



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**

2020 EDITION



Australian Government
Australian Civil-Military Centre



HUMANITARIAN
ADVISORY GROUP



FOREWORD

The Regional Consultative Group (RCG) on Humanitarian Civil-Military Coordination (CMCoord) for Asia and the Pacific is a key forum for supporting and elevating coordination, building relationships, and sharing learning to enhance and strengthen emergency response. When the RCG was formed in 2014, it was tasked with improving awareness and enhancing the predictability of CMCoord mechanisms, and their respective functions, during large-scale disaster response. As a result, the RCG initiated the development of the first version of Humanitarian Civil-Military Coordination in Emergencies: Towards a Predictable Model, which focused on explaining the legislation, coordination mechanisms, approach to and leadership of disaster management in the five most disaster-prone countries in Asia: Bangladesh, Nepal, Indonesia, Myanmar and the Philippines. The publication was launched in 2017, and soon became a key reference for the CMCoord community.

During the 4th RCG session, the publication was discussed and a revision was deemed necessary to reflect global, regional and national changes. The global context, now more than ever, demands effective and efficient provision of aid and relief to vulnerable communities, strong motivation and capability of regional organizations in disaster relief, and continuous development of holistic national disaster management systems and capacity. Coordination is a cross-cutting theme essential to achieving an effective response, and the importance of humanitarian CMCoord is growing as we enter an era of increasing complexity on all fronts and at all levels.

This revised publication was produced through collaboration between the ASEAN Coordinating Centre for Humanitarian Assistance on disaster response, the United Nations Office for the Coordination of Humanitarian Affairs – Regional Office for Asia and the Pacific, the Australian Civil-Military Centre and Humanitarian Advisory Group. Expert practitioners and researchers contributed their time to ensure the information is accurate and accessible. Like the initial version, the publication will be regularly updated to reflect operational environments accurately.

As the current Chair of the RCG, we recognize that effective humanitarian CMCoord enables timely, efficient and effective response, and we appreciate every investment and effort of the relevant individuals, governments and organizations in the revision of this publication. We trust that it will receive due attention and support future deployments of military and civilian actors in the region.

Ministry of Home Affairs
Government of Nepal
2020 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).

Research team: Bethia Burgess, Brittany Card, Pamela Combinido, Beth Eggleston, Pip Henty, Jesse McCommon, Aung Naing, Khodadad Hosaain Sarker, Sumino, Tika Surapati, Bishan Wagle, Putu Hendra Wijaya

Graphic design: Jean Watson

Copy edit: Campbell Aitken

Cover photo: Indonesian volunteers and soldiers worked together to distribute humanitarian aid to victims of the earthquake and tsunami disaster in Palu Central Sulawesi, Indonesia - October 8, 2018. Photo: Tino Adi P / Shutterstock

This publication has been produced as a collaboration between Humanitarian Advisory Group and key humanitarian civil-military stakeholders in the Asia-Pacific region, namely the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre), 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), the AHA Centre, ACMC, UN OCHA-ROAP, the Center for Excellence in Disaster Management and Humanitarian Assistance (CFE-DM), the UN OCHA country offices and national and regional consultants for all their support in preparing and reviewing this document.

CONTENTS

INTRODUCTION ■	6
HUMANITARIAN CIVIL-MILITARY COORDINATION IN ASIA ■■	10
Role of Regional Actors	12
Regional Agreements	14
International Civilian Capabilities Deployed to Natural Disasters	17
Regional Humanitarian Civil-Military Coordination	18
Acronyms and Abbreviations	21
References	23
BANGLADESH ■■■	25
Disaster Risk Profile	27
Key Policies, Plans and Frameworks for Civil-Military Coordination	29
Key Civilian Responsibilities in Disasters	30
Key Military Responsibilities in Disasters	38
Humanitarian Civil-Military Coordination Mechanisms	40
Case Study: Cyclone Amphan Response	42
Case Study: Cyclone Sidr	43
Acronyms and Abbreviations	45
References	47
INDONESIA ■■■■	49
Disaster Risk Profile	51
Key Policies, Plans and Frameworks for Civil-Military Coordination	53
Key Civilian Responsibilities in Disasters	55
Key Military Responsibilities in Disasters	65
Humanitarian Civil-Military Coordination Mechanisms	67
Case Study: Lombok Earthquake Response	69
Case Study: Sulawesi Earthquake and Tsunami Response	70
Acronyms and Abbreviations	72
References	74

MYANMAR ■■■■■ 77

Disaster Risk Profile	79
Key Policies, Plans and Frameworks for Civil-Military Coordination	81
Key Civilian Responsibilities in Disasters	82
Key Military Responsibilities in Disasters	90
Humanitarian Civil-Military Coordination Mechanisms	93
Case Study: 2015 Flood Response	94
Acronyms and Abbreviations	96
Reference List	98

NEPAL ■■■■■ 99

Disaster Risk Profile	101
Key Policies, Plans and Frameworks for Civil-Military Coordination	103
Key Civilian Responsibilities in Disasters	104
Key Military Responsibilities in Disasters	114
Humanitarian Civil-Military Coordination Mechanisms	118
Case Study: July 2019 Monsoon Response	121
Case Study: Gorkha Earthquake Response 2015	123
Acronyms and Abbreviations	125
References	127

PHILIPPINES ■■■■■ 129

Disaster Risk Profile	131
Key Policies, Plans and Frameworks for Civil-Military Coordination	133
Key Civilian Responsibilities in Disasters	135
Key Military Responsibilities in Disasters	144
Humanitarian Civil-Military Coordination Mechanisms	148
Case Study: Typhoon Mangkhut (Ompong) Response	150
Case Study: Typhoon Haiyan (Yolanda) Response	151
Acronyms and Abbreviations	153
References	155

CONCLUSION ■■■■■ 157

INTRODUCTION

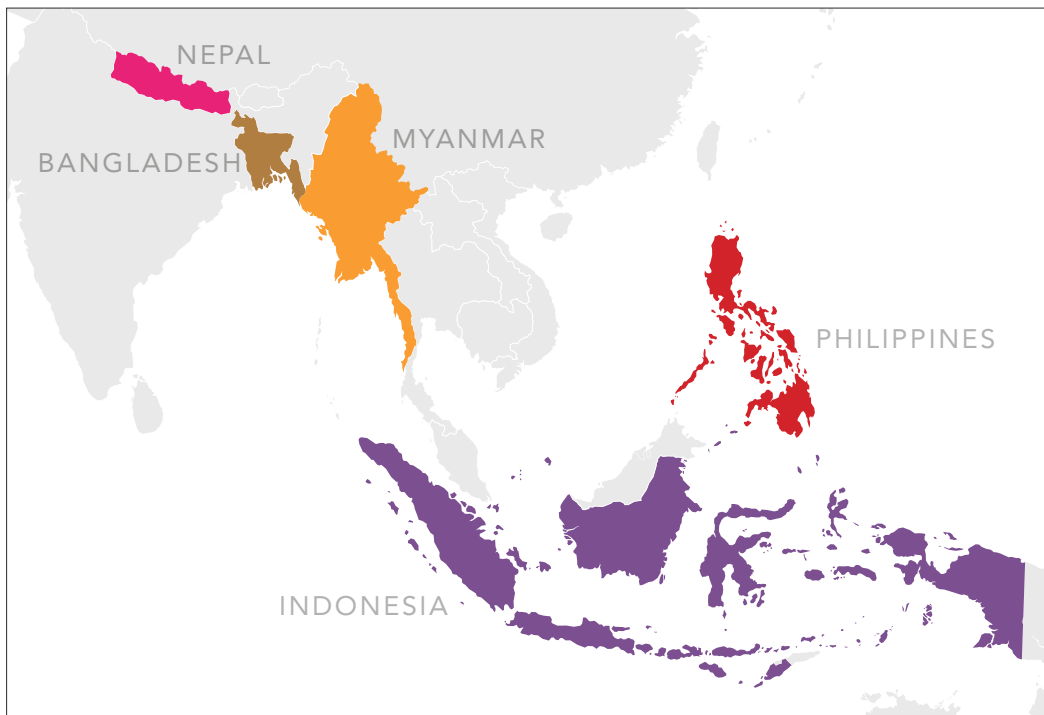
This publication is an initiative of the Regional Consultative Group (RCG) on Humanitarian Civil-Military Coordination for Asia and the Pacific. This is the second edition, an update of the original document published in 2017; it enables a common understanding of civil-military coordination (CMCoord) mechanisms and their functions in disaster response. It focuses on the five countries the RCG prioritises as highly vulnerable to large-scale natural disasters: Bangladesh, Indonesia, Myanmar, Nepal and the Philippines.

The RCG on Humanitarian Civil-Military Coordination for Asia and the Pacific is a multi-stakeholder, regional forum that brings together humanitarian, civilian and military actors involved in disaster planning, preparedness and response. Over the last six years, the RCG has proved to

be an invaluable forum to increase learning, cooperation and collaboration between civilian and military actors. The Asia Pacific is the only region in the world that has formed a Consultative Group for Humanitarian Civil-Military Coordination to complement the Global Consultative Group on Humanitarian Civil-Military Coordination.

This update seeks to ensure that the guidebook maintains its accuracy and practicality for the region. It captures new and revised policies, plans and frameworks at regional and national levels, explaining the roles and responsibilities of diverse actors and coordinating bodies in each context. This update was developed in collaboration with key regional stakeholders to boost regional ownership and uptake of the resource.

WHAT IS THE RCG?



SECRETARIAT



MEMBERSHIP

Members include Member States, representatives from the Armed Forces, regional organizations, academia / think tanks, international, national and local NGOs/ CSOs, UN organizations and international organizations, Red Cross / Red Crescent Movement, donors, private sector.

FIVE COUNTRIES THAT THE RCG PRIORITISES



Established: 2014.

Secretariat: OCHA ROAP, APMC, CFE-DM.

Annual meetings with rotating Chair.

What's discussed? Coordination, logistics, information sharing, activation of coordination structures; preparedness, response and recovery phases; emerging policy issues; review of guidance documents; lessons learned and good practice; linkages between other relevant forums.

PURPOSE OF THE DOCUMENT

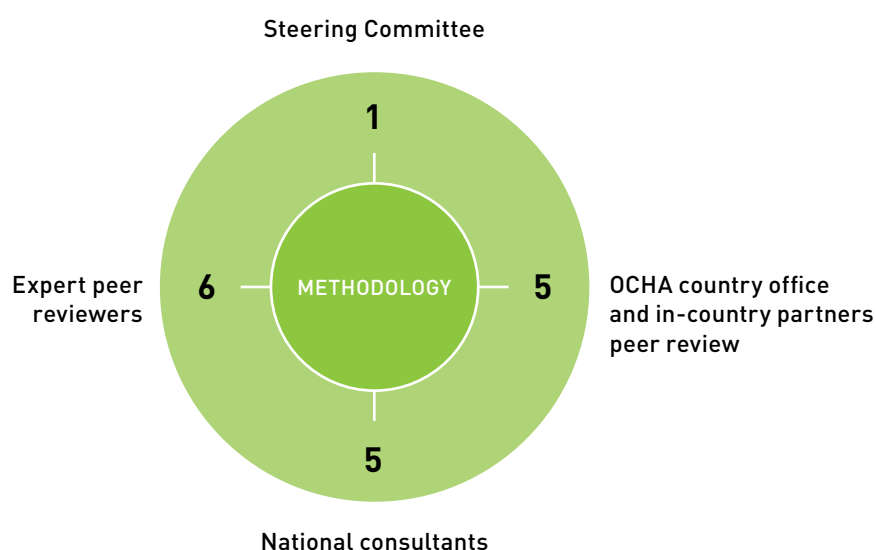
This resource was developed to increase the predictability and visibility of CMCoord structures and function in disaster response. This was a key recommendation of the first session of the RCG in 2015, with aims of building a common understanding and strengthening coordination in

the region. It is intended to be a practical document that provides a high-level snapshot of regional and national guidance for international and national humanitarian and military actors deployed to natural disasters.

WHO IS THIS DOCUMENT FOR?

 INTERNATIONAL	 REGIONAL	 NATIONAL
International Non-Governmental Organizations (INGOs), United Nations (UN) funds, agencies and programs, foreign military personnel, Red Cross/Red Crescent (RCRC) movement.	Association of South East Asian Nations (ASEAN), South Asian Association for Regional Cooperation (SAARC), regional offices of intergovernmental organizations and other supporting regional bodies.	NGOs, Civil Society Organizations (CSOs), national military personnel, national, provincial and local governments.

APPROACH



This update utilised a robust mixed methodology method. The research was guided by a Steering Committee comprising representatives from the ASEAN Coordination Centre for Humanitarian Assistance on disaster management (AHA Centre), UN OCHA ROAP, the Australian Civil-Military Centre (ACMC) and Humanitarian Advisory Group (HAG). These partnerships ensured that the document remained practical and relevant for the region and facilitated close working relationships with the National Disaster Management Offices (NDMOs) and OCHA offices in each of the five countries.

In order to capture and verify the most up-to-date information from each country context, our research team included national researchers from each of the five countries profiled. National researchers led data collection in-country, and conducted both desk review and key informant interviews with humanitarian, government and military actors to triangulate sources as the research progressed.

WHAT'S CHANGED SINCE THE FIRST EDITION?

This second edition provides important updates on the evolution of CMCoord in Asia over the last four years. These changes are underpinned by three key themes in the region.



1. LOCALISATION AND REGIONALISM

The localisation agenda has received much attention following the World Humanitarian Summit (WHS) in 2016, calling for response to be 'as local as possible, as international as necessary.' Many governments in the region have their own disaster management agencies and corresponding coordination structures, forcing international actors to adapt to specific national contexts.

The localisation discussion does not affect the military in the same way as the civil humanitarian community. However, more localised structures have emphasised the prominent role of national militaries, police and government actors as both early responders and leaders of response. Recently, many Asian countries have increased their capabilities and strengthened their structures to more effectively meet humanitarian needs without international assistance.

Additionally, regionalism has strengthened with developments such as One ASEAN, One Response, adopted in September 2016, to increase the speed, scale and solidarity of disaster response. ASEAN and SAARC have both worked to strengthen regional cooperation and collaboration in disaster management, offering numerous trainings and regional capabilities that have advanced considerably since the first edition in 2017.



2. SHIFTING AWAY FROM A STANDARDISED MODEL

The first edition explored the Humanitarian-Military Operation Coordination Concept (HuMOCC) and how this model could be adapted in each of the five country contexts. HuMOCC was an emerging practice in UN CMCoord in 2015, to complement the On-Site Operations Coordination Centre (OSOCC) and to standardise humanitarian CMCoord mechanisms.

This concept has not been operationalised across all contexts. CMCoord has shifted away from a standardised model in order to be contextualised and adaptable at the national level. The HuMOCC is mentioned in countries where the model has been adapted.



3. COUNTRY-LEVEL REFORM

In line with the shift towards a more localised humanitarian architecture and strengthened national capabilities, there have been significant changes and updates to national legislation and disaster management bodies. As the region faces more frequent and severe natural disasters, many countries have revised and strengthened existing policies and established new procedures to meet growing demand. This second edition captures these changes to provide the best overview of the current system.

ASIAN REGION



**HUMANITARIAN CIVIL-MILITARY
COORDINATION IN EMERGENCIES**

Nepali Army clearing rubble after earthquake damage in Nepal 2015. Photo: manjithkadka / Shutterstock

HUMANITARIAN CIVIL-MILITARY COORDINATION IN ASIA

The historical evolution of civil-military relations in Asia is distinct from that in other geographical regions and influences current roles of civilian and military actors in disaster response. It shapes the unique coordination mechanisms in each country, and recognition of this is integral to successful regional and international support in disaster response.

In addition to regional influences, both global and national policy shifts and reforms in the last five years are having a major impact on humanitarian response. Climate change, urbanisation and increasingly frequent natural disasters are driving these shifts. The key global policies affecting the structure of humanitarian response and the shape of preparedness include the [Agenda for Humanity](#), the [2030 Agenda for Sustainable Development](#), and the [Sendai Framework for Disaster Risk Reduction 2015-2030](#).

KEY GLOBAL POLICIES AFFECTING THE STRUCTURE OF HUMANITARIAN RESPONSE



AGENDA FOR HUMANITY

The Agenda for Humanity is a five-point plan that emerged from the World Humanitarian Summit (WHS).

It outlines the changes needed to alleviate suffering, reduce risk and lessen vulnerability on a global scale. Global leaders and all humanitarian actors are called upon to act on five core responsibilities.

Core responsibility four – Changing People’s Lives: From Delivering Aid to Ending Need – outlines the need to reinforce, not replace, national and local humanitarian and development systems.



SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION 2015-2030

The Sendai Framework for Disaster Risk Reduction 2015-2030 outlines seven clear targets and four priorities for action to prevent new and reduce existing disaster risks:

- (i) Understanding disaster risk;
- (ii) Strengthening disaster risk governance to manage disaster risk;
- (iii) Investing in disaster reduction for resilience; and
- (iv) Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction.



2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

The Agenda is a commitment to eradicate poverty and achieve sustainable development by 2030 worldwide, ensuring that no one is left behind.

The adoption of the 2030 Agenda was a landmark achievement, giving a shared global vision towards sustainable development for all.

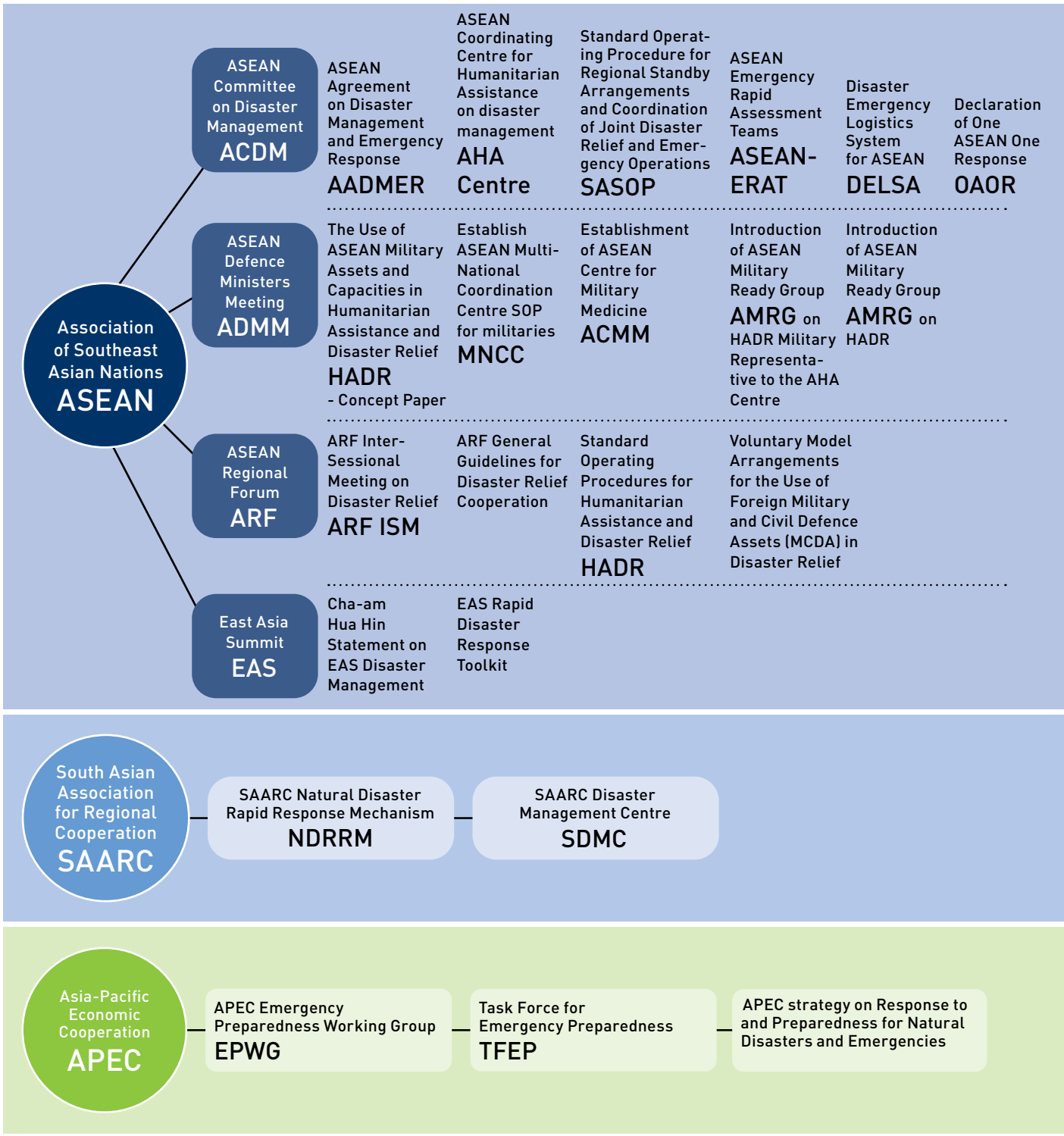
KEY EVENTS IN THE RECENT EVOLUTION OF HUMANITARIAN CIVIL-MILITARY COORDINATION IN ASIA



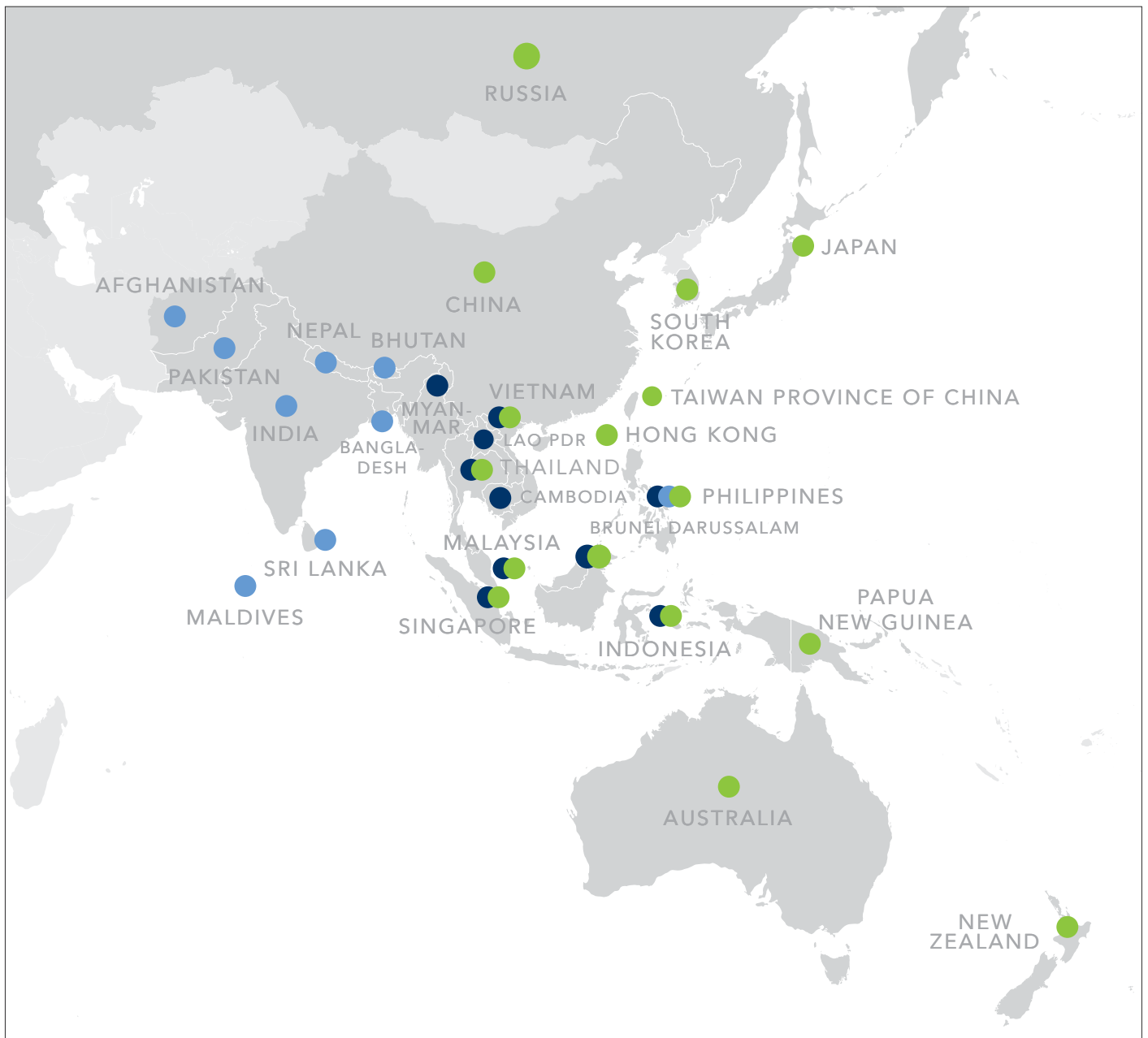
ROLE OF REGIONAL ACTORS

Multiple regional bodies have roles in disaster management and therefore influence humanitarian CMCoord. Their influence is exerted through 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 their intent is to support national mechanisms.

REGIONAL BODIES AND GUIDANCE



ASIA PACIFIC COUNTRIES COVERED BY ASEAN, SAARC AND APEC



●

Association of Southeast Asian Nations

ASEAN:

Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam.

●

South Asian Association for Regional Cooperation

SAARC:

Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka.

●

Asia-Pacific Economic Cooperation

APEC:

Australia, Brunei Darussalam, Canada, Indonesia, Japan, South Korea, Malaysia, New Zealand, Philippines, Singapore, Thailand, United States of America, Taiwan Province of China, Hong Kong, China, Mexico, Papua New Guinea, Chile, Peru, Russia and Viet Nam.

REGIONAL EXERCISES AND SIMULATIONS

 <p>EXERCISE</p>	 <p>OBJECTIVE</p>	 <p>ACTORS INVOLVED</p>	 <p>FREQUENCY</p>
---	--	---	--

ARDEX

<p>ARDEX – The ASEAN Regional Disaster Emergency Response Simulation Exercise.</p>	<p>The AHA Centre co-organises and co-chairs the conduct of ARDEX with the host ASEAN Member State (AMS). The ARDEX aims to practice, assess and review disaster emergency response mechanisms under the SASOP.</p>	<p>The Host Country, other ASEAN Member States, ASEAN and the relevant UN and international organisations. The Host Country in consultation with the AHA Centre will determine the actors who will be involved.</p>	<p>Every two years.</p>
--	---	---	-------------------------

ERE AP

<p>International Search and Rescue Advisory Group (INSARAG) Asia-Pacific Earthquake Response Exercise (ERE AP).</p>	<p>The simulation exercise is a ‘command post’ exercise involving management and decision-making elements of both the national disaster response and the international humanitarian relief community. The exercise aims to practice national and INSARAG response and coordination methodologies based on a humanitarian response to a 7.2-magnitude earthquake.</p>	<p>The exercise brings together 500 participants (220 international, 280 national) from 27 countries: urban search and rescue teams, emergency medical teams, UN and ASEAN assessment teams, humanitarian country team, and militaries.</p>	<p>Yearly.</p>
---	--	---	----------------

ADMM - EWG on HADR

<p>ASEAN Defence Minister’s Meeting’s (ADMM) Plus EWG on HADR Exercise.</p>	<p>To develop, validate and establish new concepts on how militaries can support and assist an affected state during a natural disaster response.</p>	<p>Military Members from the ASEAN Member State and Plus countries (Australia, China, India, Japan, New Zealand, Russia South Korea & USA), AHA Centre, ACMM.</p>	<p>Every 3 years.</p>
---	---	---	-----------------------

REGIONAL AGREEMENTS

ASEAN AGREEMENT ON DISASTER MANAGEMENT AND EMERGENCY RESPONSE

Signed in July 2005, AADMER came into force in December 2009. As the world’s first legally binding agreement on

disaster risk reduction, it was a landmark development. This agreement laid the foundation for the current approach the ASEAN takes to disaster management and has enabled the joint nature of planning, preparedness and response throughout the region.

DECLARATION ON ONE ASEAN ONE RESPONSE AND ITS OPERATIONALISATION

Enacted in 6 Sep 2016, the One ASEAN One Response declaration envisions an ever-stronger and ever-expanding bond of sectors and stakeholders within the ASEAN community in responding to disasters. As a vision, it sees ASEAN as a community of peoples, not just a collection of governments. It encapsulates all stakeholders in ASEAN, be they National Disaster Management Organizations (NDMOs), military, health providers, corporations, non-governmental organizations, academe, and youth. One ASEAN One Response also envisions the region as part of the global disaster management community, hence recognizing the potential of the ASEAN community to assist communities outside the region in times of disaster, as a way for ASEAN to contribute positively to the world.

SAARC AGREEMENT ON RAPID RESPONSE TO NATURAL DISASTERS

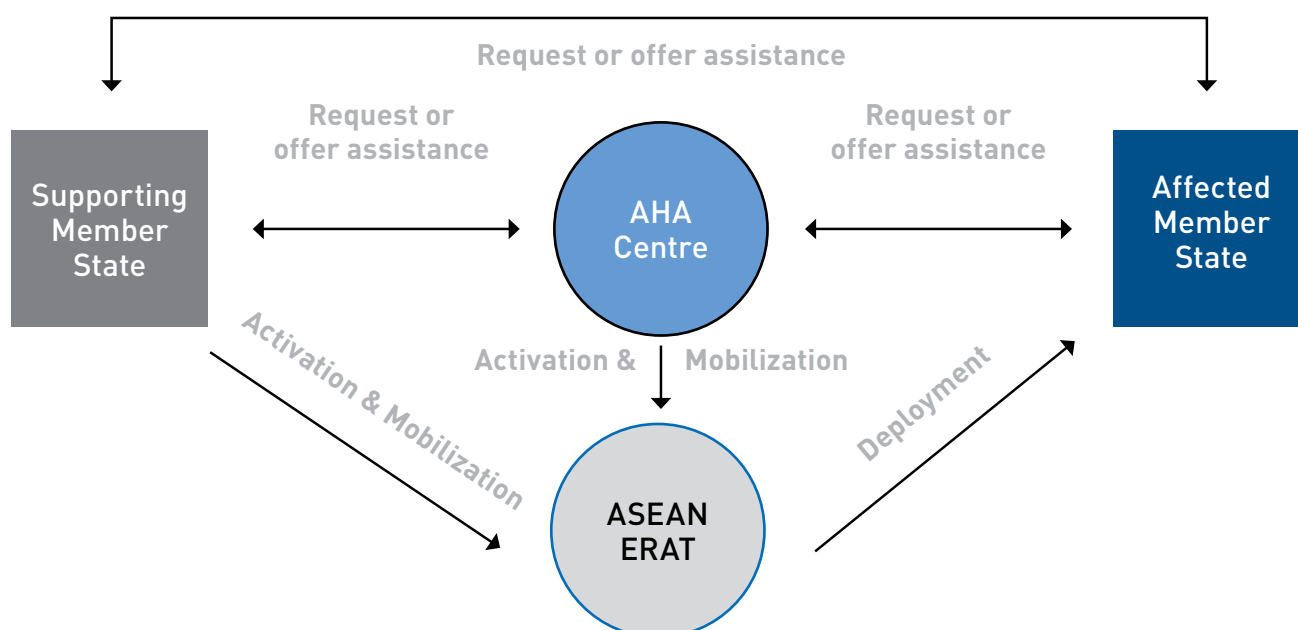
The SAARC Member States signed the SAARNND in 2011 to operationalize the National Disaster Rapid Response Mechanism (NDRRM). This agreement was ratified by all Member States in 2016. The **SAARC Disaster Management Centre** is currently functioning as the main implementing agency; however, it is still awaiting formal approval for its establishment so it can be fully operational.

ASEAN EMERGENCY RESPONSE AND ASSESSMENT TEAM

The AHA Centre manages the ASEAN ERAT capability. Under the leadership of the affected NDMO of the ASEAN Member State, the ASEAN-ERAT's role is to reinforce the capacity of the NDMO through its core functions, i.e. coordination, rapid needs and damage assessment, and facilitation of incoming relief assistance. ASEAN ERAT guidelines were developed by the ASEAN Committee for Disaster Management (ACDM) working group on preparedness and response. The ASEAN-ERAT's role is also endorsed as the official ASEAN resource under the declaration of One ASEAN One Response.

One ASEAN, One Response is supported by the ASEAN Joint Disaster Response Plan (AJDRP). This plan recognizes the mutual commitment to continued and enhanced partnership between ASEAN and its partners. 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. The scenarios and its associated plans are exercised as part of the ARDEX.

DEPLOYMENT OF ASEAN ERAT CAPABILITY



AHA Centre Civil-Military Training

In 2019, the AHA Centre piloted the ASEAN Civil-Military Coordination Course for the ASEAN-ERAT and ASEAN militaries. The course aims to build the capacity of ASEAN-ERAT as a Civil-Military Coordination Specialist, to familiarize the ASEAN militaries to the ASEAN systems, as well as to build network and relationship that help them to mount humanitarian responses.

DISASTER EMERGENCY LOGISTICS SYSTEM FOR ASEAN

DELSA is a key mechanism to allow a swift provision of relief items to the affected ASEAN Member States following a disaster. DELSA was established in 2012 to develop a regional relief item stockpile and to support capacity development of the AHA Centre and ASEAN Member States in emergency logistics operations. This is also in collaboration with UN Humanitarian Response

Depot World Food Programme (UNHRD-WFP). In 2016, the AHA Centre launched the DELSA Catalogue to describe available stockpiles and to map out needs for types of disaster. In 2019, the AHA Centre also established two satellite warehouses in Manila, the Philippines and Chai Nat, Thailand with approval and support from the Governments of the Philippines and Thailand.

WHAT IS DELSA?

The Disaster Emergency Logistics System for ASEAN (DELSA) is the region's key mechanism to swiftly augment the availability of relief items to a disaster-affected Member State. Launched on 7 December 2012, the first phase of DELSA was designed to establish a regional emergency stockpile.



The DELSA Project also supports capacity enhancement of the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) and the ASEAN Member States in emergency logistics operations.

In 2018, the second phase of DELSA focused on three main aspects:

- Establishment of the satellite warehouses in Thailand and the Philippines
- Capacity building for logistics personnel of the National Disaster Management Organisations (NDMOs) of ASEAN Member States
- Establishment of a mechanism for collaborative research and development for innovations in Emergency Logistics

DELSA's establishment and operations have been supported by the Government of Japan through the Japan-ASEAN Integration Fund (JAIF). Important decisions on DELSA are made by a Project Steering Committee (PSC), co-chaired by Malaysia and Singapore as co-chairs of the ASEAN Committee on Disaster Management (ACDM) Preparedness and Response Working Group, and composed of the Mission of Japan to ASEAN, Japan-ASEAN Integration Fund (JAIF) Management Team, the ASEAN Secretariat, and the AHA Centre.

DELSA CATALOGUE

In March 2016, the AHA Centre launched the DELSA Catalogue, primarily aimed at providing ASEAN Member States with a list and description of the items available at the DELSA warehouses.

Items and equipment listed in the catalogue and stored at the warehouses were compiled based on previous AHA Centre's emergency responses and mainly focused on items that are suited to the first phase of emergency. The items in the warehouse address the needs of the community and it has the unique capability to support the operations of the NDMO of the affected country to ensure that they can function effectively.



INTERNATIONAL CIVILIAN CAPABILITIES DEPLOYED TO NATURAL DISASTERS

Several key governmental and intergovernmental civilian capabilities are deployed in disaster response operations, and may integrate into the humanitarian CMCoord structures in various countries. These capabilities are deployed only if regional capabilities are overwhelmed.

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 at the request of the United Nations Resident or Humanitarian Coordinator. UNDAC is designed to help the UN 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 who provide direct clinical care to populations affected by disasters or disease outbreaks, as well as surge capacity to support the local health system. They can involve governmental (both civilian and military) and non-governmental teams and be national or international in nature. Many EMTs are currently undergoing a process of certification with the World Health Organization (WHO).

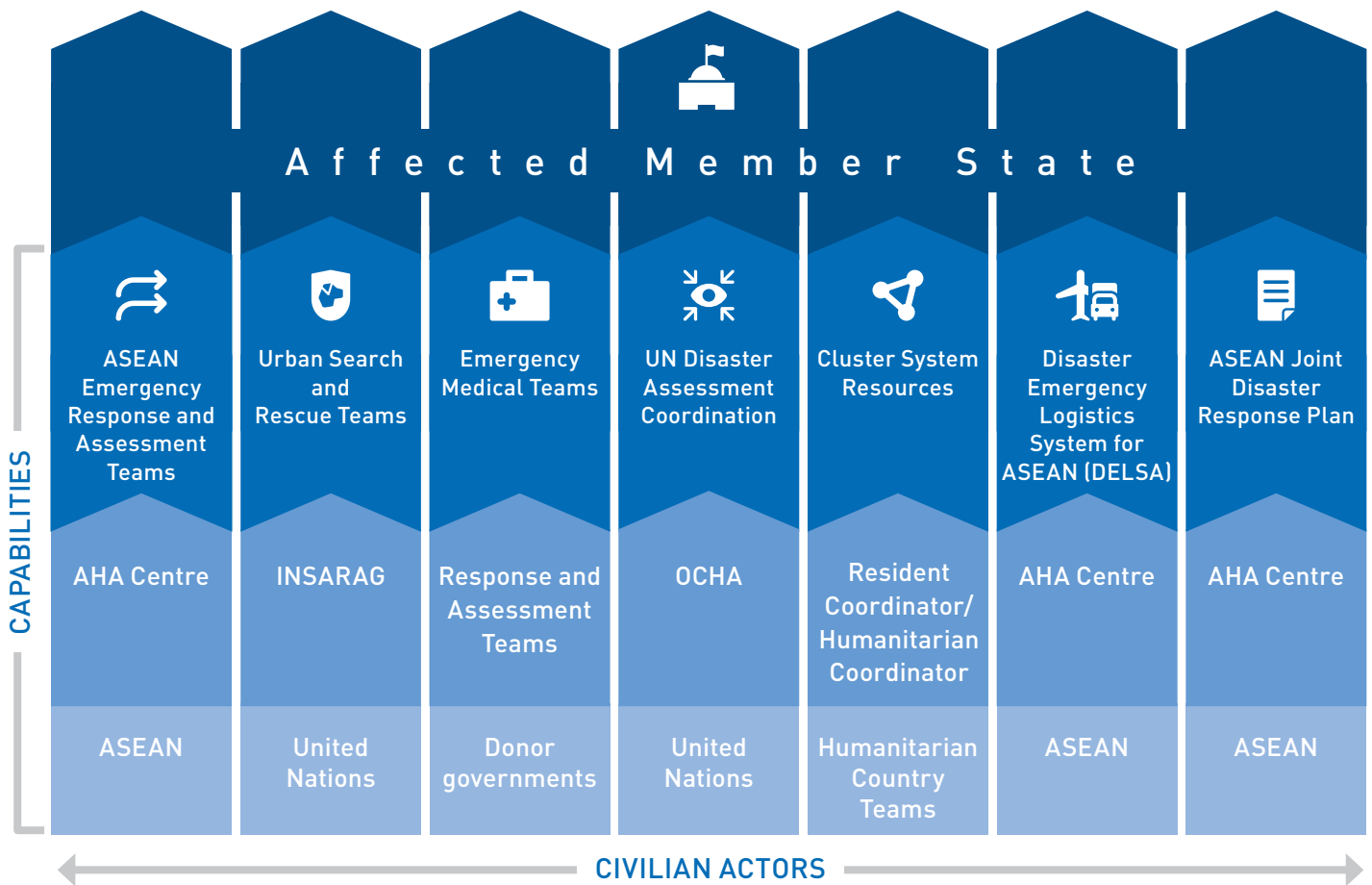
URBAN SEARCH AND RESCUE TEAMS

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

COUNTRIES IN ASIA WHICH ARE EMT CERTIFIED, AS WELL AS INSARAG-CERTIFIED USAR TEAMS IN THE REGION



CIVILIAN CAPABILITY IN SUPPORT OF THE AFFECTED STATE



AHA Centre ASEAN Coordinating Centre for Humanitarian Assistance on disaster management

INSARAG International Search and Rescue Advisory Group

OCHA Office for the Coordination of Humanitarian Affairs

REGIONAL HUMANITARIAN CIVIL-MILITARY COORDINATION

ASIA-PACIFIC REGIONAL GUIDELINES FOR THE USE OF FOREIGN MILITARY ASSETS IN NATURAL DISASTER RESPONSE OPERATIONS

The APC-MADRO aims 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.

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 upon request or acceptance by the affected ASEAN Member State. The JOCCA will reinforce coordination at the tactical level of operation.

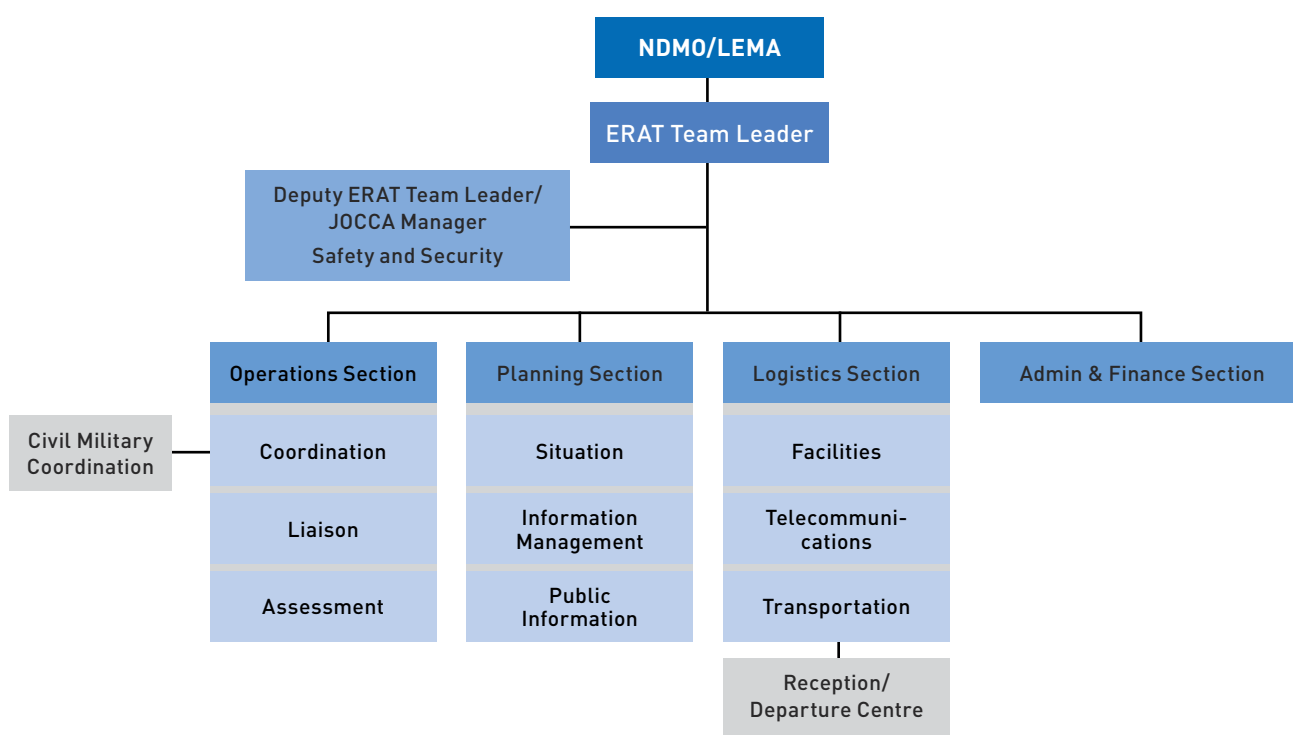
A JOCCA is a physical on-site coordination system designed to enhance ASEAN’s collective response, particularly during large-scale disaster emergencies in the ASEAN region, and to support the government of the affected ASEAN Member State.

A JOCCA can provide a direct coordination interface between ASEAN responders and the NDMO of the affected ASEAN Member State. This coordination system allows ASEAN entities to effectively support the affected

government’s response efforts as a manifestation of One ASEAN One Response.

During a Catastrophic or Major natural disaster in the region, when international assistance might be required, the JOCCA and the ASEAN ERAT can work alongside the On Site Operations Coordination Centre (OSOCC) and the UNDAC team, to facilitate joint coordination of incoming assistance to support the affected country’s disaster response.

JOCCA STRUCTURE AND COORDINATION



OBJECTIVES OF JOINT OPERATIONS AND COORDINATION CENTRE OF ASEAN

<p>To support the NDMO 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.</p>	<p>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.</p>	<p>To establish a coordination interface at the ground level with relevant United Nations and the international humanitarian community including civil and military coordination.</p>

MULTINATIONAL FORCE – STANDING OPERATING PROCEDURES

With a specific section on HADR, the intent of the 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 are military SOPs that are periodically revised by the MPAT, the secretariat of which is located at the US Indo Pacific Command (INDOPACOM) in Hawaii.

OCHA AND CIVIL-MILITARY COORDINATION

UN-CMCoord definition:

UN-CMCoord is the dialogue and coordination between civilian and military actors in humanitarian emergencies. It is essential for protecting and promoting humanitarian principles, avoiding competition, minimizing inconsistencies and, when appropriate, pursuing common goals. Basic strategies range from cooperation to coexistence. Coordination is a shared responsibility facilitated by liaison and common training.¹

OCHA supports humanitarian and military actors through training and advocacy on the guidelines that govern the use of foreign military and civil defence assets and humanitarian civil-military interaction. OCHA also seeks to establish a predictable approach to and appropriate use of these assets during contingency planning and other readiness activities.

The Civil-Military Coordination Services (CMCS) is the designated focal point in the UN system for humanitarian CMCoord, supporting relevant field and headquarter-level activities and operations. CMCS helps humanitarian actors develop context-specific guidance.

CMCS also prepares and deploys dedicated UN-CMCoord experts to the field. It assists in the planning, identification, preparation and deployment of appropriately trained UN-CMCoord personnel. UN-CMCoord capacity takes two forms:

- Deployment in response to sudden onset humanitarian emergencies or to complex emergencies and protracted crises
- Support to UN-CMCoord Officers or Focal Points in an OCHA office.

OCHA IN THE REGION

OCHA Regional Office for Asia Pacific (ROAP) works with regional partners to tailor global guidance on humanitarian CMCoord to the regional context, strengthen humanitarian CMCoord for response preparedness, and increase the predictability of CMCoord processes and platforms during a response.

¹ UN OCHA, UN-CMCoord Field Handbook, Version 2.0, 2018.

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 Joint Disaster Response Plan
AMRG	ASEAN Military Ready Group
APC – MADRO	Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations
APEC	Asia-Pacific Economic Cooperation
ARDEX	ASEAN Regional Disaster Emergency Response Simulation Exercise
ARF	ASEAN Regional Forum
ARF ISM	ARF Inter-Sessional Meeting on Disaster Relief
ASEAN	Association of Southeast Asian Nations
ARF DiREx	ASEAN Regional Forum Disaster Relief Exercise
CMCoord	Humanitarian Civil-Military Coordination
CMCS	Civil-Military Coordination Services
DELSA	Disaster Emergency Logistics System for ASEAN
EMT	Emergency Medical Team
ERAT	Emergency Response and Assessment Team
ERE AP	Asia-Pacific Earthquake Response Exercise
EWG	Experts Working Groups
FMA	Foreign Military Assets
HADR	Humanitarian Assistance and Disaster Relief
HuMOCC	Humanitarian-Military Operation Coordination Centre
IFRC	International Federation of the Red Cross and Red Crescent Societies
INDOPACOM	Indo Pacific Command
INSARAG	International Search and Rescue Advisory Group
JOCCA	Joint Operations and Coordination Centre of ASEAN
MNCC	Multi-National Coordination Centre
MNF	multinational force
MNF-SOP	MPAT Multi National Force – Standard Operating Procedures
MPAT	Multinational Planning Augmentation Team
NDMO	National Disaster Management Organisation
NDRRM	National Disaster Rapid Response Mechanism
RCG	Regional Consultative Group
RHCC	Regional HADR Coordination Centre
ROAP	Regional Office for Asia Pacific
SAARC	South Asian Association for Regional Cooperation
SARRND	SAARC Agreement on Rapid Response to Natural Disasters
SASOP	Standard Operating Procedure for Regional Standby Arrangement and Coordination of Joint Disaster Relief and Emergency Operations

UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination
UNHRD	UN Humanitarian Response Depot
UN OCHA	UN Office for the Coordination of Humanitarian Affairs
US	United States
USAR	Urban Search and Rescue
WFP	World Food Programme
WHO	World Health Organization
WHS	World Humanitarian Summit

REFERENCES

AHA Centre. ASEAN ERAT Guidelines.

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 Guidelines 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 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 3.3, 2019.

UN General Assembly Resolution 57/150 in 2002.

UN OCHA. RCG First Session Summary Report 2015.

UN OCHA. "Disaster Response in Asia and the Pacific: A Guide to International Tools and Services" (https://www.unocha.org/sites/unocha/files/ROAP_DisasterGuide.pdf).

UN OCHA. UN-CMCoord Field Handbook, Version 2.0. 2018.



BANGLADESH



HUMANITARIAN CIVIL-MILITARY COORDINATION IN EMERGENCIES

Cyclone Sidr and high tide destroy villages in Southkhali in District Bagerhat , army distributes relief goods by boat.
Photo: Joerg Boethling / 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 is formally recognised in the Disaster Management Act 2012, Standing Orders on Disaster (SOD) in 2010 and updated SOD (2019). The Government of Bangladesh has made significant advances in disaster management, demonstrated during the response to Cyclone Roanu in May 2016, landslide in Chittagong in 2017, and floods in 2019.

Bangladesh’s participation in exercises such as the first South Asian Annual Disaster Management Exercise in 2015, as well as co-hosting The Pacific Resilience Disaster Response Exercise & Exchange in 2019, has enhanced its civil-military coordination (CMCoord) processes. This reflects the stronger regional approach to disaster management facilitated by the South Asian Association for Regional Cooperation (SAARC) Member States.

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

Pacific Resilience Disaster Response Exercise & Exchange 2017

The Pacific Resilience Disaster Response Exercise & Exchange (PR DREE) is an annual humanitarian assistance and disaster relief (HADR) engagement. In 2017 the event was co-hosted by the Bangladesh Armed Forces Division (AFD), Ministry of Disaster Management and Relief (MoDMR) and United States Army Pacific (USARPAC). The event brought together approximately 21200 participants from 20 nations to:

- Enhance own ability of managing earthquake disasters which include search and rescue (SAR), effective coordination, communication, logistics management, medical, shelter, relief etc
- Enhance knowledge and practice of international tools and services for integration of international systems into national systems
- Train divisional level planners and disaster coordinators (military and civilian), so they can arrange similar exercises and training at divisional and local levels.



Bangladesh



China



Maldives



Myanmar



Nepal



Sri Lanka



United Kingdom



United Nations



United States

1997	<ul style="list-style-type: none"> • 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	<ul style="list-style-type: none"> • Severe monsoon floods.
2005	<ul style="list-style-type: none"> • South Asian Association for Regional Cooperation (SAARC) Comprehensive Framework on Disaster Management (2006-2015) developed.
2007	<ul style="list-style-type: none"> • Cyclone Sidr and floods. Bangladesh Armed Forces responds, supported by 49 countries.
2010	<ul style="list-style-type: none"> • First PR DREE: hosted by Bangladesh Armed Forces and the United States (US) military. • Standing Orders on Disaster updated. • National Plan for Disaster Management (NPDM) developed.
2012	<ul style="list-style-type: none"> • National Disaster Management Act adopted.
2015	<ul style="list-style-type: none"> • First South Asian Annual Disaster Management Exercise. • National Strategy on the Management of Disaster and Climate-induced Internal Displacement established. • Disaster Management Policy established.
2016	<ul style="list-style-type: none"> • NPDM (2016-2020) established. • Cyclone Roanu: Bangladesh Armed Forces responds.
2017	<ul style="list-style-type: none"> • Bangladesh co-hosts the 8th annual PR DREE.
2019	<ul style="list-style-type: none"> • SOD 2019 revised. • Civil-Military Coordination Platform established.

