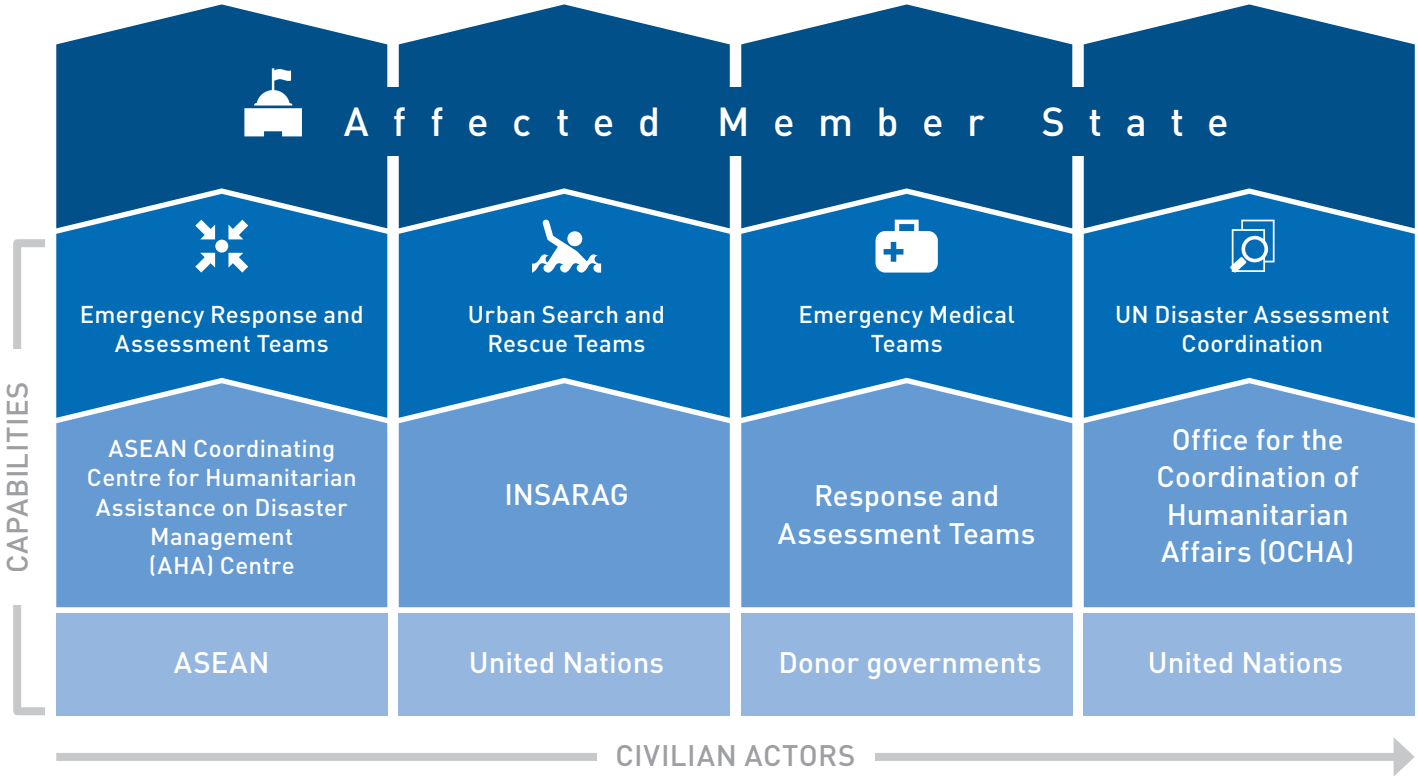
DEPLOYMENT OF ASEAN ERAT CAPABILITY



ASEAN Emergency Response and Assessment Teams

The ASEAN Emergency Response and Assessment Team (ERAT) capability is managed by the AHA Centre. The main role of the teams is to support the National Disaster Management Office (NDMO) of the affected Member State to conduct rapid assessments, to coordinate regional disaster management capacity, and facilitate incoming relief assistance from ASEAN Member States. ASEAN ERAT guidelines were developed by the ASEAN Committee for Disaster Management (ACDM) working group on preparedness and response.

CIVILIAN CAPABILITY IN SUPPORT OF THE AFFECTED STATE



REGIONAL HUMANITARIAN CIVIL-MILITARY COORDINATION

Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations (APC-MADRO)

These guidelines aim to 'establish the basic framework for the effective and efficient use of foreign military assets in international disaster response operations in support of an Affected State[s] in the Asia-Pacific region'. The guidelines reiterate the importance of adhering to and supporting the coordination structures of the affected state, as conveyed in the figure above.

Multinational Force – Standard Operating Procedures

With a specific section on Humanitarian Assistance and Disaster Relief (HADR), the intent of the Multinational Force – Standard Operating Procedures (MNF-SOP) is to increase the 'speed of response, interoperability, mission effectiveness, and unity of effort in multinational force (MNF) operations within the Asia-Pacific region during crisis action situations'. These SOPs are periodically revised by the Multinational Planning Augmentation Team (MPAT), the secretariat of which is located at US Pacific Command (PACOM) in Hawaii.

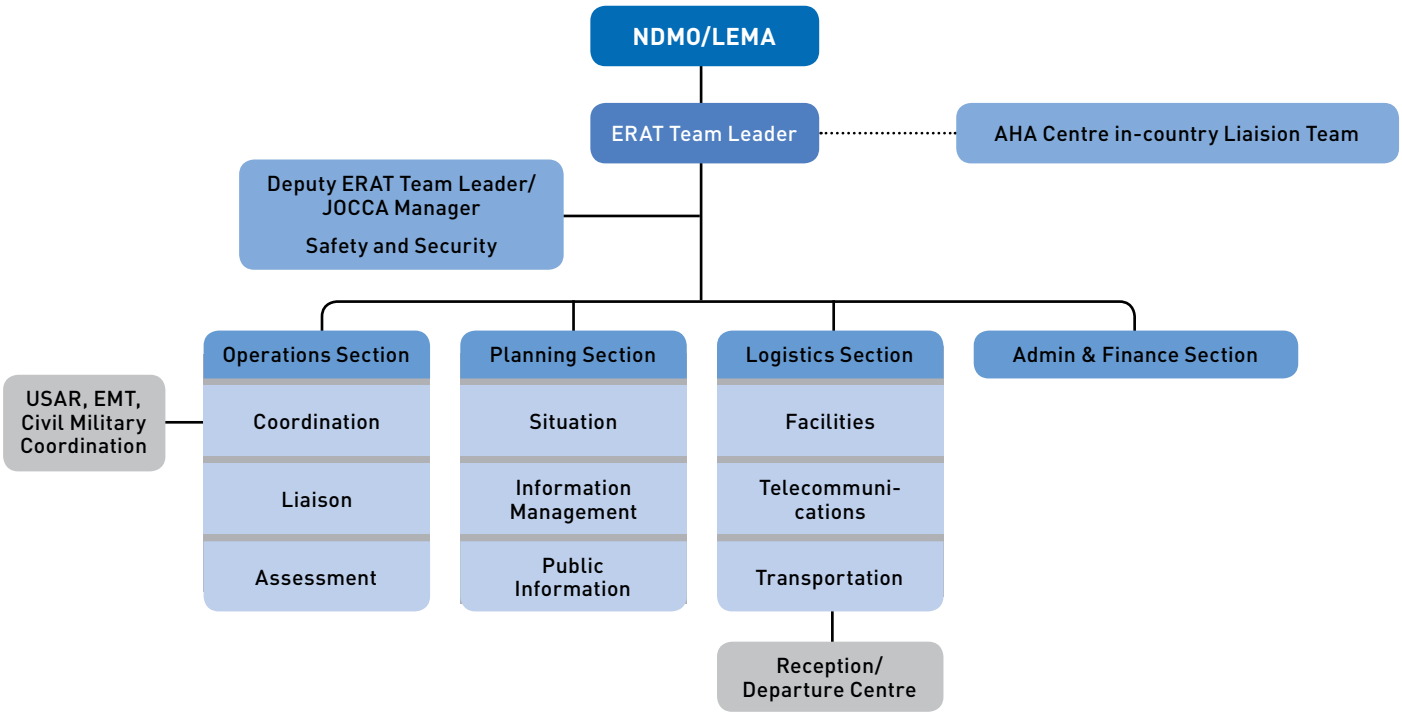
Joint Operations and Coordination Centre of ASEAN

To support the effective implementation of 'One ASEAN One Response', a Joint Operations and Coordination Centre of ASEAN (JOCCA) can be activated.

JOCCA is an on-site coordination system to enhance ASEAN collective response, particularly during large-scale disaster emergencies in the ASEAN region, to support the government of the affected member state.

JOCCA can provide a direct coordination interface between an ASEAN response and the NDMO/Local Emergency Management Agency (LEMA) of the affected ASEAN Member State. This coordination system allows ASEAN entities to effectively support the affected government's response efforts.

JOCCA STRUCTURE AND COORDINATION



OBJECTIVES OF JOINT OPERATIONS AND COORDINATION CENTRE OF ASEAN

i. To support the NDMO/LEMA of the affected Member State to establish an **on-site coordination system** in receiving and coordinating incoming relief assistance in a large-scale disaster emergency from ASEAN.

ii. **To establish a physical space as a single point of service** for state actors, civil society organizations, private sector actors and other ASEAN responders involved in the emergency response operations in the affected country.

iii. To establish a **coordination interface** at the ground level with relevant **United Nations and other international organizations** including civil and military coordination.

HUMANITARIAN-MILITARY OPERATIONAL COORDINATION CONCEPT

An emerging practice in UN Civil-Military Coordination (UN-CMCoord) globally, as well as in the Asian region, is the development of a platform to facilitate information sharing, task division and the coordination of operational planning between humanitarian and military actors. In the context of natural disasters, the Humanitarian-Military Operational Coordination Concept (HuMOCC) can provide a viable model for the interface between civilian and military actors. This model needs to then be tailored to the specific context of each natural disaster response.

HuMOCC Operational Structure

The HuMOCC is lead by the National Disaster Management Organization (NDMO) and supported by UN-CM Officers. It is intended to be complementary to the On-Site Operations Coordination Centre (OSOCC), where it is utilized, and the NDMO. This infographic shows the operation of the HuMOCC in facilitating information flow, and in prioritizing requests for assistance from civilian government and non-government actors, to national and foreign military actors.

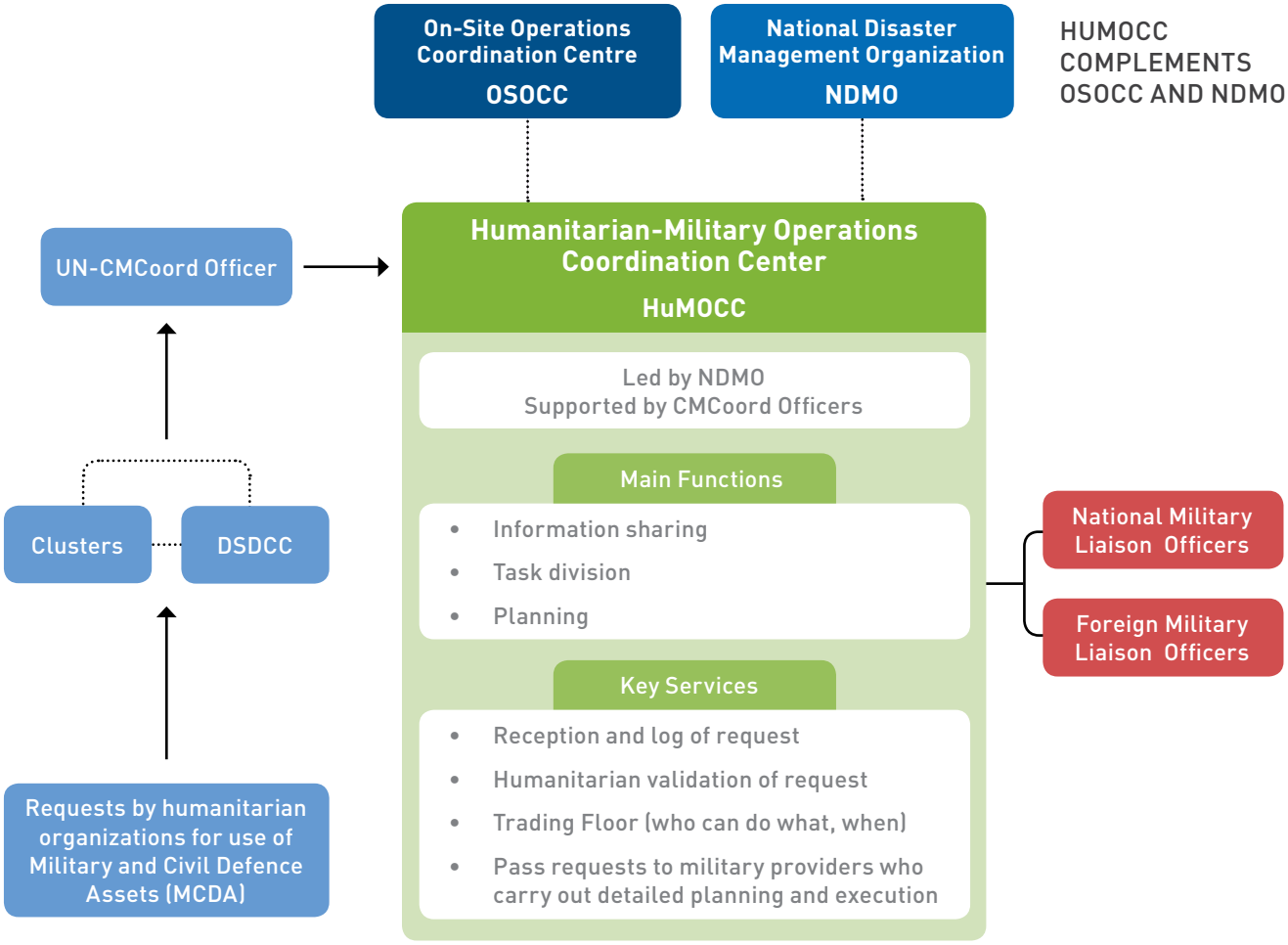
KEY FUNCTIONS OF THE HuMOCC IN THE CONTEXT OF NATURAL DISASTERS

Functions

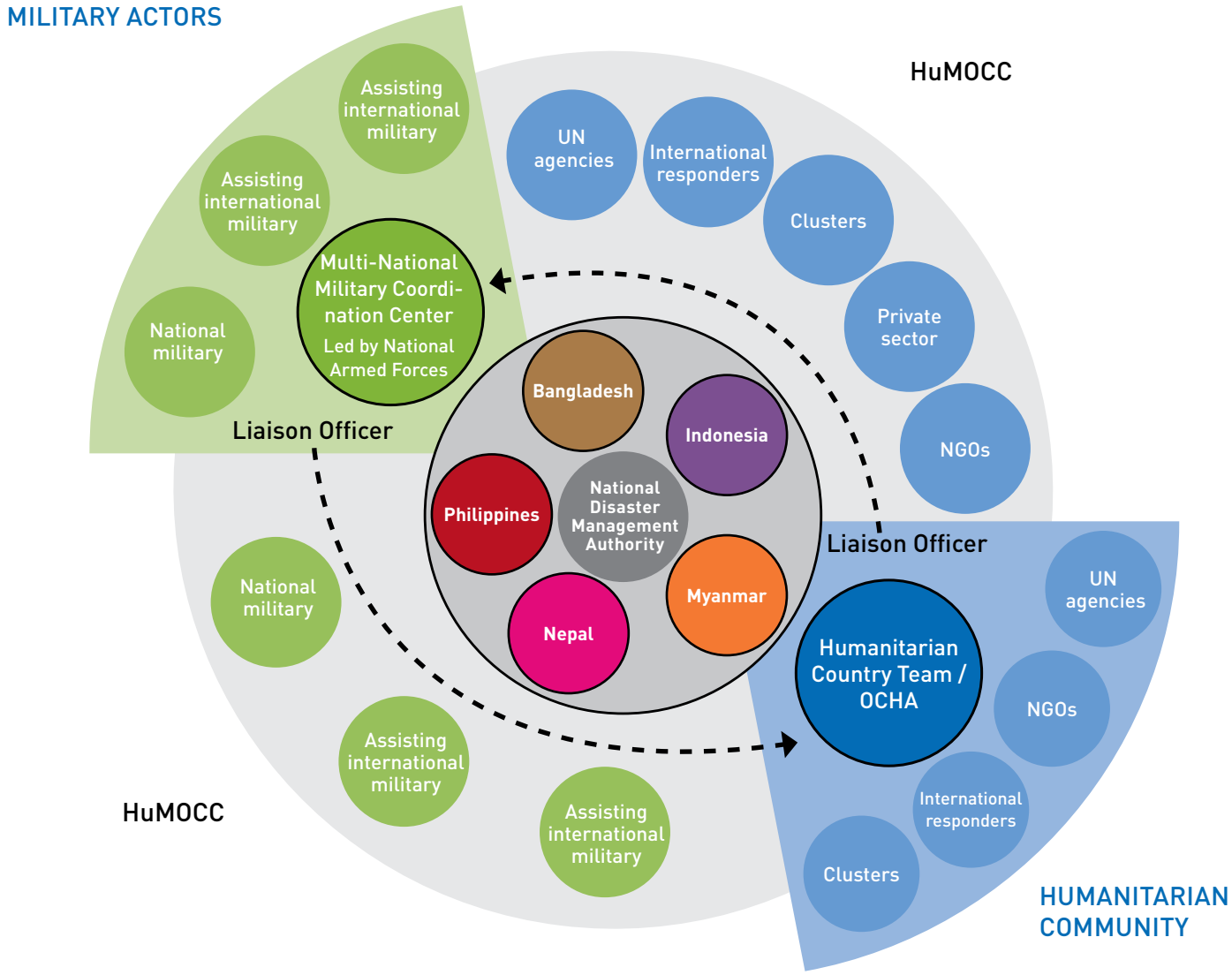
- Provide a predictable and effective **coordination mechanism.**
- Facilitate effective and coherent **sharing of information.**
- Contribute to achieving **common situational awareness.**
- Advise on the **appropriate foreign military assets** (FMA) to be deployed/employed.
- Contribute to establishing a **needs-based and demand-driven system.**
- **Provide a structure** for host nation/ humanitarian actors to define priorities and needs, and military actors to plan/execute requests for assistance for use of FMA.
- Facilitate development of **realistic indicators and benchmarks** – assist with transition planning.

A general model for international disaster coordination using the HuMOCC platform is shown below, including the NDMO, a Civil-Military Operations Center (also termed Multi-National Military Coordination Center (MNMCC)), and civilian humanitarian actors including UN agencies, NGOs and other government agencies. The HuMOCC, led by the NDMO, is set up to provide the interface between military and civilian actors, assisted by military, and UN-CMCoord Liaison Officers.

HuMOCC OPERATIONAL STRUCTURE



HuMOCC MODEL IN THE FIVE PRIORITY COUNTRIES



Bangladesh	National Disaster Management Council (NDMC)
Indonesia	National Disaster Management Agency (Badan Nasional Penanggulangan Bencana, BNPB)
Myanmar	National Disaster Management Committee (NDMC)
Nepal	Central Natural Disaster Relief Committee (CNDRC)
Philippines	National Disaster Risk Reduction and Management Council (NDRRMC)

ACRONYMS AND ABBREVIATIONS

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACDM	ASEAN Committee on Disaster Management
ADMM	ASEAN Defence Ministers Meeting
AHA Centre	ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management
AJDRP	ASEAN-UN Joint Disaster Response Plan
APC-Madro	Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations
APEC	Asia-Pacific Economic Cooperation
ARF	ASEAN Regional Forum
ASEAN	Association of Southeast Asian Nations
ACMC	Australian Civil-Military Centre
UN-CMCoord	United Nations Civil-Military Coordination
EAS	East Asia Summit
EMT	Emergency Medical Team
EPWG	Emergency Preparedness Working Group
ERAT	Emergency Response and Assessment Team
FMA	Foreign military assets
HADR	Humanitarian Assistance and Disaster Relief
HuMOCC	Humanitarian-Military Operational Coordination Concept
INSARAG	International Search and Rescue Advisory Group
ISM	Inter-Sessional Meeting
MNF	multinational force
MNF-SOP	Multinational Force - Standard Operating Procedures
MPAT	Multinational Planning Augmentation Team
MCDA	Military and Civil Defence Assets
MNMCC	Multi-National Military Coordination Center
NDMO	National Disaster Management Organization
NDRRM	Natural Disaster Rapid Response Mechanism
RCG	Regional Consultative Group
RDC	Reception/Departure Centre
OSOCC	On-Site Operations Coordination Centre
SDMC	SAARC Disaster Management Centre
SAARC	South Asia Association for Regional Cooperation
SASOP	Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Operations
TFEP	Task Force for Emergency Preparedness
UNDAC	United Nations Disaster Assessment and Coordination
USAR	Urban Search and Rescue
WHO	World Health Organization

REFERENCES

AHA Centre. ASEAN ERAT Guidelines, <http://www.ahacentre.org// contents/default-file_erat-Kfsz2zpKX8pNEJo0.pdf>.

ASEAN. Standard Operating Procedures for Humanitarian Assistance and Disaster Relief HADR.

ASEAN; United Nations. ASEAN-UN Joint Disaster Response Plan (AJDRP) 2016-2020. 2016.

ASEAN Humanitarian Civil-Military Coordination Workshop 28 March-1 April 2016.

ASEAN. Asian Pacific Regional Gudielines for the Use of Foreign Military Assets in Natural Disaster Response Operations (APC-MADRO).2014.

ASEAN. Agreement on Disaster Management and Emergency Response (AADMER). 2009.

ASEAN. Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Operations (SASOP). 2009.

ASEAN. ARF General Guidelines for Disaster Relief Cooperation 2007.

ASEAN. ASEAN Agreement on Disaster Management and Emergency Response (AADMER). 2005.

ASEAN Defense Ministers' Meeting. The Use of ASEAN Military Assets and Capacities in Humanitarian Assistance and Disaster Relief HADR- Concept Paper. 2009.

Multinational Planning Augmentation Team. Multi-National Force Standing Operating Procedures (MNF-SOP). Version 3.1, 2016.

UN General Assembly Resolution 57/150 in 2002.

UN OCHA. First Session Summary Report 2015.

BANGLADESH

CIVIL-MILITARY COORDINATION IN EMERGENCIES

Victims of Tropical Cyclone Sidr move boxes of food.
Photo: PJF Military Collection / Alamy Stock Photo

BANGLADESH

Bangladesh has a long history of military engagement in disaster response. The role of the Bangladesh Armed Forces as a primary responder to natural disasters has evolved over several decades, and was formally recognised by the Standing Orders on Disaster in 2010. The government has made significant advancements in disaster management, most recently demonstrated during the response to Cyclone Roanu in May 2016.

Bangladesh's participation in exercises such as the first South Asian Annual Disaster Management Exercise in 2015 has enhanced its civil-military coordination processes. This reflects a stronger regional approach to disaster management facilitated by the South Asian Association for Regional Cooperation (SAARC) Member States.

South Asian Annual Disaster Management Exercise (SAADMEx) 2015

- Strengthen the effective utilization and quick deployment of the Search and Rescue Teams for Disaster Relief and Emergency Response, including Emergency Rapid Assessment Teams;
- Effective activation of the national process for regional response;
- Management of mass casualties;
- Receiving of aid / humanitarian assistance as well as its effective and timely distribution;
- Management of consular assistance to foreign tourists in the disaster area;
- Coordination and information sharing with foreign embassies in the disaster affected country;
- Management of media officials and control of information outflow (management of information);
- Special needs of vulnerable population i.e. women, children and people with disabilities in the disaster area.

KEY EVENTS IN THE RECENT EVOLUTION OF CIVIL-MILITARY COORDINATION IN BANGLADESH

1991
- Cyclone Marian: Operation Sea Angel – Joint Task Force composed of Bangladesh, US, British, Pakistani and Japanese armed forces activated.

1997
- Tropical Cyclone Category IV: Bangladesh Armed Forces respond, supported by military assets from Oman, Kuwait, India and Saudi Arabia.
- Standing Orders on Disaster outline the roles and responsibilities of the Armed Forces Division and the Armed Forces Services – Army, Navy and Air Force.

2004
- Severe monsoon floods.

2005
- South Asian Association for Regional Cooperation (SAARC) Comprehensive Framework on Disaster Management (2006-2015) developed.

2007
- Cyclone Sidr and floods. Bangladesh Armed Forces respond, supported by 49 countries.

2010
- First Annual Pacific Resilience Disaster Response Exercise & Exchange – Bangladesh Armed Forces and the United States (US) military.
- Standing Orders on Disaster updated.
- National Plan for Disaster Management developed.

2012
- National Disaster Management Act enacted.

2015
- First South Asian Annual Disaster Management Exercise.

2016
- Cyclone Roanu: Bangladesh Armed Forces response.

DISASTER RISK PROFILE

Key facts

Official name: People's Republic of Bangladesh

Area: 143,998 km2

Population: 163,939,417 (2017)

Capital: Dhaka

Official language: Bengali

Disaster focal point: National Disaster Management Council (NDMC); Ministry of Disaster Management and Relief (MoDMR)

Military: Bangladesh Armed Forces

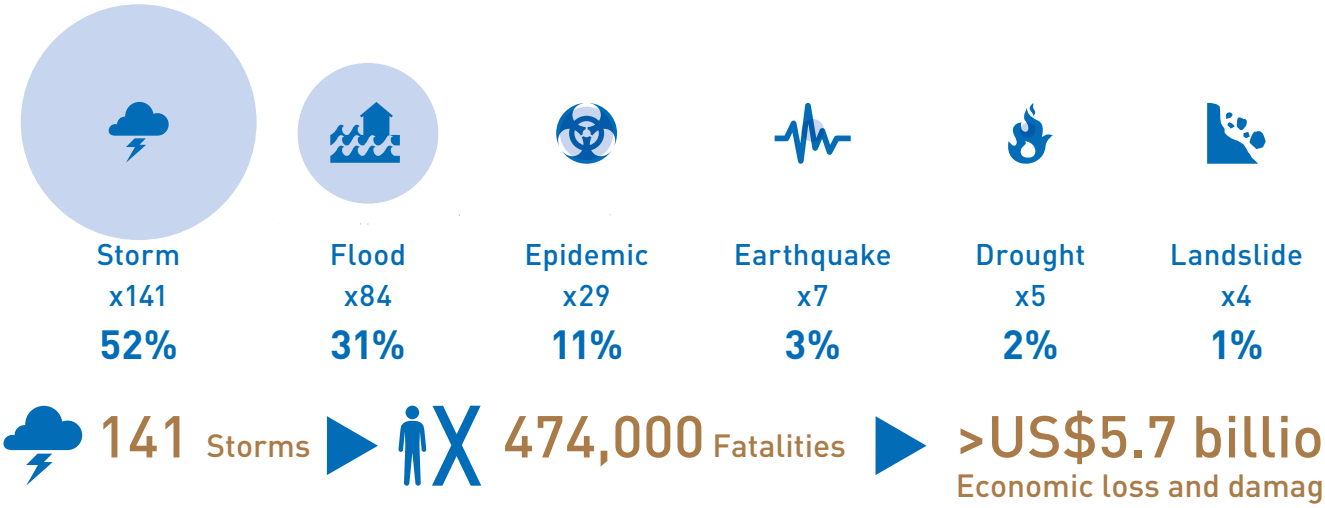
Police: Bangladesh Police

General information

Bangladesh has been affected by more than 200 natural disasters over the last thirty years.[1] Bangladesh's geographical position, low-lying terrain, moonson activity and large number of rivers make it highly vulnerable to natural hazards. Over the past four decades, storms (52 per cent) have been the most frequent disaster to affect Bangladesh, followed by floods (31 per cent).

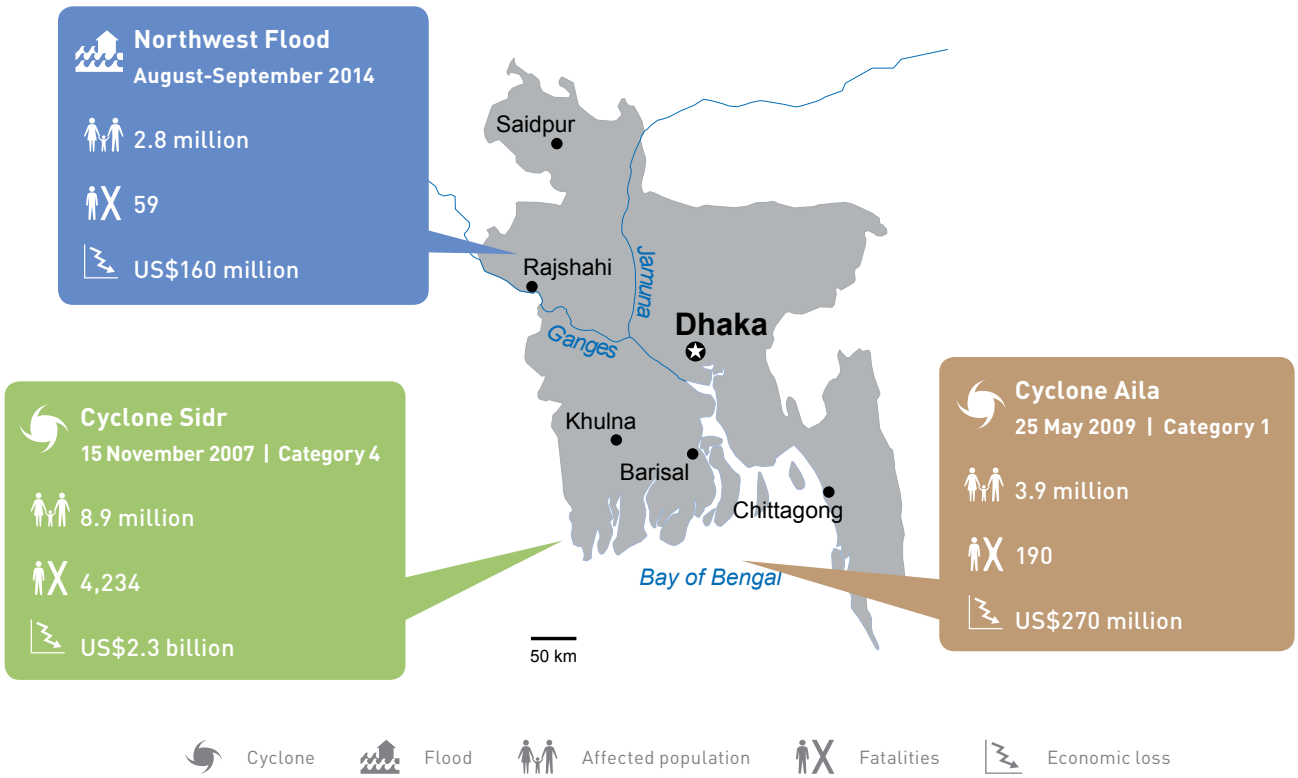
1 Asian Disaster Reduction Center (ADRC), Information on DRR of the member countries: Bangladesh, 2016.

FREQUENCY OF DISASTERS: 1970-2015



Source: Emergency Management Database (EM-DAT), Center for Research on the Epidemiology of Disasters (CRED), 2016

MAJOR DISASTERS (2006-2016)



INFORM Index

INFORM is a model based on scientific risk concepts, calculated by combining about 50 different publicly available indicators that measure different components of three dimensions of risk: hazards, vulnerability and coping capacity.

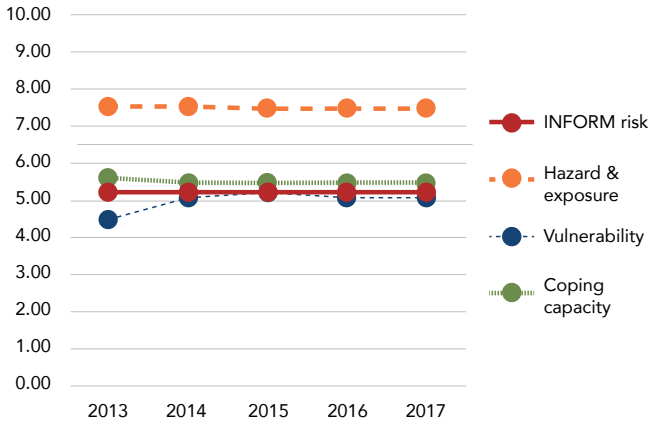
INFORM RISK VALUE AND RANKING

Bangladesh has a high hazard exposure, however its overall risk value is classified as 'medium' due to its lower level of vulnerability.[2]

INFORM RISKAND DIMENSIONS OF RISK 2017	VALUE (10 = HIGHEST)	GLOBAL RANK (OUT OF 191 COUNTRIES)
INFORM risk	5.8	24
Hazard & exposure	7.5	14
Vulnerability	4.7	55
Lack of coping capacity	5.5	63

INFORM RISK FIVE YEAR TREND (2013-2017)

Bangladesh's hazard, vulnerability, capacity and risk indicators have remained relatively stable since 2012.



KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION

Disaster Management Act No 34 (2012). The Disaster Management Act provides the legal basis for disaster risk reduction and emergency response management in Bangladesh. This Act defines the organizational structure of disaster management at national and local levels, and details the responsibilities of all government departments and committees related to the disaster management system.

Standing Orders on Disaster (1997, revised 2010). The Standing Orders on Disaster detail the roles and responsibilities of each government body engaged in disaster management – ministries, committees, departments and other organizations. It also provides for the establishment of coordination processes at national and local levels.

2 Bangladesh Country Profile, INFORM Database.

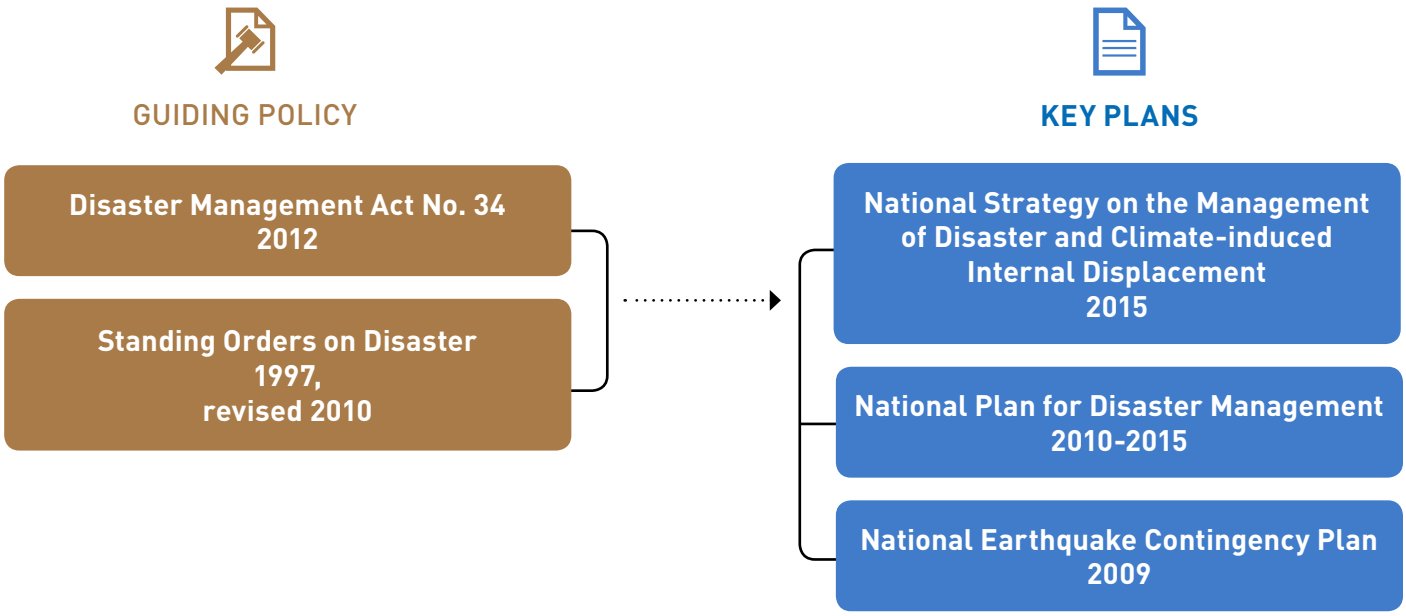
National Strategy on the Management of Disaster and Climate-induced Internal Displacement (2015).
The strategy outlines processes for the management of climate-induced internal displacement that supports the implementation of the Sendai Framework and the United Nations (UN) Sustainable Development Goals. The strategy focuses on internal displacement caused by natural disasters. It does not address cross-border displacement issues. Three phases are addressed: pre-displacement, displacement and post-displacement.

National Plan for Disaster Management (NPDM, 2010-2015). NPDM was developed under the disaster management guidelines of the Hyogo Framework for Action (2005-2015) and the SAARC Comprehensive Framework (2006-2015). The plan outlines national planning processes for hazard identification, risk reduction and response. It also provides multi-sectoral response plans for particular hazards such as earthquakes and tsunamis. The strategic goals of the NPDM come from the SAARC Comprehensive Framework (2006-2015) and include:

1. Professionalizing the disaster management system.
2. Mainstreaming disaster risk reduction.
3. Strengthening community mechanisms.
4. Empowering communities at risk, particularly women, the poor and the disadvantaged.
5. Expanding risk reduction programming across a broader range of hazards (all hazards approach).
6. Strengthening emergency response systems.
7. Developing and strengthening networks with national, regional and international organizations.

National Earthquake Contingency Plan (2009).
This plan outlines processes for building the capacity of all responding agencies, delineates roles and responsibilities, and addresses preparedness measures for responding to earthquakes.

KEY PLANS, POLICIES AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION



KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

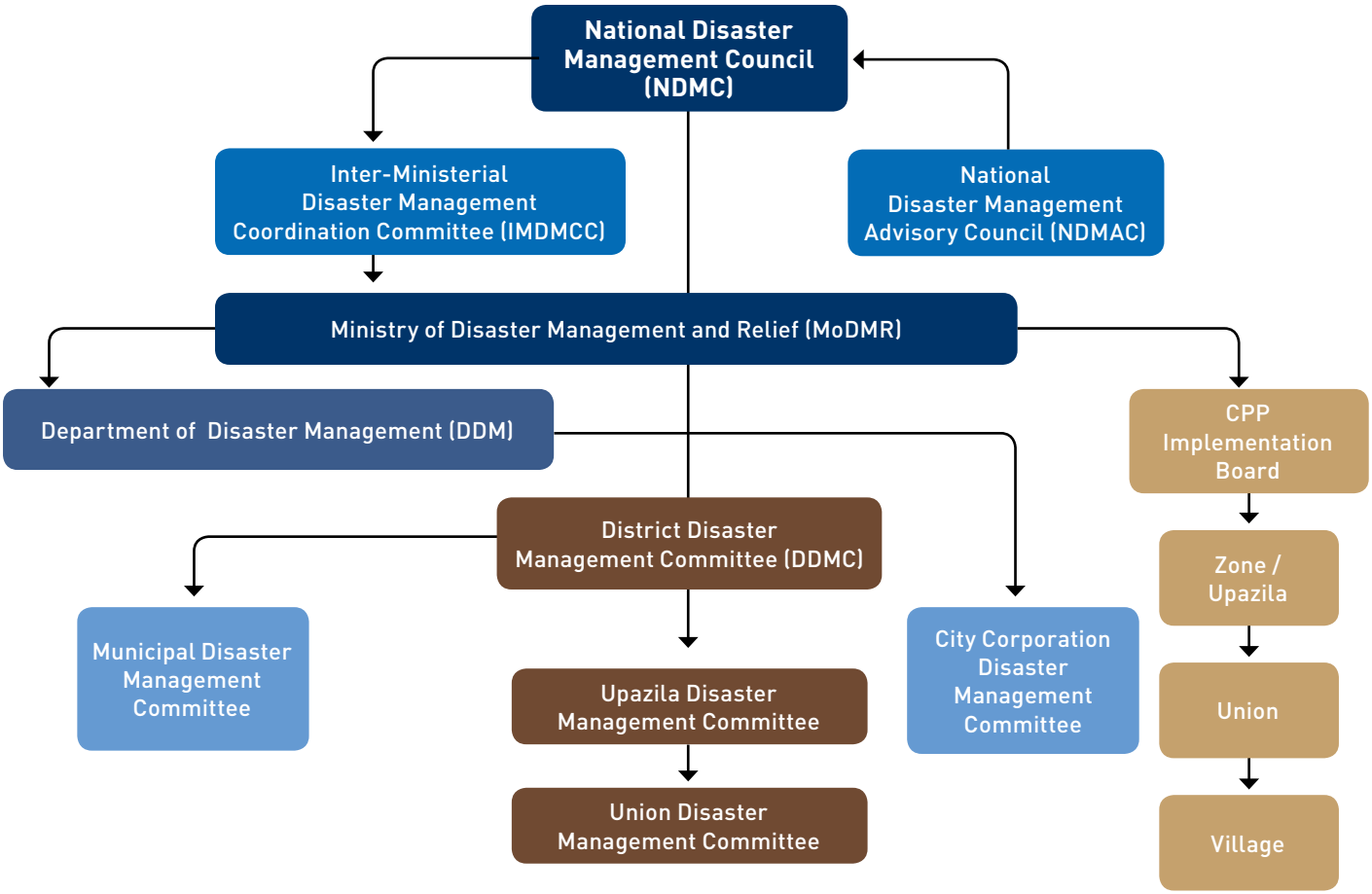
National Disaster Management Council

Three individual bodies coordinate disaster response in Bangladesh at the national level: the National Disaster Management Council, responsible for coordinating disaster response; the Inter-Ministerial Management Coordination Committee, responsible for coordination across ministries; and the National Disaster Management Advisory Committee, responsible for policy development and advice.

National Disaster Management Council

The National Disaster Management Council (NDMC) is the highest level decision-making body for disaster management in Bangladesh.

DISASTER MANAGEMENT STRUCTURE



National Disaster Management Council

Established by: Standing Orders on Disaster (1997).

Key functions:

- Review the national disaster management system, including policies and planning documents
- Promote awareness on disaster management among policy makers
- Evaluate disaster preparedness, response and recovery measures after a natural disaster

Leadership: Chairperson - Prime Minister.

Composition: 41 members from public and private organizations, civil society and representation from the UN agencies.

Military representation: Army Chief, Navy Chief, Air Force Chief, and Principal Staff Officer of the Armed Forces Division (AFD).

Inter-Ministerial Disaster Management Coordination Committee

National Disaster Management Committee (NDMC)

COORDINATES

Inter-Ministerial Disaster Management Coordination Committee (IMDMCC)

IMDMCC is responsible for facilitating policy making, planning, and implementation of measures on disaster risk reduction and emergency response management.

Established by: the Disaster Management Act (2012).

Key functions:

- Emergency response
- Evaluate emergency preparedness status and recommend corrective measures
- Approve response and recovery plans
- Promote preparedness activities, such as fire evacuation drills and search and rescue exercises
- Ensure whole-of-government coordination in emergency response, and relief and rehabilitation operations

Leadership: Chairperson - Minister for Food and Disaster Management.

Composition: 33 members from government ministries.

Military representation: AFD Principal Staff Officer

National Disaster Management Advisory Committee

National Disaster Management Committee (NDMC)

COORDINATES

National Disaster Management Advisory Committee (NDMAC)

NDMAC advises NDMC, IMDMCC, MoDMR and the Disaster Management Bureau (DMB) on technical matters and socio-economic issues of disaster risk reduction and emergency response.

Established by: the Standing Orders on Disaster (2010).

Key functions:

- Promote the evaluation of the challenges and opportunities related to disaster management
- Recommend release of funds for special projects on emergency response methods
- Propose long-term recovery plans

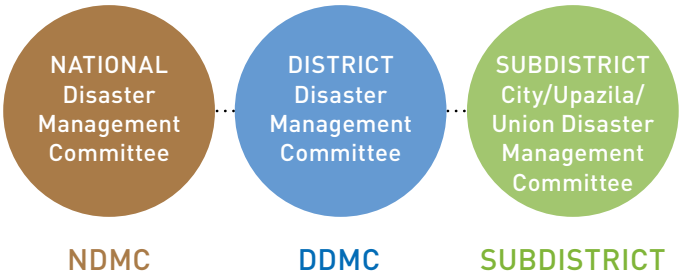
Leadership: Chair is nominated by the Chair of NDMC.

Composition: 47 members from public and private organizations, civil society and the Bangladesh Red Crescent Society (BDRCS).

Military representation: AFD Principal Staff Officer.

Subnational Disaster Management Committees

NATIONAL, DISTRICT AND SUBDISTRICT LEVELS



The Disaster Management Act (2012) provides an overview of the function of subnational committees within the national disaster management structure. Subnational disaster management committees coordinate disaster risk reduction and emergency response activities at the district, subdistrict, union and village levels

ADMINISTRATIVE DIVISIONS

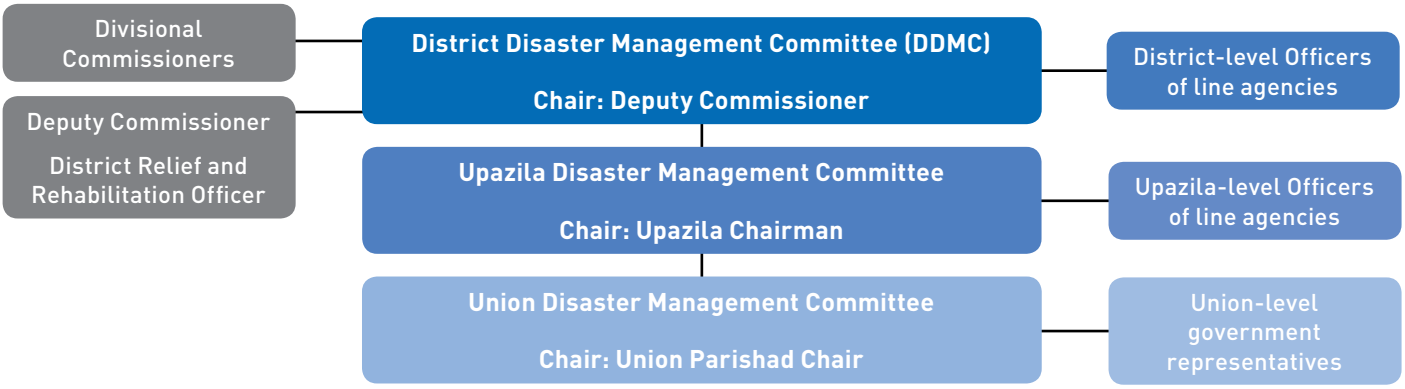
LEVEL	ENGLISH NAME	NUMBER
First level	Divisions	8
Second level	District	64
Third level-Subdistrict	City	11
	Upazila	500
	Municipalities (pourashava)	223
	Thana	509
Fourth level	Union	4451
Fifth level	Villages/wards	

Administrative levels in Bangladesh are divided into districts, cities, upazilas, pourashavas and unions. Each of these levels has a Disaster Management Committee. The Standing Orders on Disaster details their duties and responsibilities. The City and District Disaster Management Committees have one representative from the Bangladesh Armed Forces. All committees include law enforcement agencies.