DISASTER RISK PROFILE

KEY FACTS

- Official name:** People’s Republic of Bangladesh
- Area:** 143,998 km²
- Population:** 164,654,303 (2020)
- 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

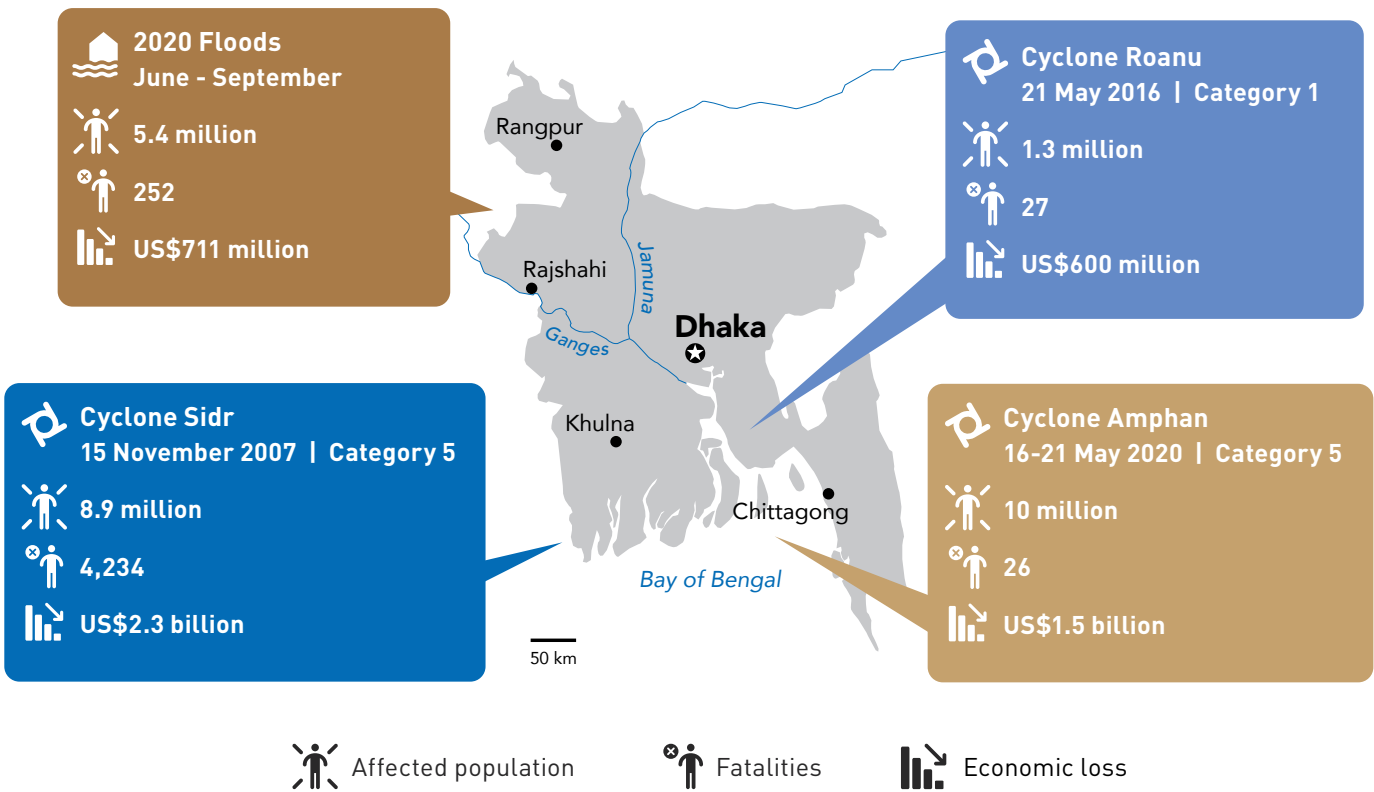
Bangladesh has been affected by more than 200 natural disasters over the last 30 years. Bangladesh’s geographical position, low-lying terrain, monsoon activity and large number of rivers make it highly vulnerable to natural hazards. Over the past five decades, storms (52%) have been the most frequent disaster to affect Bangladesh, followed by floods (31%).

FREQUENCY OF DISASTERS: 1970-2020



Source: Emergency Management Database (EM-DAT), Center for Research on the Epidemiology of Disasters (CRED), 2020

MAJOR DISASTERS (2007-2020)



Source: Emergency Management Database (EM-DAT), Center for Research on the Epidemiology of Disasters (CRED), 2020

INFORM INDEX FOR RISK MANAGEMENT

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

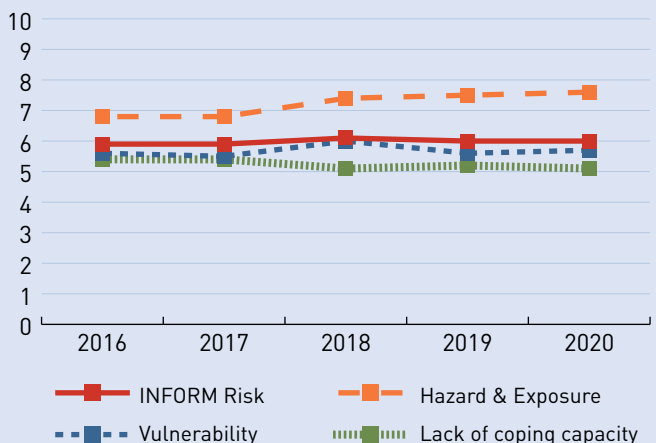
INFORM RISK VALUE AND RANKING

INFORM RISK AND DIMENSIONS OF RISK	VALUE	GLOBAL RANK
INFORM Risk	6.0	22
Hazard & Exposure	7.6	13
Vulnerability	5.7	37
Lack of coping capacity	5.1	70

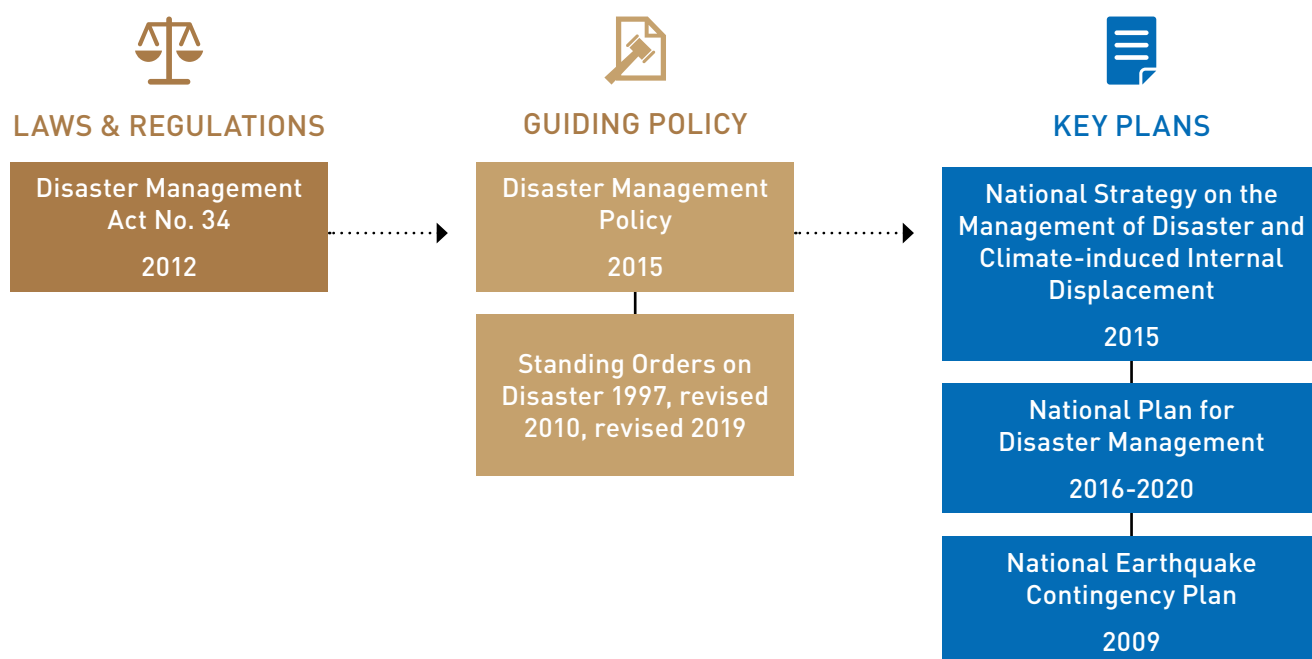
Bangladesh has a high hazard exposure, but its overall risk value is classified as 'medium' due to its lower level of vulnerability. Bangladesh's vulnerability, capacity and risk indicators have remained fairly stable since 2012; however, it's hazard and exposure has increased over the last three years due to increasing disasters and rising risk of conflict.


INFORM RISK FIVE-YEAR TREND (2016-2020)

The five-year trend for risk, vulnerability and coping capacity indicators is relatively stable, with a slight increase in hazard and exposure.





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 (DRR) 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) further revised and updated in 2019. The SOD 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.

 **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 (SDGs). 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.

 **Disaster Management Policy 2015.** The National Disaster Management Policy 2015 was developed in compliance with section 19 of the Disaster Management Act 2012. The policy is intended to ensure good governance, participation and accountability of all stakeholders in disaster management. The main purpose of this policy is to design and implement hazard-specific strategies based on disaster risk assessment.

 **National Plan for Disaster Management 2016-2020.** The NPDM 2016-2020 was built on the achievement, learning and challenges of the previous plan (2010-2015) in order to ensure coordinated disaster risk management by the relevant stakeholders. This plan carefully considers the principles of the Sendai Declaration and framework for DRR, SDGs, and national plans and strategies. The action plan identifies the areas of investment and emphasizes risk-informed development planning. The main purposes of the plan are protecting lives and resources, protecting investments, effective recovery, and reconstruction to restore life and livelihoods in the shortest possible time. Due to COVID-19, revisions and updates for the next plan have been postponed.

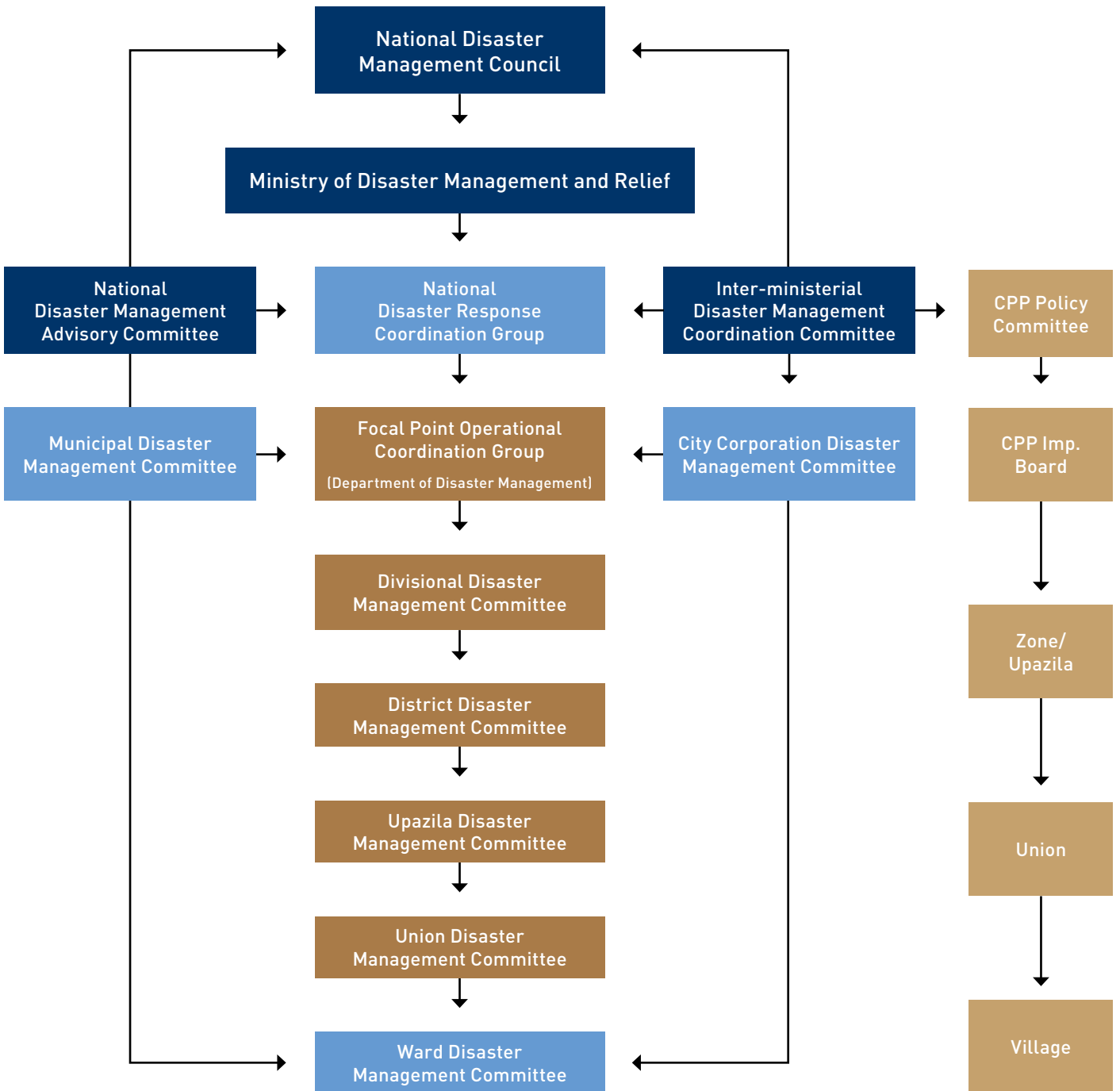
 **National Earthquake Contingency Plan (2009).** This plan outlines processes for building the capacity of all responding agencies, delineates roles and responsibilities, and addresses preparedness measures for responding to earthquakes.

KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

NATIONAL DISASTER FOCAL POINT


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

DISASTER MANAGEMENT STRUCTURE




NATIONAL DISASTER MANAGEMENT COUNCIL


The NDMC is the highest decision-making body for disaster management in Bangladesh.

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

Key functions:

- Review the national disaster management system
- Provide strategic guidance in formulation of disaster management laws, policy and strategies for implementation
- Promote awareness of disaster management among policymakers
- Evaluate disaster preparedness, response and recovery measures after a natural disaster.


 **Leadership:** Chairperson – Prime Minister.

 **Composition:** 52 members of public and private organizations, civil society and UN agencies.

 **Military representation:** Army Chief, Navy Chief, Air Force Chief, and the AFD Principal Staff Officer.


INTER-MINISTERIAL DISASTER MANAGEMENT COORDINATION COMMITTEE


The IMDMCC is responsible for facilitating policymaking, planning, and implementation of measures for DRR and emergency response management.

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

Key functions:

- Risk reduction activities
- Emergency response, rehabilitation and reconstruction
- Evaluating emergency preparedness status and recommend corrective measures
- Approving response and recovery plans
- Promoting preparedness activities, such as fire evacuation drills and search and rescue exercises
- Ensuring whole-of-government coordination in emergency response and relief and rehabilitation operations.

 **Leadership:** Chairperson – Minister for Disaster Management and Relief.

 **Composition:** 42 members of government ministries.

 **Military representation:** AFD Principal Staff Officer.


NATIONAL DISASTER MANAGEMENT ADVISORY COMMITTEE


NDMAC advises NDMC, IMDMCC, MoDMR and the Department of Disaster Management (DDM) on technical matters and socio-economic issues of DRR and emergency response.


 **Established by:** the SOD (2010, revised in 2019).

Key functions:

- Advise the MoDMR on DRR, emergency response preparedness and humanitarian assistance activities
- Consider overall disaster risks, and if necessary, recommend formation of sub-committees involving communities
- 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 of the standing committee, MoDMR.

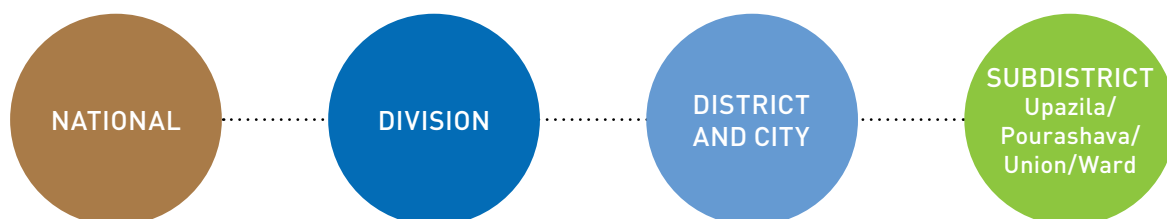
 **Composition:** 47 members of public and private organizations, including non-governmental organizations (NGOs), business communities, civil society and the Bangladesh Red Crescent Society (BDRCS).

 **Military representation:** AFD Director General (Operation and Planning).

SUBNATIONAL DISASTER MANAGEMENT COMMITTEES

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 DRR, emergency preparedness, and response and recovery activities at the district, municipality, subdistrict, union and ward levels. The Act places mandatory obligations and responsibilities on ministries and committees and ensures transparency and accountability in the overall disaster management system.¹

LEVELS OF DISASTER MANAGEMENT COMMITTEES



The administrative levels in Bangladesh are divisions, districts, upazilas, pourashavas and unions. Each of these levels has a DMC. The SOD detail their duties and responsibilities. The City and District DMCs have one representative from the Bangladesh Armed Forces, fire brigade and civil defence. All committees include police and other law enforcement agencies.²

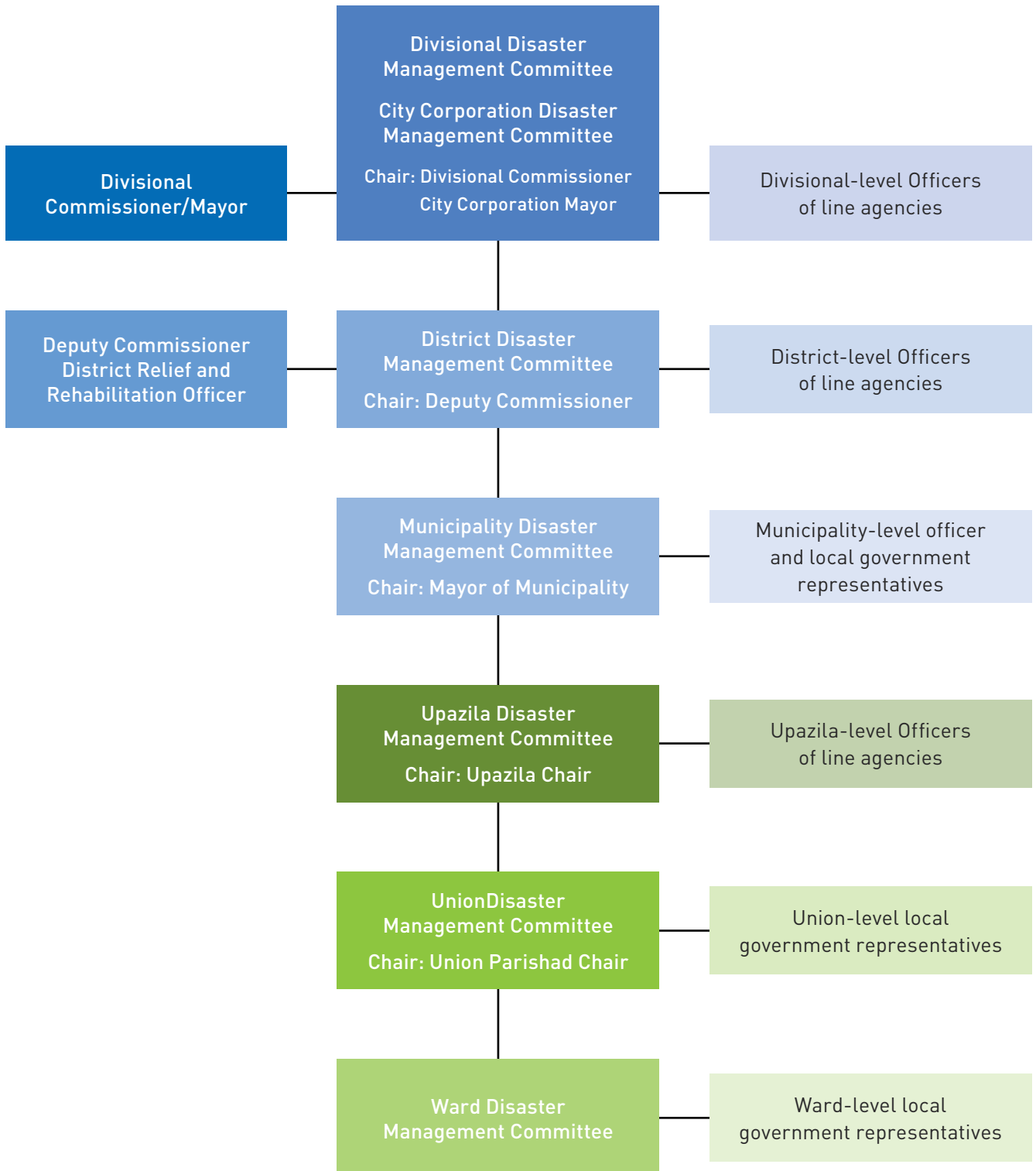
ADMINISTRATIVE DIVISION OF BANGLADESH

	ENGLISH NAME	LEAD AUTHORITY	NUMBER
FIRST LEVEL	National	National Disaster Management Council (NDMC) Inter-ministerial Disaster Management Coordination Committee (IMDMCC) National Disaster Management Advisory Committee (NDMAC)	1
SECOND LEVEL	Divisions	Divisional DMC	8
THIRD LEVEL	Districts	District DMC	64
	City Corporation	City Corporation DMC, City Corporation Ward DMC	12
FOURTH LEVEL	Subdistrict		
	Upazila	Upazila DMC	492
	Municipality (Pourashava)	Municipality (Pourashava) DMC	332
		Municipality (Pourashava) Ward DMC	4,428
	Union	Union DMC	4,554
	Ward	Union Parishad Ward DMC	40,986

¹ Government of Bangladesh, Disaster Management Act No 34, 2012.


² Government of Bangladesh, SOD 2019, Section 4.

SUBNATIONAL DISASTER MANAGEMENT STRUCTURE



KEY GOVERNMENT AGENCIES


MINISTRY OF DISASTER MANAGEMENT AND RELIEF

 **Function:** MoDMR is responsible for advising NDMC and IMDMCC on disaster-related decision-making. The Disaster Management and Relief Division (DMRD) 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 Department of Disaster Management, which provides technical advice to the DMRD for the coordination of disaster management actions from the national to the local level.³

MINISTRY OF HOME AFFAIRS

 **Function:** 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, Rapid Action Battalion, Ansar, Village Defense Party, Border Guard Bangladesh and Bangladesh Coast Guards. MoHA deploys the security forces, directed by the Deputy Commissioner or Upazila Nirbahi Officer, to the affected areas.

PRIME MINISTER'S OFFICE

 **Function:** The PMO is responsible for strategic oversight of all disaster management plans and policies. It provides instructions to all Ministries/Divisions and other government agencies on their roles and responsibilities in disaster response and coordinates the

activities of the National Disaster Management Council. The PMO is also responsible for the establishment of a Disaster Monitoring and Coordination Cell (MCC) for civil-military coordination.

MINISTRY OF DEFENSE












 **Function:** MoD coordinates with MoDMR to include the Armed Forces to assist civilian authorities in disaster management and response. It maintains constant communication with the NEOC, NDRCC and Armed Forces to assist with information management and dissemination in times of emergency. This also includes dispatching early warning alerts from the Bangladesh Metrological Department to MoDMR.

³ Government of Bangladesh. SOD 2019, Section 5.2.4.

COORDINATION MECHANISMS

NATIONAL CLUSTER SYSTEM

National emergency response is organized into sectoral clusters led by the national government and supported by international agency co-leads. The cluster system has been activated for several responses, including for Cyclone Roanu and the floods in 2016 and 2019.

GOVERNMENT AGENCY	SUPPORTING AGENCY	CLUSTER
Strategic Advisory Group (Ministry of Agriculture (MoA), Ministry of Food (MoF), Ministry of Fisheries and Livestock (MoFL), Department of Fisheries, MoDRM)	.....▶ WFP/FAO	.....▶ Food Security
Ministry of Health and Family Welfare (MoHFW)	.....▶ WHO	.....▶ Health
Department of Public Health Engineering (DPHE)	.....▶ UNICEF	.....▶ WASH
Ministry of Housing and Public Works (MoHPW)/MoDMR	.....▶ IFRC/UNDP	.....▶ Shelter
Institute of Public Health and Nutrition (IPHN)	.....▶ UNICEF	.....▶ Nutrition
MoDMR	.....▶ WFP	.....▶ Logistics
Ministry of Education (MoE)	.....▶ UNICEF/SAVE	.....▶ Education
MoDMR/Ministry of Local Government, Rural Development and Co-operatives (MoLGRDC)	.....▶ UNDP	.....▶ Early Recovery
Ministry of Women and Children Affairs (MoWCA)	.....▶ UNICEF	.....▶ Child Protection
MoDMR	.....▶ IOM	.....▶ Displacement Management
MoWCA	.....▶ UNFPA	.....▶ Gender-based Violence

INTER-CLUSTER GROUPS

Eight inter-cluster working groups have been established at the national level: Cash, Community Engagement, Forecast-based Action, Gender in Humanitarian Action (GIHA), Localisation, Needs Assessment, Information Management, and Private Sector Partnership.⁴

⁴ UNRCO Bangladesh, Humanitarian Coordination and Collaboration in Bangladesh, 2020.

NATIONAL EMERGENCY OPERATIONS CENTER

In 2015, a National Emergency Operations Center (NEOC), also termed the National Disaster Response Coordination Center (NDRCC), was established by the Secretariat of the MoDMR as a coordination mechanism for disaster response. The responsibilities of NEOC include organizing search and rescue activities and coordinating responding agencies and organizations.⁵ The NEOC has been activated in several recent disasters, including in the responses to floods in 2015 and 2019.

Functions:

- Collect and share information related to disaster damage
- Establish effective coordination and communication among all stakeholders
- Provide strategic advice based on evaluation of disaster preparedness
- Formulate strategy and framework for emergency response preparedness and operation
- Direct and evaluate emergency response activities
- Institutionalise a monitoring and evaluation system.

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.


MOBILISATION 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. The NDMC decides if foreign assistance is required. The foreign assistance process is outlined in the standard operating procedures (SOP) of the MNCC.

HUMANITARIAN COORDINATION TASK TEAM

In 2019, the Government of Bangladesh, through the approved revised SOD, recognized the present cluster coordination through the Humanitarian Coordination Task Team (HCTT) as a tool for effective coordination with the international community.⁶

The 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 International NGO (INGO) Forum Emergency Sub Group, representatives of the NGO community, the International Federation of the Red Cross (IFRC), and the Bangladesh Red Crescent Society (BDRCS).⁷

 **Co-leads:** MoDMR and UN Resident Coordinator'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.

As a coordination platform for the clusters, the HCTT:

- Facilitates the coordination of cluster activity
- Acts as an inter-cluster coordination platform in the context of a response
- Facilitates provision of technical guidance among clusters
- Develops minimum requirements for cluster preparedness response and recovery.

COORDINATION OF INTERNATIONAL HUMANITARIAN ASSISTANCE

The Ministry of Foreign Affairs (MoFA) leads the coordination of incoming humanitarian assistance. It coordinates requests for international assistance as directed by the government and NDMC.⁸ The On-Site Operations Coordination Centre (OSOCC), set up by the UN Disaster Assessment Coordination (UNDAC) team, and the Reception and Departure Center (RDC), are both civilian coordination mechanisms for international humanitarian assistance that may be activated. They are led by the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) 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.⁹

⁵ Government of Bangladesh, SOD 2019, Section 7.1.

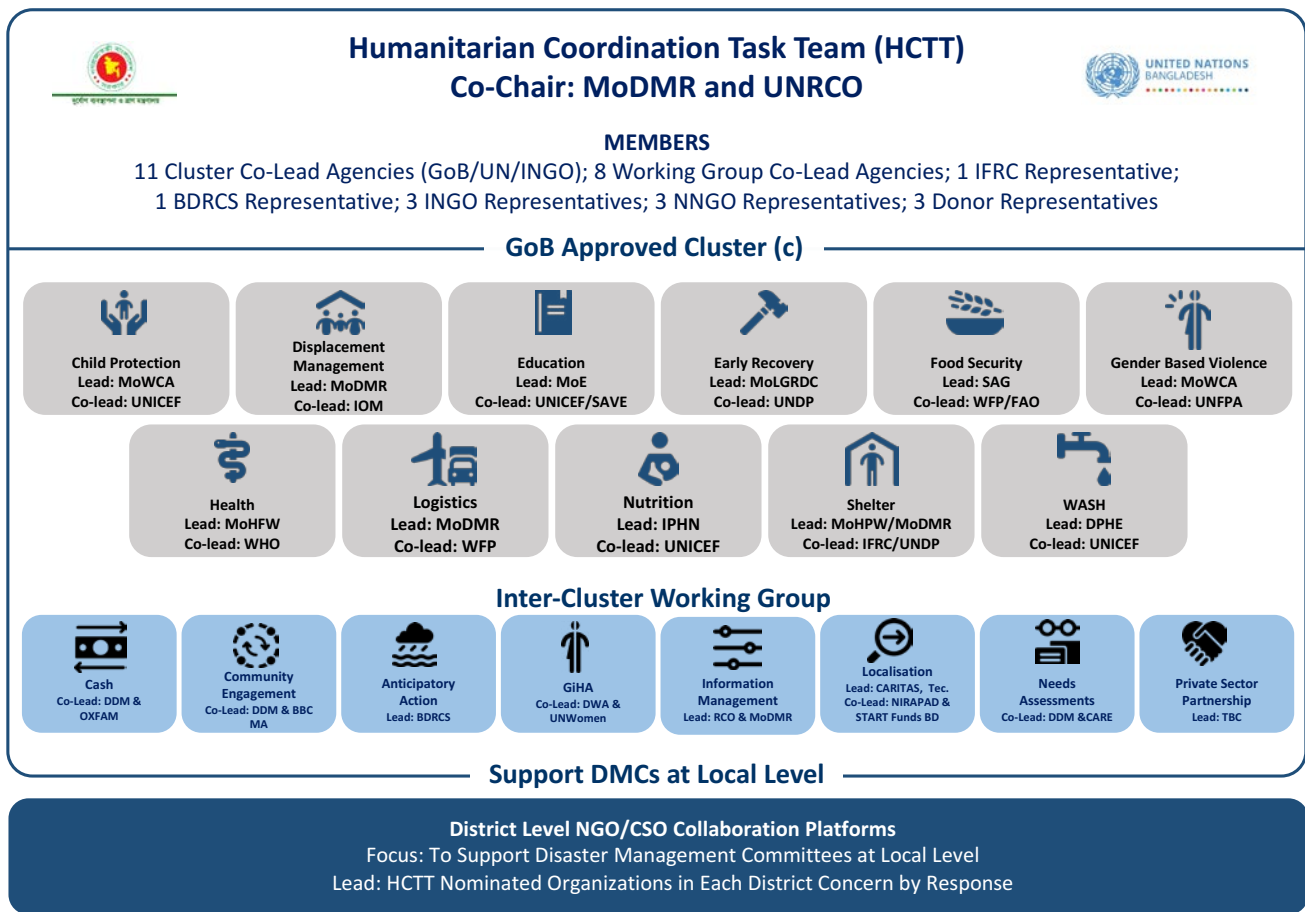
⁶ Government of Bangladesh, SOD 2019, Section 7.3.

⁷ UNRCO Bangladesh, Humanitarian Coordination and Collaboration in Bangladesh, 2020; OCHA, Humanitarian Response in Bangladesh, <https://www.humanitarianresponse.info/en/operations/bangladesh>.

⁸ Guideline for international Assistance Management in Disasters, Standing Orders on Disaster, 2010.

⁹ UNRCO Bangladesh, Humanitarian Coordination and Collaboration in Bangladesh, 2020.

INTERNATIONAL HUMANITARIAN COORDINATION SYSTEM



KEY MILITARY RESPONSIBILITIES IN DISASTER

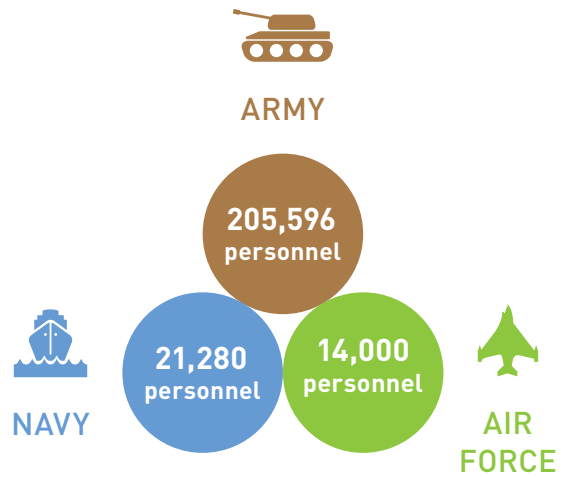
ROLE OF THE BANGLADESH ARMED FORCES

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 SOD describe the duties of the AFD and the Armed Forces according to the following stages:

- Response preparedness stage
- Alert/warning stage
- Disaster stage
- Rehabilitation, reconstruction and recovery stage.

The Armed Forces also has specific standing orders for its involvement in HADR operations.¹⁰

COMPONENTS OF THE ARMED FORCES



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 AFD:** Coordinate the deployment of the Armed Forces in disaster management and the overall relief operation.
- 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 (MCC).

KEY FUNCTIONS OF THE BANGLADESH ARMY IN EMERGENCY RESPONSE

- Assist government agencies in:**
 - Emergency response planning
 - Evacuation processes
 - Search and rescue operations
 - Medical services by Armed Forces Medical Teams, including field hospitals
 - Temporary shelter
 - Damage and needs assessments
- Collecting information and dispatching it to the Prime Minister’s MCC, and the NDMC**
- Establishing a fully operational Control Room at all relevant headquarters**

¹⁰ Government of Bangladesh, SOD 2019, Section 5.2.3.

BANGLADESH ARMED FORCES COORDINATION

DISASTER MONITORING AND COORDINATION CELL

The Prime Minister's Office establishes a MCC, operated by the AFD. Through this mechanism, coordination efforts, including the use of military assets, are channelled to the IMDMCC and NDRCC of the MoDMR. The IMDCC is responsible for decision-making with the MCC.¹¹

HUMANITARIAN ASSISTANCE AND DISASTER RELIEF

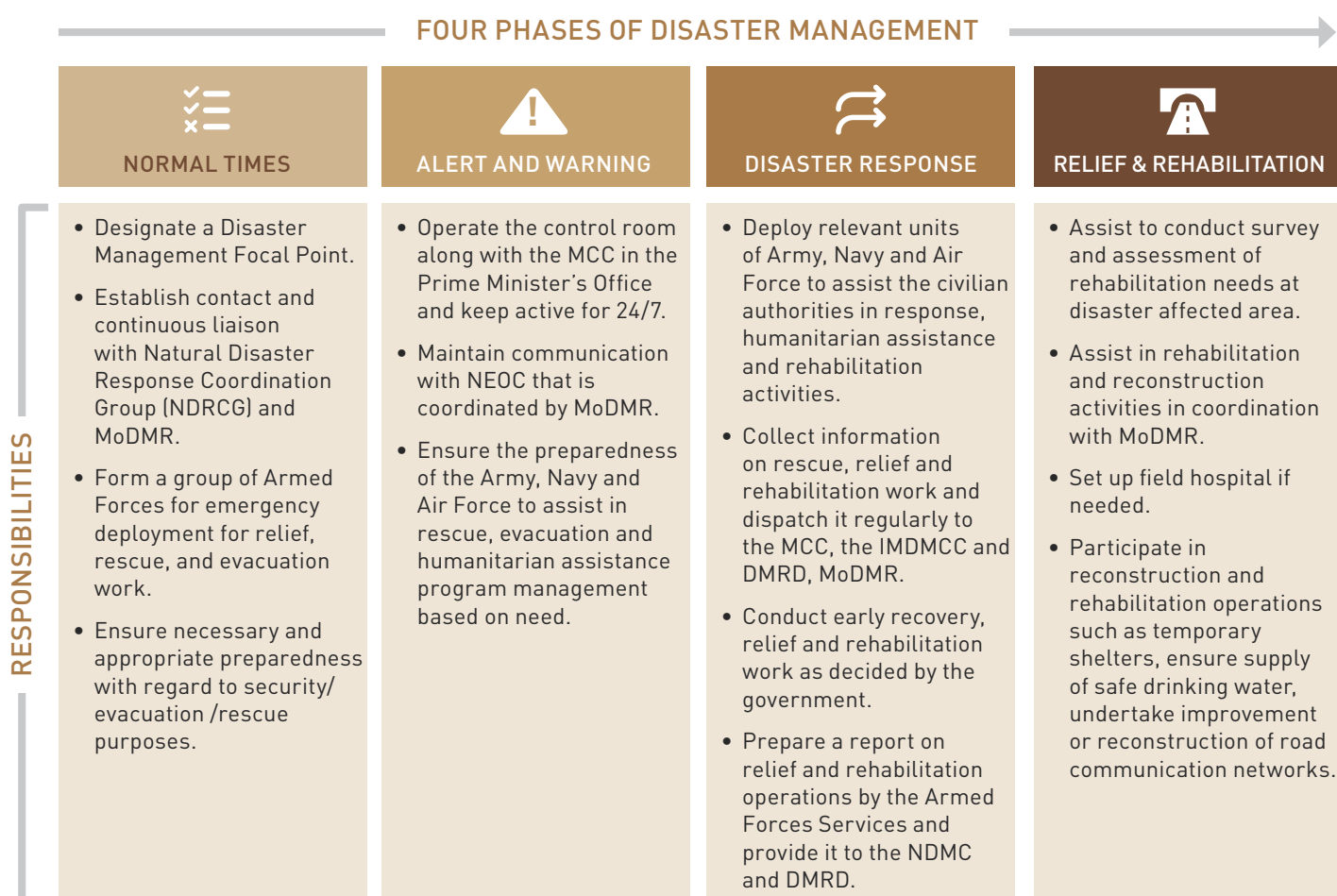
HADR is a key focus area for the AFD. In addition to the Bangladesh Ministry of Defence, the AFD and the Army, Navy and Air Force have constituted responsibilities in disaster response.



KEY DOCUMENT

SOD 2010,
revised in 2019

ARMED FORCES DIVISION RESPONSIBILITIES¹²



¹¹ Government of Bangladesh, SOD 2019, Section 5.2.1.

¹² The specific responsibilities of the Army, Navy and Airforce are detailed in the SOD 2019, Section 5.2.3.

HUMANITARIAN CIVIL-MILITARY COORDINATION MECHANISMS

COORDINATION OF FOREIGN MILITARY ASSETS

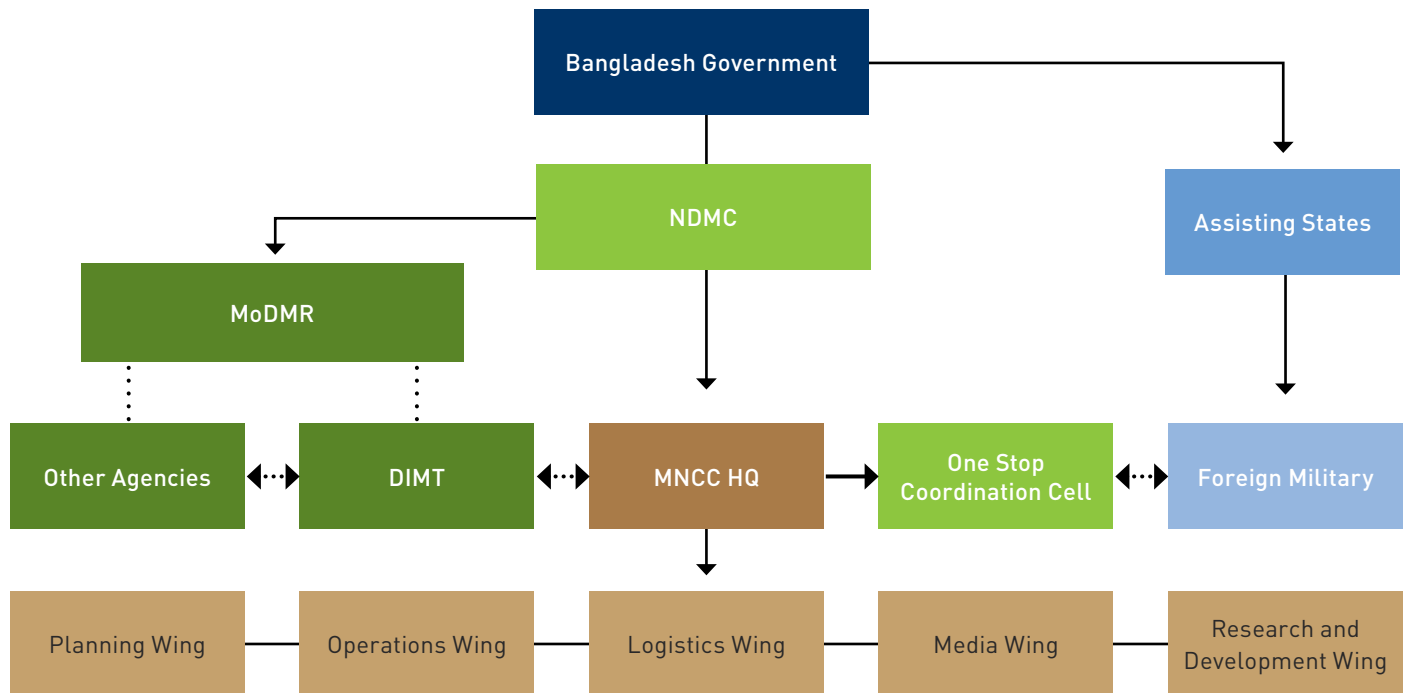
International military assistance is generally based on existing agreements between Bangladesh and other Member States, or provided multilaterally. Foreign Military Assets (FMAs) may either be requested or accepted by the Government of Bangladesh. MoFA is responsible for communicating the need for foreign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

Identifying the availability and use of FMA shall be determined by government agencies and the clusters, in coordination with the Prime Minister’s Office, NDMC, IMDMCC and MoDMR. When FMAs are accepted, the mission structure is established as either joint and combined operations or a multinational force (MNF).¹³

MULTI-NATIONAL 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, an MNCC may be activated. The purpose of an MNCC 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.¹⁴

OPERATIONAL PROCESS OF THE MNCC



¹³ Government of Bangladesh, SOD 2019, Section 7.2.

¹⁴ Armed Forces Division, Standard Operating Procedure of Bangladesh Multinational Coordination Centre, 2019.

CIVIL-MILITARY COORDINATION PLATFORM

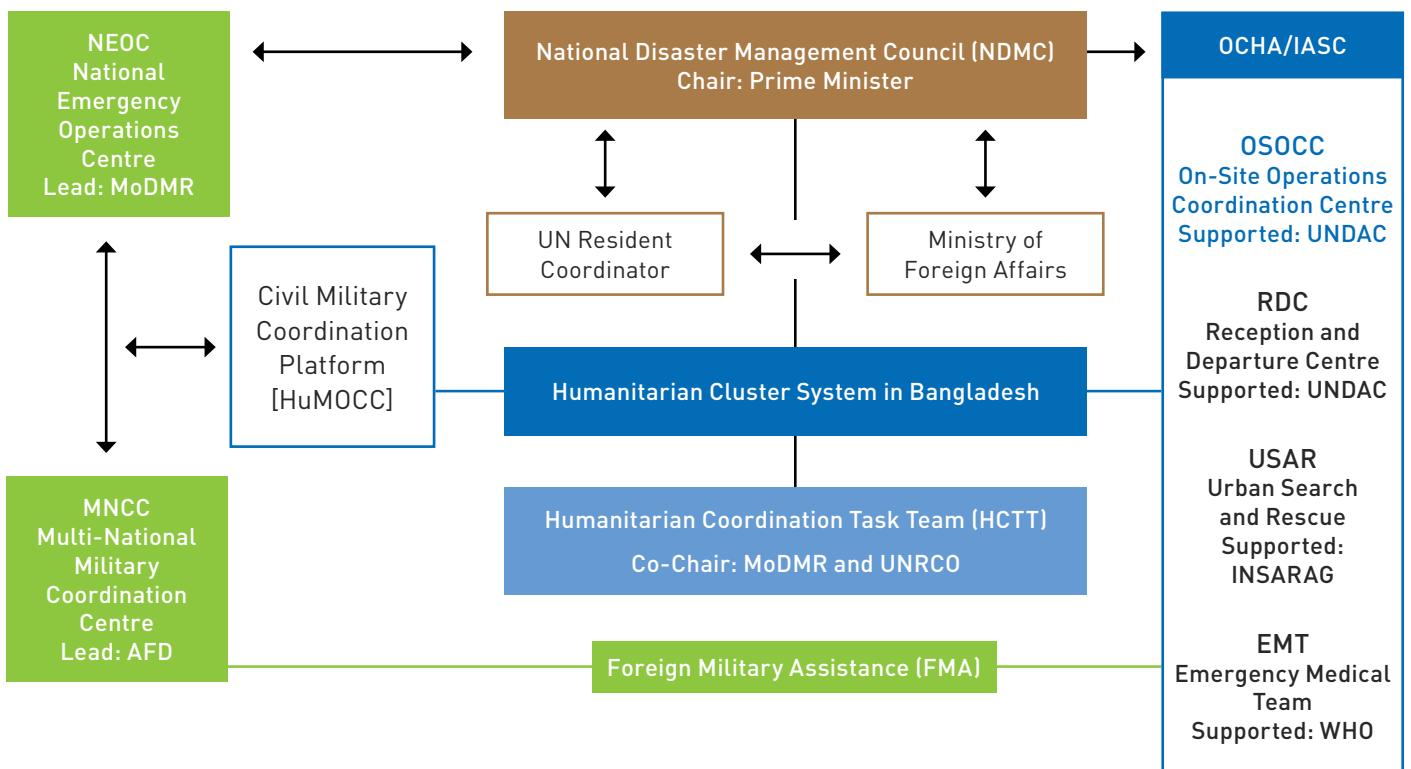
An emerging practice in UN-CMCoord development globally, as well as in Asia and the Pacific, is the development of a platform to facilitate information sharing, task division and the coordination of operational planning between humanitarian and military actors, through the Humanitarian-Military Operational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

The Coordination Platform, established in the SOD 2019, includes representation of higher-level officers from government ministries and departments, the UN systems, and the BDRCS.

The key functions of the Civil Military Coordination Platform are to:


1. Provide recommendations to the National Platform for Disaster Risk Reduction for formulating strategy for effective coordination in DRR and humanitarian response activities.
2. Establish effective coordination and communication with the national and local DMCs and responding agencies to implement a humanitarian assistance program.
3. Provide assistance to the Bangladesh Regional Consultative Group in strengthening coordination between civil and military actors in a humanitarian assistance program.
4. Implement the Bangladesh Consultative Group’s activities coordinating with the Regional Consultative Group (RCG).
5. Assist local DMCs in implementing humanitarian assistance program in a coordinated manner.


INTERNATIONAL ASSISTANCE COORDINATION PROCESS



CASE STUDY: CYCLONE AMPHAN RESPONSE

 **Category 5**

 **20 May 2020**

 **10 million affected**

 **26 fatalities**



The HCTT, co-led by MoDMR and UNRCO additionally supported the GoB-led response. Situation Analysis and Anticipatory Impacts Assessments were issued prior to the cyclone's landfall, activating the Humanitarian Preparedness and Response Plan (HPRP) and triggering anticipatory actions and fund allocations through IFRC and BDRCS.¹⁵

CIVIL-MILITARY COORDINATION

The Bangladesh Armed Forces Division (AFD), including the Army, Navy and Air Force, quickly began conducting emergency search and rescue operations and providing medical assistance in the areas affected by the cyclone. Additionally, the Bangladesh Army began coordinating with the local government to determine overall damage as part of their immediate post-disaster activities.

The AFD provided 146 disaster management teams and 76 medical teams for deployment, and prepared 12,500 relief packages, 16 water purification units and 14 water bladders. A total of 531 Army patrol teams which had been already deployed to fight the COVID-19 crisis were also available to assist the local government with response.

Twenty-five naval ships were deployed in Chittagong, Khulna and Mongla to provide emergency rescue, relief and medical assistance in the sea and coastal areas. The Airforce additionally mobilised 6 transport aircrafts and 22 helicopters to assist with damage assessment, transport of relief items and rescue operations.¹⁶

The AFD coordinated with the Disaster Monitoring and Coordination Cell of the Prime Minister's Office, the MoDMR and the Department of Disaster Management, as well as several other ministries and agencies.

The Armed Forces were also engaged to assist the civil administration for the repair of approximately 1000 kilometers of damaged embankments in the Khulna, Satkhira, and Bagerhat districts.

ABOUT THE RESPONSE






The 'super cyclone' Amphan reached Bangladesh on 20 May 2020. The greatest impact was felt in Satkhira and Khulna, with total damage affecting 19 districts. The Government of Bangladesh (GoB) prepared for the cyclone through the leadership of the MoDMR, facilitating coordination meetings with all relevant stakeholders from 16 May.

The GoB set a record in Bangladesh, evacuating more than 2.4 million people to 14,636 cyclone shelters, with the help of the Cyclone Preparedness Program, BDRCS, Fire Service and Civil Defense, Police, and Armed Forces.

¹⁵ UNRCO Bangladesh, HCTT Response Plan – Cyclone Amphan – United Nations Bangladesh Coordinated Appeal (June-September 2020).

¹⁶ "Cyclone Amphan: Armed Forces begin post-disaster activities in affected areas," *Dhaka Tribune*, 21 May 2020.

CASE STUDY: CYCLONE SIDR

 Category 4
 15 November 2007
 8.9 million affected
 4,234 fatalities
 2.3 billion



In November 2007, Bangladesh experienced one of its worst natural disasters. Tropical 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 some four decades of severe tropical cyclones. The path of Cyclone Sidr was similar to that of 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 evacuated approximately 600,000 Bangladeshis from the path of the storm and housed them 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 18 helicopters and five navy ships to deliver food, medicine and other relief supplies. The key activities that the military executed were:

ACTIVITIES

-  Transportation of relief goods by Air Force assets (helicopters and fixed wing air craft) from Dhaka
-  Transportation of relief goods to affected districts by 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 telecommunications
-  Provided support to district administration in coordination, needs assessment, assigning location and relief items for NGOs, and security.

The US was asked to support the response and sent a large contingent in the form of Operation Sea Angel II. These FMAs included:

- Helicopters and fixed-wing aircraft
- Water purification equipment
- Medical services
- Landing craft 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 LCG coordinated international humanitarian relief and early recovery planning, and MoFA and the Economic Relations Division (ERD) organized meetings for development partner countries and organizations to brief them about the impact of Cyclone Sidr.

A swift response from the international and national aid community supported government efforts. Forty-nine countries provided emergency relief to people affected by the cyclone. The cluster system was activated, co-led by government ministries.

Although the effective role of the ADF in coordinating relief and search and rescue activities was highlighted, several lessons were learned. These lessons have informed recent disaster management developments in Bangladesh, including the 2010 revision of the SOD.

Key learnings from Cyclone Sidr

1. Information sharing between government, the AFD and INGOs during the initial stages could be improved
2. 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
3. Early needs assessments were undertaken by multiple agencies, many independent of each other, and little information was shared in the early stages
4. The Disaster Management Information Centre could play an important information management role in tracking donor contributions.