SUBNATIONAL DISASTER MANAGEMENT COMMITTEES

	CITY	DISTRICT	UPAZILA	POURASHAVA	UNION
RESPONSIBILITIES	The City Corporation Disaster Managment Committee is led by the Mayor of City Corporation. It coordinates, reviews and implements disaster management activities within its area of jurisdiction.	The District Disaster Managment Committee is led by a Deputy Commissioner. It coordinates and reviews the disaster management activities at the district level.	The Upazila Disaster Managment Committee led by Upazila chairman as per Government amendment letter coordinates, reviews and implements disaster management activities at the upazila level.	The Pourashava Disaster Managment Committee is led by the Chair of the Union Parishad. It coordinates, reviews and implements disaster management activities within its area of jurisdiction.	The Union Disaster Managment Committee is led by the Mayor of City Corporation. It coordinates, reviews and implements disaster management activities of the concerned union.

SUBNATIONAL DISASTER MANAGEMENT STRUCTURE



Key government agencies in disaster response

Ministry of Disaster Management and Relief

Functions:

- MoDMR is responsible for advising NDMC and IMDMCC on disaster-related decision-making. The Disaster Management and Relief Division (DM&RD) is situated within MoDMR
- MoDMR is the focal point for disaster management. It has focused its efforts on promoting community resilience to hazards in order to reduce the effects of natural disasters on vulnerable populations

Regional/provincial representation: MoDMR also consists of the Disaster Management Bureau (DMB) which provides technical advice to the DM&RD for the coordination of disaster management actions from the national to the local level.

Ministry of Food and Disaster Management

Functions: MoFDM manages the national risk reduction programs and emergency response programs.

Ministry of Home Affairs

Function in disaster management: MoHA has a key role in search and rescue operations, security, relief operations and disaster information management. These tasks are accomplished through the law and order protection forces under its control including the Fire Service and Civil Defense, Police, Ansar, Village Defense Party, Bangladesh Rifles and Bangladesh Coast Guards. MoHA deploys the security forces, directed by the Deputy Commissioner or Upazila Nirbahi Officer, to the affected areas.

Coordination mechanisms

National Operations Centers

In 2015, a National Emergency Operations Center (NEOC), also termed National Disaster Response Coordination Center (NDRRC), was established at the Secretariat of the Ministry of Disaster Management and Relief as a coordination mechanism for disaster response. The responsibilities of NEOC include coordinating search and rescue activities, and responding agencies and organizations. The NEOC has been activated in several recent disasters, including in the response to floods in 2015 and 2016.

Subnational Emergency Operations Centers

Emergency operations centers may also be activated at the district levels for the management and coordination of the response through strategic deployment of staff to the field as well as coordination with various clusters and working groups.

National cluster system

The national operational response is organized into sectoral clusters with national government and international agency co-leads. The cluster system has been activated for several responses, including for Cyclone Roanu and the flooding in 2016.

NATIONAL CLUSTER SYSTEM

Inter-cluster groups

Six inter-cluster working groups have been established at the national level: Emergency Cash Coordination, Needs Assessment, Information Management, Private Sector Liaison, Gender in Humanitarian Action and Community Engagement.

National humanitarian coordination architecture

The Prime Minister's Office of Bangladesh (PMO) has recently proposed a new humanitarian coordination structure to promote national ownership. The elements of the proposed structure are outlined below. A Donor's Humanitarian Consultative Group has also been established at the strategic level.

Strategic Humanitarian Engagement Group

At the strategic and policy level, the Prime Minister's Office leads the Strategic Humanitarian Engagement Group (SHE).

Focal points: MoDMR and Ministry of Foreign Affairs

Supported by: United Nations Resident Coordinator (UNRC)

Humanitarian Coordination Technical Team

The Humanitarian Coordination Technical Team (HCTT) is a working group within the Local Consultative Group (LCG) which provides an operational level forum for the coordination of disaster preparedness, response, and recovery across sectors. The HCTT also acts as the coordination platform for the sectoral clusters.

Membership of the HCTT includes all cluster lead agencies, donor representatives, elected representatives of the INGO Forum Emergency Sub Group, representatives of the NGO community and the IFRC.

Co-leads: MoDMR and UN Resident Coordination's Office (UNRCO)

Key functions:

- Provide policy advice on humanitarian issues
- Facilitate decision making at the central level on disaster response
- Provide monitoring processes and information on disasters

Coordination platform for the clusters :

- Facilitate the coordination of cluster activity
- Act as an inter-cluster coordination platform in the context of a response
- Facilitate provision of technical guidance among cluster
- Develop minimum requirements for cluster preparedness response and recovery

Bangladesh Consultative Group on Civil-Military Coordination

The PMO has also recently established a Consultative Group on Civil-Military Coordination to be led by MoDMR and AFD to facilitate interaction between humanitarian and military actors in disaster response, and to guide the development of policy and strategic advice.

Mobilization of international assistance

In major natural disasters, Bangladesh may accept or request offers of assistance that are targeted to meet gaps in national capacity or resources.

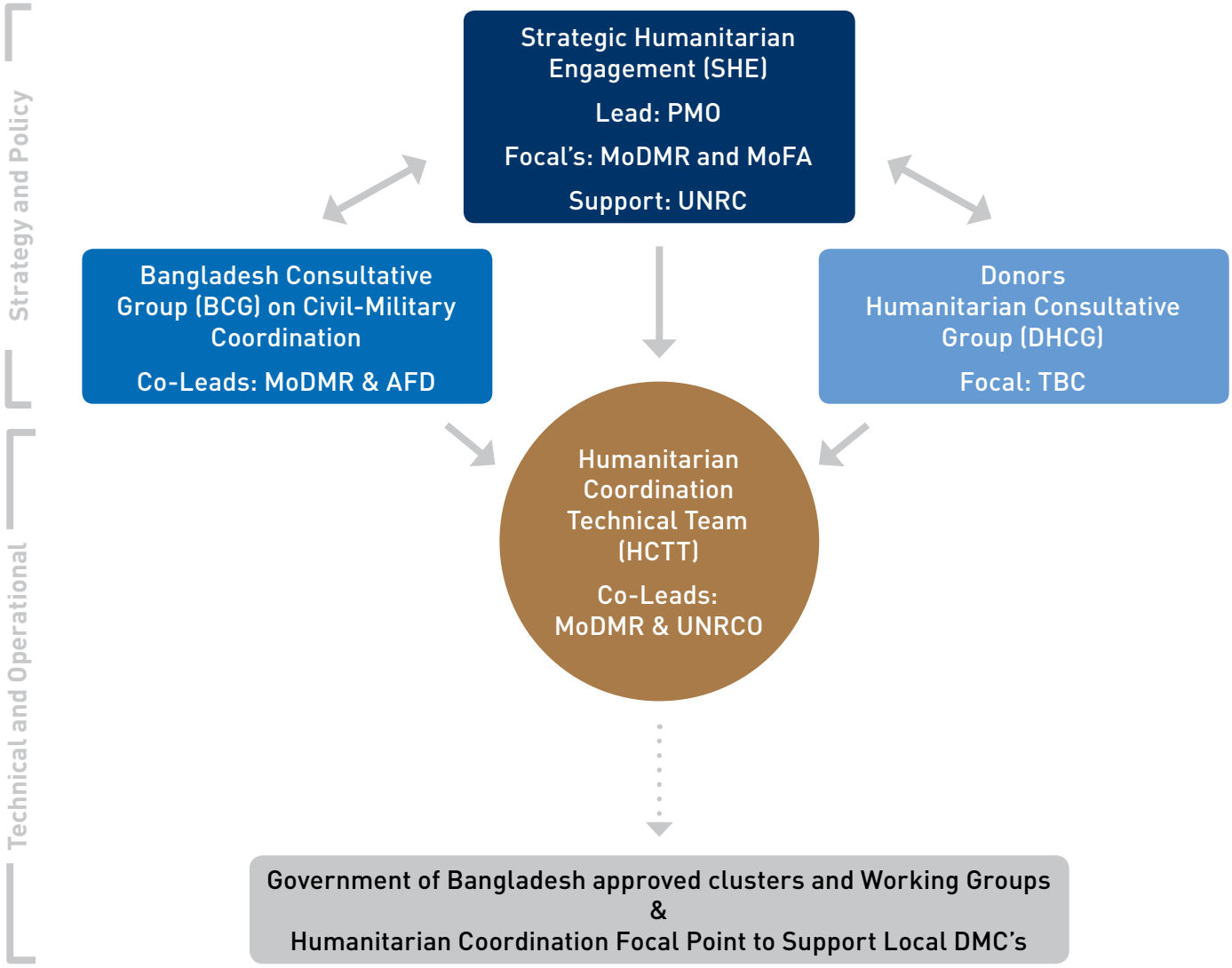
Coordination of international humanitarian assistance

MoHA leads the coordination of incoming humanitarian assistance. It coordinates requests for international assistance as directed by the government and NDMC.[3] The On-Site Operations Coordination Centre (OSOCC), set up by the UN Disaster Assessment Coordination (UNDAC) team, and the Reception and Departure Centre, are both civilian coordination mechanisms for international humanitarian assistance that may be activated, led by the UN Office for the Coordination of Humanitarian Affairs (OCHA) and key government agencies.

When the Government of Bangladesh requests and/or accepts international assistance, coordination between the HCTT, the UN Resident Coordinator and the national response systems and bodies, including NDMC and lead government agencies, is initiated. Bangladesh does not currently have a formal Humanitarian Country Team: in the absence of this structure many of its functions are undertaken by the HCTT as outlined above.

3 Guideline for international Assistance Management in Disasters, Standing Orders on Disaster, 2010.

NATIONAL HUMANITARIAN COORDINATION ARCHITECTURE



KEY MILITARY RESPONSIBILITIES IN DISASTERS

Role of the Bangladesh Armed Forces

The Bangladesh Armed Forces has an integral role in disaster response. It supports government disaster management efforts through the Armed Forces Services – Army, Navy and Air Force. The Standing Orders on Disaster describe the duties of the Armed Forces Division (AFD) and the Armed Forces according to the following stages: risk reduction, emergency response (normal times and during alert and warning stage); disaster, and early recovery and rehabilitation. The Armed Forces also has specific Standing Orders for its involvement in Humanitarian Assistance and Disaster Relief (HADR) operations.

Bangladesh Armed Forces

Established: 1971.

Leadership: Commander-in-chief - President of Bangladesh.

Components: AFD and Armed Forces Services: Army, Navy and Air Force.

Role of Armed Forces Division: Coordinate the deployment of the Armed Forces in disaster management and the overall relief operation.

No. of personnel: 172,000 active personnel and 50,000 reserve.

Headquarters: Dhaka.

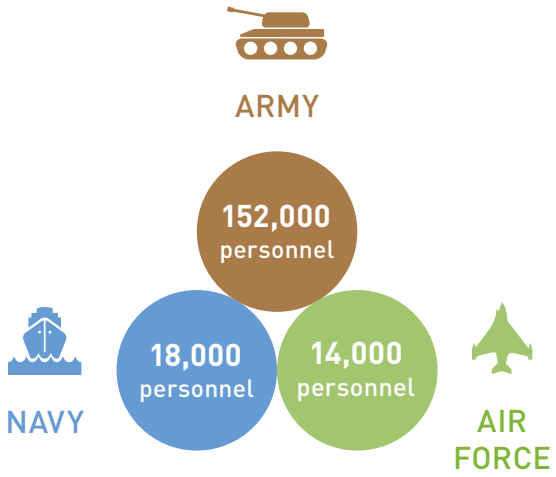
Unified Commands: Savar Area Command, Ghatail Area Command, Bogra Area Command, Rangpur Area Command, Comilla Area Command, Chittagong Area Command, Jessore Area Command, Sylhet Area Command and Barishal Area Command.

Functions in disaster response: Search and rescue, evacuation, security, transportation of relief supplies and deployment of medical teams.

Civil-military coordination mechanisms: Prime Minister's Monitoring and Coordination Cell.

Cluster lead: Logistics.

COMPONENTS OF THE ARMED FORCES OF BANGLADESH



KEY FUNCTIONS OF THE BANGLADESH ARMY IN EMERGENCY RESPONSE

Functions

- **Assist government agencies in the provision of:**
  - Evacuation processes
  - Search and rescue operations
  - Medical services by Armed Forces Medical Teams, incuding field hospitals
  - Temporary shelter
  - Damage and needs assessments
- **Collect information and dispatch it to the Prime Minister's Monitoring and Coordination Cell, and the NDMC**
- **Establish a fully operational Control Room at all relevant headquarters**

Bangladesh Armed Forces coordination

Disaster Monitoring and Coordination Cell

The Prime Minister's Office establishes a Monitoring and Coordination cell, operated by the AFD. Through this mechanism, coordination efforts, including the use of military assets, are channelled to the Inter-Ministerial Disaster Management Coordination Committee (IMDMCC). The IMDCC is responsible for decision making with the coordination cell.

Humanitarian Assistance and Disaster Relief Operations

Humanitarian Assistance and Disaster Relief (HADR) is a key focus area for the Armed Forces. In addition to the Bangladesh Ministry of Defence, the AFD and the army, the Bangladesh Navy and Air Force also have constituted responsibilities in disaster response.

KEY DOCUMENT

Standing Orders on Disaster 2010

DUTIES OF THE ARMED FORCES AS OUTLINED IN NATIONAL FRAMEWORK

AFD	ARMY	NAVY	AIR FORCE	
✓	✓	✓	✓	Risk reduction
✓	✓	✓	✓	Emergency response - normal times
✓	✓	✓	✓	Emergency response - alert and warning stage
✓	✓	✓	✓	Disaster stage
✗	✓	✓	✓	Early recovery stage
✗	✓	✓	✗	Rehabilitation stage

ARMED FORCES DIVISION RESPONSIBILITIES

THREE PHASES OF DISASTER MANAGEMENT

RESPONSIBILITIES

NORMAL TIMES	ALERT AND WARNING	DISASTER RESPONSE
• Designate a Disaster Management Focal Point. • Establish contact and continuous liaison with Natural Disaster Response Coordination Group (NDRCG) and MoFDM. • Form a group of Armed Forces for emergency deployment for relief, rescue, and evacuation work. • Ensure necessary and appropriate preparedness, with regards to the security/evacuation /rescue purposes.	• Operate the Control Room, Prime Minister's Monitoring and Coordination Cell on a continuous basis. • Maintain liaison with the EOC at the DM&RD, MoFDM. • Keep the appropriate units of Army, Navy and Air force in readiness for conducting rescue, evacuation and relief operations. • Ensure that the necessary preparedness arrangements for the deployment of the Task Force in the event of disaster to areas identified are in force.	• Deploy the Armed Forces for disaster response, relief and rehabilitation work. • Collect information on the rescue, relief and rehabilitation work and dispatch it regularly to the coordination cell of the Prime Minister's Office and the IMDMCC and DM&RD, MoFDM. • Conduct early recovery, relief and rehabilitation work as decided by the government. • Prepare a report on relief and rehabilitation operations by the Armed Forces services and provide it to the NDMC and DM&RD.

ARMY RESPONSIBILITIES

FOUR PHASES OF DISASTER MANAGEMENT

RESPONSIBILITIES

NORMAL TIMES	ALERT AND WARNING	DISASTER RESPONSE	RELIEF & REHABILITATION
• Designate a Disaster Management Focal Point in Army Headquarters and Divisional Headquarters. • Undertake emergency response planning including identification of resources to assist response and relief operations. • Identification of Task Force and reserve Task Force. • Prepare operational plan for responding to requests for assistance by government agencies.	• Establish the Control Room for disaster in the headquarters. • Designate one Liaison Officer if necessary to the coordination cell of the Prime Minister's Secretariat. • Maintain liaison with the control room of the MoFDM. • Issue orders for the rapid mobilization of the army and assign duties. • Organize Task Forces in each formation for working as a Disaster Control Unit.	• Undertake relief operations • Operate Disaster Control room on a continuous basis. • Collect information from the disaster prone areas and dispatch it to the coordination cell of the Prime Minister's Secretariat and the NDMC/ IMDMCC. • Deploy Task Forces in consultation with Prime Minister's Secretariat and MoFDM, as requested. • Assist local administrations through provision of emergency evacuation, transport of relief supplies search and rescue activities and deployment of medical personnel.	• Survey affected areas and assess requirements for relief and rehabilitation. • Assist the provision of medical services. • Participate in reconstruction and rehabilitation operations if requested by the civil administration. • Assist the local administration in removing debris in affected areas and improving the environment.

HUMANITARIAN CIVIL-MILITARY COORDINATION MECHANISMS

Coordination of Foreign Military Assets (FMA)

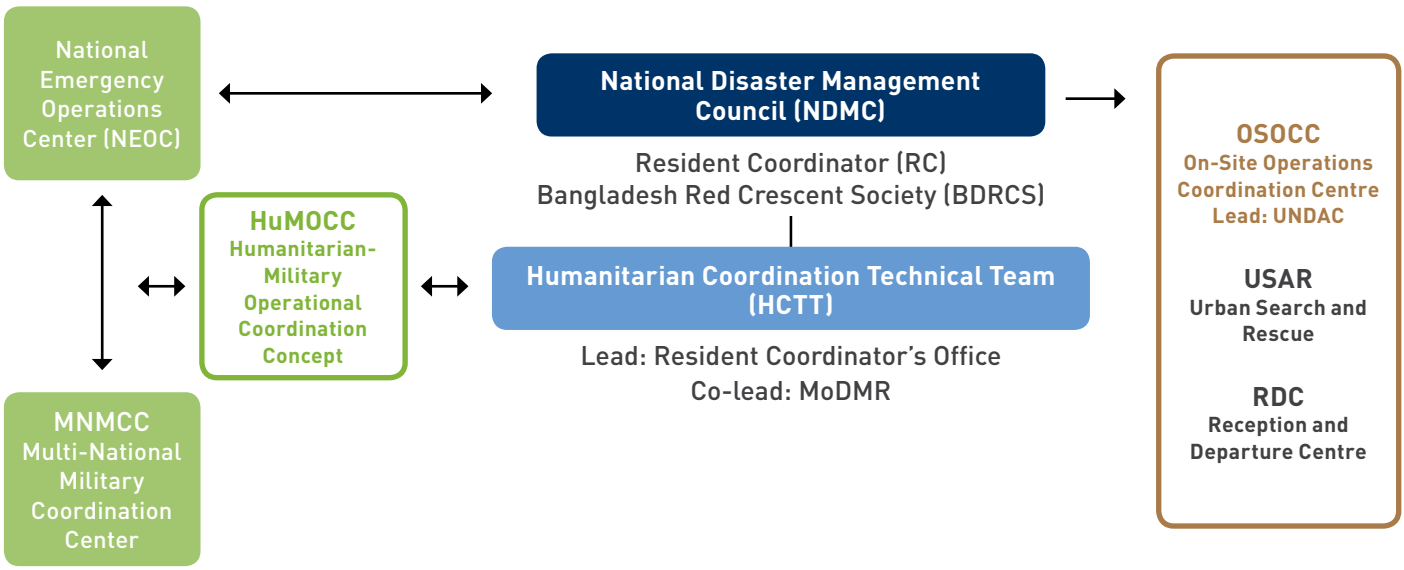
International military assistance is generally based on existing agreements between Bangladesh and other Member States, or provided multilaterally. Foreign Military Assets (FMA) may either be requested or accepted by the Government of Bangladesh. The Ministry of Foreign Affairs (MoFA) is responsible for communicating the need for foreign military assistance to the international community.

Identifying the availability and use of FMAs shall be determined by government agencies and the clusters, in coordination with the Prime Minister's Office, NDMC, IMDMCC and MoFDM. When FMAs are accepted, the mission structure is established as either joint and combined operations, or a multinational force (MNF).

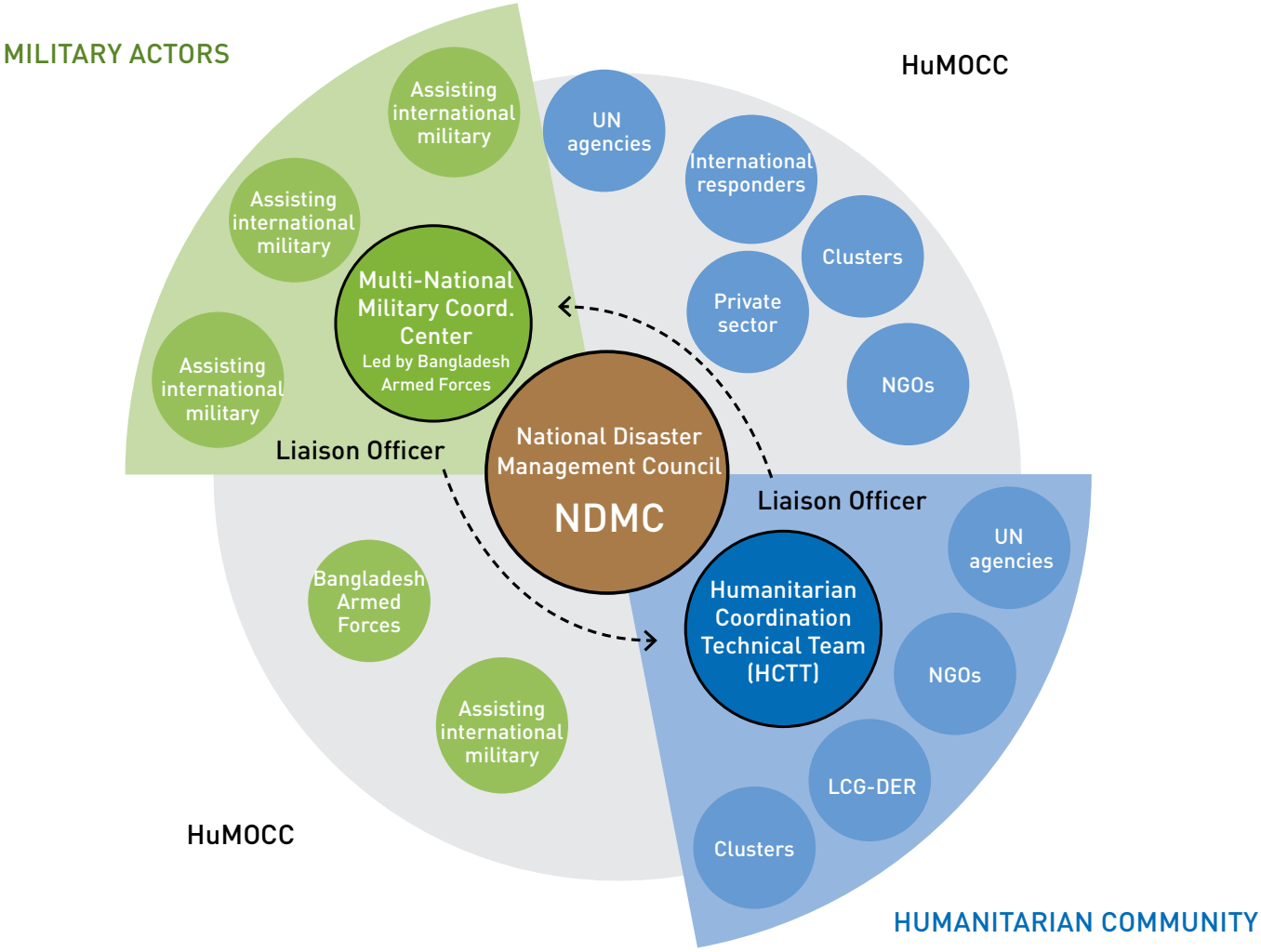
Use of a Multi-National Military Coordination Center

International military assistance is generally coordinated bilaterally through the AFD and the Ministry of Defense in consultation with NDMC. However, in disaster contexts where a significant number of FMAs are deployed, a Multi-National Military Coordination Center (MNMCC) may be activated. The purpose of MNMCC is to provide common situational awareness between the Bangladesh Armed Forces and assisting foreign militaries, facilitate information sharing, and ensure the efficient use of military support locations, capabilities, and coordination.

INTERNATIONAL ASSISTANCE COORDINATION PROCESS



HUMOCC OPERATIONAL CONCEPT IN BANGLADESH



Humanitarian-Military Operational Coordination Concept

An emerging practice in UN-CMCoord development globally, as well as in Asia and the Pacific, is the development of a platform to facilitate information sharing, task division and the coordination of operational planning between humanitarian and military actors, through the 'Humanitarian-Military Operational Coordination Concept' (HuMOCC) in natural disaster response.

In Bangladesh, the HuMOCC platform may be established or integrated into existing coordination mechanisms at the national level. It can: facilitate the interface between humanitarian and military actors; enhance interoperability between and among government and humanitarian actors; initiate dialogue and information sharing, especially between the military and civilian actors; and optimize and prioritize the use of military assets by civilian actors.

CASE STUDY: CYCLONE SIDR

Cyclone Sidr, Category 4

15 November 2007

4,234 fatalities

8.9 million affected

US$2.3 billion

In November 2007, Bangladesh experienced one of their worst natural disasters when Tropical Cyclone Sidr hit the country. Cyclone Sidr was the strongest cyclone to hit Bangladesh since 1991, and more than 4,200 people were killed. Although this death toll is tragic, these figures illustrate a significant reduction in the death toll experienced in Bangladesh over the period of some four decades of severe tropical cyclones. The path of Cyclone Sidr, was similar to its two major predecessors (Bhola in 1970 and Gorky in 1991), and it devastated a similar area of the country.

Bangladesh's Cyclone Preparedness Program saw approximately 600,000 Bangladeshis evacuated that were in the path of the storm, being housed in 1,800 disaster shelters. Emergency disaster kits that contained clothing, blankets and food were distributed to those evacuated. In addition to the civilian agencies providing assistance, the military established medical camps, to provide health care services.

The Bangladesh Air Force immediately mobilized eighteen helicopters and five navy ships to deliver food, medicine and other relief supplies.

The key activities that the military executed were:

- Transportation of relief goods by Air Force assets (Helicopter and Fixed Wing Air Craft) from Dhaka
- Transportation of relief goods in affected districts through road and river routes using Army, Navy and Civil assets
- Augmentation of civil health care service by Armed Forces Medical Teams
- Clearing of roads and restoration of road communication
- Assisting the restoration of telecommunication

The United States was requested to support the response and sent a large contingent in the form of Operation Sea Angel II. These Foreign Military Assets included:

- Helicopter and fixed wing aircraft
- Water purification capability
- Medical services
- Landing crafts for inland transportation

The Ministry of Food and Disaster Management distributed rice, tents, blankets, and housing packages. The Government's Disaster and Emergency Response (DER) subgroup of the Local Consultative Group (LCG) coordinated international humanitarian relief and early recovery planning, and the Ministry of Foreign Affairs and the Economic Relations Division (ERD) organized meetings for development partner countries and organizations in order to brief them about the impact of Cyclone Sidr.

Government efforts were supported by a swift response by the international and national aid community. Forty-nine countries provided emergency relief support for those affected by the cyclone. The cluster system was activated, co-lead by government ministries.

Although the effective role of the Armed Forces Division (ADF) in coordinating relief and search and rescue activities was highlighted the lessons learned process produced some future considerations:

- Information sharing between government, AFD and INGOs during the initial stages could be improved
- The establishment of a forward command post to undertake relief management and coordination was a successful initiative and should be adopted as part of future crisis event planning arrangements
- Early needs assessments were undertaken by a number of agencies, many independent of each other, little information was shared in the early stages
- The Disaster Management Information Centre could serve an important information management role in tracking donor contributions

These lessons have informed recent disaster management developments in Bangladesh, including the 2010 revision of the Standing Orders on Disaster.

ACRONYMS AND ABBREVIATIONS

AFD	Armed Forces Division
CPP	Cyclone Preparedness Programme
DER	Disaster and Emergency Response
DMB	Disaster Management Bureau
DM&RD	Disaster Management and Relief Divions
DRR	disaster risk reduction
DDMC	District Disaster Management Committee
FAO	Food and Agriculture Organization
FMA	Foreign Military Assets
HADR	Humanitarian Assistance and Disaster Relief
HCTT	Humanitarian Coordination Technical Team
HuMOCC	Humanitarian-Military Operational Coordination Concept
IFRC	International Federation of the Red Cross
IMDMCC	Inter-Ministerial Disaster Management Coordination Committee
INFORM	Index For Risk Management
INGO	international non-government organization
LCG	Local Consultative Group
MoA	Ministry of Agriculture
MoDMR	Ministry of Disaster Management and Relief
MoE	Ministry of Education
MoFDM	Ministry of Food and Disaster Management
MoHFW	Ministry of Health and Family Welfare
MoLGDC	Ministry of Local Government, Rural Development and Co-operatives
MoWCA	Ministry of Women and Children Affairs
MNMCC	Multi-National Military Coordination Center
MNF	multinational force
NEOC	National Emergency Operations Center
NDMAC	National Disaster Management Advisory Committee
NPDM	National Plan for Disaster Management
NDMC	National Disaster Management Council
NDRCG	National Disaster Response Coordination Group
NDRRC	National Disaster Response Coordination Center
NGO	non-government organization
OCHA	UN Office for the Coordination of Humanitarian Affairs
OSOCC	On-Site Operations Coordination Centre
PMO	Prime Minister's Office of Bangladesh
RDC	Reception and Departure Centre
SAARC	South Asian Association for Regional Cooperation

SC	Save the Children
SHE	Strategic Humanitarian Engagement Group
UNDAC	United Nations Disaster Assessment and Coordination
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UN RC	UN Resident Coordinator
UN RCO	UN Resident Coordinator's Office
USAR	Urban Search and Rescue
WFP	World Food Programme
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization

REFERENCES

Asian Disaster Reduction Center (ADRC), Information on DRR of the member countries: Bangladesh. 2016.

Management Database (EM-DAT), Center for Research on the Epidemiology of Disasters (CRED). 2016.

WFP, 2014,

Government of Bangladesh 2008;

INFORM. Country Profile Bangladesh. 2017.

Government of Bangladesh. Disaster Management Act No 34 (2012).

Ministry of Food and Disaster Management, Government of Bangladesh. Standing Orders on Disaster (1997, revised 2010).

Ministry of Food and Disaster Management, Government of Bangladesh. Relief National Plan for Disaster Management 20120-2015. 2010.

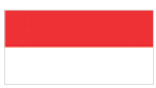
Ministry of Food and Disaster Management (MoFDM); Asian Disaster Preparedness Center (ADPC); Comprehensive Disaster Management Programme (CDMP). National Earthquake Contingency Plan. 2009.

National Strategy on the Management of Disaster and Climate-induced Internal Displacement. 2015.

INDONESIA

CIVIL-MILITARY COORDINATION IN EMERGENCIES

Members of the Indonesian military walk through an area damaged by landslides caused by the earthquake in Padang Pariaman, West.
Photo: Asia File / Alamy Stock Photo



INDONESIA

Civil-military coordination in disaster response in Indonesia has been shaped by several contextual factors in recent decades, including the frequency and scale of natural disasters as well as the historical role of the Indonesian Armed Forces (Tentara Nasional Indonesia, TNI). TNI is a primary responder in disaster response and has been deployed frequently as part of its Military Operations Other Than War (MOOTW) doctrine.1 Its leading role in disaster response has been influenced by its organizational structure, military practices, clear chain of command and coordination and ability for rapid deployment.2 This includes the 'dual role' (dwifungsi) that until 1998 institutionalized roles for TNI not only in security operations, but in political and economic spheres.

In previous large-scale disasters such as the 2004 Indian Ocean tsunami and the West Sumatra earthquake in 2009, foreign military assets have been deployed to support a number of response operations. Indonesia has developed legal and policy frameworks regulating international assistance, and was one of the first countries to incorporate International Disaster Response Law (IDRL) provisions into domestic frameworks.3 Over the past decade, processes and mechanisms specifically for incoming foreign military capabilities in the event of a large-scale disaster have been developed.

A Civil-Military Technical Working Group was established in 2015, consisting of the Ministry of Defence, TNI, Ministry of Foreign Affairs and National Agency for Disaster Management (Badan Nasional Penanggulangan Bencana, BNPB) officials. In 2016, activities included: a review of the Inter-Ministerial Rapid Response Unit for Disaster Management and the renewal of the MOU between the BNPB and TNI-Ministry of Defence. Priority areas for the Working Group for 2017 are: developing clear protocols for the activation of a humanitarian-military coordination platform as part of large-scale disaster response operation, and clarifying liaison arrangements and task division between the humanitarian-military coordination platform, the national clusters and the Multi-National Coordination Center (MNCC).[4]

1 Law Number 34 of 2004 contains provisions for the active role of the Armed Forces in disaster response.
2 Center for Excellence in Disaster Management and Humanitarian Assistance, Disaster Management Reference Handbook Indonesia, 2015.
3 IFRC, International Disaster Response Law (IDRL) in Indonesia: An Analysis of the Impact and Implementation of Indonesia's Legal Framework for International Disaster Assistance, Palang Merah Indonesia and the International Federation of Red Cross and Red Crescent Societies, 2014.
4 Hodgkin, Emergency Response Preparedness in Indonesia, A Consultation Report Prepared for the Humanitarian Country Team, 2016, 22.

KEY EVENTS IN THE RECENT EVOLUTION OF CIVIL-MILITARY COORDINATION IN INDONESIA

2002
- Republic of Indonesia Law 3 on National Defence enacted.

2004
- Indian Ocean Tsunami—TNI responds and Foreign Military Assets (FMA) from more than 35 countries deployed.
- Republic of Indonesia Law 34 Concerning National Armed Forces enacted. Outlines the main tasks of TNI in MOOTW.

2007
- Republic of Indonesia Law 24 Concerning Disaster Management enacted. BNPB and BPBDs created.

2008
- Government Regulations 21 and 23 outline Guidelines for Disaster Management, and Participation of International Institutions and Foreign non-governmental organizations (NGOs) in Disaster Management, respectively.
- Government Regulation 22 outlines guidelines Concerning Disaster Aid Financing and Management.

2009
- National Disaster Response Plan created.
- West Sumatra earthquake. TNI deployed. Government of Indonesia welcomed international assistance from both civilian actors and military forces.

2010
- BNPB Guideline 22 on the Role of the International Organizations and Foreign Non-Government Organizations during Emergency Response developed.
- Triple disaster - West Sumatra earthquake and Mentawai Islands tsunami, flooding in Papua and Mt Merapi eruption. TNI deployed. Targeted assistance from international organizations already present in country was welcomed.

2014
- National cluster system established.

2016
- Civil-Military Technical Working Group established.

2016/17
- Development of National Disaster Response Framework.

DISASTER RISK PROFILE

Key facts

Official name: Republic of Indonesia

Area: 1,904,569 km^2

Population: 255,993,674 (2015)

Capital: Jakarta

Official language: Bahasa Indonesia

Disaster focal point: Badan Nasional Penanggulangan Bencana (BNPB)

Military: Tentara Nasional Indonesia (TNI)/Indonesian Armed Forces

Police: Kepolisian Negara Republik Indonesia, POLRI/ Indonesian National Police

General information

Indonesia experiences frequent earthquakes and volcanic activity due to its location across three tectonic plates. Indonesia has the most volcanoes (about 500) of any country, of which 128 are considered active. It experiences an average of 20 small earthquakes per day and is also affected by extreme weather events such as typhoons, storm surges, landslides, floods and droughts due to its location along the Pacific typhoon belt. Indonesia has also experienced significant forest fires over the last 20 years, most severely in 2015, where more than two million hectares of land were burnt. Forest fires also have a significant impact on neighbouring countries.

Overview of disasters

The most frequent natural disasters affecting Indonesia over the last four decades are floods (39 per cent) and earthquakes (23 per cent). Between 1975 and 2015, disasters caused economic losses and damage of about US$18.3 billion. Landslides are the third most frequent disaster, followed by volcanic activity. In 2016 there were 2,342 disaster events, killing 522 people and displacing 3.05 million.[5]

5 Emergency Events Database (EM-DAT) Centre for Research on the Epidemiology of Disasters, 2016, United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), Humanitarian Snapshot 2016.

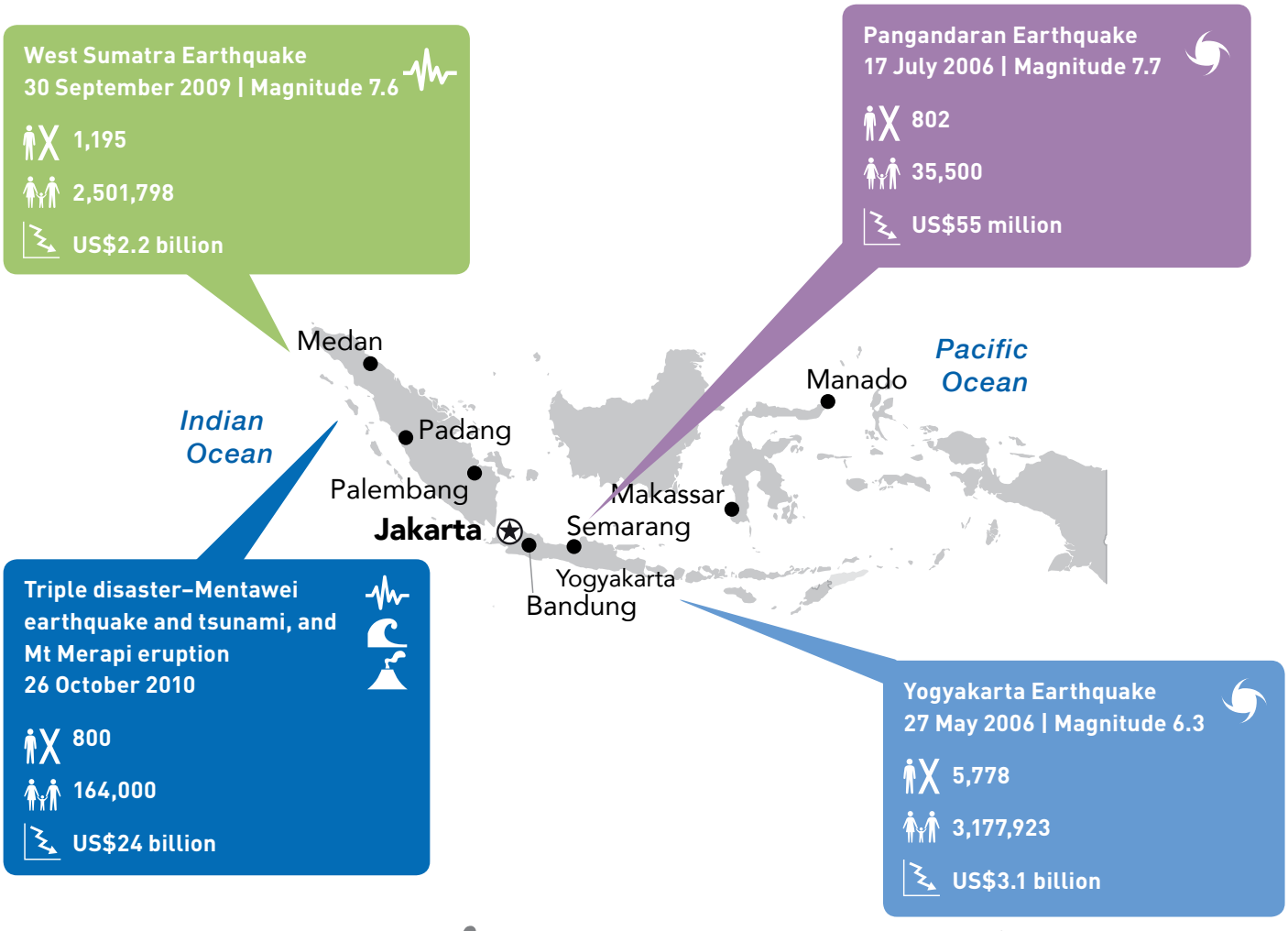
FREQUENCY OF DISASTERS 1970-2015

Flood	Earthquake	Landslide	Volcano	Epidemic	Storm	Drought	Wildfire
x165	x97	x52	x44	x33	x11	x9	x10
39%	**23%**	**12%**	**10%**	**8%**	**3%**	**2%**	**2%**

97 Earthquakes ▶ 181,000 Fatalities ▶ US$11.7 billion
Economic loss and damages

Source: Emergency Management Database (EM-DAT), Centre for Research on the Epidemiology of Disasters (CRED), 2016

MAJOR DISASTERS (2006-2016)



Source: EM-DAT CRED, 2016

INFORM Index

INFORM is a model based on scientific risk concepts, calculated by combining about 50 different publicly available indicators that measure different components of three dimensions of risk: hazards, vulnerability and lack of coping capacity.

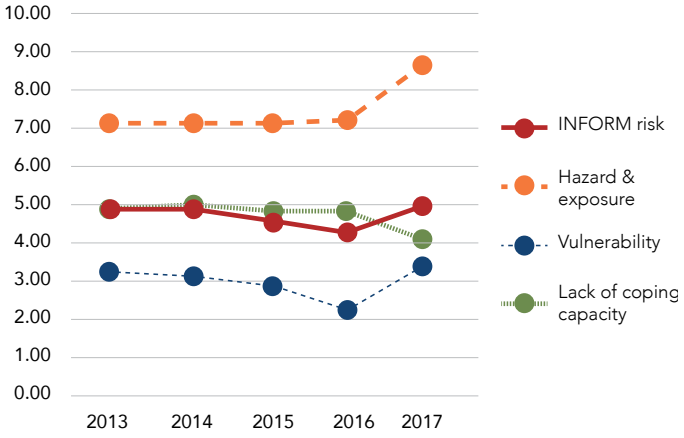
INFORM RISK VALUE AND RANKING

Indonesia has a high hazard exposure compared to other ASEAN countries however it also has a lower level of vulnerability than other neighbouring states. Indonesia is in the risk trend category of medium.

INFORM RISK VALUE AND RANKING 2017	VALUE (10 = HIGHEST)	ASEAN RANK (OUT OF 10 COUNTRIES)
INFORM risk	4.3	4
Hazards & exposure	7.2	3
Vulnerability	2.3	7
Lack of coping capacity	4.8	4

INFORM RISK FIVE YEAR TREND (2013-2017)

While the risk and lack of coping capacity indicators have remained relatively stable over the last five years, the country's vulnerability and hazard exposure has increased.



KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION

Law of the Republic of Indonesia Number 3 of 2002 on National Defence. This law outlines the role of TNI in military operations other than war (MOOTW).

Law of the Republic of Indonesia Number 34 of 2004 Concerning the National Armed Forces. This law further delineates the main tasks of TNI in MOOTW, including supporting disaster response through facilitating humanitarian relief, and management of internally displaced persons.

Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management. This law is the main legal document guiding disaster response in Indonesia. It contains provisions for: the responsibilities and authority of the government, disaster response and relief, emergency status and; disaster aid financing and management..

Government Regulation Number 23 of 2008 Concerning Participation of International Institutions and Foreign Non-Governmental Organizations in Disaster Management. This regulation outlines provisions that govern the involvement of international organizations in disaster management in Indonesia. It includes stipulations on the authority for determining participation, planning and reporting processes, and is intended to outline roles and responsibilities for managing international involvement in all phases of disaster management.

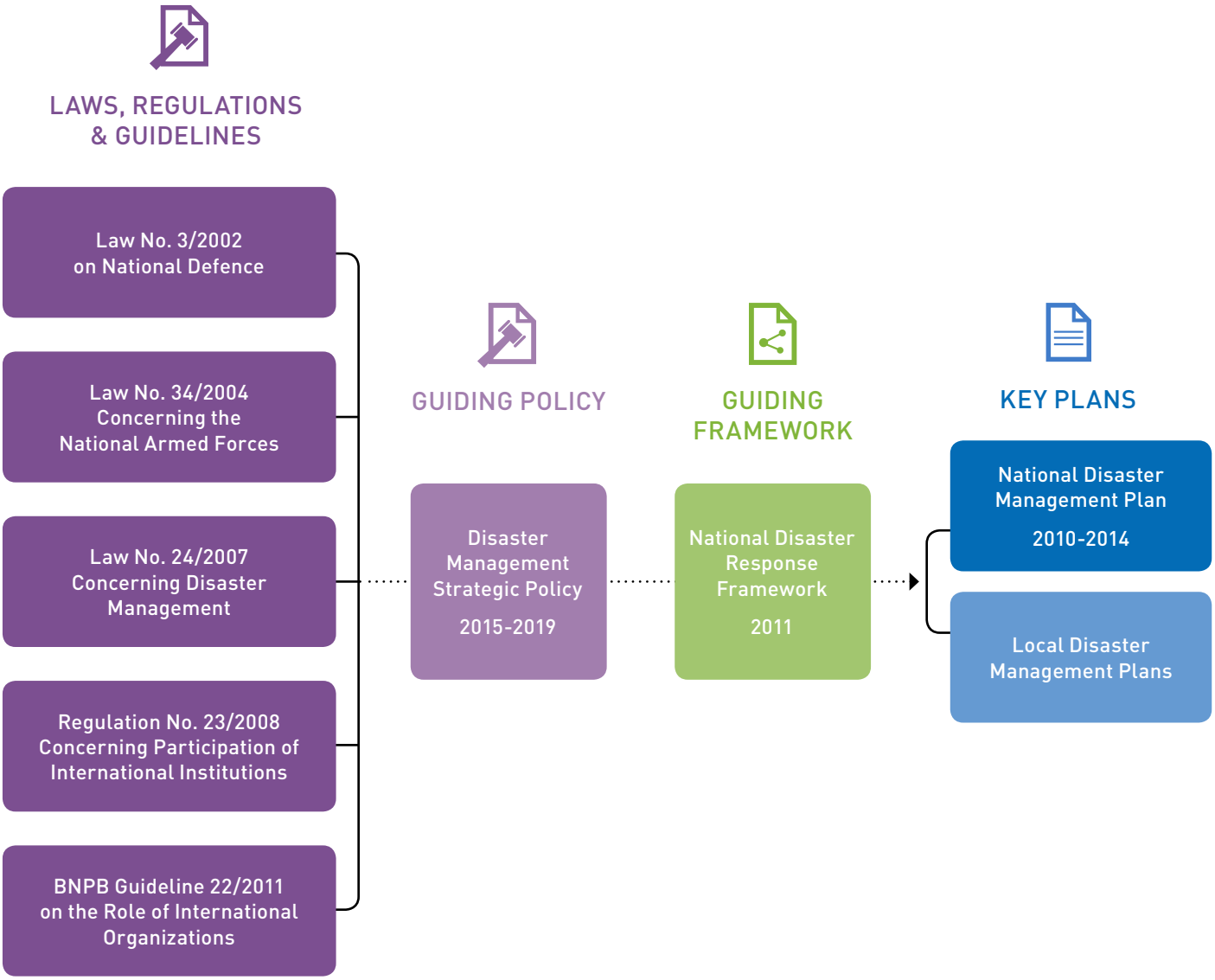
Disaster Management Strategic Policy (2015-2019). This policy focuses on natural disaster mitigation, with one of the seven focus areas being natural disaster management. The three strategic objectives are disaster risk reduction, the reduction of disaster vulnerability and increased disaster management capacity.

National Disaster Management Plan (2010-2014). This document outlines key disaster management planning priorities and activities, including guidelines for development of strategic plans for government agencies and ministries. It stipulates that the National Agency for Disaster Management (BNPB) and TNI work closely in disaster management.

BNPB Guideline Number 22 of 2010 on the Role of the International Organizations and Foreign Non-Government Organizations during Emergency Response. As well as providing guidance on managing international assistance, this guideline outlines specific responsibilities for TNI in the management of disaster response, including coordinating mechanisms for the entry of foreign military personnel and capabilities.

National Disaster Response Framework (forthcoming in 2017). The National Disaster Response Framework will further delineate roles and responsibilities in disaster response, in addition to refining existing guidance on foreign assistance. BNPB is developing the framework in conjunction with national civil society and with other relevant ministries including the Ministry of Defence and TNI, donors, UN agencies and international and national NGOs.

KEY POLICIES, FRAMEWORKS AND PLANS FOR CIVIL-MILITARY COORDINATION



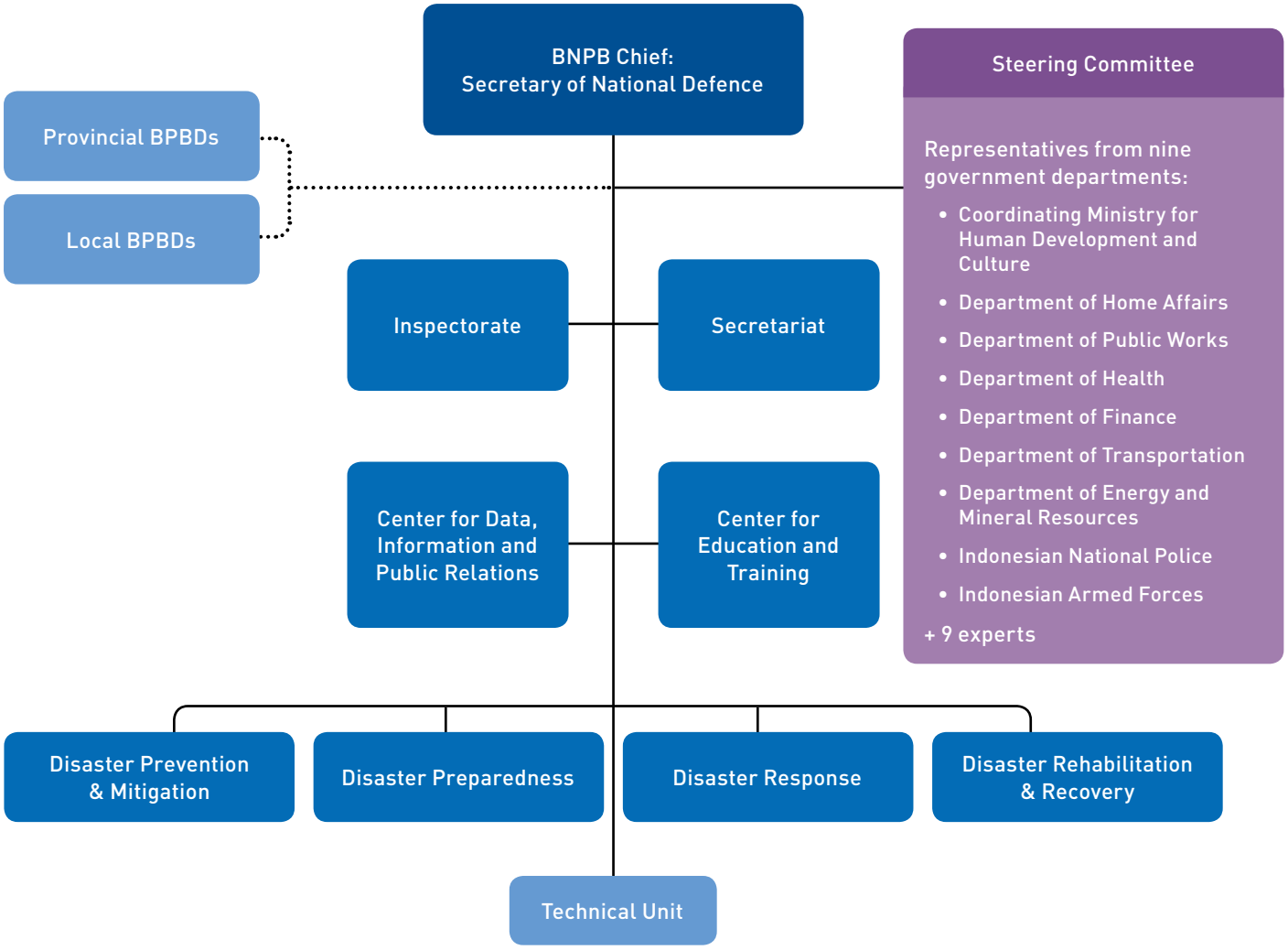
KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

Disaster focal point

National Disaster Management Agency (Badan Nasional Penanggulangan Bencana)

BNPB is the primary body responsible for coordinating preparedness, response, prevention and mitigation, and rehabilitation and recovery, as mandated in Law Number 24 of 2007 Concerning Disaster Management.

DISASTER MANAGEMENT STRUCTURE



+62 21 345 8400

+62 21 345 8500

posko@bnpb.go.id

http://www.bnpb.go.id

https://www.facebook.com/infobnpb

https://twitter.com/BNPB_Indonesia

BNPB overview

Established by: Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management; Presidential Regulation Number 8 of 2008 Concerning the Disaster Management Agency.

Key functions: Provides guidelines and directions on disaster management and emergency response; leads on disaster management including preparedness and response.

Location within government: Non-departmental government institution equivalent to a national ministry.

Leadership: Chief of BNPB, equivalent to a head of a national ministry.

Headquarters: BNPB Head Office, Jakarta.

Deputies:

- Deputy for Prevention and Preparedness
- Deputy for Emergency Response
- Deputy for Rehabilitation and Reconstruction
- Deputy for Logistics and Equipment

Composition: BNPB consists of a Disaster Management Steering Committee and a Disaster Management Executive Committee.

The Disaster Management Executive Committee comprises the Chief Secretariat; deputies for prevention and preparedness, emergency response, rehabilitation and reconstruction, and logistics and equipment; a chief inspectorate; and a technical implementing unit.

The Disaster Management Steering Committee is appointed by parliament, and consists of 18 members including officials from seven government departments and ministries, TNI, the Indonesian National Police (POLRI) and nine expert members.

Military and police force representation: TNI and the POLRI are represented on the Disaster Management Steering Committee.

Authority: BNPB is the key coordinating body in disaster response. It is responsible for preparing for, directing and managing all aspects of disaster management efforts. BNPB also controls the mobilization and use of equipment in disaster response that may come from outside Indonesia.[6] The Head of BNPB is directly accountable to the President. BNPB can draw on human resources, equipment, and logistics from relevant portfolio agencies, TNI and POLRI.

Regional/provincial representation: Badan Penanggulangan Bencana Daerah (BPBDs), a system of regional disaster management agencies, was established by the same Presidential Regulation as the national body. BPBDs have a similar composition to the national agency and are convened at the provincial and district/municipality levels. BPBD operations are guided by local regulations (perda).

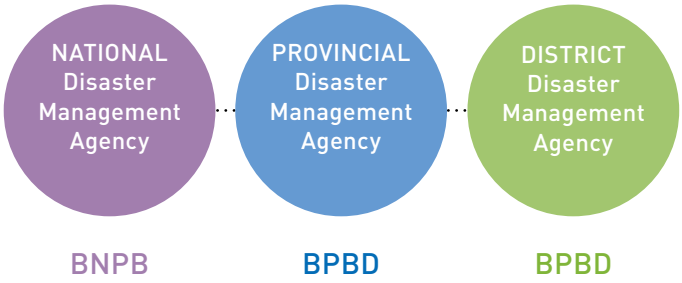
Emergency Operations Center (EOC): EOCs are established at the national and provincial levels to monitor potential disasters and provide data and information during disasters to BNPB and other government agencies.

6 Article 31, Regulation 21/2008 and its elucidation.

Subnational disaster management agencies

In Indonesia, responsibility for disaster management is decentralized to the district, municipal and provincial government levels, with support from BNPB and national government agencies where required.[7] BPBDS are established in the 34 provinces of Indonesia, and district disaster management agencies (also termed BPBDs) have been established in more than 80 per cent of the districts and cities in the country.

NATIONAL, PROVINCIAL AND DISTRICT LEVELS



The sub-national local government structure in Indonesia has three administrative levels: provinces; districts and municipalities; and sub-districts and villages. The local parliament of each province elects a governor. Each province has its own legislative body and system of government.

BPBD overview

Leadership: At the provincial level, BPBDs are led by an official ranking second to the governor. At the district/municipal level, the BPBD is led by an official ranking second to the mayor or head of the district.

Functions: As responsibility for disaster management in Indonesia is decentralized, district and provincial BPBDs are the responsible agency for disaster response in the first instance, supported by BNPB where needed.

Authority: As part of the decentralized disaster management structure, at the sub-provincial level some districts may determine their own recovery plans, pass specific laws allowing or restricting access and make decisions on where disaster relief funds should be prioritized.[8]

Membership: Provincial and district BPBDs are composed of members from the provincial and district/municipal level agencies and mirror the national level in terms of structure, tasks, and functions.

Coordination: The provincial agencies also coordinate with the national agency, BNPB, through regular meetings and participation in exercises.

Role of the military: TNI and POLRI are represented at both provincial and district/municipal BPBDs. TNI is a first responder through its Kodam, Korem, Kodim, Koramil and Babinsa network (command structure down to village level).

ADMINISTRATIVE DIVISIONS OF INDONESIA

ENGLISH NAME	BAHASA NAME	NUMBER
Province	Provinsi	34
District/Municipality	Kabupaten/Kota	416/98
Sub-district	Kecamatan (in Papua and West Papua: Distrik)	6,543
Village	Desa and kelurahan	75,244

BNPB is mandated with building the technical capacity and disaster management skills of provincial and district BPBDs. This includes planning (risk assessments, contingency plans and response plans) and practical skills (rapid assessment, response coordination and command, logistics, needs assessment and coordination of recovery and rehabilitation).[9]

7 Presidential Directive of 2007.

8 Hodgkin, Emergency Response Preparedness in Indonesia, A Consultation Report Prepared for the Humanitarian Country Team, 2016.

9 Center for Excellence in Disaster Management and Humanitarian Assistance, Disaster Management Reference Handbook Indonesia, 2015.

Key civilian government agencies

Ministry of Social Welfare

BNPB

Steering Committee → Ministry of Social Welfare

Function: Supports BNPB in disaster response. The Ministry of Social Welfare has central warehouses where relief supplies, such as preserved food and tents, are kept in case of emergency. When there is an emergency, the Ministry of Social Welfare establishes temporary distribution points for areas affected by the disaster.

Provincial representation: The Ministry is represented at provincial and district levels of government.

Ministry of Health

BNPB

Steering Committee → Ministry of Health

Function: Provides health and medical services in the aftermath of a disaster. The Ministry of Health has strong response capacity and thus will often be the first organization on the ground. It has a network of nine regional crisis centers coordinated by a national crisis center in Jakarta. The Ministry of Health and the World Health Organization (WHO) have also established a joint warehouse which has capacity to rapidly supply materials to disaster zones.

Provincial representation: The Ministry is represented at provincial and district levels of government.

Ministry of Defence

National Government

Co-ordination

BNPB → Ministry of Defence

Function: The Ministry of Defence has a key role in coordinating international humanitarian and military assistance. Member States providing international military assistance must obtain written approval from the Ministry of Defence and TNI in coordination with BNPB.

Coordination mechanisms

Incident Command System

Indonesia uses the Incident Command System (ICS) in disaster response. ICS is a standardized, on-scene, all-hazard, incident management concept.

Leadership: An Incident Commander (generally from TNI) is appointed by the Head of the District/ Municipality or the relevant BPBD as the On-Site Coordinator and reports to the head of local government. As the On-Site Coordinator, the Incident Commander has authority to deploy all available resources and is responsible for overseeing the mobilization of human resources, equipment, logistics, and rescue operations. The Incident Commander also prepares a disaster plan to be used for the response.

The Area Commander serves to support the Incident Command Posts in coordinating resources that cannot be managed by the district/municipality, and consolidates and shares situation analyses from affected districts/municipalities.

National Forwarding Post: To manage national resources, a National Forwarding Post will be established to support the Area Commander in responding to district/municipality needs. The Deputy Chief of BNPB will coordinate the post, which comprises various government ministries and agencies including TNI and POLRI.

Functions: The ICS facilitates inter-operability between disaster response personnel and other agencies in different jurisdictions.

Activation: By the President, Governor Regent or Mayor based on the recommendation of the Head of BNPB or BPBD at the provincial or district/municipal levels. The ICS is implemented during the emergency response phase.

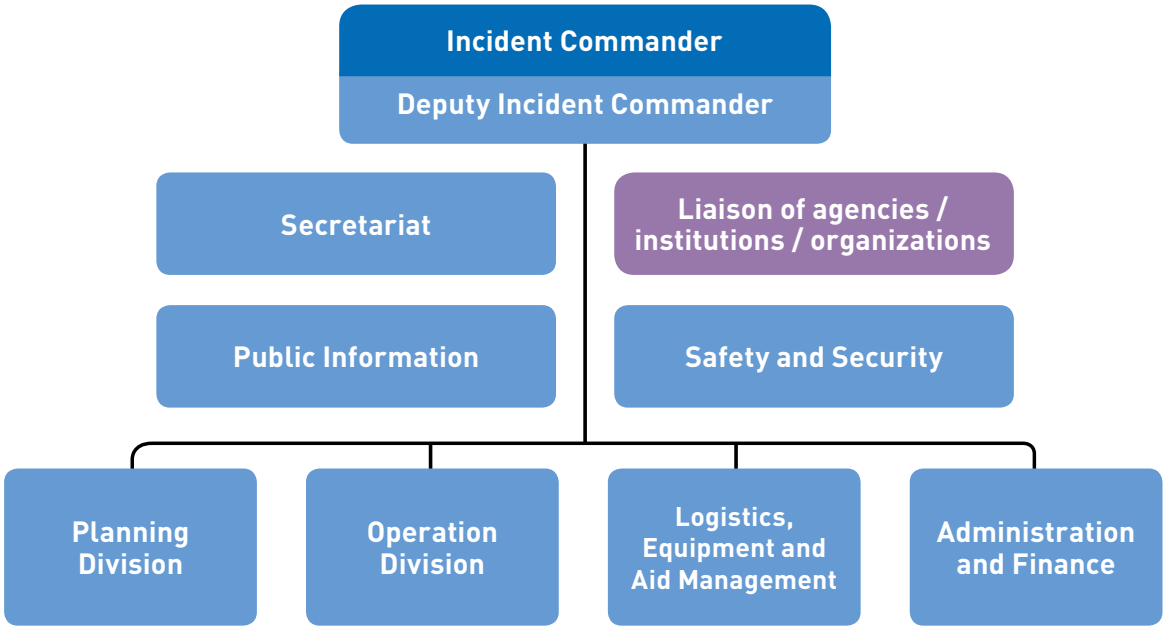
Operational guidelines: BNPB Regulation No. 10 / 2008 and No. 14 / 2010 (currently under revision).

Field command post: Field command posts are established by the Incident Commander according to the disaster location and level. The field command posts will provide disaster response information to the main incident command post.

Key functions:

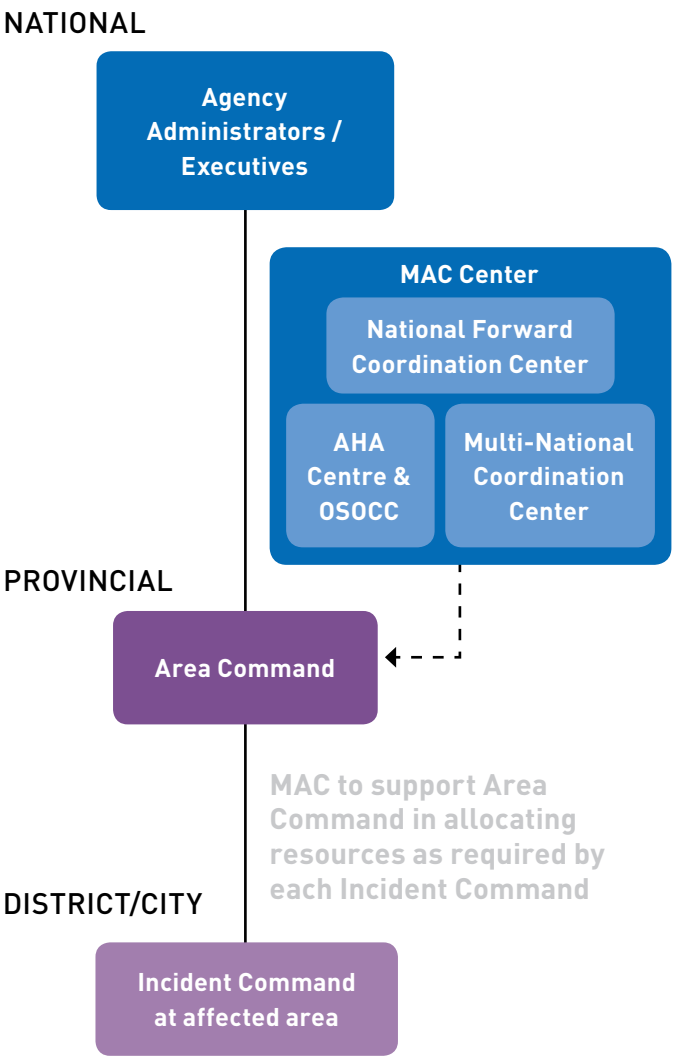
- Coordinating resource and personnel mobilization for disaster emergency response
- Planning for disaster emergency response operations
- Submitting requests for disaster assistance
- Collecting information as the basis for planning the ICS
- Disseminating information about the disaster event and the response

INCIDENT COMMAND STRUCTURE



Inter-operability: Guidelines are currently in development for inter-operability with clusters and other coordination mechanisms. The ICS also coordinates with the Multi-Agency Coordination (MAC) Center. The MAC Center supports the local Incident Command Post through the Area Command Post. The command system is implemented at district level, however any incoming international resources are coordinated through the MAC Center, to avoid duplication and ensure international assistance is aligned with humanitarian needs.

IINCIDENT COMMAND SYSTEM COORDINATION WITH OTHER MECHANISMS



National cluster system

In 2014, Indonesia established a national system of eight clusters. This system devolves responsibility for coordination of individual sectors to government departments and agencies that lead the clusters. The government structure also includes clusters which have no counterpart in the global cluster system, such as the economy cluster.

Established by: BNPB Cluster System Decree of 2014.[10]

Operational guidelines: Guidelines have been developed for the protection and displacement, and health clusters.

Functions: The cluster approach aims to improve coordination of emergency response among actors from both government and non-government institutions. The cluster approach is implemented in a large-scale disaster or in case the government needs international assistance in a multi-sector response with broad participation of international humanitarian actors. Some BPBDs have adapted the cluster approach for small and medium-sized responses.

Role of military: The major role of TNI in the cluster system is to provide support for the logistics and equipment, and search and rescue clusters.

Role of police: POLRI is the co-lead of the displacement and protection cluster.

Inter-cluster coordination: BNPB.

10 The cluster decree was valid for one year and its update is pending the development of the NDRF.

NATIONAL CLUSTER SYSTEM

National Operations Centers

Emergency Operations Centers

Emergency Operation Centers (EOCs), led by BPBDs, are the coordination hub in disaster response for multi-agency command and coordination, decision-making and information management at the provincial level.

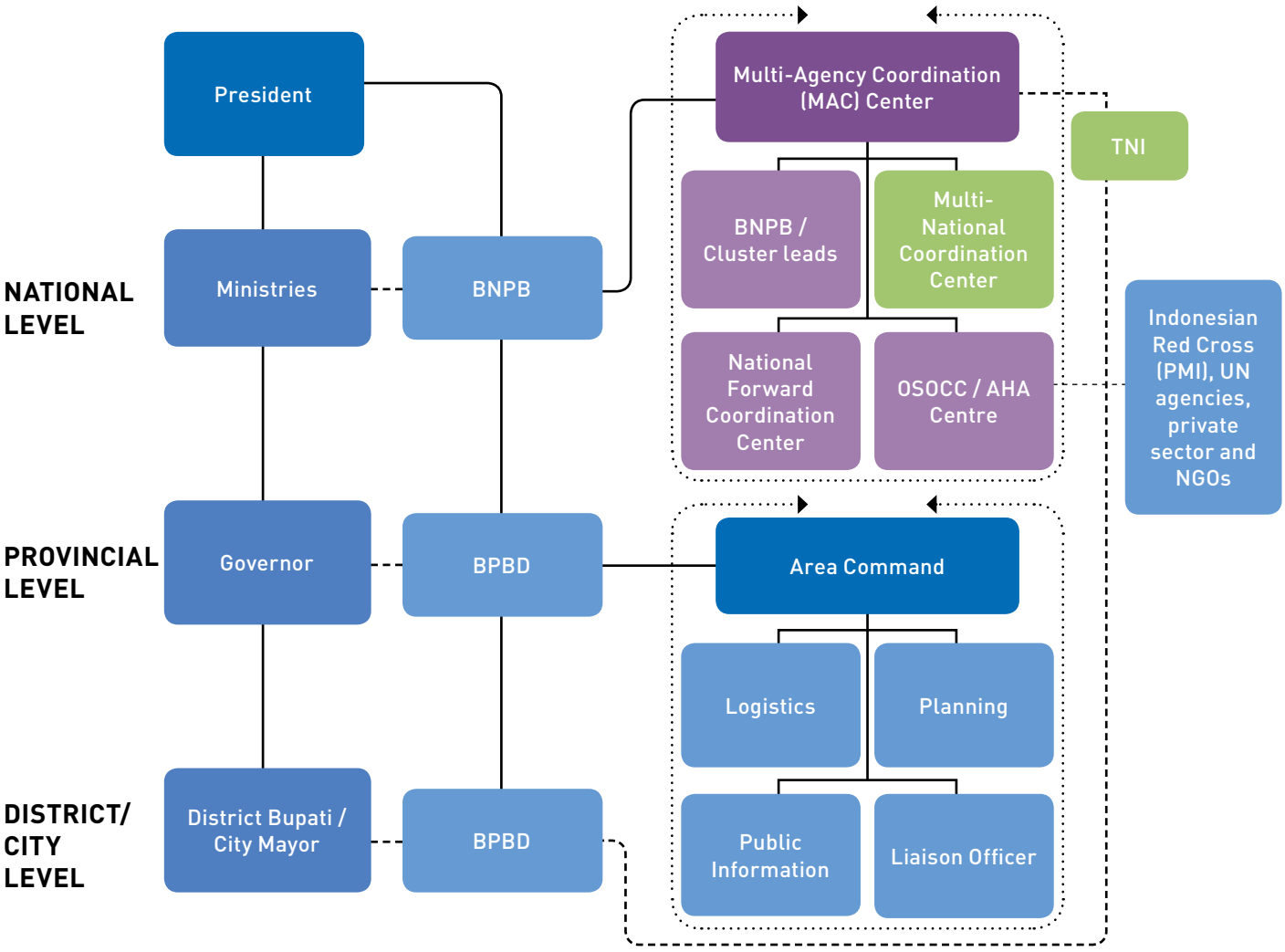
EOCs have been established in a number of provinces and are linked via a national disaster management information system. EOCs monitor potential disaster impacts, and provide information to the Incident Command at the district/municipality level and Area Commander at the provincial level.

Multi-Agency Coordination Center

The Multi-Agency Coordination (MAC) Center is a national coordination mechanism for disaster response. It is composed of BNPB, the Multi-National Military Center (MNCC), the National Forward Coordination Center, the On-Site Operations Coordination Centre (OSOCC, where activated, cluster lead agencies and the ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre).

In large-scale emergencies, the MAC Center will be established at the disaster area. The MAC facilitates provision of support to the local Incident Command Post, through the Area Command Post. The MAC mechanism may also include a Joint Information Center and several smaller working groups.

NATIONAL DISASTER MANAGEMENT COORDINATION STRUCTURE



Indonesia Rapid Response and Assistance Team

The Indonesia Rapid Response and Assistance (INDRRA) Team or Satuan Reaksi Cepat Penanggulangan Bencana mechanism was established in 2009. It is composed of civil-military forces from various relevant line ministries and agencies deployed to assist affected local government in emergency response activities. Its functions also include undertaking rapid assessments of disaster impact as well as humanitarian needs. Recent deployments include the 2013 Jakarta floods, 2013 Aceh Tenga earthquake, 2014 Mt Kelud eruptions and 2015 forest fires.

Leadership: Commander appointed by BNPB.

Function: To support affected local government in undertaking emergency activities and undertake rapid assessments on the impacts of the disaster, including humanitarian needs, during the early stages of the emergency.

Composition: Two INDRRA units covering the Eastern and Western regions of Indonesia. Composed of civil-military forces from 14 relevant line ministries/ agencies, POLRI and TNI.

Role of military: TNI assigns personnel to INDRRA, based on the BNPB's requirements, in the rapid assessment and planning, operations, and resources sections.

Headquarters: West-Halim Perdana Kusuma Air Force Base; East–Abdul Rahman Saleh Airport/Air Force Base in Malang of East Java.

Mobilization of international assistance

In the context of a large-scale disaster affecting multiple Member States, and where national capacity is significantly impacted, Indonesia may accept or welcome targeted offers of international assistance.

Coordination of international assistance

Humanitarian assistance from international responders may be accepted in the following circumstances:

1. The magnitude of the disaster exceeds the government's ability to respond.
2. Issuance of a statement from the government that it will accept offers of assistance from international responders in line with the needs of the affected population.[11]

The process for the entry of international assistance is based on:

1. The nature of international assistance is based on rapid assessments completed by BNPB and/or BPBD, and formally approved by BNPB.
2. An initiation letter from BNPB granting access to the requesting organization.[12]

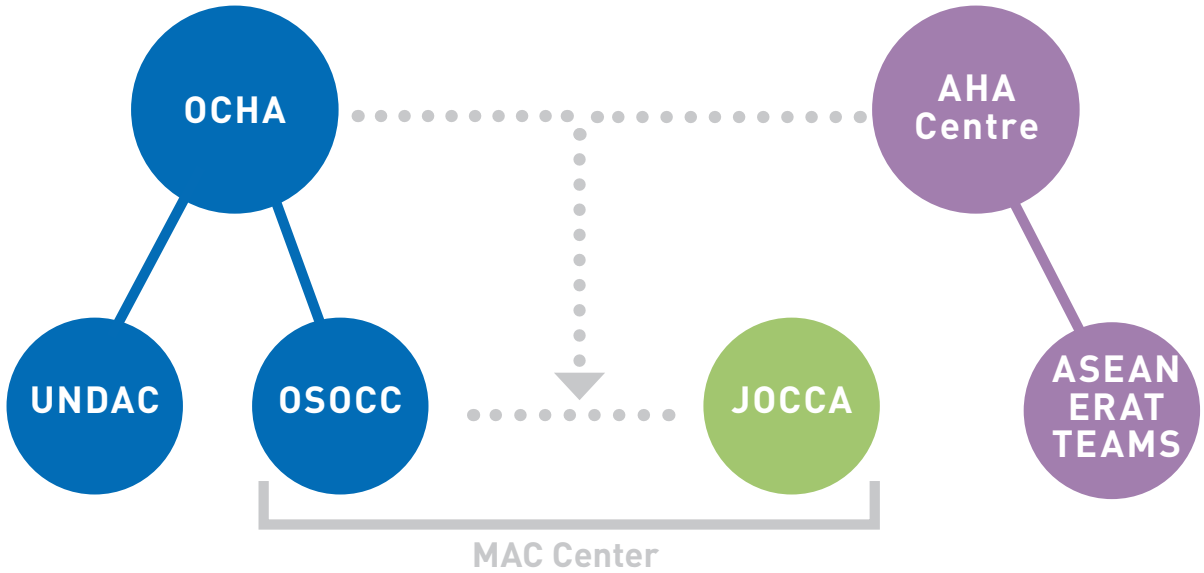
The On-Site Operations Coordination Centre (OSOCC) is a civilian coordination mechanism for international humanitarian assistance that may be activated at the request of BNPB, led by the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) and often co-located with Incident Command Field Posts.

Joint Operations and Coordination Center

International assistance will be coordinated by the AHA Centre and UN OCHA, with particular consideration for assistance provided by ASEAN Member States. The ASEAN Joint Disaster Response Plan outlines the requirement for a coordination platform for ASEAN Member States to be established in disaster response.[13] The purpose of JOCCA is to coordinate between an ASEAN response and the affected ASEAN Member State, and other international responders.

In response to a disaster in Indonesia, an ASEAN Emergency Response and Assessment Team (ERAT) will establish the Joint Operations and Coordination Centre for ASEAN (JOCCA) at the disaster-affected area. The United Nations Disaster Assessment and Coordination (UNDAC) team will also establish an OSOCC. JOCCA and OSOCC will be co-located and share functions between them. They will work under the coordination of the MAC Center together with MNCC and the National Forward Center.

HUMANITARIAN COORDINATION PROCESS



OCHA	Office for the Coordination of Humanitarian Affairs
UNDAC	United Nations Disaster Assessment and Coordination
OSOCC	On Site-Operations Coordination Centre
JOCCA	Joint Operations Coordinating Center for ASEAN
AHA Centre	ASEAN Humanitarian Assistance Centre
ASEAN ERAT	ASEAN Emergency Response and Assessment Team
MAC Center	Multi-Agency Coordination Center

11 Chapter 1, Section A. BNPB Guideline Number 22 of 2010.
12 Chapter 2, Section A, BNPB Guideline Number 22 of 2010.
13 A JOCCA concept note and operational plan is currently in development.

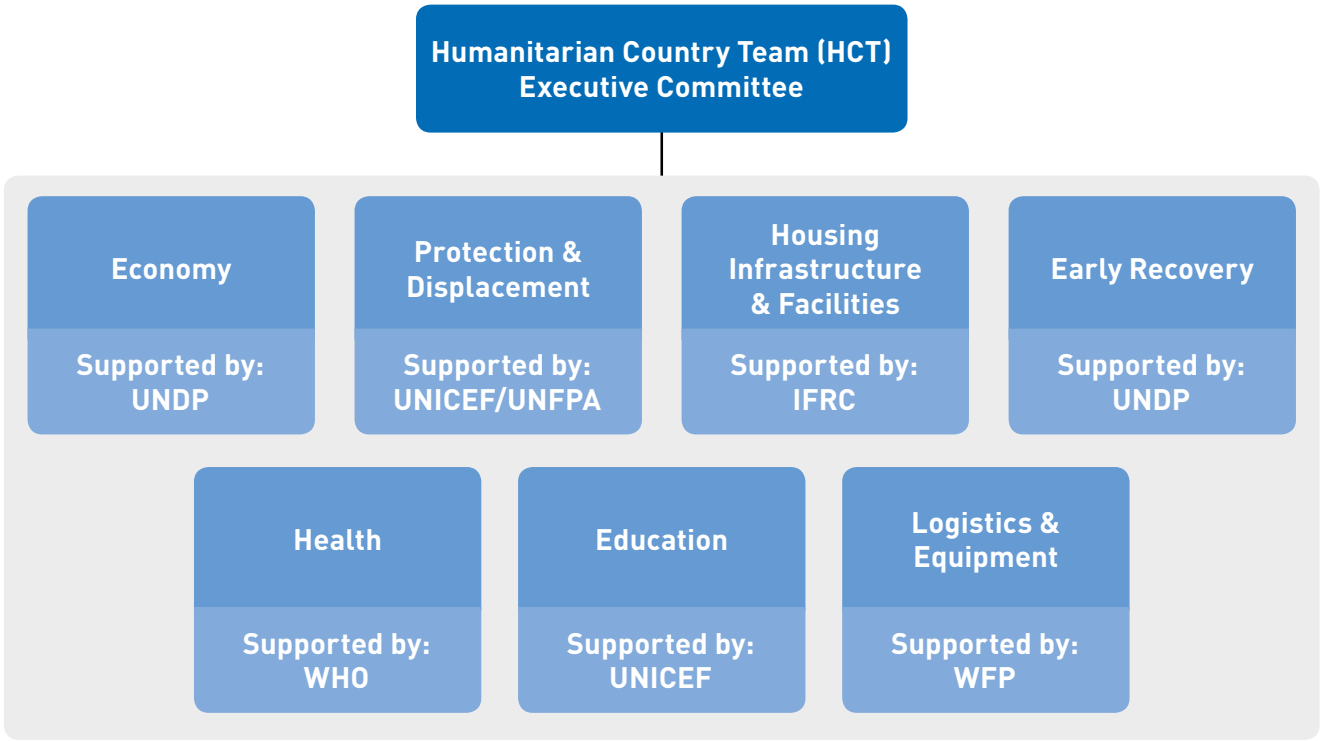
Process for international responders

- **Authority determining level of international assistance:** BNPB. The type and level of assistance is informed by rapid needs assessments (coordinated by the Incident Commander) and is informed by the MAC Coordinator.
- **Authority for access to affected area:** BNPB.
- **On arrival report to:** Departments of Immigration, Customs and Quarantine.
- **Reporting for international responders:** International institutions must report their activities to BNPB periodically.[14]
- **Clearance for international resource mobilization:** BNPB and the Ministry of Foreign Affairs.

International humanitarian coordination architecture

In the context of a request and/or acceptance of international assistance by the Government of Indonesia, coordination between the Humanitarian Country Team (HCT), the Humanitarian Coordinator and the national response systems and bodies, including BNPB, is initiated. The Indonesia HCT consists of UN agencies, international organizations and three national NGO consortia including the Indonesia Humanitarian Forum and the Red Cross/Red Crescent Movement. It is co-chaired by UN OCHA. The HCT agencies outlined below provide support to the national clusters. The primary role of the HCT is to strengthen humanitarian preparedness and response by maximizing coherence with government systems and procedures for disaster response. It provides strategic direction for humanitarian operations.

HUMANITARIAN COUNTRY TEAM SUPPORT TO NATIONAL CLUSTERS



UNDP United Nations Development Programme
UNICEF United Nations Children's Fund
UNFPA United Nations Population Fund
IFRC International Federation of the Red Cross
WHO World Health Organization
WFP World Food Programme

14 Article 15 and 26, Regulation 23/2008.

KEY MILITARY RESPONSIBILITIES IN DISASTERS

Role of the Indonesian Armed Forces (TNI)

The Indonesian Armed Forces (Tentara Nasional Indonesia, TNI) has an integral role in disaster response in Indonesia. This is articulated in disaster-related laws and policies, military doctrine, as well as TNI's role in the national disaster coordination structures. TNI also has a role in reducing the vulnerability and exposure of communities as well as building community capacity to reduce risk and cope with the impact of disasters.

Indonesian Armed Forces (TNI)

Established in: 1945.

Leadership: President of Indonesia; Minister of Defence; Commander of the Armed Forces.

Components: Indonesian Army, Indonesian Navy, Indonesian Air Force and the Indonesian Marine Corps.

No. of active personnel: 430,000.

Headquarters: Cilangkap, Jakarta.

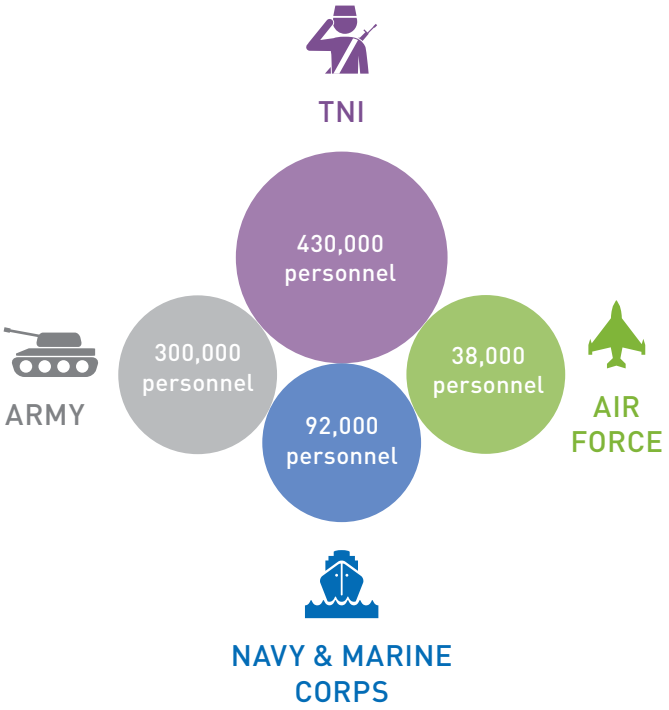
Area Commands (Kodams): 14 kodams (areas) that cover 34 provinces.[15]

IDF Disaster Relief Rapid Reaction Force Task Unit (Satuan Tugas Pasukan Reaksi Cepat Penanggulangan Bencana TNI / SATGAS PRCPB TNI) This unit was established to support BNPB in disaster relief operations comprising civil and military forces. It is deployed on the order of the Commander of the TNI. Following the arrival of the INDRRA team standby unit, SATGAS PRCPB will come under the coordination of the INDRRA leadership.

Civil-military coordination mechanisms: A Civil-Military Operations Center operates like the ICS at district or municipal level.

15 TNI is currently is developing a new system of joint regional military commands (kogabwilhan) that consists of army, air force and navy units.

COMPONENTS OF TNI

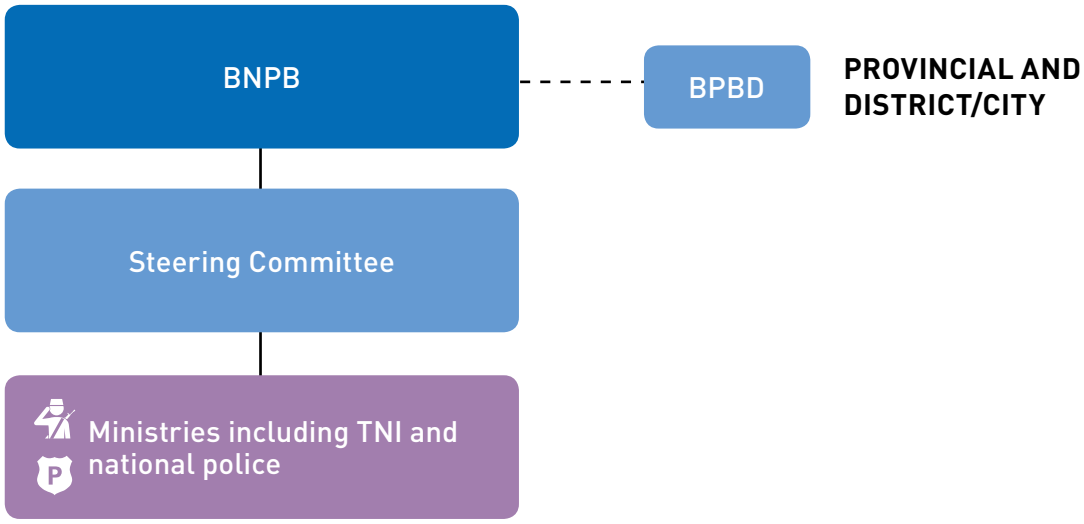


KEY FUNCTIONS IN DISASTER RESPONSE

Functions

- Lead **Search, Rescue and Retrieval Operations.**
- Leadership in managing disaster response through the **Incident Command System (ICS).**
- Provide assistance in the **transportation of relief goods** and rescue and medical teams.
- Deployment of **medical teams.**
- Deployment of **equipment,** materials and other facilities.
- Support to **logistics** functions.
- Coordinating member of the **Satuan Reaksi Cepat Penanggulangan Bencana (SRC PB)** or Indonesia Rapid Response & Assistance (INDRRA) Team.

TNI AND POLRI MEMBERSHIP OF BNPB AND BPBD



Humanitarian Assistance and Disaster Relief Operations

TNI is a primary responder in disasters in Indonesia and has been deployed consistently in recent years.

Key document: Law No. 34 of 2004 Concerning the National Armed Forces. Humanitarian Assistance and Disaster Releif (HADR) Guidelines for TNI are in development.

OBJECTIVES	AREA OF RESPONSIBILITY – HUMANITARIAN ASSISTANCE AND DISASTER RELIEF			
	Respond effectively to natural disasters and other emergencies			
	Search and rescue	Incident Command System	Support to other agencies	Coordination
	Lead search and rescue efforts and coordination with other agencies	Lead the Incident Command System	Integrate military response operations with other agencies Assist in the coordination of foreign military forces	Lead the TNI SATGAS PRCRB Unit Assist BNPB, BPBD and other agencies in delivery of response services
	Disaster Prevention and Mitigation, Preparedness and Readiness, Response, Rehabilitation and Recovery			

HUMANITARIAN CIVIL-MILITARY COORDINATION MECHANISMS

Coordination of Foreign Military Assets

International military assistance is generally based on existing agreements between Indonesia and other ASEAN Member States, or provided multilaterally. Foreign Military Assets (FMAs) may be requested or accepted by the Government of Indonesia. The need for foreign military assistance will be communicated to the international community by the Ministry of Foreign Affairs and BNPB. If FMAs are accepted, joint and combined operations/ multinational force (MNF) concepts shall be applied. BNPB, TNI and the Ministry of Defence (MoD) are responsible for approving entry and providing security clearances. TNI is responsible for establishing the Multi-National Coordination Center (MNCC).

Submission of requests to provide assistance: Member States bringing in military assets must submit written requests to MoD. Requests for assistance are processed by TNI in coordination with BNPB. The request letter must include a list of personnel, logistics capabilities and funds.

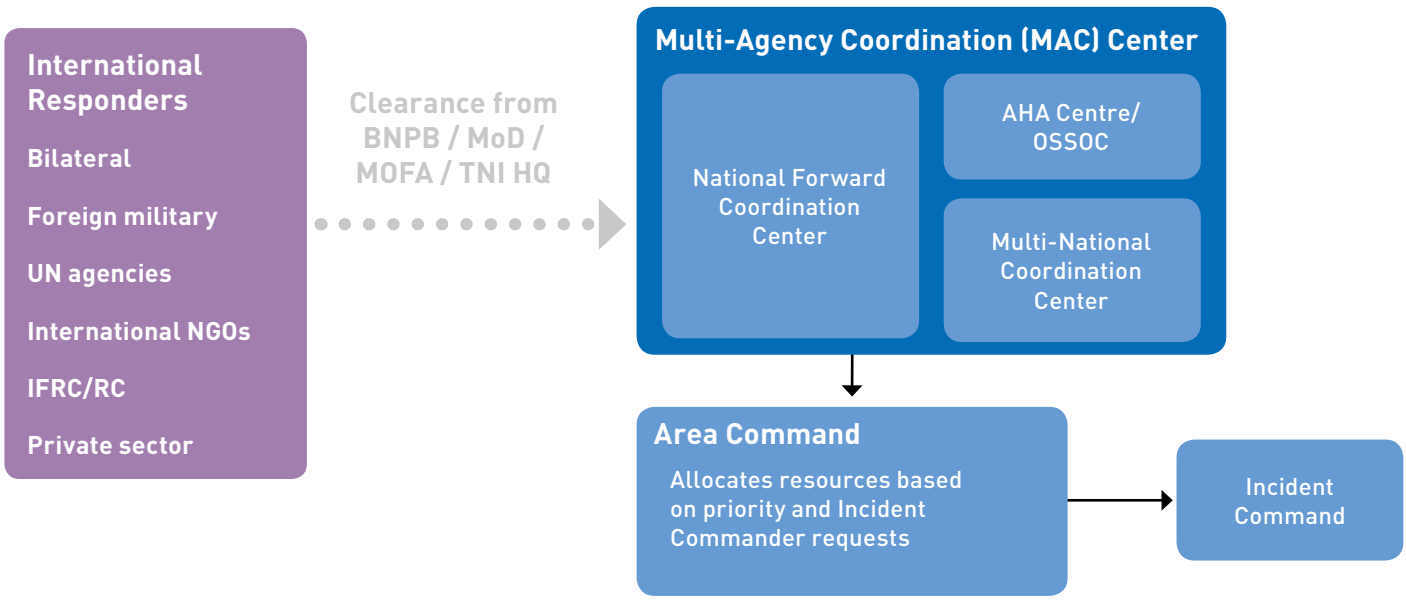
Contact point for foreign military units: TNI General Headquarters (GHQ) Intelligence Foreign Aid Team is the point of contact for foreign military units planning relief operations.

Coordination: TNI GHQ intelligence staff coordinate foreign military assistance through the respective countries' Military Attachés. During response operations, coordination is facilitated by Liaison Officers from the Army, Navy, and Air Force.

Security clearance: Countries providing military assistance must obtain security clearance from TNI GHQ.

Military assets: The assisting countries' military aircraft and ships must have security clearance from TNI GHQ.