ACRONYMS AND ABBREVIATIONS

BDRCS	Bangladesh Red Crescent Society
CMCoord	civil-military coordination
DDM	Department of Disaster Management
DER	Disaster and Emergency Response
DIMT	Disaster Incident Management Team
DMC	Disaster Management Committee
DMRD	Disaster Management and Relief Division
DPHE	Department of Public Health Engineering
DRR	disaster risk reduction
EMT	Emergency Medical Team
ERD	Economic Relations Division
FAO	Food and Agriculture Organization
FMAAs	Foreign Military Assets
GIHA	Gender in Humanitarian Action
HADR	humanitarian assistance and disaster relief
HCTT	Humanitarian Coordination Task Team
HuMOCC	Humanitarian-Military Operational Coordination Concept
IFRC	International Federation of the Red Cross
IMDMCC	Inter-Ministerial Disaster Management Coordination Committee
IOM	International Organization for Migration
IPHN	Institute of Public Health Nutrition
LCG	Local Consultative Group
MCC	Monitoring and Coordination Cell
MNCC	Multi-National Coordination Center
MNF	multinational force
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoF	Ministry of Food
MoFA	Ministry of Foreign Affairs
MoDMR	Ministry of Disaster Management and Relief
MoHAA	Ministry of Home Affairs
MoHFW	Ministry of Health and Family Welfare
MoLGRDC	Ministry of Local Government, Rural Development and Co-operatives
MoWCA	Ministry of Women and Children Affairs
NDMAC	National Disaster Management Advisory Committee
NDMC	National Disaster Management Council
NDRCC	National Disaster Response Coordination Center
NDRCG	Natural Disaster Response Coordination Group

NEOC	National Emergency Operations Center
NGOs	non-governmental organizations
NPDM	National Plan for Disaster Management
OSOCC	On-Site Operations Coordination Centre
PR DREE	Pacific Resilience Disaster Response Exercise & Exchange
RCG	Regional Consultative Group
RDC	Reception and Departure Center
SAARC	South Asian Association for Regional Cooperation
SDGs	Sustainable Development Goals
SOD	Standing Orders on Disaster
SOP	standard operating procedures
UN	United Nations
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNDAC	UN Disaster Assessment Coordination
UNOCHA	UN Office for the Coordination of Humanitarian Affairs
UNRCO	UN Resident Coordinator's Office
US	United States
WASH	Water, sanitation and hygiene
WFP	World Food Programme
WHO	World Health Organization

REFERENCES

- Armed Forces Division, Prime Minister's Office, Bangladesh. Standard Operating Procedure of Bangladesh Multinational Coordination Centre. 2019.
- Asian Disaster Reduction Center (ADRC), Information on DRR of the member countries: Bangladesh. 2020.
- Center for Excellence in Disaster Management and Humanitarian Assistance. Bangladesh: Disaster Management Reference Handbook. 2020.
- "Cyclone Amphan: Armed Forces begin post-disaster activities in affected areas." Dhaka Tribune. 21 May 2020.
- Management Database (EM-DAT), Center for Research on the Epidemiology of Disasters (CRED). 2020.
- INFORM. Country Profile Bangladesh. 2020.
- Government of Bangladesh. Disaster Management Act No 34 (2012).
- Government of Bangladesh. Disaster Management Policy. 2015.
- Ministry of Disaster Management and Relief, Government of Bangladesh. National Plan for Disaster Management (2016-2020).
- Ministry of Disaster Management and Relief, Government of Bangladesh. Standing Orders on Disaster (2019).
- 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. National Plan for Disaster Management 2012-2015.
- 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.
- Office of the UN Resident Coordinator, Bangladesh. Humanitarian Coordination and Collaboration in Bangladesh Handbook. 2020.
- UNRCO Bangladesh. Cyclone Amphan Flash Update #2 (22 May 2020).
- UNRCO Bangladesh. HCTT Response Plan – Cyclone Amphan – United Nations Bangladesh Coordinated Appeal (June-September 2020).



INDONESIA



HUMANITARIAN CIVIL-MILITARY COORDINATION IN EMERGENCIES

Indonesian soldiers with New Zealand military personnel unload relief goods at the Mutiara SIS Al-Jufrie Airport in Palu on October 8, 2018, Central Sulawesi, Indonesia. Photo: Ivan Damanik/ZUMA Wire/Alamy Live News



INDONESIA

Civil-military coordination (CMCoord) 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 Indonesia’s 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

In previous large-scale disasters, such as the 2004 Indian Ocean tsunami, the 2009 West Sumatra earthquake and the 2018 Sulawesi earthquake and tsunami, foreign military assets (FMAs) have been deployed to support several response operations. Indonesia has developed legal and policy frameworks to regulate international assistance and was one of the first countries to incorporate International Disaster Response Law (IDRL) provisions into domestic frameworks.³

In 2016, a Civil-Military Technical Working Group was established to develop clear protocols for humanitarian-military coordination and to clarify task division and standard operating procedures (SOPs) for the Multi-Agency Coordination (MAC) Center and the Multi-National Coordination Center (MNCC). The Government of Indonesia (GoI) is currently undertaking a review of the Disaster Management Law, which is expected to further clarify the role of TNI in humanitarian assistance and disaster relief (HADRL).

Coordination in action

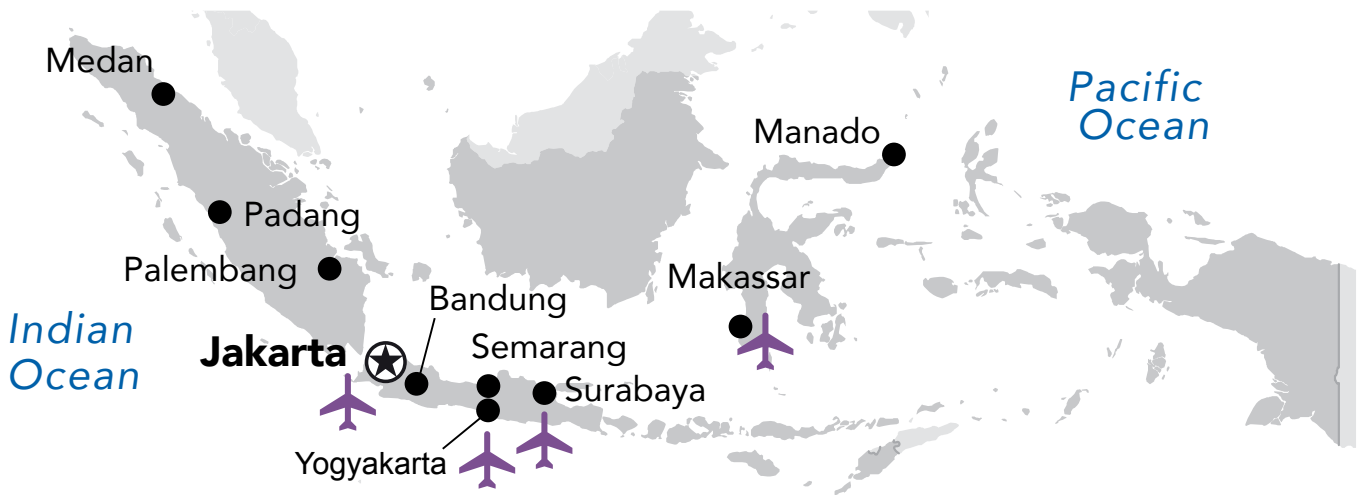
Following the 2018 Sulawesi earthquake and tsunami, the Government of Indonesia welcomed specific international assistance, including Foreign Military Assets. The Coordinating Minister for Political, Legal and Security Affairs, being a retired Army General, was appointed to coordinate the response, highlighting the integral role of TNI. Incoming FMAs were determined jointly by the Coordinating Ministry, Ministry of Defense and BNPB, while international assistance from civilian agencies was coordinated by the Coordinating Ministry, Ministry of Foreign Affairs and BNPB, with the support of AHA Center. In Central Sulawesi, Integrated Joint Task Command (Kogasgabpad) was set up by the Coordinating Ministry to manage civil-military coordination. BNPB was represented through its managed post, Pospenas, and was supported by ASEAN ERAT and UNDAC.

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

- 2002
 - Republic of Indonesia Law 3 on National Defence enacted.
- 2004
 - Indian Ocean Tsunami – TNI responds and FMAs from more than 35 countries are 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. The BNPB and Badan Penanggulangan Bencana Daerahs (Provincial and District Disaster Management Agencies, BPBDs) are 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. GoI welcomes 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 is welcomed.
- 2014
 - National cluster system established.
- 2016
 - Civil-Military Technical Working Group established.
 - Development of National Disaster Response Framework (NDRF).
- 2018
 - Lombok earthquake. TNI deployed. Integrated Joint Task Command (Kogasgabpad) established to coordinate response.
 - Sulawesi earthquake and tsunami. TNI deployed and Kogasgabpad established. GoI welcomes specific offers of international assistance coordinated through the AHA Centre.
 - Indonesia hosts the 7th ARDEX.

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, 2018.
 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.

DISASTER RISK PROFILE



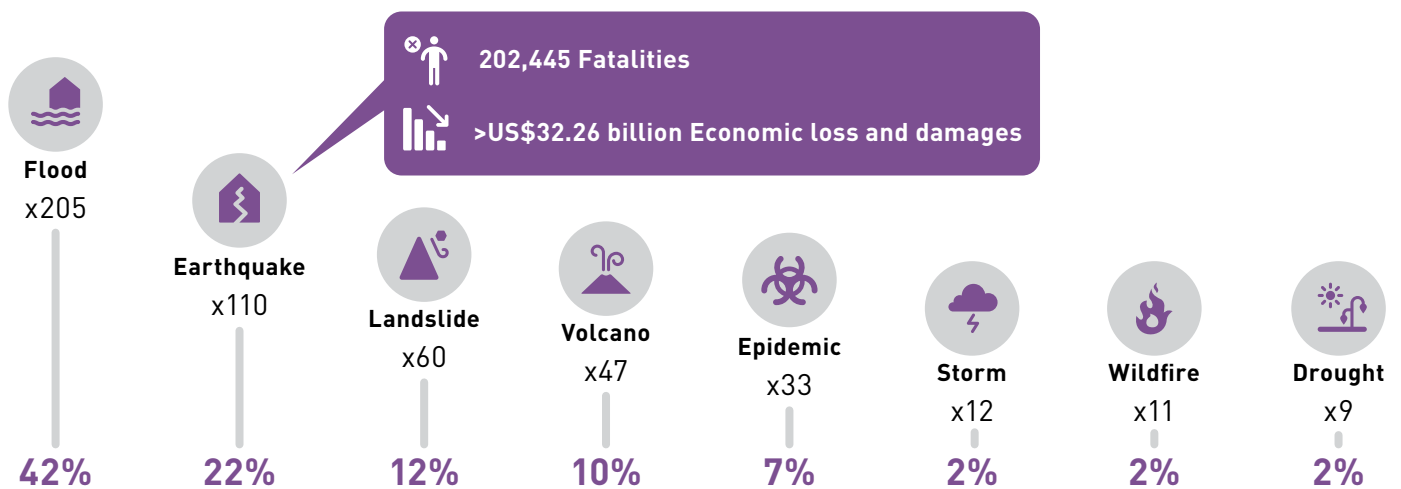
KEY FACTS

- Official name:** Republic of Indonesia
- Area:** 1,904,569 km²
- Population:** 274,108,479 (2020)
- Capital:** Jakarta
- Official language:** Bahasa Indonesia
- Disaster focal point:** BNPB
- Military:** TNI
- Police:** Indonesian National Police (Kepolisian Negara Republik Indonesia, POLRI)

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 tropical cyclones, storm surges, landslides, floods and droughts due to its location along the Pacific typhoon belt. Indonesia has also experienced major forest fires over the last 20 years, most severely in 2015, where more than two million hectares of land were burnt. In 2019, the BNPB recorded 3,622 natural disasters that claimed 475 lives.⁴

FREQUENCY OF DISASTERS 1970-2020



Source: Emergency Events Database (EM-DAT), Center for Research on the Epidemiology of Disasters (CRED), 2020.

⁴ Jakarta Post, '3,622 natural disasters occurred in 2019: BNPB' 2019.

MAJOR DISASTERS (2010-2020)



Displaced population
 Fatalities
 Economic loss

Source: EM-DAT CRED, 2020

INFORM INDEX FOR RISK MANAGEMENT

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

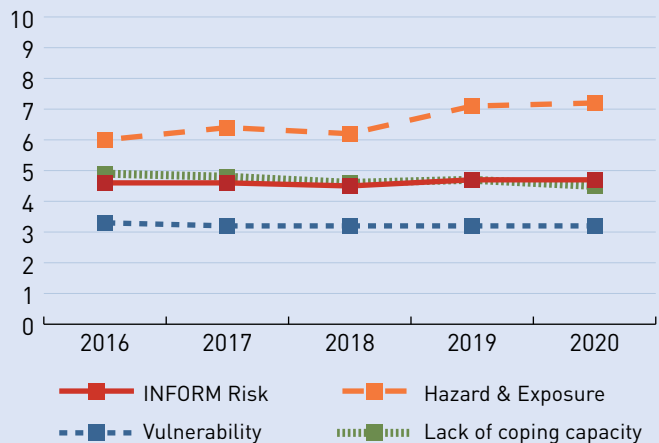
INFORM RISK VALUE AND RANKING

INFORM RISK AND DIMENSIONS OF RISK	VALUE	GLOBAL RANK
INFORM Risk	4.7	59
Hazard & Exposure	7.2	20
Vulnerability	3.2	102
Lack of coping capacity	4.5	88

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

INFORM RISK FIVE-YEAR TREND (2016-2020)

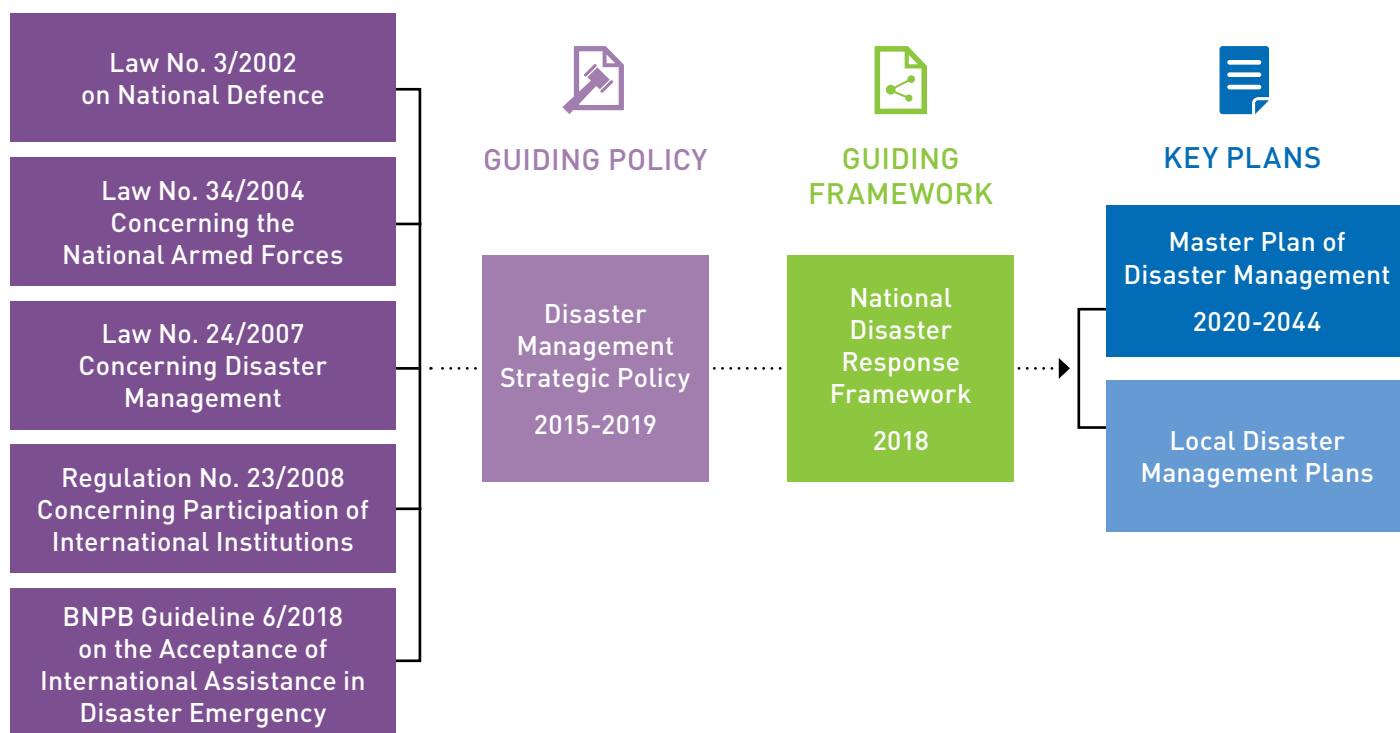
The 5-year trend for risk in Indonesia has remained relatively stable, with a slight increase in risk due to hazard and exposure over the last two years.





KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION




LAWS, REGULATIONS & GUIDELINES




 **Law of the Republic of Indonesia Number 3 of 2002 on National Defense.** This law outlines the role of TNI in 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. This law is currently undergoing an extensive review process (see update below).

 **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 stipulates the authority for determining participation, planning and reporting processes, and outlines roles and responsibilities for managing international involvement in all phases of disaster management.

 **BNPB Guideline Number 6 of 2018 on the Acceptance of International Assistance in Disaster Emergency.** 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.



Minister of Defence Regulation Number 35/2011.

This regulation outlines TNI's assistance to local governments and in responding to disasters.



Disaster Management Strategic Policy (2015–19).

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, reduction of disaster vulnerability and increased disaster management capacity. The updated Strategic Policy 2020–24 is currently in development.



Master Plan of Disaster Management (2020 - 2044).

This plan was established by Presidential Regulation Number 87 of 2020 to replace the National Disaster Management Plan (2015-2019). It outlines key disaster management planning priorities and activities, including guidelines for development of strategic plans for government agencies and ministries. It stipulates that BNPB and TNI work closely in disaster management.



National Disaster Response Framework (2018).

The NDRF was finalised in 2018, and fulfils the mandate of Disaster Management Law No. 24 of 2007 to clarify roles and responsibilities in disaster management. It serves as a guidance document and sets strategy and doctrine for how all stakeholders build, sustain and deliver core capabilities in disaster response in an integrated manner. It affirms the coordination role of BNPB and BPBDs and sets guidelines for collaboration with national and international partner organizations.



UPDATE: Review of Indonesia's Disaster Management Law

The Gol is currently revising the Disaster Management Law (Law Number 24 of 2007). This will redefine the roles and responsibilities of key disaster management stakeholders, including the BNPB and TNI. It will emphasise disaster risk reduction, and clarify plans, processes and alignment between national and local disaster management authorities. Additionally, as a result of the COVID-19 pandemic, the revised disaster management law will include plans and policy for responding to non-natural disasters.

At the time of writing, draft legislation was being considered by the Indonesian House of Representatives. The Gol has conducted several group discussions with relevant stakeholders to ensure that the revision incorporates lessons from past disasters and addresses multi-sectoral issues. The review is expected to expand the role of TNI in disaster management and to clarify its role in HADR.

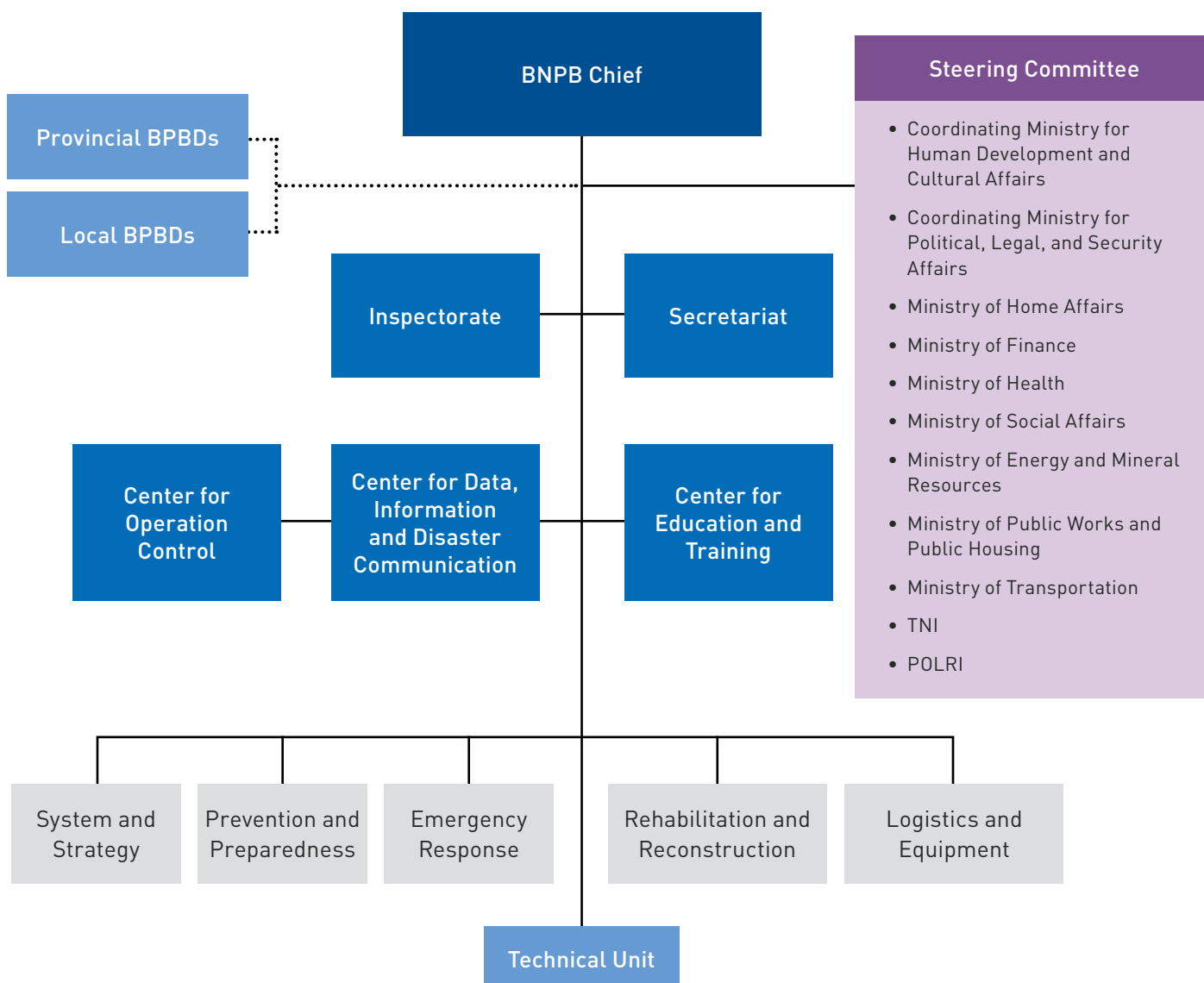
KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

NATIONAL DISASTER FOCAL POINT


NATIONAL DISASTER MANAGEMENT AGENCY (BNPB)


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




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:


- System and Strategy
- Prevention and Preparedness
- Emergency Response
- Rehabilitation and Reconstruction
- 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 system and strategy, 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 the House of People's Representatives. It consists of relevant government officials, TNI, POLRI and professional community members.⁵

 **Military and police force representation:** TNI and 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:** 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, provincial and district levels to monitor potential disasters and provide data and information during disasters to BNPB and other government agencies.

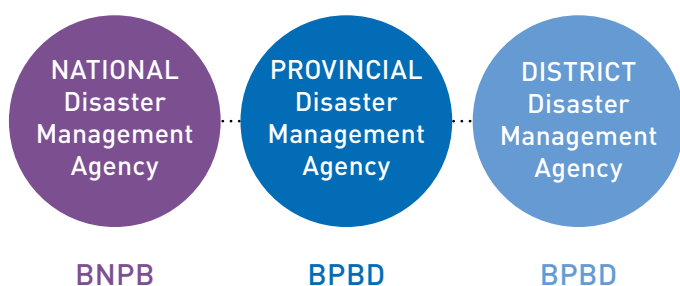
⁵ Presidential Decree 8/2008 on BNPB.

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 if 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% of the districts and cities in the country. Each BPBD has its own regulation as the policy basis of its establishment, role and functions.

NATIONAL, PROVINCIAL AND DISTRICT LEVELS



The sub-national local government structure in Indonesia has four administrative levels: provinces; districts and municipalities; sub-districts and villages. Each province has its own legislative body and system of government. Heads of sub-national governments are directly elected by the people.

PROVINCIAL AND DISTRICT DISASTER MANAGEMENT AGENCIES (BPBD)

Leadership: At the provincial level, a BPBD is led by an official ranking second to the governor. At the district/municipal level, each BPBD is led by an official ranking second to the mayor or head of the district (regent).

Functions: Responsibility for disaster management in Indonesia is decentralized, so district and provincial BPBDs are the responsible agencies for disaster response in the first instance, supported by BNPB as 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 decide how disaster relief funds should be expended.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, seminar or workshops and participation in exercises.

Role of the military: 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)	7,246
Village	Desa and kelurahan	71,074

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

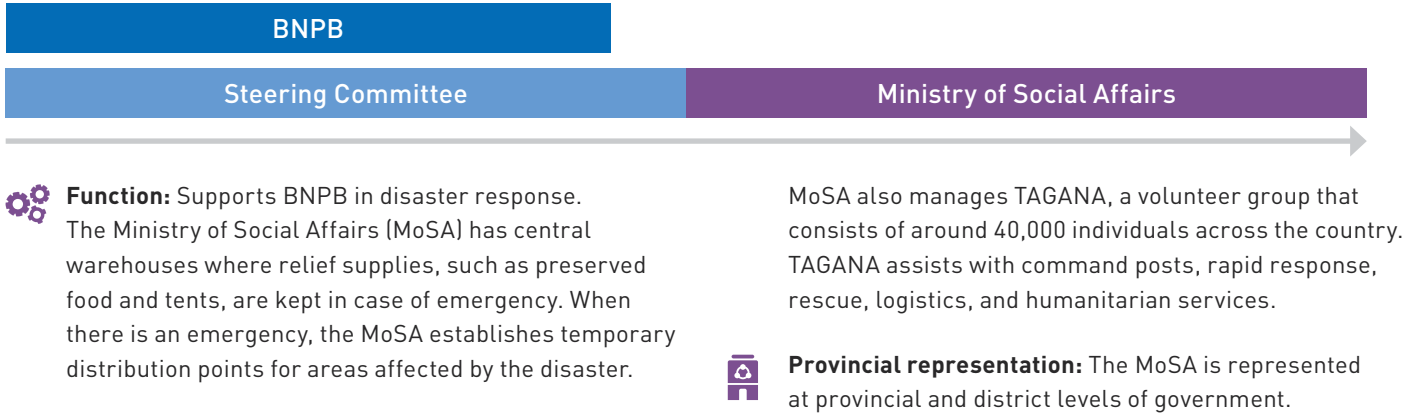
⁷ Presidential Directive of 2007.

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

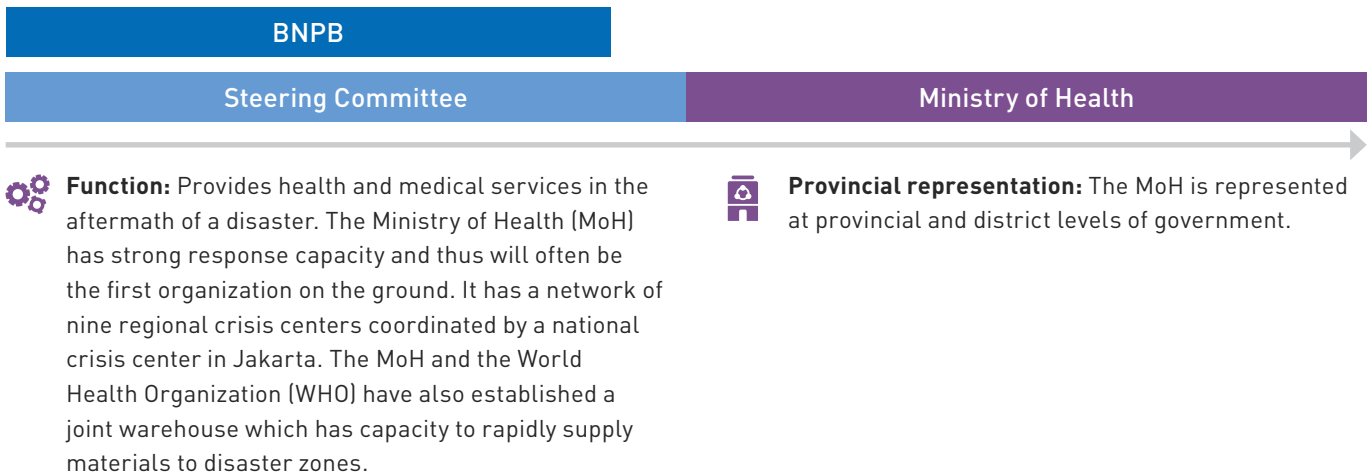
⁹ Center for Excellence in Disaster Management and Humanitarian Assistance, Disaster Management Reference Handbook Indonesia, 2015.

KEY GOVERNMENT AGENCIES

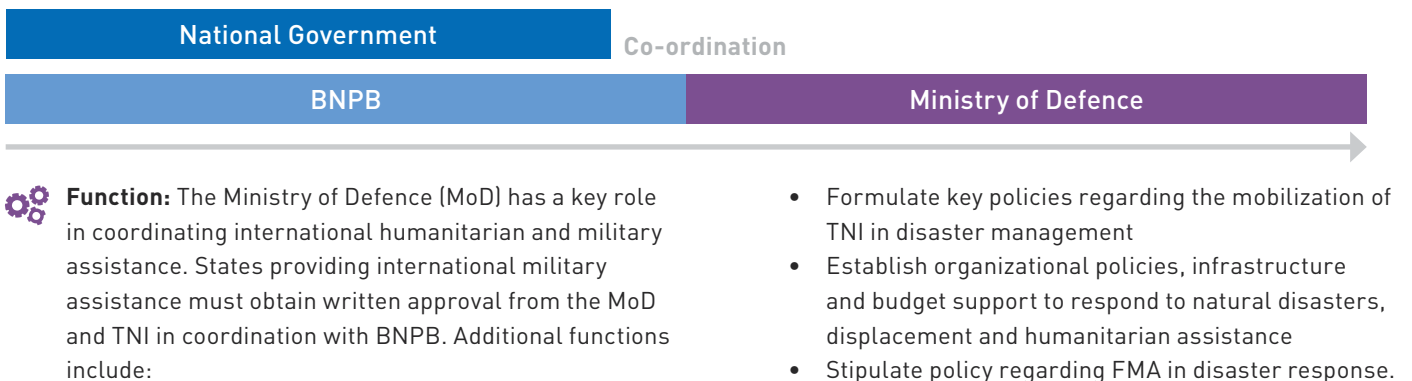
MINISTRY OF SOCIAL AFFAIRS



MINISTRY OF HEALTH




MINISTRY OF DEFENCE




COORDINATION MECHANISMS


INCIDENT COMMAND SYSTEM


Indonesia uses the Incident Command System also known as Disaster Response Command System (SKPDB) in disaster response. ICS is a standardized, on-scene, all-hazard incident management concept that facilitates inter-operability between disaster response personnel and other agencies in different jurisdictions.


 **Operational guidelines:** BNPB Regulation No. 10 / 2008, No. 14 / 2010 and No. 03 / 2016.


 **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 supports 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.

 **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.






 **National forwarding post (Pospenas):** 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.

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

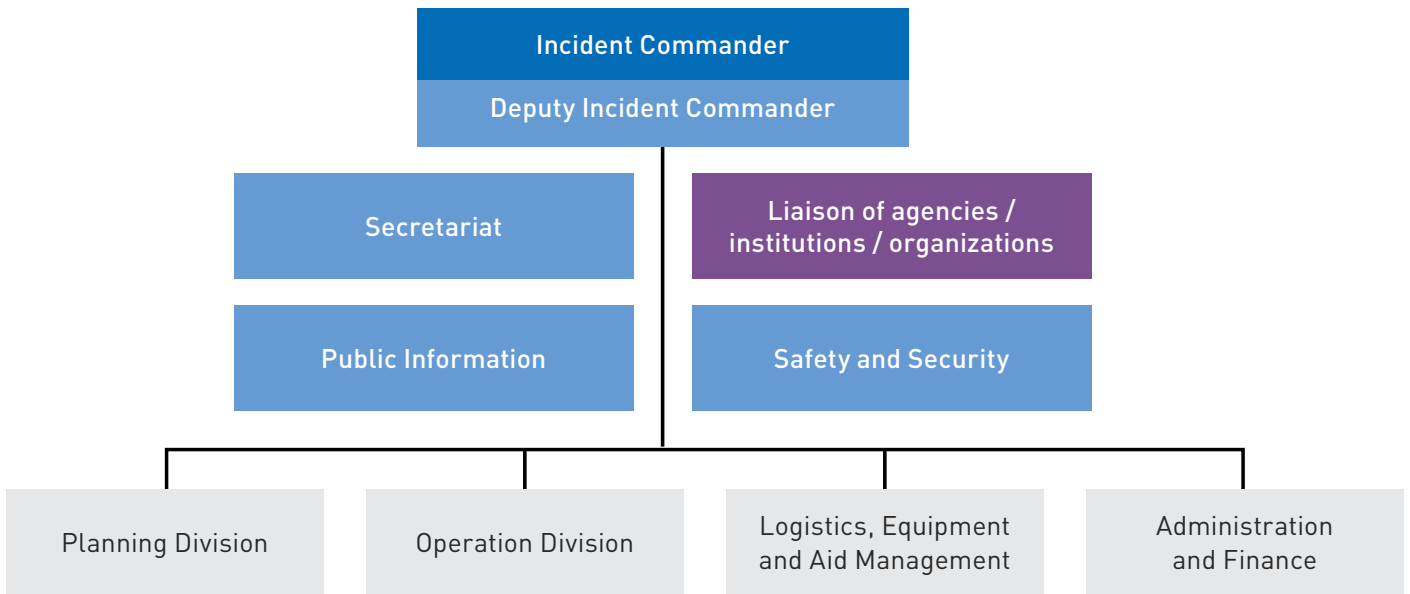
 **SKPDB adaption of ICS:** SKPDB is a coordination system adapted from ICS to enable effective response to incidents of any size from all levels of government. It operationalizes the ICS through 4 core components:

- **Emergency response command post:** Coordinates, controls, monitors and evaluates emergency actions in a disaster. This is the center of command activity.
- **Emergency response field post:** Operational-level action center. Field posts may be located at the heart of the emergency, adjacent to the disaster event, and/or on site at locations for displaced persons.
- **Emergency response facilitation post:** Activated when needed. Coordinates mobilisation of assistance at national, regional, or provincial level. Additional facilitation posts can be activated as needed. This is an administrative action team.
- **Emergency response support post:** Activated when needed. Provides smooth and easy transition of supplies from outside the affected area to the locations where resources are needed. Additional support posts may be activated as needed. This is a national-level operational support activity. Support posts are most often located at transportation hubs, such as airports, to assist with distribution of domestic and international aid.

KEY FUNCTIONS:

- ACTIVITIES**
-  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

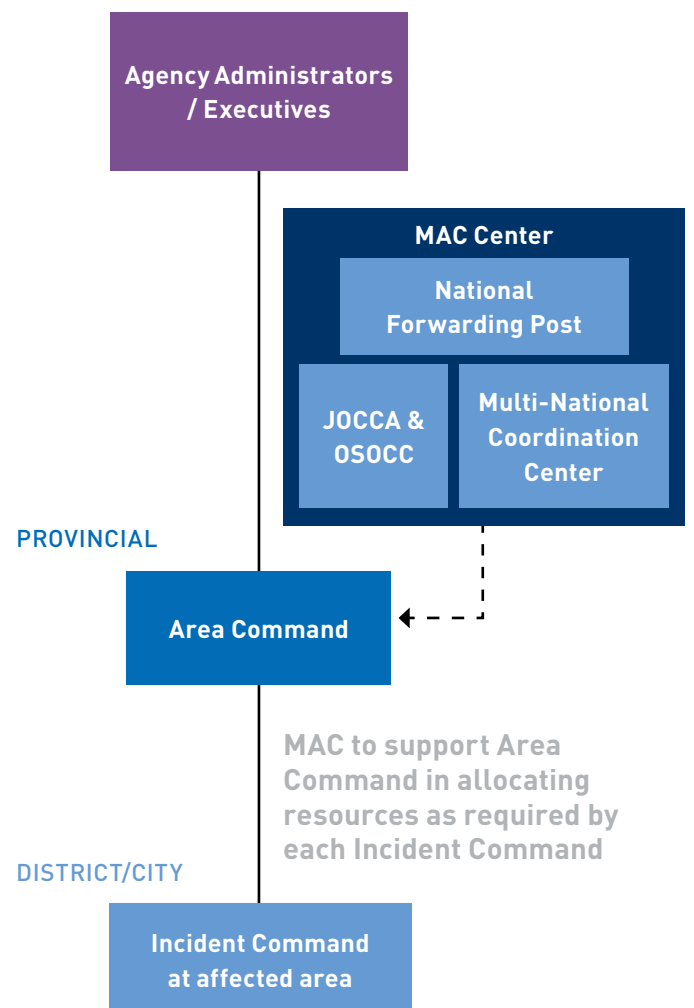


Inter-operability

Guidelines are currently in development for inter-operability with clusters and other coordination mechanisms. The ICS also coordinates with the MAC Center. The MAC Center supports the local incident command post through the area command post. The command system is implemented at the district level, but any incoming international resources are coordinated through the MAC Center to avoid duplication and ensure international assistance is aligned with humanitarian needs.







INCIDENT COMMAND SYSTEM COORDINATION WITH OTHER MECHANISMS









NATIONAL



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, supported by global cluster leads.

-  **Established by:** BNPB Cluster System Decree No. 173 / 2014.
-  **Operational guidelines:** Guidelines have been developed for the Displacement and Protection, 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 assistance
-  **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.

GOVERNMENT AGENCY		SUPPORTING AGENCY		CLUSTER
Ministry of Health (MoH)	.....▶	WHO / UNICEF	.....▶	Health <ul style="list-style-type: none"> • Psychosocial support • Reproductive health
Ministry of Education (MoE)	.....▶	UNICEF / Save the Children	.....▶	Education
Ministry of Social Affairs (MoSA)	.....▶	IOM, IFRC, UNICEF, UNHCR, UNFPA	.....▶	Displacement and protection <ul style="list-style-type: none"> • Camp Coordination and Camp Management (CCCM) • Shelter • WASH • Protection of Vulnerable Groups • Cash and Voucher Assistance • Community Engagement
BNPB	.....▶	WFP	.....▶	Logistics
Ministry of Home Affairs (MoHA)	.....▶	UNDP	.....▶	Early Recovery
Ministry of Public Works (MoPW)	.....▶	WFP	.....▶	Emergency Telecommunications
Ministry of Agriculture (MoA)	.....▶	FAO / WFP	.....▶	Food Security and Agriculture
BASARNAS	.....▶	OCHA	.....▶	Search and rescue

FAO Food and Agriculture Organization
 IFRC International Federation of Red Cross and Red Crescent Societies
 IOM International Organization for Migration
 OCHA UN Office for the Coordination of Humanitarian Affairs
 UNDP United Nations Development Programme

UNHCR United Nations High Commissioner for Refugees
 UNFPA United Nations Population Fund
 UNICEF United Nations Children's Fund
 WFP World Food Programme
 WHO World Health Organization

EMERGENCY OPERATIONS CENTERS

Operational Guidelines: Head of BNPB regulation Number 15 of 2012 regarding Disaster Management EOC Guideline.

EOCs, led by BPBDs, are the coordination hubs in disaster response for multiagency command and coordination, decision-making and information management at the provincial level.

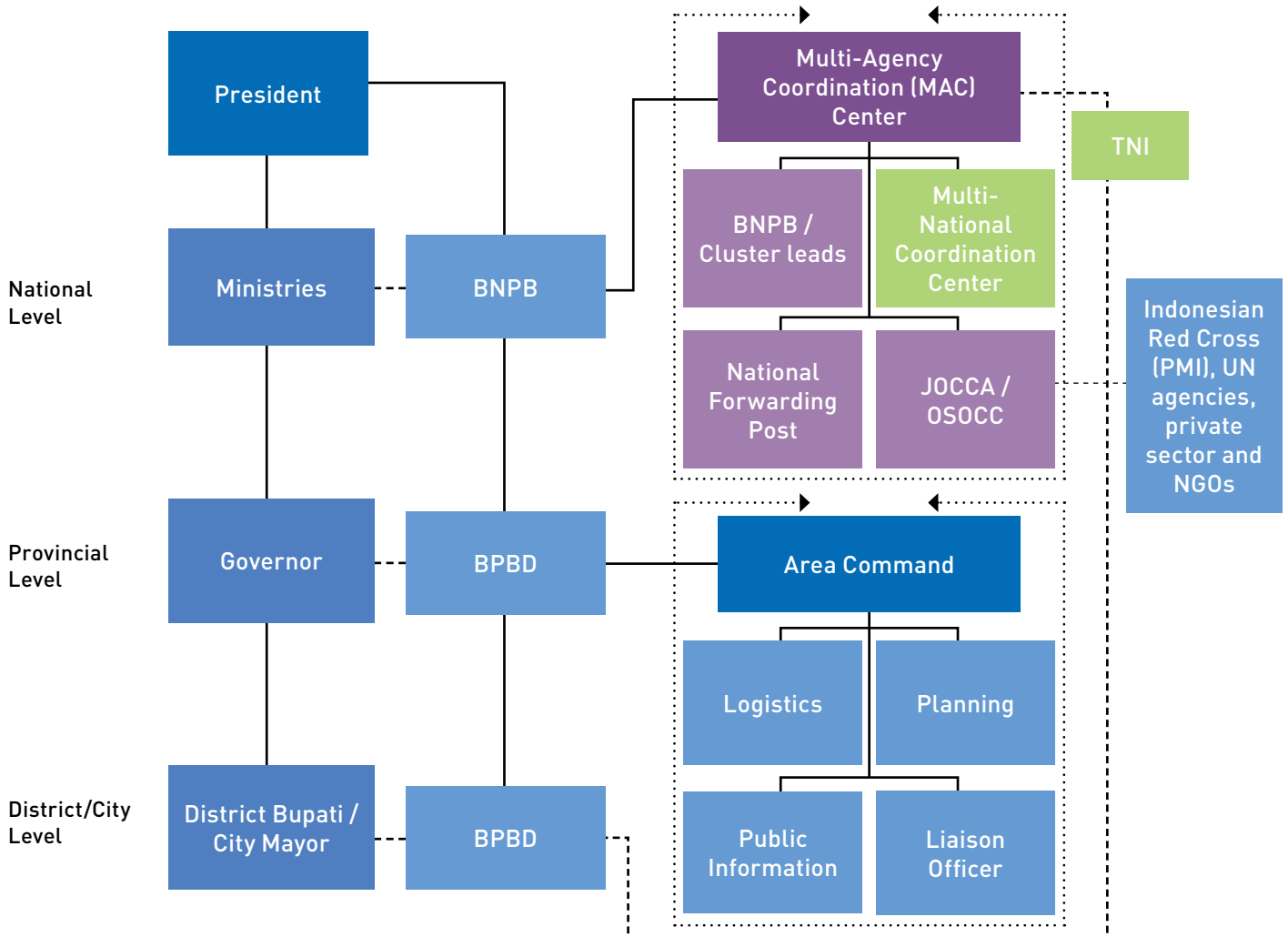
EOCs have been established in several provinces and are linked via a national disaster management information system. EOCs monitor disaster impacts, and provide information to the incident commander at the district/municipality level and area commander at the provincial level.

MULTI-AGENCY COORDINATION CENTER

The MAC Center is a national coordination mechanism for disaster response. It is composed of BNPB, the MNCC, the National Forwarding Post (Pospenas), the On-Site Operations Coordination Centre (OSOCC, when activated), cluster lead agencies and the AHA Center, through the Joint Operations and Coordination Center (JOCCA).

In large-scale emergencies, the MAC Center will be established at the disaster area. The MAC Center 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



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:

- The magnitude of the disaster exceeds the Gol's ability to respond
- Issuance of a statement from the Gol that it will accept offers of assistance from international responders in line with the needs of the affected population.

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

- Rapid assessments completed by BNPB and/or BPBD, and formally approved by BNPB
- An initiation letter from BNPB granting access to the requesting organization.

To facilitate the entry of international assistance, BNPB – in cooperation with the relevant government at the national and local levels of the province or district/city – will:

- Determine the military bases, airports and/or seaports that will serve as the entry points for international assistance
- Establish the supporting post at each identified military base, airport and seaport.¹⁰

The OSOCC is a civilian coordination mechanism for international humanitarian assistance that may be activated at the request of BNPB, led by UN OCHA and often co-located with Incident Command Field Posts. OSOCC is used as a link between international responders and Gol.

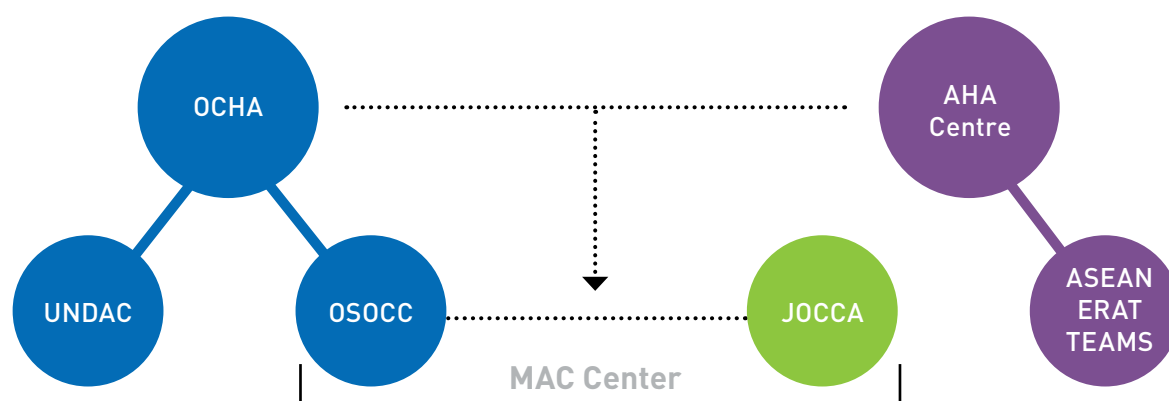
JOINT OPERATIONS AND COORDINATION CENTER

International assistance will be coordinated by the AHA Centre and UN OCHA, prioritising assistance provided by ASEAN Member States. The AJDRP outlines the requirement for a coordination platform for ASEAN Member States to be established in disaster response.

In response to a disaster in Indonesia, an ASEAN ERAT will establish the JOCCA at the disaster-affected area

The purpose of JOCCA is to coordinate the Indonesian contribution to the response with that of ASEAN Member States and other international responders. 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 Forwarding Post.

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 and Coordination Centre of ASEAN

AHA Centre	ASEAN Humanitarian Assistance Centre
ASEAN ERAT	ASEAN Emergency Response and Assessment Team
MAC Center	Multi-Agency Coordination Center

¹⁰ BNPB Guideline Number 6 of 2018.

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.

Clearance for international resource mobilization: BNPB and the Ministry of Foreign Affairs (MoFA).

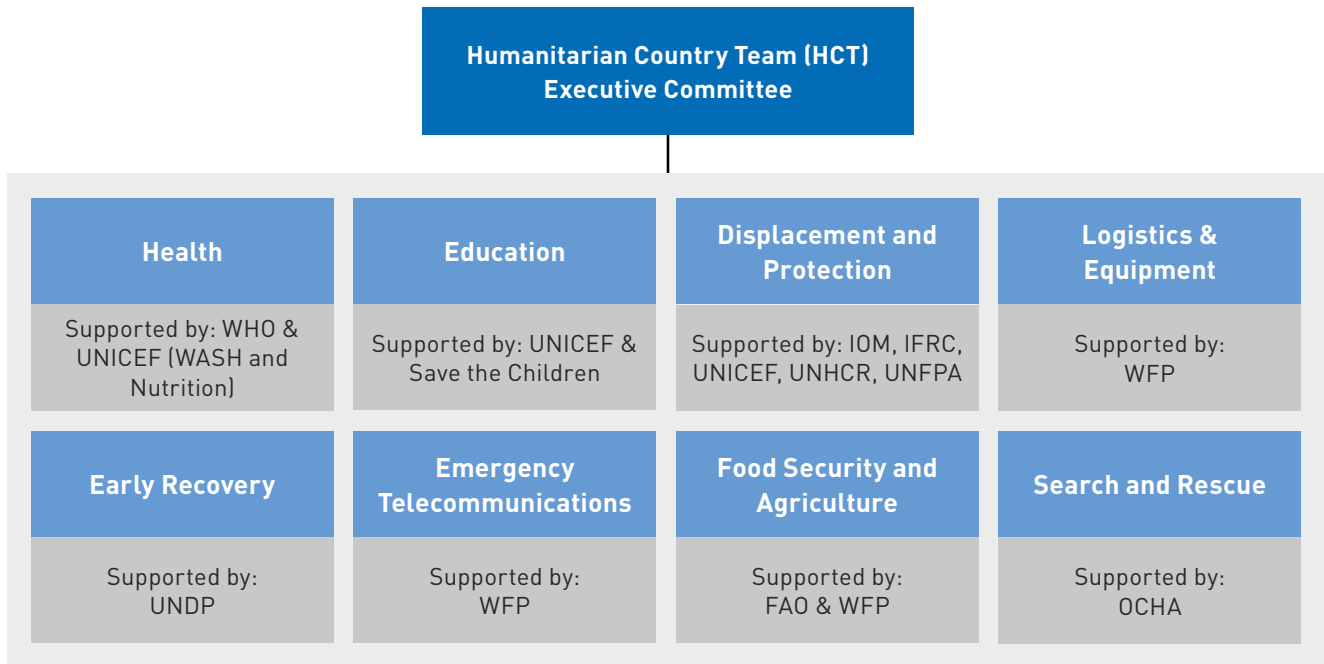
INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE

Following a request for and/or acceptance of international assistance by the GoI, coordination between the Humanitarian Country Team (HCT), the Humanitarian/Resident Coordinator and the national response systems and bodies, including BNPB, is initiated.

The Indonesian HCT is led by the Resident Coordinator and consists of UN agencies, international organizations and national NGO consortia including the Indonesia Humanitarian Forum (HFI), the Indonesian Society for

Disaster Management (MPBI), the National Platform for DRR (Planas PRB), and the Red Cross/Red Crescent Movement as an observer. The HCT serves as a forum to monitor emergency response and provide strategic direction for humanitarian operations. The HCT is the embodiment of the global humanitarian coordination architecture in-country. The team helps ensure effective strategic coordination with GoI, and provides guidance to cluster leads in ensuring effective operational coordination with respective government partners.

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


KEY MILITARY RESPONSIBILITIES IN DISASTERS


ROLE OF THE INDONESIAN ARMED FORCES (TNI)

The TNI has an integral role in disaster response in Indonesia. This is articulated in disaster-related laws and policies, military doctrine, Chief of the Armed Forces regulations, Chief of the Army Guidelines in HADR, as well as TNI's role in the national disaster coordination structures. TNI also helps reduce 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. The individual services are led by the Chief of the Army, Chief of the Navy and Chief of the Air Force.

 **Components:** Indonesian Army, Indonesian Navy, Indonesian Air Force.

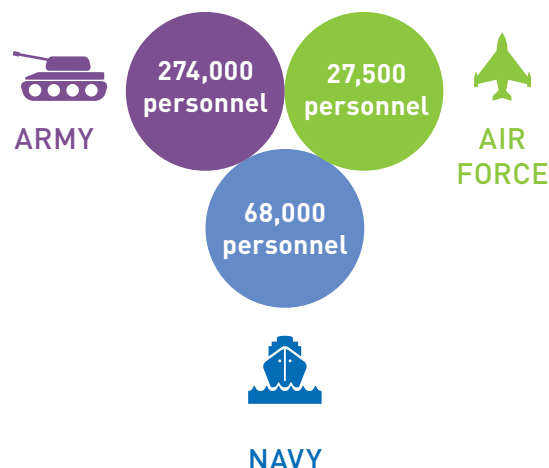
 **Headquarters:** Cilangkap, Jakarta.

 **Area commands (kodams):** 15 kodams (areas) that cover 34 provinces.








 **IDF Disaster Relief Rapid Reaction Force Task Unit (Satuan Tugas Pasukan Reaksi Cepat Penanggulangan Bencana, SATGAS PRCPB).** This unit was established to support BNPB in disaster relief operations. It is led by the Commander of PRCPB, who sits under the Commander of the TNI. PRCPB conducts search and rescue, assists in providing relief aid, assists in the reconstruction of vital infrastructure and coordinates foreign military assistance. Following the arrival of the INDRRA team standby unit, SATGAS PRCPB will come under the INDRRA leadership.¹¹

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

COMPONENTS OF THE ARMED FORCES



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)

¹¹ Presidential Regulation (PERPRES) No. 10/2010 on organisational structure of Indonesian Armed Forces, Article 44.

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.

HADR Guidelines for TNI are expected to be clarified in the forthcoming revision to the Disaster Management Law.



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. The GoI may request or accept FMAs. The MoFA and BNPB will communicate the need for foreign military assistance to the international community. If FMAs are offered and accepted, joint and combined operations/multinational force (MNF) concepts shall be applied. BNPB, TNI and the MoD are responsible for approving entry and providing security clearances. TNI is responsible for establishing the 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.

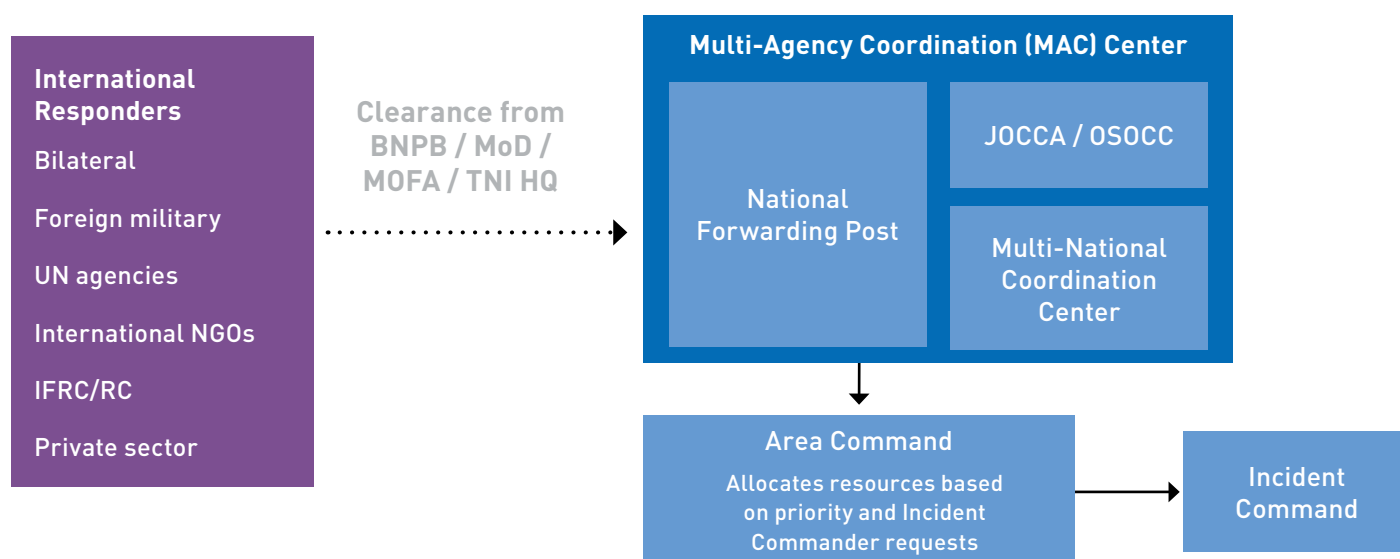
Contact point for foreign military units: The TNI GHQ Intelligence Foreign Aid Team is the point of contact for foreign military units planning relief operations.

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



INTEGRATED JOINT TASK COMMAND (KOGASGABPAD)

Operational guidelines: Law of the Republic of Indonesia Number 34 of 2004 Concerning the National Armed Forces; President Instruction Number 5 of 2018.

The Kogasgabpad was established by the Chief of the Armed Forces to mobilize the strength and capability of the TNI to carry out its duties in MOOTW. It is an ad-hoc task force which was first implemented during the Lombok earthquake and continued during the Central Sulawesi earthquake and tsunami.

MULTI-NATIONAL COORDINATION CENTER

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

The purpose of the MNCC is to facilitate military-to-military coordination of disaster response under the leadership of TNI. It is a platform for TNI and assisting foreign militaries to coordinate and plan operations and as an avenue to facilitate information-sharing and ensure the efficient use of resources.

TNI COORDINATION

In addition to leading the MNCC, TNI 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 coordination 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

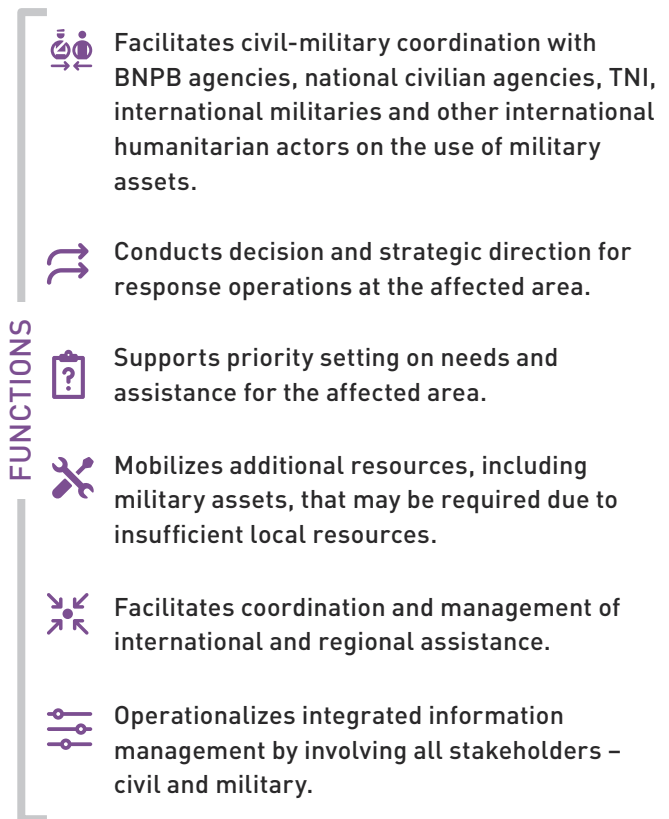
The MAC Center may be established at the national level to support government agencies and to ensure NGOs and international partners have access to military assets as required. Both the MAC Center and MNCC support BNPB and BPBD response operations. The MAC may also be used as a coordination platform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

Leadership: BNPB.

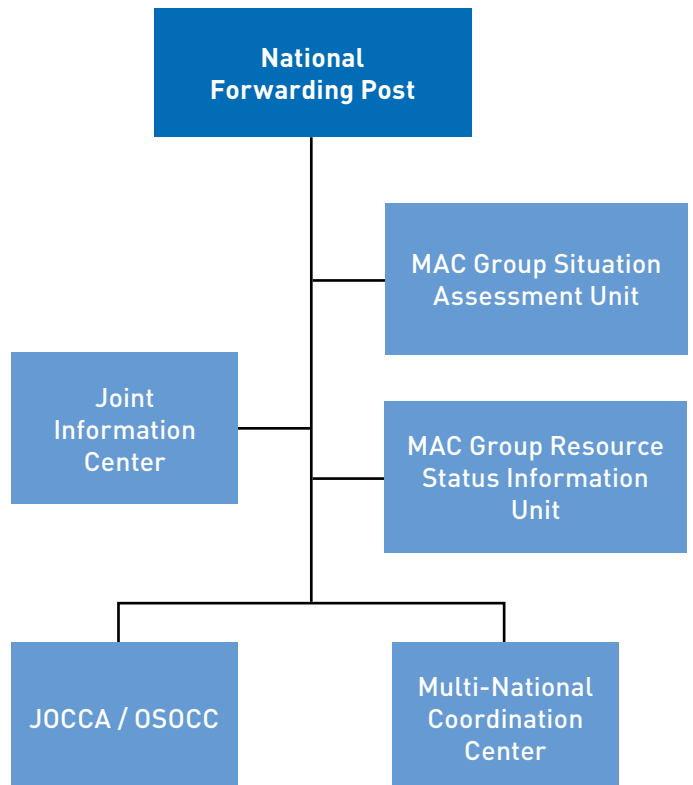
Components: BNPB, civilian agencies including government departments, NGOs and cluster leads, UN CMCoord Officers, TNI, UN agencies, international organizations including the AHA Centre and international militaries.

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

KEY FUNCTIONS




MULTI-AGENCY COORDINATION CENTER



CASE STUDY: LOMBOK EARTHQUAKE RESPONSE

 Magnitude 7.0

 5 August 2018

 445,000 displaced

 563 fatalities



ABOUT THE RESPONSE

A magnitude 7.0 earthquake occurred on 5 August 2018, located in West Nusa Tenggara Province, Indonesia, following a magnitude 6.4 earthquake on 29 July 2018. This was the strongest and deadliest earthquake recorded in Lombok in recent history.

BNPB and BPBD coordinated the humanitarian response in Lombok in the emergency phase. Incident command post(s) were established by BPBDs on site. BNPB also established the Pospenas in Supersemar Field, Tanjung District, adjacent to the North Lombok Regent office.

IMPLEMENTATION OF POSPENAS IN LOMBOK

The Pospenas was activated by BNPB immediately after the earthquake occurred on 5 August 2018. The post assisted the local BPBD by:

- Providing strategic direction
- Determining priority needs
- Mobilising national resources and assisting with logistics
- Providing an integrated information management system for civilian and military actors
- Facilitating inter-cluster coordination.

CIVIL-MILITARY COORDINATION

387 TNI soldiers were deployed to support the emergency response operations. Three naval ships (KRI dr Soeharso-990, KRI Karel Satsuit Tubun-356, and KRI Kakap-811) were deployed, as well as two C130 Hercules from the Indonesian Air Force. All military assets were coordinated by the Kogasgabpad and BPBD through the incident command post. The Gol did not request any international assistance and supported a completely nationally led response.

LESSONS LEARNED

BNPB welcomed HCT support in lessons learned documentation, which was commissioned by OCHA. One recommendation from the lessons learned is to develop a shared understanding on the flow of information between the military and civilian organizations. The military has a leadership-focused information flow, while government and non-governmental civil organizations share information in a flexible and open manner. When the Command Post carries out a centralized flow of information, civilian organizations that are not involved in the Command Post do not obtain information, and thus develop a 'competing' approach to information flows and coordination of networks. This learning has been carried forward to improve future response.¹²

¹² HCT Indonesia, Lessons Learned from Lombok and Sumbawa Earthquake Response, 2018.

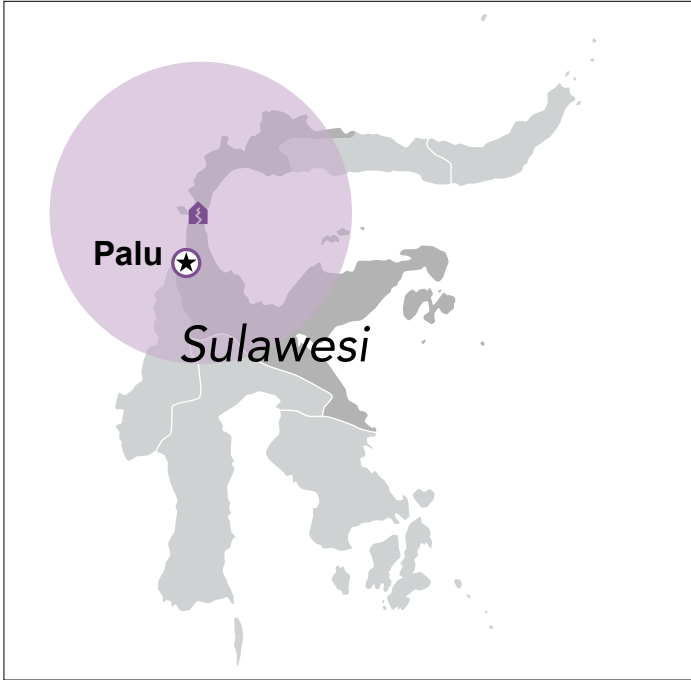
CASE STUDY: SULAWESI EARTHQUAKE AND TSUNAMI RESPONSE

Magnitude 7.5

28 September 2018

210,000 displaced

1,948 fatalities



CENTRAL SULAWESI EARTHQUAKE: International Deployed Assets (as of 07 October 2018)



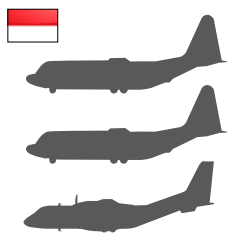
OVERVIEW

17 International aircraft operating in-country

The Indonesian Military Forces (TNI) are coordinating all foreign military assets through bilateral meetings with countries that have been cleared to assist by the Government. The TNI has appointed a dedicated Commander Officer for the overall coordination of Foreign Military Assets (FMAs) in Balikpapan, the designated Operations Hub for the Relief Operation.

Civil-Military meetings have taken place in Jakarta between the defence attachés and the humanitarian community to facilitate the interface between humanitarian and military actors. A Civil-Military coordination structure will be set up in Balikpapan to ensure efficient coordination.

INDONESIA*



* Indonesian assets in Balikpapan
2 x Lockheed C-130 Hercules
1 x Hanggar Cn235

AUSTRALIA



3 x Lockheed C-130 Hercules

SINGAPORE



2 x Lockheed C-130 Hercules

CHINA



1 x B747

SWITZERLAND



1 x Dassault Falcon 900

UNITED KINGDOM



1 x Airbus A400M Atlas



1 x Antonov An-12



1 x Ilyushin Il-76

FRANCE



1 x Airbus A400M Atlas

JAPAN



1 x Lockheed C-130 Hercules

INDIA



1 x Lockheed C-130 Hercules

REPUBLIC OF KOREA



2 x Lockheed C-130 Hercules

NEW ZEALAND



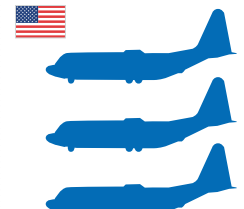
1 x Lockheed C-130 Hercules

PHILIPPINES



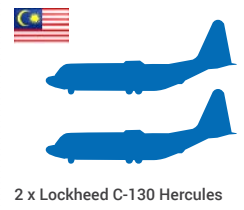
1 x Lockheed C-130 Hercules

USA



3 x Lockheed C-130 Hercules

MALAYSIA



2 x Lockheed C-130 Hercules



1 x Airbus A400M Atlas



1 x Eurocopter Malaysia

■ In-country
 ■ Incoming
 ■ Offered
 Infographic uses the available data compiled as of 07 October. Feedback: banueloskuang@un.org

ABOUT THE RESPONSE

The 7.5 magnitude earthquake and subsequent tsunami struck the island of Sulawesi on 28 September 2018, approximately 78 kilometres north of Palu. The earthquake triggered a three-meter-high tsunami that struck the coast of western Central Sulawesi. The earthquake, tsunami and resulting liquefaction and landslides caused significant damage and loss of life.

In the wake of the disaster, local responders initiated rescue efforts for trapped civilians and provided immediate assistance to survivors. Search, rescue and retrieval efforts were conducted by hundreds of villagers, PMI, the National Search and Rescue Agency (BASARNAS), TNI and local government agencies.

Despite the Gol not directly requesting international assistance, it was allowed to a limited extent. It was provided through defined channels (focusing primarily on Sulawesi), Furthermore, BNPB and the BPBD coordinated responses to the earthquake and tsunami under the overall leadership of the Coordinating Minister for Political and Security Affairs.¹³

CIVIL-MILITARY COORDINATION

An incident command post was established in Palu City and the Chief of TNI quickly established Kogasgabpad to coordinate the Army, Navy and Airforce. At the field level in Palu, BNPB's Pospenas led the response and coordination, with support from TNI and all the relevant line ministries, including local NGOs. Regular coordination meetings were conducted daily with relevant stakeholders. Additionally, under guidance from BNPB and MoFA, the ASEAN ERAT set up the JOCCA, which was co-located with Pospenas in Palu.

TNI coordinated all FMAs through bilateral meetings with those countries approved by the Gol. A dedicated command officer was appointed for the overall coordination of FMAs in Balikpapan, the designated operations hub for the relief operation. CMCoord meetings also took place in Jakarta between defense attachés and the humanitarian community to coordinate humanitarian and military actors. A CMCoord structure was established in Balikpapan to streamline regional efforts.¹⁴

After a month, Kogasgabpad was dissolved and the coordination role was continued by the Provincial Government of Central Sulawesi, with the support of Pospenas. Operational coordination was managed through the national cluster approach, with civil-military issues mainly addressed through the National Logistics Cluster.

Localisation in the Sulawesi response

Immediately following the earthquake, the Gol demonstrated strong leadership of the disaster response, set limits on the types and quantity of assistance required from international organizations, and announced that all assistance needed to be channelled via national or local humanitarian partners.

Indonesian national and local NGOs were active participants in government-led clusters and were vital supporters during both the Lombok and Central Sulawesi disaster response, providing coordination and immediate frontline assistance, while UN agencies and international NGOs maintained a lower-profile supporting role. Government ministries led all clusters and BNPB relied heavily upon the AHA Centre in coordination efforts, which assumed many of the traditional roles of UN OCHA. OCHA still retained its core coordination mandate but was forced to adapt to a locally and regionally led response.

¹³ HCT Indonesia, Central Sulawesi Earthquake Response Plan (Oct 2018 – Dec 2018).

¹⁴ OCHA, Central Sulawesi Earthquake: International Deployed Assets (as of 07 October 2018).

ACRONYMS AND ABBREVIATIONS

AHA Centre	ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management
AJDRP	ASEAN Joint Disaster Response Plan
ARDEX	ASEAN Regional Disaster Emergency Response Simulation Exercise
ASEAN	Association of Southeast Asian Nations
BASARNAS	National Search and Rescue Agency
BNPB	Badan Nasional Penanggulangan Bencana [National Disaster Management Authority]
BPBDs	Badan Penanggulangan Bencana Daerah [Provincial and District Disaster Management Agency]
CMCoord	Civil-military coordination
EOC	Emergency operations center
ERAT	Emergency Response and Assessment Team
FAO	Food and Agriculture Organization
FMA	foreign military assets
GHQ	General Headquarters
Gol	Government of Indonesia
HADR	humanitarian assistance and disaster relief
HCT	Humanitarian Country Team
ICS	Incident Command System
IDRL	International Disaster Response Law
IFRC	International Federation of Red Cross and Red Crescent Societies
IOM	International Organization for Migration
INDRRA	Indonesia Rapid Response and Assistance
JOCCA	Joint Operation and Coordinating Centre of ASEAN
Kogasgabpad	Integrated Joint Task Command or Joint Task Force Command
MAC	Multi-Agency Coordination
MNCC	Multi-National Coordination Center
MNF	multinational force
MoD	Ministry of Defense
MoFA	Ministry of Foreign Affairs
MoH	Ministry of Health
MOOTW	Military Operations Other Than War
MoSA	Ministry of Social Affairs
NDRF	National Disaster Response Framework
NGO	Non-Governmental Organization
OCHA	UN Office for the Coordination of Humanitarian Affairs
OSOCC	On-Site Operations Coordination Centre
POLRI	Kepolisian Negara Republik Indonesia [Indonesian National Police]

SASOP	Standby Arrangements and Standard Operating Procedure
SATGAS PRCPB	Satuan Tugas Pasukan Reaksi Cepat Penanggulangan Bencana [Disaster Relief Rapid Reaction Force Task Unit]
SKPDB	Sistem Komando Penanganan Darurat Bencana [Disaster Response Command System]
SOPs	standard operating procedures
TNI	Tentara Nasional Indonesia [Indonesian Armed Forces]
UN	United Nations
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WASH	water, sanitation and hygiene
WFP	World Food Programme
WHO	World Health Organization

REFERENCES

- Advanced Training Program on Humanitarian Action. Evaluating Military Engagement in Disaster Response. Reliefweb. 2016.
- AHA Centre situation updates on M 7.4 Earthquake & Tsunami Sulawesi, Indonesia. October 2018.
- AHA Centre. ASEAN Joint Disaster Response Plan. September 2017.
- ASEAN. Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP). Version 2.0 April 2018.
- BNPB. Blue Print of Satuan Reaksi Cepat Penanggulangan Bencana (SRC PB). Draft As of 1 December 2009.
- BNPB and the New Zealand government. Indonesia National Disaster Response Framework. March 2018.
- Center for Excellence in Disaster Management and Humanitarian Assistance. Indonesia Disaster Management Reference Handbook. June 2018.
- Dave Hodgkin, Humanitarian Benchmark Consulting. Emergency Response Preparedness in Indonesia. A consultation report prepared exclusively for the Indonesia Humanitarian Country Team. November 2016.
- Evan A. Laksmana. The Indonesian Defence Forces and Disaster Relief Potential Pitfalls and Challenges. 29 November 2010.
- Farid Makruf and Tanty S Reinhart Thamrin. Working Paper: Polici Review on Military Operation Other Than War on Tentara Nasional Indonesia's Disaster Management. November 2018.
- HCT Indonesia, Central Sulawesi Earthquake Response Plan (Oct 2018 – Dec 2018).
- HCT Indonesia. Lessons Learned from Lombok and Sumbawa Earthquake Response. 2018.
- Head of BNPB regulation Number 173 of 2014 on Disaster Management National Cluster
- Head of BNPB regulation Number 03 of 2016 on Emergency Response Command System.
- Humanitarian Advisory Group and Pujiono Center. Charting The New Norm: Local leadership in the first 100 days of the Sulawesi Earthquake Response. March 2019.
- Implementation of PRC PB of the Indonesian National Army in providing assistance to the Local Government in Response to Natural Disasters.
- Indonesian National Army Headquarter. Disaster Management Guideline Number Perkasad/96/XI/2009 dated 30 November 2009.
- Indonesian Armed Forces Headquarter. Chief of Indonesian Armed Forces Number: Perpang/35/XI/2007 on Guidelines of the Rapid Response Task Force of the Indonesian National Army (PRC-PB TNI).
- Lt. Col. Erwin S. Aldedharma, Indonesian Navy. The Role of Defense Force in Humanitarian Assistance & Disaster Relief.
- Markas Komando Tugas Gabungan Terpadu. Kogasgabpad NTB. 2018.
- Memorandum of Understanding between Badan Nasional Penanggulangan Bencana and Tentara Nasional Indonesia. Number: MoU 47/BNPB/III/2016. Number: Kerma/6/III/2016 on Cooperation on Disaster Management.

Minister of Defense regulation Number 09 of 2011 on Principles of Implementing The Assistance of Indonesian National Army in Overcoming Natural Disasters, Displacement and on the provision of Humanitarian Assistance.

Minister of Defense regulation Number 35 of 2011 on the Assistance of Indonesian National Army to the Local Government.

Presidential Decree Number 28 of 2018 on Disaster Management Task Force in West Nusa Tenggara province, Central Sulawesi province and other affected areas.

Presidential Decree Number 5 of 2018 on the acceleration of post disaster rehabilitation and reconstruction of the earthquake in West Lombok, North Lombok, Central Lombok, East Lombok, Mataram City and other affected areas in West Nusa Tenggara Province.

Presidential Decree Number 10 of 2010 regarding Tentara Nasional Indonesia's Organisational Structure.

Pujiono Center. Localisation in Central Sulawesi Humanitarian Response: These snapshots could change the way you think!. 2019.

Regional Consultative Group Third Session: Humanitarian Civil-Military Coordination for Asia and the Pacific Summary Report. 2018.



MYANMAR



HUMANITARIAN CIVIL-MILITARY COORDINATION IN EMERGENCIES

Soldiers remove trees from a street in Yangon, Myanmar, 5 May 2008 after Cyclone Nargis devastated Myanmar.
Photo: dpa picture alliance archive / Alamy Stock Photo



MYANMAR

Civil-military coordination (CMCoord) in Myanmar has been shaped by a history of military rule, limited foreign engagement, devastating natural disasters and ongoing internal conflicts. The Myanmar Armed Forces (Tatmadaw) is one of the primary responders 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 the Tatmadaw interacts with civilian actors in humanitarian response.

The past decade has seen notable political changes that have created new opportunities for dialogue around CMCoord. The introduction of regular CMCoord workshops in 2016 marked a positive step in establishing effective collaboration in national disaster management between the Tatmadaw and the civilian Ministry of Social Welfare, Relief and Resettlement (MoSWRR). The Tatmadaw has taken significant steps to strengthen disaster management capabilities and improve the coordination of disaster response with the civil government, including engagement in national and regional CMCoord activities. A broader paradigm shift from managing disasters to managing disaster risks has driven significant policy and planning developments over the last five years.

In 2016, the first 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:

- How to improve interaction between civilian and military actors in disaster response
- Emergency tools and services
- Existing information management procedures in disaster response.

Similar workshops were held again in 2017 and 2019, with the aim of streamlining the work process of natural disaster management in cooperation with the Tatmadaw. The 2019 workshop produced a recommendation for a technical working group on humanitarian CMCoord (CM TWG) to plan and facilitate future CMCoord, training and workshops, as well as to develop a contact list for civil and military actors currently engaging in natural disaster responses in Myanmar. The CM TWG has since been formed, with both civil and military focal points appointed.

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

- 2008** • Cyclone Nargis causes significant destruction. 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 Tatmadaw in disaster response.
- 2010** • Cyclone Giri. Tatmadaw played a key role in the response and the international community respond.
- 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 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 CMCoord in the region for the first time.
- 2015** • Disaster Management Rules established.
• National Disaster Management Training Center opened in Hinthada, Ayeyarwaddy Region.
- 2016** • First Civil-Military Coordination in Disaster Management Workshop held in Naypyitaw.
• Myanmar hosted the Lower Mekong Initiative Disaster Response Exercise and Exchange (DREE).
• Myanmar participated in the inaugural Pacific Resilience DREE in October.
- 2017** • Myanmar National Framework for Community Disaster Resilience established.
• MAPDRR updated (replacing 2012 version).
• Second Civil-Military Coordination in Disaster Management Workshop held in Naypyitaw.
- 2019** • Third Civil-Military Coordination in Disaster Management Workshop held in Naypyitaw.
• Participation in ASEAN Pilot Humanitarian Civil-Military Coordination Course.
• Updated Emergency Response Preparedness Plan (ERPP) agreed by humanitarian organizations.
• Myanmar National Earthquake Preparedness and Response Plan (EPRP) established.
• Yangon Region EPRP established.
• CM TWG formed.

DISASTER RISK PROFILE

KEY FACTS

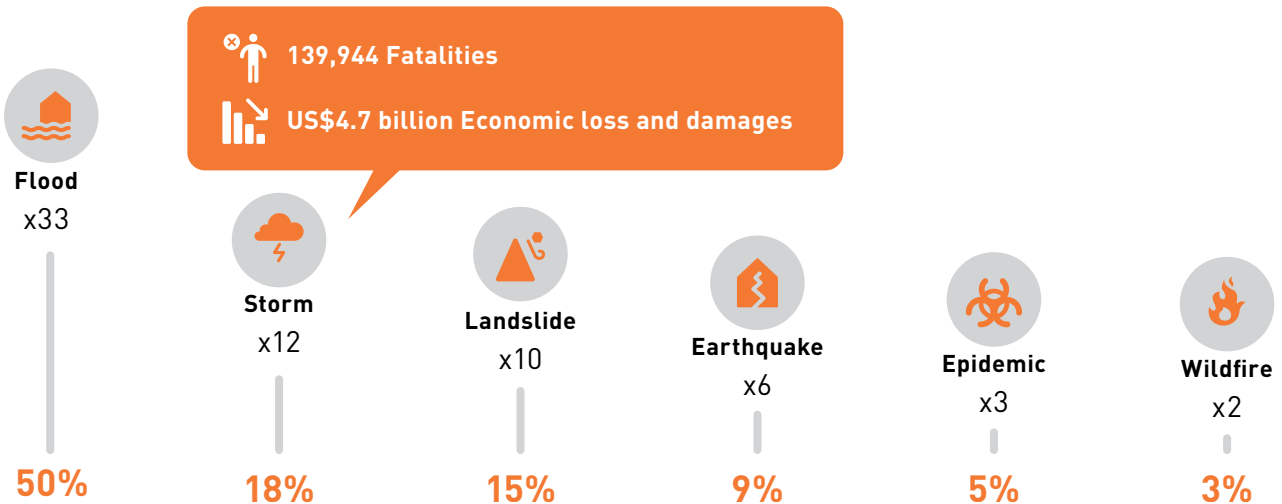
- Official name:** The Republic of the Union of Myanmar
- Area:** 676,577 km²
- Population:** 54,701,719 (2020)
- Capital:** Naypyitaw
- Official language:** Myanmar
- Disaster focal point:** Department of Disaster Management (DDM), MoSWRR (normal times); NDMC (disaster response)
- Military:** Tatmadaw
- Police:** Myanmar Police Force (MPF)



GENERAL INFORMATION

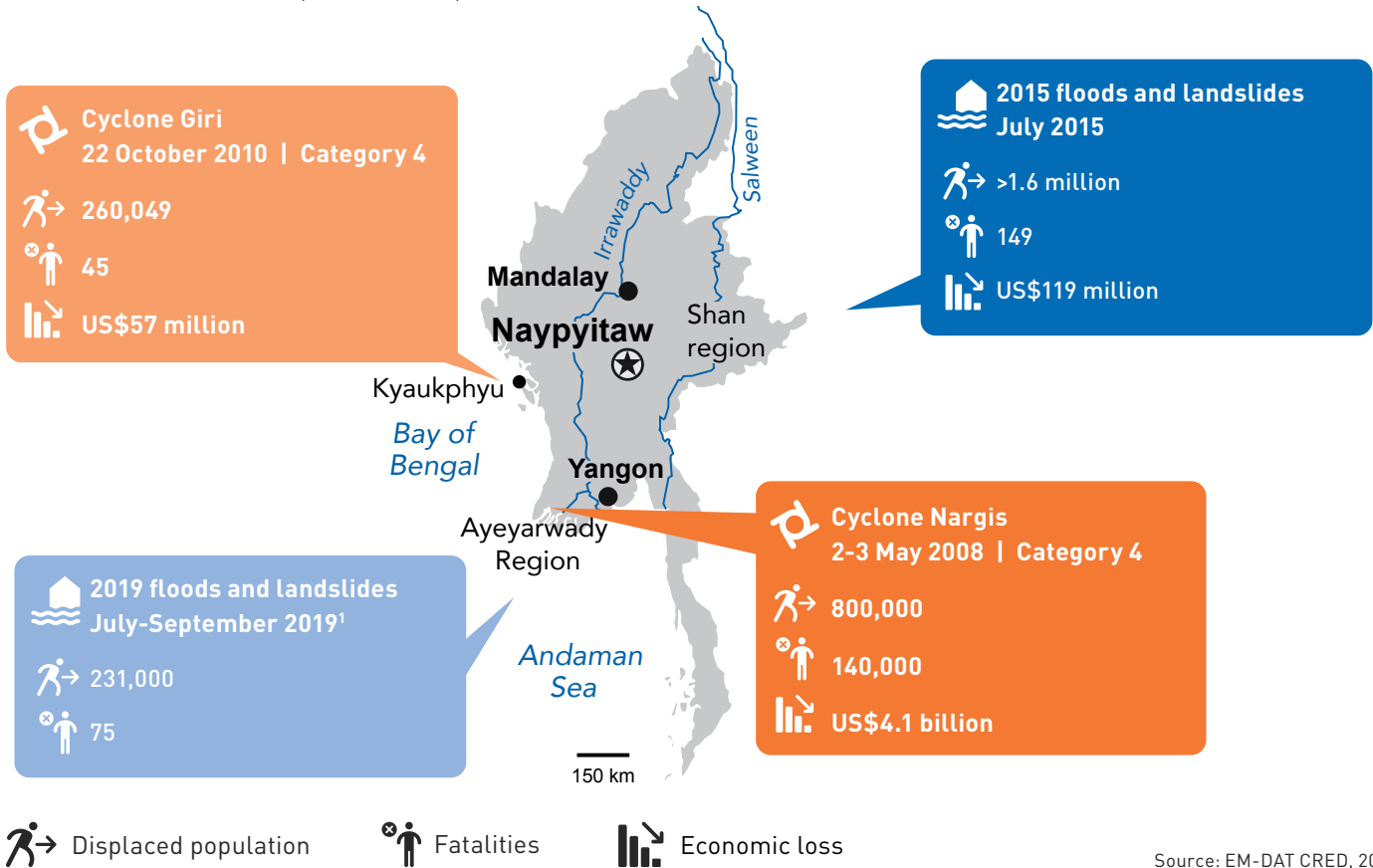
Myanmar is one of the world’s most disaster-prone countries. It is highly exposed to natural disasters such as flooding, drought, earthquakes and cyclones, and is affected by ongoing conflict and high levels of population displacement. Poverty and poor infrastructure compound Myanmar’s vulnerability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

FREQUENCY OF DISASTER 1970-2020



Source: Emergency Events Database (EM-DAT), Center for Research on the Epidemiology of Disasters, 2020

MAJOR DISASTERS (2008-2020)



Source: EM-DAT CRED, 2020

¹ Economic data not available.

INFORM INDEX FOR RISK MANAGEMENT

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

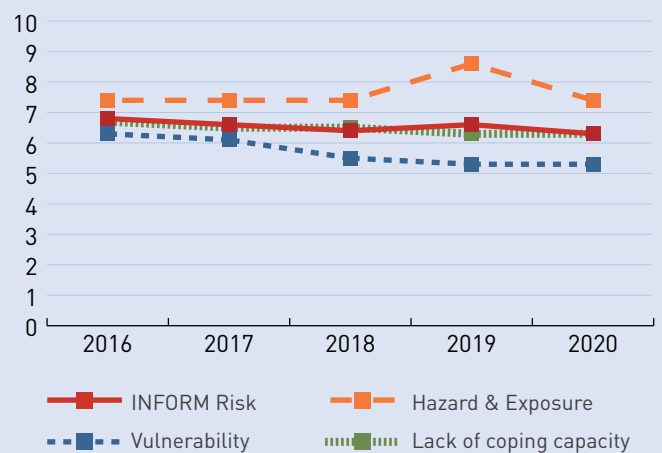
INFORM RISK VALUE AND RANKING

INFORM RISK AND DIMENSIONS OF RISK	VALUE	GLOBAL RANK
INFORM Risk	6.3	17
Hazard & Exposure	7.4	16
Vulnerability	5.3	44
Lack of coping capacity	6.3	40

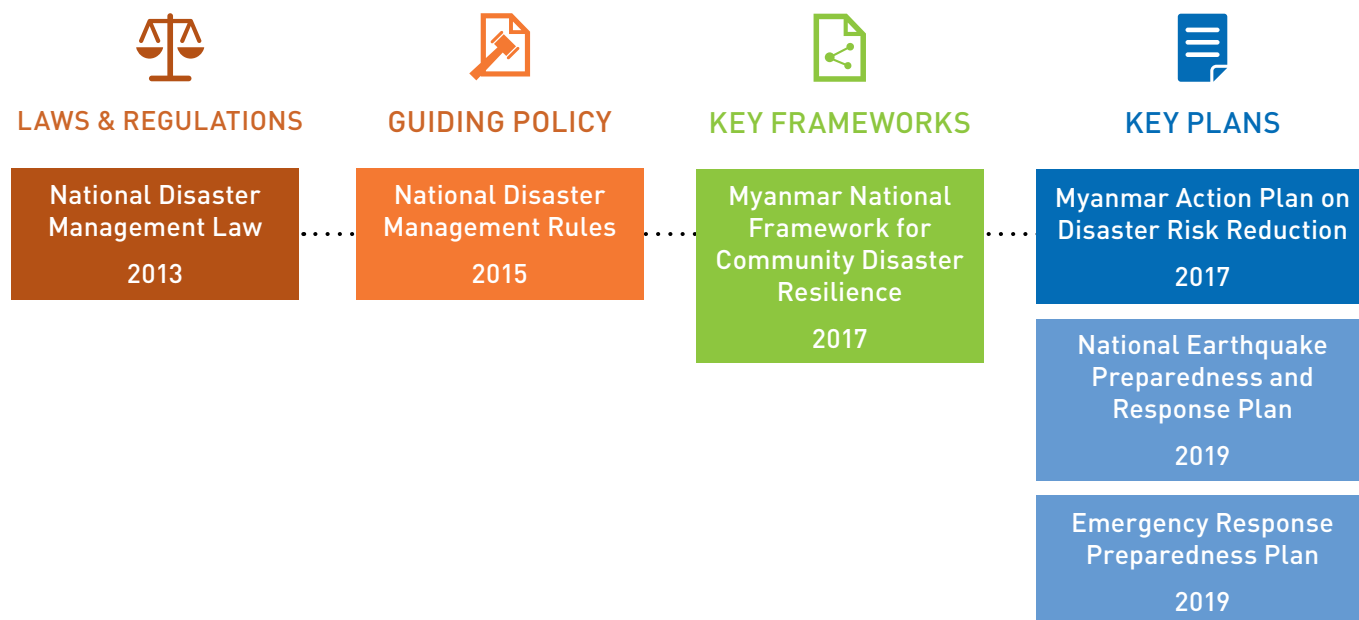
Myanmar currently ranks 17 out of 191 countries in INFORM, and is the most 'at risk' of all ASEAN countries. Reductions in Myanmar's vulnerability rating over the last five years have been positive, but it has continued to rank highest on vulnerability and lowest on coping capacity in the ASEAN region. Its high hazard and exposure ranking is compounded by these factors. Nevertheless, Myanmar has been deescalated from INFORM's risk trend category of 'very high' to 'high', with a stable 3-year trend.

INFORM RISK FIVE-YEAR TREND (2016-2020)


Myanmar's five-year trend is classified as 'stable', but does show a slight decline in overall risk.





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.

 **Disaster Management Law (2013).** The National Disaster Management Law is the principal law guiding disaster management in Myanmar. With the support of the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), the law was developed to comply with the ASEAN Agreement on Disaster Management and Emergency Response (AADMER). The law provides for the establishment of disaster management committees, including the NDMC, the lead committee for disaster management in Myanmar, and disaster management bodies at all sub-national and lower levels. Provisions of the Law also relate to requesting assistance from the Tatmadaw for search and rescue operations, security in disaster-affected areas, and for the general delivery of assistance to victims. It also provides for cooperation and liaison with foreign countries and other regional and international actors when assistance is required to expedite a response.


 **National Disaster Management Rules (2015).** The National Disaster Management Rules define the provisions of the Law, including the functions and duties of government ministries, departments, and agencies; the preparation of disaster management plans at national and sub-national levels; pre-disaster preparedness, prevention, and risk reduction measures; emergency response activities; post-disaster rehabilitation and reconstruction; collaboration with international actors; and prescribes the allocations of the National Disaster Management Fund, as established by the Disaster Management Law 2013.

 **Myanmar Action Plan on Disaster Risk Reduction (2017).** The MAPDRR provides a framework for multi-stakeholder engagement in disaster risk reduction. It was established in 2012 and updated in 2017 to shift the focus of Myanmar's risk reduction, from a focus on relief and response to one of preparedness and prevention. The action plan sets prioritised interventions until 2020 and overall targets through to 2030 in three five-year phases. The MAPDRR has an increased international focus from its predecessor, with a focus on guiding the implementation of both global and regional frameworks, action plans, and agreements, including the 2015 Sustainable Development Goals (SDGs) and the Paris Agreement on Climate Change.

 **Emergency Response Preparedness Plan (2019).** The ERPP 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 to promote effective assistance of impacted communities through coordination and communication between HCT members in preparedness and response. The overall goal of the ERPP is to mitigate the impacts of disasters and limit fatalities, and it is regularly updated to ensure the Government's preparation and response procedures are most effective.

 **Myanmar National Earthquake Preparedness and Response Plan (2019).** The Myanmar National EPRP was developed in response to significant earthquakes in recent years, as well as forecasts suggesting a greater likelihood of earthquakes than other natural disasters in the future. The Plan aims to strengthen the preparedness measures and response functions

through coordination among relevant departments and organisations to reduce the impacts of earthquakes. The EPRP is divided into two parts: preparedness measures of government departments and communities, and response functions by the NDMC and its Work Committees.


 **Myanmar National Framework for Community Disaster Resilience (2017).** The Framework for Community Disaster Resilience is a core document in promoting the integration of community-based disaster risk management efforts into broader sectoral development planning processes, which is otherwise absent from key policies.² The objectives of the framework are to promote common understanding of community disaster resilience, propose coherent approaches, and identify opportunities for implementation across various sectors and themes of development.


KEY CIVILIAN RESPONSIBILITIES IN DISASTERS


NATIONAL DISASTER FOCAL POINT

NATIONAL DISASTER MANAGEMENT COMMITTEE


The NDMC is the highest decision-making body for disaster management in Myanmar.


 **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, MoSWRR.

 **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; Development Affairs and Social Welfare, Relief and Resettlement.

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

 **Functions of Work Committees:**

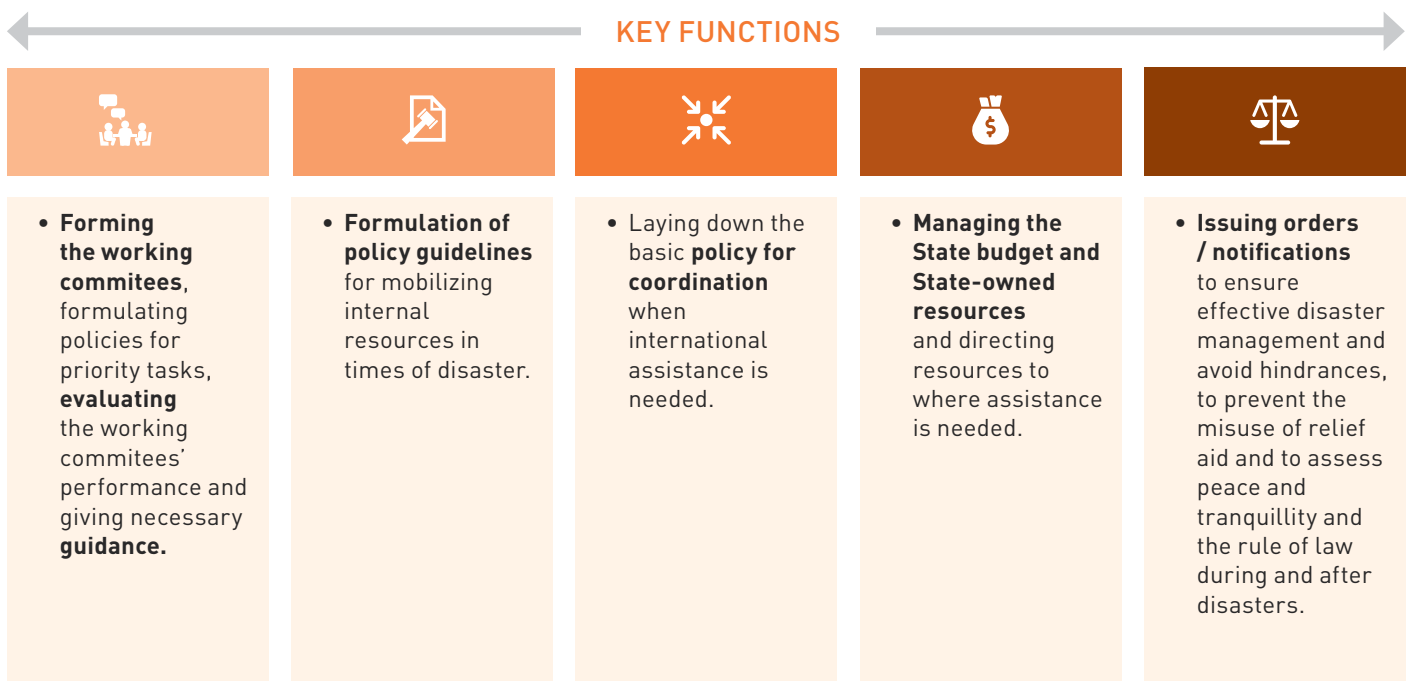
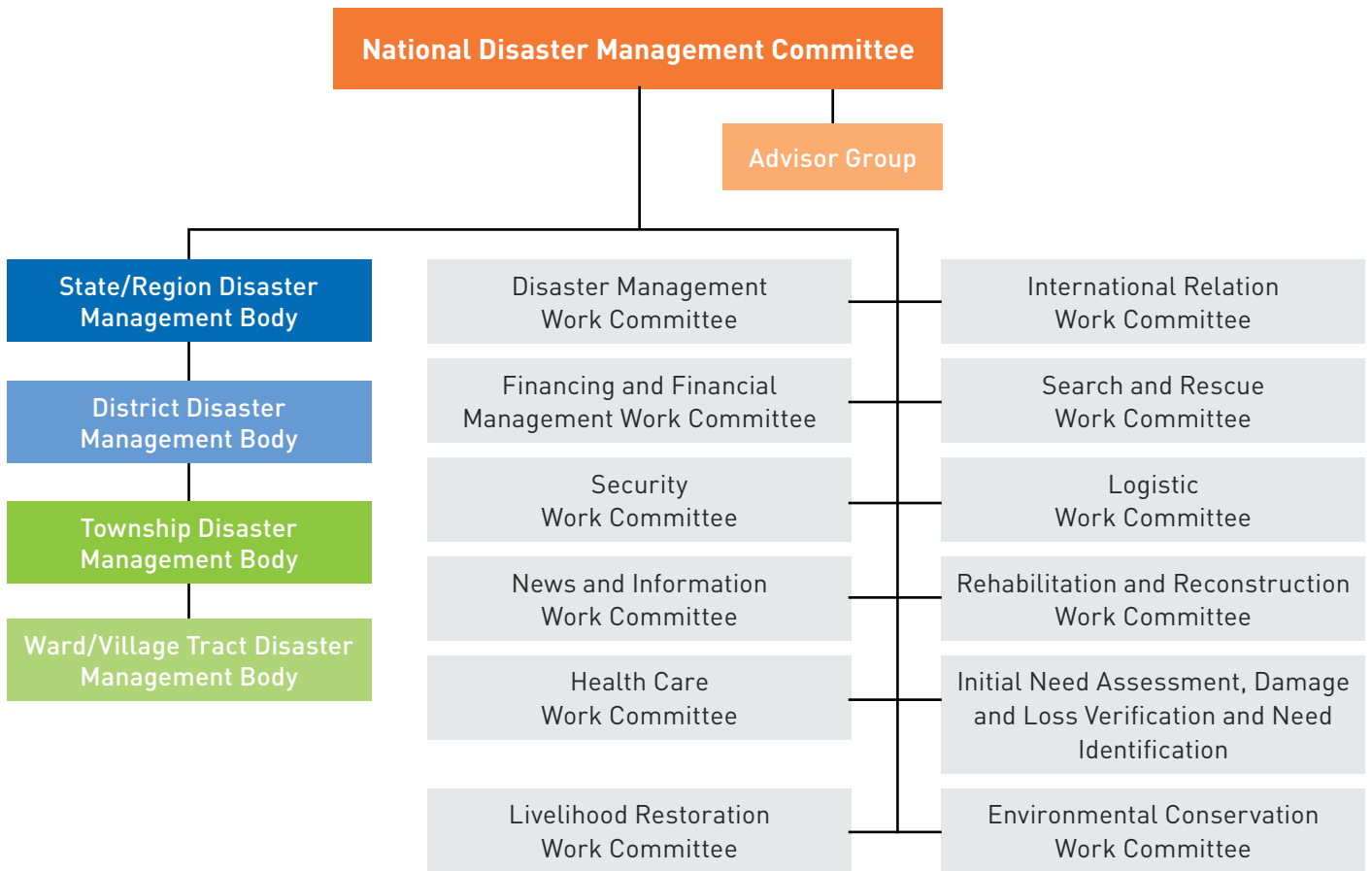
- Formulation of plans for four identified phases: mitigation and prevention, preparedness, response and reconstruction and rehabilitation
- Implementation of activities outlined in relevant guidelines
- Management of disaster response operations
- Management of international assistance in disaster response
- Education for disaster preparedness
- Regulation of reporting to NDMC
- Establishment of an early warning system
- Supervision of the functioning of sub-committees and facilitation of their coordination.

 **Military representation:** Minister of Defence, Chief of Staff (Army, Navy, Air Force).

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

² Community Based Disaster Risk Management Program (condensed) 2016, 4.

DISASTER MANAGEMENT STRUCTURE



SUBNATIONAL DISASTER MANAGEMENT BODIES

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

Under the 2008 Constitution, each State and Region is administered by a subnational legislative body (Hluttaw). The fourteen State and Regional 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. One quarter of members are appointed military representatives. There are six Self-Administered Zones/Divisions (SAZ/SADs) in Myanmar, five of which are located within Shan State. SAZ/SADs are administered by a Leading Body which includes State/Region Hluttaw members and military appointments.³

ADMINISTRATIVE DIVISIONS OF MYANMAR

LEVEL	ENGLISH NAME	NUMBER
FIRST LEVEL	Union	1
SECOND LEVEL	State	7
	Region	7
THIRD LEVEL	District	74
FOURTH LEVEL	Township	330
FIFTH LEVEL	Ward/village-tract	16,531 ⁴

NATIONAL, STATE, DISTRICT AND LOCAL LEVELS



STATES AND REGIONS OF MYANMAR




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

⁴ MIMU, (GAD data from 2017) 13,265 village tracts + 3,266 wards; <http://themimu.info/mimu-township-profiles-dashboard>


KEY CIVILIAN GOVERNMENT AGENCIES

MINISTRY OF SOCIAL WELFARE, RELIEF AND RESETTLEMENT

Department of Disaster Management (DDM)


 **Function:** The DDM (formerly the Relief and Resettlement Department) is the central government department for disaster management. The DDM was formed to support the NDMC to provide victims of natural disasters with relief, and implement preliminary measures to minimise loss of lives and property. It is responsible for conducting Disaster Management activities in accordance with international norms and


standards and is the National Disaster Management Organization (Focal Point) to the AHA Centre.

 **Sub-national representation:** DDM is represented at the state and regional levels and at some districts. According to the DDM expansion plan, all districts and some key townships will have DDM offices in the coming 3–5 years.

MINISTRY OF THE OFFICE OF THE UNION GOVERNMENT


General Administration Department (GAD)

 **Function:** With the guidance of the NDMC, DMBs have been formed at all sub-national levels, with GAD representatives acting as either chair or secretary. GAD is a key department in disaster management and response at all sub-national levels of administration. GAD has also implemented an early warning system project with DDM, Department of Meteorology and Hydrology (DMH), and JICA. Prior to 2018, GAD sat with the Ministry of Home Affairs (MoHA).


 **Sub-national representation:** GAD is represented at all sub-national levels (state/region, district, township, and ward/village tract). GAD is responsible for coordinating disaster response and preparedness communications, as well as identifying the location of relief camps, arranging disaster management training, and disseminating early warning information at all sub-national levels.