COORDINATION OF INTERNATIONAL HUMANITARIAN AND MILITARY ASSISTANCE



Multi-National Coordination Center

A MNCC may be established at the national level, and can be replicated at the subnational level. Joint and Combined Operations/MNF concepts shall be applied in the coordination of incoming foreign militaries.

The purpose of the MNCC is to facilitate information sharing between TNI and assisting foreign militaries and ensure the efficient use of resources.

TNI coordination

In addition to leading the MNCC, TNI also conducts the following activities: facilitating and coordinating military assistance, including coordination with BNPB and Operations Coordination Units; designating military bases, airports and seaports to be used as entry points for international assistance; establishing coordinating posts (joint secretariats) at the designated military bases, airports and seaports; assisting in administrative matters for foreign military units; coordinating with Operations Coordinating Units about the capability and limitations of units to be projected into target areas; and accompanying foreign military units in relief operations.

Multi-Agency Coordination Center

The MAC Center may be established at the national level to support government agencies and to ensure NGOs and international partners have access to military assets as required. Both the MAC Center and MNCC support BNPB and BPBD response operations. The MAC may also be used as a coordination platform to optimize the use of military assets by humanitarian agencies. .

Leadership: BNPB.

Components: BNPB, civilian agencies including governments departments, NGOs and cluster leads, UN Civil-Military Coordination (UN-CM) Officers, TNI, UN agencies, international institutions including AHA Centre and international militaries.

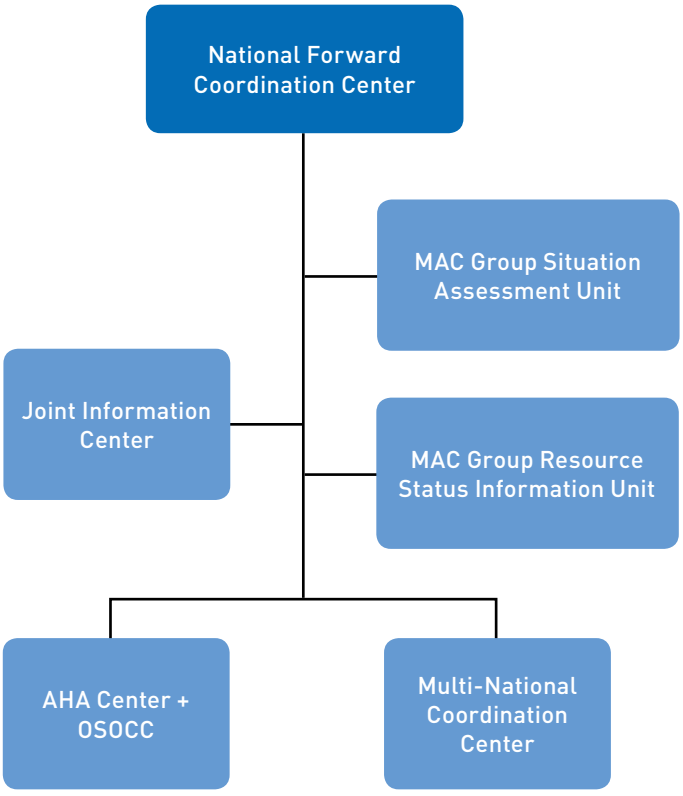
Level of operation: May be established at the national level or subnational (tactical) levels.

KEY FUNCTIONS

Functions

- Facilitates civil-military coordination with BNPB agencies, national civilian agencies, TNI, international militaries and other international humanitarian actors on the use of military assets.
- Conducts decision and strategic direction for response operations at the affected area.
- Supports priority setting on needs and assistance for the affected area.
- Mobilizes additional resources, including military assets, that may be required due to insufficient local resources.
- Facilitates coordination and management of international and regional assistance.
- Operationalizes integrated information management by involving all stakeholders – civil and military.

MULTI-AGENCY COORDINATION CENTER



Adaptation of the Humanitarian-Military Operational Coordination Concept in Indonesia

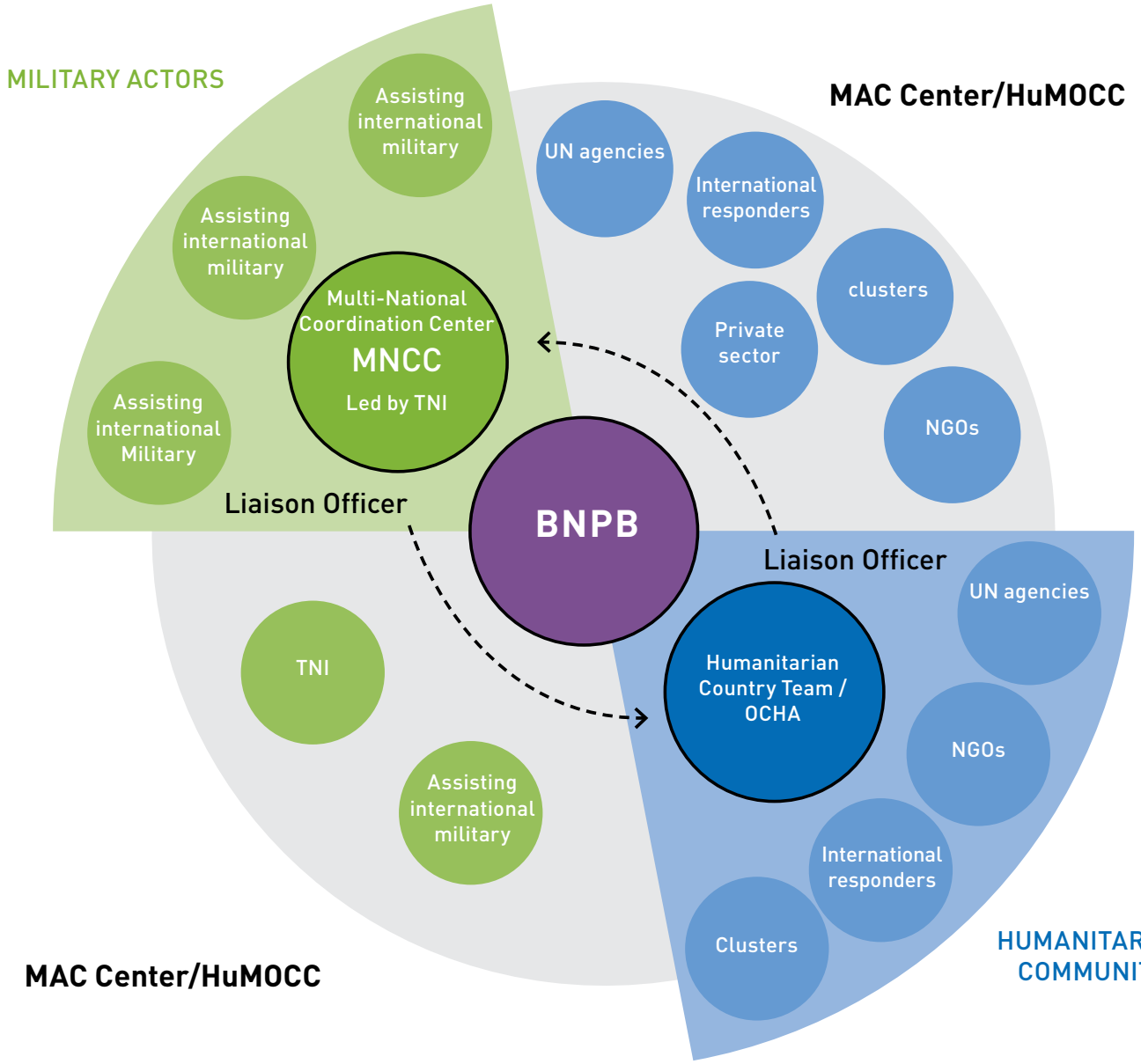
HuMOCC overview

An emerging practice in UN Civil-Military Coordination (UN-CM) development globally, as well as in the Asia-Pacific region, is the development of a platform to facilitate information sharing, task division and the coordination of operational planning between humanitarian and military actors, through the 'Humanitarian-Military Operational Coordination Concept' (HuMOCC) in natural disaster response.

Indonesia context

In Indonesia, the HuMOCC platform may be adapted for use in future disaster responses. The potential concept may be integrated into existing coordination mechanisms, such as the MAC Center, at the national level to facilitate the interation between humanitarian and military actors. The HuMOCC is civilian-led and managed by the National Disaster Management Authority - in this case BNPB. It is intended to enhance interoperability between and among government and humanitarian actors; initiate dialogue and information sharing, especially between the military and civilian actors; and optimize and prioritize the use of military assets by civilian actors.

CIVIL-MILITARY DISASTER COORDINATION IN INDONESIA



CASE STUDY: RESPONSES TO THE 2009 WEST SUMATRA EARTHQUAKE AND 2010 TRIPLE DISASTER

2009 Sumatra earthquake

30 September 2009

1,195 fatalities

2,501,798 affected

COUNTRIES THAT PROVIDED CIVILIAN AND MILITARY ASSISTANCE

- Australia
- Japan
- Malaysia
- Qatar
- Russia
- Saudi Arabia
- Singapore
- South Korea
- Switzerland
- United Arab Emirates
- United Kingdom
- United States

The 2009 West Sumatra earthquake response was coordinated by BNPB and provincial-level authorities through engagement with the Governor of West Sumatra. BNPB was responsible for coordinating the military and civilian agencies. The response involved the deployment of TNI personnel and assets, as well as several government ministries including Women's Empowerment, Planning, and Education. TNI aircraft were used to transport aid including food and medical personnel and supplies. Military medical teams were also involved in setting up field hospitals in the affected areas.[16]

International military and civilian actors were involved in the response. Cluster member agencies, including local and international NGOs, transported aid between Java and Sumatra using Indonesian, Australian and US military aircraft and ships. Twenty-one search and rescue teams from 14 countries (688 personnel) completed assessments in the first days after the disaster. TNI's emergency response teams deployed heavy equipment and conducted search and rescue operations. Most search and rescue units were civilian; the Internal Security Force

16 United Nations 2009, Humanitarian Response Plan in Coordination with the Government of Indonesia.

team from Qatar was the only military search and rescue team deployed. Nine medical teams from eight countries provided treatment to those affected by the earthquake. Four teams consisted of military personnel from Australia, Japan, Malaysia and Singapore. US military personnel were involved in the health and logistics cluster and facilitated other relief efforts.[17]

The Royal Australian Air Force delivered most of the foreign military aid using three C-130 aircraft. Australia's large contribution to the response was due to the strong existing relationship and military-to-military engagement between Indonesia and Australia.

2010 Triple Disaster

In 2010 Indonesia experienced a triple disaster; the volcanic eruption of Mount Merapi, the tsunami in Mentawai Islands and major flooding in Papua. TNI was deployed as a primary responder and conducted search and rescue efforts and provided emergency relief to affected communities. Units were deployed from the Marines, the Army Strategic Reserve Command and the Air Force Special Forces.[18] Foreign assistance was primarily delivered through the transfer of funds for disaster relief to both the government and international NGOs. Member States that provided international assistance did not send additional personnel into the country, unless they were already working with an organization already established in-country.[19]

Yogyakarta provincial authorities coordinated the response to the Mt Merapi eruption with the support of national agencies. The local disaster risk reduction forum also developed an ad-hoc cluster system.

UN OCHA had been working closely with the Government of Indonesia to ensure the cluster approach was mainstreamed into both national and provincial systems. This included facilitating government engagement with clusters to ensure sufficient capacity and resources were available in the case of a disaster. This preparedness enabled an effective response from national and provincial authorities.[20] The response highlighted learning from previous disaster responses, including the increased capacity of disaster relief management and preparedness planning for national and local authorities and civil society and communities.

17 J. Moroney, et al, Pezard S., Lessons from the Department of Defense Disaster Relief Efforts in the Asia-Pacific Region, Washington, DC: RAND Corporation, 2013.
18 E. Laksmana, 'Strategic Currents: Indonesian Military and Disaster Relief Potential Pitfalls and Challenges', in ed. Yang Kassim, Issues in Human Security in Asia, 2011, pp. 25-27.
19 UNDP, nstitutionalizing Post-Disaster Recovery: Learning from Mentawai Tsunami and Merapi Eruption Framework Case Study, 2014.
20 OCHA, Annual Report, 2010.

ACRONYMS AND ABBREVIATIONS

AHA	ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management
ASEAN	Association of Southeast Asian Nations
BNPB	National Disaster Management Agency (Badan Nasional Penanggulangan Bencana)
BPBD	Provincial Disaster Management Agency (Badan Penanggulangan Bencana Daerah)
CMCoord	Civil-military coordination
EOC	Emergency Operations Center
FMA	Foreign Military Assets
GHQ	General Headquarters
HCT	Humanitarian Country Team
HuMOCC	Humanitarian-Military Operational Coordination Concep t
ICs	Incident Command System
IDRL	International Disaster Response Law
IFRC	International Federation of the Red Cross
INFORM	Index for Risk Management
JOCCA	Joint Operations Coordinating Center for ASEAN
MAC	Multi-Agency Coordination Center
MNCC	Multi-National Coordination Center
MNF	Multi-National Force
MoD	Ministry of Defence
MOOTW	Military Operations Other than War
NGO	non-government organization
OCHA	Office for the Coordination of Humanitarian Affairs
OSOCC	On-Site Operations Coordination Centre
POLRI	Indonesian National Police
TNI	Indonesian Armed Forces (Tentara Nasional Indonesia)
UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organization

REFERENCES

BNPB Guideline Number 22 on the Role of the International Organizations and Foreign Non-Government Organizations during Emergency Response. 2011.

Center for Excellence in Disaster Management and Humanitarian Assistance. Disaster Management Reference Handbook: Indonesia. 2015.

Hodgkin, 'Emergency Response Preparedness in Indonesia: A Consultation Report Prepared for the Humanitarian Country Team,' 2016.

IEmergency Database (EM-DAT) Center for Research on the Epidemiology of Disasters. 2016.

Government of Indonesia. Law of the Republic of Indonesia Number 3 of 2002 on National Defence.

Government of Indonesia. Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management.

Government of Indonesia. Government Regulation Number 23 of 2008 Concerning Participation of International Institutions and Foreign Non-Governmental Organisations in Disaster Management.

Government of Indonesia. Disaster Management Strategic Policy (2015-2019).

BNPB. National Disaster Management Plan (2010-2014). 2012.

Government of Indonesia. National Disaster Response Framework (forthcoming).

INFORM. Country Risk Profile Indonesia. 2017.

Laksmana, E. Strategic Currents: Indonesian Military and Disaster Relief Potential Pitfalls and Challenges. in eds. Yang Kassim, Issues in Human Security in Asia, 2011, pp. 25-27.

Moroney J., Pezard S., Miller L. E., Engstrom J., Doll A. Lessons from Department of Defense Disaster Delief Dfforts in the Asia-Pacific region. Washington, DC: RAND Corporation. 2013.

Palang Merah Indonesia and the International Federation of Red Cross and Red Crescent Societies. International Disaster Response Law (IDRL) in Indonesia: An Analysis of the Impact and Implementation of Indonesia's Legal Framework for International Disaster Assistance. 2014.

Office for the Coordination of Humanitarian Affairs. Annual Report. 2010.

United Nations Development Programme. Institutionalizing Post-Disaster Recovery: Learning from Mentawai Tsunami and Merapi Eruption Framework Case Study. 2014.

United Nations. Humanitarian Response Plan in Coordination with the Government of Indonesia. 2009.

MYANMAR

CIVIL-MILITARY COORDINATION IN EMERGENCIES

Citizens and military lorries work their way through debris blocking a street in Yangon, after Cyclone Nargis. Photo: dpa picture alliance archive / Alamy Stock Photo

MYANMAR

Civil-military coordination in Myanmar has been shaped by a history of military rule, limited foreign engagement, devastating natural disasters and ongoing conflicts. The Myanmar Armed Forces (Tatmadaw) is a primary responder in disaster response in Myanmar. In recent years, several large-scale disasters, including Cyclone Nargis in 2008, and ongoing conflicts in the northern states have shaped the way Tatmadaw interacts with civilian actors in humanitarian response.

The past decade has resulted in notable transformations in civil-military coordination and Tatmadaw has taken significant steps to strengthen disaster management capabilities. Tatmadaw's engagement in national and regional civil-military coordination activities is increasing, and Myanmar participates in national and regional humanitarian assistance and disaster relief exercises.

In 2016 dedicated civil-military workshops and training sessions took place with key stakeholders in Myanmar, including a Civil-Military Coordination in Disaster Management Workshop in Naypyitaw. Civilian and military representatives discussed a) how to improve interaction between civilian and military actors in disaster response; b) emergency tools and services and; c) existing information management procedures in disaster response. The workshop recommendations will inform disaster management activities as well as humanitarian civil-military coordination in Myanmar in 2017 and beyond.

KEY EVENTS IN THE RECENT EVOLUTION OF CIVIL-MILITARY COORDINATION IN MYANMAR

2008
- Cyclone Nargis causes significant destruction. Armed Forces of Myanmar (Tatmadaw) have a key role in the disaster relief. Bilateral support accepted through the Association of Southeast Asian Nations (ASEAN).

2009
- Standing Order on Natural Disaster Management outlines the involvement of the Myanmar Armed Forces in disaster response.

2010
- Cyclone Giri. Tatmadaw play a key role in the response and the international community respond. Foreign military assistance is limited.

2011
- Standing Order on Natural Disaster Management updated.

2012
- Myanmar Action Plan on Disaster Risk Reduction (MAPDRR) established.

2013
- National Disaster Management Law enacted.
- National Natural Disaster Management Committee (NDMC) established with 23 members including the Minister of Defence.
- Government of Myanmar participates in the ASEAN Regional Forum Disaster Relief Exercise on enhancing civil-military cooperation in the region for the first time.

2015
- Disaster Management Rules established.

2016
- Ongoing reforms of current disaster management coordination structure underway.
- Training conducted on civil-military coordination for Tatmadaw and government representatives.

DISASTER RISK PROFILE

Key facts

Official name: The Republic of the Union of Myanmar

Area: 676,577 km^2

Population: 56,890,418 (2016)

Capital: Naypyitaw

Official language: Burmese

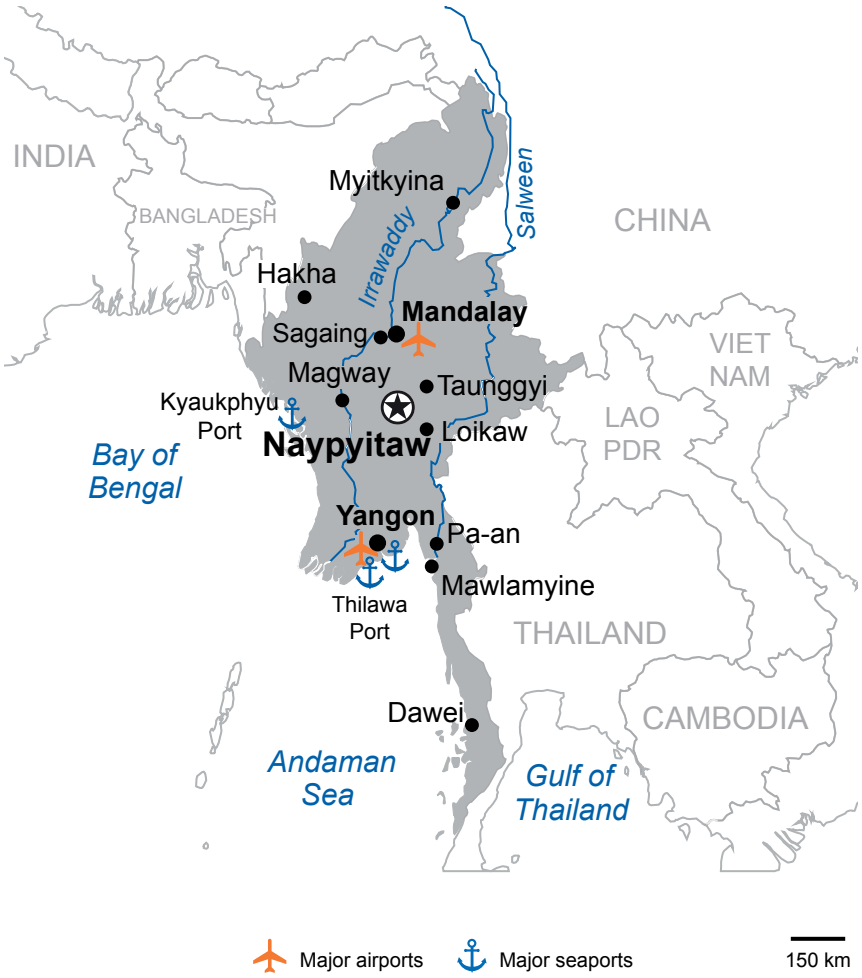
Disaster focal point: National Disaster Management Committee (NDMC)

Military: Myanmar Armed Forces (Tatmadaw)

Police: The Peoples' Police Force

General information

Myanmar is one of the world's most disaster-prone countries. It is highly exposed to natural disasters such as flooding, drought, earthquakes and cyclones, and is affected by ongoing conflict and high levels of population displacement. Poverty and poor infrastucture compound Myanmar's vulnerability to natural hazards.



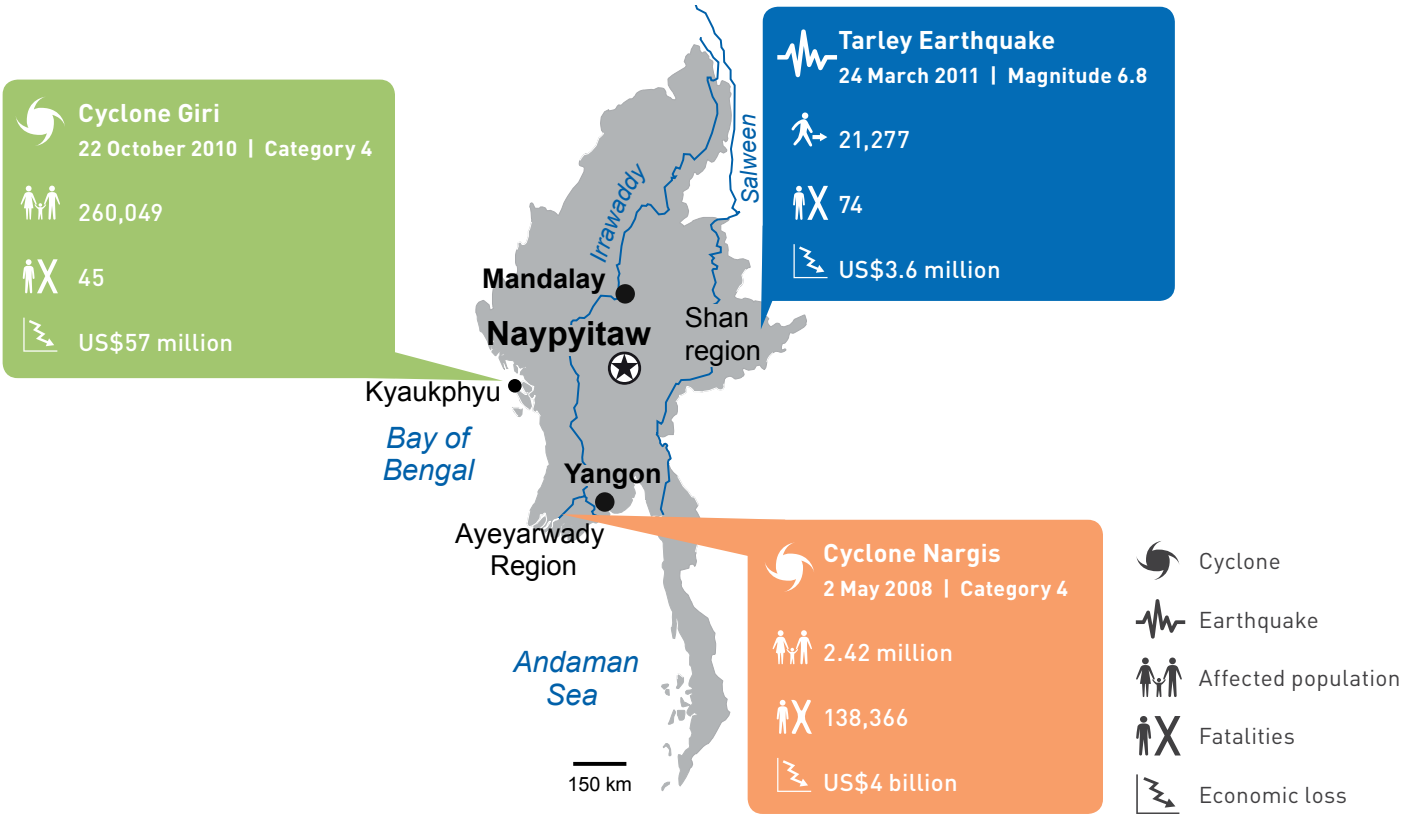
FREQUENCY OF DISASTERS: 1970-2015

Flood	Storm	Landslide	Earthquake	Wildfire	Epidemic
x25	x9	x6	x5	x2	x2
51%	18%	12%	10%	4%	4%

9 Storms ▶ 139,075 Fatalities ▶ >US$4 billion Economic loss and damages

Source: Emergency Management Database (EM-DAT) Centre for Research on the Epidemiology of Disasters (CRED), 2016

MAJOR DISASTERS (2006-2016)



Sources: EM-DAT CRED Database, 2016, United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA); Swedish Rescue Services Agency.

INFORM Index

INFORM INDEX FOR RISK MANAGEMENT

INFORM is a model based on scientific risk concepts, calculated by combining about 50 different publicly available indicators that measure different components of three dimensions of risk: hazards, vulnerability and coping capacity.

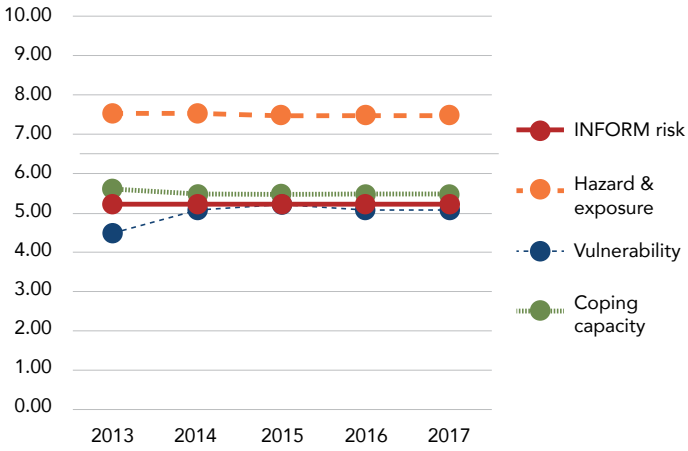
INFORM RISK VALUE AND RANKING

INFORM RISK AND DIMENSIONS OF RISK	VALUE (10 = HIGHEST)	ASEAN RANK (OUT OF 10)
INFORM risk	6.7	1
Hazard & Exposure	7.5	2
Vulnerability	6	1
Lack of coping capacity	6.6	1

Myanmar currently ranks 10 out of 191 countries in INFORM, and is the most 'at risk' of all ASEAN countries. Myanmar has the highest vulnerability and lowest coping capacity in the ASEAN region. It also has a high hazards and exposure ranking. Myanmar is in the risk trend category of 'very high.'

INFORM RISK FIVE-YEAR TREND (2013-2017)

Although Myanmar's risk indicator has changed little since 2013, its vulnerability has increased over the last 5 years. Its hazards and exposure to natural disasters however has decreased.

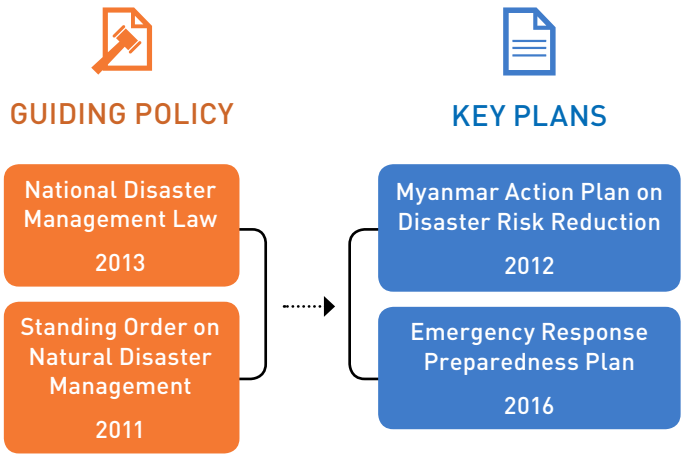


KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION

The central role of the military is well articulated in Myanmar's disaster-related laws and policies. The Constitution of the Republic of the Union of Myanmar states that 'the Defence Services shall render assistance when calamities that affect the Union and its citizens occur in the Union'. For the most part, disaster-related laws and policies apply to natural disasters only, not to the persistent sub-national conflicts in Myanmar.

National Disaster Management Law (2013). The National Disaster Management Law is the principle law guiding disaster management in Myanmar, in line with priorities established in the Myanmar Action Plan on Disaster Risk Reduction (MAPDRR). The law provides for the establishment of disaster management bodies and specifies their duties and responsibilities. This includes provisions for requesting Tatmadaw's assistance with search and rescue operations, security in disaster-affected areas and the delivery of assistance to victims more generally. It also provides for cooperation and liaison with foreign countries and other regional and international actors when assistance is required to expedite a response.

KEY POLICIES AND PLANS FOR CIVIL-MILITARY COORDINATION



Standing Order on Natural Disaster Management (2011). The Standing Order specifies the mandates, roles and responsibilities of national level institutions in disaster management. The Standing Order reflects on lessons from Cyclone Nargis and includes actions to be taken by government agencies in the course of future disasters. The responsibilities of the Ministry of Defense and Tatmadaw are delineated according to four disaster phases – Normal Times, Alert and Warning, During Disaster, and Relief and Rehabilitation. The Standing Order is being updated in accordance with the new Disaster Management Law and Rules established under this law, and the Sendai Framework.[1]

Myanmar Action Plan on Disaster Risk Reduction (MAPDRR, 2012). The MAPDRR provides a framework for multi-stakeholder engagement in disaster risk reduction. It was established in 2012 and identifies projects that need to be committed to meet the government's commitment to the Hyogo Framework for Action and the ASEAN Agreement on Disaster Management and Emergency Response. Efforts have been made to integrate the MAPDRR into national development frameworks.

Emergency Response Preparedness Plan (ERRP, 2016). The ERRP establishes predefined roles, responsibilities and coordination mechanisms for disaster response. It was developed by the UN Humanitarian Country Team (HCT) in Myanmar in collaboration with the government. ERPP has four main components: i) Risk Assessment, ii) Minimum Preparedness Actions, iii) Standard Operating Procedures, and iv) Contingency Plans for the initial emergency response.

1 Win Htein Kyaw, Lessons Learnt from 2015 Flood Response Operation in Myanmar, PowerPoint Presentation 2016.

KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

Disaster focal point

National Disaster Management Committee

The National Disaster Management Committee (NDMC) is the highest decision-making body for disaster management in Myanmar. The new Government of Myanmar restructured the NDMC composition in 2016.

DISASTER MANAGEMENT STRUCTURE

National Disaster Management Committee (NDMC)
Chaired by Vice President II
Vice Chairs: Minister of Social Welfare, Relief and Resettlement & Minister of Home Affairs
Secretariat: Permanent Secretariat - Ministry of Social Welfare, Relief and Resettlement

28 members including state and region representatives and Ministers from key ministries

↓

National Disaster Management Council Working Committees

- National Natural Disaster Management
- International Relations
- Financing and Fund Management
- Search and Rescue
- Security
- Transport
- News and Information
- Rehabilitation and Reconstruction
- Health Care Management
- Rehabilitation of Livelihoods
- Environmental Conservation
- Initial Needs Assessment and Loss Confirmation and Reporting

Natural Disaster Management Committee

Ministry of Social Welfare, Relief and Resettlement
Relief and Resettlement Department
Building No. 23
Special Development Zone
Naypyitaw City
Myanmar

+95 67 404 113/114
+95 67 404 301
r.r.d@mptmail.net.mm
http://www.rrdmyanmar.gov.mm
https://www.facebook.com/Relief-and-Resettlement-Department-Myanmar-660230287445329/

National Disaster Management Committee Overview

Established by: Decree No. 30/2016 of the Cabinet of the Republic of the Union of Myanmar on 31 May 2016.

Location within government: NDMC is a separate committee under the Vice-President II. It is not situated within a government ministry or department.

Leadership: Chaired by the Vice-President II and vice-chaired by the Minister of Home Affairs and the Minister of Social Welfare, Relief and Resettlement.

Secretary: Permanent Secretary, Ministry of Social Welfare, Relief and Resettlement.

Composition: 28 members including state and region representatives and the Ministers of Home Affairs, Foreign Affairs, Information, Rail Transportation, Energy; Health, National Planning and Construction; Education, Communications, Post and Telegraphs; Transport, Commerce, Border Areas, National Races, and Development Affairs and Social Welfare and; Relief and Resettlement.

Working Committees: 12 Working Committees support NDMC through the implementation and coordination of disaster management activities.

Functions of Working Committees:

- Formulate plans for four identified phases: mitigation and prevention, preparedness, response and reconstruction and rehabilitation
- Implement activities outlined in relevant guidelines
- Manage disaster response operations
- Management of international assistance in disaster response
- Education for disaster preparedness
- Regulating reporting to NDMC
- Establish an early warning system
- Supervise the functioning of sub-committees and facilitate coordination among them[2]

Military representation: Minister of Defence, Chief of Staff (army, navy, air force).

Regional/provincial representation: Chief Ministers (all states and regions).

KEY FUNCTIONS

Functions

Forming the working commitees, formulating policies for priority tasks, **evaluating** the working commitees' performance and giving necessary **guidance.**

Formulation of policy guidelines for mobilizing internal resources in times of disaster.

Laying down the basic **policy for coordination** when international assistance is needed.

Managing the State budget and State-owned resources and directing resources to where assistance is needed.

Issuing orders / notifications to ensure effective disaster management and avoid hindrances, to prevent the misuse of relief aid and to assess peace and tranquillity and the rule of law during and after disasters.

2 Asia Disaster Preparedness Center (ADPC), Institutional Arrangements for Disaster Response in Myanmar, 2009.

Subnational Disaster Management Committees

The National Disaster Management Law provides for the establishment of subnational Disaster Management Committees (DMCs) that operationalize the response. DMCs are constituted at the region/state, district, city/town, and ward/village-tract levels.

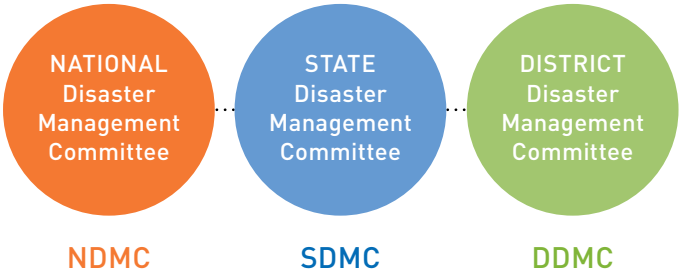
New subnational state and region structures (hluttaws) were created under the 2008 Constitution. State and region governments consist of a partially elected hluttaw, an executive led by a Chief Minister and cabinet of state/region ministers, and state/region judicial institutions. The hluttaw is composed of two elected members per township and representatives of ethnic groups. One quarter of members are appointed military representatives.[3]

ADMINISTRATIVE DIVISIONS

LEVEL	ENGLISH NAME	NUMBER
First level	State	7
	Region	7
	Union Territory	1
Second level	District	74
Third level	City/town	422
Fourth level	Ward/village-tract	16,785
Fifth level	Village	70,838

Source: Myanmar Information Unit, 2015

NATIONAL, STATE AND DISTRICT LEVELS



STATES OF MYANMAR

3 Hamish Nixon et al., State and Region Government in Myanmar, The Asia Foundation, 2013.

Key civilian government agencies

In addition to the agencies outlined below, the Ministry of Defence (MoD) and the Ministry of Home Affairs (MoHA) also have key role in disaster response. MoD provides coordination for local authorities depending on the situation of disaster prone areas and assigns relief and rehabilitation duties to Military Command Headquarters. The Minister for Home Affairs chairs the Working Committee for Natural Disaster Management.

Relief and Resettlement Department, Ministry of Social Welfare, Relief and Resettlement

National Disaster Management Committee

Disaster response lead agency → **Relief and Resettlement Department, Ministry of Social Welfare**

Functions: The Relief and Resettlement Department (RRD) is the central government department for disaster management. Main functions are support to the National Disaster Management Committee (NDMC), providing disaster assistance and disaster management training.

Subnational representation: RRD is represented at the state and regional levels.

Ministry of Foreign Affairs

National Disaster Management Committee → Ministry of Foreign Affairs

Function in disaster management: Communication with Myanmar embassies, consulates, foreign embassies, ASEAN, United Nations and international relief organizations. The Ministry has designated responsibilities during normal times, pre- and post-disaster and during rehabilitation. Its duties during a disaster are limited.

Ministry of Health

National Disaster Management Committee

Disaster response lead agency → Ministry of Health

Function in disaster management: Focal point for health facilities and health services in preparedness and response.

Subnational representation: Ministry of Health is represented at state and regional levels.

Cluster system

The national operational response is organized in 10 clusters/sectors, some of them to be activated only in case of need. The Myanmar Cluster System is lead by humanitarian agencies.

NATIONAL CLUSTER SYSTEM

FAO	Food and Agriculture Organization
SC	Save the Children
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
WASH	Water, Sanitation and Hygiene
WFP	World Food Program
WHO	World Health Organization

Coordination mechanisms

Mobilization of International Assistance

In major national disasters, Myanmar may accept specific offers of assistance targeted to meet gaps in national capacity or resources. International assistance is likely to be negotiated bilaterally and with a preference for assistance from ASEAN Member States. The National Disaster Management Law (2013) includes provisions for the acceptance of international assistance.

The Ministry of Foreign Affairs (MoFA) coordinates incoming international humanitarian assistance.4 MoFA is responsible for communicating with international responders on the provision of relief, and coordinating the issuing of visas and permission for international aircraft and ships, as well as relief supplies, to enter Myanmar.

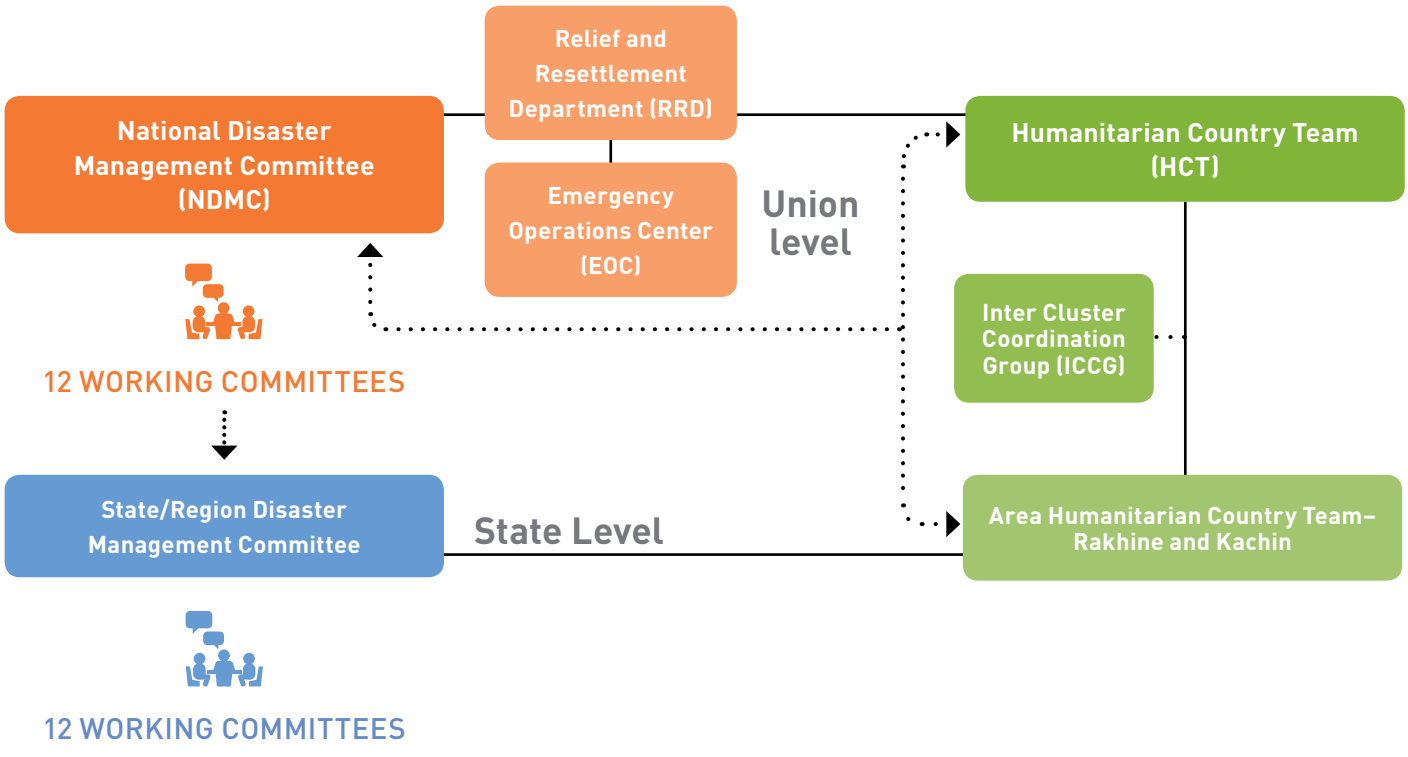
International humanitarian coordination architecture

The Humanitarian Country Team (HCT), under leadership of the UN Resident and Humanitarian Coordinator is the strategic coordination mechanism in Myanmar to support the government in responding to ongoing and future disasters. The HCT comprises personnel from UN agencies, international non-government organizations (INGOs), donor representatives and local organizations including the Myanmar non-government organization (NGO) Network and the Myanmar Red Cross Society. Area HCTs have also been established for Rakhine and Kachin States.

Role of ASEAN

In the 2008 Cyclone Nargis response, the Government of Myanmar coordinated the international response with the support of ASEAN through the framework of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER). The ASEAN Emergency Response and Assistance Team (ERAT) were deployed for the first time as a regional responder. The government agreed to establish an ASEAN-led coordinating mechanism that consisted of a diplomatic body, the ASEAN Humanitarian Taskforce and a Yangon-based Tripartite Group consisting of ASEAN, the national government and the UN.

NATIONAL AND INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE

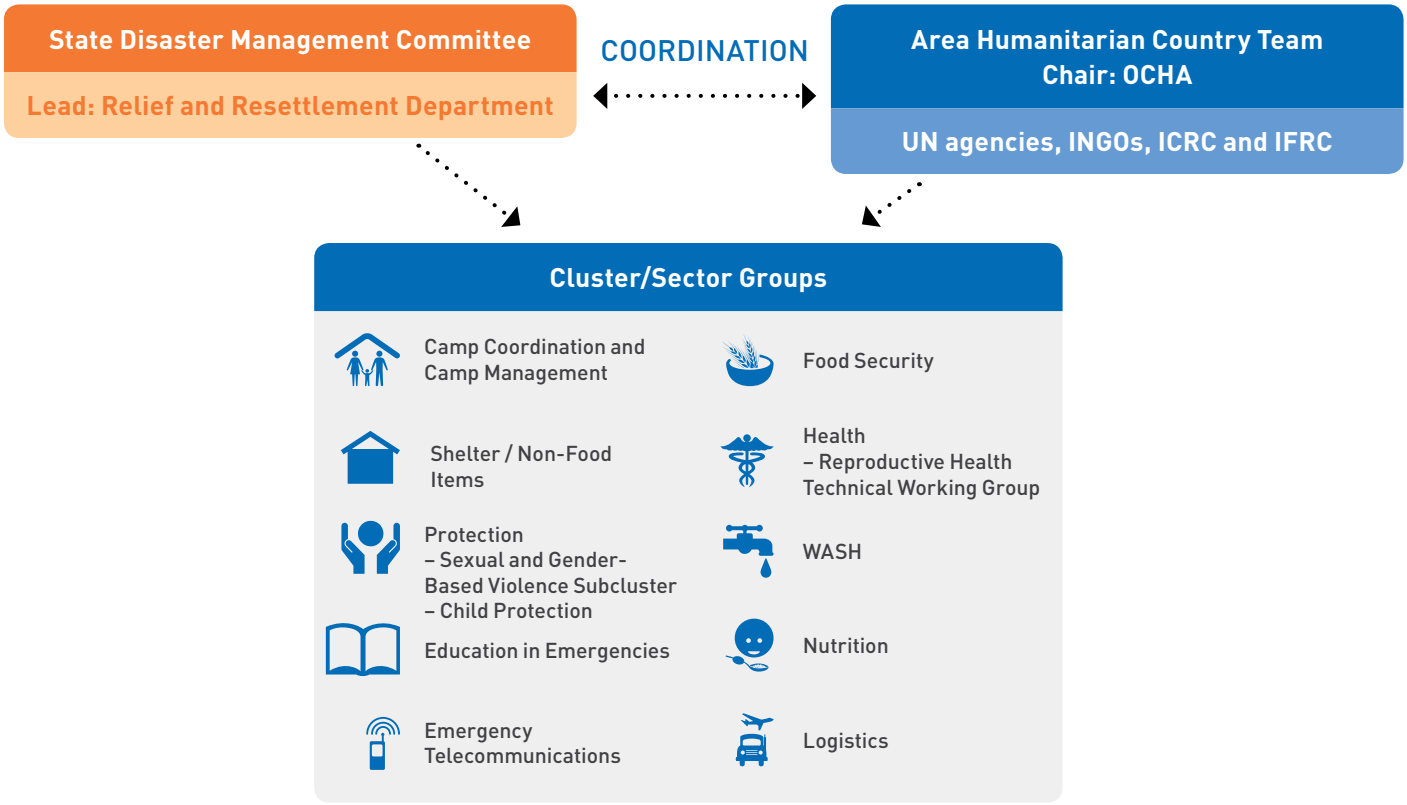


4 Standing Order, 2011.

Humanitarian coordination in Rakhine and Kachin states

A state-level coordination mechanism exists in Rakhine and Kachin States. The Relief and Resettlement Department (RRD), under the state Ministry of Social Affairs, remains the main counterpart for state-level coordination of humanitarian assistance.

STATE-LEVEL COORDINATION PROCESS



National Emergency Operations Center

The Emergency Operations Center plays a central role in linking the humanitarian system with the various government departments at the national level.

Established by: Myanmar Action Plan for Disaster Risk Reduction (MAPDRR) in 2013.

Location within government: Relief and Resettlement Department, Ministry of Social Welfare.

Leadership: Chair - Relief and Resettlement Department, Ministry of Social Welfare.

Composition: Representatives of relevant sub-committees, military representatives, development partners, ASEAN Emergency Response and Assessment Team, AHA Centre, HCT-United Nations Office for the Coordination of Humanitarian Affairs liaison, cluster-sector leads and other international teams.

Activation: First activated in 2015 in response to nation-wide flooding.

Key functions:

- Establish command and control for the disaster response
- Support operational coordination during the response
- Facilitate international and national coordination
- Serve as the central point for communication
- Facilitate information collection, analysis and dissemination
- Logistics support and resource tracking
- Fast-track visas for international actors

KEY MILITARY RESPONSIBILITIES IN DISASTERS

Role of Tatmadaw

Tatmadaw has an integral role in disaster response in Myanmar. This is articulated in Myanmar's disaster-related laws and policies as well as Tatmadaw's role in disaster coordination structures.

Armed Forces of Myanmar (Tatmadaw)

Leadership: Commander-in-Chief.

Components: Myanmar Army, Myanmar Navy, Myanmar Air Force. Auxiliary components: Myanmar Police Force, Border Guard Police and People's Militia Units.

No. of personnel: 406,000.

Headquarters: Naypyitaw.

Regional Military Commands: 14 Regional Command areas. For humanitarian assistance and disaster relief (HADR) activities responsible officers and liaison officers are assigned, according to Regional Commands, Divisions Regiments, and Units.

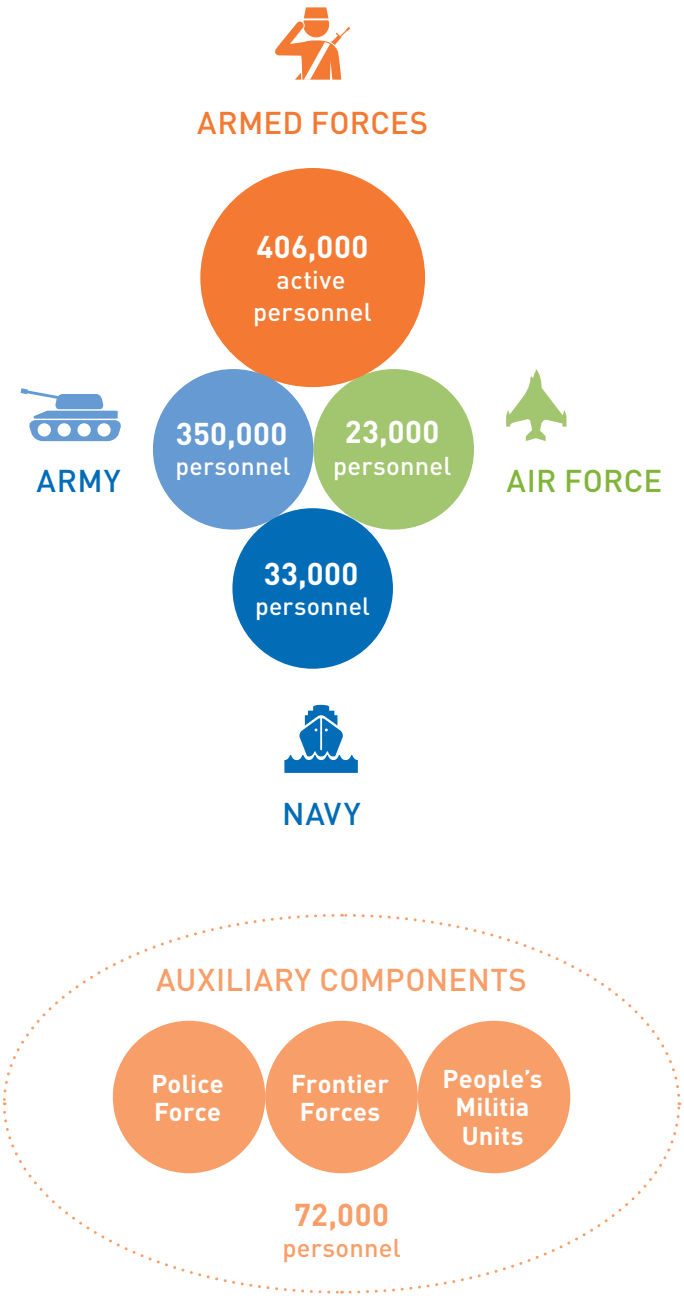
Functions in disaster response: Search and rescue, humanitarian assistance, transportation and logistics, relief and rehabilitation, health assistance, security, preparedness activities.

Civil-military coordination mechanisms: Tatmadaw is represented in the NDMC, the Search and Rescue Work Committee and the Security Working Committee.

Myanmar has **161 Search and Rescue Teams** ready for deployment to natural disasters, with nine naval ships, transport aircraft and helicopters on standby.[5]

Tatmadaw is currently developing internal **Standard Operating Procedures** for the ASEAN Militaries Ready Group on HADR.

COMPONENTS OF THE ARMED FORCES OF MYANMAR



5 Col Nay Myo Hlaing, 'National Civil-Military Coordination System in Myanmar', Presentation to 15th ASEAN Regional Forum Inter-sessional Meeting on Disaster Relief, Nay PYI Taw, Myanmar, 25-26 February 2016.

Ministry of Defence and Army responsibilities across disaster management phases

MINISTRY OF DEFENCE RESPONSIBILITIES

FOUR PHASES OF DISASTER MANAGEMENT

RESPONSIBILITIES

NORMAL TIMES	ALERT AND WARNING	DISASTER RESPONSE	RELIEF & REHABILITATION
• Designate disaster communication focal point • Form natural disaster protection committees at army, navy and air force headquarters • Coordinate with Tatmadaw on early warning, evacuation and relief and form coordination teams	• Prepare an action plan for surface and air transport for evacuation of people and priority items and assist with evacuations • Ensure Navy, Air Force and Division Command Headquarters have prepared a disaster calendar, and hazard and risk maps	• Assign relief and rehabilitation duties to Military Command Headquarters • Communicate relevant information through the Office of the Commander-in-Chief (army, navy, air force), Military Command Headquarters and local authorities • Inspect the formation and activities of committees in headquarters and provide guidance • Provide coordination for local authorities as needed	• Conduct field assessments of relief and rehabilitation needs • Set up field hospitals, if required • Assist the disaster victims with the construction of temporary shelters • Assist in setting up relief camps and providing immediate access to shelter, food, water, clothing

ARMY RESPONSIBILITIES

FOUR PHASES OF DISASTER MANAGEMENT

RESPONSIBILITIES

NORMAL TIMES	ALERT AND WARNING	DISASTER RESPONSE	RELIEF & REHABILITATION
• Train officers and personnel on natural disaster management • Coordinate with NDMC and Department of Meteorology and Hydrology • Prepare a plan of action for protection against natural disasters and form committees at Division Command Headquarters	• Issue disaster warnings to affected commands and issue orders to mobilize personnel • Supervise and form working groups with representatives from designated Directorates • Set up communication outposts and take measures to prevent disruptions of communications • Directorate of Medical Corps to form medical teams	• Send relief teams to disaster-affected areas in coordination with NDMC, Ministry of Social Welfare, Relief and Resettlement Department; Ministry of Defence and Ministry of Home Affairs • Assist in search and rescue operations • Establish a 24-hour stand-by capacity for members of the supervisory office	• Ensure that local area commanders take recovery and rehabilitation measures • Assist with township level relief and rehabilitation as requested • Designate a liaison officer for coordination with military units and other organizations

HUMANITARIAN CIVIL-MILITARY COORDINATION MECHANISMS

Coordination of Foreign Military Assets

The use of Foreign Military Assets (FMAs) in disaster response in Myanmar is limited. When offers of foreign military assistance have been accepted by the Government of Myanmar for disaster response, it has generally been arranged bilaterally with ASEAN Member States or neighbouring countries. During the response to Cyclone Nargis in 2008, a number of countries made offers of naval support. Most offers were declined and ship-to-shore operations were refused. Bilateral military support was accepted from India, Thailand and Singapore, including the use of two Indian warships that delivered relief materials under Operation Sahayata.

The Ministry of Foreign Affairs (MoFA) will communicate the need for foreign military assistance to the international community. The arrival of military personnel, assets and cargo requires multiple ministerial approvals including: approval before arrival by MoFA; acceptance of foreign military aircraft by the Ministry of Transport only with permission in writing by the President; and release of cargo and assets after inspection.

Coordination: Recent experience from the 2015 flooding highlighted that the Emergency Operations Center (EOC) has an important role in the coordination of foreign military assistance once in-country. The EOC responsibilities include facilitation of national and international coordination and the mobilization of assets and relief aid through multi-stakeholder cooperation.

Adaptation of the Humanitarian-Military Operational Coordination Concept in Myanmar

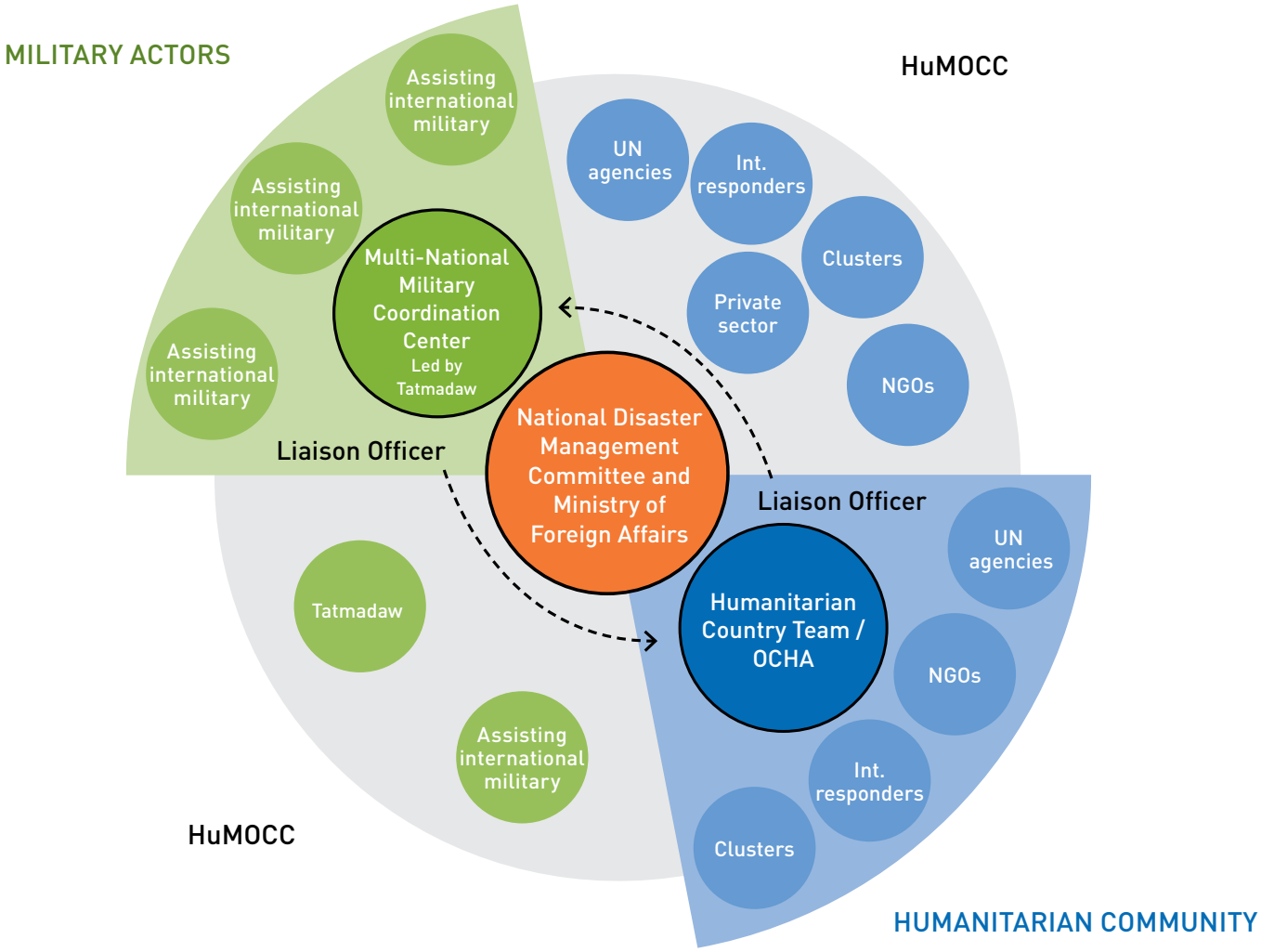
HuMOCC Overview

An emerging practice in UN Civil-Military Coordination (UN-CM) development globally, as well as in Asia and the Pacific, is the development of a platform to facilitate information sharing, task division and the coordination of operational planning between humanitarian and military actors, through the 'Humanitarian-Military Operational Coordination Concept' (HuMOCC) in natural disaster response.

Myanmar context

In Myanmar, the HuMOCC platform may be adapted for use in future disaster responses. The potential concept may be integrated into existing coordination mechanisms at the national level to facilitate the interation between humanitarian and military actors. The HuMOCC is civilian-led and managed by the National Disaster Management Authority - in this case the National Disaster Management Commitee (NDMC). It is intended to enhance interoperability between and among government and humanitarian actors; initiate dialogue and information sharing, especially between the military and civilian actors; and optimize and prioritize the use of military assets by civilian actors.

HUMOCC CONCEPT POTENTIAL ADAPTATION IN MYANMAR



CASE STUDY:
EMERGENCY OPERATIONS CENTER IN THE 2015 FLOODS

Floods affecting 12 states.

July-September 2015.

103 fatalities.

< 1 million affected.

The Emergency Operations Center (EOC) was established in 2013 in Nay Pyi Taw under the Relief and Resettlement Department. Its main objective is to act as a focal point for coordination during emergency operations. In normal times the EOC also monitors weather-related information and early warnings and oversees the exchange of information with the AHA Centre.

The EOC was first activated in 2015 in response to nation wide flooding that caused widespread damage and destruction. Over 1.7 million people were temporarily displaced from their homes. During the emergency response period the role of the EOC was expanded beyond coordination to include emergency management, response and logistics. The EOC Room was activated for 67 days and ran a 24-hour response and information service for more than half this time. It involved more than 90 individuals and 30 organizations.

The following infographic shows the chronological order of events from the immediate response to early recovery and a return to normal operations.

	DISASTER EVENTS	EOC	INTERNATIONAL ASSISTANCE
JUL 2015	**21st** Heavy monsoon rains begin **29-30th** Cyclone Komen compounds flooding problems	**24th** EOC activated under Ministry of Social Welfare, Relief and Resettlement	**End July** 24 hour EOC operations start
AUG	**1st** Widespread landslide reports begin to be received	**3rd** EOC activates emergency customs clearance	**4-19th** AHA Centre In-Country Coordination Team + ERAT deployed **6th** International aid reaches village level **10th** IFRC International disaster relief law expert deployed to EOC
SEP			**26 Aug-end Sep**: UNDAC deployed
OCT		**6th** 24-hour EOC operations end	**End Aug-mid Oct**: USAID-DFAT Team deployed
JAN 2016		**18th** EOC resumes normal operations	

EOC Emergency Operations Center
USAID United States Agency for International Development
DFAT Department of Foreign Affairs and Trade (Australia)
UNDAC United Nations Disaster Assessment and Coordination

Overall, the activation of the EOC was considered a success, bringing together key government departments, humanitarian organizations and the private sector to develop a shared understanding of the threats, mobilize resources and accomplish common goals. However the slow onset and combination of hazards (floods and landslides) created a complex disaster involving multiple challenges. During activation, the situation compounded and the EOC was continually requested to expand its roles and responsibilities. Information management was a challenge due to the lack of facilities for rapid analysis and dissemination of critical information.

Many of the lessons learned from the EOC activation were captured during a post-activation workshop on 9 February 2016.[6] The key lessons and recommendations were based on the following objectives:

1. Improving EOC inter-departmental coordination including coordination with states/regions, standardized data collection systems and logistics tracking.
2. Strengthening the surge capacity at the EOC by continuous capacity improvement using simulation exercises and engaging multiple government departments, the AHA Centre, UNDAC teams, WFP, OCHA and others.
3. Building on the EOC capacity to fast-track travel authorisations, visas, customs and other International Disaster Response Law issues.

6 Concluding Report, *Lessons Learned Workshop on 2015 Floods and Landslide Response*, Emergency Operations Center, 9 February 2016, Nay Pyi Taw.

ACRONYMS AND ABBREVIATIONS

ASEAN	Association of Southeast Asian Nations
AADMER	ASEAN Agreement on Disaster Managment and Emergency Response
ASEAN-ERAT	ASEAN Emergency & Response Assessment Team
AHA	ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management
DDMC	District Disaster Management Committee
DFAT	Department of Foreign Affairs and Trade (Australia)
EOC	Emergency Operations Center
ERPP	Emergency Response Preparedness Plan
FAO	Food and Agriculture Organization
FMA	Foreign Military Assets
HADR	Humanitarian assistance and disaster relief
HCT	Humanitarian Country Team
HuMOCC	Humanitarian-Military Operational Coordination Concept
ICCG	Inter Cluster Coordination Group
IFRC	International Federation of Red Cross and Red Crescent Societies
INFORM	Index For Risk Management
IDRL	International disaster relief law
INGO	international non-government organizations
MoFA	Ministry of Foreign Affairs
MAPDRR	Myanmar Action Plan on Disaster Risk Reduction
NDMC	National Disaster Management Committee
NGO	non-government organizations
OCHA	Office for the Coordination of Humanitarian Affairs
RRD	Relief and Resettlement Department
SC	Save the Children
SDMC	State Disaster Management Committee
UN-CM	United Nations Civil-Military Coordination
UNDAC	United Nations Disaster Assesment and Coordination
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene
WFP	World Food Program
WHO	World Health Organization

REFERENCES

Asia Disaster Preparedness Center (ADPC). Institutional Arrangements for Disaster Response in Myanmar. 2009.

Government of Myanmar. National Disaster Management Law. 2013.

Government Nepal. Standing Order on Natural Disaster Management. 2011.

Hamish Nixon et al. State and Region Government in Myanmar. The Asia Foundation. 2013.

IDMC. Emergency Events Database (EM-DAT) Center for Research on the Empidemiology of Disasters. 2016.

INFORM. Country Profile Myanmar. 2017.

Ministry of Social Welfare, Relief and Resettlement Relief and Resettlement Department, Government of Myanmar. Myanmar Action Plan on Disaster Risk Reduction. 2012.

United Nations Office for the Coordination of Humanitarian affairs. Emergency Response Preparedness Plan. 2016.

Win Htein Kyaw. Lessons Learnt from 2015 Flood Response Operation in Myanmar, PowerPoint Presentation. 2016 .

NEPAL

CIVIL-MILITARY COORDINATION IN EMERGENCIES

Nepalese military help unload humanitarian supplies in Gorkha District, Nepal following the 2015 earthquake.
Photo: Jake Lyell / Alamy Stock Photo

NEPAL

The Nepalese Armed Forces has an integral role in disaster response in Nepal. Civil-military coordination has been shaped by large-scale natural disasters, in particular earthquakes and flooding, as well as conflict and recent internal instability in the southern region of the country. The Nepalese Armed Forces is a primary responder in disaster operations, and its role is articulated in Nepal's disaster-related laws and policies, as well as the country's national coordination structures. In recent years the military has played a key role in disaster response as a primary responder, including in the 2015 earthquakes, the 2008 Koshi floods, the 2009 epidemic in Jarjarkot and the avalanche and blizzards in the western region of the country in 2014.[1]

Nepal has developed coordination processes and mechanisms for facilitating international assistance in the event of a large-scale disaster. During the 2015 earthquake response, Foreign Military Assets (FMAs) from over 20 states were deployed to support the response, prompting activation of a Multi-National Military Coordination Center (MNMCC) to coordinate international military assistance. A Humanitarian-Military Operations Coordination Center also known as a Joint Command Center (HuMOCC/JCC) was also activated for the first time in Nepal. The government and the Nepalese Armed Forces (in essence, the Nepalese Army), alongside civilian actors including UN agencies and international organizations, are currently working to further develop civil-military coordination processes to implement learning from the 2015 earthquake response.

The strengthening of legal preparedness for international assistance has been identified as a key priority in 2017. The Nepal Red Cross Society, supported by the International Federation of the Red Cross (IFRC), is taking the lead in collaboration with the Nepal Ministry of Home Affairs (MoHA), in the development of draft guidelines based on international norms and best practice as reflected in the International Disaster Response Law (IDRL) Guidelines and Model Act.

KEY EVENTS IN THE RECENT EVOLUTION OF CIVIL-MILITARY COORDINATION IN NEPAL

1982
- Natural Calamity Relief Act enacted.

1999
- Local Self Governance Act implemented.

2008
- Nepalese Army responds to the Koshi floods.

2009
- National Strategy for Disaster Risk Management (NSDRM) developed.
- Nepalese Army responds to the Jarjarkot epidemic.

2012
- National Disaster Response Framework (NDRF) developed.

2013
- National Strategic Action Plan on Search and Rescue.

2015
- Nepal Earthquakes - Nepalese Army respond and FMAs from 18 countries deploy. Overall, 34 nations provide assistance. A Multi-National Military Coordination Center (MNMCC), and Humanitarian-Military Operational Coordination Concept/Joint Command Center (HuMOCC/JCC) activated.
- Nepalese Army Earthquake Lessons Learned Report released.

2017
- Nepal Red Cross Society, Ministry of Home Affairs (MoHA) and IFRC are working to implement International Disaster Response Law (IDRL) guidelines in national legal frameworks.[2]

1 Manish Thapa, Out of Barracks: Civil-Military Relations in Disaster Management, A Case Study of Nepalese Army's Humanitarian Response during the 2015 Earthquake in Nepal, University for Peace, June 2016, p. 3; Nepalese Army, Lessons from the 2015 Earthquake, 2015, p.2.

2 The IDRL Guidelines are a set of recommendations to governments on how to prepare their disaster laws and plans for the common regulatory problems in international disaster relief operations. They specify the minimum quality standards required in provision of humanitarian assistance, as well as the kinds of legal facilities aid providers need to do their work effectively. IFRC, Introduction to the Guidelines, Geneva, 2011, p.6.

DISASTER RISK PROFILE

Key facts

Official name: Federal Democratic Republic of Nepal

Area: 147,181 km²

Population: 26,494,504 (2011)

Capital: Kathmandu

Disaster focal point: Central Natural Disaster Relief Committee (CNDRC), Ministry of Home Affairs (MoHA)

Military: Nepalese Armed Forces

Police: Nepal Police; Nepalese Armed Police Force

General information

Nepal is located near the boundary of the Eurasian and Indian tectonic plates and consequently experiences frequent seismic activity and periodic large earthquakes. Its mountainous topography and annual wet season mean that it also experiences frequent landslides and flooding.

Overview of disasters

The most frequent natural disasters affecting Nepal over the past four decades are floods (41 per cent) and landslides (23 per cent). Although earthquakes represent only six per cent of all natural disasters that have affected Nepal in this period, they have caused most of the associated fatalities and disruption.

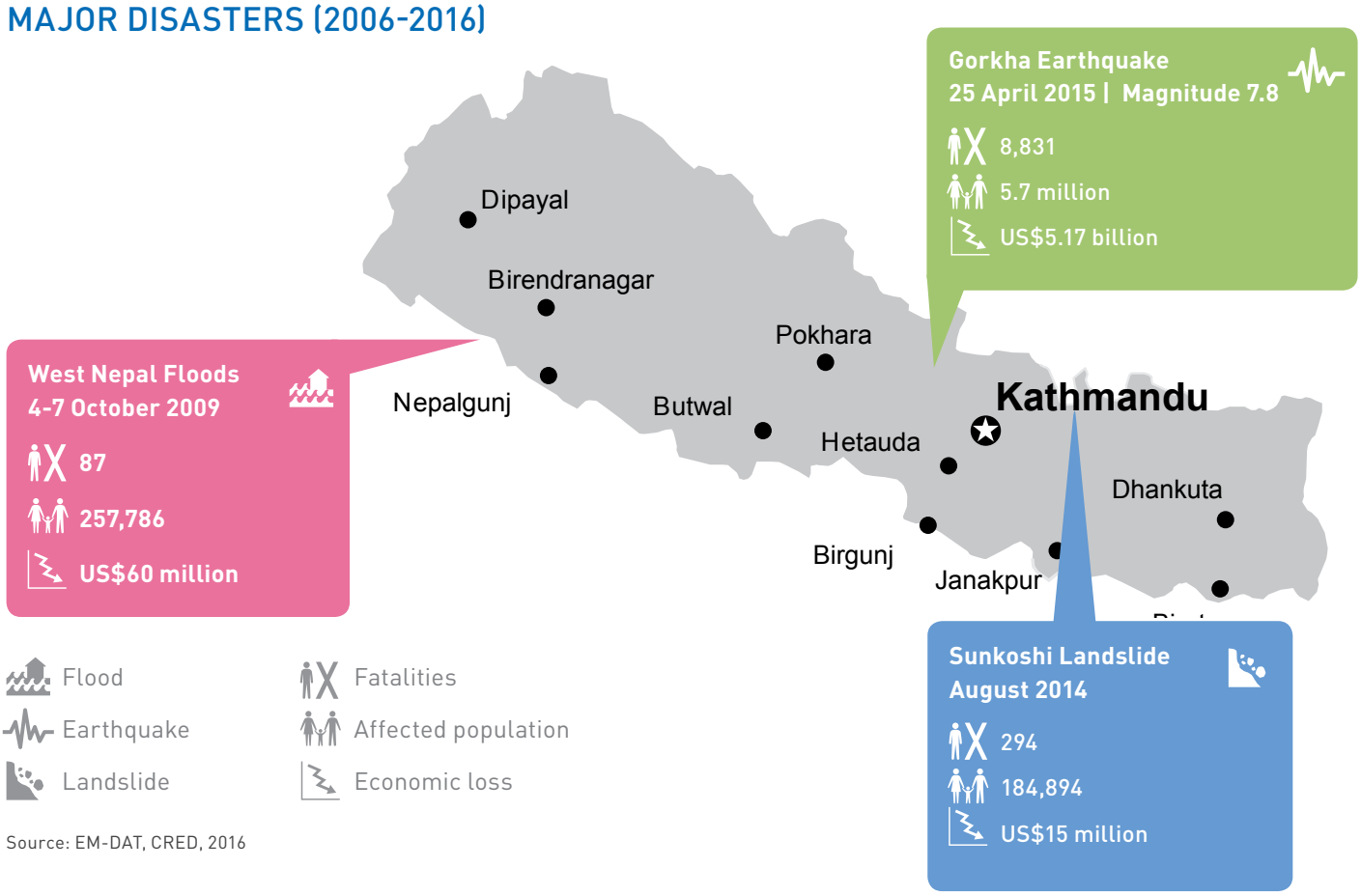
FREQUENCY OF DISASTERS 1970-2015

Flood	Landslide	Epidemic	Storm	Earthquake	Drought
x41	x23	x18	x7	x6	x4
41%	23%	18%	7%	6%	4%

6 Earthquakes ▶ **9,785** Fatalities ▶ **US$5.5 billion** Economic loss and damages

Source: Emergency-Events Database (EM-DAT), Centre for Research on the Epidemiology of Disaster (CRED) 2016

MAJOR DISASTERS (2006-2016)



Source: EM-DAT, CRED, 2016

INFORM Index

INFORM is a model based on scientific risk concepts, calculated by combining about 50 different publicly available indicators that measure different components of three dimensions of risk: hazards, vulnerability and coping capacity.

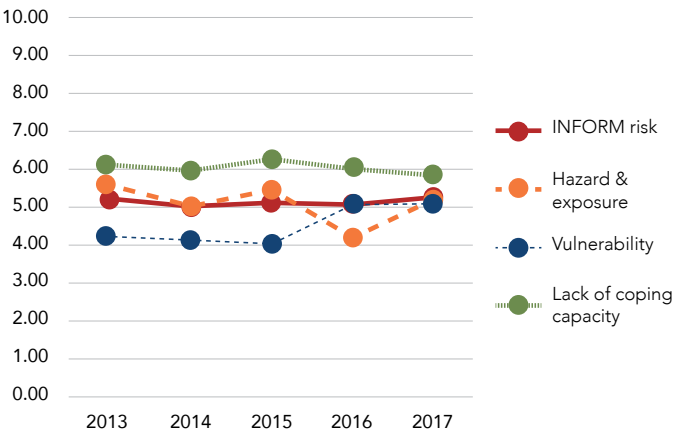
INFORM RISK VALUE AND RANKING

Nepal's hazard and exposure ranking is one of the lowest among the South Asian Association for Regional Cooperation (SAARC) countries, but its coping capacity is also relatively very low. Nepal's risk is classed as stable.

INFORM RISK VALUE AND RANKING 2017	VALUE (10 = HIGHEST)	GLOBAL RANKING (OUT OF 191 COUNTRIES)
INFORM risk	5.4	35
Hazard & exposure	5.3	47
Vulnerability	5.1	44
Lack of coping capacity	5.9	54

INFORM RISK FIVE-YEAR TREND (2013-2017)

Nepal's hazard exposure has remained stable, however its vulnerability has increased over the last five years.



KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION

Constitution of Nepal (2015). The new Constitution of Nepal includes provisions for the role of the Armed Forces, stating that in the event of a natural disaster the Nepalese Army may be mobilized without prior authorization of the parliament.

Natural Calamity Relief Act (1982). The Act mandates the Ministry of Home Affairs (MoHA) as the lead agency for immediate rescue and relief work, as well as disaster preparedness activities. The Act also outlines the roles and responsibilities of the Central Natural Disaster Relief Committee (CNDRC) as well as detailing functions of the sub-committees and regional, district and local relief committees, including the role of the Nepalese Army and Nepal Police.

Armed Police Force Act (2001). The Armed Police Force Act details provisions for its particular role in providing assistance in disaster response.

A new Disaster Management Act is being developed and MoHA is reviewing a draft in light of planned federalization of Nepal. Current disaster operations fall under provisions articulated in the Act of 1982. It is expected that the new Disaster Management Act will outline the development of a new National Council for Disaster Management with additional bodies to be established at regional, district and local levels.[3] In 2017, Nepal will also revise the 2009 National Disaster Management Strategy to bring it in line with country commitments under the Sendai Framework, as well as the NDRF.

National Disaster Response Framework (2013). NDRF provides guidance on the roles and responsibilities of government agencies in disaster response as well as preparedness, and the functions of national coordination mechanisms. It highlights the primary role of the Nepalese Army in disaster response, and outlines core responsibilities for the direction and coordination of foreign military assistance. It also designates the government lead agency and relevant international co-lead of each cluster. Following the earthquakes in 2015, the government is revising the NDRF.

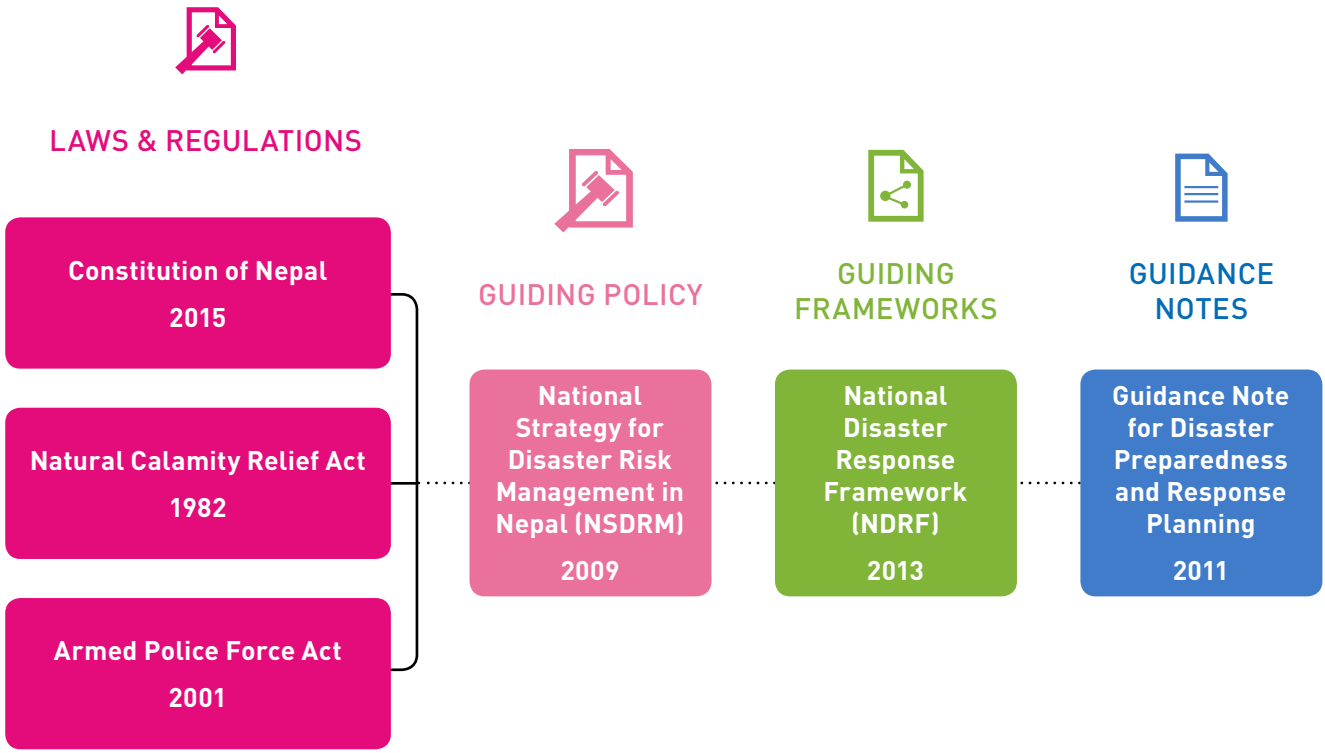
The National Strategy for Disaster Risk Management in Nepal (2009). NSDRM provides the basis for the formation of the new National Council for Disaster Management. A draft strategy has been developed, incorporating key aspects of the pending Disaster Management Act, and provides a broader focus on preparedness, mitigation and risk reduction.[4] A Guidance Note for Disaster Preparedness and Response Planning developed by MoHA also details further processes for planning at subnational levels.[5] Other laws govern disaster response with respect to local self-governance, disaster funds, rescue and relief standards and local disaster risk management guidelines. To align with the Sendai Framework, revision of the NSDRM is in process.

3 IFRC, Analysis of legislation related to disaster risk reduction, IFRC, Geneva, 2011, p.9.

4 Nepalese Army, Lessons from the 2015 Earthquake, p. 4

5 MoHA, Guidance Note for Disaster Preparedness and Response Planning, 2011.

KEY POLICIES, FRAMEWORKS AND PLANS FOR CIVIL-MILITARY COORDINATION



KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

Disaster focal point

Central Natural Disaster Relief Committee

Established by: Natural Calamity Relief Act of 1982.

Key functions: CNDRC is responsible for preparing national policies on preparedness, response and recovery and ensuring their implementation; stockpiling relief and rescue materials; collecting and disseminating relief materials and funds during emergency operations; and, providing direction to the district and local committees.

Leadership: Minister of Home Affairs (MoHA).

Headquarters: Kathmandu.

Sub-committees: 1. Supply 2. Shelter and Rehabilitation 3. Relief 4. Treatment.[6]

Composition: 27 members comprised of government ministries and departments, Armed Forces representatives and non-government organizations.

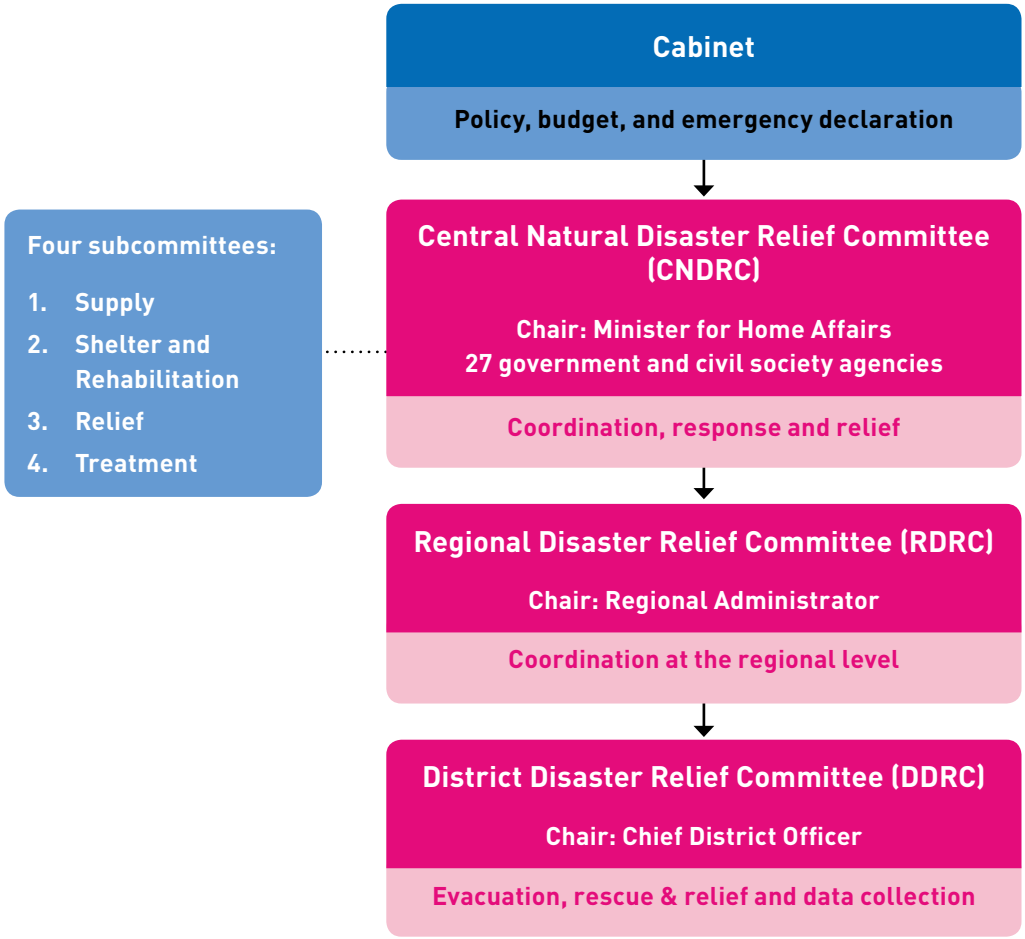
Military and police force representation: Representation of the Nepalese Army on central and district level committees is mandatory, as per the Natural Calamity Relief Act.

Authority: The CNDRC makes a recommendation to the government on the declaration of a State of Emergency.

Regional/provincial representation: Disaster relief committees exist at the regional, district and local levels.

6 NDRF, 2013, p. 7.

DISASTER MANAGEMENT STRUCTURE



Regional, local and district disaster relief committees

In Nepal, responsibility for disaster response is decentralized to district and local levels. Regional Disaster Relief Committees (RDRC) are present in all five regions of Nepal and all 75 districts have a District Disaster Relief Committee (DDRC). Each district is headed by a Chief District Officer.

The RDRCs and DDRCs also coordinate with the Emergency Operations Centers (EOCs) established at the subnational levels.

The Local Governance Act of 1999 clarifies the roles and responsibilities of local government for responding to disasters. This Act gives lead responsibility to local authorities including District Development Committees (DDCs), Village Development Committees (VDCs) and municipalities. All 75 districts have developed disaster preparedness and response plans that are updated annually. Several districts have prepared local disaster risk management plans that include prioritization of three main hazards and a mandatory earthquake risk assessment.

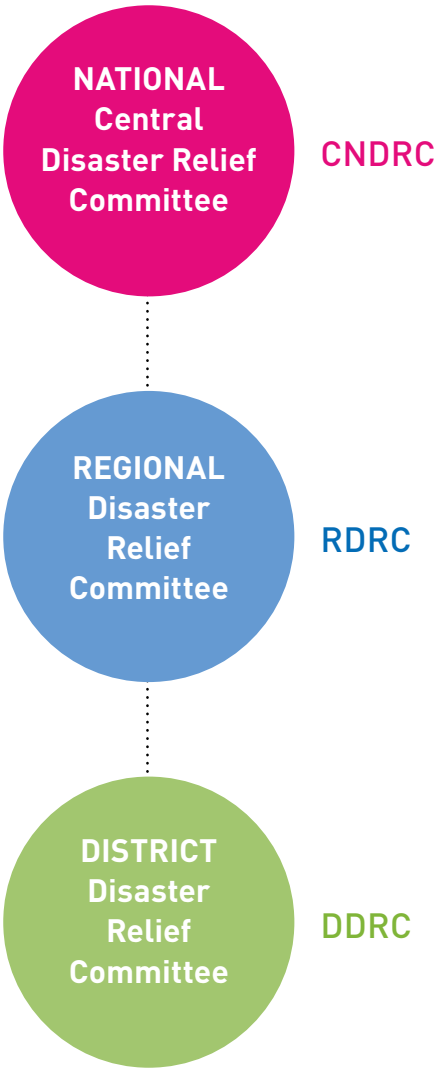
Regional and District Disaster Relief Committees overview

Leadership: RDRC – Regional Administrator. DDRC - Chief District Officer.

Membership: RDRC - related government agencies, Nepalese Army representatives, Nepal Police, development institutions and the Nepal Red Cross Society (NRCS). DDRC - various government agencies, Nepal Armed Forces and NRCS.

Functions: RDRC is responsible for supporting and monitoring the activities implemented by DDRCs and formulates regional and district-level disaster management plans. DDRC is responsible for coordinating the local committees, formulating district disaster management plans, coordinating and operating relief work during emergencies, and providing information to regional Disaster Relief Committees (DRCs) and CNDRC. The local DRC is responsible for disaster management at the local level, including disbursement of funds during emergencies, and rescue and transport of the injured to hospitals.

NATIONAL, REGIONAL AND LOCAL LEVELS



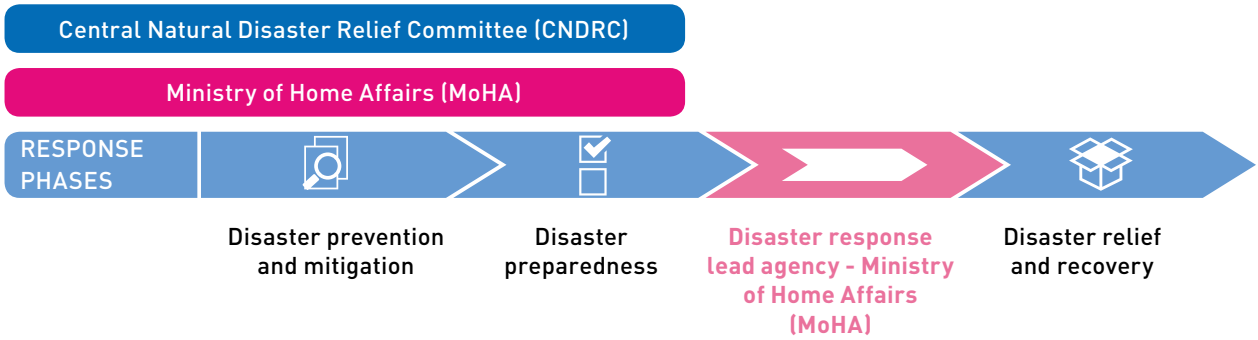
ADMINISTRATIVE DIVISIONS OF NEPAL

NAME	NUMBER
Federal Provinces	7
Regions	5
Administrative zones	14
Districts	75

NEPAL ADMINISTRATIVE ZONES

Key government agencies

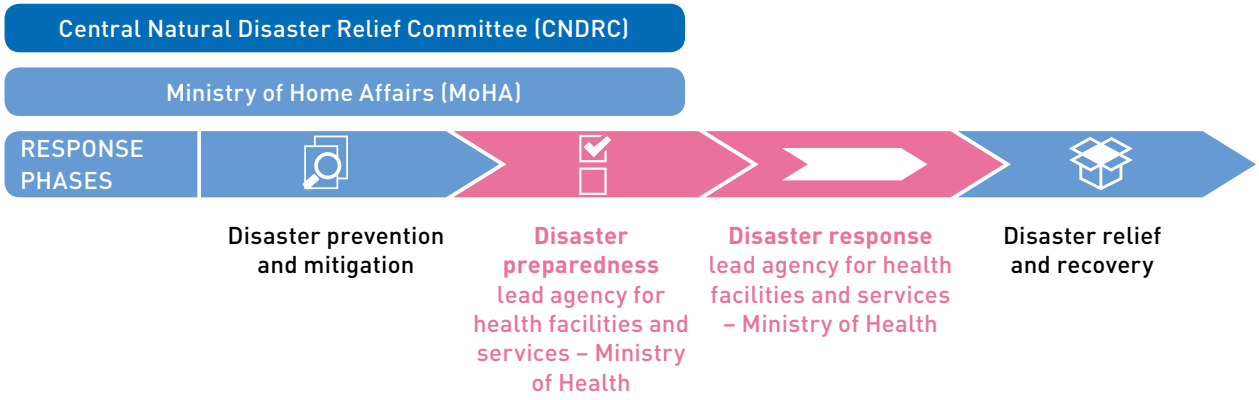
Ministry of Home Affairs



Function: Coordinating ministry for the management of disasters, with overall management of rescue and relief operations. MoHA coordinates disaster management through the Disaster Relief Committees (DRCs) at the central, regional and district levels.

Cluster leads: Search and rescue; Logistics.

Ministry of Health

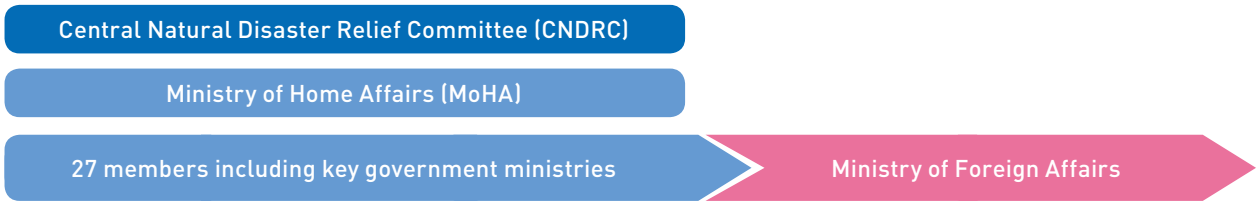


Function: Responsible for delivering training to health personnel on disaster response preparedness. It also coordinates delivery of medicines, equipment, and treatment to people in need.