MINISTRY OF TRANSPORT & COMMUNICATION

Department of Meteorology & Hydrology (DMH)

 **Function:** The DMH generates weather forecasts and early warnings for cyclones, storm surges and floods. DMH cooperates with the Tatmadaw and other ministries to communicate information/warnings, and has a strong relationship with DDM. DMH established

the National Multi-Hazards Early Warning Centre in 2006, which is operational at all times.⁵

 **Sub-national representation:** DMH has offices in all states and regions, as well as some key districts and townships based on priority locations for weather and seismic hazards.

MINISTRY OF FOREIGN AFFAIRS

 **Function:** Communication with Myanmar embassies, consulates, foreign embassies, ASEAN, United Nations and international relief organisations. The Ministry of Foreign Affairs (MoFA) has designated responsibilities during normal times, pre- and post-disaster, and during rehabilitation.

MoFA coordinates incoming international humanitarian assistance from non-ASEAN member states.


⁵ Ignacio Aguirre-Ayerbe et al. 2020, "An evaluation of availability and adequacy of Multi-Hazard Early Warning Systems in Asian countries: A baseline study", *International Journal of Disaster Risk Reduction* (49), p. 5.

COORDINATION MECHANISMS

CLUSTER SYSTEM

The Inter-Agency Standing Committee (IASC) cluster approach is operational in Myanmar, with cluster or sectoral coordination arrangements in place to support ongoing response in several parts of the country, primarily linked to conflict-related displacement. The ERPP that has been developed under the Humanitarian Country Team provides for the possible establishment of additional clusters in the event of a large scale natural disaster. Current coordination arrangements are summarized below.

NATIONAL CLUSTER SYSTEM

LEAD AGENCY		CLUSTER / SECTOR
WHO	.....▶	Health
UNICEF	.....▶	Water, Sanitation and Hygiene (WASH)
WFP/FAO	.....▶	Food Security and Livelihoods
UNHCR	.....▶	Shelter/Non-Food Items (NFI) and Camp Coordination and Camp Management (CCCM) cluster
UNICEF/Save the Children	.....▶	Education in Emergencies
UNHCR • UNICEF • UNFPA	.....▶	Protection • Child Protection (Sub-Sector) • Sexual and Gender-Based Violence (Sub-Sector)
UNICEF	.....▶	Nutrition
OCHA	.....▶	Coordination and common services (Union level, Central Rakhine, Northern Shan, Kachin States)
UNHCR	.....▶	Multi-sectoral Response for Northern Rakhine (MIAG) – area-based coordination mechanism for northern Rakhine State

FAO Food and Agriculture Organization
 OCHA Office for the Coordination of Humanitarian Affairs
 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

THE INTER CLUSTER COORDINATION GROUP

The ICCG is led by OCHA and aims to improve coordination and cooperation among sectors and clusters to ensure they are working towards common objectives, to avoid duplication, and to prioritise areas of need. Guided by the strategic direction of the HCT, the ICCG provides a platform

for clusters/sectors to work together, find synergies, clearly define roles and responsibilities, and close any gaps. The ICCG is critical in facilitating the development of a strategic response plan and a coordinated approach to its operationalization.

NATIONAL EMERGENCY OPERATIONS CENTRE

The Emergency Operations Centre (EOC) plays a central role in linking the humanitarian system with the various government departments at the national level. The EOC enables information-sharing between Myanmar and the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre), supports decision-making, and enables the efficient response of national organisations during disasters.⁶ It also has monitoring capabilities and generates specific impact predictions that contribute to early-warning advice. In 2018–19, institutional strengthening was conducted through workshops and SOP development. DDM has a plan to establish sub-national EOCs in the future.



Established by: MAPDRR, in 2013.



Leadership: DDM, MoSWRR.



Composition: Representatives of relevant sub-committees, military representatives, development partners, ASEAN Emergency Response and Assessment Team, AHA Centre, HCT-OCHA liaison, cluster leads and other international teams.



Activation: First activated in 2015 in response to nationwide 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.

MOBILISATION 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 from ASEAN Member States is coordinated through the Disaster Monitoring and Response System and the Web-based Emergency Operation Centre information platform.

The National Disaster Management Law (2013) and Rules (2015) include provisions for the acceptance of international assistance. MoFA coordinates incoming international humanitarian assistance from non-ASEAN member states. 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.

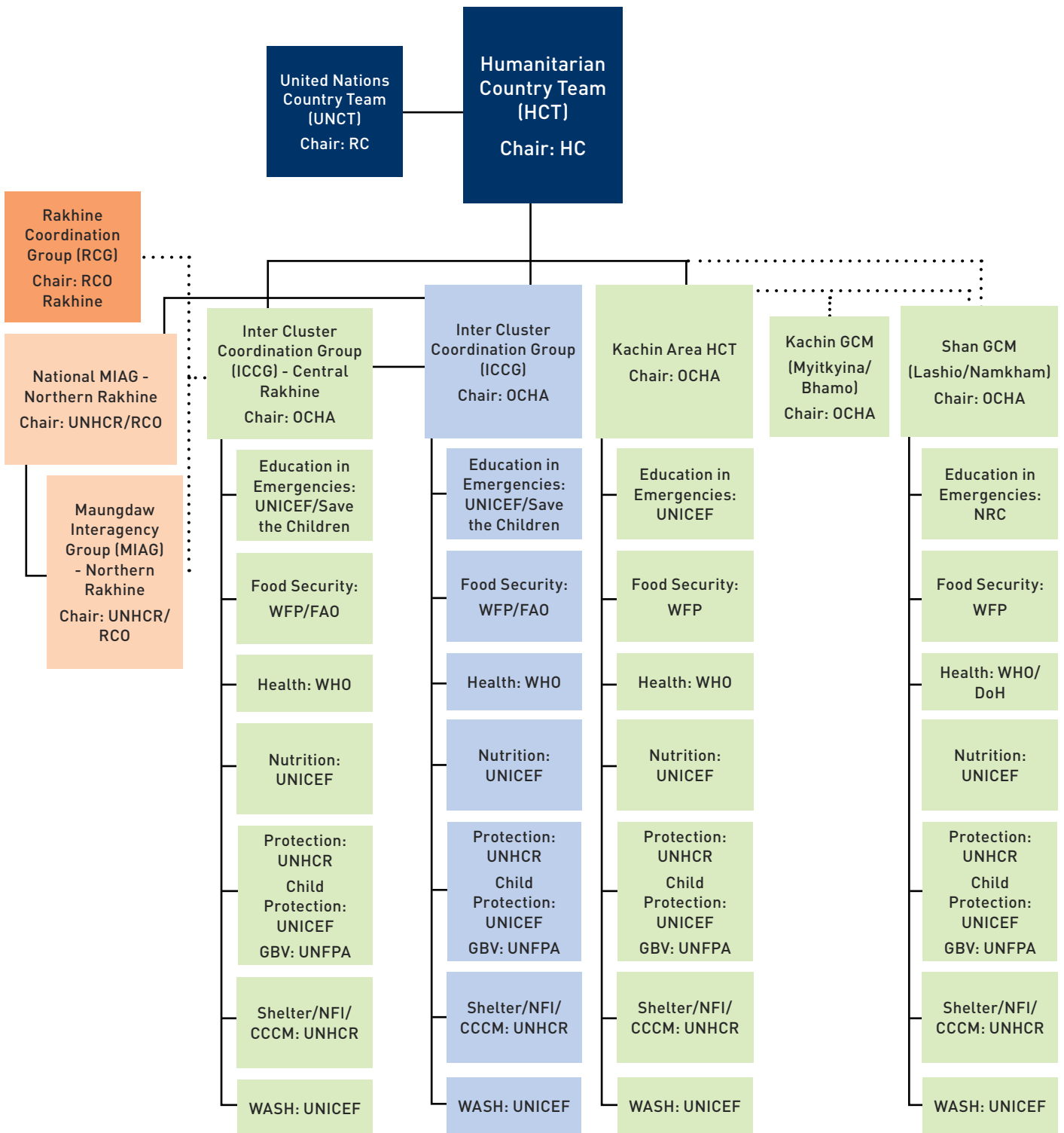
HUMANITARIAN COUNTRY TEAM

The HCT is a strategic and operational decision-making and oversight forum established and led by the UN Resident and Humanitarian Coordinator (RC/HC) in Myanmar. As the primary international humanitarian decision-making and policy-making body in Myanmar, the HCT provides guidance on major strategic issues related to in-country humanitarian action, including by developing a strategic vision, setting strategic objectives and priorities, and developing a comprehensive strategic response plan.

The membership of the HCT includes UN agencies, international and national NGOs and the Red Cross/Red Crescent Movement as an observer. An inter-agency SOP included in the ERPP outlines the role of the HCT and related coordination bodies in the event of a major natural disaster.

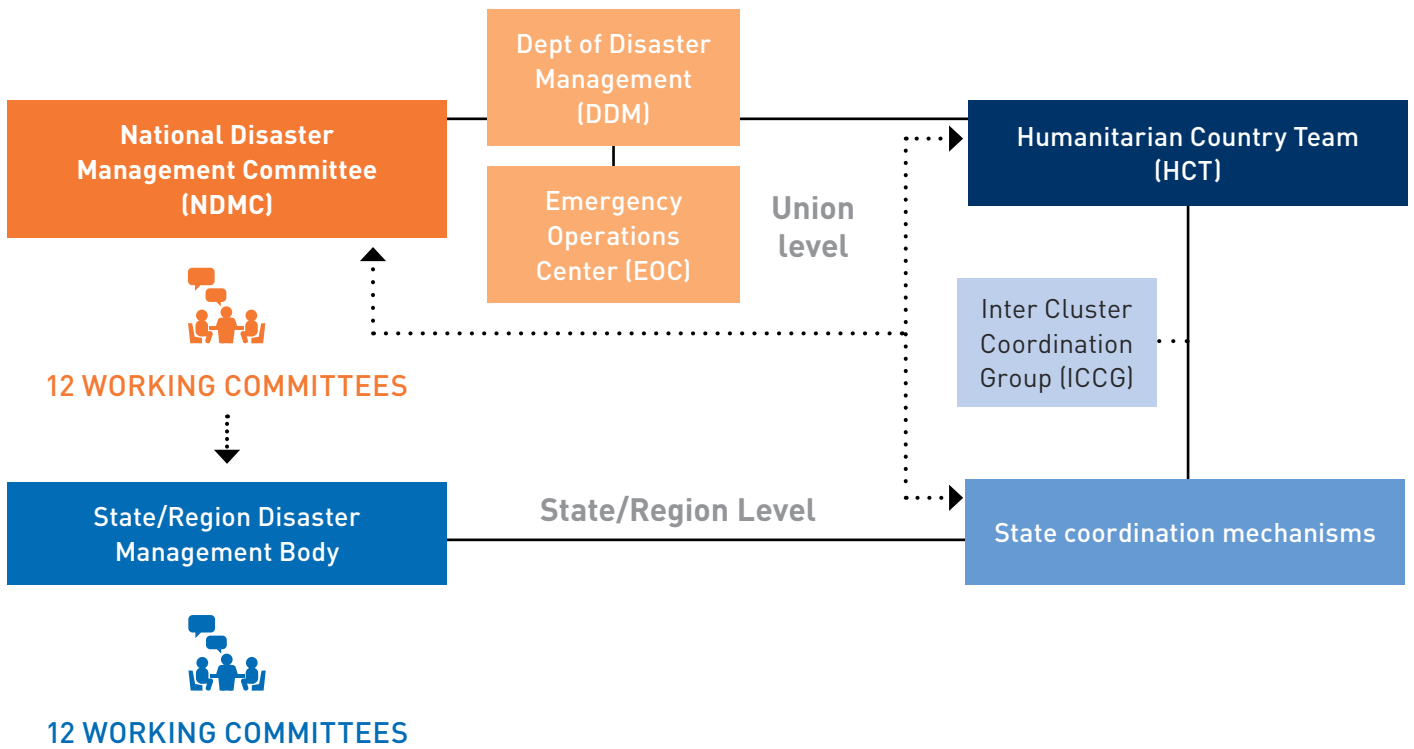
⁶ Akiyuki Kawasaki et al. 2017, "Disaster response and river infrastructure management during the 2015 Myanmar floods: A case in the Bago River Basin", *International Journal of Disaster Risk Reduction* (24), p. 154.

INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE



Source: OCHA Myanmar

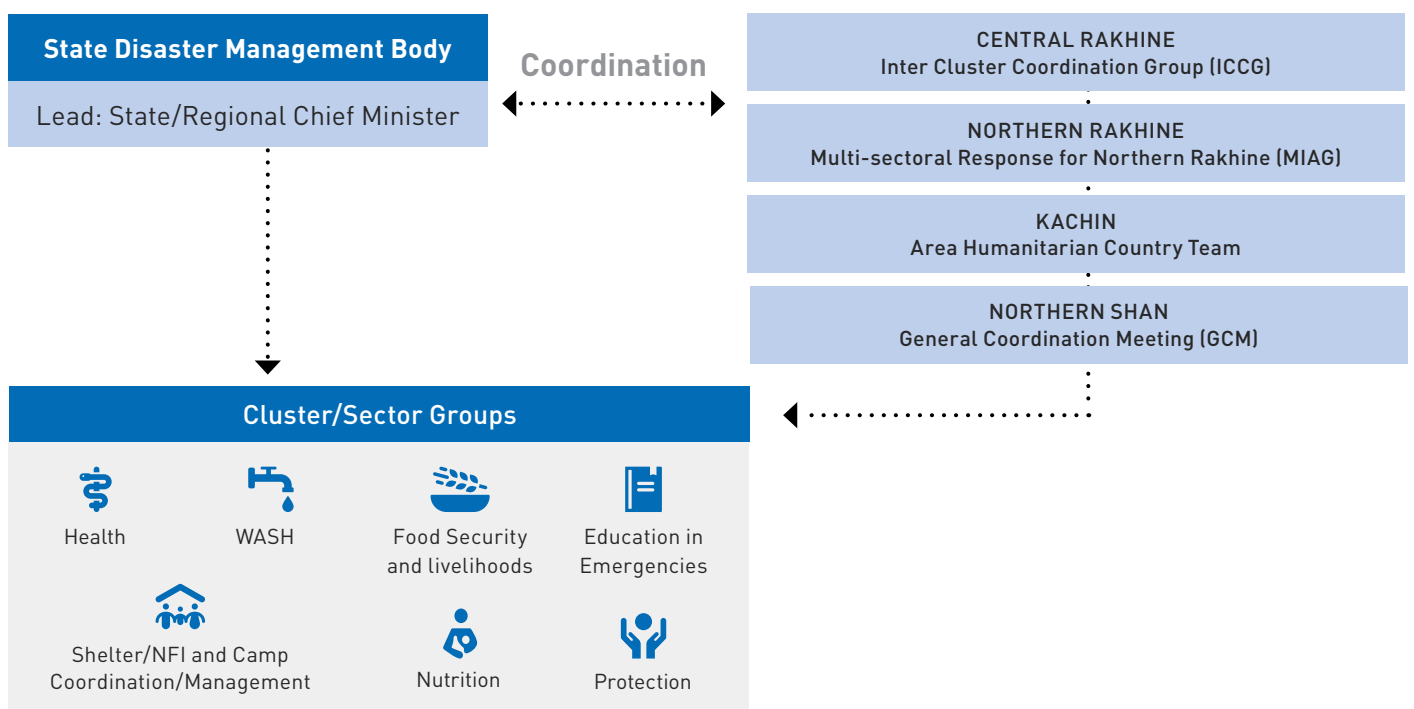
NATIONAL AND INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE



HUMANITARIAN COORDINATION IN RAKHINE, KACHIN AND NORTHERN SHAN STATES

Different state level coordination mechanisms exist in Rakhine, Kachin and Northern Shan States. The DDM, under the state Ministry of Social Affairs, remains the point of contact for state-level coordination of humanitarian assistance.

STATE-LEVEL COORDINATION PROCESS



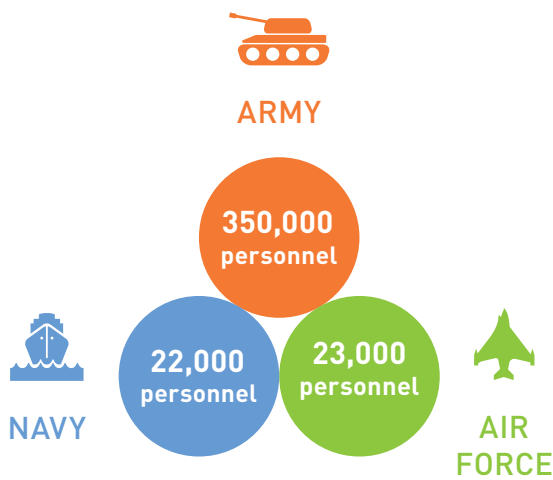
KEY MILITARY RESPONSIBILITIES IN DISASTER

ROLE OF THE TATMADAW








The Tatmadaw has an integral role in disaster response in Myanmar and is one of the primary responders in the event of a disaster. Changes to the country’s administration since 2011 have sought to redistribute some responsibilities between civilian and military institutions. Civilian authorities can request the Tatmadaw’s involvement in disaster relief operations,⁷ and it retains a key role in emergency situations under Art. 341, Ch VII of the 2008 Constitution.

Although disaster management is now primarily coordinated through civilian government departments, the Tatmadaw’s support for both small-scale and large-scale responses is crucial. Its facilities, capabilities, and organisational structure, essential assets such as communication networks, military hospitals, airports, and other facilities, and chain-of-command structure are often critical in delivering efficient disaster response.⁸

COMPONENTS OF THE TATMADAW⁹



ARMED FORCES OF MYANMAR (TATMADAW)

-  **Leadership:** Commander-in-Chief.
-  **Components:** Myanmar Army (*Tatmadaw Kyi*), Myanmar Navy (*Tatmadaw Yay*), Myanmar Air Force (*Tatmadaw Lay*). Auxiliary components: MPF, Border Guard Militias.
-  **No. of personnel:** 395,000.
-  **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 Work Committee. Civil-military Coordination in Disaster Management Workshops have been held regularly in Naypyitaw since 2016. Most recently, the third workshop was held from 7–8 June 2019. Participation in regional events through ASEAN and the Lower Mekong Initiative form part of Myanmar’s CMCoord capacity-building strategy.

7 Thet Naing Zaw & Seunghoo Lim 2017, “The military’s role in disaster management and response during the 2015 Myanmar floods: A social network approach”, *International Journal of Disaster Risk Reduction* 25, p. 3.


8 TN Zaw & S Lim 2017, p. 3.


9 Estimates vary widely, ranging from approximately 350,000 to over 400,000 total active troops. CIA World Factbook estimates: 300–375,000 Army; 15–22,000 Navy; 15–23,000 Air Force (2019). <https://www.cia.gov/library/publications/resources/the-world-factbook/geos/bm.html>

KEY MILITARY MINISTRIES IN DISASTER MANAGEMENT


The Government of Myanmar is constituted as a mixed civilian/military institution according to the 2008 Constitution. The Commander-in-Chief of the Defence Services (Tatmadaw) oversees three government ministries: the Ministry of Defence (MoD), MoHA, and the Ministry of Border Affairs. Ministers at the Union and state/regional levels are nominated by the Commander-in-Chief and must be active members of the Tatmadaw.


MINISTRY OF DEFENCE

 **Function:** The MoD is responsible for the administration of the Tatmadaw and assumes a key role in all four stages of disaster management.¹⁰ The Union Minister for Defence is a member of the NDMC, and additional focal points are responsible for establishing communications between the NDMC and MoD. The MoD is uniquely constituted, with the Army, Navy and Air Force Headquarters co-located within the Ministry.

 **Sub-national representation:** The MoD is represented at the state and regional level by the State or Regional Minister of Security Affairs, who acts as a point of liaison for CMCoord at the sub-national level. Other MoD sub-national representation is organized under military command structures rather than regular administrative divisions.

MINISTRY OF HOME AFFAIRS

 **Function:** The Union Minister for Home Affairs is the Vice-Chair of the NDMC, alongside the Union Minister for Social Welfare, Relief and Resettlement. The Union Minister for Home Affairs also chairs the NDMC Work Committees for Search & Rescue, and Security. The MPF of approximately 93,000 personnel is administered by MoHA, and is responsible for security, perimeter control and transport in disaster responses. The Department of Fire Services also sits under this Ministry and is responsible for search and rescue operations.





 **Sub-national representation:** The MPF is represented at state/region, district and township level, and has some outposts at the village/ward level.

¹⁰ Thet Naing Zaw & Seunghoo Lim 2017, "The military's role in disaster management and response during the 2015 Myanmar floods: A social network approach", *International Journal of Disaster Risk Reduction* 25, p 2.

MINISTRY OF DEFENCE AND ARMED FORCES RESPONSIBILITIES ACROSS THE DISASTER MANAGEMENT PHASES







MINISTRY OF DEFENCE

 NORMAL TIMES	 ALERT AND WARNING	 DISASTER RESPONSE	 RELIEF & REHABILITATION
<ul style="list-style-type: none"> • Designate disaster communication focal point and ensure cooperation with NDMC focal point. • Form natural disaster protection committees at Army, Navy and Air Force Headquarters. • Coordinate with Tatmadaw on early warning, evacuation and relief, forming coordination teams. • Prepare evacuation plans and conduct regular drills and trainings for Tatmadaw institutes. 	<ul style="list-style-type: none"> • Prepare an action plan for surface and air transport for evacuation and assist with evacuations. • Navy, Air Force and Division Command Headquarters prepare a disaster calendar and hazard and risk maps. • Information dissemination including sharing DMH news with Armed Forces, issuing hourly updates on warnings to military units. • Set up 24-hour supervisory centres at Division Command Headquarters. 	<ul style="list-style-type: none"> • Assign relief and rehabilitation duties to Military Command Headquarters. • Communicate information through the Office of the Commander-in-Chief, Military Command Headquarters and local authorities. • Inspect the formation and activities of committees in headquarters. • Monitor the situation and provide coordination for local authorities as needed. 	<ul style="list-style-type: none"> • Conduct field assessments of relief and rehabilitation needs, set up field hospitals, if required. • Assist disaster victims with the construction of temporary shelters. • Assist in setting up relief camps and providing immediate access to shelter, food, water, clothing. • Assist with removing debris, recovering bodies, and rehabilitating the environment. • Assist local administration to ensure access to clean drinking water.



ARMED FORCES

 NORMAL TIMES	 ALERT AND WARNING	 DISASTER RESPONSE	 RELIEF & REHABILITATION
<ul style="list-style-type: none"> • Training officers and personnel on natural disaster management and conduct drills for disaster preparedness and response. • Coordinate with NDMC and DMH (army and navy). • Collection of natural disaster data (air force). • Prepare a plan of action for protection against natural disasters. • Evacuation, search and rescue, and recovery and rehabilitation preparations in disaster-prone areas. 	<ul style="list-style-type: none"> • Issue disaster warnings to affected commands, bases, and units; issue orders to mobilise personnel. • Supervise and form working groups with representatives from different units and designated directorates. • Set up communication outposts and ensure communications across departments. • Ready transport units and aircraft, and deploy back-up teams as required. • Evacuate the public. 	<ul style="list-style-type: none"> • Circulate information from Division Command Headquarters to DMH. • Coordinate and assist local authorities by deploying search and rescue teams. • Monitor the situation and submit regular work reports to Commanders-in-Chief (Navy and Air Force). • Send relief teams to disaster-affected areas in coordination with NDMC, MoSWRR, MoD and MoHA. 	<ul style="list-style-type: none"> • Designate a liaison officer for coordination with military units and other organizations. • Provide medical services, sanitation, sewage and waste disposal systems, and deliver supplies by aircraft where required. • Coordinate with the relevant ministry to remove debris. • Impact assessment documentation including surveys, aerial photography and aerial patrols.

HUMANITARIAN CIVIL-MILITARY COORDINATION MECHANISMS

COORDINATION OF FOREIGN MILITARY ASSETS

The use of FMAs in disaster response in Myanmar is limited. When the Government of Myanmar has accepted offers of foreign military assistance for disaster response, it has generally been arranged bilaterally with ASEAN Member States or neighbouring countries. During the response to Cyclone Nargis in 2008, bilateral military support was accepted from India, Thailand, Singapore and the United States, including the use of two Indian warships that delivered relief materials. Since the 1990s, China's People's Liberation Army (PLA) has remained an important military partner. The PLA assisted with the 2008 Cyclone Nargis relief effort, and more recently, PLA aircraft delivered relief supplies to Myanmar in response to the 2015 floods, in addition to key support from the Indian military.

The 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, requiring written permission from the President; and release of cargo and assets after inspection.

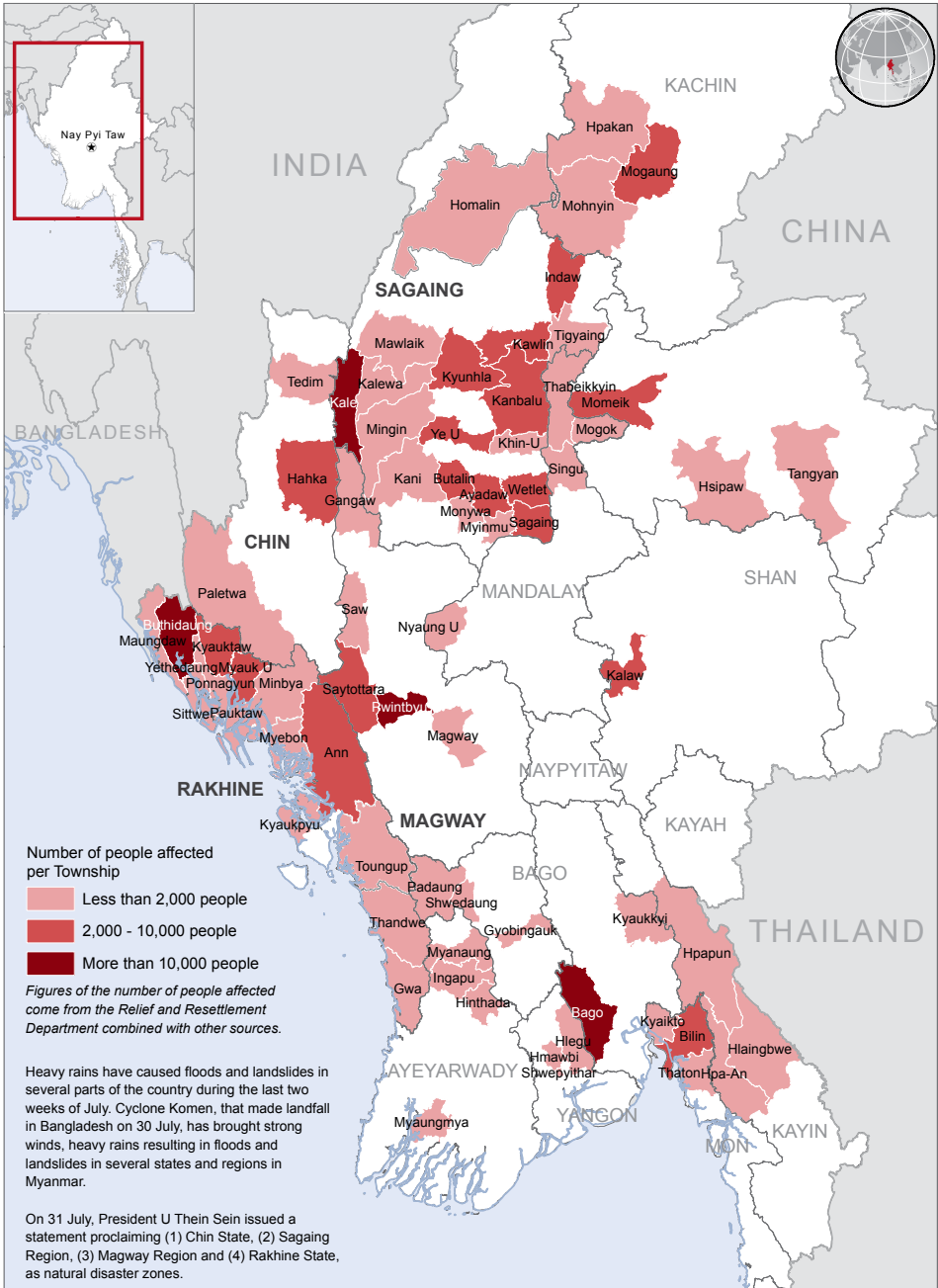
Coordination

Experience from the 2015 floods highlighted the important role of the EOC in the coordination of foreign military assistance once in-country. The EOC responsibilities include facilitation of national and international coordination and the mobilisation of assets and relief aid through multi-stakeholder cooperation.

CASE STUDY: 2015 FLOOD RESPONSE

Floods affecting 12 states July-September 2015 < 1 million affected 103 fatalities

MYANMAR: Flood Affected Areas (3 Aug 2015)



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.
 Creation date: 3 Aug 2015. Glide number: FL-2015-000089-MMR. Sources: RRD, MRCS, ACF, OCHA, Other Gov sources, MIMU. Feedback: ochamyanmar@un.org.

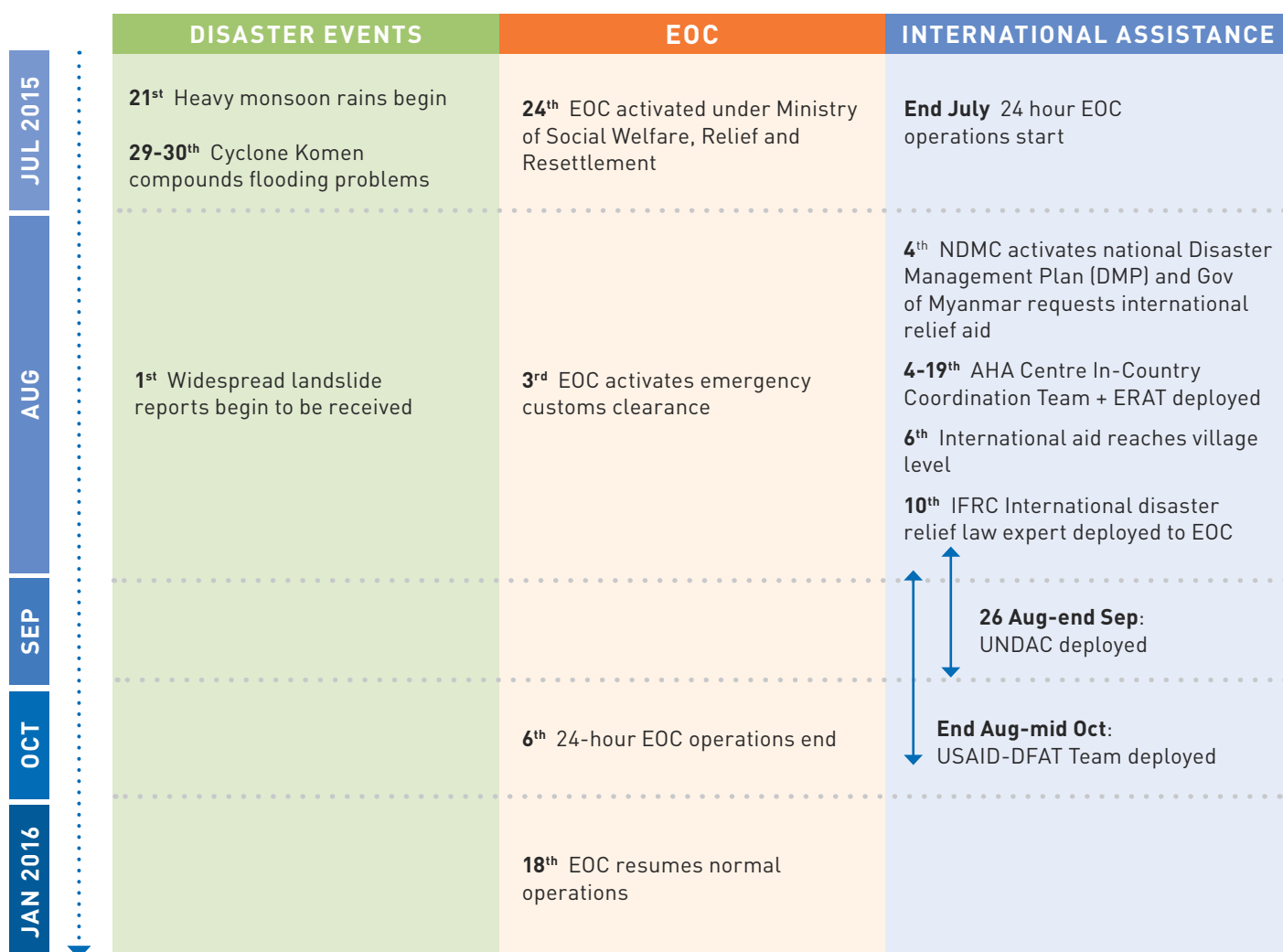
In July 2015, seasonal flooding began in the northwest of Myanmar, brought on by heavy monsoon rains and exacerbated by high winds and heavy rain from Cyclone Komen when it made landfall in Bangladesh. These weather conditions triggered flooding over a large area, spreading from the northwest to the southwest of Myanmar in early August 2015.

ACTIVATION OF THE EOC

On August 4 2015, Myanmar activated its national disaster management system through the EOC for the first time and called for international humanitarian assistance with effective flood response. Through the AHA Centre, ASEAN member states deployed the ASEAN Emergency Response and Assessment Team (ASEAN ERAT) and mobilised the Disaster Emergency Logistic System for ASEAN (DELSA). The role of the EOC was expanded from coordination to include emergency management, response and logistics. The EOC involved more than 90 individuals and 30 organisations and was activated for 67 days; for over half this time it ran a 24-hour response and information service.

The Tatmadaw's role in the 2015 flood response was significant, with one study identifying military agencies as providing the most reliable information sources and being the most active in information sharing during the operation.¹¹ In particular, regional military commands were noted as most widely engaged (due to their greater

11 TN Zaw & S Lim 2017, p. 16.



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

resource capacity than local governments) and therefore the most highly responsive actors. While the Tatmadaw's ability to provide immediate response in the event of disasters is recognised, the speed of their response can limit the efficacy of CMCoord mechanisms.

Civil-military coordination and the overall disaster response were complicated by several contextual challenges, including the country's political transition, the changing humanitarian system post-Nargis, and intercommunal tensions in Rakhine and Chin States. During the flood response, cooperation and information-sharing between civilian and military actors was sub-optimal.

KEY LEARNINGS AND OUTCOMES FOR CIVIL-MILITARY COORDINATION

Strengthening CMCoord was recognised as a key recommendation as a result of this experience,¹² building upon the introduction of HADR into Tatmadaw training

programs. Both civilian and military actors have since demonstrated real commitments to strengthening CMCoord, at both national and regional levels. National CMCoord workshops that began in 2016 have produced positive outcomes, including the establishment of the CM TWG in 2019. Greater emphasis on CMCoord is also apparent in key policy documents such as the 2019 ERPP and EPRPs, which provide for, amongst other outcomes:

- Establishing protocols for CMCoord
- Developing coordination mechanisms between all government departments and military commands
- Establishing a formal information exchange mechanism for civilian and military responders
- Military participation in regular simulation/preparedness exercises organised by government departments
- Enabling access to heavy-duty military equipment in responses, and mobilising personnel in coordination with civilian agencies.

¹² Col. Nay Myo Hlaing 2016, "National Civil-Military Coordination System in Myanmar" [presentation], 15th ASEAN Regional Forum Intersessional Meeting on Disaster Relief, 25-26 February 2016, Naypyitaw.

ACRONYMS AND ABBREVIATIONS

AHA Centre	ASEAN Coordinating Centre for Humanitarian Assistance on disaster management
ASEAN	Association of Southeast Asian Nations
AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ASEAN ERAT	ASEAN Emergency Response and Assessment Team
CCCM	Camp coordination and camp management
CMCoord	civil-military coordination
CM TWG	technical working group on humanitarian civil-military coordination
DDM	Department of Disaster Management
DELSA	Disaster Emergency Logistic System for ASEAN
DMB	Disaster Management Body
DMH	Department of Meteorology and Hydrology
DoH	Department of Health
DREE	Disaster Response Exercise and Exchange
DSS	UN Department of Safety and Security
EOC	Emergency Operations Centre
EPRP	Earthquake Preparedness and Response Plan
ERPP	Emergency Response Preparedness Plan
FAO	Food and Agriculture Organization
FMA	foreign military assets
GAD	General Administration Department
GBV	Gender-based violence
HACG	Humanitarian Advocacy and Communications Group
HCT	Humanitarian Country Team
IASC	Inter-Agency Standing Committee
ICCG	Inter-Cluster Coordination Group
INGO	International non-governmental organization
MAPDRR	Myanmar Action Plan on Disaster Risk Reduction
MIAG	Multi-sectoral Response for Northern Rakhine
MIMU	Myanmar Information Management Unit
MoD	Ministry of Defence
MoFA	Ministry of Foreign Affairs
MoHA	Ministry of Home Affairs
MoSWRR	Ministry of Social Welfare, Relief and Resettlement
MPF	Myanmar Police Force
NDMC	Natural Disaster Management Committee
NFI	non-food items
NNGO	National non-governmental organization
PLA	People's Liberation Army

RC/HC	Resident/Humanitarian Coordinator
RCO	Resident Coordinator Office
SDGs	Sustainable Development Goals
SOPs	Standard operating procedures
Tatmadaw	Myanmar Armed Forces
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOCHA	UN Office for the Coordination of Humanitarian Affairs
WASH	Water, sanitation and hygiene
UN Women	UN Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme
WHO	World Health Organization

REFERENCES

Association of Southeast Asian Nations (ASEAN) AHA Centre. Flash Update No 1: Flooding in Mandalay Region, Myanmar – 28 July 2020.

Aguirre-Ayerbe, Ignacio et al. “An evaluation of availability and adequacy of Multi-Hazard Early Warning Systems in Asian countries: A baseline study”, *International Journal of Disaster Risk Reduction* 49 (2020).

Cook, Alistair & Yogendran, Sangeetha 2020. “Conceptualising humanitarian civil-military partnerships in the Asia-Pacific: (Re)-ordering cooperation”, *Australian Journal of International Affairs* 74(1).

Government of the Republic of the Union of Myanmar. Ministry of Labour, Immigration and Population, Department of Population.

Government of the Republic of the Union of Myanmar. Natural Disaster Management Law (Pyidaungsu Hluttaw Law) No. 21, 2013.

Government of the Republic of the Union of Myanmar. Disaster Management Rules, Ministry of Social Welfare, Relief and Resettlement Notification No. 22 / 2014.

Government of the Republic of the Union of Myanmar 2015. ‘Myanmar Post-Disaster Needs Assessment of Floods and Landslides, July-September 2015’, (PDNA). November 2015.

Humanitarian Country Team, Republic of the Union of Myanmar. Inter-agency Emergency Response Preparedness (ERP) Plan. United Nations Office for the Coordination of Humanitarian Affairs, June 2019.

Humanitarian Country Team, Republic of the Union of Myanmar. Inter-agency Standard Operating Procedures, May 2016.

Inter-Agency Standing Committee and the European Commission, INFORM report 2020: Shared evidence for managing crisis and disaster, EUR 30173 EN. Publications Office of the European Union, Luxembourg 2020.

Lower Mekong Initiative 2018. About LMI.

Kawasaki, Akiyuki et al 2017. “Disaster response and river infrastructure management during the 2015 Myanmar floods: A case in the Bago River Basin”, *International Journal of Disaster Risk Reduction* 24 (2017), pp 151-159.

Myanmar Information Management Unit (MIMU). MIMU Township Profiles. General Administration Department, Government of the Union of the Republic of Myanmar 2019.

National Disaster Management Committee, Republic of the Union of Myanmar. Myanmar Action Plan on Disaster Risk Reduction (MAPDRR) 2017. Naypyitaw, October 2017.

National Disaster Management Committee, Republic of the Union of Myanmar. National Earthquake Preparedness and Response Plan 2019. Naypyitaw.

National Disaster Management Committee, Republic of the Union of Myanmar. National Framework for Community Disaster Resilience 2017.

Nay Myo Hlaing, Col. 2016. “National Civil-Military Coordination System in Myanmar” [presentation]. 15th ASEAN Regional Forum Intersessional Meeting on Disaster Relief, 25-26 February 2016, Naypyitaw.

Thet Naing Zaw & Lim, Seunghoo 2017. “The military’s role in disaster management and response during the 2015 Myanmar floods: A social network approach”, *International Journal of Disaster Risk Reduction* 25, pp 1-21.

United Nations Development Programme (UNDP). Manual on Community Based Disaster Risk Management (CBDRM) to Strengthen Community Resilience in Myanmar (condensed) 2016.

United States of America Central Intelligence Agency. World Factbook 2019, ‘East Asia/Southeast Asia – Burma’.



NEPAL



HUMANITARIAN CIVIL-MILITARY COORDINATION IN EMERGENCIES

Khokana, Nepal, 6th May, 2015. Nepali Police hand over belongings while helping dig out belongings for residents. A major 7.9 earthquake hit Kathmandu mid-day on Saturday, April 25th, and was followed by multiple aftershocks that triggered avalanches on Mt. Everest. Credit: PixelPro/Alamy Live News



NEPAL

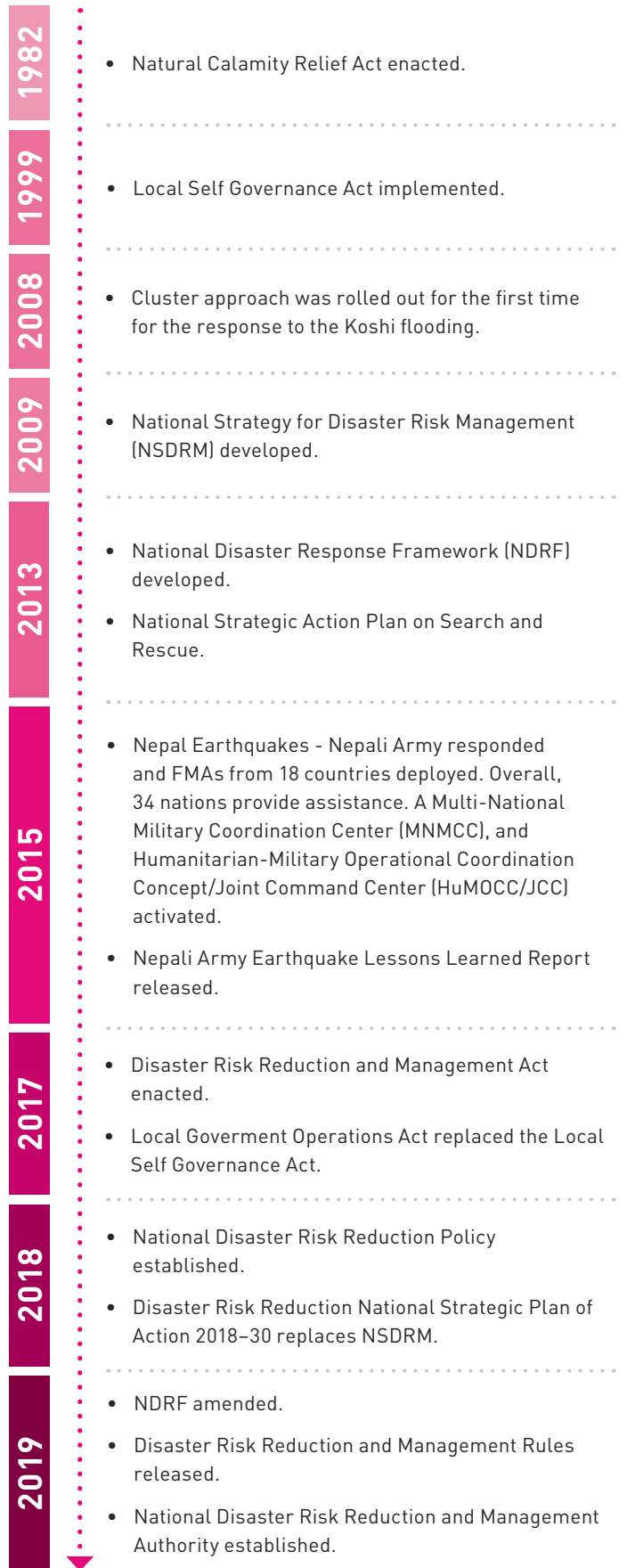
Since the 2015 earthquake, Nepal has updated or created new key policies and legislation for disaster risk reduction (DRR) and response. A new Disaster Risk Reduction and Management Act (DRRM Act) – which entered into effect in 2017, replacing the 1982 Natural Calamity Relief Act – articulates the roles and responsibilities of key government bodies in disaster response, including the newly created National Council on Disaster Risk Reduction and Management (NCDRRM), Ministry of Home Affairs (MoHA) Executive Committee (EC), and the National Disaster Risk Reduction and Management Authority (NDRRMA).

The security agencies – the Nepali Army, Armed Police Force (APF), and Nepal Police – also have integral roles in disaster response. Civil-military coordination (CMCoord) has been shaped by large-scale natural disasters, in particular earthquakes and flooding, as well as conflict and internal instability in the southern region of the country. The Nepalese security agencies are primary responders in disaster operations, and their roles are articulated in Nepal’s disaster-related laws and policies, as well as the country’s national coordination structures.

Coordination processes and mechanisms

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 18 countries were deployed to support the response, prompting activation of a Multi-National Military Coordination Center (MNMCC) to coordinate international military assistance. The National Disaster Response Framework (NDRF), amended in 2019, reflects the new DRRM Act as well as the country’s new federal structure. It outlines frameworks for the mobilization of international humanitarian assistance and CMCoord.

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



DISASTER RISK PROFILE

KEY FACTS

Official name: Federal Democratic Republic of Nepal

Area: 147,516 km²

Population: 28.61 million (2019)

Capital: Kathmandu

Disaster focal point: Executive Committee; Ministry of Home Affairs

Military: Nepali Army

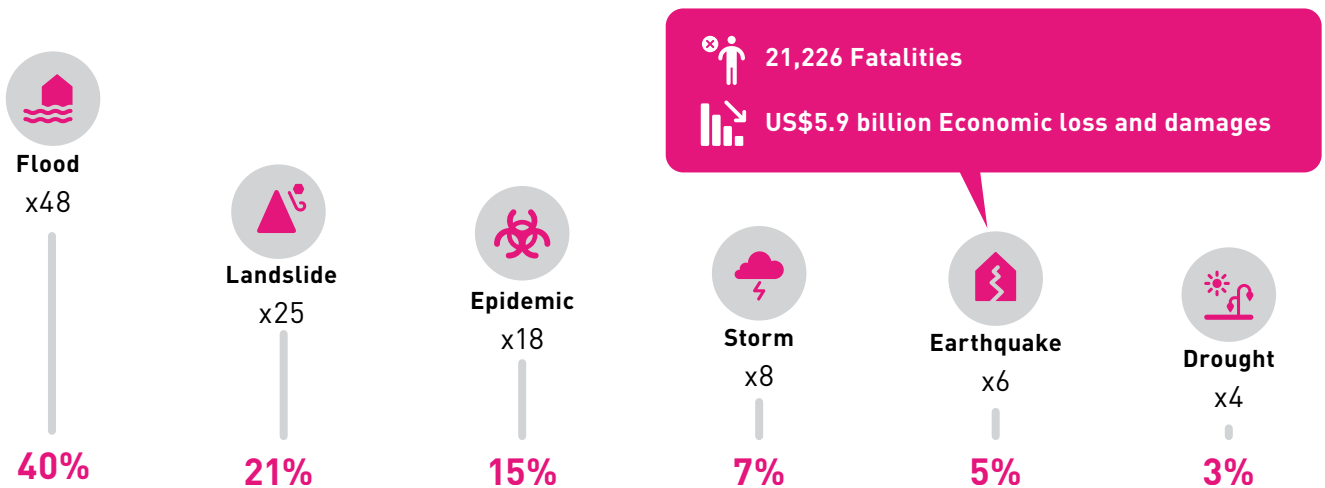
Police: Nepal Police; Armed Police Force



GENERAL INFORMATION

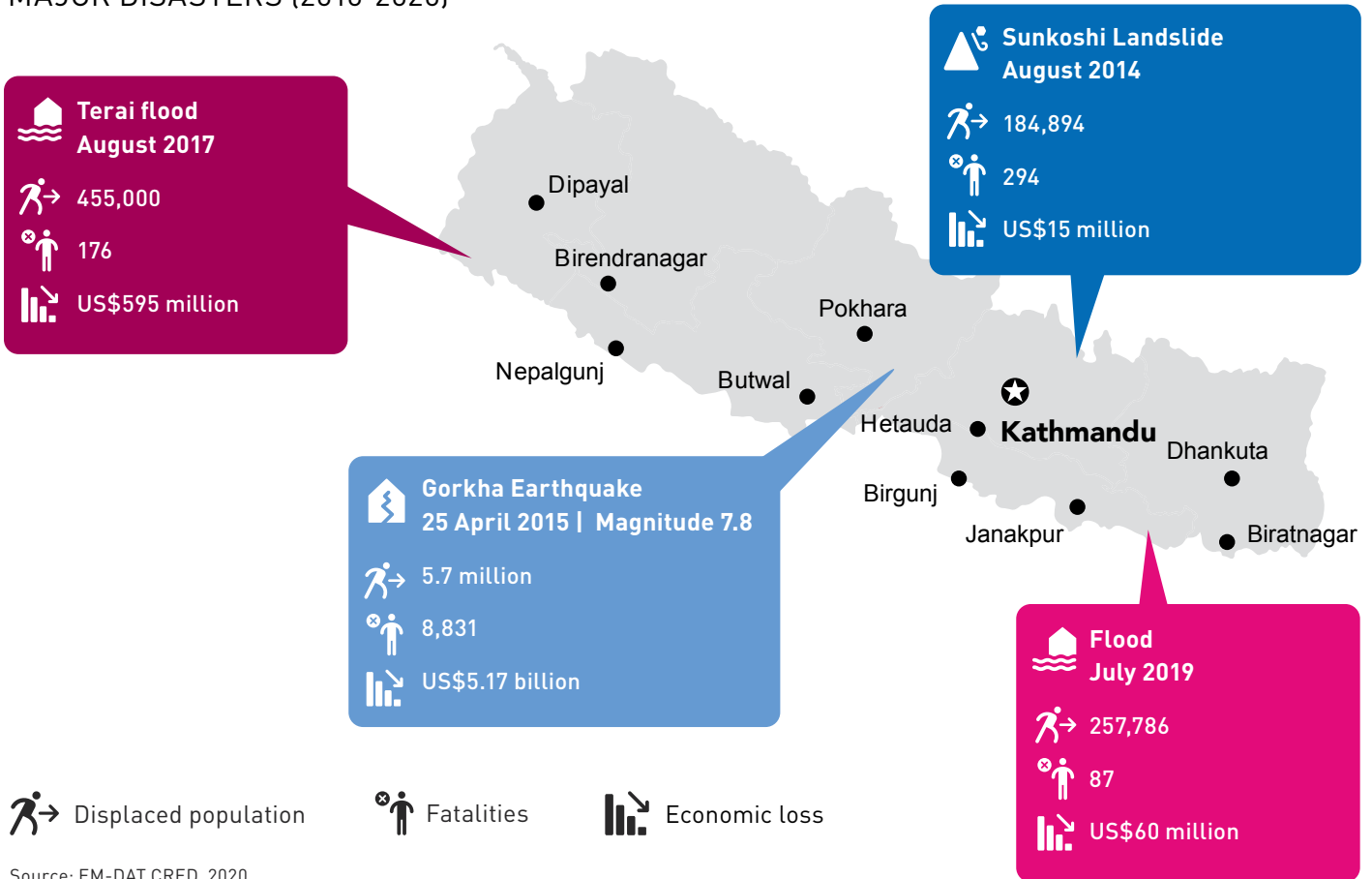
Nepal is located near the boundary of the Eurasian and Indian tectonic plates and consequently experiences frequent seismic activity and periodic large earthquakes. Its mountainous topography and annual wet season mean that it also experiences frequent landslides and flooding. The most frequent natural disasters affecting Nepal over the past four decades are floods (40 per cent) and landslides (21 per cent). Although earthquakes represent only five 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 1970-2020



Source: Emergency Events Database (EM-DAT), Center for Research on the Epidemiology of Disasters, 2020

MAJOR DISASTERS (2010-2020)



INFORM
INDEX FOR RISK MANAGEMENT

INFORM is a model based on scientific risk concepts, calculated by combining approximately 50 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	GLOBAL RANK
INFORM Risk	5.4	31
Hazard & Exposure	5.7	36
Vulnerability	4.7	59
Lack of coping capacity	5.8	52

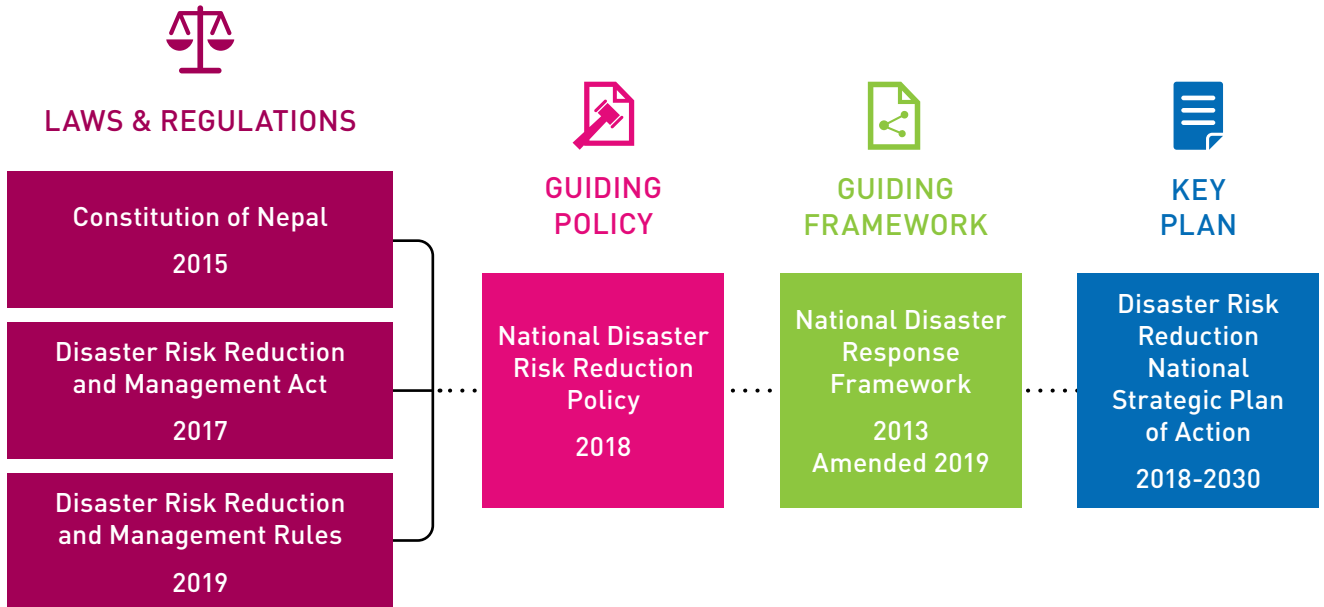
Nepal has experienced a significant decrease in risk of humanitarian crises and disasters in the last five years relative to other nations. Although Nepal's hazard exposure has increased, its vulnerability has decreased. Decreases can be due to a reduction in conflict, or to improvements in socio-economic conditions and disaster management capacity.

INFORM RISK FIVE-YEAR TREND (2016-2020)

The five-year trend for risk, and coping capacity indicators is relatively stable, with a slight increase in hazard and exposure, and slight decrease in vulnerability.

Indicator	2016	2017	2018	2019	2020
INFORM Risk	5.4	5.4	5.4	5.4	5.4
Hazard & Exposure	5.7	5.7	5.7	5.7	5.7
Vulnerability	4.7	4.7	4.7	4.7	4.7
Lack of coping capacity	5.8	5.8	5.8	5.8	5.8

KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION



Constitution of Nepal (2015). The Constitution of Nepal identifies responsibilities for disaster management at the national, provincial, and local levels of government, emphasizing that disaster risk management is a responsibility shared across government ministries. It also includes provisions for the role of the Armed Forces, stating that in the event of a natural disaster the Nepali Army may be mobilized without prior authorization of the parliament.

Disaster Risk Reduction and Management Act (2017). The DRRM Act establishes a multi-tiered institutional approach to DRR and management at the national, provincial, district, and local levels. It repealed and replaced the Natural Calamity Relief Act of 1982, which previously articulated provisions for disaster operations. The 2017 Act outlines the roles and responsibilities of the newly created National Council on Disaster Risk Reduction and Management, EC, and NDRRMA – along with other bodies. The NDRRMA now functions as a central resource agency for DRR and management. The Act establishes a central Disaster Management Fund that will include funds received from the Government of Nepal or foreign governments, donations or gifts from organizations or persons, or grants, loans, or donations from international organizations or associations with the approval of the Ministry of Finance.

National Disaster Risk Reduction Policy (2018). The NDRR Policy outlines a national policy for DRR, with the long-term goal of sustainable development through risk reduction and climate change adaptation. The policy outlines numerous objectives, many of which align with the detailed duties and responsibilities for the national bodies and provincial, district, and local committees identified in the DRRM Act.

Disaster Risk Reduction National Strategic Plan of Action 2018-2030 (2018). The Strategic Plan of Action identifies short, medium, and long-term activities to mainstream DRR in development and sets targets for reducing losses in disaster. Priorities are aligned with the NDRF and Sendai Framework, and are informed by other frameworks, including the Sustainable Development Goals and the Paris Agreement on Climate Change.

National Disaster Response Framework (2013, amended 2019). The 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. The NDRRMA and related agencies have a major role in the implementation of the NDRF. It highlights the primary role of the security agencies (including the Nepali Army) in disaster response, and also outlines core responsibilities for the direction and coordination of foreign military assistance in large-scale disasters. It also designates the government lead agency and relevant international co-lead of each cluster.



Disaster Risk Reduction and Management Rules (2019). The DRRM Rules supplement the 2017 DRRM Act and detail the functions, duties, and powers of the bodies established by the Act, such as the disaster management committees and the NDRRMA.

KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

Three individual bodies plan and coordinate disaster response in Nepal at the national level: the National Council for Disaster Risk Reduction and Management (NCDRRM), Executive Committee (EC), and the National Disaster Risk Reduction and Management Authority (NDRRMA).

DISASTER FOCAL POINT

EXECUTIVE COMMITTEE



Established by: Disaster Risk Reduction and Management Act 2017.



Key functions: The EC is responsible for implementing policies and plans approved by the NCDRRM, including national policies, plans, and frameworks on DRR, response, and recovery. Its other functions include building institutional capacity for disaster management at the national, provincial, district, and local levels and mobilizing international, bilateral, and multilateral assistance for the disaster management sector.



Chair: Home Minister, MoHA.



Composition: Membership is comprised of ministers and secretaries of government ministries, security agency representation for all four agencies, as well as from the central bank, Nepal Telecommunications, Federation of Nepalese Chamber of Commerce and Industries, and Nepal Red Cross Society (NRCS), among others.



Military and police force representation: Four members – the Lieutenant General of the Nepali Army, and Chiefs of Nepal Police, APF, and National Investigation Department.

OTHER KEY BODIES

NATIONAL COUNCIL FOR DISASTER RISK REDUCTION AND MANAGEMENT



Established by: Disaster Risk Reduction and Management Act 2017.



Key functions: The NCDRRM is responsible for approving national disaster management policies and plans, providing directives to the EC and the NDRRMA, and providing disaster management policy guidelines to provincial and local levels.



Chair: Prime Minister.



Composition: Membership is comprised of ministers, the leader of the opposition party in the House of Representatives, chief ministers of all provinces, the Vice Chair of National Planning Commission, Chief Secretary of the Government of Nepal, Chief of the Army Staff of the Nepali Army, Secretary of MoHA, and other three nominated members (including one women) who are experts in disaster management.



Military representation: One member – the Chief of the Army Staff (COAS) of the Nepali Army.

NATIONAL DISASTER RISK REDUCTION AND MANAGEMENT AUTHORITY

Established by: Disaster Risk Reduction and Management Act 2017.

Key functions: The NDRRMA is part of MoHA, and is responsible for effective implementation and management of disaster management activities, including plans, programs, and decisions formulated by the NCDRRM and EC, and functioning as a central resource agency for DRR and management. The NDRRMA is also the secretariat of the NCDRRM and the EC.

The NDRRMA has 25 core functions, duties, and powers mandated by the DRRM Act and the DRRM Rules. It is also responsible for forming search and rescue teams at the national, provincial, and local levels, including through the mobilization of security agencies and NRCS, and managing national and international search and rescue teams, relief materials, and cash received as humanitarian assistance after a disaster. Additionally, the NDRRMA operates the National Emergency Operations Center (NEOC) and manages emergency warehouses and relief materials for disaster management.

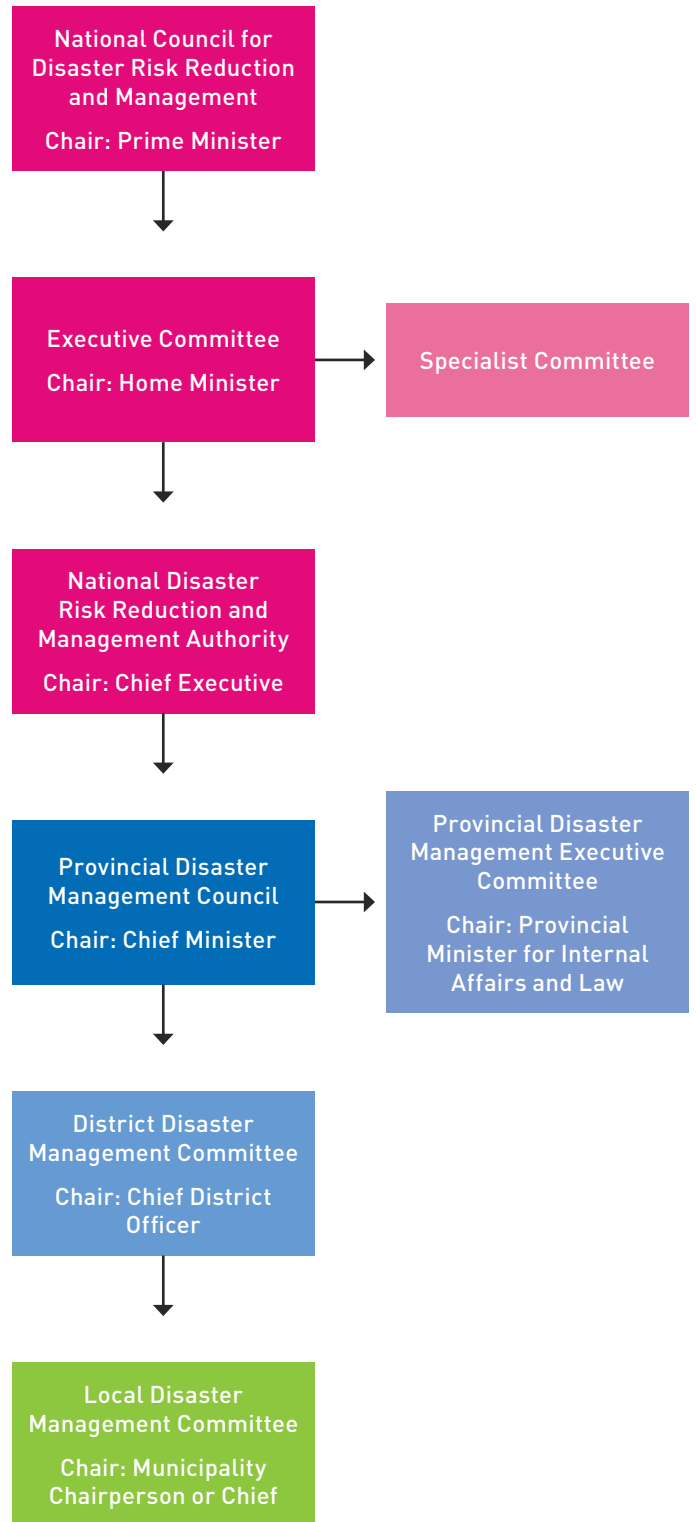
Chair: Chief Executive.

Headquarters: Kathmandu Valley.

Specialist Committee

MoHA may establish a Specialist Committee of five members (maximum) of experts on geology, medicine, disaster management, environment or infrastructure. The Specialist Committee is to provide assistance to the Ministry in formulating policies, plans, and programs related to disaster management, as well as provide suggestions and consultations on studies and research related to disaster.¹

DISASTER MANAGEMENT STRUCTURE



¹ The Government of Nepal, Disaster Risk Reduction and Management Act, 2017, chapter 3, section 9.1.

SUBNATIONAL DISASTER MANAGEMENT COUNCILS AND COMMITTEES




In Nepal, responsibility for disaster response is decentralized. The DRRM Act of 2017 establishes disaster management council/committees at the provincial, district, and local levels. The council/committees are chaired by a Chief Minister/Provincial Minister for Internal Affairs, Chief District Officer, and Municipality Chairperson or Chief, respectively.

There are seven Provincial Disaster Management Councils (PDMCs), seven Provincial Disaster Management Executive Committees (PDMECs), 77 District Disaster Management Committees (DDMCs), and 753 Local Disaster Management Committees (LDMCs). According to the DRRM Act, the district and local disaster management committees operate Emergency Operations Centers (EOCs). The Chief District Officers, who lead the District Administration Offices that are under MoHA, represent the federal




government and are the highest-level government officials to take disaster-related decisions at the district level.

The Local Government Operations Act of 2017, which replaced the Local Self Governance Act of 1999, identifies the roles and responsibilities of rural and urban municipalities. There are 753 local governments in Nepal.² In terms of disaster management and response, local governments are to develop disaster preparedness and response plans, distribute relief materials, mobilize police for rescue and relief efforts, and coordinate with the provincial and national government and non-governmental organizations (NGOs).³

PROVINCIAL DISASTER MANAGEMENT COUNCIL

-  **Chair:** Chief Minister.
-  **Composition:** Membership is prescribed in the rules made by the provincial governments.
-  **Functions:** PDMCs are responsible for preparing policies and plans on disaster management and providing policy guidance and directions to the Provincial Disaster Management Executive Committee in each of the provinces as necessary.




PROVINCIAL DISASTER MANAGEMENT EXECUTIVE COMMITTEE

-  **Chair:** Provincial Minister of Internal Affairs and Law.
-  **Composition:** Membership shall consist of the Chairperson and members.
-  **Functions:** PDMECs are responsible for formulating and implementing medium-term and short-term provincial-level disaster management policies, plans, and programs within the scope of the national policies approved by the NCDRRM. During a disaster, PDMECs coordinate with national, provincial, local and other stakeholders for search and rescue and distribute relief materials provided by national or international NGOs. PDMECs also conduct a variety of response activities, such as the relocation of disaster-affected populations and the construction of temporary shelter.

² The Government of Nepal, Disaster Risk Reduction and Management Act, 2017, chapter 3, section 9.1.



³ The Government of Nepal Ministry of Home Affairs, Nepal Disaster Report, 2017. The Asia Foundation, The Roles of Local Governments in Disaster Management and Earthquake Reconstruction, 2019.

DISTRICT DISASTER MANAGEMENT COMMITTEE

-  **Chair:** Chief District Officer.
-  **Composition:** Membership is comprised of district-based chiefs and heads of relevant government offices and security agencies, political representatives, local-level chief, district Chairpersons of NGO Federation, Federation of Nepalese Journalists, Chambers of Commerce, and NRCS.
-  **Functions:** DDMCs formulate and implement district disaster management plans and support the implementation of policies, plans, and programs approved by the NCDRRM, EC and PDMC. During a disaster, DDMCs conduct a variety of response activities, including the mobilization of security agencies for search and rescue, coordination rescue and relief activities provided by national and international NGOs, and distribution of relief materials. DDMCs also operate district-based EOCs.



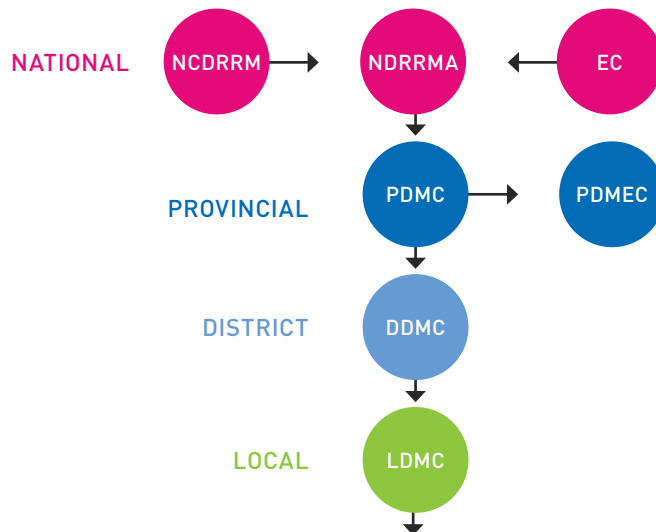
LOCAL DISASTER MANAGEMENT COMMITTEE

-  **Chair:** Municipality Chief or Rural Municipality Chairperson.
-  **Functions:** LDMCs formulate and implement local disaster management plans and support the implementation of policies, plans, and programs approved by the NCDRRM, EC and PDMC. LDMCs ensure local budget for disaster management, train elected officials, volunteers, and local residents, and form community-level disaster preparedness and response committees. During a disaster, LDMCs establish and manage local level EOCs, record and update disaster loss and damages, and implements activities in coordination with government, NGOs, and private actors.

ADMINISTRATIVE DIVISIONS OF NEPAL

NAME	NUMBER
Federal provinces ⁴	7
Districts	77

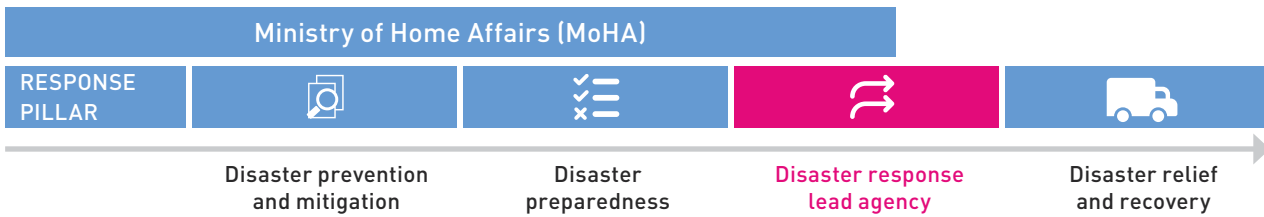
NATIONAL, PROVINCIAL, DISTRICT AND LOCAL LEVELS



⁴ Referred to both as provinces and states. As of writing, two of seven states are yet to be named and thus are formally referred to as State 1, State 2.

KEY GOVERNMENT AGENCIES

MINISTRY OF HOME AFFAIRS

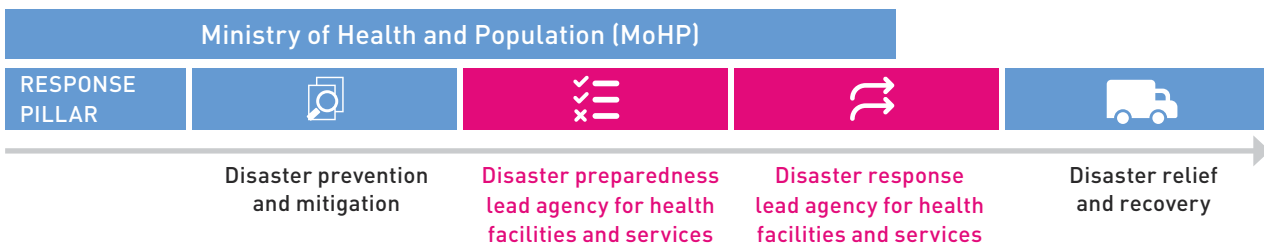


Function: MoHA is the focal point and coordinating ministry for DRR management and is responsible for the implementation and monitoring of national policies, laws, and standards related to disaster management. During a disaster, MoHA is responsible for the overall management of rescue and relief operations, including mobilizing the security agencies for disaster management activities.

MoHA's Disaster and Conflict Management Division has four sections, including the National Emergency Operations Center (NEOC). MoHA and the NDRRMA coordinate disaster management through disaster management committees at the provincial, district, and local levels.

Cluster leads: Logistics.

MINISTRY OF HEALTH AND POPULATION

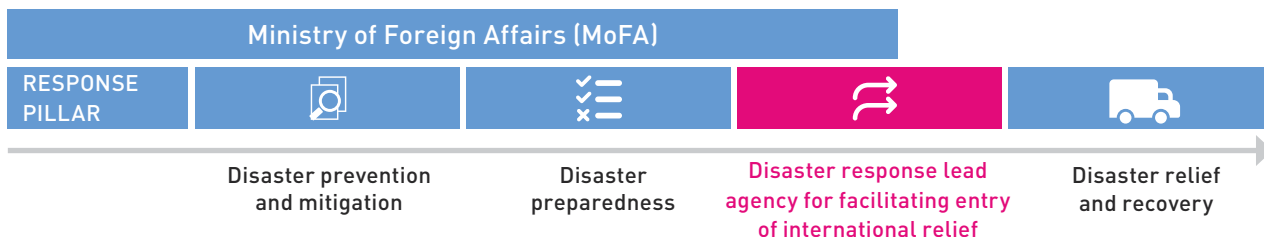


Function: MoHP is responsible for delivering training to health personnel on disaster response preparedness. It also coordinates delivery of medicines, equipment, and treatment to people in need. MoHP's Health Emergency Operations Center (HEOC) directly coordinates with NEOC and works closely with provinces during a disaster.

Sub-national representation: MoHP is represented at the provincial, district, and local levels. Additionally, the Government of Nepal and the World Health Organization have established Provincial Health Emergency Operations Centers (PHEOCs) that are now under MoHP. PHEOCs focus on health sector preparedness and response in disasters.

Cluster leads: Health.

MINISTRY OF FOREIGN AFFAIRS



Function: MoFA is 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. The NDRF defines the MoFA's roles in disaster response.


COORDINATION MECHANISMS


NATIONAL CLUSTER SYSTEM


National clusters are led by government and international agency co-leads and are well established in Nepal. 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


 **Function:** 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 NEOC during a response.

 **Process for activation:** The Government of Nepal activates the cluster system, in coordination with the UN Humanitarian Coordinator, in response to a disaster. As per the 2019 amendment of the NDRF, the NDRRMA mobilizes clusters for activities during a disaster.

 **Coordination:** MoHA is responsible for inter-cluster coordination through the NDRRMA.

 **Role of the military:** Asset and capability support for humanitarian response operations, including logistics and infrastructure support (engineering). The Nepali 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. In particular, the clusters develop annual monsoon response plans. For the 2020 monsoon season, MoHA and NDRRMA developed the EC-approved detailed Monsoon Preparedness and Response Plan 2020. The Humanitarian Country Team (HCT) also prepared the Monsoon Emergency Response Preparedness 2020 document to support the Government's response.

LOGISTICS CLUSTER COORDINATION THROUGH HUMANITARIAN STAGING AREAS

The World Food Programme (WFP – the agency co-lead for the logistics cluster), in collaboration with MoHA (the lead for the logistics cluster) and the Civil Aviation Authority of Nepal (CAAN), constructed three humanitarian staging areas (HSAs) for the prepositioning of relief supplies in Nepal. The HSAs are located next to airports in Kathmandu, Dhangadhi, and Nepalgunj. For example, the HSA in Dhangadhi is slated to store supplies, such as shelter materials, water and sanitation equipment, and health and hygiene kits for at least 60,000 people. The first HSA, located next to Tribhuvan International Airport in Kathmandu, opened one month before the 2015 earthquake and was activated as part of the response. The Dhangadhi and Nepalgunj HSAs were inaugurated around January 2020, while construction of additional HSAs in the country are currently ongoing or planned.⁵

NEPAL RED CROSS SOCIETY

The Nepal Red Cross Society (NRCS) is a key actor in the immediate and long-term response to disasters in Nepal and coordinates directly with the government. As a result, it has an institutionalized role in Nepal's disaster risk reduction and management structures. NRCS is a member of disaster response structures at all levels of government, including the EC, PDMC/EC, DDMC, and LDMC. When a disaster occurs, the NRCS Disaster Management Division (DMD) activates the NRCS Emergency Operation Center at its headquarters in Kathmandu to coordinate its activities.⁶

NRCS has a strong presence at the provincial, district and local level and coordinates with the DDMCs and LDMCs. NRCS also has a network of Provincial Committees and District Chapters, which receive further support from more than 1,500 Sub-Chapters and Cooperation Committees. Volunteers play a critical role in supporting NRCS' work. As of 2018, NRCS had over 121,000 active volunteers.⁷











NRCS is also actively involved in humanitarian civil-military coordination with the Nepali Army, Armed Police Force and Nepal Police during disasters. For example, NRCS and the Army coordinate search and rescue efforts and NRCS works with the Nepal Police to conduct local-level assessments after a disaster strikes.

⁵ World Food Programme, Inauguration of new humanitarian staging area in Dhangadhi, 2020.

⁶ Government of Nepal Ministry of Home Affairs, Nepal Disaster Report 2019.

⁷ Nepal Red Cross Society, Risk Reduction Policies, 2019. Nepal Red Cross Society, "About NRCS," 2020. IFRC Databank and Reporting System, "Nepal Red Cross Society," 2018.







NATIONAL CLUSTER SYSTEM

GOVERNMENT AGENCY		SUPPORTING AGENCY		CLUSTER
Ministry of Health and Population (MoHP)	.....▶	WHO	.....▶	Health
Ministry of Water Supply (MoWS)	.....▶	UNICEF	.....▶	WASH
Ministry of Urban Development (MoUD)	.....▶	IFRC/UN HABITAT	.....▶	Emergency Shelter
Ministry of Agriculture and Livestock Development [MoALD]	.....▶	WFP/FAO/UNICEF	.....▶	Food Security and Nutrition ⁸
Ministry of Home Affairs (MoHA)	.....▶	WFP	.....▶	Logistics
Ministry of Urban Development (MoUD)	.....▶	IOM	.....▶	Camp Coordination and Camp Management
Ministry of Education, Science and Technology (MoEST)	.....▶	UNICEF/SC	.....▶	Education
Ministry of Women, Children and Senior Citizens (MoWCSC)	.....▶	UNHCR/UNICEF/UNFPA	.....▶	Protection
Ministry of Communication and Information Technology (MoCIT)	.....▶	WFP	.....▶	Emergency Telecommunications
Ministry of Federal Affairs and General Administration (MoFAGA)	.....▶	UNDP	.....▶	Early Recovery

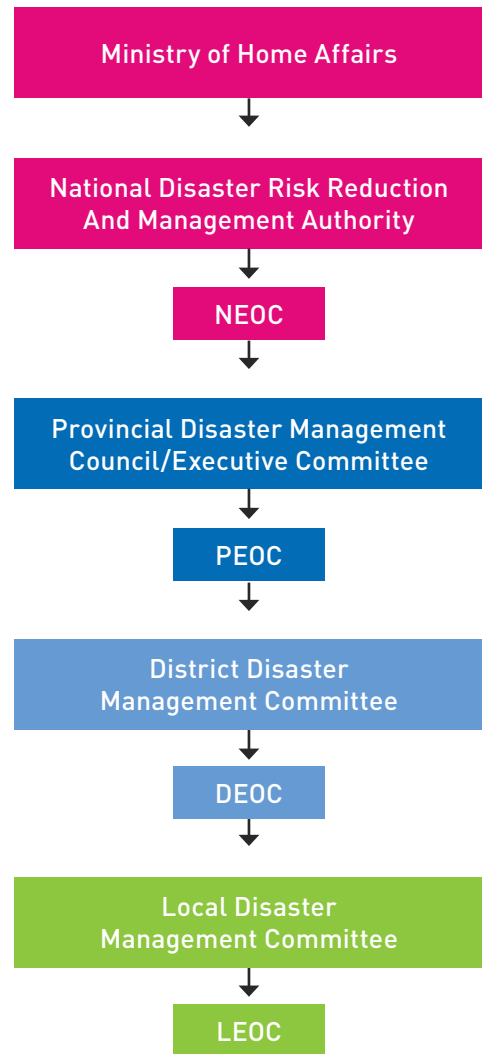
8 Food security & nutrition merged into one cluster per the 2019 amendment of the National Disaster Response Framework.

NATIONAL EMERGENCY OPERATIONS CENTER

The National Emergency Operations Center (NEOC) is automatically activated in the event of a large-scale disaster. In the existing system, the overall coordination and control of activities conducted at the operational level is carried out centrally by the NEOC. As per the 2017 DRRM Act, the NDRRMA operates and manages the NEOC.

-  **Activated:** At emergency level four, as stated in the NEOC standard operating procedure.
-  **Key functions:** The NEOC acts as a central coordination and communication point in disasters, to coordinate between government, national and international organizations, such as the NRCS, UN agencies, and NGOs. The NEOC also conducts data collection, analysis, and dissemination of information during a disaster.
-  **Location within government:** MoHA/NDRRMA.
-  **Leadership:** MoHA.
-  **Composition:** Disaster response focal points from relevant ministries.
-  **Military and police force representation:** The Nepali Army, Nepal Police, and APF are represented in the search and rescue command post established at NEOC, under the Chief Executive of the NDRRMA. The Nepali Army directs the operation and mobilization of the command post.

NEOC STRUCTURE/PROCESS



SUBNATIONAL EMERGENCY OPERATIONS CENTERS

EOCs are the coordination platforms in disaster response for multi-agency command and coordination, decision-making and information management at subnational levels. In addition to the NEOC, provincial EOCs (PEOCs), district EOCs (DEOCs) and local EOCs (LEOCs) are functional. During a disaster, the NEOC coordinates with the sub-national EOCs to collect, analyze and disseminate information.⁹

⁹ The Government of Nepal, National Disaster Response Framework, 2019, section 3, sub-section 3.7.

MOBILIZATION OF INTERNATIONAL ASSISTANCE

Nepal’s framework for mobilizing and coordinating international humanitarian response is included in the NDRF, which was amended in 2019. In major national disasters, Nepal may request or accept offers of assistance from external actors – the UN Humanitarian Coordinator, international governments, Red Cross, regional organizations, and donor groups – to meet gaps in national capacity or resources. The UN and Red Cross may also request assistance in line with the government’s decision.¹⁰

The 2017 DRRM Act also articulates that the government will prepare and implement minimum standards for all organizations, agencies, and individuals that distribute relief materials to disaster-affected populations. For example, relief is to be made available to disaster-affected people while they are housed in temporary shelters.

MoHA is responsible for coordinating the overall international response using the Guidelines for Accepting International Assistance and Early Registration. MoFA is responsible for the coordination of visas and custom clearances, and conveying relief needs identified by government agencies to the international community. The NDRF outlines that the government will implement the Model Agreement for Emergency Customs Procedure that was developed with the UN to permit customs exemptions for medicines, search and rescue materials, and other goods from the international community.¹¹

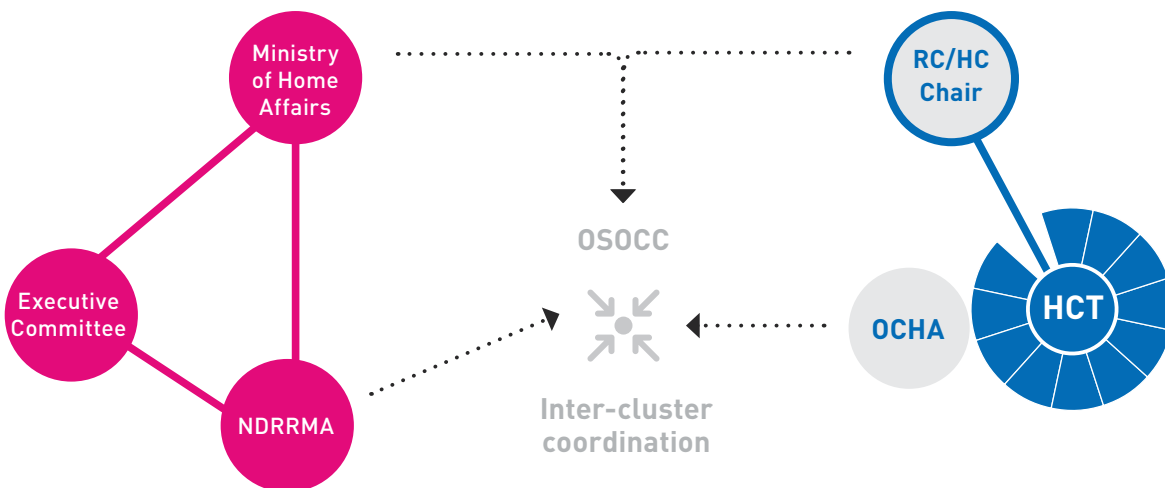
HUMANITARIAN COUNTRY TEAM

In the context of the Nepalese Government’s request for and/or acceptance of international assistance, coordination between the HCT agency co-leads for the clusters, the Humanitarian Coordinator and the national response systems and bodies, including MoHA, is initiated. The HCT membership consists of representatives of the UN, cluster co-lead agencies, representatives from the Association of International NGOs and the Red Cross movement, led by the UN Resident Coordinator/Humanitarian Coordinator.¹² There are currently 10 clusters and relevant sub-clusters, led by government departments and agencies, and HCT agency co-leads. During a disaster, the HCT coordinates the International Search and Rescue Advisory Group (INSARAG) and the United Nations Disaster Assessment and Coordination (UNDAC), when needed.

On-Site Operations Coordination Centre (OSOCC)

The OSOCC is a civilian coordination mechanism for international humanitarian assistance that, once activated, is led by the UN 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. The Humanitarian Coordinator has authority for the overall coordination of humanitarian efforts.

INTER-CLUSTER COORDINATION PROCESS



¹⁰ “National Disaster Response Framework amended,” The Himalayan Times, 2019.

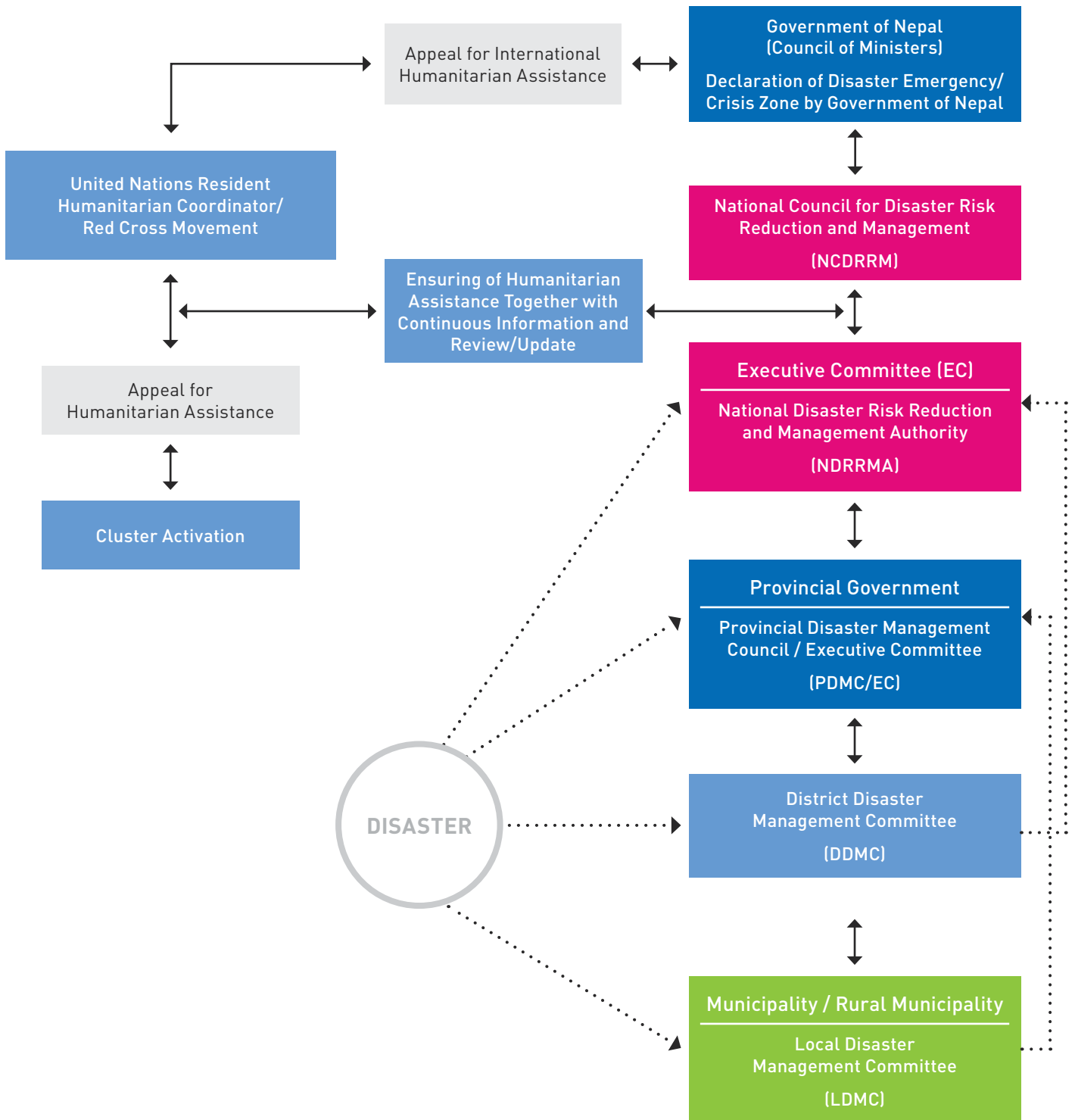
¹¹ Ibid.

¹² United Nations Nepal Information Platform, HCT and Cluster Coordination in Nepal.

NATIONAL AND INTERNATIONAL HUMANITARIAN ASSISTANCE AND COORDINATION FRAMEWORK

The infographic below depicts the national and international humanitarian assistance coordination framework in Nepal as outlined in the NDRF. It shows the coordination process between the Government of Nepal and the HCT, including the process for launching an appeal for international humanitarian assistance.¹³

NATIONAL AND INTERNATIONAL HUMANITARIAN ASSISTANCE COORDINATION FRAMEWORK



¹³ The Government of Nepal, National Disaster Response Framework, 2019, section 5, sub-section 5.1.

KEY MILITARY AND POLICE RESPONSIBILITIES IN DISASTER

ROLE OF THE NEPALI SECURITY AGENCIES

In Nepal, the security agencies – the Nepali Army, Armed Police Force, and Nepal Police – have integral roles in disaster response that are articulated in disaster-related laws and policies, military doctrine and coordination structures. For disaster management functions, the security agencies are mobilized when necessary. During a disaster, the Government of Nepal may mobilize the Nepali Army for search and rescue and relief operations. All three forces may operate under the unified command of the Army in the case of a large-scale disaster.

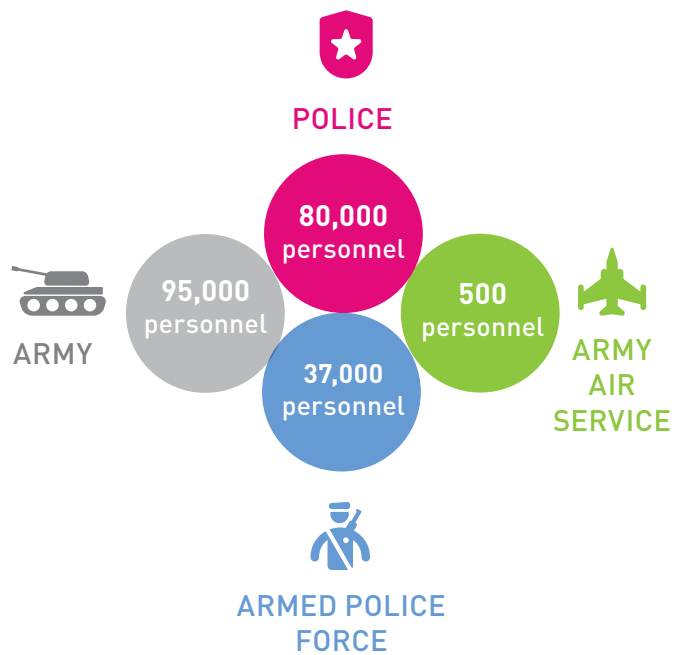
In relation to disaster management functions, the security agencies carry out duties under the direction and supervision of the EC, the NDRRMA, the chairpersons of PDMECs, and DDMC chairpersons.¹⁴

The 2015 Constitution also contains provisions for the Government of Nepal’s mobilization of the Nepali Army, including in disaster management works as provided for in the Federal law.¹⁵ As per the 2017 DRRM Act, the Nepali Army, Armed Police Force, and Nepal Police are designated members of the Executive Committee, and the Nepali Army is a member of the National Council for Disaster Risk Reduction and Management.

Each force has disaster management departments and dedicated units for disaster response. There are centers in which security agencies train in disaster response and

preparedness with other actors. Training includes collapsed structure search and rescue, dead body management, water rescue, and mountain rescue.

COMPONENTS OF THE SECURITY AGENCIES



KEY FUNCTIONS OF SECURITY AGENCIES IN DISASTER RESPONSE¹⁶

<ul style="list-style-type: none"> Community awareness on DRR. 	<ul style="list-style-type: none"> Be available for immediate mobilization following a disaster. 	<ul style="list-style-type: none"> Carry out emergency search, rescue and relief operations and distribution works. 	<ul style="list-style-type: none"> Conduct trainings and public awareness programs related to search and rescue operations.

¹⁴ The Government of Nepal, Disaster Risk Reduction Act, 2017, chapter 8, section 18.


¹⁵ The Government of Nepal, Constitution of Nepal, 2015, part 28, article 267.


¹⁶ The Government of Nepal, Disaster Risk Reduction Act, 2017, chapter 8, section 18.3 (a) (b), (c) (d).


NEPALI ARMY

In addition to its military responsibilities, the Nepali Army is actively involved in disaster management and response activities. The Nepali Army has two specialized Disaster Management Battalions to conduct humanitarian response and disaster relief activities. During a disaster, the Nepali Army Headquarters (HQ) Operations Centre manages the Nepali Army Crisis Management Center, which coordinates with the Army's sub-national operations centers and the Multi-National Military Coordination Center (MNMCC).


 **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 Nepali Army.


 **Components:** Nepali Army, Nepali Army Air Service.


 **Number of personnel:** 95,000.

 **Headquarters:** Bhadrakali, Kathmandu.

 **Activations in disaster response:** Activation is undertaken in two ways: under the Constitution, the Chief of the Army Staff has the authority to immediately mobilize the Nepali Army; on recommendation of the National Security Council to the President via the Council of Ministers.

 **Divisions:** Far-Western Division, North-Western Division, Mid-Western Division, Western Division, Mid-Eastern Division, Mid Division, Valley Division and Eastern Division.

 **Functions:** Designated mandate to conduct disaster response, including search, rescue and relief activities when mobilized by the Government of Nepal.


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


ARMED POLICE FORCE


The APF is a paramilitary force that was established by the Armed Police Force Act of 2001. The APF is tasked with counter-insurgency, counter-terrorism, and border security operations in Nepal. The APF also has a mandate for conducting disaster relief operations and providing relief to individuals affected by natural disasters or epidemics.


A Disaster Management Division at the APF Headquarters coordinates with provincial brigades and field units. The Division carries out central-level coordination with MoHA and its Chief represents the APF on the EC. APF personnel are mobilized as per the DRRM Act 2017. A Disaster Management Training School was established in 2011 to enhance the capability of APF personnel to manage and respond to disasters occurring in various parts of the country.¹⁷


 **Established:** 2001.

 **Leadership:** Home Minister; MoHA is the governing body. An Inspector General is the Chief of Armed Police Forces, equivalent in rank to a Lieutenant General of the Nepali Army.

 **Components:** Eight brigades responsible for each of the seven provinces and the capital city, Kathmandu Valley. Brigades are comprised of battalions, dependent companies, and independent companies, and may have border outposts, security bases, or other facilities.¹⁸

 **Number of personnel:** 37,000.

 **Headquarters:** Halchowk, Kathmandu.

 **Functions:** Designated mandate to provide relief assistance in disaster and epidemic response.

¹⁷ Armed Police Force, "Disaster Management Training School."


¹⁸ Armed Police Force, "APF Units under the Brigade HQ."


NEPAL POLICE


The Nepal Police is a law enforcement agency that was established by the Nepal Police Act of 1955. The Nepal Police perform various disaster management activities and are mandated to protect life and property during disasters. The Nepal Police is the most dispersed security agency throughout Nepal and has the most consistent contact with communities, resulting in their designation as first responders when there is a disaster.¹⁹

The Disaster Management Division is a specialized police unit that works on DRR and management. During a response, the Nepal Police collect disaster-related local information and share it with the NEOC at the national level for analysis and dissemination.


 **Established:** 1955.

 **Leadership:** Home Minister; MoHA is the governing body. An Inspector General is the Chief of Nepal Police.

 **Components:** A State/Province Police Office is responsible for each of the seven provinces, and a Metropolitan Police Office is located in Kathmandu Valley. The Disaster Management Division consists of a central division in Kathmandu and seven specialized units called state disaster management companies, which are located in the seven provinces/states. Approximately 1,300 police personnel are mandated to work solely on DRR and management.²⁰

 **Number of personnel:** 80,000.

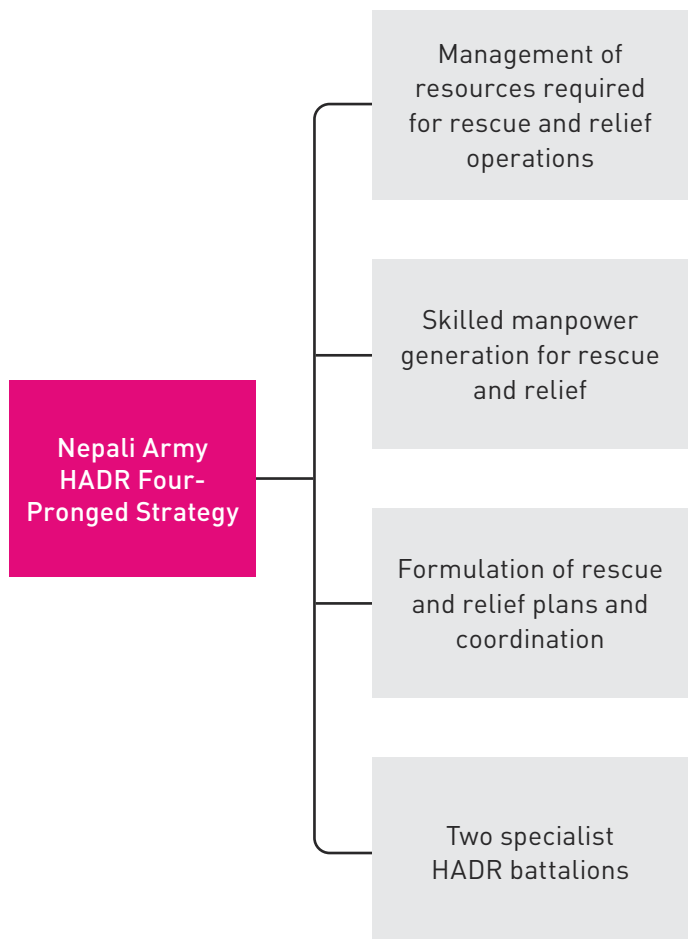
 **Headquarters:** Naxal, Kathmandu.

 **Functions:** To mobilize for disaster response and conduct search and rescue.

HUMANITARIAN ASSISTANCE AND DISASTER RELIEF

The Nepali 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. Two dedicated disaster management battalions for HADR have also been established.

NEPALI ARMY HUMANITARIAN ASSISTANCE AND DISASTER RELIEF STRATEGY



Source: Nepal Army, Lessons From the 2015 Earthquake Response, pgs. 4-6

¹⁹ Dana Mosa-Basha, et al., Disaster Preparedness and Management in Nepal, 2019.

²⁰ Nepal Police, "Disaster Management Division."

NEPALI ARMY COORDINATION

NATIONAL EMERGENCY OPERATIONS CENTER COMMAND POST

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 established under the leadership of the Chief Executive of the NDRRMA.

Composition: MoHA Joint Secretary, Director of Disaster Management from the Nepali Army, Chief of Disaster Management from the Nepal Police, and Chief of Disaster Management from the Armed Police Force.

Operations Command of the Post: The operations and mobilization of the search and rescue command post in the NEOC will be commanded by the Nepali Army.²¹

In the 2015 earthquake response, the usual practice of establishing a small military operational cell at the NEOC was found to be inadequate. Instead, an MNMCC was established to coordinate incoming foreign military as well as search and rescue teams. Military liaison officers from the MNMCC were seconded to the NEOC to assist in the coordination of emergency operations.²²

NEPALI ARMY CRISIS MANAGEMENT CENTER

The 2019 amended NDRF contains a provision for a Nepal Army Crisis Management Center (NACRIMAC) which coordinates the Army’s operations during disasters and crises. This includes coordination between the Army’s Divisional HQ Operations Center, Brigade HQ Operations Center and Battalion HQ operations center.

When a response requires the coordination of international assistance, including FMAs, the NACRIMC coordinates and gives direction to the search and rescue teams – consisting of the Nepali Army, Nepal Police, and APF – and the MNMCC. Lateral coordination occurs between the NACRIMAC and the OSOCC.²³

NEPALI ARMY OPERATIONS CENTERS



21 The Government of Nepal, National Disaster Response Framework, 2019, section 6, sub-section 6.6.

22 Nepal Army, Lessons From the 2015 Earthquake Response, pgs. 9, 37.

23 Ibid.

HUMANITARIAN CIVIL-MILITARY COORDINATION

MECHANISMS

COORDINATION OF FOREIGN MILITARY ASSETS

International military assistance is generally based on existing agreements between Nepal and other states, in particular South Asian Association for Regional Cooperation (SAARC) members, or provided on a bilateral basis. The Government of Nepal may either request and/ or accept FMAs. MoFA communicates the need for foreign military assistance to the international community. Bilateral or multilateral agreements need to be established, preferably prior to a disaster.²⁴

If FMAs are accepted, joint and combined operations/multi-national force (MNF) concepts shall be applied. If international assistance is requested, the Nepali Army, through the NACRIMAC, is given prime responsibility for directing and coordinating foreign military humanitarian assistance. The DRRM Act also requires foreign nationals and organizations to obtain approval from the government in order to enter disaster-affected areas.

MULTI-NATIONAL MILITARY COORDINATION CENTER


The role of the MNMCC is outlined in the NDRF. The MNMCC facilitates information-sharing between the Nepali security agencies and assisting foreign militaries, and coordinates the use of military resources. In Nepal, FMA coordination at the national level is the MNMCC's responsibility and is facilitated through liaison with the CMCoord platform.


The MNMCC is coordinated and directed by the NACRIMAC. The NACRIMAC also coordinates the sub-national MNMCC. In the response to lessons learned during the 2015 earthquake, UN OCHA now has a permanent liaison function within the MNMCC to facilitate sharing of information and coordination of operational planning.


MNMCC OVERVIEW

 **Activation:** Established by the Nepali Army.

 **Headquarters:** Nepali Army HQ.

 **Coordination:** Between government agencies, civilian actors and international responders, and foreign militaries via the NDRRMA/NEOC and OSOCC where required. International search and rescue teams can be coordinated through MNMCC and NEOC.

 **Liaison Officers:** Liaison Officers facilitate coordination between the MNMCC, NEOC and OSOCC. In the 2015 earthquake response, liaison officers from the Nepali 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:** Standard operating procedures (SOPs) for the MNMCC were developed and finalized in 2017.²⁵ The Nepali Army's 2015 Lessons Learned report highlighted the need for SOPs in order to effectively mobilize FMAs and coordinate activities.