Regional/district representation: Represented at the regional level.

Cluster leads: Health; Nutrition.

Ministry of Foreign Affairs



Function: Responsible for facilitating the entry of international relief agencies and relief items into Nepal, including registration processes. It is also responsible for coordination of visas and custom clearances, and conveying relief needs identified by government agencies to the international community.

Coordination mechanisms

National cluster system

National clusters are led by government and international agency co-leads and are well established in Nepal.[7] They have well-defined operational processes that both incorporate and support designated government response agencies. Cluster operations are strengthened by well-established partnerships between national and international organizations, in part due to Nepal's vulnerability to natural disasters.

Overview

Functions: The cluster approach facilitates a coordinated emergency response from both government and non-government institutions. It is implemented during large-scale disasters, or when the government requires international assistance in multi-sector responses with broad participation of international humanitarian actors.

Location: Cluster representatives are co-located at the National Emergency Operations Center (NEOC) during a response.

Process for activation: The cluster system is activated by the UN Humanitarian Coordinator in a large-scale disaster. In addition, CNDRC can activate the clusters as necessary.

Coordination: MoHA is responsible for inter-cluster coordination (ICC), via the National Emergency Operations Center (NEOC).

Role of the military: Asset and capability support for humanitarian response operations, including logistics and infrastructure support (engineering). The Nepalese Army also undertakes damage and needs assessments, provides transport capabilities for distribution of relief, and provides medical assistance through its Medical Corps.

Cluster focal points in provincial areas: Assigned to support the cluster system at a subnational level.

Operational guidelines: Prior to the 2015 earthquake, cluster-based contingency plans were developed for disaster response.

Nepalese Army coordination with the Logistics Cluster

The Nepalese Army had a lead role in managing the distribution of relief supplies during the 2015 earthquake response. A logistics operations center was established at the Nepalese Army Headquarters to manage this process. Two logistics centers, supported by the Logistics Cluster, were also established in Kathmandu and Pokhara to support the transporation of materials to the most affected areas.

The Nepalese Army coordinated with the World Food Programme (WFP), the agency co-lead for the Logistics Cluster, at the Humanitarian Staging Area set up adjacent to the international airport.

Cluster coordination with the Humanitarian-Military Operations Coordination Center/Joint Command Center

The HuMOCC/JCC mechanism in the 2015 earthquake response provided a common platform for civil-military coordination. It also served as the physical space for humanitarian and miltiary actors to interact, including key cluster personnel and the Nepalese Army. Humanitarian capacity gaps identified by civilian actors such as the Humanitarian Country Team (HCT) agencies or clusters, were raised at the HuMOCC/JCC. Available military assets were then allocated to address the identified gaps.

7 MoHA, NDRF, 2013, p. 9.

NATIONAL CLUSTER SYSTEM

Government Lead Agencies

CLUSTER LEADS (GOVERNMENT)	CLUSTER CO-LEADS (HUMANITARIAN AGENCIES)	RESPONSE CLUSTERS
Ministry of Health (MoH)	WHO	Health • Injury Rehabilitation • Mental Health • Reproductive Health
Ministry of Urban Development (MoUD)	UNICEF	Water, Sanitation and Hygiene (WASH)
Ministry of Urban Development (MoUD)	IFRC/UN Habitat	Emergency Shelter
Ministry of Agricultural Development (MoAD)	WFP/FAO	Food Security
Ministry of Home Affairs (MoHA)	WFP/FAO	Search, Rescue, Retrieval & Logistics
Ministry of Urban Development (MoUD)	IOM	Camp Coordination and Camp Management
Ministry of Education (MoE)	UNICEF/SC	Education
Ministry of Women, Children and Social Welfare (MoWCSW) Nepal Human Rights Commission (NHRC)	UNHCR/UNICEF/ UNFPA	Protection • Child Protection • Sexual and Gender-Based Violence
Ministry of Information and Communication (MoIC)	WFP	Emergency Telecommunications
Ministry of Health (MoH)	WFP	Nutrition
Ministry of Federal Affairs and Local Development (MoFALD)	UNDP	Early Recovery

Response Clusters

FAO Food and Agriculture Organization
IFRC International Federation of the Red Cross
IOM International Organization for Migration
MoAD Ministry of Agricultural Development
MoE Ministry of Education
MoFALD Ministry of Federal Affairs and Local Development
MoHA Ministry of Home Affairs
MoH Ministry of Health
MOIC Ministry of Information and Communications
MoUD Ministry of Urban Development
MoWCSW Ministry of Women, Children and Social Welfare
NHRC Nepal Human Rights Commission
SC Save the Children
UNDP United Nations Development Programme
UNFPA United Nations Population Fund
UNHCR United Nations High Commissioner for Refugees
UNICEF United Nations Children's Fund
WFP World Food Programme
WHO World Health Organization

Mobilization of international assistance

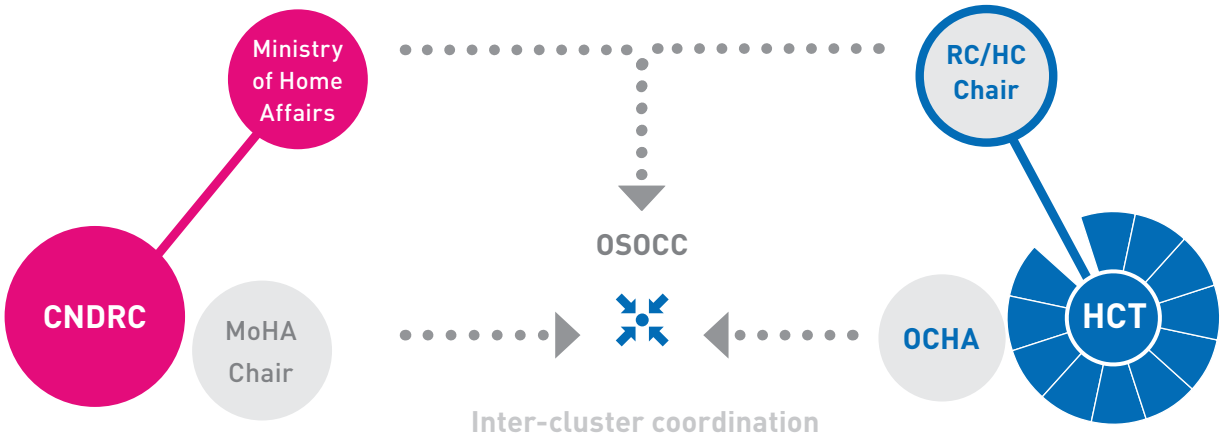
In major natural disasters, Nepal may accept offers of assistance that are targeted to meet gaps in national capacity or resources. MoHA is responsible for coordinating the overall international response using the Guidelines for Accepting International Assistance and Early Registration.[8] The Ministry of Foreign Affairs is responsible for the coordination of visas and custom clearances, and conveying relief needs identified by government agencies to the international community.[9] IFRC are currently working with the government on incorporating International Disaster Response Law (IDRL) elements into national disaster management legislation and guidelines.

The On-Site Operations Coordination Centre (OSOCC) is a civilian coordination mechanism for international humanitarian assistance that, once activated, is led by the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA). Its function is to coordinate national government agencies and international responders for the facilitation of international response activities.[10] The Humanitarian Coordinator has authority for the overall coordination of humanitarian efforts.

Humanitarian Country Team

In the context of the Nepalese Government's request and/or acceptance of international assistance, coordination between the Humanitarian Country Team (HCT) agency co-leads for the clusters, the Humanitarian Coordinator and the national response systems and bodies including MoHA and CNDRC, is initiated. The HCT comprises 24 members from the UN, private sector, donor agencies and international non-government organizations (INGOs) led by the UN Resident Coordinator/Humanitarian Coordinator. There are currently 11 clusters and 5 sub-clusters, led by government departments and agencies, and HCT agency co-leads.

INTER-CLUSTER COORDINATION PROCESS



HCT Humanitarian Country Team
CNDRC Central Natural Disaster Relief Committee
MoHA Ministry of Home Affairs
OCHA Office for the Coordination of Humanitarian Affairs
RCHC Resident Coordinator/Humanitarian Coordinator

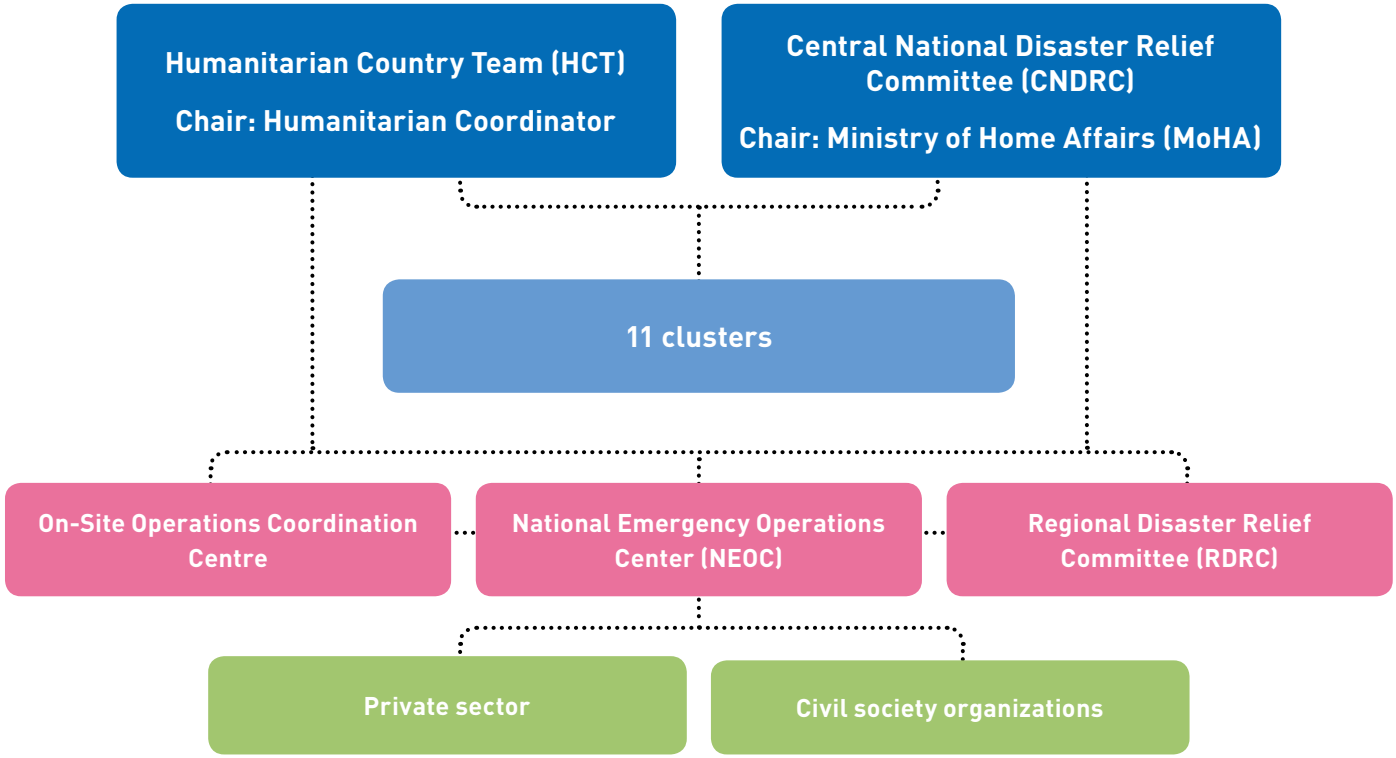
8 Center for Excellence in Disaster Management and Humanitarian Assistance, Nepal Disaster Management Reference Handbook, 2015, pp. 60-61.
9 NDRF, 2013, p. 7.
10 NDRF, 2013.

International humanitarian coordination architecture

The infographic below depicts the international civilian humanitarian coordination architecture in Nepal. It shows the coordination process between CNDRC, HCT and the clusters.

It also shows the inter-cluster coordination process through the NEOC, RDRCs, as well as the OSOCC, private sector and civil society organizations.

HUMANITARIAN COORDINATION PROCESS



National Operations Centers

National Emergency Operations Center

NEOC is automatically established in the event of a large-scale disaster, and acts as the Secretariat of the CNDRC. In the existing system, the overall coordination and control of activities conducted at the operational level is carried out centrally by the NEOC.

Activated: At emergency level four, as stated in the NEOC Standard Operating Procedure.[11]

Key functions: Secretariat of CNDRC; to act as a central coordination point in response to disasters, to coordinate between government, national and international organizations; and; to establish Emergency Operations Centers (EOCs) at the national, regional, district and municipal levels.

Location within government: Non-departmental government institution equivalent to a national ministry.

Leadership: Ministry of Home Affairs (MoHA).

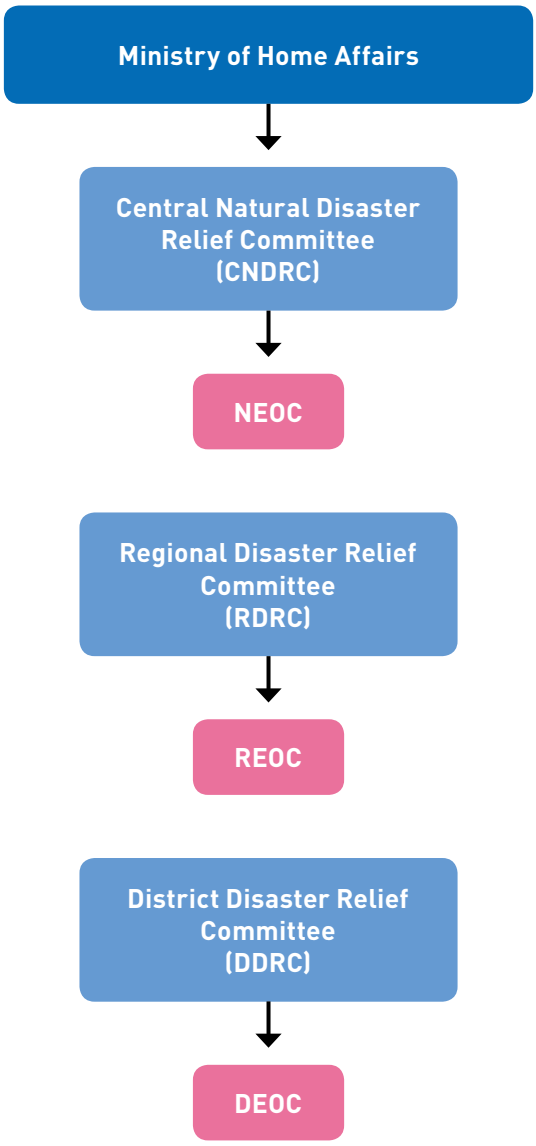
Composition: Disaster response focal points from relevant ministries.

Military and police force representation: The Nepalese Army establish a command cell in the NEOC.

Subnational Emergency Operations Centers

EOCs are the coordination platforms in disaster response for multi agency command and coordination, decision-making and information management at the subnational levels. EOCs are functional at national, regional, district and municipal levels for information collection on disaster management, analysis, flow and coordination.[12] Regional EOCs have been established in five regions, and district and municipal/VDC EOCs have been established in 49 localities.

NEOC STRUCTURE/PROCESS



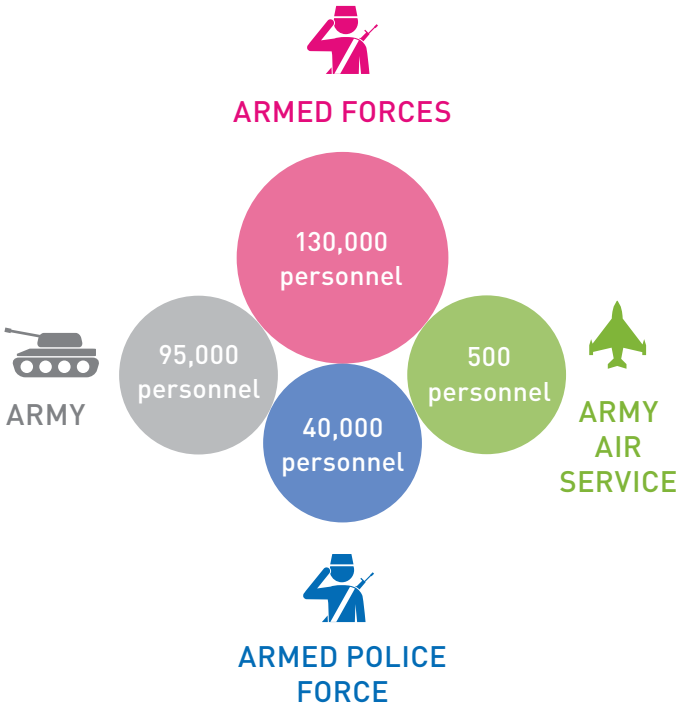
11 NDRF, 2013, p. 11.
12 NDRF, 2013, p. 7.

KEY MILITARY RESPONSIBILITIES IN DISASTERS

Role of the Nepalese Armed Forces

The Nepalese Armed Forces has an integral role in disaster response. This is articulated in disaster-related laws and policies, military doctrine, and the Armed Forces' role in the national disaster coordination structures. The Armed Forces and the Armed Police Force are designated members of the Central Natural Disaster Relief Committee (CNDRC). The Armed Police Force Act details its particular role in providing assistance in disaster response.[13] The new Constitution of Nepal contains provisions for the rapid mobilization of the Armed Forces without prior authorization of the parliament in a disaster context.

COMPONENTS OF THE NEPALESE ARMED FORCES



Nepalese Armed Forces

Established: 1945.

Leadership: President of Nepal; Chief of the Army Staff. Upon recommendation of the Council of Ministers, the President authorizes the mobilization, operations and use of the Nepalese Army.

Components: Nepalese Army, Nepalese Army Air Service and the Armed Police Force.

No. of active personnel: 130,000.

Headquarters: Kathmandu.

Activation in disaster response: Activation is undertaken in two ways: 1. Under the Constitution, the Chief of the Army Staff has the authority to immediately mobilize the Nepalese Army, and 2. On recommendation of the National Security Council to the President via the Council of Ministers.

Divisions: Far-western division, mid-western division, western division, middle division, valley division and eastern division.

Logistics Operations Center: Established at the Army Headquarters to coordinate the operational aspects of relief distribution.

KEY FUNCTIONS IN DISASTER RESPONSE

Functions

- **Search and Rescue** activities.
- Undertake **damage assessments** and identify requirements.
- Provision of **logistics and transport capabilities** for the distribution of relief.
- Provision of **medical assistance** through the Medical Corps of the Nepalese Army.
- Transportation and **support to foreign military teams** where necessary.

13 Chapter 4, Armed Police Force Act 2058 of 2001.

Armed Police Force of Nepal

The Armed Police Force of Nepal is a paramilitary force tasked with counter-insurgency operations in Nepal. It also has a mandate for conducting disaster relief operations. It functions as a semi-military wing, and occupies a dual role in military and law enforcement operations.

Established: 2001.

Leadership: President of Nepal; MoHA is the governing body. An Inspector General is the Chief of Armed Police Forces, equivalent in rank to a three-star Lieutenant General of the Nepalese Armed Forces.

Components: Six combat brigades responsible for each of the five regions as well as Kathmandu Valley. A combat brigade is commanded by a Deputy Inspector General and comprises infantry battalions and independent infantry companies.

No. of active personnel: 40,000.

Headquarters: Halchowk, Kathmandu.

Divisions: Far-western division, mid-western division, western division, middle division, valley division and eastern division.

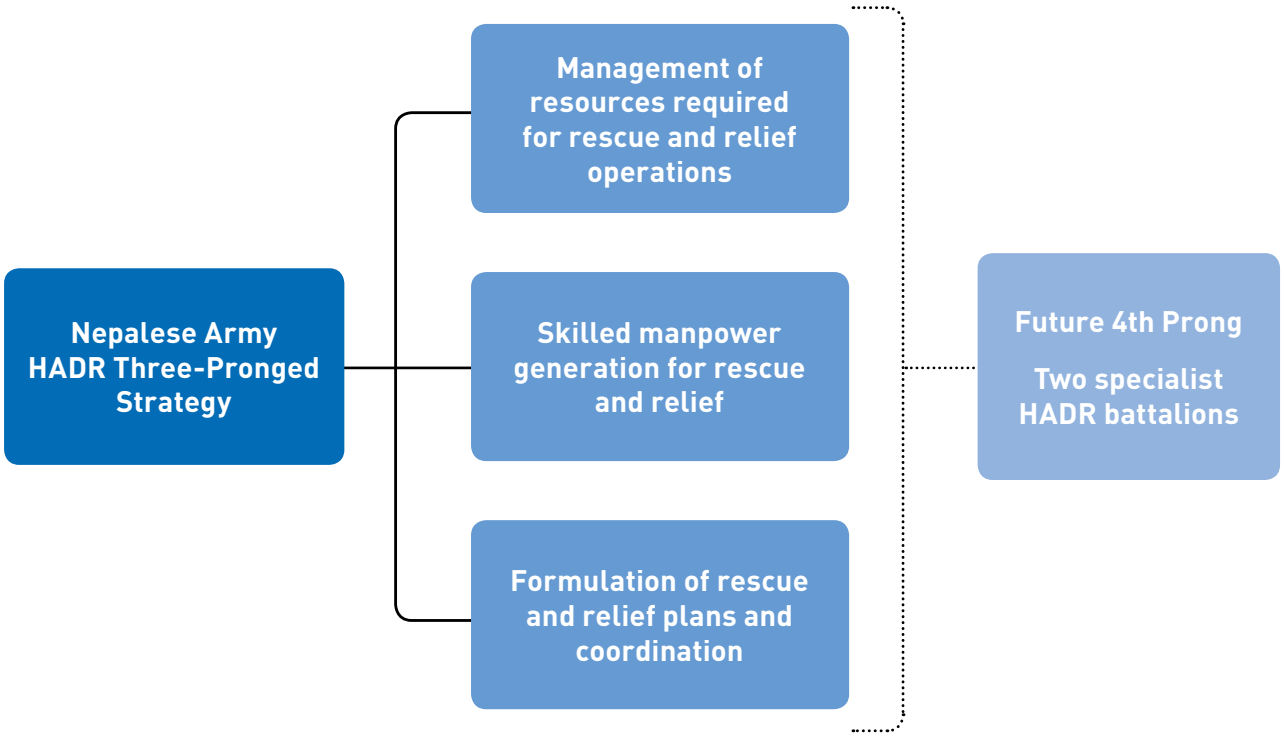
Functions: Designated mandate to provide relief assistance in disaster response.[14]

Border control and disaster management cell: Established at the national level.

Humanitarian Assistance and Disaster Relief

The Nepalese Army has adopted a strategy to enhance Humanitarian Assistance and Disaster Relief (HADR) capabilities including a focus on: management of resources, including the allocation of dedicated budgets and capabilities; training of personnel in disaster management and response operations and search and rescue; emergency preparedness for medical personnel, and, involvement in planning and coordination exercises with foreign militaries and humanitarian actors. A dedicated Directorate with two specialist HADR battalions has also been established.

NEPALESE ARMY HUMANITARIAN ASSISTANCE AND DISASTER RELIEF STRATEGY



14 Armed Police Act 2058.

Nepalese Armed Forces Coordination

National Emergency Operations Center Command Post

In the event of a disaster, a military command post is established in the NEOC.

Functions: Civil-military liaison with government, civil society and international responders, mobilizing rescue and relief teams, and supporting overall relief efforts.

Leadership: The command post team is led by the Chief (Joint Secretary) of the Disaster Management Division.

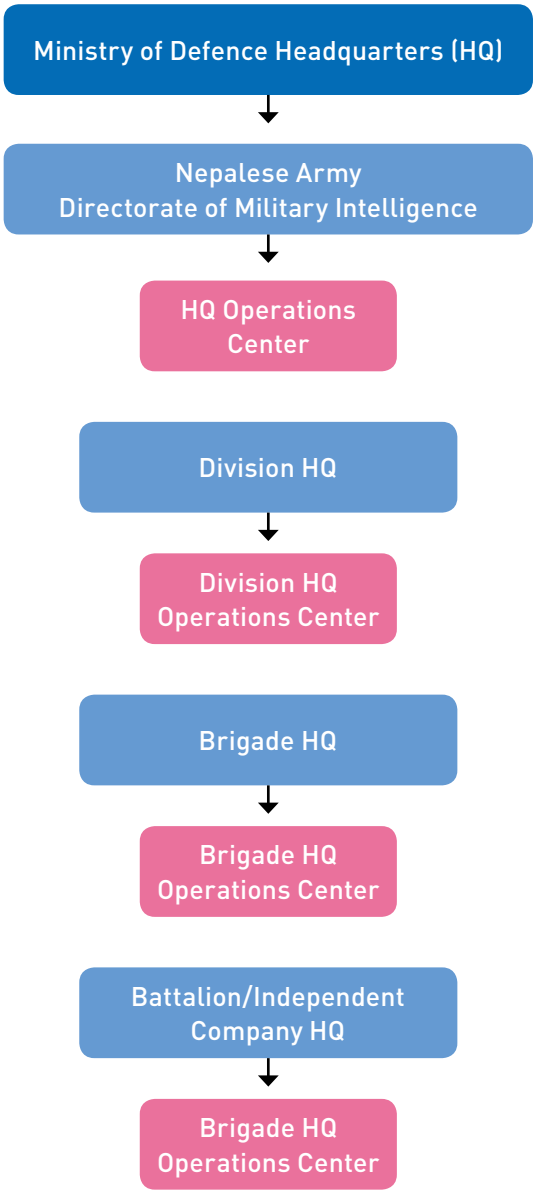
Composition: A Brigadier General from the Directorate of Military Operations, Nepalese Army; Deputy Inspector General from the Nepal Police; and Deputy Inspector General from the Armed Police Force.

In the 2015 earthquake response, the usual practice of establishing a small military operational cell at the NEOC was found to be inadequate. Instead, a Multi-National Military Coordination Center (MNMCC) was established to coordinate incoming foreign military as well as search and rescue teams.[15] Military liaison officers from the MNMCC were seconded to the NEOC to assist in the coordination of emergency operations.[16]

Headquarters Operations Centers

In the 2015 earthquake response the Nepalese Army developed and implemented an initial operation (Operation Rahat), that was subsequently replaced by a more comprehensive response strategy (Operation Sankatmochan). This strategy involved three separate response phases, and included coordination activities with civilian response mechanisms. Based on the concepts outlined in the plan, a Field Headquarters (HQ), jointly manned by representatives of all the security services, was established at the Nepalese Army HQ. The Field HQ jointly executed the requests of the NEOC. This was further supplemented by two further directives from the Chief of the Army Staff (Directive of 26 April 2015 and Directive of 3 May 2015).

NEPALESE ARMY OPERATIONS CENTERS



15 Nepalese Army, Lessons From the 2015 Earthquake Response, p. 37.
16 Nepalese Army, Lessons from the 2015 Earthquake Response, p. 9.

HUMANITARIAN CIVIL-MILITARY COORDINATION MECHANISMS

Coordination of Foreign Military Assets

International military assistance is generally based on existing agreements between Nepal and other Member States, in particular South Asian Association for Cooperation (SAARC) members, or provided on a bilateral basis. The Government of Nepal may either request and/or accept Foreign Military Assets (FMAs). The Ministry of Foreign Affairs communicates the need for foreign military assistance to the international community. Bilateral or multilateral agreements need to be established, preferably prior to a disaster.[17] If FMAs are accepted, joint and combined operations/multi-national force (MNF) concepts shall be applied.

If international assistance is requested, the Nepalese Army is given prime responsibility for directing and coordinating foreignl military humanitarian assistance. The Natural Calamity Relief Act also requires foreign nationals and agencies to obtain approval from the government in order to enter disaster-affected areas.[18]

Multi-National Military Coordination Center

The role of the MNMCC is outlined in the National Disaster Response Framework (NDRF). MNMCC may be established at the General Headquarters (national) level, and can be replicated at subnational levels. The MNMCC faciliates information sharing between the Nepal Armed Forces and assisting foreign militaries, and coordinates the use of military resources. In Nepal, FMA coordination at the national level takes place at the MNMCC and is facilitated through liaison with the established civil-military coordination platform. In the response to the 2015 earthquake, UN OCHA was invited to have a permanent liaison function within the MNMCC to facilitate sharing of information and coordination of operational planning.

MNMCC overview

Activation: Established by the Nepalese Army.

Headquarters: Nepalese Army HQ.

Coordination: Between government agencies, civilian actors and international responders, and international responding militaries via the NEOC and OSOCC where required. International Search and Rescue teams can be coordinated through MNMCC and NEOC.[19]

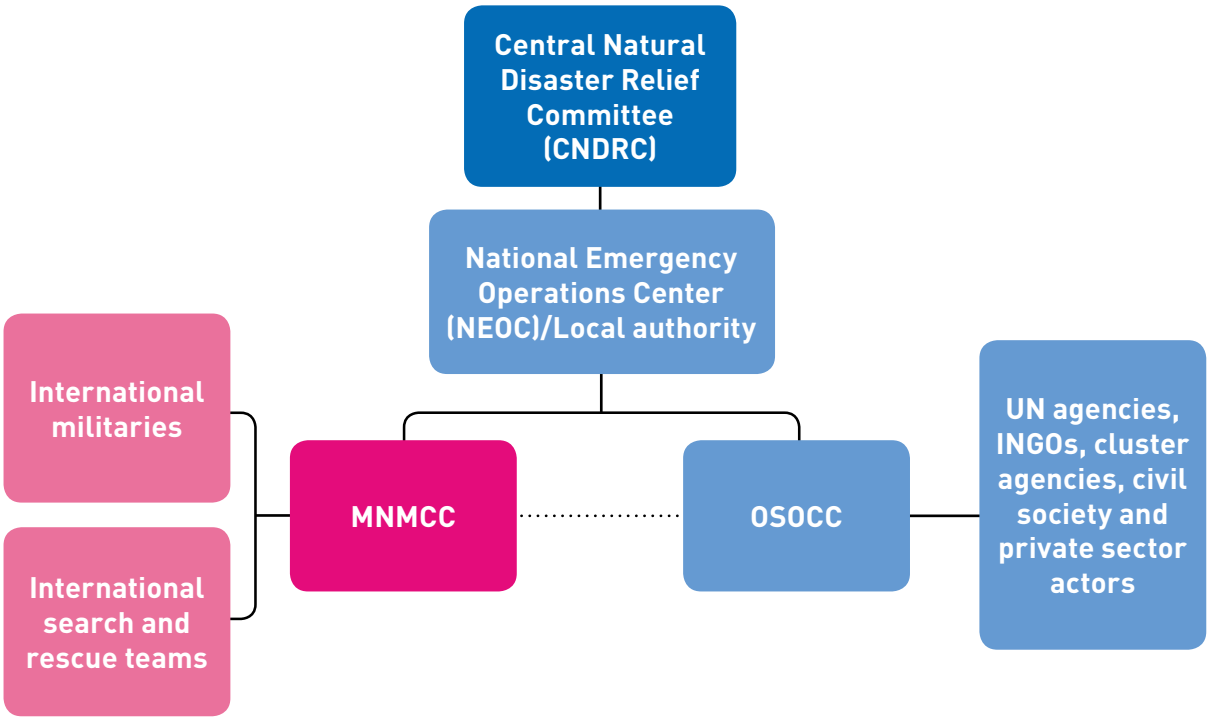
Liaison Officers: Liaison Officers facilitate coordination between the MNMCC, NEOC and OSOCC. In the 2015 earthquake response, Liaison Officers from the Nepalese Army were attached to each incoming military search and rescue team, and provided information to MNMCC about developments in the field and relayed requirements.

Operational guidelines: The response to the 2015 earthquake highlighted the need for development of standard operating procedures in order to effectively mobilise foreign military resources and coordinate activities.

In the 2015 earthquake response, over 18 foreign militaries were deployed. In addition, seventy-six civilian search and rescue teams were deployed from 31 countries. MNMCC initially took the lead on coordination of the incoming civilian search and rescue teams (in addition to military teams).

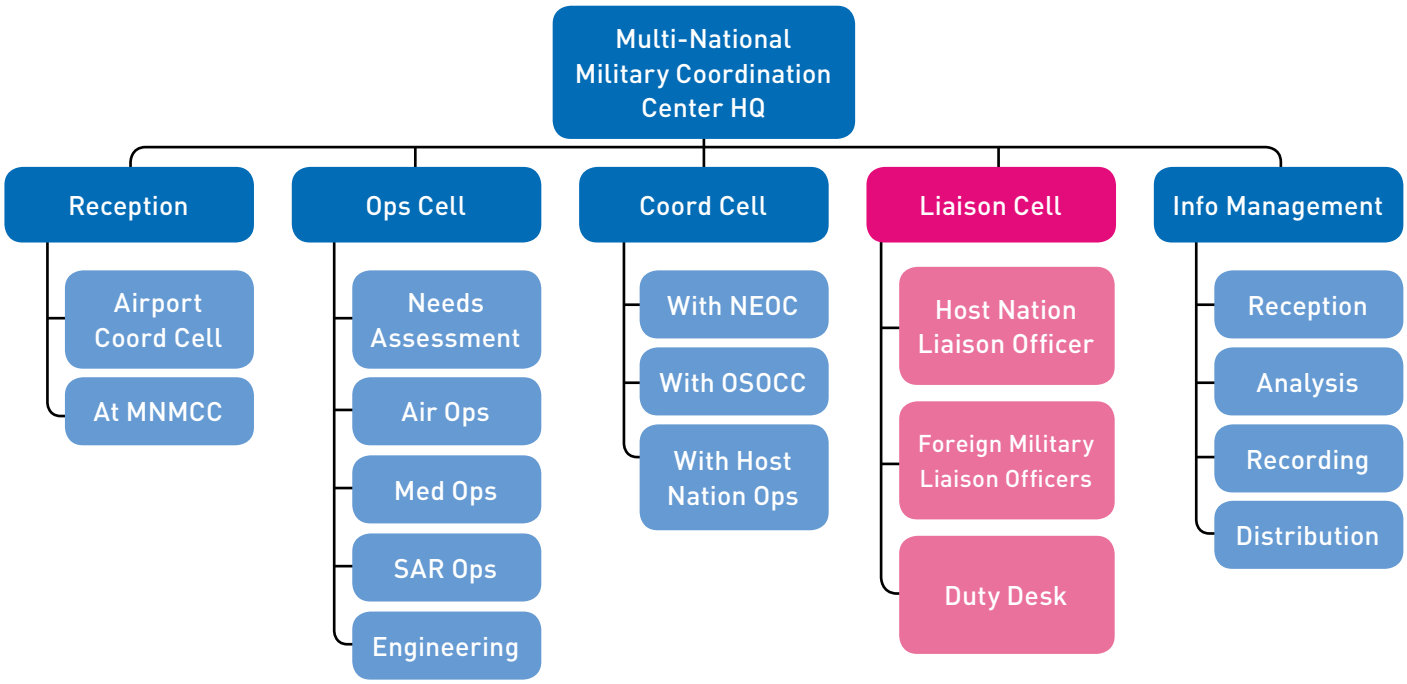
17 NDRF, 2013, p. 7; Nepalese Army, Lessons from 2015 Earthquake, p. 37.
18 Section 4 (a), Natural Calamity Relief Act 2039 of 1982.
19 Nepal abides by the International Search and Rescue Advisory Group Guidelines (INSARAG). CfE-DME, Nepal Disaster Mangement Reference Handbook, 2015, p. 60 and MoHA, NDRF, March 2013, p. 9.

COORDINATION BETWEEN MNMCC AND CIVILIAN MECHANISMS



Based on the experience of leading the MNMCC in the 2015 earthquake response, the Nepalese Army's 'lessons learned' report proposes several changes to the MNMCC structure and coordination. The proposed structure includes cells for: reception, operations, coordination with the NEOC and OSOCC, a liaison cell for the Nepalese Army and foreign military Liaison Officers, and an information management cell.

PROPOSED MULTI-NATIONAL MILITARY COORDINATION CENTER STRUCTURE



Humanitarian-Military Operations Coordination Concept

HuMOCC overview

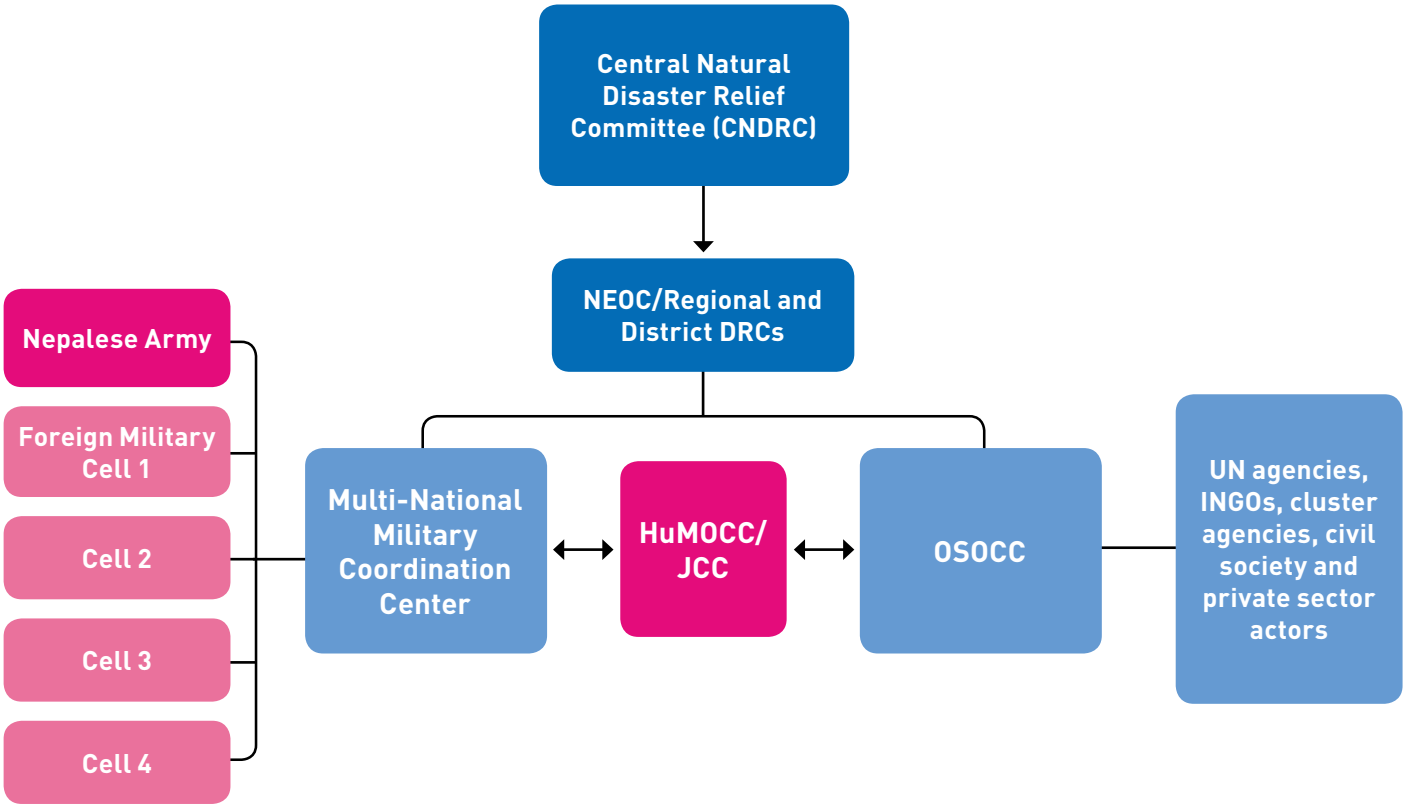
The HuMOCC is an emerging practice in UN Civil-Military Coordination (UN-CMCoord) development globally as well as in Asia and the Pacific. It facilitates information sharing, task division and the coordination of operational planning between humanitarian and military actors in natural disaster responses.

The objective of the HuMOCC is to provide a predictable humanitarian-military-police coordination platform. It is intended to be complementary to the OSOCC, and provides the physical space for interaction among humanitarian, national and foreign military actors, as well as national police. It is led by national civilian government authorities.

The infographic below shows the coordination process between the HuMOCC/JCC, OSOCC and MNMCC.

In the 2015 earthquake response, a HuMOCC, also known as a Joint Command Center (JCC) was established one week after the earthquake following consultations with in-country actors. It was co-located with the MNMCC and chaired by civilian actors, agencies or organizations. In Nepal, the NEOC and the Nepalese Army, in collaboration with MoHA, are strengthening the integration of the HuMOCC concept in to existing coordination mechanisms in order to: enhance inter-operability between and among government and humanitarian actors; initiate dialogue and information sharing, especially between military and civilian actors; and optimize and prioritize the use of military assets by civilian actors.

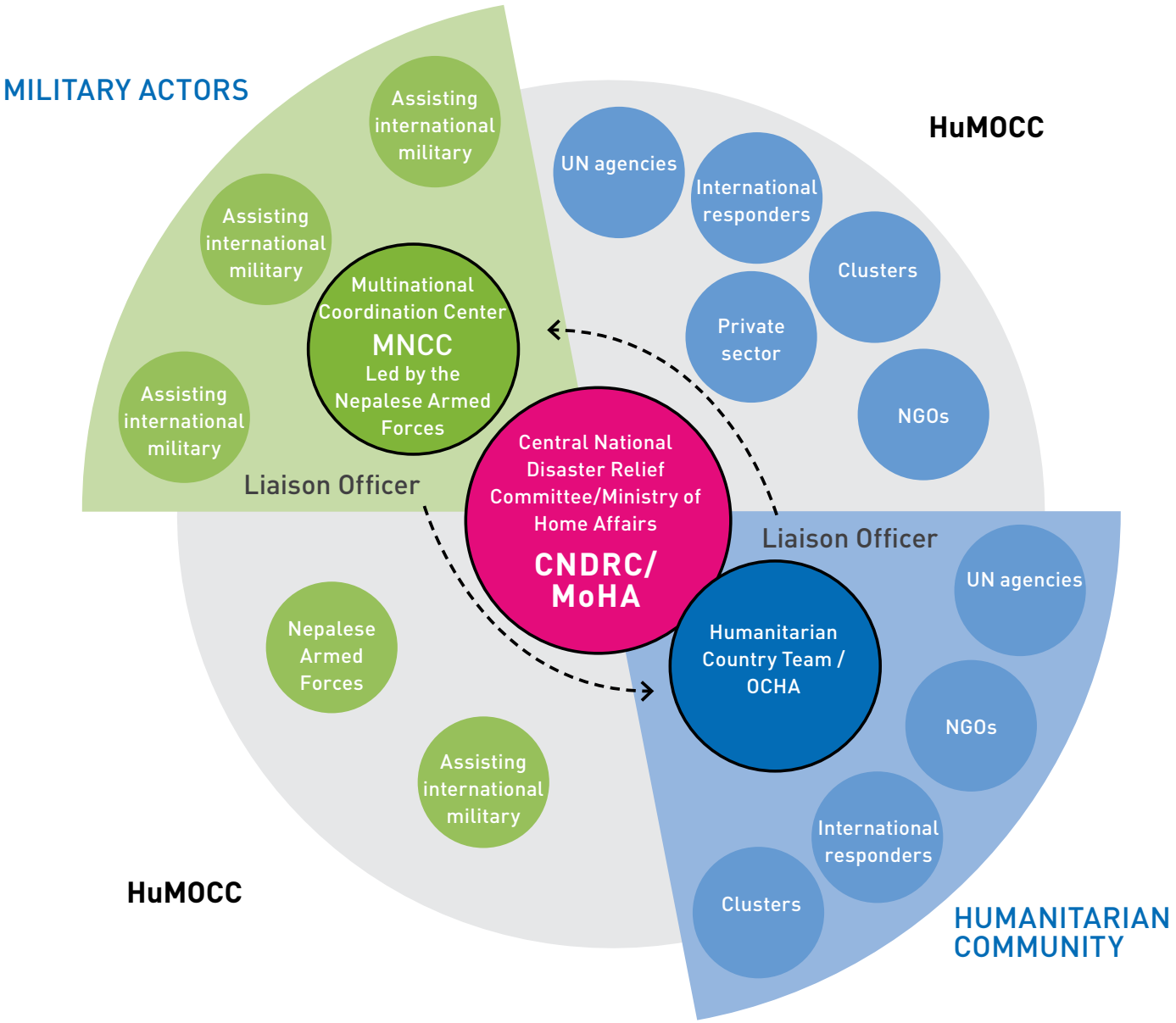
HUMOCC/JCC COORDINATION IN THE 2015 EARTHQUAKE RESPONSE



Civil-Military Disaster Coordination in Nepal

A proposed model for predictable civil-military coordination in disaster response using the HuMOCC concept is outlined below. It shows how the HuMOCC mechanism, led by CNDRC and MoHA, operates as a coordination platform for humanitarian-military-police coordination between the MNMCC, and national and international humanitarian actors.