In the 2015 earthquake response, over 18 foreign militaries were deployed. In addition, 76 civilian search and rescue teams were deployed from 34 countries. The MNMCC played a pivotal role in the earthquake rescue operation by coordinating the national and international military efforts, and initially coordinated the incoming civilian search and rescue teams. The MNMCC also initially undertook the responsibilities of OSOCC until it was established by OCHA.²⁶

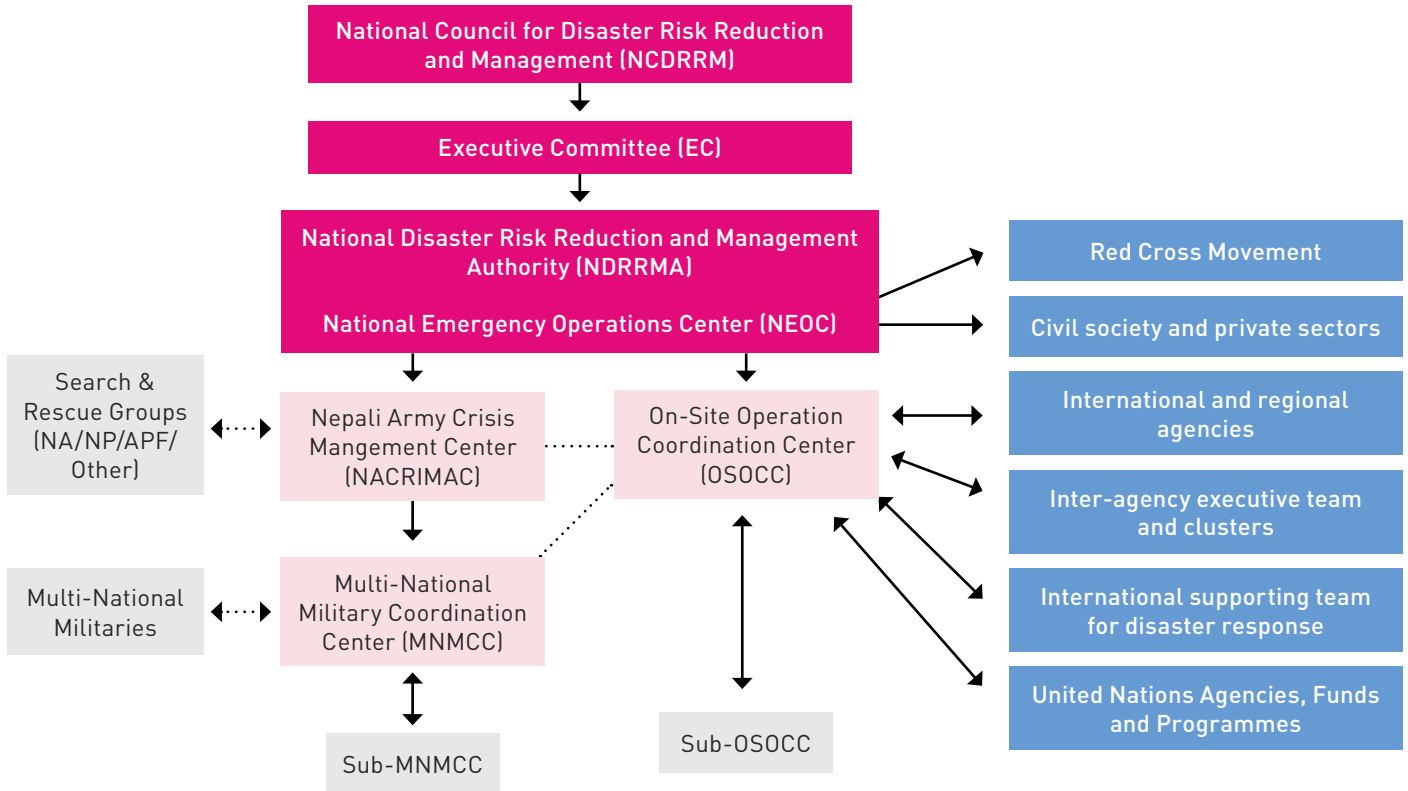
²⁴ Nepal Army, Lessons from 2015 Earthquake, pg. 37.

²⁵ United Nations Office for the Coordination of Humanitarian Affairs, Regional Consultative Group on Humanitarian Civil-Military Coordination for Asia and the Pacific-Newsletter, Issue 2, 2017.

²⁶ Nepal Army, Lessons From the 2015 Earthquake Response, pg. 29.

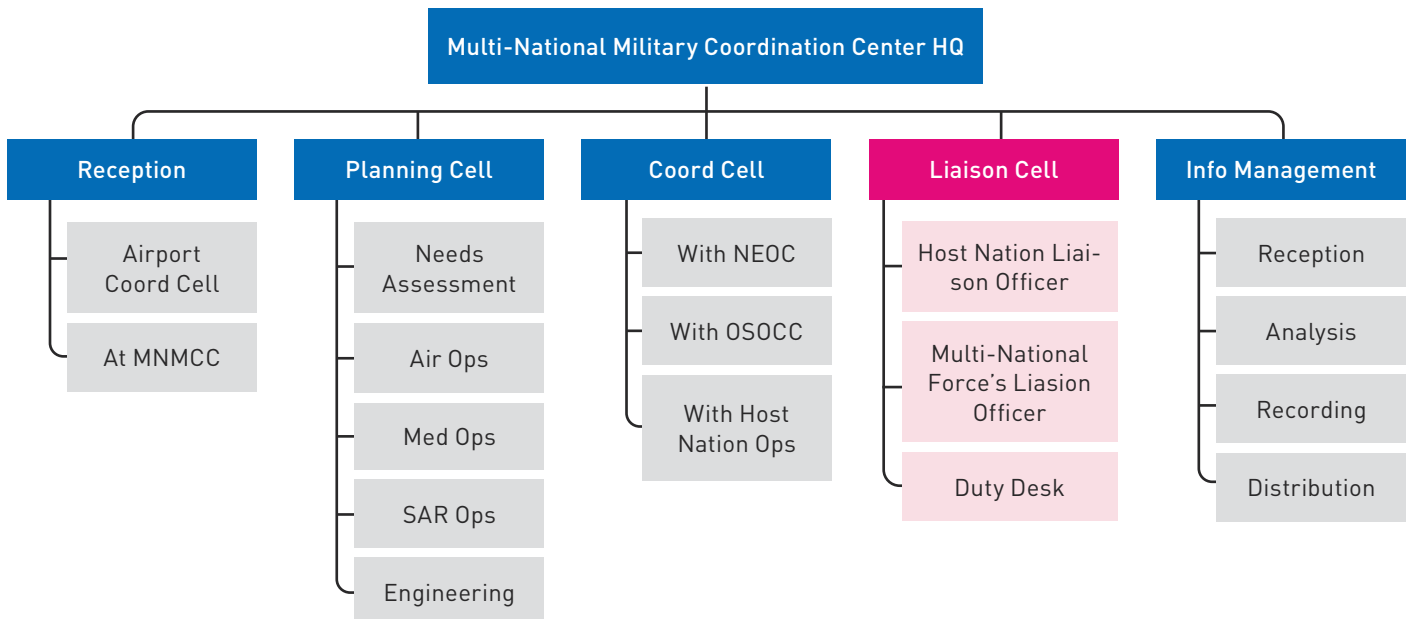
COORDINATION BETWEEN MNMCC AND OSOCC

According to the NDRF, the NDRRMA oversees coordination and contact between the MNMCC and the OSOCC.²⁷



Based on the experience of leading the MNMCC in the 2015 earthquake response, the Nepali Army's Lessons Learned report proposed several changes to the MNMCC structure and coordination. The proposed structure includes five cells: reception cell, planning cell, coordination cell for coordination with the NEOC and OSOCC, a liaison cell for the Nepali Army and foreign military liaison officers, and an information management cell.²⁸

PROPOSED MULTI-NATIONAL MILITARY COORDINATION CENTER STRUCTURE



²⁷ The Government of Nepal, National Disaster Response Framework, 2019, section 5, sub-section 5.10.

²⁸ Nepal Army, Lessons From the 2015 Earthquake Response, 2016 (p. 51).

HUMANITARIAN-MILITARY OPERATIONAL COORDINATION CONCEPT

HUMOCC OVERVIEW

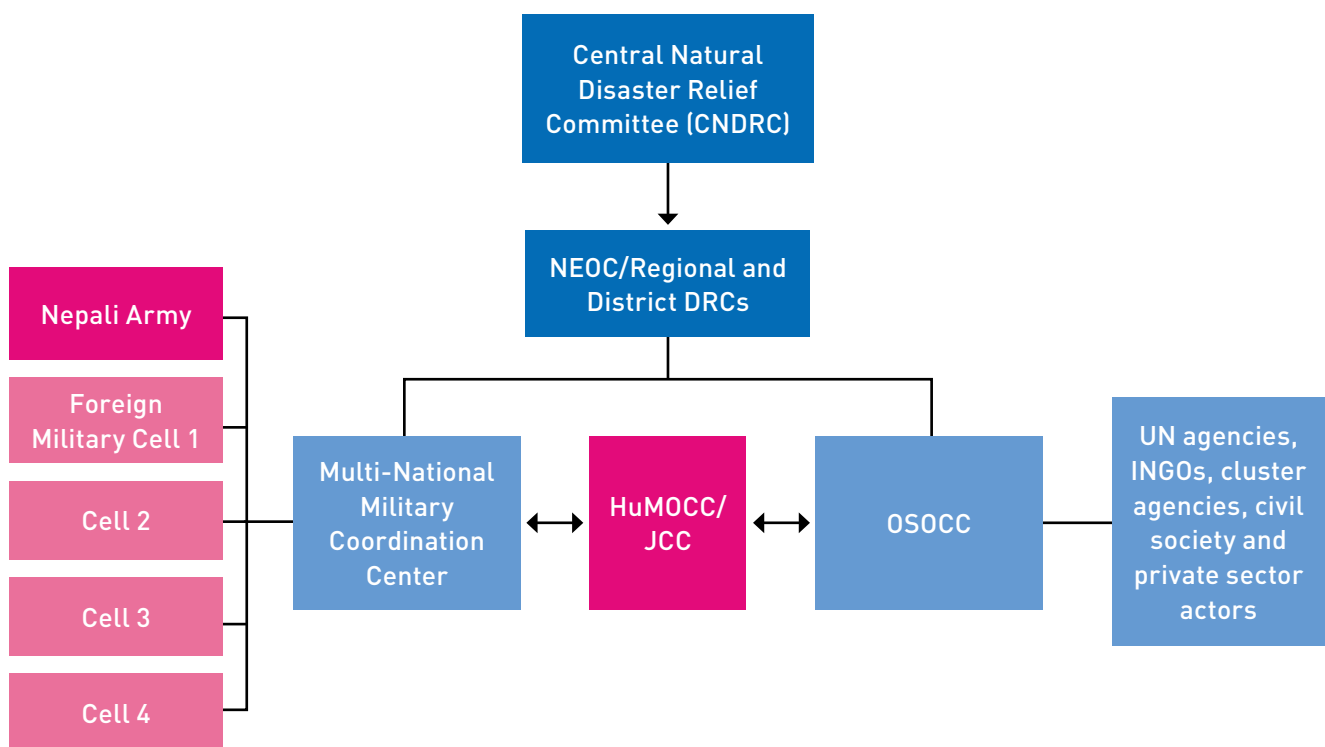
The HuMOCC is a humanitarian civil-military coordination (CMCoord) platform that can be used in large-scale disasters when it is appropriate for humanitarian and military actors to co-locate, as it provides a physical space for interaction among humanitarian, national and foreign military actors, as well as national police. As a dedicated space for CMCoord, the HuMOCC facilitates information sharing, task division, and the coordination of operational planning between humanitarian and military actors in natural disaster responses.²⁹ Above all, the HuMOCC's services seek to optimize the use of available military assets to support humanitarian priorities in affected areas.

The HuMOCC is intended to be complementary to the OSOCC but has the flexibility to be established with or without the OSOCC and sub-OSOCCs, as required. Ultimately, the HuMOCC is scalable and an integral part of the on-site coordination apparatus established by the international humanitarian community in support of the affected State's broader on-site coordination requirements. As a result, the HuMOCC is ideally led by the

affected State's national disaster management authority with the support of UN OCHA's Civil-Military Coordination Service (CMCS).

During the 2015 earthquake response, the HuMOCC concept was employed in Nepal as a humanitarian-military-police coordination platform. As part of the response, the Government of Nepal established a Multi-National Military Operations and Coordination Center (MNMCC), which was chaired by the Nepali Army. The HuMOCC was established by the UN-CMCoord team and was co-located with the MNMCC. After the establishment of HuMOCC, all international and national NGOs coming to the MNMCC were channeled to the HuMOCC for necessary coordination. The HuMOCC was also referred to as Joint Coordinating Committee (JCC).³⁰ The HuMOCC served as the physical space for humanitarian and military actors to interact, including key cluster personnel and the Nepali Army. Humanitarian capacity gaps identified by civilian actors, such as the HCT or clusters, were raised at the HuMOCC.

HUMOCC/JCC COORDINATION IN THE 2015 EARTHQUAKE RESPONSE



²⁹ United Nations Office for the Coordination of Humanitarian Affairs, UN-CMCoord Field Handbook Version 2.0, 2018.

³⁰ Retired Col. Ratindra Khatri, "Civil-Military Coordination after the Nepal Earthquake: Role of the HuMOCC," Liaison, Volume VIII, 2016.

CASE STUDY: JULY 2019 MONSOON RESPONSE



Monsoon rain, flooding and landslides



11 to 13 July 2019

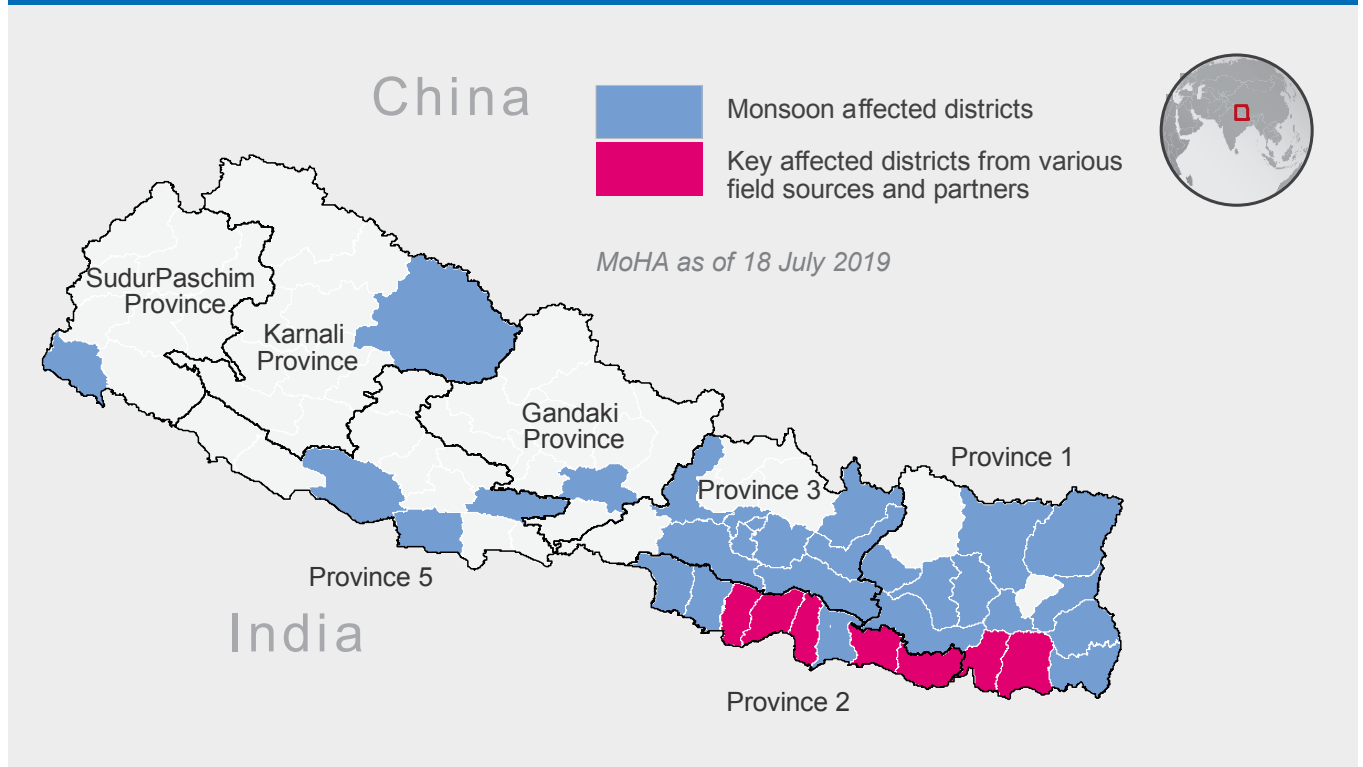


375,000 affected



80,000 displaced

NEPAL: Monsoon Update Map



Adapted from 'Nepal: Monsoon Flooding Flash Update 3', Office of the Resident Coordinator, Nepal

RESPONSE OVERVIEW

The 2019 monsoon season started on 20 June and remained active until 12 October 2019. The first heavy rainfall of the season lasted from 11 to 13 July. The heavy rain resulted in significant flooding and landslides, which affected multiple areas of Nepal, especially Provinces 1, 2, and 3. By 15 July, approximately 80,000 people were temporarily displaced in Central and Eastern Nepal.³¹

Following the onset of the rains, the EC, chaired by the Minister of Home Affairs, directed ministries and provincial and local governments to respond. The MoHA also

convened a cluster meeting at the NEOC in order to provide an overview of the situation and coordinate response requirements.³² Responding organizations, including humanitarian organizations, were requested by the MoHA to prioritize search and rescue, treatment of injured, provision of food items, and emergency shelter. In addition to central coordination, humanitarian organizations also coordinated with provincial, district, and local governments to meet the needs of affected populations.

³¹ Office of the UN Resident Coordinator Nepal, Nepal: Monsoon Flooding Flash Update No. 2, 2019.

³² Office of the UN Resident Coordinator Nepal, Nepal: Monsoon Flooding Flash Update No.1, 2019.

CIVIL-MILITARY COORDINATION

The Nepali Army, Nepal Police and Armed Police Force were immediately mobilized by the Government of Nepal for search and rescue. Personnel from all three security agencies, alongside volunteers from the Nepal Red Cross Society, also evacuated people from affected areas to shelters in schools and other public places.³³ Search and rescue efforts proved challenging as many roads and other critical infrastructure were inaccessible due to the flooding and landslides. To address this challenge, security personnel worked to clear roads and the Nepali Army used boats to access affected areas and employed helicopters for search and rescue. By 15 July, approximately 2,156 people were rescued by security forces.³⁴ The Nepal Police also played an integral role in responding due to their presence in local communities. Approximately 27,380 police personnel were deployed across the country for search and rescue operations.³⁵

PLANNING AND LESSONS LEARNED

Prior to the beginning of monsoon season, MoHA developed a monsoon preparedness and response plan in which it detailed actions for relevant ministries, all government levels, and security agencies. Preparedness actions included developing disaster preparedness plans at the provincial and local levels and ensuring ministries and security agencies coordinated public awareness campaigns. Similarly, the HCT developed a monsoon flooding contingency plan, which detailed its response strategy and coordination processes with the Government of Nepal in line with established frameworks.

Following the end of monsoon season, MoHA reflected on the response to the year's monsoon-related disasters and provided lessons learned in its *2019 Seasonal Disaster Review*. In the review, MoHA identified critical actions that occurred as part of the response to the monsoon. First, the immediate mobilization of the Government of Nepal's civilian and security agency response mechanisms allowed for the early coordination response efforts. Second, coordination with provincial and local governments and the security agencies enabled a prompt response to assist affected populations. Third, the rapid deployment of security personnel saved the lives of affected populations, especially those in high-risk areas; and, fourth, the mobilization of volunteers, including those part of the Nepal Red Cross Society, supported response efforts.³⁶

³³ International Federation of the Red Cross and Red Crescent, Information bulletin - Nepal: Monsoon floods and landslides, 2019.

³⁴ Office of the UN Resident Coordinator Nepal, Nepal: Monsoon Flooding Flash Update No. 2, 2019.

³⁵ "Floods, landslides claim 43 lives," The Himalayan Times, 2019.

³⁶ The Government of Nepal Ministry of Home Affairs, Seasonal Disaster Review: Monsoon related disasters in Nepal 20 June to 12 October 2019, 2019.

CASE STUDY: GORKHA EARTHQUAKE RESPONSE 2015

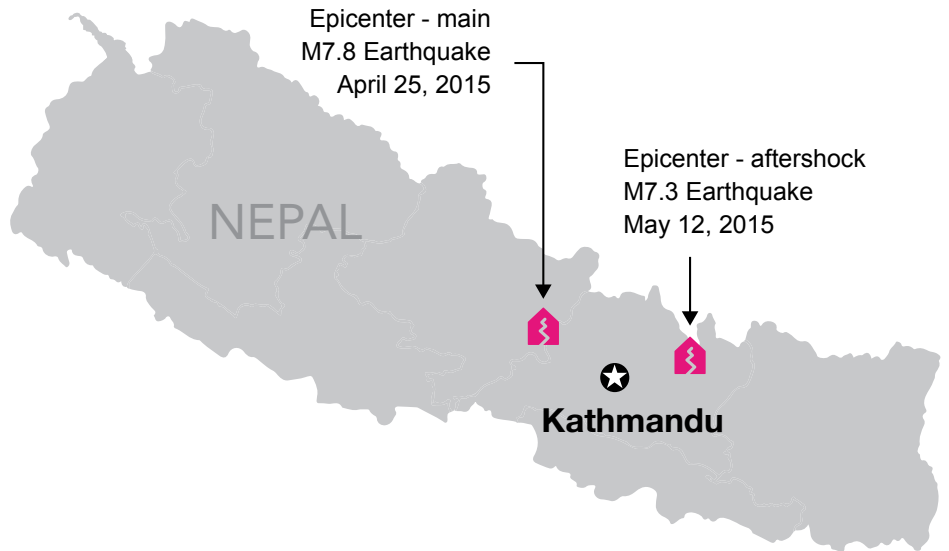
Magnitude 7.8 / 7.3

April / May 2015

5.7 million affected

8,831 fatalities

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.



NEPAL EARTHQUAKE: National and Foreign Military Air Assets (as of 12 May 2015)



OVERVIEW

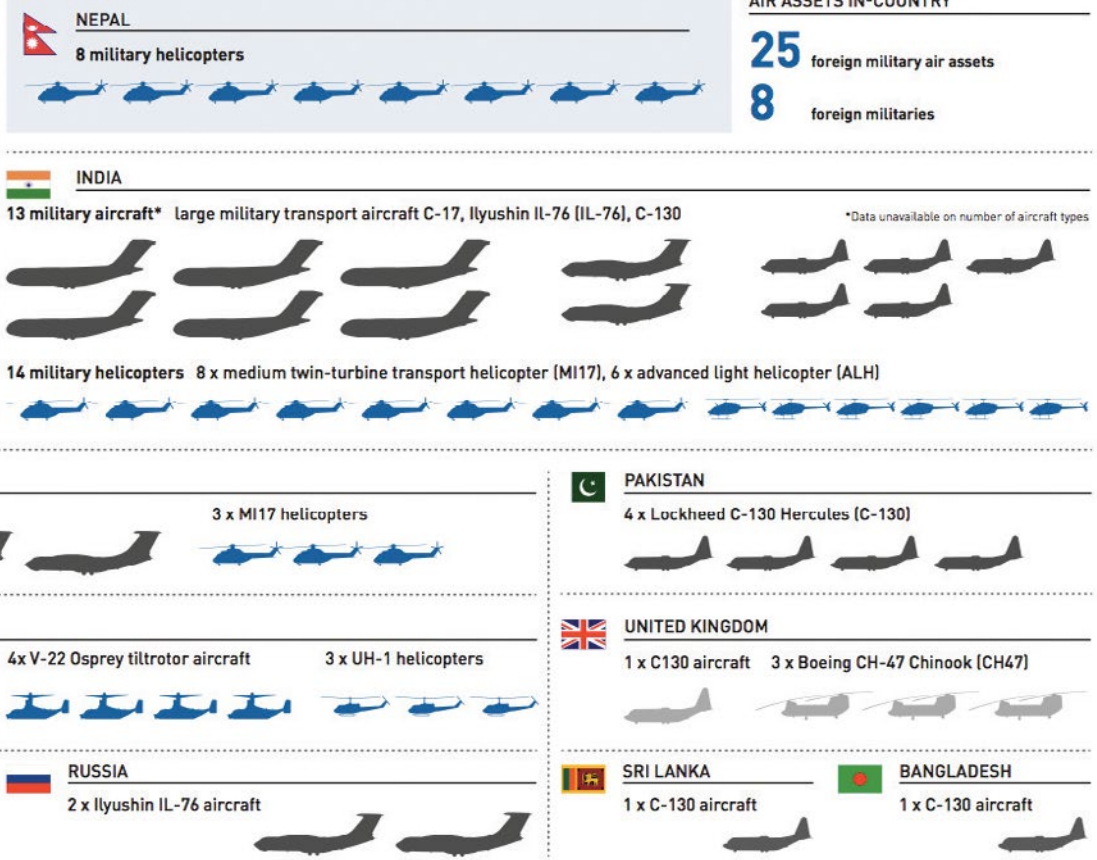
- In-country
- Delivering cargo (not positioned in-country)
- Pending arrival

The Multi-National Military Coordination Centre (MNMCC) is coordinating all foreign military assets through daily meetings. The Nepalese Army has appointed a dedicated liaison officer from the MNMCC to the National Emergency Operations Centre of the Ministry of Home Affairs.

The Humanitarian-Military Operations Coordination Centre (HuMOCC) was established to provide the physical space dedicated to facilitating the interface between humanitarian and military actors.

AIR ASSETS IN-COUNTRY

25 foreign military air assets
8 foreign militaries



Creation date: 12 May 2015
Data source: UNDAC
Feedback: cmcoordnepal@gmail.com
www.unocha.org www.reliefweb.int

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 Nepali 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 Nepali 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.³⁷

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.

³⁷ Humanitarian Response Platform, Humanitarian-Military Operations Coordination Center (HuMOCC), 2015.

ACRONYMS AND ABBREVIATIONS

APF	Armed Police Force
CMCoord	Civil-military coordination
DDMC	District Disaster Management Committee
DEOC	District Emergency Operations Center
DRR	disaster risk reduction
DRRM Act	Disaster Risk Reduction and Management Act
EOC	Emergency Operations Center
FAO	Food and Agriculture Organization [UN]
FMA	foreign military assets
HADR	humanitarian assistance and disaster relief
HCT	Humanitarian Country Team
HEOC	Health Emergency Operations Center
HQ	headquarters
HuMOCC	Humanitarian-Military Operational Coordination Concept
HSA	humanitarian staging area
IDRL	International Disaster Response Law
IFRC	International Federation of the Red Cross
IOM	International Organization for Migration
JCC	Joint Command Center
LDMC	Local Disaster Management Committee
LEOC	Local Emergency Operations Center
MNF	multi-national force
MNMCC	Multi-National Military Coordination Center
MoFA	Ministry of Foreign Affairs
MoHA	Ministry of Home Affairs
MoHP	Ministry of Health and Population
MoUD	Ministry of Urban Development
NACRIMAC	Nepal Army Crisis Management Center
NCDRRM	National Council for Disaster Risk Reduction and Management
NDRF	National Disaster Response Framework
NDRRMA	National Disaster Risk Reduction and Management Authority
NEOC	National Emergency Operations Center
NGOs	non-governmental organizations
NRCS	Nepal Red Cross Society
OSOCC	On-Site Operations Coordination Centre
PDMC	Provincial Disaster Management Council
PDMEC	Provincial Disaster Management Executive Committee
PEOC	Provincial Emergency Operations Center

PHEOCs	Provincial Health Emergency Operations Centers
SAARC	South Asian Association for Regional Cooperation
SOPs	Standard operating procedures
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UN HABITAT	United Nations Human Settlements Programme
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
WASH	water, sanitation and hygiene
WFP	World Food Programme
WHO	World Health Organization

REFERENCES

- Armed Police Force Act, 2001.
- “APF adds brigades, battalions,” The Rising Nepal, 2018.
- Armed Police Force, <<https://www.apf.gov.np/>>.
- Armed Police Force, “APF Units under the Brigade HQ,” 2020.
- Armed Police Force, “Disaster Management Training School,” <<https://dmtc.apf.gov.np/>>.
- Centre for Research on the Epidemiology of Disasters Emergency Events Database (EM-DAT CRED), 2020.
- Dana Mosa-Basha, et al., Disaster Preparedness and Management in Nepal, 2019.
- International Federation of the Red Cross and Red Crescent, Law and Disaster Preparedness and Response Literature Review, 2019.
- “National Disaster Response Framework amended,” The Himalayan Times, 2019.
- Nepal Army, Lessons From the 2015 Earthquake Response, 2016.
- Nepal Police, “Disaster Management Division,” 2020.
- Retired Col. Ratindra Khatri, “Civil-Military Coordination after the Nepal Earthquake: Role of the HuMOCC,” *Liaison*, Volume VIII, 2016.
- The Asia Foundation, The Roles of Local Governments in Disaster Management and Earthquake Reconstruction, 2019.
- The Government of Nepal, Constitution of Nepal, 2015.
- The Government of Nepal, Disaster Risk Reduction Act, 2017.
- The Government of Nepal, Disaster Risk Reduction and Management Rules, 2019.
- The Government of Nepal Ministry of Health and Population, Provincial Health Emergency Operations Centre Handover, Pokhara, 2018.
- The Government of Nepal Ministry of Health and Population, Role/Functions of HEOC, 2018.
- The Government of Nepal Ministry of Home Affairs, Disaster Risk Reduction National Strategic Plan of Action 2018-2030, 2018.
- The Government of Nepal Ministry of Home Affairs, National Policy for Disaster Risk Reduction, 2018.
- The Government of Nepal Ministry of Home Affairs, National Position Paper on Disaster Risk Reduction and Management, 2018.
- The Government of Nepal Ministry of Home Affairs, National Position Paper on Disaster Risk Reduction and Management, 2019.
- The Government of Nepal Ministry of Home Affairs, Nepal Disaster Report, 2019.
- The Government of Nepal Ministry of Home Affairs, Nepal Disaster Report, 2017.
- The Government of Nepal, National Disaster Response Framework, 2019.

The Government of Nepal, Nepal Food Security Monitoring System Report, 2017.

United Nations Office for the Coordination of Humanitarian Affairs, Regional Consultative Group on Humanitarian Civil-Military Coordination for Asia and the Pacific–Newsletter, Issue 2, 2017.

United Nations Office for the Coordination of Humanitarian Affairs, UN-CMCoord Field Handbook Version 2.0, 2018.

United Nations Nepal Information Platform, HCT and Cluster Coordination in Nepal, 2019.

United Nations Nepal Information Platform, Nepal: Monsoon Emergency Response Preparedness, 2020.

UN Resident and Humanitarian Coordinator in Nepal, Monsoon Flooding Flash Update No. 2, 2019.

World Bank, World Development Indicators Database: Nepal Country Profile, 2019.

World Food Programme, Inauguration of new humanitarian staging area in Dhangadhi, 2020.



PHILIPPINES



HUMANITARIAN 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



PHILIPPINES

Civil-military coordination (CMCoord) and disaster response in the Philippines has undergone a significant transformation over the last two decades. Frequent large-scale disasters and subsequent national and international responses have shaped the evolution of disaster management legislation, policy frameworks and coordination structures. The Armed Forces of the Philippines (AFP) is a primary responder in disaster operations and is frequently deployed to assist humanitarian response.

Following Super Typhoon Haiyan (Yolanda) in 2013, which saw the deployment of foreign military assets (FMA) from 29 states, the Government of the Philippines' Department of Foreign Affairs (DFA) significantly overhauled the coordination of international humanitarian assistance, and specifically civil-military coordination. Incorporating lessons learned from the Haiyan response, the Philippines International Assistance (PIHA) guidelines were adopted and the Philippines International Humanitarian Assistance Cluster (PIHAC) was established in 2018.

Coordination in action

The Government of the Philippines hosted the International Search and Rescue Advisory Group (INSARAG) Asia-Pacific earthquake response exercise in June 2018. This simulation brought together nearly 500 foreign and local participants to practice national and international response and coordination mechanisms, including:

- Urban Search and Rescue
- National/Local Disaster Management Agency
- Emergency Medical Teams
- UN Disaster Assessment and Coordination/ On-Site Operations Coordination Center
- ASEAN Emergency Rapid Assessment Team Joint Operations and Coordination Center
- Humanitarian Country Team
- Multinational Coordination Center/Civil-Military Coordination Center/UN Civil-Military Coordination.¹

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

2007-10	<ul style="list-style-type: none"> • 2007 National cluster system established. • 2009 Hosted the inaugural ASEAN Regional Forum Disaster Relief Exercise. • 2010 Republic Act 10121 Philippines Disaster Risk Reduction and Management Act.
2013	<ul style="list-style-type: none"> • 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 Multinational Coordination Centre (MNCC) activated.
2014	<ul style="list-style-type: none"> • After Action Review (AAR) on Humanitarian Civil-Military Coordination in Typhoon Haiyan (Yolanda). • The National Disaster Risk Reduction and Management Council (NDRRMC) together with 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 (Ruby). Civil-Military Coordination Center (CMCC) collocated with MNCC. • National Disaster Response Plan (NDRP) established. Eight national response clusters created and AFP designated as lead of the SRR cluster.
2015	<ul style="list-style-type: none"> • Elected first chair of the RCG on Humanitarian-Civil Military Coordination for Asia and the Pacific. • AFP Humanitarian Assistance and Disaster Response Plan established (Operation Plan (OPLAN) Tulong – Bayanihan).
2016	<ul style="list-style-type: none"> • Philippines joined the Advisory Group for the development of Recommended Practices for Effective Humanitarian Civil-Military Coordination of Foreign Military Assets (FMA) in Natural and Man-Made Disasters. • Over 350 government and military personnel trained in civil-military coordination.
2018	<ul style="list-style-type: none"> • Hosted the INSARAG Asia-Pacific earthquake response exercise. • Typhoon Mangkhut (Ompong): military deployed for search and rescue and retrieval.
2019	<ul style="list-style-type: none"> • Civil-military coordination course offered during the Pacific Partnership conducted in Tacloban.²
2020	<ul style="list-style-type: none"> • The House of Representatives approves the Bill creating the Department of Disaster Resilience (DRR).

1 CHA (2018) Philippines: Asia Pacific 2018 INSARAG Earthquake Response Exercise.

2 The Pacific Partnership is an annual multinational humanitarian assistance and disaster relief preparedness mission conducted in the Indo-Pacific.

DISASTER RISK PROFILE

KEY FACTS

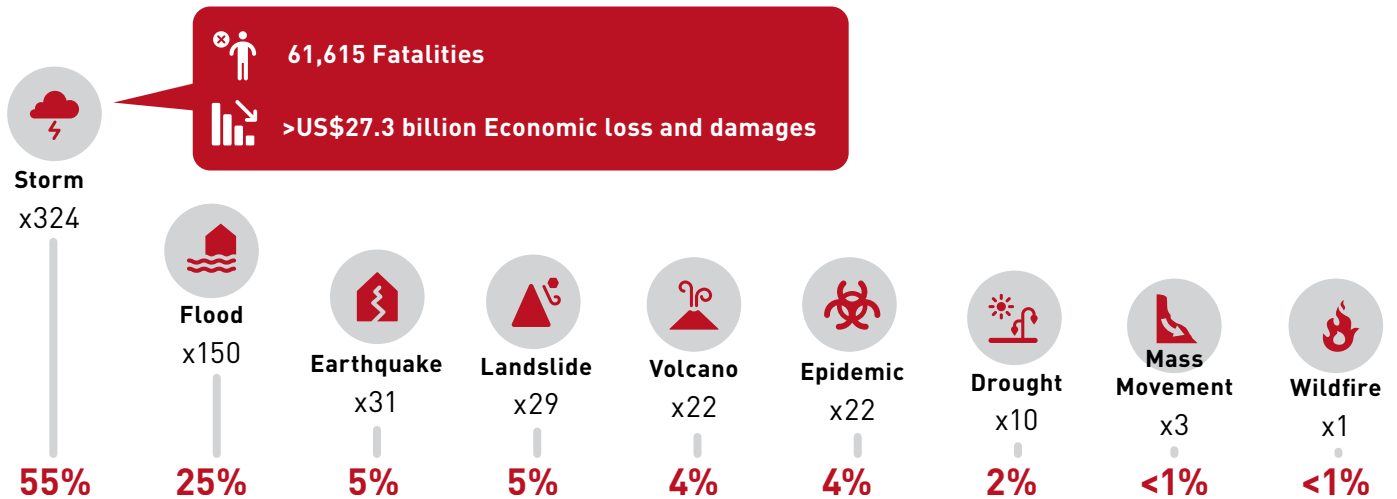
- Official name:** Republic of the Philippines
- Area:** 300,000km²
- Population:** 109,335,155 (2020)
- Capital:** Manila
- Official language(s):** Filipino and English
- Disaster focal point:** National Disaster Risk Reduction and Management Council (NDRRMC)
- Military:** Armed Forces of the Philippines (AFP)
- Police:** Philippine National Police (PNP)



GENERAL INFORMATION

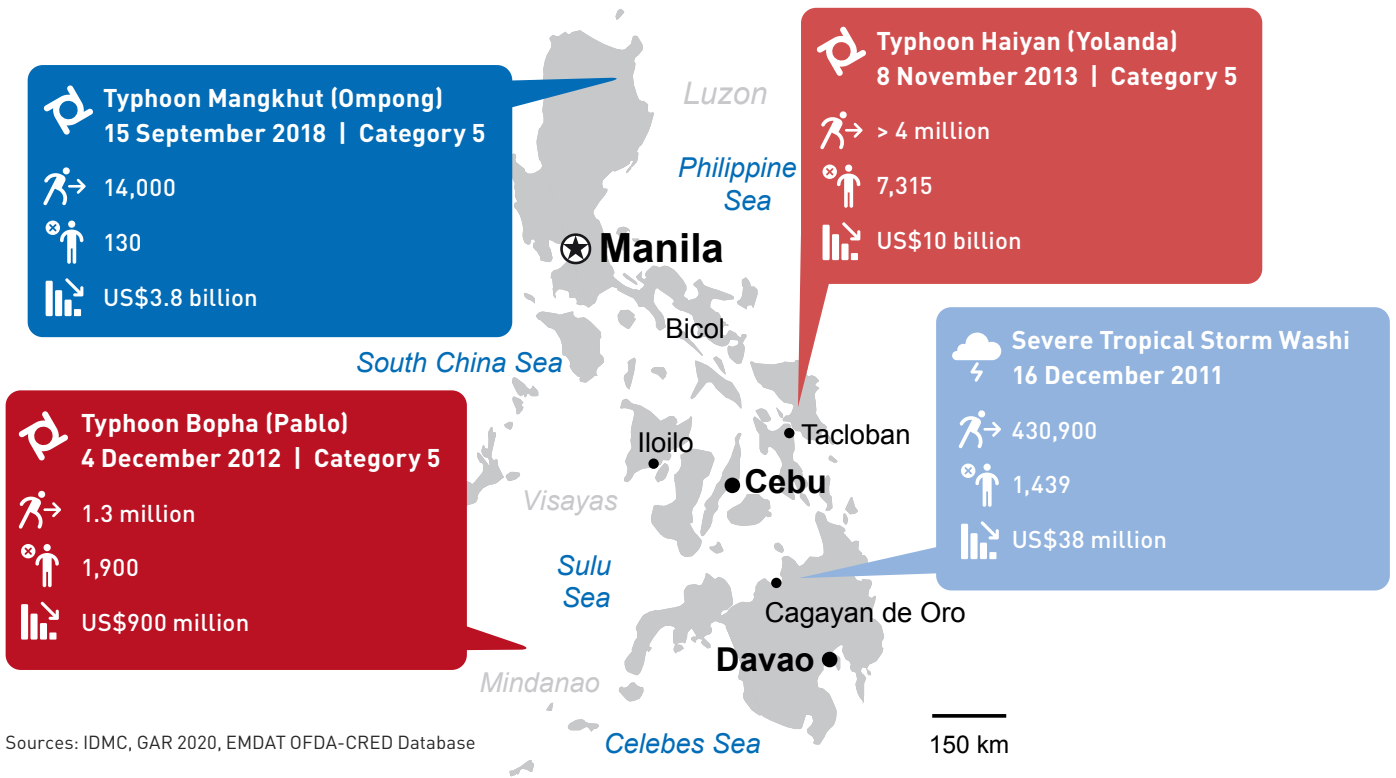
The Philippines is highly disaster prone due to its geographic location in the west of the Pacific Ocean. It is exposed to natural hazards such as typhoons (tropical storms), landslides and monsoons, as well as earthquakes, volcanic eruptions and tsunamis related to continental plate activity around the Ring of Fire. On average, the Philippines is struck by 20 tropical cyclones each year.

FREQUENCY OF DISASTERS 1970-2020



Source: Emergency Events Database (EM-DAT), Center for Research on the Epidemiology of Disasters, 2020

MAJOR DISASTERS (2010-2020)



Displaced population
 Fatalities
 Economic loss

INFORM INDEX FOR RISK MANAGEMENT

INFORM is a model based on scientific risk concepts, calculated by combining approximately 50 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	GLOBAL RANK
INFORM Risk	5.3	38
Hazard & Exposure	7.8	11
Vulnerability	4.7	57
Lack of coping capacity	4.1	109

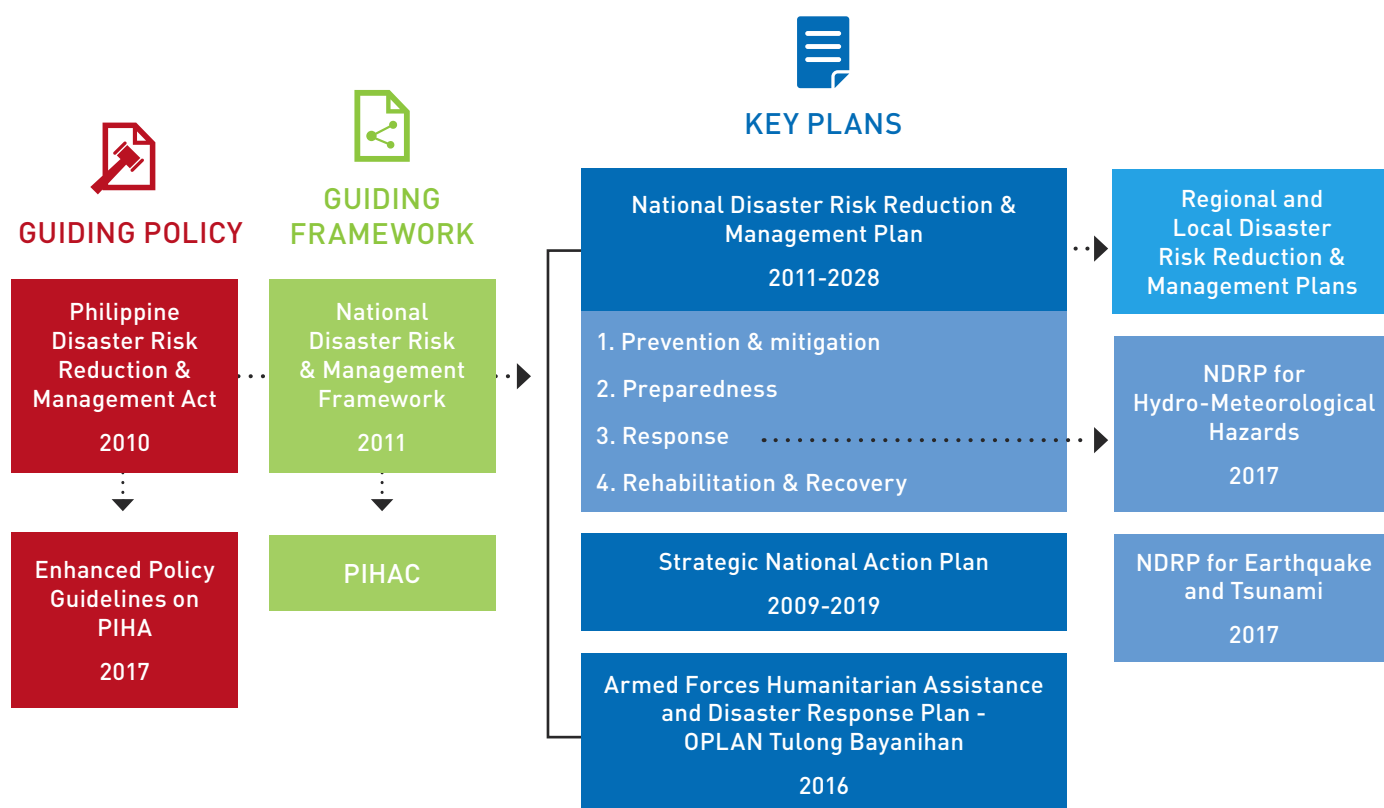
The Philippines ranks first in hazard exposure among ASEAN countries. However, its overall risk value is reduced by relatively low vulnerability and high coping capacity. The Philippines' risk trend category is 'high and stable'. As of 2020, however, the country's vulnerability has increased, and the overall risk from natural disasters has continued to rise. While its coping capacity remains stable, the Philippines faces worsening disasters.


INFORM RISK FIVE-YEAR TREND (2016-2020)


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




KEY POLICIES, PLANS AND FRAMEWORKS 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.³

 **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 National Disaster Risk Reduction and Management Plan 2011-2028 (NDRRMP).

 **National Disaster Risk Reduction and Management Plan 2011-2028 (NDRRMP).** The NDRRMP 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 NDRRMP also outlines provisions for developing and implementing disaster risk reduction plans at the regional, provincial, city, municipal and barangay levels.

 **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.

 **Revised Operations Plan "Tulong Bayanihan 2" (2019).** The Plan provides systems and protocols for AFP in the conduct of Humanitarian Assistance and Disaster Relief operations in each disaster phase (pre, during, and after). It also details the operational protocols of AFP in relation to personnel, logistics, communications, electronics, and information system, education and training, and multi-national coordination center during disasters.

³ Barangay (Filipino term for village or ward) is the smallest administrative division in the Philippines.

Armed Forces Humanitarian Assistance and Disaster Response Plan (OPLAN Tulong – Bayanihan) (2016).

The Plan 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. The AFP also holds membership in several other clusters, including the Camp Coordination and Camp Management, Logistics, Emergency Telecommunications, and Health clusters.

UPDATED: National Disaster Response Plan (NDRP) for Hydro-Meteorological Hazards Version 2 (2017).


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 AFP, which leads the Search, Rescue and Retrieval (SRR) cluster. The 2018 update establishes three new response clusters and specifies mechanisms for CMCoord through the CMCC and multi-national military-to-military coordination through the MNCC.


National Disaster Response Plan for Earthquake and Tsunami (2017).

The NDRP for Earthquake and Tsunami outlines key players and mechanisms for national, regional and local response to sudden onset of these disasters. The plan explains specific criteria for activation as well as necessary actions during the disaster and post-disaster phases. Military forces and assets will be used for damage assessment and SRR operations.

Harmonized National Contingency Plan for the Magnitude 7.2 Earthquake (2019). The plan outlines response arrangements in the event of a 7.2 magnitude earthquake which might affect three regions in the

Philippines: Metro Manila, Calabarzon, and Central Luzon. It outlines pre-identified assisting Regional Disaster Risk Reduction and Management Councils (RDRRMCs) as well as international partners that can support the capacity of the NDRRMCs. The OCD Regional Office, through the Regional Director, will take charge as Chairperson of the assisting RDRRMC, overseeing activities and decisions of the 12 pre-identified response clusters.

 **Enhanced Policy Guidelines on Philippine International Humanitarian Assistance (2017).** The proposed Enhanced Policy Guidelines on PIHA seeks to establish PIHAC, under the NDRP for Hydro-Meteorological Hazards and NDRP for Earthquake and Tsunamis, as an institutional framework and coordinating mechanism for incoming and outgoing international humanitarian assistance before, during and after emergencies and disasters. PIHAC coordinates with the NDRRMC to manage in kind donations, international relief teams and financial donations, and ensures that policies and mechanisms are in line with international agreements at the regional and global level.

 **Disaster Rehabilitation and Recovery Planning Guide (2020).** The Disaster Rehabilitation and Recovery Planning Guide has been formulated by the National Economic Development Authority, and will serve as the recovery and rehabilitation template for national and local government units to use in their post-disaster (and post-conflict) recovery planning. The guide provides templates for a recovery framework, planning process, institutional arrangements, coordination and implementation mechanisms, options for funding resources, and proposed monitoring arrangements.



UPDATE: Proposed Department of Disaster Resilience in the Philippines

President Rodrigo Duterte, in his State of the Nation Address in July 2017, urged the Philippine Congress to prioritize the crafting of a law that would establish a department solely focused on long-term disaster mitigation, relief and recovery. This is envisioned as the Department of Disaster Resilience (DRR), which would replace the existing NDRRMC structure. In the current version of the bills filed both in the House of Representatives and the Senate, the Department will focus on three key areas:

- Disaster risk reduction
- Disaster preparedness and response
- Recovery and 'building forward better'⁴

The functions, structure, mandates, and power of the Department are also outlined in the bill, including the plan to create a Humanitarian Assistance Action Center (HAAC), an inter-agency one-stop-shop mechanism, responsible for streamlining the process of managing humanitarian assistance, equipment and services from local or international sources. The bill also specifies that the Philippines could offer international humanitarian assistance to foreign states. The military has the same role in disaster preparedness and disaster response, providing support to at-risk and disaster-affected areas and preventing violence occurring before and in the aftermath of a disaster if necessary.