HUMOCC MODEL IN THE CONTEXT OF NEPAL



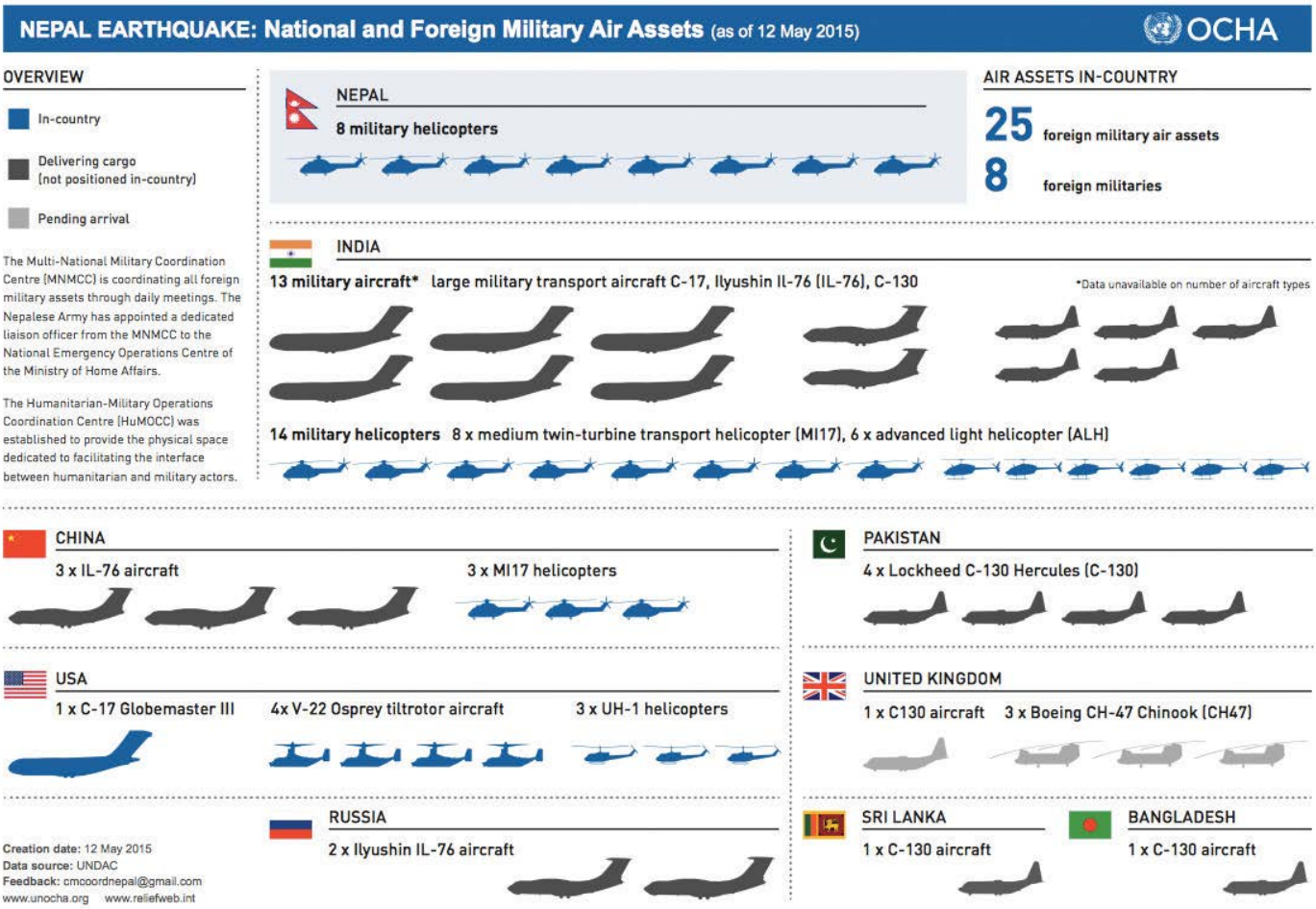
CASE STUDY: GORKHA EARTHQUAKE RESPONSE 2015

Magnitude 7.6

2.6 million

9,000

1.65 million



In 2015, two major earthquakes affected the Gorkha district and surrounding area, killing almost 9,000 people and destroying 600,000 homes. Altogether, 34 states were involved in the response, and, 18 sent military personnel and assets to assist in the immediate search and rescue phase.

Use of the Multi-National Military Coordination Center

An MNMCC was established to facilitate military-to-military coordination - the first MNMCC activated in disaster response in Nepal. The MNMCC was chaired by the Nepalese Army with the initial participation of foreign military liaison officers from the following countries: Algeria, Bangladesh, Bhutan, Canada, India, Japan, Pakistan, Singapore, Spain, Sri Lanka, Thailand, the United Kingdom and the United States. Representatives from MNMCC also participated in the HuMOCC.

The tasking of teams was conducted in daily meetings at the MNMCC with national authorities and the Urban Search and Rescue Coordination Cell (UCC). The UCC provided daily reports to national authorities and the OSOCC, and maintained a strong working relationship with both the NEOC and the MNMCC.

The Nepalese Army invited the UN-CMCoord team to have a permanent liaison function within the MNMCC to facilitate information sharing and coordination.

Humanitarian-Military Operations Coordination Center/Joint Command Center

A civilian-led HuMOCC/JCC was established following consultation with in-country actors and was co-located with the MNMCC.

Key activities for the HuMOCC in the response included:

- Facilitating access to rapid and comprehensive assessment information used for operational planning including the use of FMA.
- Advising on the appropriate FMA to be deployed to Nepal and sharing priority locations for FMA deployment/coverage based on the NEOC's priorities.
- Contributing to achieving and maintaining common situational awareness that could be shared amongst all actors.
- Raising awareness and understanding among humanitarian organisations and military actors of the humanitarian civil-military coordination (UN-CMCoord) function.
- Facilitating identification of realistic indicators and benchmarks, including evaluation criteria and triggers for transition from military to civilian assets, as well as drawdown and redeployment of military forces.[20]

The HuMOCC/JCC smoothly facilitated requests for assistance and flow of information. It was an integral part of the response process that allowed humanitarian agencies to access military and civil defence assets. Requests for military assistance by civilian agencies were prioritised and discussed in the JCC and HuMOCC. They were then proposed to the MNMCC for the support of national and foreign military forces.

Representatives of international militaries also participated as staff officers, and were valuable participants in the HuMOCC/JCC. Key cluster personnel and representatives of the Red Cross/Red Crescent Movement also participated. The platform was beneficial for INGOs with large-scale operations in particular, as it enabled the use of military resources for relief operations in difficult areas to access.

The HuMOCC/JCC platform was also important in facilitating Requests for Assistance services to humanitarian organizations including for transport such as helicopters.

20 Humanitarian Response Platform, Humanitarian-Military Operations Coordination Center (HuMOCC), 2015.

ACRONYMS AND ABBREVIATIONS

CDO	Chief District Officer
CNDRC	Central Natural Disaster Relief Committee
DDC	District Development Committees
DDRC	District Disaster Relief Committee
DRC	Disaster Relief Committee
EOCs	Emergency Operation Centres
FAO	Food and Agriculture Organization
FMA	Foreign Military Assets
HADR	Humanitarian Assistance and Disaster Relief
HCT	Humanitarian Country Team
HuMOCC	Humanitarian-Military Operational Coordination Concept
HQ	Headquarters
ICC	Inter-cluster coordination
IDRL	International Disaster Response Law
IFRC	International Federation of the Red Cross
INFORM	Index for Risk Management
INGO	International non government organizations
IOM	International Organization for Migration
JCC	Joint Command Centre
MoAD	Ministry of Agricultural Development
MoE	Ministry of Education
MoFALD	Ministry of Federal Affairs and Local Development
MoHA	Ministry of Home Affairs
MoH	Ministry of Health
MNMCC	Multi-National Military Coordination Center
MNF	Multinational force
MOIC	Ministry of Information and Communications
MoUD	Ministry of Urban Development
MoWCSW	Ministry of Women, Children and Social Welfare
NDRF	National Disaster Response Framework
NEDA	National Economic and Development Authority
NEOC	National Emergency Operations Centre
NSDRM	National Strategy for Disaster Risk Management
NHRC	Nepal Human Rights Commission
NRCS	Nepal Red Cross Society
OCHA	Office for the Coordination of Humanitarian Affairs
OSOCC	On-Site Operations Coordination Centre

RCHC	Resident Coordinator/Humanitarian Coordinator
RDRC	Regional Disaster Relief Committee
SAARC	South Asian Association for Regional Cooperation
SC	Save the Children
UN-CMCoord	United Nations Civil-Military Coordination
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VDC	Village Development Committees
WFP	World Food Programme
WHO	World Health Organization

REFERENCES

Constitution of Nepal. 2015.

Centre of Excellence in Disaster Management and Humanitarian Assistance. Nepal Disaster Management Reference Handbook. 2015.

Government of Nepal. Armed Police Force Act. 2001.

Government of Nepal. Natural Calamity Relief Act. 1982.

IDMC. Emergency Events Database (EM-DAT) Center for Research on the Empidemiology of Disasters. 2016.

INFORM. Nepal Country Profile. 2017.

International Federation of the Red Cross and Red Crescent Societies. Analysis of legislation related to disaster risk reduction. Geneva. 2011.

Thapa, Manish. Out of Barracks: Civil-Military Relations in Disaster Management, A Case Study of Nepalese Army's Humanitarian Response during 2015 Earthquake in Nepal. University for Peace. 2016.

Ministry of Home Affairs, Government of Nepal. National Disaster Response Framework. 2013.

Ministry of Home Affairs, Government of Nepal. Guidance Note for Disaster Preparedness and Response Planning. 2011.

Ministry of Home Affairs, Government of Nepal. National Strategy for Disaster Risk Management in Nepal. 2009.

Nepalese Army. Lessons from the 2015 Earthquake. 2015.

OPLAN "Tulong-Bayanihan". AFP Humanitarian Assistance and Disaster Response (HADR) Plan PowerPoint presentation. 2016.

PHILIPPINES

CIVIL-MILITARY COORDINATION IN EMERGENCIES

Evacuation of survivors by military cargo plane Tacloban City Philippines.
Photo: Images & Stories / Alamy Stock Photo

PHILIPPINES

Over the last two decades, civil-military coordination in disaster response in the Philippines has undergone a significant transformation. Frequent major disasters, and subsequent national and international responses, have shaped the evolution of disaster management legislation and associated policy frameworks, as well as the development of civilian and military coordination structures. The Armed Forces of the Philippines (AFP) is a primary responder in disaster operations and has been deployed on a frequent basis to disasters in recent years. The Philippines has also been a strong advocate for the advancement of civil-military coordination in the region.

Civil-military coordination in the response to Typhoon Haiyan (Yolanda), that saw the deployment of foreign military assets (FMA) from over 22 States, has shaped the development of national as well as regional and international approaches to civil-military coordination in disaster response. The After Action Review (AAR) on Humanitarian Civil-Military Coordination conducted post-Typhoon Haiyan (Yolanda) resulted in six key recommendations to strengthen the effectiveness of civil-military coordination. These are now considered to be central to civil-military coordination practice in the region.

TYPHOON HAIYAN (YOLANDA) AFTER ACTION REVIEW RECOMMENDATIONS

1. Establish a humanitarian civil-military coordination mechanism at the national level.
2. Institutionalize a humanitarian civil-military coordination capacity in domestic and international rapid response mechanisms.
3. Deploy FMA with competent liaison officers.
4. Adopt a co-location strategy (as appropriate) for humanitarian civil-military coordination.
5. Establish a simple, transparent tracking system for the use of FMA.
6. Invest in humanitarian civil-military coordination capacity-building.

KEY EVENTS IN THE RECENT EVOLUTION OF CIVIL-MILITARY COORDINATION IN THE PHILIPPINES

1935

- Defence Act of 1935 mandated AFP establishment.

2007-2010

- **2007** National cluster system established.
- **2008** National cluster system amended with additional clusters formed.
- **2009** Hosted the inaugural Association of Southeast Asian Nations (ASEAN) Regional Forum Disaster Relief Exercise.
- **2010** Republic Act 10121 Philippines Disaster Risk Reduction and Management (DRRM) Act.

2013

- Participated in the ASEAN Disaster Emergency Response Simulation Exercise.
- Typhoon Haiyan: AFP responds and FMA from more than 22 countries deployed, 57 nations overall provide assistance and Multi-National Coordination Center (MNCC) activated.

2014

- AAR on Humanitarian Civil-Military Coordination in Typhoon Haiyan (Yolanda).
- The National Disaster Risk Reduction and Management Council (NDRRMC) together with United Nations Office for the Coordination of Humanitarian Affars (UN OCHA), Office of Civil Defense (OCD) and AFP begin efforts to institutionalize a civil-military coordination framework into national disaster response architecture.
- MNCC established 48 hours prior to landfall of Typhoon Hagupit. Civil-Military Coordination Center (CMCC) co-located with MNCC.
- National Disaster Response Plan (NDRP) established. Eight national response clusters created and AFP designated as lead of the Search, Rescue and Retrieval (SRR) cluster.

2015

- Elected first chair of the Regional Consultative Group (RCG) on Humanitarian-Civil Military Coordination for Asia and the Pacific.
- Armed Forces of the Philippines (AFP) Humanitarian Assistance and Disaster Response Plan established (Operation Plan (OPLAN) Tulong – Bayanihan).

2016

- Philippines joined the Advisory Group for the development of Common Humanitarian Civil-Military Coordination Standards.
- Over 350 government and military personnel trained in civil-military coordination.

DISASTER RISK PROFILE

Key facts

Official name: Republic of the Philippines

Area: 300,000km^2

Population: 100,998,376 (2015)

Capital: Manila

Official language(s): Filipino and English

Disaster focal point: National Disaster Risk Reduction and Management Council (NDRRMC) and Office of Civil Defence (OCD)

Military: Armed Forces of the Philippines (AFP)

Police: Philippine National Police (PNP)

General information

The Philippines is highly disaster prone due to its geographic location in the west of the Pacific Ocean. It is exposed to a range of natural hazards such as typhoons (tropical storms), landslides and monsoons, as well as earthquakes, volcanic eruptions and tsunamis related to continental plate activity around the 'Ring of Fire'. On average, the Philippines is struck by around nine typhoons or storms each year.

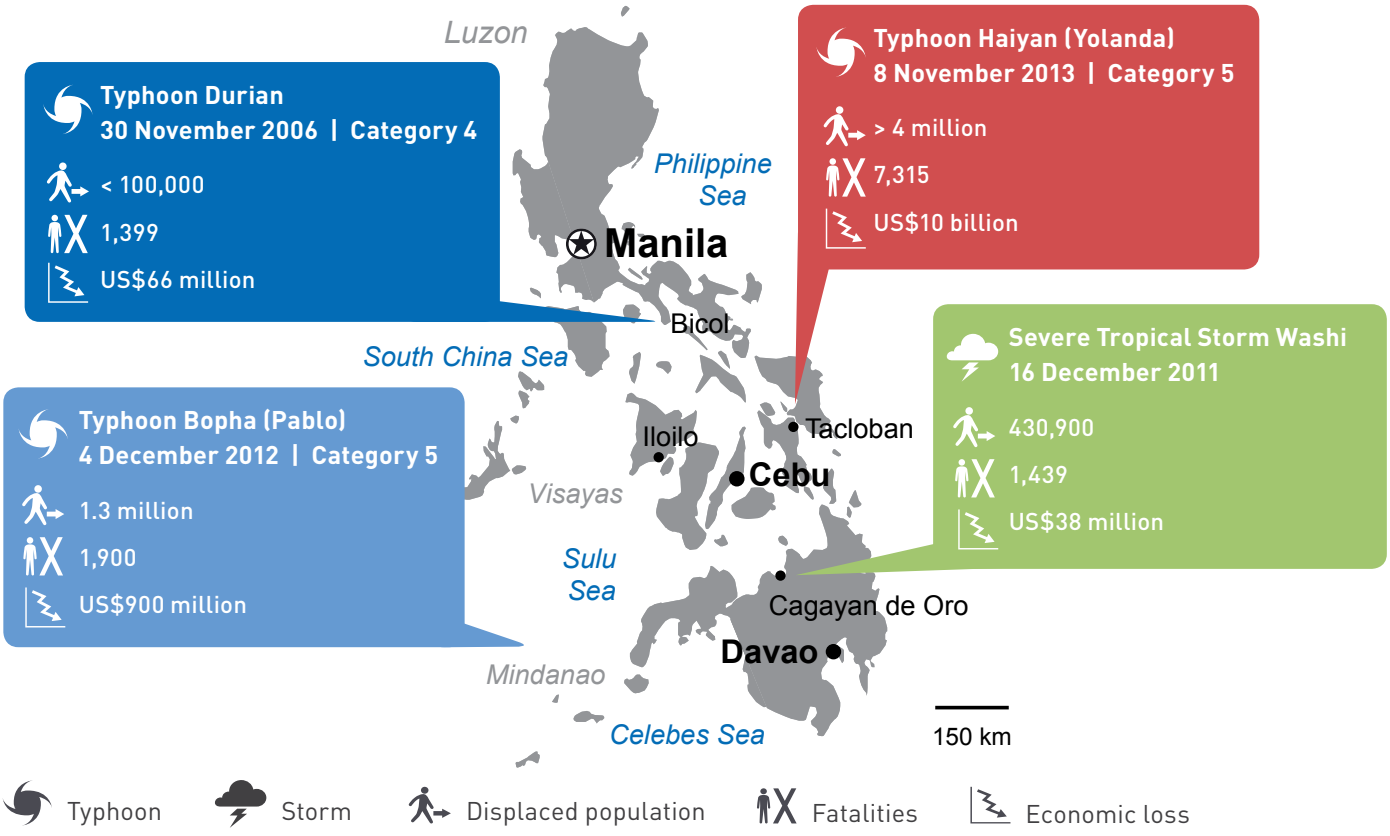
FREQUENCY OF DISASTERS: 1970-2015

Storm	Flood	Landslide	Earthquake	Volcano	Epidemic	Drought	Wildfire	Mass Movement
x293	x166	x31	x21	x19	x17	x8	x1	x1
50%	31%	6%	4%	4%	3%	2%	<1%	<1%

293 Storms ▶ 42,244 Fatalities ▶ >US$21 billion Economic loss and damages

Source: Emergency Events Database (EM-DAT), Center for Research on the Epidemiology of Disasters, 2016

MAJOR DISASTERS (2006-2016)



Sources: IDMC, GAR 2015, EMDAT OFDA-CRED Database

INFORM Index

INFORM
INDEX FOR RISK MANAGEMENT

INFORM is a model based on scientific risk concepts, calculated by combining approximately 50 different publicly available indicators that measure different components of three dimensions of risk: hazards, vulnerability and coping capacity.

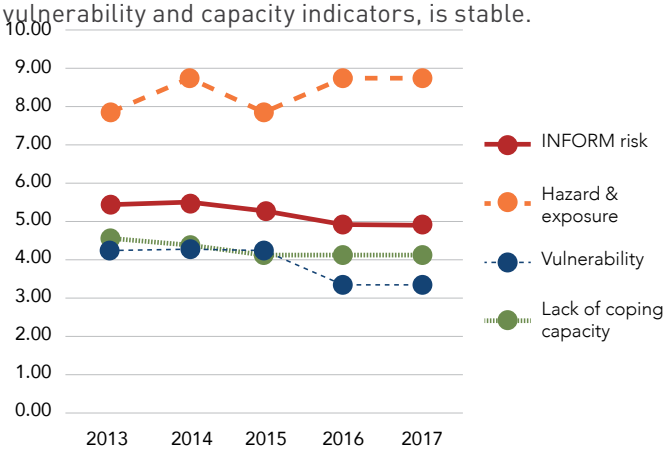
INFORM RISK VALUE AND RANKING

INFORM RISK AND DIMENSIONS OF RISK	VALUE (10 = HIGHEST)	ASEAN RANK (OUT OF 10)
INFORM Risk	4.9	2
Hazard & exposure	8.7	1
Vulnerability	3.4	2
Lack of coping capacity	4.1	6

The Philippines ranks first in hazard exposure among ASEAN countries. However, its overall risk value is reduced by relatively low vulnerability and high coping capacity. The Philippines' risk trend category is 'high and stable.'

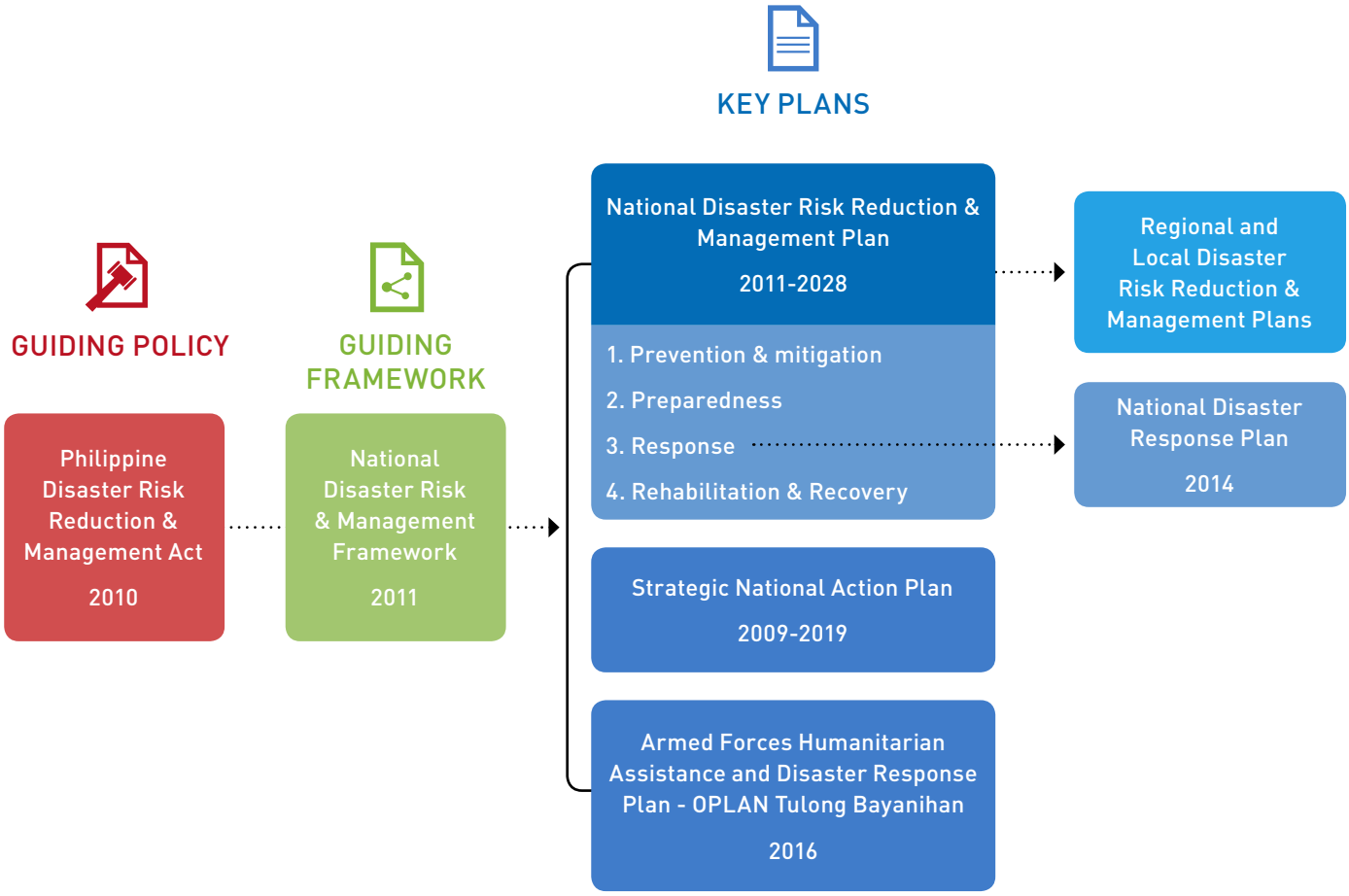
INFORM RISK FIVE-YEAR TREND (2013-2017)

The five-year trend for risk, as well as for the hazard, vulnerability and capacity indicators, is stable.



KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION

KEY POLICIES, FRAMEWORKS AND PLANS FOR CIVIL-MILITARY COORDINATION



Philippine Disaster Risk Reduction and Management Act (DRRM Act, 2010). The DRRM Act outlines provisions for the establishment of the National Disaster Risk Reduction and Management Council (NDRRMC). It is accompanied by a set of Implementing Rules and Regulations that detail the composition of the National, Regional and Local Disaster Risk Reduction and Management Councils (DRRMCs) and their respective powers and functions, as well as provisions for the establishment of Local Disaster Risk Reduction and Management Offices (LDRRMOs) in every barangay.[1]

National Disaster Risk Reduction and Management Framework (2011). The Framework translates the country's Hyogo Framework for Action commitments into priority programs, projects, and budgets and is integrated into the Philippines National Disaster Risk Reduction Plan 2011-2028 (NDRRP).

1 Barangay (Filipino term for village or ward) is the smallest administrative division in the Philippines.

National Disaster Risk Reduction Plan 2011-2028 (NDRRP). The NDRRP outlines key planning aspects such as timelines, lead agencies, outcomes and activities according to four themes: disaster prevention and mitigation, disaster preparedness, disaster response and disaster rehabilitation and recovery. The NDRRP also outlines provisions for developing and implementing disaster risk reduction plans at the regional, provincial, city, municipal and barangay levels.

National Disaster Response Plan for Hydro-meteorological Hazards (2014). This multi-hazard plan outlines the processes and mechanisms for national, regional and local disaster response, focusing on hydro-meteorological hazards (for example, typhoons, tropical storms and flooding). The plan outlines the role of the Armed Forces of the Philippines (AFP), who lead the Search, Rescue and Retrieval (SRR) cluster. AFP also holds membership in several other clusters including the Camp Coordination and Camp Management (CCCM) cluster and the Logistics cluster.

Strengthening Disaster Risk Reduction in the Philippines: Strategic National Action Plan 2009-2019. The plan outlines the key role of AFP in mainstreaming disaster risk reduction efforts and supporting preparedness for effective disaster response.

Operational Guidelines on Philippine International Humanitarian Assistance Cluster (draft, 2016). These operational guidelines contain provisions for the cluster to manage incoming international humanitarian assistance.

Armed Forces Humanitarian Assistance and Disaster Response Plan (OPLAN Tulong – Bayanihan) (2016). Outlines the core functions as well as the operational processes and systems to be used by the AFP in Humanitarian Assistance and Disaster Relief (HADR) operations.

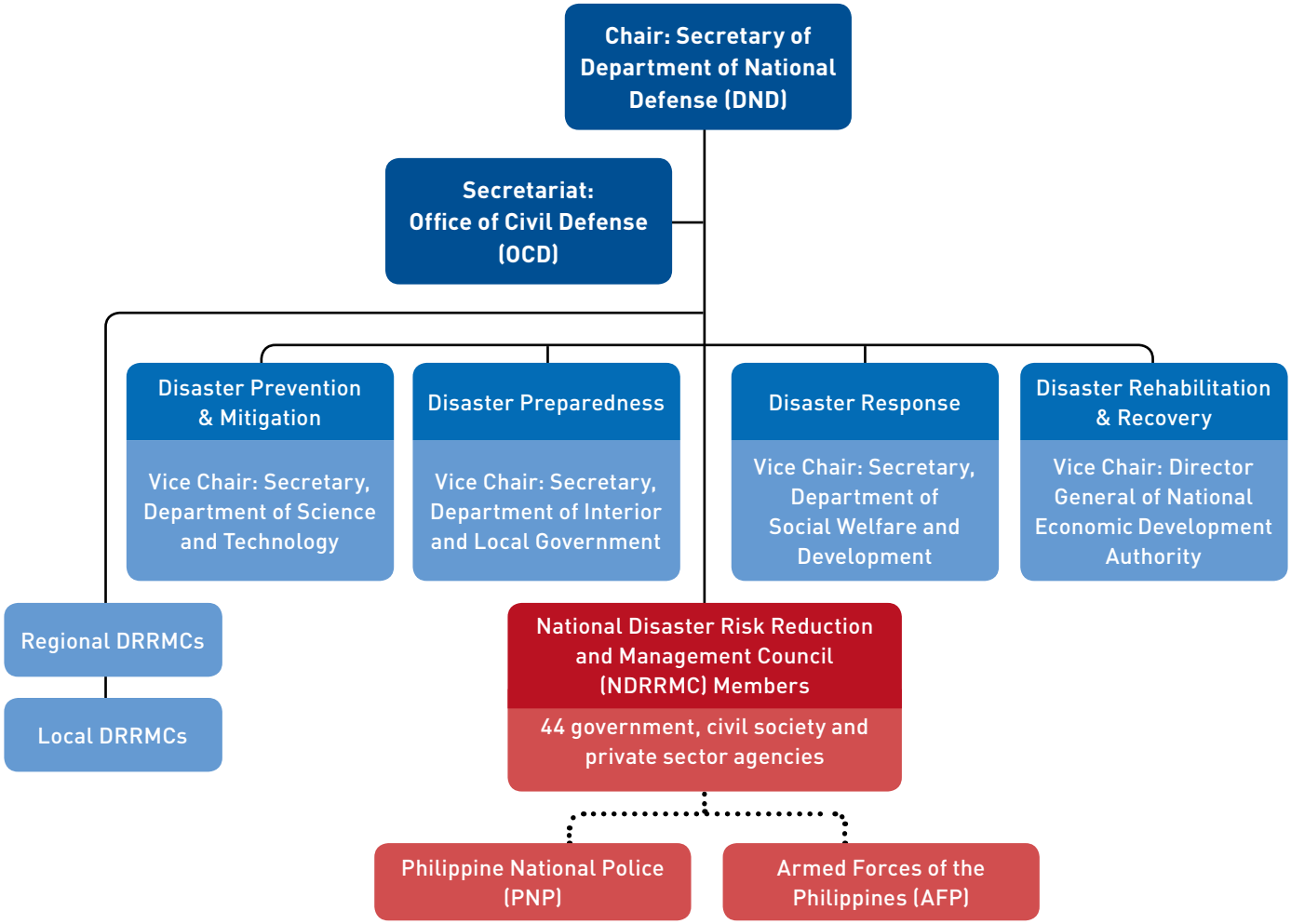
KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

Disaster focal point

National Disaster Risk Reduction and Management Council

The National Disaster Risk Reduction and Management Council (NDRRMC) is the primary body responsible for coordinating preparedness, response, prevention and mitigation, and rehabilitation and recovery.

DISASTER MANAGEMENT STRUCTURE



National Disaster Risk Reduction and Management Council
Operations Center
NDRRMC Building
Office of Civil Defense
Camp General Aguinaldo
1110, Quezon City
Philippines

+63 911 5061 to 65
dopcenbackup@gmail.com
www.ndrrmc.gov.ph
www.facebook.com/ndrrmc.opcen
twitter.com/NDRRMC_OpCen

National Disaster Risk Reduction and Management Council

Established by: Philippine Disaster Risk Reduction and Management Act (DRRM Act, 2010).

Key functions: Primary body responsible for coordinating preparedness, response, prevention and mitigation, and rehabilitation and recovery. Lead on the National Disaster Risk Reduction and Management Framework.

Location within government: Situated under the Department of National Defense (DND).

Leadership: Chairperson: Secretary of DND; Executive Director: Office of Civil Defense (OCD) Administrator.

Headquarters: Camp General Emilio Aguinaldo, co-located with OCD, Manila.

Vice-Chairs:

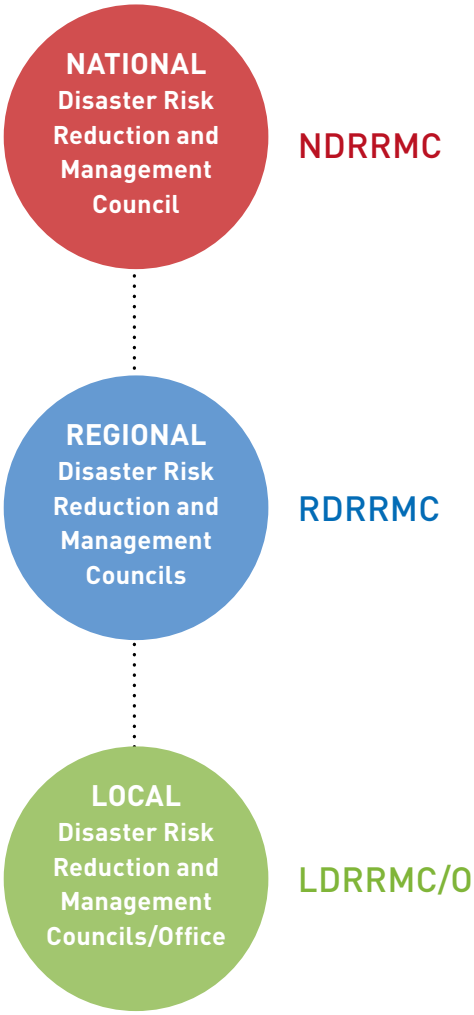
- Secretary of Department of Interior and Local Government (DILG) as Vice Chairperson for Preparedness.
- Secretary of Department of Social Welfare and Development (DSWD) as Vice Chairperson for Disaster Response.
- Secretary of Department of Science and Technology (DOST) as Vice Chairperson for Disaster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

Composition: NDRRMC is composed of 44 member agencies including, officials from 14 government departments; AFP and PNP; the Philippine National Red Cross and other civil society organizations; provincial and local governments; social security and insurance organizations; national commissions and councils; and one representative from the private sector.

Military and police force representation: Chief of Staff, AFP and Chief, PNP.

Authority: The NDRRMC Chairperson has the authority to call upon other instrumentalities or entities of the government, non-government and civic organizations for assistance, including the power to call on the AFP Reserve Command to assist in disaster relief. The NDRRMC may recommend the President declare a state of emergency.

NATIONAL, REGIONAL AND LOCAL LEVELS



Regional and Local Disaster Risk Reduction Management Councils

Disaster Risk Reduction and Management Councils (DRRMCs) operate at the national, regional and local levels in the Philippines. Local government units (LGUs) have primary responsibility as first responders to any incident that occurs within their jurisdictions.

LGUs in the Philippines are divided into three levels: provinces, cities/municipalities and barangays. In some municipalities, barangays consist of two additional administrative sub-levels – *sitios* and *puroks*. The Autonomous Region of Mindanao sits alongside this structure. Each LGU elects their own executives and legislatures.

RDRRMCs are composed of regional representatives of government agencies, and are responsible for coordinating LDRRMCs. These are convened at the provincial, city, municipal and barangay levels. At the barangay level, the Barangay Development Council functions as the LDRRMC. During emergencies, LDRRMCs take the lead in preparing for, responding to and recovering from the effects of any disaster.

In the context of disaster response, NDRRMC and LDRRMCs provide support functions to the affected LGUs. This includes coordinating the transition from immediate emergency response operations to early recovery functions undertaken by government agencies and the cluster system.

ADMINISTRATIVE DIVISIONS OF THE PHILIPPINES

ENGLISH NAME	FILIPINO NAME	NUMBER
Region	Rehiyon	18
Province	Probinsiya/ Lalawigan	81
Municipality	Munisipalidad/Bayan	1,489
City	Siyudad/ Lungsod	145
Village/ neighbourhood	Barangay	42,029

The DRRM Act stipulates that Local Disaster Risk Reduction and Management Offices (LDRRMOs) shall be established in every province, city and municipality. LDRRMOs are under the LGU, and are composed of three staff. LDRRMOs and LDRRMCs are responsible for organizing, training and supervising local emergency response teams.[2]

The designated authority for leading the response to a crisis, based on the size of the affected area, is outlined in the table below.

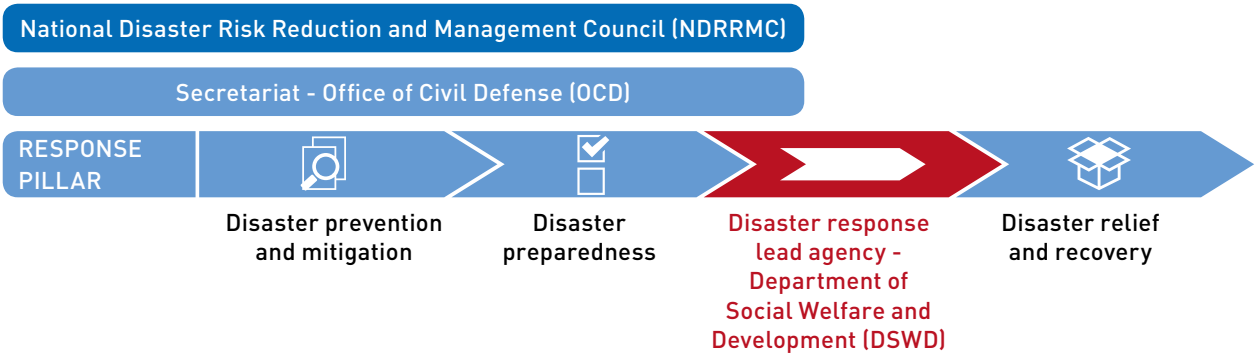
LEAD AUTHORITY BY AFFECTED AREA

AFFECTED AREA	LEAD AUTHORITY
1 Barangay	Barangay Development Committee
≥ 2 Barangays	Municipal/city Disaster Risk Reduction and Management Council (DRRMC)
≥ 2 municipalities	Provincial DRRMC
≥ 2 Provinces	Regional DRRMC
≥ 2 Regions	National DRRMC

2 DRRM Act, Section 12

Key government agencies

Department of Social Welfare and Development



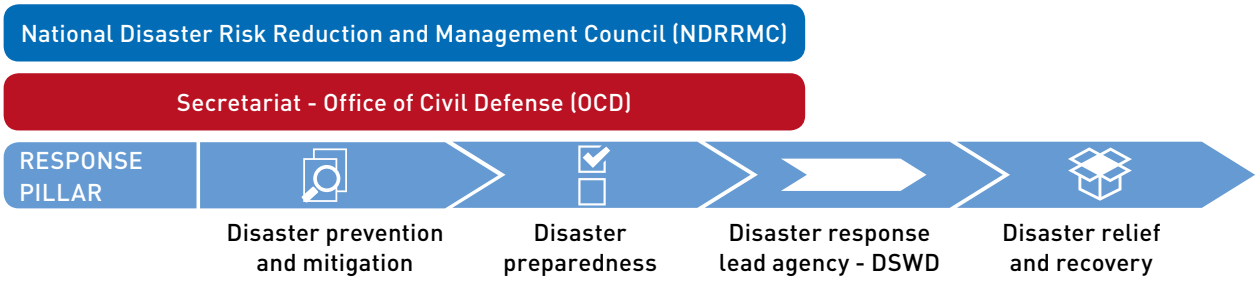
Function: The Department of Social Welfare and Development (DSWD), through the Disaster Response Assistance and Management Bureau, is the lead agency for disaster response, as well as planning and coordination. It is responsible for leading immediate disaster relief efforts, as well as ongoing monitoring. In addition to leading the NDRRMC's disaster response pillar, DSWD provides technical assistance and resource augmentation, camp coordination and management activities, and food and non-food items to the affected population.[3]

Location within government: DReAMB, DSWD.

Cluster leads: Food and Non-Food Items; Protection; Camp Coordination and Management.

Regional/provincial representation: 13 regional field offices.

Office of Civil Defense



Function: The Office of Civil Defense (OCD) is the Executive Arm and Secretariat of the NDRRMC. The primary role of OCD is to administer the national civil defense and disaster risk reduction and management programs. It also provides leadership on the development of strategic approaches and measures to reduce vulnerabilities and risk.

Location within government: OCD is one of five bureaus within the Department of National Defense (DND).

Cluster lead: Logistics; Emergency Telecommunications.

Regional/provincial representation: 17 regional offices.

3 NDRP, 2014, p. 3.

Coordination mechanisms

Incident Command System

The Incident Command System (ICS) is a standardized, on-scene, all-hazard incident management concept. It is designed to enable effective and efficient incident management by integrating facilities, equipment, personnel, procedures, and communications within a common organizational structure.[4]

Functions: The ICS facilitates interoperability between disaster response personnel and other agencies in different jurisdictions.

Leadership: Incident Commander.

Liaison: The Liaison Officer is the point of contact for representatives of other government agencies, NGOs and private entities. In either a single or unified command structure, representatives from assisting or cooperating agencies and organizations coordinate through the Liaison Officer.

Activation: ICS is activated only in response to disasters or emergencies. When an incident is declared as approaching crisis level, the responding Crisis Manager activates ICS.[5] It is not a permanent structure and does not replace existing DRRMCs.

Interoperability: NDRRMC is currently revising the NDRP to include inter-operability between the ICS and the cluster system.

National cluster system

In 2007 the Government of the Philippines established the humanitarian coordination structure of national clusters.[6] It was one of the first governments globally to adopt a national cluster approach based on the UN cluster system, and it has been utilised as a coordination platform since its adoption. The cluster system was activated in the response to Typhoon Haiyan in 2013. In 2014, the NDRP amended the system to include eight response clusters, subsequently used to coordinate the response to Typhoon Hagupit in 2014. Additional clusters have since been created. The government structure also includes clusters which have no counterpart in the global cluster system such as the SRR cluster headed by AFP.

Functions: The cluster approach aims to ensure predictability, accountability, inclusivity and partnership across all sectors involved in disaster response. It clearly defines leadership roles for government cluster leads, and their responsibilities in establishing cluster operational strategies before, during and after disasters. The objective of the operational strategies is to ensure cluster partners and other stakeholders have a clear understanding of how to coordinate and contribute to cluster efforts.

Location: All response clusters are based at the NDRRMC Operations Center at Camp Aguinaldo.

Operations protocols: Each response cluster has a designated operational protocol that guides emergency response, including outlining the roles of the cluster lead and focal point, and coordination mechanisms with the NDRRMC, the Operations Center, government agencies, the AFP and other groups.

Role of military: The AFP leads the SRR cluster. AFP also provides logistics and communications support to other government cluster agencies.

Cluster focal points: Regional and provincial cluster focal points are appointed from the respective lead government agencies.

Process for activation: The response clusters are activated in two main ways; a) Requests from RDRRMCs through the OCD regional offices to the NDRRMC and b) No reports or information coming from the affected Regional DRRMC, within 12 hours after the disaster event has occurred.[7]

4 NDRRMC, 'Implementing Guidelines on the Use of Incident Command System (ICS) as an On-Scene Disaster Response and Management Mechanism under the Philippine Disaster Risk Reduction and Management System (PDRRMS).'
5 Executive Order No. 82, Section 4.
6 National Disaster Coordinating Council Circular dated May 10, 2007 entitled 'Institutionalization of the Cluster Approach in the Philippine Disaster Management System, Designation of Cluster Leads and their Terms of Reference at the National, Regional and Provincial Level'.
7 NDRP Plan, Ch. 3, p.2.

NATIONAL CLUSTER SYSTEM

Government Lead Agencies	Response Clusters
Department of Social Welfare and Development (DSWD)	Camp Coordination and Camp Management
Department of Social Welfare and Development (DSWD)	Emergency Shelter
Department of Social Welfare and Development (DSWD)	Protection • Sexual and Gender-Based Violence Sub Cluster • Child Protection Sub Cluster
Department of Education (Dep Ed)	Education
Office of Civil Defense (OCD)	Emergency Telecommunications
Department of Social Welfare and Development (DSWD)	Food and Non-Food Items
Department of Health (DOH)	Health • Psychosocial Support • Reproductive Health
Department of Health (DOH)	Water, Sanitation and Hygiene (WASH)
Department of Health (DOH)	Nutrition
Office of Civil Defense (OCD)	Logistics
Department of the Interior and Local Government (DILG)	Management of the Dead and Missing
Armed Forces of the Philippines (AFP)	Search, Rescue and Retrieval (SRR)
Department of Foreign Affairs (DFA)	International Humanitarian Assistance
Philippines National Police (PNP)	Law and Order

National Operations Center

Dedicated systems and mechanisms are activated prior to the occurrence of a disaster or emergency, including the cluster system, Emergency Operations Centers (EOCs) and the ICS.

NDRRMC Operations Center

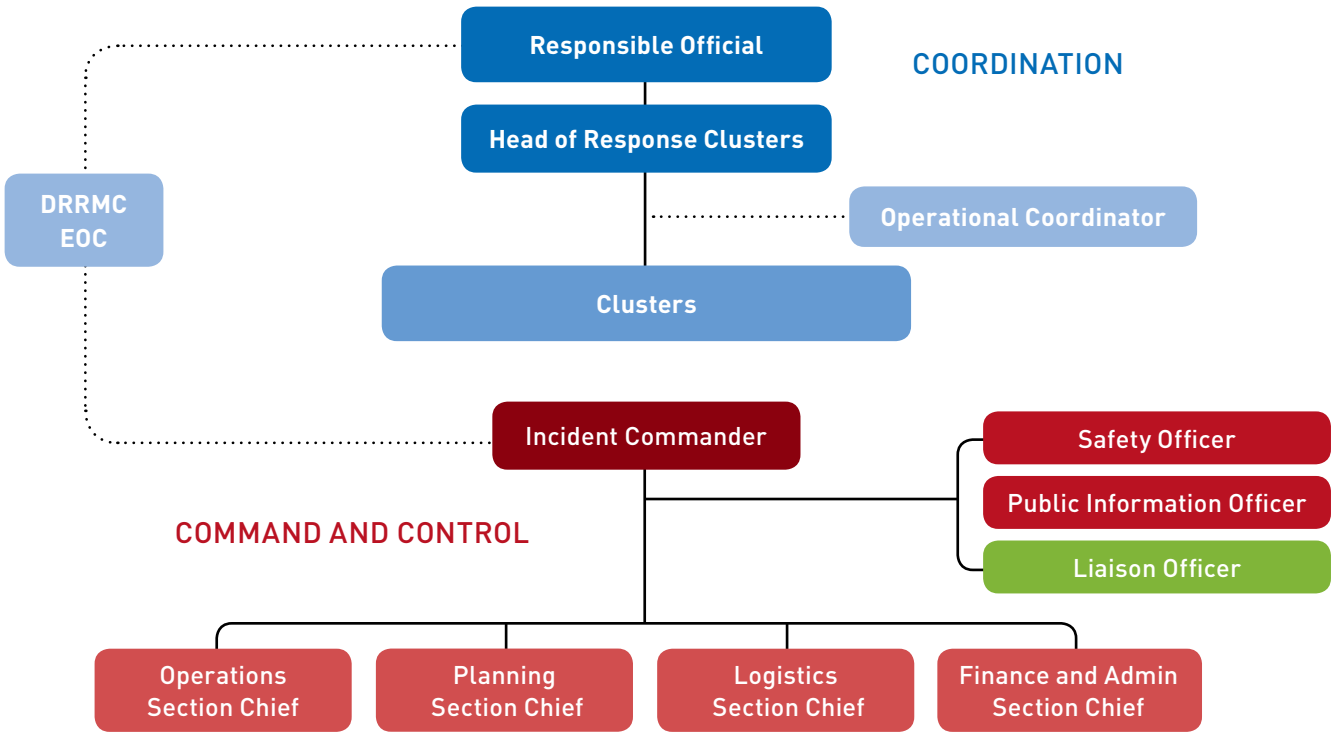
The NDRRMC Operations Center (or Command Center) coordinates all national response clusters. It is composed of focal points designated by the NDRRMC member agencies, including AFP. The Operations Center is managed by OCD, and coordinates all requests from cluster member agencies. It also collates situation reports from affected regional OCD offices. National Operations Centers can also be established off-site in the affected region by Rapid Deployment Teams (RDTs) to serve as coordination hubs and facilitate whole-of-response operations in the affected areas and in Manila for NDRRMC, RDRRMCs and the clusters.