⁴ Senate of the Philippines 2019. "Senate Bill No. 205, An Act Creating the Department of Disaster Resilience, Defining Its Powers and Functions, and Appropriating Funds Therefor," <<https://senate.gov.ph/lisdata/3046327341!.pdf>>

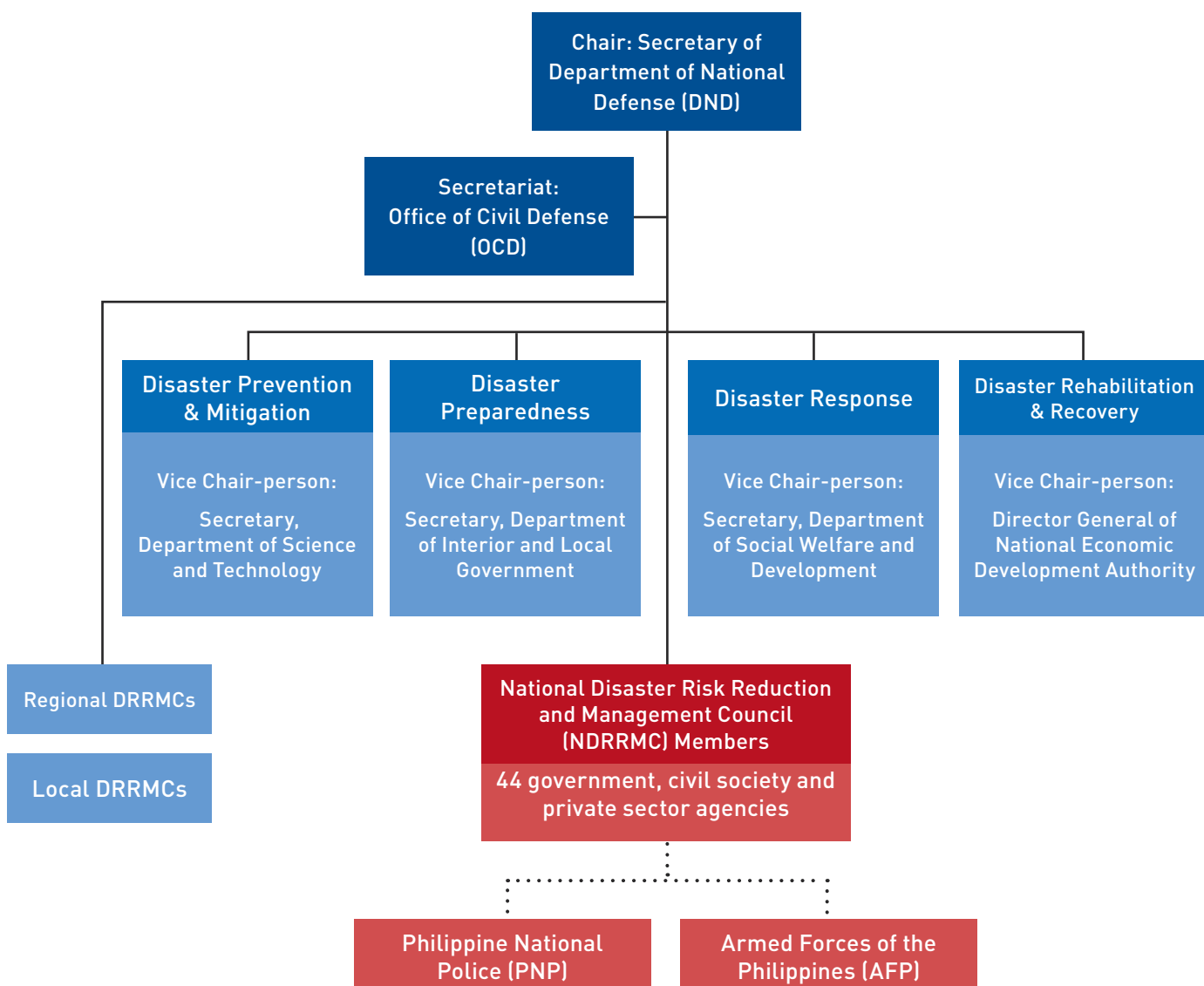
KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

NATIONAL 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

 **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: 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 that the President declares a state of emergency.

SUBNATIONAL 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 Bangsamoro Autonomous Region of Muslim Mindanao (BARMM) sits alongside this structure. Each LGU elects its 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.

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 have three staff. LDRRMOs and LDRRMCs are responsible for organizing, training and supervising local emergency response teams.⁵ Under this law, LGUs are also required to allocate at least 5% of their estimated revenue from regular sources to the Local Disaster Risk Reduction and Management Fund (LDRRMF). This revenue is used for pre and post

⁵ DRRM Act, Section 12

disaster activities and programs such as but not limited to construction of dams or embankments to mitigate flood risks, conduct of risk assessment, training, purchase of life-saving equipment, provision of relief items, shelter, alternative livelihood, construction / rehabilitation of damaged infrastructure facilities and evacuation centers.⁶

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

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	42,036

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

NATIONAL, REGIONAL AND LOCAL LEVELS



NDRRMC



RDRRMC

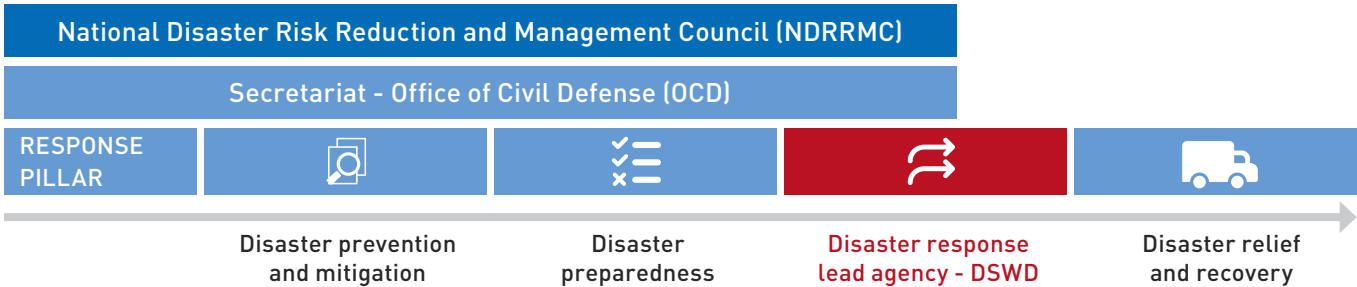


LDRRMC/O




⁶ NDRRMC-DBM-DILG JMC No. 2013-1 dated 25 March 2013

KEY GOVERNMENT AGENCIES

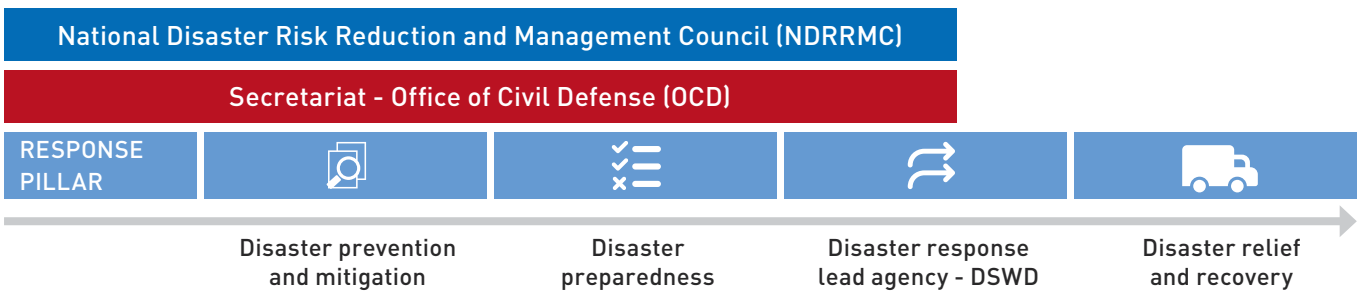
DEPARTMENT OF SOCIAL WELFARE AND DEVELOPMENT






Function: The DSWD, through the Disaster Response Assistance and Management Bureau (DReAMB), is the lead agency for disaster response, 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, provision of food and non-food items, and protection of internally displaced populations.⁷

-  **Location within government:** DReAMB, DSWD.
-  **Cluster leads:** Food and Non-Food Items; Camp Coordination and Management; IDP Protection.
-  **Regional/provincial representation:** 16 regional field offices.

OFFICE OF CIVIL DEFENSE



Function: The OCD is the Executive Arm and Secretariat of the NDRRMC. OCD’s primary role is to administer the national civil defence and disaster risk reduction and management programs. It also provides leadership on the development of strategic approaches and measures to reduce vulnerabilities and risk. The OCD coordinates the AFP in the utilization of military assets and provision of assistance in disaster response.

-  **Location within government:** OCD is one of five bureaus within the DND.
-  **Cluster lead:** Logistics; Emergency Telecommunications.
-  **Regional/provincial representation:** 17 regional offices.


⁷ 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.⁸

 **Functions:** The ICS facilitates interoperability between disaster response personnel and other agencies across jurisdictions.

 **Leadership:** Incident Commander.


 **Liaison:** The Liaison Officer is the point of contact for representatives of other government agencies, non-governmental organizations (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.⁹ It is not a permanent structure and does not replace existing DRRMCs.


 **Interoperability:** The NDRP emphasises the interoperability of the Incident Command Team (ICT) and response cluster as the two main operating components of the Response Pillar. This arrangement supposes that the response cluster acts as the *resource provider*, providing personnel and other material resources to the ICT as the *resource employer*, while both are linked by the NDRRMC-Emergency Operation Center.


NATIONAL CLUSTER SYSTEM


In 2007, the Government of the Philippines established the humanitarian coordination structure of national clusters.¹⁰ 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 (Ruby) in 2014. The system was further updated in the 2018 version of the NDRP to now include 11 response clusters. 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:** Agency leads of the response clusters convene 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. The AFP also provides logistics and communications support to other government cluster agencies, as well as support to both the Law and Order Cluster and Health Cluster.

 **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 one of two ways: a) requests from RDRRMCs through the OCD regional offices to the NDRRMC; or b) if no reports or communication comes from the affected regional DRRMC within 12 hours of the disaster event.¹¹












⁸ NDRP 2014, p. 31.

⁹ Executive Order No. 82, Section 4.

¹⁰ 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'.

¹¹ NDRP Plan, Ch. 3, p.2.

NATIONAL CLUSTER SYSTEM

GOVERNMENT AGENCY	SUPPORTING AGENCY	CLUSTER
Department of Social Welfare and Development (DSWD)	<ul style="list-style-type: none"> • CCCM IOM • Shelter IFRC 	 <p>Camp Coordination and Camp Management (CCCM)</p>
Department of Social Welfare and Development (DSWD)	<ul style="list-style-type: none"> • UNHCR • GBV UNFPA • Child protection UNICEF 	 <p>Protection</p> <ul style="list-style-type: none"> • Child Protection Working Group • Gender-Based Violence Sub Cluster
Department of Education (DepEd)	<ul style="list-style-type: none"> • UNICEF • Save the Children 	 <p>Education</p>
Department of Information and Communications	<ul style="list-style-type: none"> • WFP 	 <p>Emergency Telecommunications</p>
Department of Social Welfare and Development (DSWD)	<ul style="list-style-type: none"> • WFP • FAO 	 <p>Food Security</p> <ul style="list-style-type: none"> • Food and Non-Food Items
Department of Health (DOH)	<ul style="list-style-type: none"> • Health WHO • Reproductive Health UNFPA • WASH UNICEF • Nutrition UNICEF 	 <p>Health</p> <ul style="list-style-type: none"> • Reproductive Health Sub-Cluster • Water-Sanitation-Hygiene (WASH) Sub-Cluster • Nutrition Sub-Cluster
Office of Civil Defense (OCD)	<ul style="list-style-type: none"> • WFP 	 <p>Logistics</p>
Department of the Interior and Local Government (DILG)		 <p>Management of the Dead and Missing (MDM)</p>
Department of National Defense (DND) through the Armed Forces of the Philippines (AFP)		 <p>Search, Rescue and Retrieval (SRR)</p>
Department of Foreign Affairs (DFA)		 <p>International Humanitarian Assistance</p> <ul style="list-style-type: none"> • In-kind Donations Sub Cluster • International Relief Teams Sub Cluster • Financial Donations Sub Cluster
Philippines National Police (PNP)		 <p>Law and Order</p>

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

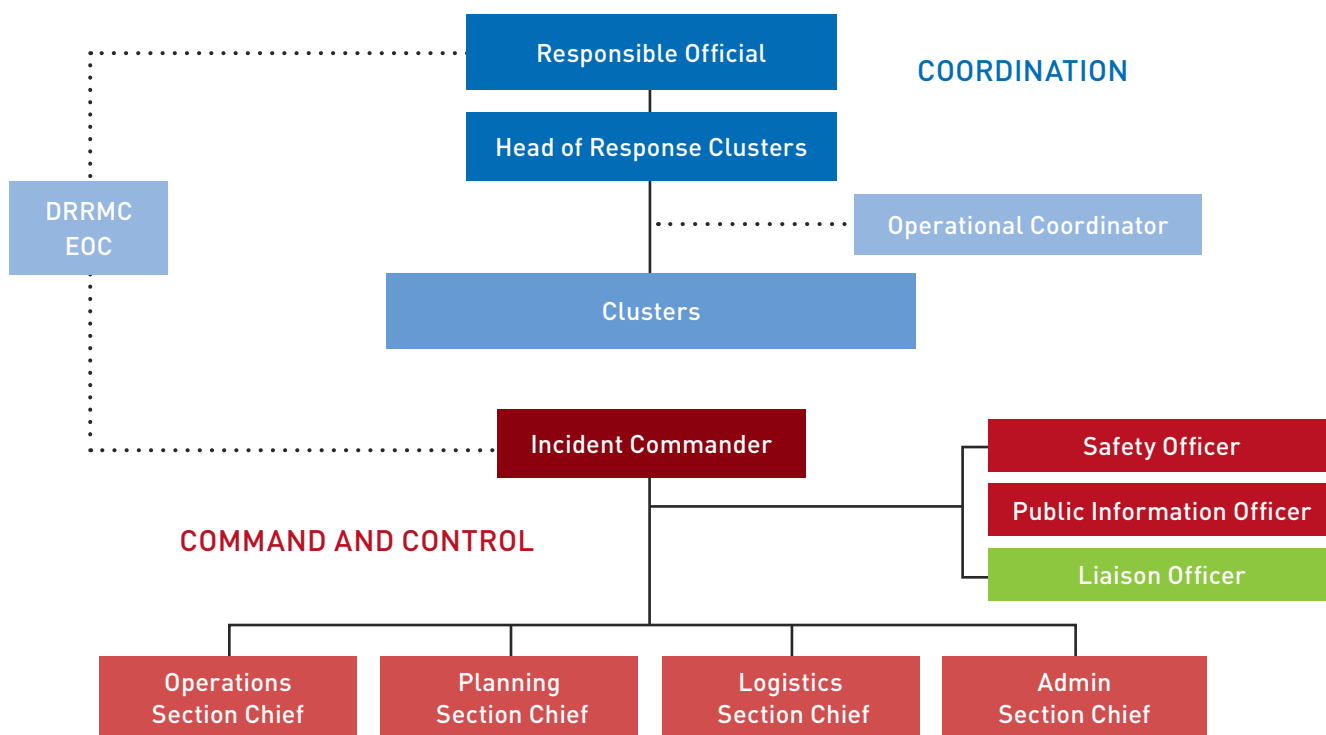
Operations Centers can also be established off-site in the affected region by Rapid Deployment Teams (RDTs) to serve as coordination hubs and facilitate whole-of-response operations in the affected areas and in Manila for NDRRMC, RDRRMCs and the clusters.

EMERGENCY OPERATIONS CENTERS

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

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

INCIDENT COMMAND SYSTEM INTEROPERABILITY FRAMEWORK



MOBILIZATION OF INTERNATIONAL ASSISTANCE

In major natural disasters, when the government declares a State of Calamity, the Philippines may accept specific offers of assistance targeted to meet gaps in national capacity or resources.

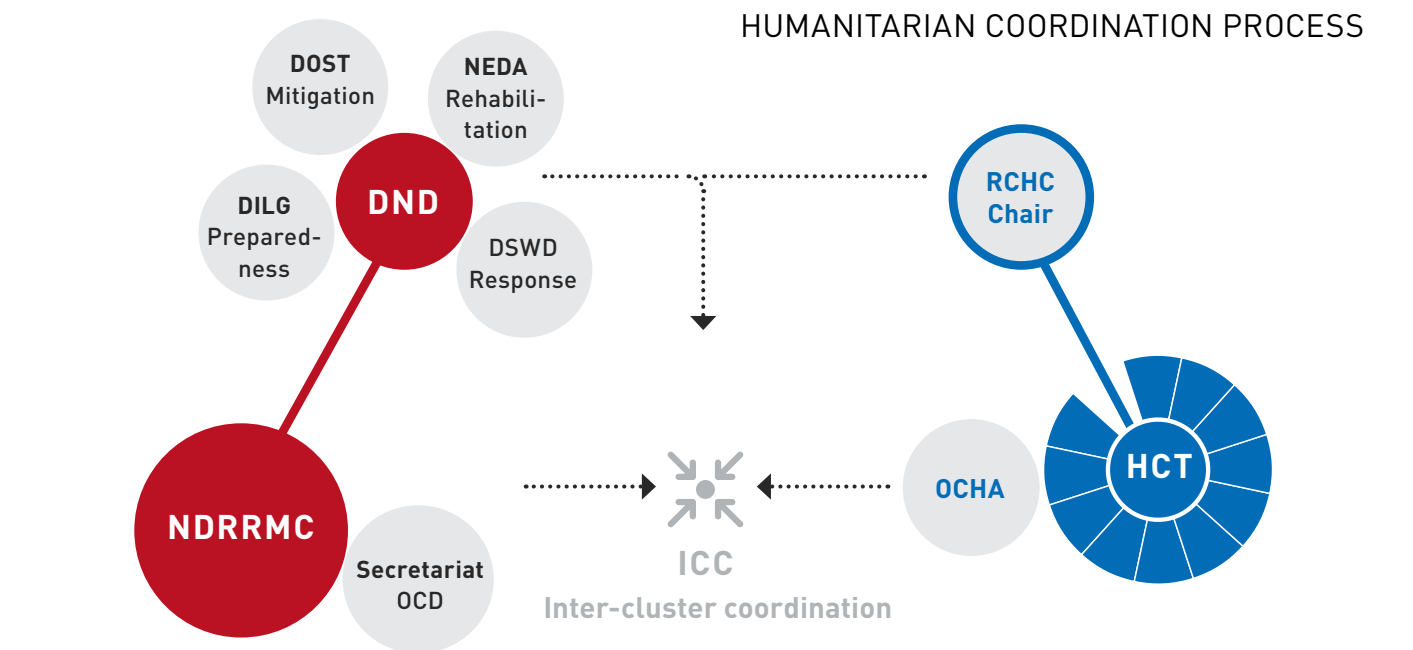
COORDINATION OF INTERNATIONAL HUMANITARIAN ASSISTANCE

The Philippine International Humanitarian Assistance Cluster (PIHAC) is the main institutional framework and coordinating body for the mobilization of international assistance.

The guidelines also aim to institutionalise the Philippines International Humanitarian Assistance Reception Center (PIHARC)—a one-stop-shop facility to screen, facilitate and expedite the processing and entry of international humanitarian teams, equipment, and in-kind donations.

INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE

If the Government of the Philippines requests and/or accepts international assistance, coordination between the 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 NGOs (INGOs), private sector representatives and donor agencies, led by the UN RCHC. There are currently 11 NDRRMC response clusters, led by government departments and agencies and supported by HCT agency co-leads.

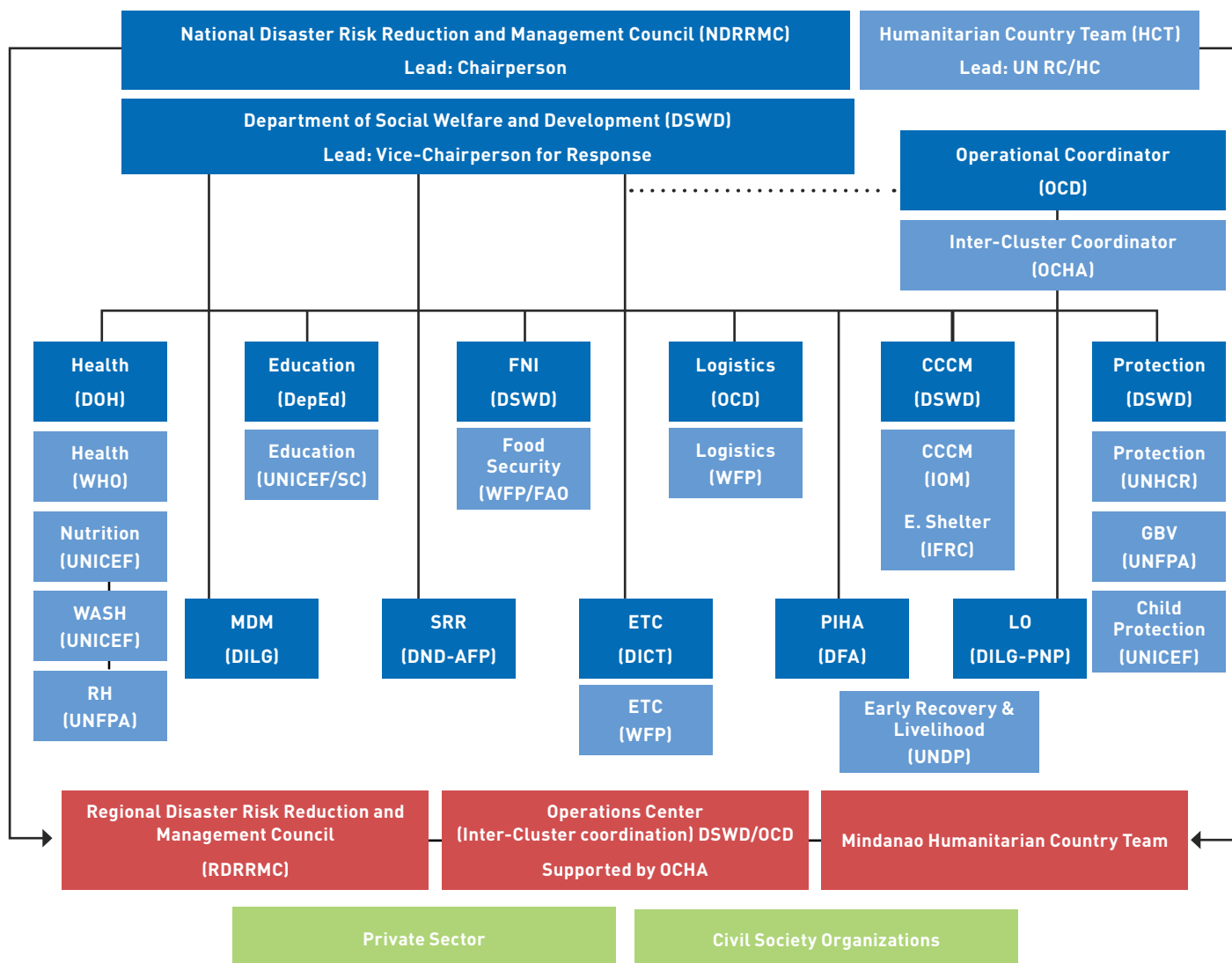


- DND Department of Defense
- DOST Department of Science and Technology
- DSWD Department of Social Welfare and Development
- DILG Department of the Interior and Local Government
- HCT Humanitarian Country Team
- ICC Inter-cluster coordination

- 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

INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE

The infographic below depicts the international CMCoord architecture in the Philippines. It shows the coordination process between the NDRRMC, the HCT 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 Mindanao Humanitarian Team.



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: OCHA Philippines

Humanitarian Country Team Technical Working Groups

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

KEY MILITARY RESPONSIBILITIES IN DISASTER

ROLE OF THE ARMED FORCES OF THE PHILIPPINES

The AFP, one of the bureaus under the DND, 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.

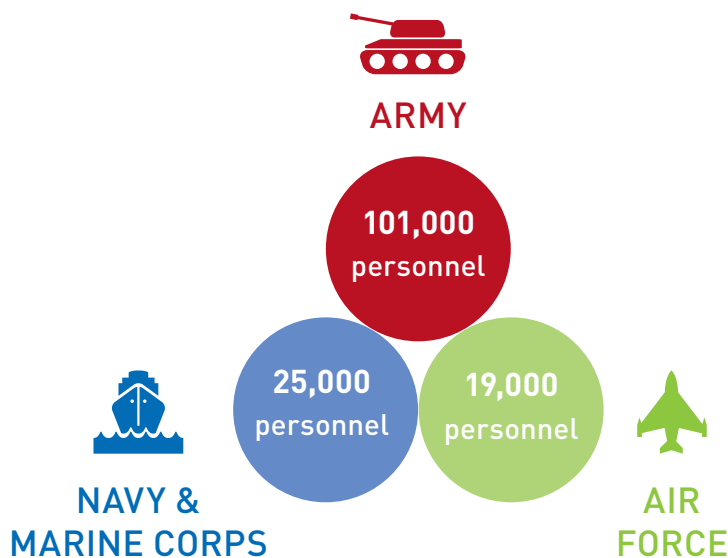
The AFP has a clearly defined role in the NDRP as a key responder in the event of a disaster.¹² This includes establishing area commands for directing operations in the field that will engage in SRR, relief, rehabilitation and recovery.

The AFP closely coordinates with the OCD in the utilization of military assets or provision of necessary assistance, which may include the deployment of SRR teams, transportation assistance, or availability of aircraft for Rapid Damage Assessment and Needs Analysis (RDANA) and Post-Disaster Needs Assessment (PDNA). As the Secretariat of NDRRMC, OCD coordinates AFP’s provision of the most urgent assistance.

ARMED FORCES OF THE PHILIPPINES

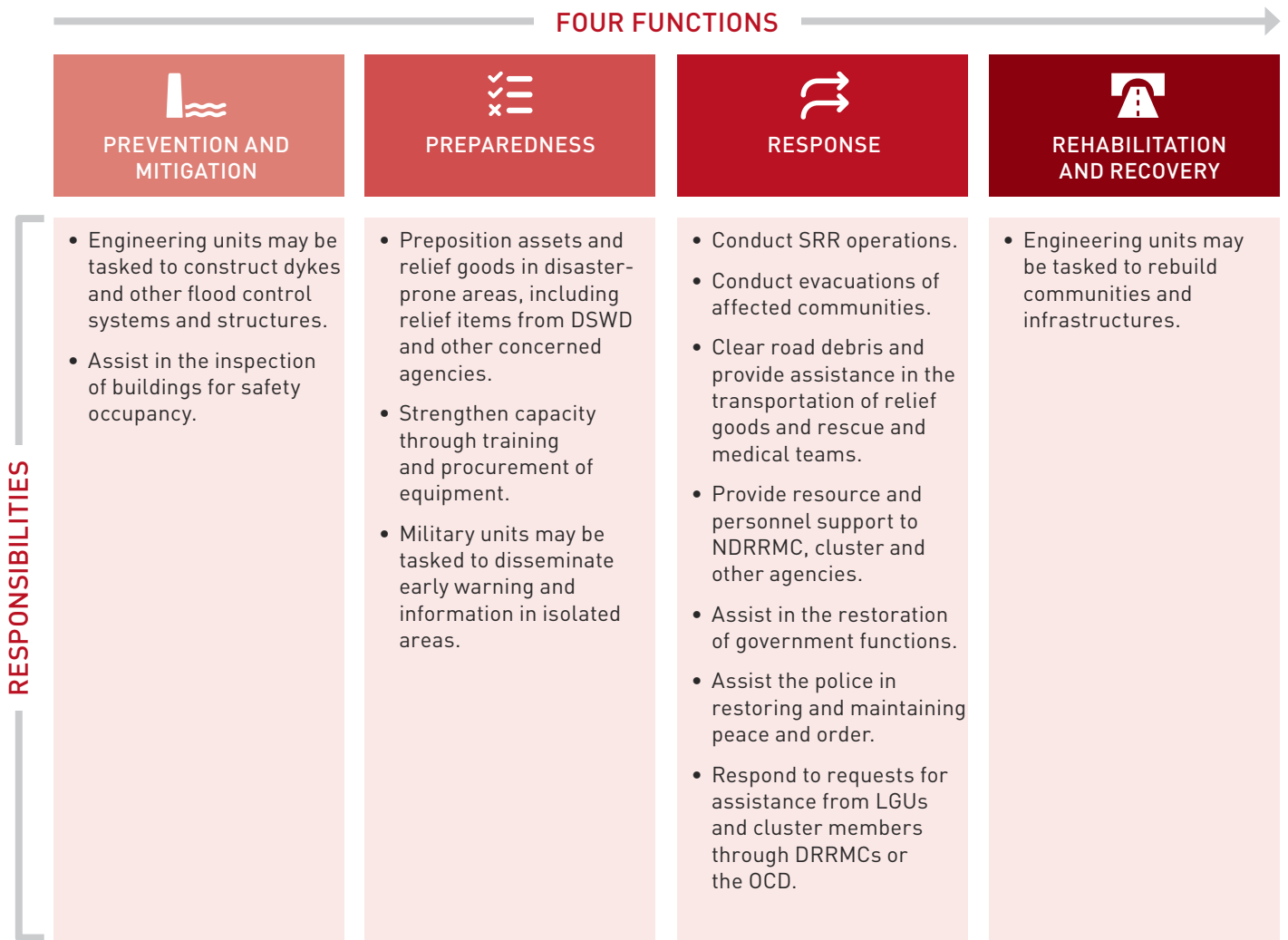
-  **Established by:** Defense Act of 1935.
-  **Leadership:** President of the Philippines; Secretary of DND; Chief of Staff AFP.
-  **Components:** Philippine Army, Philippine Navy, Philippine Air Force and the Philippine Marine Corps.
-  **Headquarters:** Camp Aguinaldo, Quezon City, Metro Manila.
-  **Unified Commands:** Northern Luzon Command; Southern Luzon Command; Central Command; Western Command; Eastern Mindanao Command; Western Mindanao Command; AFP Joint Task Force National Capital Region.
-  **Civil-military coordination mechanisms:** The OCD-AFP Coordination Center; CMCC; Civil-Military Operations Support unit.

COMPONENTS OF THE AFP

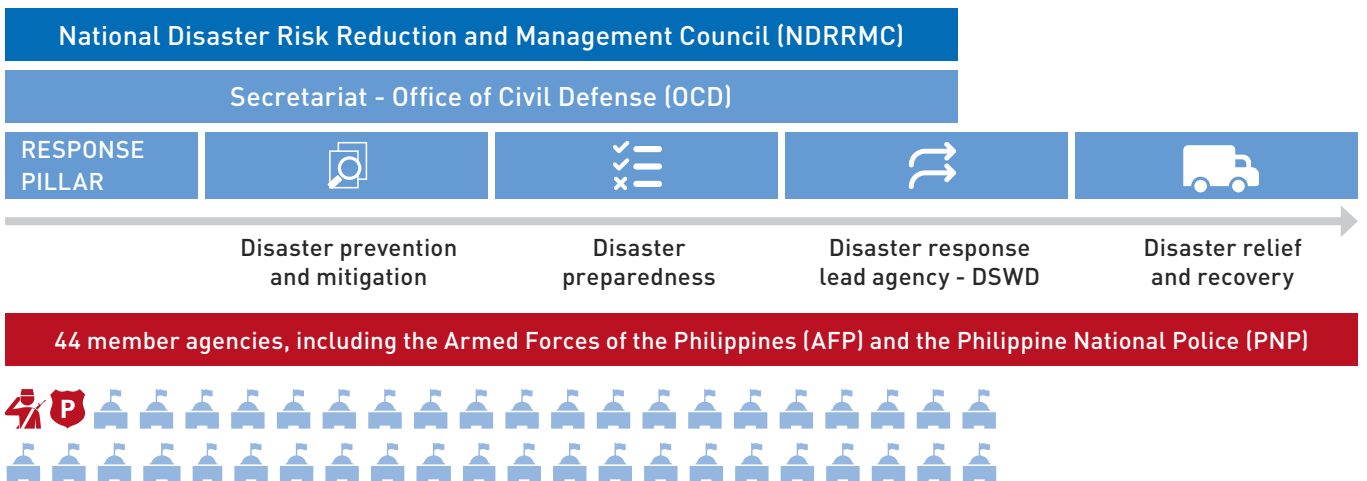


¹² NDRP, 2014, p. 13.


KEY FUNCTIONS IN DISASTER PILLARS





MILITARY AND POLICE REPRESENTATION IN DISASTER FOCAL POINT



SEARCH, RESCUE, 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.

HUMANITARIAN ASSISTANCE AND DISASTER RELIEF OPERATIONS

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

AREA OF RESPONSIBILITY – HUMANITARIAN ASSISTANCE AND DISASTER RELIEF (HADR)

Respond effectively to natural disasters and other emergencies

OBJECTIVES

CLUSTER ROLE

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.

SUPPORT TO OTHER AGENCIES

- Assist DRRMCs and other agencies in delivery of response services and recovery efforts.
- Contribute to disaster prevention and mitigation efforts.


COORDINATION


- Integrate military response operations with other agencies.
- Assist in the coordination of foreign military forces.


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.¹³

 **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.

¹³ 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.¹⁴ The Government of the Philippines may request and/or accept other States' offers to deploy FMA. The PIHAC, led by the DFA, is responsible for communicating requests to the international community (and/or acceptance of FMA).

The OCD is responsible for consolidating and communicating civilian agencies' requests for foreign military support. When the government accepts the offer, 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 AFP and the DND, through either a Bilateral or Combined Coordination Center and/or an MNCC.¹⁵

MULTI-NATIONAL COORDINATION CENTER

The role of the MNCC is outlined in the AFP 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.¹⁶ A Bi-lateral/ Combined Coordination Center and/or an MNCC may be established at the General Headquarters (national) level, and can be replicated at the Unified Command level.¹⁷ It should only be established if liaison mechanisms are insufficient to assist military-to-military coordination, because 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.¹⁸

MULTI-NATIONAL COORDINATION CENTER OVERVIEW



Leadership: AFP, DND.



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



Headquarters: Hosted at Camp Aguinaldo.



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



Co-location: With the NDRRMC Operations Center, as well as the CMCC 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 organised 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, CMCoord and media.

¹⁴ Multinational Coordination Center, US Pacific Command Training and Exercises Directorate (J7), PowerPoint Presentation, 2015.

¹⁵ OPLAN Tulong-Bayanihan AFP Humanitarian Assistance and Disaster Response (HADR) Plan PowerPoint presentation, 2016.

¹⁶ Multinational Force Standing Operating Procedures (MNF SOP) V. 3, 2015.

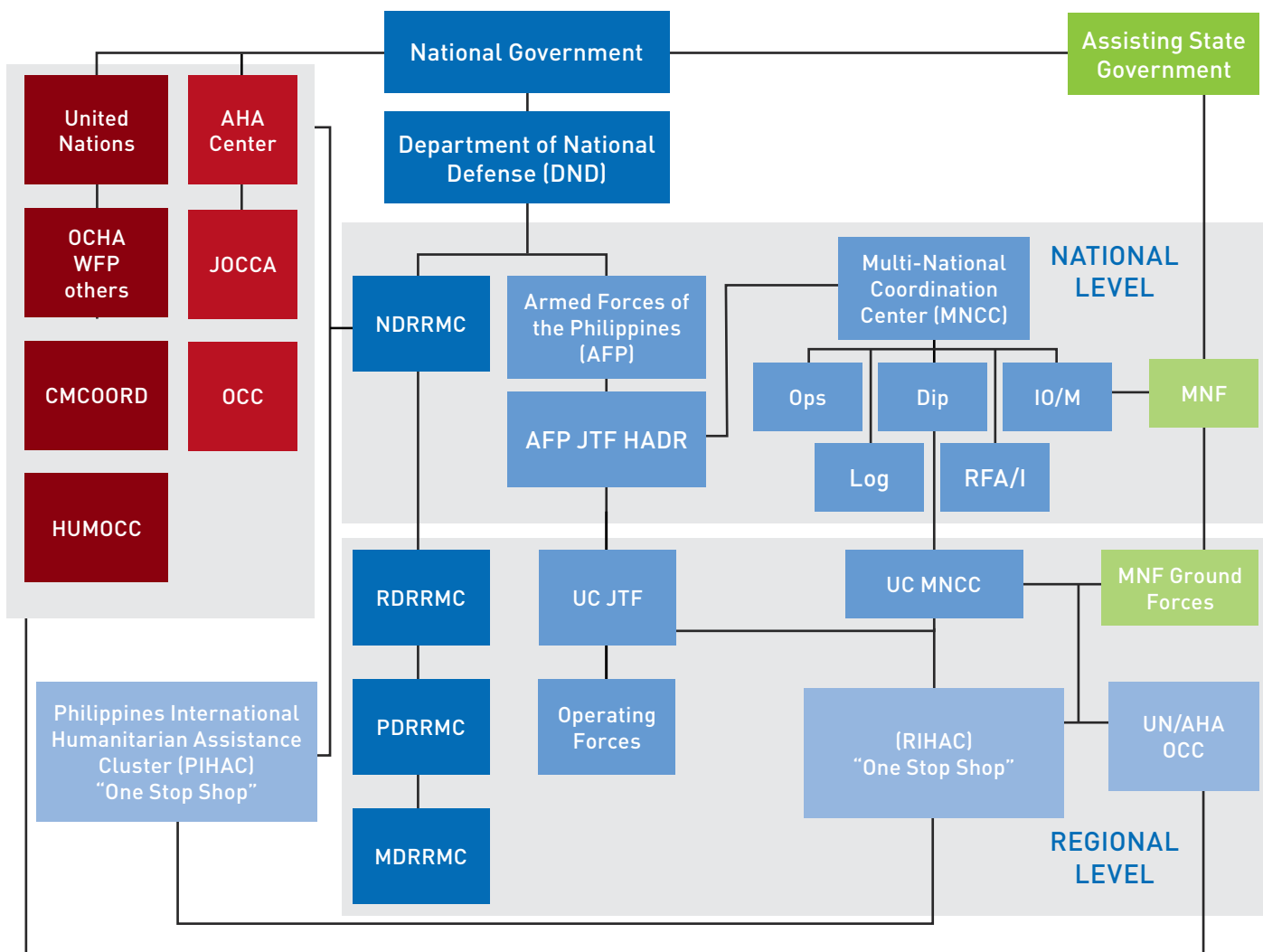
¹⁷ OPLAN Tulong-Bayanihan AFP HADR Plan PowerPoint presentation, 2016.

¹⁸ 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


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.	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 AHA Centre. ¹⁹

COORDINATION OF INTERNATIONAL MILITARY ASSISTANCE





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

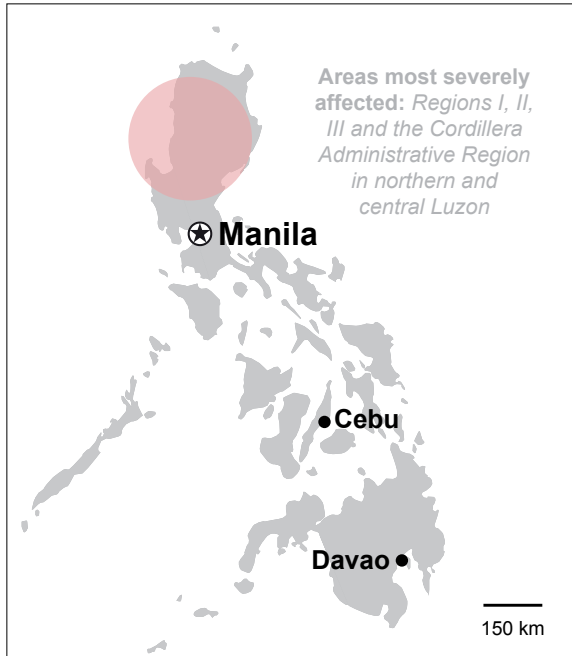
CASE STUDY: TYPHOON MANGKHUT (OMPONG) RESPONSE

 Category 5

 16 September 2018

 3.8 million affected

 84 fatalities



 Military personnel deployed: 100 for SRR

 CMCoord mechanisms used: All military deployment coordinated by OCD

Key learnings for civil-military coordination

- Strengthened CMCoord at the local level
- LGUs gained a better understanding and appreciation of the ICS
- Strengthened coordination between national OCD, regional OCD and LGUs

ABOUT THE RESPONSE

Around 39,000 families were pre-emptively evacuated before Typhoon Mangkhut (local name: Typhoon Ompong) hit parts of northern and southern Luzon on 16 September 2018. The NDRRMC instituted red alert protocols, and military personnel from the army, navy, air force and their reserves were called upon to assist in disaster response and relief operations.

CIVIL-MILITARY COORDINATION

In emergencies, central and regional OCD offices coordinate in the deployment of staff and military assets. For the emergency response to Typhoon Mangkhut, the Regional OCD requested OCD Central to deploy SRR teams due to landslides. OCD Central then asked the AFP to conduct SRR operations. In particular, military personnel from the 505th Search and Rescue Group of the Philippine Air Force and the 525th Engineer Combat Battalion of the Philippine Army (both national disaster response units of the AFP) were deployed to conduct SRR.

Military aircraft were deployed and utilised for the RDANA. The AFP sent K-9 teams and rescue equipment,

and assisted in command and control, road clearing, transport assistance for evacuations, security provision, and supported law enforcement in collaboration with the PNP. The AFP has built-in organisational structures that are tasked to conduct HADR in the event of disasters. It does not act independently, but works in unison with and supports the NDRRMC and the humanitarian community.

The provincial and municipal authorities led disaster response and relief efforts in the wake of Typhoon Mangkhut, in conjunction with the DSWD as the lead agency for disaster response pillar, and the Philippines Red Cross (PRC). The DSWD led the registration, monitoring and assessment of displaced families, while the PRC arranged for rescue teams and relief vehicles to assist provinces in Northern Luzon.

REGIONAL COORDINATION

The Philippines government also worked closely with the ASEAN Coordination Centre for Humanitarian Assistance on Disaster Management (AHA Centre) to dispatch In-Country Liaison Teams (ICLTs) to the Philippines.

CASE STUDY: TYPHOON HAIYAN (YOLANDA) RESPONSE

Category 5

8 November 2013

> 4 million affected

7,315 fatalities



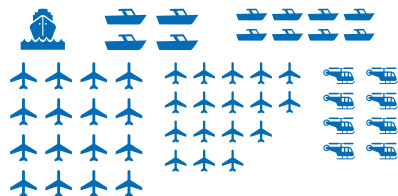
Source: UN OCHA Philippines

FOREIGN MILITARY DEPLOYED ASSETS

USA

AIRCRAFT CARRIER, USS GEORGE WASHINGTON

- 2x Cruisers (*Antietam, Cowpens*)
- 2x Destroyers (*Mustin, Lassen*)
- 1x Supply Ship (*Charles Drew*)
- 2x LSD - Dock Landing Ship (*Germantown and Ashland*)
- 1x Submarine Tender (*Emory Land*)
- 1x Pathfinder (*USN Bowditch*)
- 1x LPD (*Denver*)
- 1x Dry Cargo Ship (*Richard Byrd*)
- 1x Replenishment Oiler (*Yukon*)
- 16x C130s
- 14x V22 Osprey
- 3x P3
- 2x C-2
- 1x C-12
- 8x UH-60 (*Blackhawk*)
- 6x TWPS (*Tactical Water Purifications Systems*)



RUSSIA

- 1x AN-225
- 3x IL-76



SINGAPORE

- 2x C-130
- Relief Flights, USAR, Medical teams, Food & medical supplies.



ISRAEL

- Field Hospital
- 148 pax; advanced multi-department medical facility, with approx 100MT of humanitarian & medical supplies. Search & Rescue.



THAILAND

- 1x LPD (*HMTS Ang Thong*)
- 1x LST
- 2x C-130
- 2x SH60



UNITED KINGDOM

LT. AIRCRAFT CARRIER (ILLUSTRIOS) as of 25/11/13

- 1x Frigate (*HMS Daring*) Departs 25/11/13
- 1x C130J
- 3x Lynx (*HMS Daring*)
- 3x Sea King Mk 7 (*HMS Illustrious*)
- 1x Merlin



ITALY

- 1x C130
- 1x C-27
- 30 Person Medical Team



MALAYSIA

- 5x C-130



CANADA

- DART: 350+/-, DART camp located at soccer field
- 4 mobile medical teams. Construction (repair key infrastructure)
- Water purification and engineering (road clearance).
- 2x CC-177 (C-17)
- 1x Challenger Jet
- 3x Bell 416
- 3x ROWPU



BELGIUM

- Field Hospital
- 1x A330



INDONESIA

- 1 x C130
- Delivery of Relief Supplies



JAPAN

- 1x LST (*Osumi*)
- 1x DDH (*Ise*)
- 1x Replenishment (*Towada*)
- 2x LCAC
- 2x C130
- 3x CH-47
- 3x UH1
- 2x SH-60



THE NETHERLANDS

- 1x KDC-10
- Delivery of Relief Supplies



CHINA

- 1x Hospital Ship (*Peace Ark*)
- 1x AC313



SWEDEN

- 1 x C130



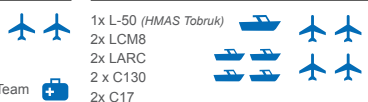
INDIA

- 1x C-130



REPUBLIC OF KOREA

- 46 Air and Logistic Personnel
- 2 x C130
- Engineering Team: 6 Excavators - 12 Dump Trucks - 2 Loaders
- 2 Bulldozers - 2 Water Purifying Vehicles.
- Security & Recovery Team
- Coordination Team
- Medical Team



AUSTRALIA

- 1x L-50 (*HMAS Tobruk*)
- 2x LCM8
- 2x LARC
- 2 x C130
- 2x C17



QATAR

- 2x C-17



NEW ZEALAND

- 1 x C130
- Water containers, generators, tarpaulins & chainsaws. Relief Supplies



Creation date: 30 Dec 2013 Data Source: OCHA and MNCC Feedback: marinosj@un.org www.unocha.org www.reliefweb.int https://philippines.humanitarianresponse.info

CIVIL-MILITARY COORDINATION IN RESPONSE

Civil-military coordination in the response to Typhoon Haiyan (Yolanda) highlighted several sound practices that have influenced the development of the CMCoord agenda in the region. They included 'bilateral commitment executed multilaterally on the ground,' through the activation of the MNCC, which encouraged optimal use of FMA.²⁰ 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 ICT consisting of international liaison officers from several countries was established, prior to MNCC activation, to pave the way for responders.

As part of the response to Typhoon Haiyan (Yolanda), the Government of the Philippines requested the deployment of an UNDAC team. One of the first tasks of the UNDAC team was to establish an OSOCC that was co-located with the national government EOC at the Tacloban City Sports Complex.

SUCCESSSES AND CHALLENGES

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

Civil-military coordination faced several challenges, including limited sharing of information between civil and military organisations 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.

FUTURE IMPLICATIONS

Lessons learned 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 responding foreign military contingents.

Key learnings from Typhoon Haiyan (Yolanda)

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 CMCoord. These are now considered to be central to CMCoord practice in the region.

1. Establish a national humanitarian CMCoord mechanism.
2. Institutionalise a humanitarian CMCoord 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 CMCoord.
5. Establish a simple, transparent tracking system for the use of FMA.
6. Invest in humanitarian CMCoord capacity-building.

²⁰ 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
ASEAN	Association of Southeast Asian Nations
BARMM	Bangsamoro Autonomous Region of Muslim Mindanao
CCCM	Camp Coordination and Camp Management
CMCC	Civil-Military Coordination Centre
CMCoord	Civil-military coordination
DDR	Department of Disaster Resilience
DFA	Department of Foreign Affairs
DILG	Department of Interior and Local Government
CMO	Civil Military Operations
DND	Department of National Defense
DOST	Department of Science and Technology
DReAMB	Disaster Response Assistance and Management Bureau
DRRMC	Disaster Risk Reduction Management Council
DSWD	Department of Social Welfare and Development
EMT	Emergency Medical Teams
EOC	Emergency Operations Center
ERAT	Emergency Rapid Assessment Team
ESG	Experts Working Groups
FMA	foreign military assets
HAAC	Humanitarian Assistance Action Center
HADR	Humanitarian Assistance and Disaster Relief
HCT	Humanitarian Country Team
ICS	Incident Command System
ICT	Incident Command Team
INGO	international NGO
INSARAG	International Search and Rescue Advisory Group
JOCCA	Joint Operations and Coordination Centre
LDRRMC	local Disaster Risk Reduction Management Council
LDRRMF	Local Disaster Risk Reduction and Management Fund
LDRRMO	Local Disaster Risk Reduction and Management Offices
LGU	Local government unit
MDM	Management of the Dead and Missing
MNCC	Multinational Coordination Centre
MNF	multi-national force
NDRP	National Disaster Response Plan
NDRRMC	National Disaster Risk Reduction and Management Council

NEDA	National Economic and Development Authority
NGOs	non-governmental organisations
OCD	Office of Civil Defence
OCHA	Office for the Coordination of Humanitarian Affairs
OPLAN Tulong – Bayanihan	The Armed Forces Humanitarian Assistance and Disaster Response Plan
OSOCC	On-Site Operations Coordination Centre
PDNA	Post Disaster Needs Assessment
PIHA	Philippines International Assistance
PIHAC	Philippines International Humanitarian Assistance Cluster
PIHARC	Philippines International Humanitarian Assistance Reception Center
PNP	Philippine National Police
PRC	Philippines Red Cross
RCHC	Resident Coordinator/Humanitarian Coordinator
RDANA	Rapid Disaster Assessment and Needs Analysis
RDRRMC	Regional Disaster Risk Reduction and Management Councils
RDT	Rapid Deployment Team
ROAP	Regional Office for Asia and the Pacific
SRR	Search, Rescue and Retrieval
UN	United Nations
UNDAC	UN Disaster Assessment and Coordination
USAR	Urban Search and Rescue

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.
- 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.
- Executive Order No. 82, Section 4.
- Government of the Philippines. Armed Forces Humanitarian Assistance and Disaster Response Plan. 2016.
- Government of the Philippines, Department of National Defense. National Disasters Response Plan: Earthquake and Tsunami. 2018.
- Government of the Philippines. Disaster Resilience Act. 2019.
- Government of the Philippines. National Disaster Response Plan for Hydrometeorological Hazards. 2014.
- Government of the Philippines. National Disaster Response Plan for Hydrometeorological Hazards. Version 2. 2016.
- Government of the Philippines. National Disaster Risk Reduction and Management Framework. 2011.
- Government of the Philippines, National Disaster Risk Reduction Management Council, 'Enhanced Philippine International Humanitarian Assistance'. 2017.
- Government of the Philippines, National Disaster Risk Reduction Management Council, 'Harmonized National Contingency Plan for the Magnitude 7.2 Earthquake'. 2019.
- Government of the Philippines, National Disaster and Risk Reduction Management Council, '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)'. 2012.
- Government of the Philippines, National Economic Development Authority. Disaster Rehabilitation and Recovery Planning Guide. 2020.
- Government of the Philippines, Official Gazette, 'About Project NOAH, 2012.
- Government of the Philippines. Operational Guidelines on Philippine International Humanitarian Assistance Cluster, draft. 2016.
- Government of the Philippines, Office of Civil Defense. National Disaster Risk Reduction Plan 2011-2028 (NDRRP). 2011.
- Government of the Philippines. Philippine Disaster Risk Reduction and Management Act. 2010.
- Government of the Philippines, Philippine Statistics Authority, 'Provincial Summary: Number of Provinces, Cities, Municipalities and Barangays, By Region'. 2017.
- Government of the Philippines, Senate of the Philippines, 'Senate Bill No. 205, An Act Creating the Department of Disaster Resilience, Defining Its Powers and Functions, and Appropriating Funds Therefore,' 2019.
- Government of the Philippines. Strengthening Disaster Risk Reduction in the Philippines: Strategic National Action Plan 2009-2019.

- IDMC. Emergency Events Database (EM-DAT) Center for Research on the Empidemiology of Disasters. 2020.
- INFORM. Country Risk Profile Philippines. 2020.
- Jhesset Enamo, 'UP Keeps Project NOAH Afloat'. Phillipine Daily Inquirer. 2017.
- Kassandra Collins, 'Pacific Partnerships 2019 Conclude Mission Stop in Philippines'. Indo-Pacific Command. 2019.
- Manila Bulletin, 'PH to Bid Project NOAH Goodbye in March'. 2017.
- Mara Cedepa, 'House Okays Bills Creating Department of Disaster Resilience.' Rappler. 2018.
- 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.
- Renzo Acosta, 'Senate to Prioritize Creation of Department of Disaster Resilience'. Philippine Daily Inquirer. 2020.
- 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.
- UNOCHA. Philippines: INSARAG Earthquake Response Exercise. 2019.
- UNOCHA. The Philippine International Humanitarian Assistance (PIHA) Guidelines. 2018.

CONCLUSION

This publication reflects significant changes that have taken place in the region over the last five years. This is a result of changes at both the global and national level responding to shifting humanitarian needs.

The Regional Consultative Group on Humanitarian Civil-Military Coordination for the Asia-Pacific Region (RCG) has elevated the importance of understanding country contexts when it comes to responding to disasters. The RCG not only provides a forum for relationship building, sharing good practice and learning about the implementation of regional civil-military initiatives, it also produces this publication to foster understanding and preparedness.

The RCG hopes this publication, and the associated training models developed by the Australian Civil Military Centre, will enhance awareness about how important the civil-military interface is in times of crisis.



Australian Government
Australian Civil-Military Centre



OCHA



ONE ASEAN ONE RESPONSE

HUMANITARIAN
ADVISORY GROUP