Emergency Operations Centers

Regional and local DRRMCs are also required to activate EOCs in preparation for disaster response. Local DRRMCs report to regional DRRMCs who feed information to NDRRMC.

NDRRMC can deploy RDTs. Functions include conducting a Rapid Disaster Needs Assessment and establishing an operations centre.

INCIDENT COMMAND SYSTEM INTEROPERATBILITY FRAMEWORK



Mobilization of international assistance

In major natural disasters, the Philippines may accept specific offers of assistance targeted to meet gaps in national capacity or resources.

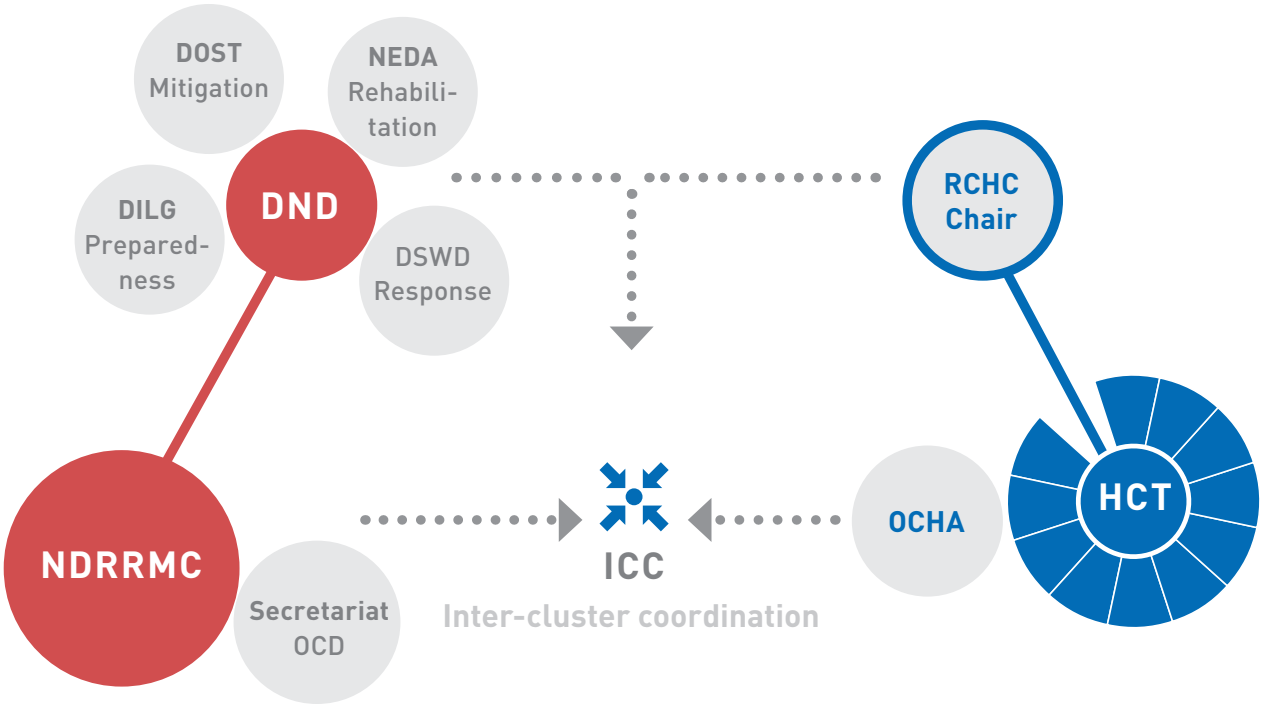
Coordination of international humanitarian assistance

The Department of Foreign Affairs (DFA) coordinates incoming international humanitarian assistance.[8] According to the National Disaster Response Plan (NDRP), DFA is responsible for conveying the relief needs identified by government agencies to the international community.[9] The On-Site Operations Coordination Centre (OSOCC) (set up by the United Nations Disaster Assessment and Coordination Team (UNDAC)) and the One-Stop Shop are both civilian coordination mechanisms for international humanitarian assistance that may be stood up, led respectively by UN OCHA and the Philippine Bureau of Customs through the Department of Finance.

International humanitarian coordination architecture

If the Government of the Philippines requests and/or accepts international assistance, coordination between the Humanitarian Country Team (HCT) agency co-leads for the clusters, the Resident Coordinator/Humanitarian Coordinator (RCHC) and the national response systems and bodies including NDRRMC and DSWD, is initiated. The HCT is composed of 24 UN agencies,international non-governmental organizations (INGOs), private sector representatives and donor agencies, led by the UN Resident Coordinator/Humanitarian Coordinator (RCHC). There are currently 11 NDRRMC response clusters, led by government departments and agencies and HCT agency co-leads.

HUMANITARIAN COORDINATION PROCESS

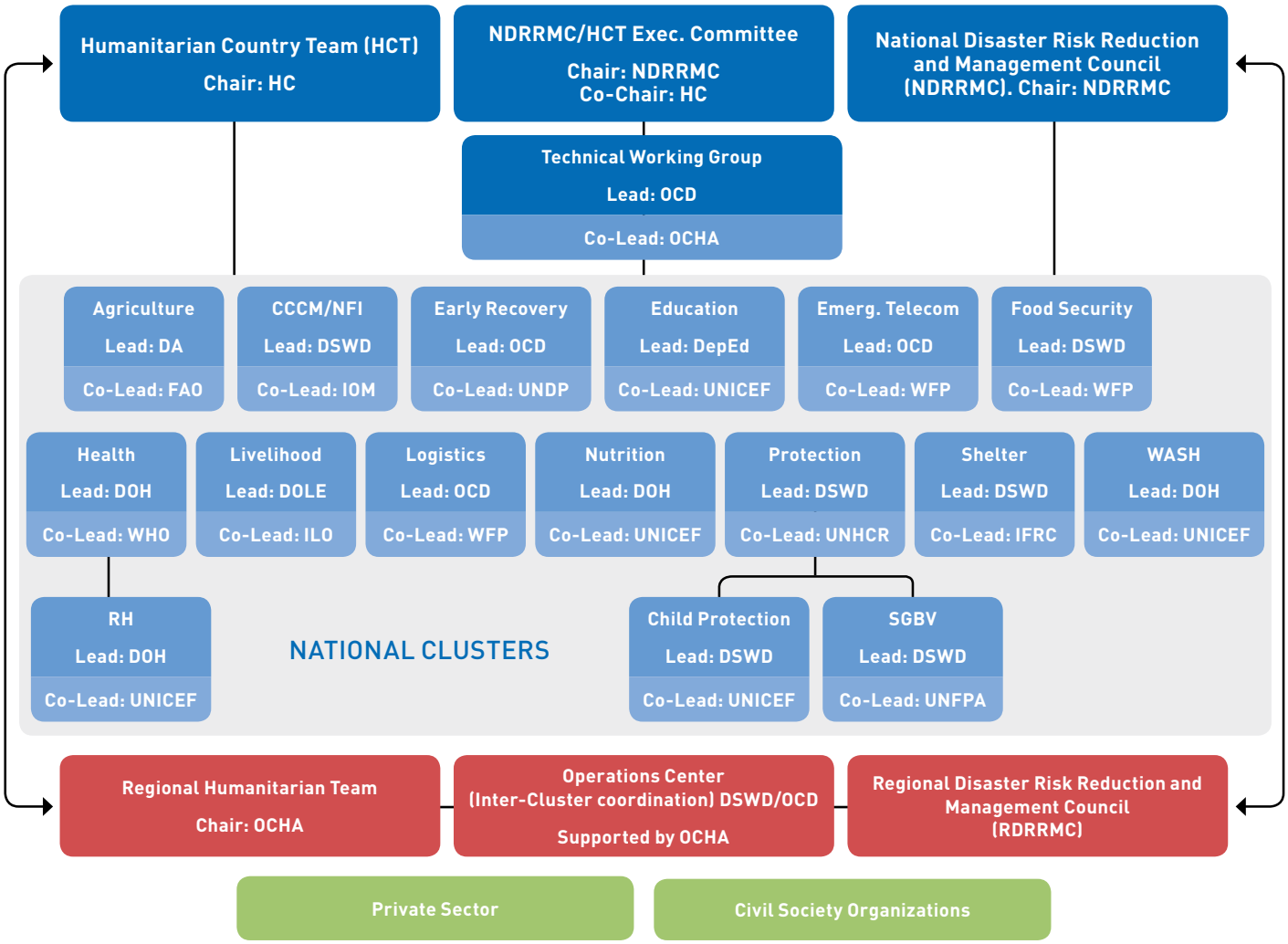


DND	Department of Defense
DOST	Department of Science and Technology
DSWD	Department of Social Welfare and Development
DILG	Department of the Interior and Local Government
HCT	Humanitarian Country Team
ICC	Inter-cluster coordination
NDRRMC	National Disaster Risk Reduction and Management Council
NEDA	National Economic and Development Authority
OCD	Office of Civil Defense
OCHA	Office for the Coordination of Humanitarian Affairs
RCHC	Resident Coordinator/Humanitarian Coordinator

8 DRRM Act.
9 NDRP, 2014, p. 10.

The infographic below depicts the international civilian humanitarian coordination architecture in the Philippines. It shows the coordination process between the NDRRMC, the HCT, the HCT Executive Committee and the clusters, which are co-led by HCT agencies. It also shows the inter-cluster coordination process through the Operations Center, and the coordination between the RDRRMCs, as well as the Regional Humanitarian Team and Technical Working Group (TWG).

INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE



Government

DA	Department of Agriculture
DepED	Department of Education
DOH	Department of Health
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
OCD	Office of Civil Defense

Non-Government

FAO	Food and Agriculture Organization
IFRC	International Federation of the Red Cross
ILO	International Labor Organization
IOM	International Organization for Migration
OCHA	UN Office for the Coordination of Humanitarian Affairs
UNDP	UN Development Programme
UNFPA	UN Population Fund
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
WFP	World Food Programme
WHO	World Health Organization

Source: UN OCHA Philippines

Humanitarian Country Team Technical Working Groups

After Typhoon Haiyan (Yolanda), the Philippines Humanitarian Country Team established and endorsed technical working groups and community of practice to support the inter-cluster coordination group and HCT on technical matters that are relevant to gender in humanitarian assistance, cash transfer programming in emergency, community engagement, information management and public private partnership.

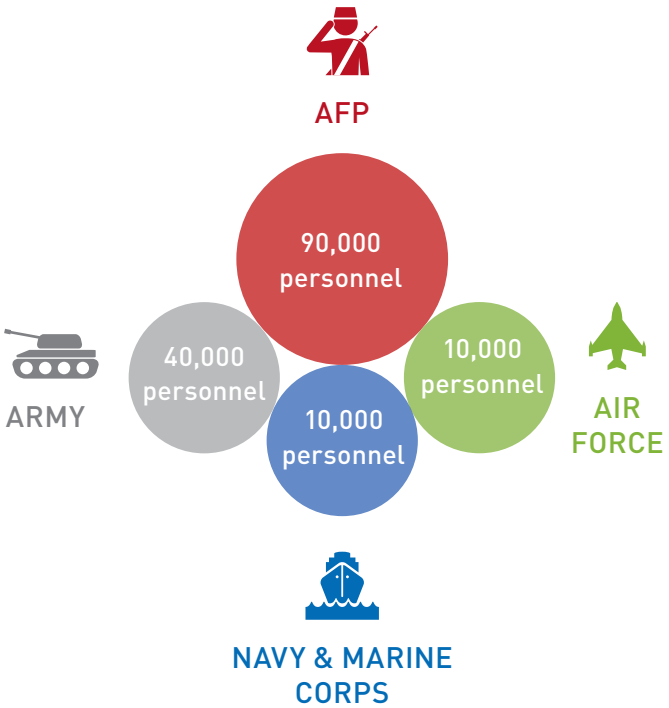
KEY MILITARY RESPONSIBILITIES IN DISASTERS

Role of the Armed Forces of the Philippines

The Armed Forces of the Philippines (AFP) has an integral role in disaster response in the Philippines. This is articulated in disaster-related laws and policies, military doctrine, as well as AFP's role in national disaster coordination structures. AFP is not only involved in disaster response activities, but has a role in reducing vulnerability and exposure of communities as well as building community capacity to reduce risk and cope with the impact of disasters.

The AFP has a clearly defined role in the National Disaster Response Plan (NDRP) as a key responder in the event of a disaster.[10] This includes establishing area commands for directing operations in the field that will engage in search and rescue, relief, rehabilitation and recovery.

COMPONENTS OF THE ARMED FORCES OF THE PHILIPPINES



Armed Forces of the Philippines

Established by: Defense Act of 1935.

Leadership: President of the Philippines; Secretary of Department of National Defense (DND); Chief of Staff AFP.

Components: Philippine Army, Philippine Navy, Philippine Air Force and the Philippine Marine Corps.

No. of active personnel: 90,000.

Headquarters: Camp Aguinaldo, Quezon City, Manila.

Unified Commands: Northern Luzon Command; Southern Luzon Command; Central Command; Western Command; Eastern Mindanao Command: Western Mindanao Command.

Civil-military coordination mechanisms: The OCD-AFP Coordination Center; Civil-Military Coordination Center; Civil-Military Operations Support unit.

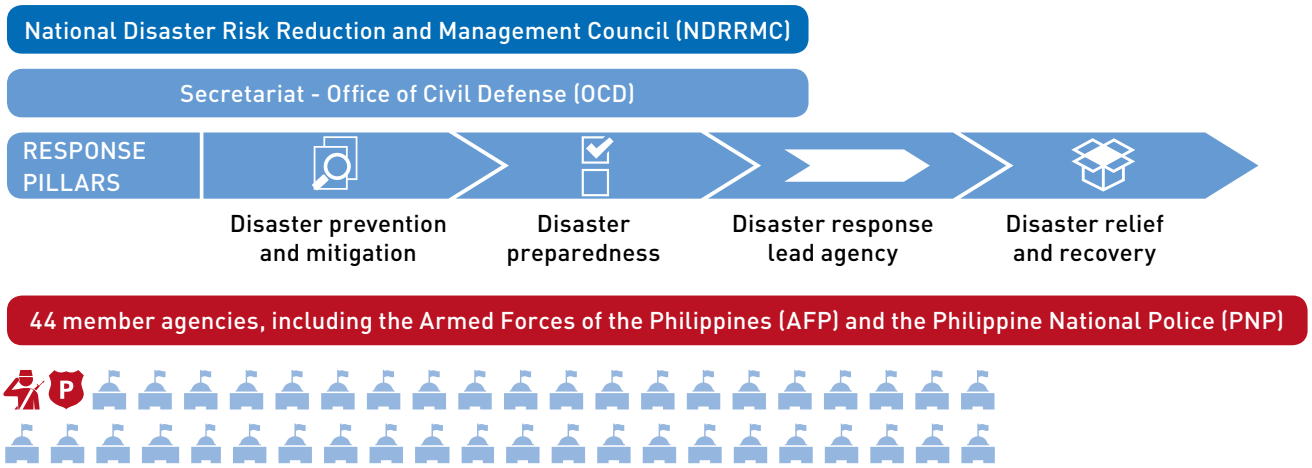
KEY FUNCTIONS IN DISASTER RESPONSE

Functions

- Conduct Search, **Rescue and Retrieval (SRR) Operations.**
- Conduct **evacuations** of affected communities.
- Provide assistance in the **transportation** of relief goods and rescue and medical teams.
- Provide **resource and personnel support** to NDRRMC, cluster and other agencies.
- **Assist the police** in restoring and maintaining peace and order.
- Assist in the **restoration of government functions.**
- Respond to requests for assistance from **LGUs and cluster members** through DRRMCs or the OCD.

10 NDRP, 2014, p. 13.

MILITARY AND POLICE REPRESENTATION IN DISASTER FOCAL POINT



Humanitarian Assistance and Disaster Relief perations

Humanitarian Assistance and Disaster Relief (HADR) is one of the mission areas of the Armed Forces.

Key document: The Armed Forces Humanitarian Assistance and Disaster Response Plan (OPLAN Tulong – Bayanihan).

MISSION AREAS OF THE ARMED FORCES

- **Humanitarian Assistance and Disaster Relief**
- Territorial Defense, Security and Stability
- International Engagement and Peace Support Operations
- Force-level Command and Control, Support and Training

Objectives	Area of responsibility – Humanitarian Assistance and Disaster Relief (HADR)		
	Respond effectively to natural disasters and other emergencies		
	Cluster role	**Support to other agencies**	**Coordination**
	Act as lead agency of the Search, Rescue and Retrieval cluster 1. Coordination of all search and rescue teams 2. Retrieval operations in coordination with other cluster	Assist Disaster Risk Reduction and Management Councils and other agencies in delivery of response services Contribute to disaster prevention and mitigation efforts	Integrate military response operations with other agencies Assist in the coordination of foreign military forces
	Disaster prevention and mitigation, preparedness and readiness, response, rehabilitation and recovery		

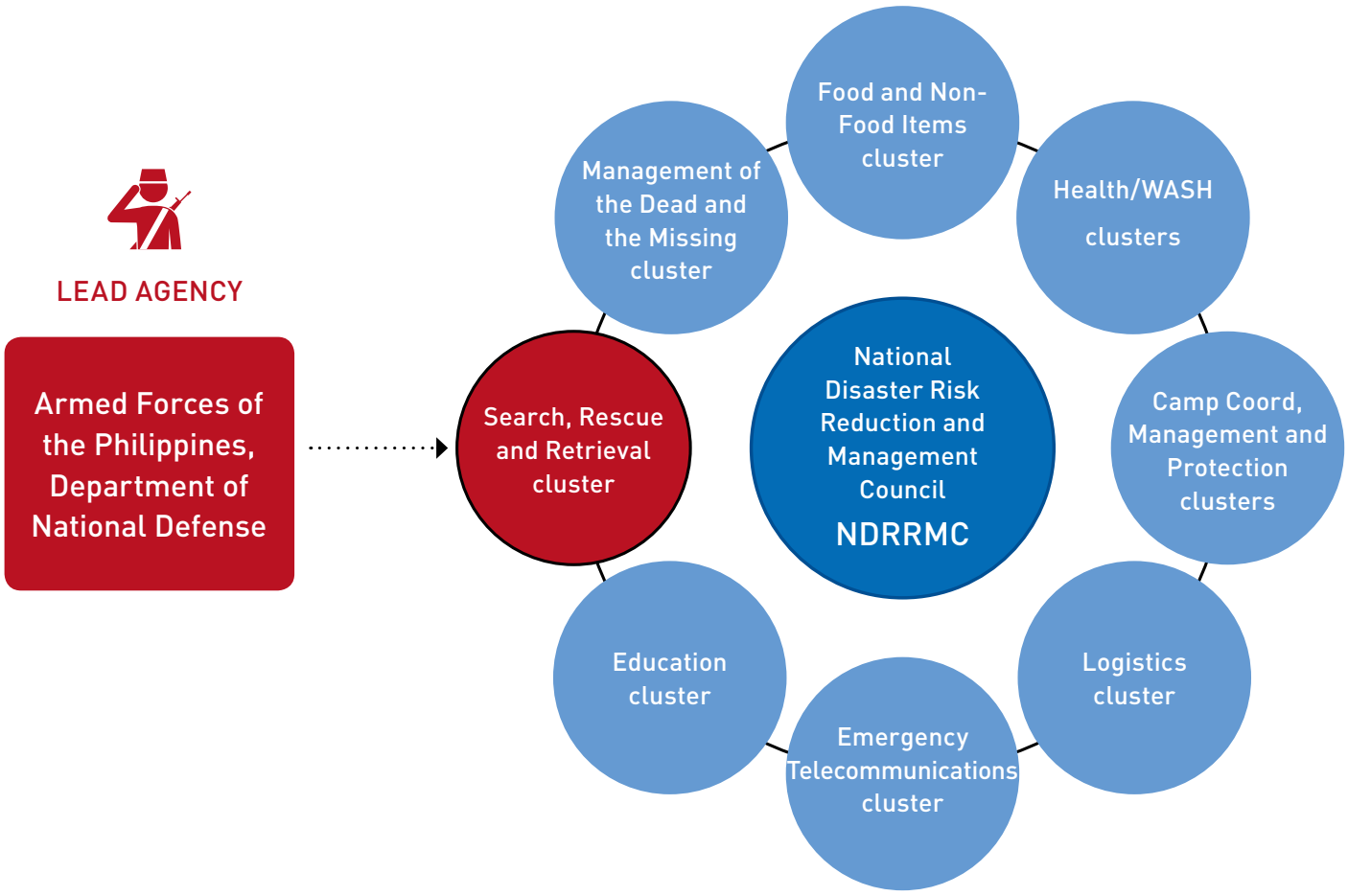
Search, Rescue and Retrieval cluster

Functions: The SRR cluster is a national mechanism that coordinates and deploys all available search and rescue teams from government, civil society, the private sector and the international community.

Lead agency: DND and AFP lead the SRR cluster.

Support Agencies: DSWD, DILG, PNP, DFA, DOH, Philippine Coast Guard, Bureau of Fire Protection, Department of Public Works and Highways, Philippine Atmospheric Geophysical and Astronomical Services Administration, and other agencies.

ARMED FORCES OF THE PHILIPPINES LEAD THE SEARCH, RESCUE AND RETRIEVAL CLUSTERS



Armed Forces of the Philippines coordination

Armed Forces of the Philippines Civil-Military Coordination Center

The AFP Civil-Military Coordination Center (CMCC) is the national coordination mechanism for facilitating civil-military coordination in crisis or emergency situations that require the support of AFP and its resources.[11]

Activation: General Headquarters (national) level during crisis or emergency situations by the Civil Military Operations (CMO) unit. The CMCC remains activated until a deactivation order is issued.

Leadership: CMO unit - Assistant to the Deputy Chief of Staff for CMO.

Functions: This mechanism facilitates coordination with NDRRMC and OCD for government agencies, NGOs, the private sector and international humanitarian actors. It handles response operations and early recovery requests for assistance, and provides support to the clusters. The CMCC coordinates with MNCC, NDRRMC and OCD to ensure assistance is streamlined and not duplicated.

Members: Liaison Officers from nine operations units.

Liaison Officers: The CMO unit, working with the NDRRMC-designated Liaison Officer and the CMCC coordinates requests from civilian entities (government and non-government) for AFP support capabilities.

Office for Civil Defense - Armed Forces of the Philippines Coordination Center

In large-scale emergencies where LGU capacity is overwhelmed, an OCD-AFP Coordination Center is established to support the affected LGU in coordinating with NGOs and INGOs following ICS protocols. It is often led by the OCD with support from the AFP unified commands when the incident is multi-jurisdictional and involves multiple agencies.

Established by: AFP Civil Relations Service through the Civil Relations Group at the disaster area, or incident command post.

Functions: The Center operates as a facility for OCD and AFP in implementing command, control and coordination for HADR operations. Coordination with non-military organizations, including NGOs and INGOs, is also one of the functions of the OCD-AFP Coordination Center.

11 SOP No. 3: Civil-Military Coordination Center (CMCC) AFP-Vision 2028L A Word-class Armed Forces, Sources of National Pride, OTAG/OJ7, General Headquarters, Armed Forces of the Philippines, 2015.

HUMANITARIAN CIVIL-MILITARY COORDINATION MECHANISMS

Coordination of Foreign Military Assets

International military assistance is generally based on existing agreements between the Philippines and other States, or provided multilaterally.[12] The Government of the Philippines may either request, and/or accept offers made by other States to deploy Foreign Military Assets (FMA). The Department of Foreign Affairs is responsible for communicating requests to the international community (and/or acceptance of FMA).

OCD is responsible for consolidating and communicating the requests for foreign military support made by civilian agencies. When the offer is accepted by the government, the mission structure of either joint and combined operations, or multi-national force (MNF) operations will be established.

International military assistance is coordinated through the Armed Forces of the Philippines (AFP) and the Department of Defense (DND), through either a Bilateral or Combined Coordination Center and/or a Multi-National Coordination Center (MNCC).[13]

Multi-National Coordination Center

The role of the MNCC is outlined in the AFP Humanitarian Assistance and Disaster Relief (HADR) OPLAN Tulong-Bayanihan Plan. The plan highlights that Joint and Combined Operations MNF concepts shall be applied in the coordination of incoming foreign militaries.[14] A Bi-lateral/Combined Coordination Center and/or a Multi-National Coordination Center (MNCC) may be established at the General Headquarters (national) level, and can be replicated at the Unified Command level.[15] It should only be established if liaison mechanisms are insufficient to assist military-to-military coordination, as its utility may be reduced or duplicated in smaller operations.

The purpose of the MNCC is to provide common situational awareness between the AFP and assisting foreign militaries, facilitate information sharing, and ensure the efficient use of military support locations, capabilities and coordination.[16]

Multi-National Coordination Center overview

Leadership: AFP, DND.

Previous use: Activated in the responses to Typhoon Haiyan (Yolanda) and Typhoon Hagupit.

Headquarters: Hosted at the military headquarters Camp Aguinaldo.

Activation: The decision to establish the MNCC rests with the AFP Chief of Staff. In preparation for Typhoon Hagupit in 2014, the MNCC was stood up in Camp Aguinaldo 48 hours before the projected landfall in Eastern Visayas.

Co-location: With the NDRRMC Operations Center, as well as the CMCC/HuMOCC in cases where it is activated.

Coordination: In addition to facilitating military-military coordination, the MNCC coordinates with the AFP CMCC as well as the NDRRMC and the OCD to ensure assistance is streamlined and not duplicated.

Organization and structure: The MNCC may be organized into functional cells to facilitate coordination between responding militaries in support of the affected Member State and the humanitarian community. These cells might focus on some of the following functions: information-sharing, requests for assistance, operations, planning, civil-military coordination and media.

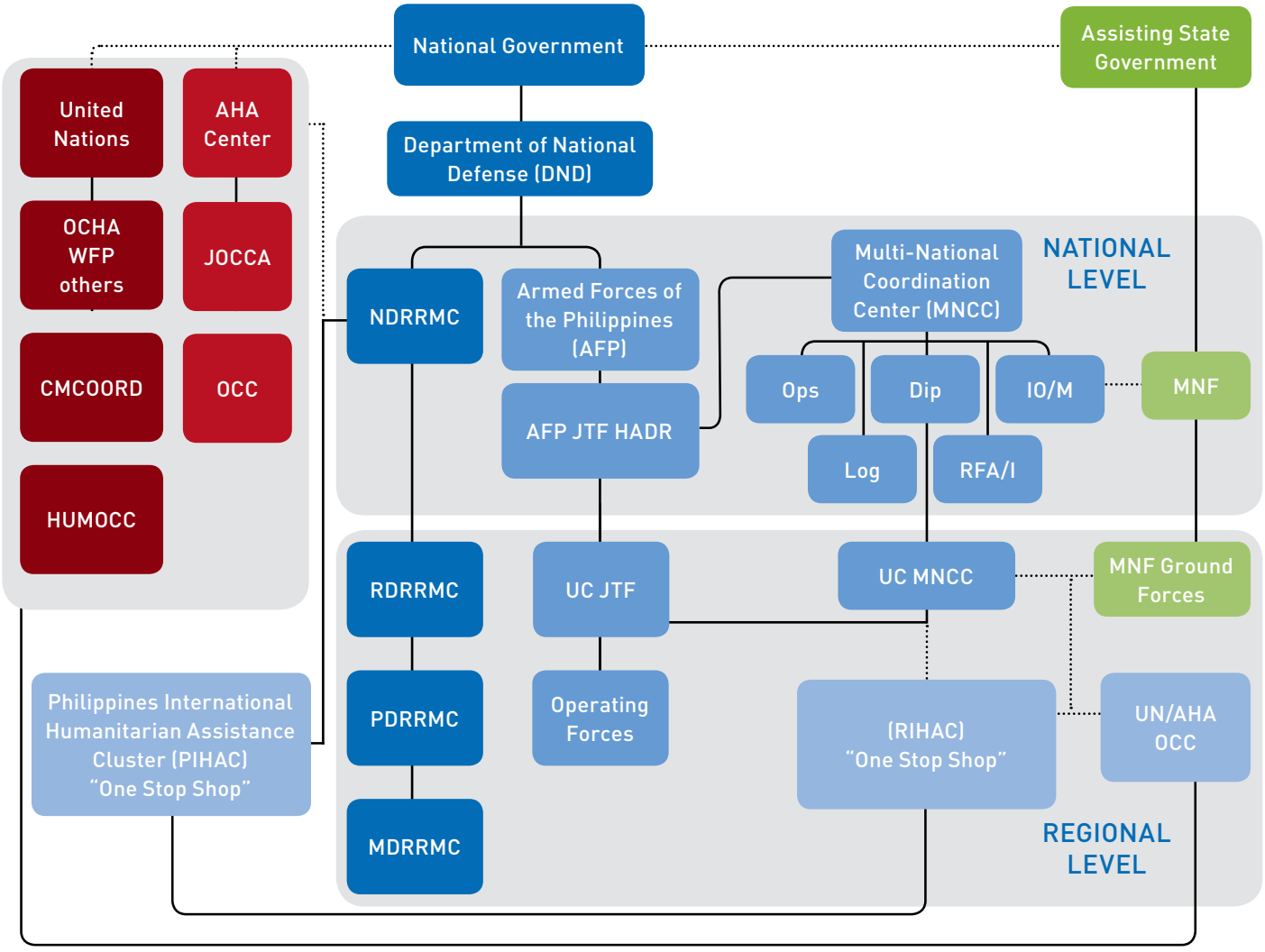
12 Multinational Coordination Center, US Pacific Command Training and Exercises Directorate (J7), PowerPoint Presentation, 2015.
13 OPLAN Tulong-Bayanihan AFP Humanitarian Assistance and Disaster Response (HADR) Plan PowerPoint presentation, 2016.
14 Multinational Force Standing Operating Procedures (MNF SOP) V. 3, 2015.
15 OPLAN Tulong-Bayanihan AFP HADR Plan PowerPoint presentation, 2016.
16 Thomas Parker et al., 'The U.S. Pacific Command Response to Super Typhoon Haiyan,' Joint Force Quarterly 82, no. 3rd Quarter (July 2016): 54–61.

MNCC KEY FUNCTIONS

Functions

- **Prioritize military assistance** in support of NDRRMC and assisting states.
- **Coordinate unique military-specific** support requirements.
- **Support efficient use** of airspace, movement of forces, and deployment of logistics assets.
- Develop or plan appropriate **transition, engagement and disengagement** criteria for military support.[17]
- **Establish liaison** with the NDRRMC and designated affected state civil government, relief agencies, military and other organizations as necessary.
- Coordinate support for **needs assessments** with NDRRMC and other agencies.
- In conjunction with the NDRRMC and assisting states, **prioritize and coordinate foreign military assistance,** including support coordinated by regional organizations such as the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre).

COORDINATION OF INTERNATIONAL MILITARY ASSISTANCE



17 US Pacific Command, Training & Exercises Directorate (J7), Multi-National Coordination Center, Powerpoint, 2015.

Adaptation of the Humanitarian-Military Operational Coordination Concept in the Philippines

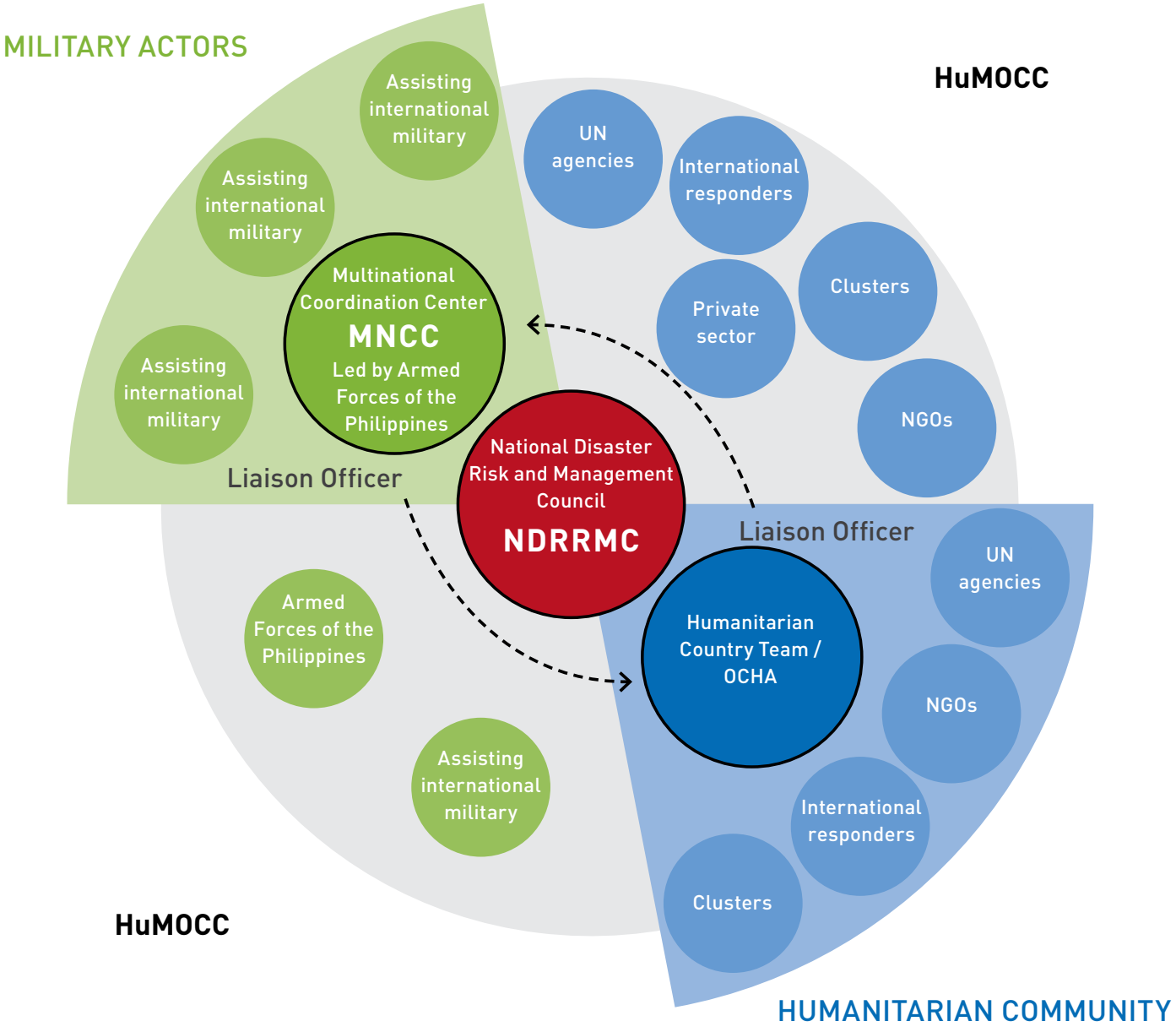
An emerging practice in UN CMCoord development globally, as well as in Asia and the Pacific, is the development of a platform to facilitate information sharing, task division and the coordination of operational planning between humanitarian and military actors through the 'Humanitarian-Military Operational Coordination Concept' (HuMOCC) in natural disaster response. The After Action Review on Humanitarian Civil-Military Coordination recommended the need for such a platform to be established at the national level in the Philippines.

Philippines context

In the future, the HuMOCC platform may be adapted for use in disaster responses in the Philippines that require international assistance. The concept may be integrated into existing coordination mechanisms at the national level. The HuMOCC is civilian-led and managed by the National Disaster Management Authority - in this case NDRRMC.

In the Philippines, the OCD and the AFP support the integration of the concept into existing coordination mechanisms to enhance interoperability among government and humanitarian actors.

CIVIL-MILITARY DISASTER COORDINATION IN THE PHILIPPINES



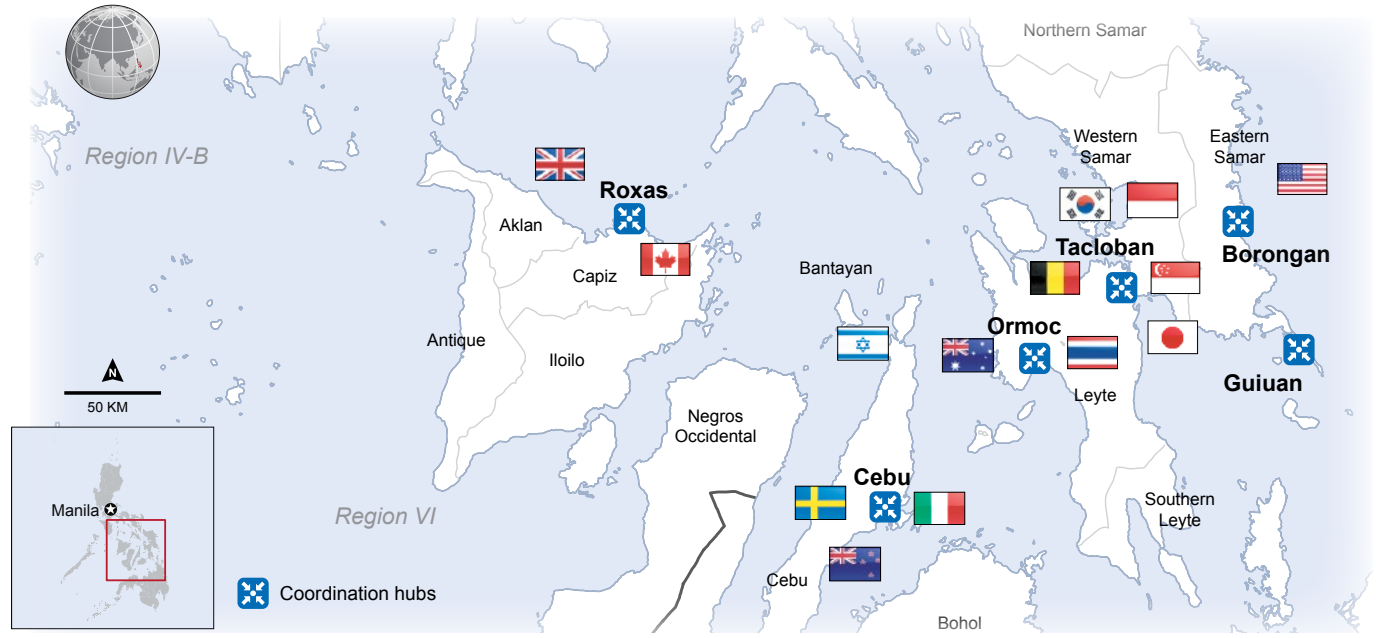
CASE STUDY: TYPHOON HAIYAN (YOLANDA) RESPONSE

Typhoon Haiyan (Yolanda), Category 5

8 November 2013

> 4 million

7,315



Source: UN OCHA Philippines

Civil-military coordination in the response to Typhoon Haiyan (Yolanda) highlighted several sound practices that have influenced the development of the civil-military coordination agenda in the region. This included 'bilateral commitment executed multilaterally on the ground,' through the activation of the Multinational Coordination Center (MNCC) which encouraged optimal use of foreign military assets (FMA).[18] FMA from more than 20 countries were deployed in the response, posing unique and challenging coordination issues. Additionally, Typhoon Haiyan (Yolanda) was the first time that the AFP had led the MNCC. An Incident Command Team (ICT) was established, prior to MNCC activation, to pave the way for responders. The ICT consisted of international liaison officers from several countries.

As part of the response to Typhoon Haiyan (Yolanda), the Government of the Philippines requested the deployment of a United Nations Disaster Assessment and Coordination Team (UNDAC). One of the first tasks of the UNDAC team was to establish an On-Site Operation and Coordination Centre (OSOCC) that was co-located with the national government EOC at the Tacloban City Sports Complex.

The unique civil-military coordination arrangements in this situation included the co-location of government, humanitarian and military actors. This co-location was highlighted as best practice in the Civil-Military Coordination After Action Review.

Civil-military coordination faced several challenges, including limited sharing of information between civil and military organizations and lack of coordination of civilian and military actors in operational planning. This resulted in difficulties in linking up the NDRRMC and the AFP, in particular with Joint Task Force Yolanda.

Lessons learnt from Typhoon Haiyan (Yolanda) were subsequently implemented in the response to Typhoon Hagupit in 2014. With OCHA support, the MNCC was activated 48 hours prior to landfall, and was prepared to process and manage incoming FMA. Importantly, the MNCC was positioned under a broader national HADR architecture, and therefore complemented existing relief mechanisms. Pre-positioning of military forces also began earlier than in Typhoon Haiyan (Yolanda) (120 hours prior to landfall). AFP liaison officers were critical to the coordination of military-to-military assistance. Seventeen liaison officers served as the link between the Area Commander and the 29 foreign responding military contingents.

18 Center for Excellence in Disaster Management and Humanitarian Assistance, 'Advances in civil-military coordination in catastrophes: How the Philippines turned lessons learned from Super Typhoon Haiyan (Yolanda) into best practices for disaster preparedness and response', 2015, p.5.

ACRONYMS AND ABBREVIATIONS

AAR	After Action Review
AFP	Armed Forces of the Philippines
AHA	ASEAN Coordinating Centre for Humanitarian Assistance on disaster management
ASEAN	Association of Southeast Asian Nations
CCCM	Camp Coordination and Camp Management
CMCC	Civil-Military Coordination Center
CMCoord	Civil-Military Coordination
CMO	Civil-Military Operations
Dep Ed	Department of Education
DFA	Department of Foreign Affairs
DILG	Department of the Interior and Local Government
DND	Department of National Defense
DOH	Department of Health
DOST	Department of Science and Technology
DReAMB	Disaster Response Assistance and Management Bureau
DRRM	Disaster Risk Reduction and Management
DRRMC	Disaster Risk Reduction and Management Council
DSWD	Department of Social Welfare and Development
EOC	Emergency Operations Center
FMA	Foreign military assets
HADR	Humanitarian Assistance and Disaster Relief
HC	Humanitarian Coordinator
HCT	Humanitarian Country Team
HuMOCC	Humanitarian Military Operational Coordination Concept
ICC	Inter-Cluster Coordination
ICS	Incident Command System
ICT	Incident Command Team
IDRL	International Disaster Response Law
IFRC	International Federation of the Red Cross
INFORM	Index For Risk Management
INGO	International Non-Governmental Organisation
IOM	International Organisation for Migration
JOCCA	Joint Operations and Coordination Centre of ASEAN
JTF	Joint Task Force
LDRRMC	Local Disaster Risk Reduction and Management Council
LDRRMO	Local Disaster Risk Reduction and Management Office
LGU	Local Government Unit
MNCC	Multi-National Coordination Center

MNF	Multi-National Force
NDRP	National Disaster Response Plan
NDRRMC	National Disaster Risk Reduction and Management Council
NDRRP	National Disaster Risk Reduction Plan
NEDA	National Economic and Development Authority
NGO	Non-Government Organisation
OCD	Office of Civil Defense
OCHA	Office for the Coordination of Humanitarian Affairs
OPLAN	Operational Plan
OSOCC	On-Site Operations Coordination Centre
PDRRMC	Provincial Disaster Risk Reduction and Managment Council
PIHAC	Philippines International Humanitarian Assistance Cluster
PNP	Philippines National Police
RCG	Regional Consultative Group
RCHC	Resident Coordinator/ Humanitarian Coordinator
RDRRMC	Regional Disaster Risk Reduction and Management Council
RIHAC	Regional International Humanitarian Assistance Cluster
RDT	Rapid Deployment Team
SGBV	Sexual and Gender-Based Violence
SRR	Search, Rescue and Retrieval
TWG	Technical Working Group
UNDAC	United Nations Disaster Assessment and Coordination Team
UNDP	United Nations Development Program
UNICEF	United Nations International Children's Emergency Fund
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme

REFERENCES

Armed forces of the Philippines. SOP No. 3: Civil-Military Coordination Center (CMCC) AFP-Vision 2028L AWord-class Armed Forces, Sources of National Pride, OTAG/OJ7, General Headquarters. 2015

IDMC. Emergency Events Database (EM-DAT) Center for Research on the Empidemiology of Disasters. 2015.

Center for Excellence in Disaster Management and Humanitarian Assistance. Advances in civil-military coordination in catastrophes: How the Philippines turned lessons learned from Super Typhoon Haiyan (Yolanda) into best practices for disaster preparedness and response. 2015.

Government of the Philippines. Philippine Disaster Risk Reduction and Management Act. 2010.

Government of the Philippines. National Disaster Risk Reduction and Management Framework. 2011.

Government of the Philippines, Office of Civil Defense. National Disaster Risk Reduction Plan 2011-2028 (NDRRP). 2011.

Government of the Philippines. National Disaster Response Plan for Hydrometeorological Hazards. 2014.

Government of the Philippines. Strengthening Disaster Risk Reduction in the Philippines: Strategic National Action Plan 2009-2019.

Government of the Philippines. Operational Guidelines on Philippine International Humanitarian Assistance Cluster, draft. 2016.

Government of the Philippines. Armed Forces Humanitarian Assistance and Disaster Response Plan. 2016.

INFORM. Country Risk Profile Philippines. 2017.

Multinational Coordination Center. US Pacific Command Training and Exercises Directorate (J7). PowerPoint Presentation. 2015.

Multinational Force Standing Operating Procedures (MNF SOP) V. 3. 2015.

National Disaster Coordinating Council Circular. Institutionalization of the Cluster Approach in the Philippine Disaster Management System, Designation of Cluster Leads and their Terms of Reference at the National, Regional and Provincial Level. 2007.

OPLAN. Tulong-Bayanihan AFP Humanitarian Assistance and Disaster Response (HADR) Plan PowerPoint presentation. 2016.

Thomas Parker et al., 'The U.S. Pacific Command Response to Super Typhoon Haiyan,' Joint Force Quarterly 82, no. 3rd Quarter, pp. 54–61. 2016.

R C G
REGIONAL CONSULTATIVE GROUP
HUMANITARIAN CIVIL-MILITARY COORDINATION FOR ASIA AND THE PACIFIC

Australian Government
Australian Civil-Military Centre

OCHA

HUMANITARIAN ADVISORY GROUP