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

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

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

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

Ministry of Defence & Singapore Armed Forces
Republic of Singapore
2017 Chair of the RCG
This publication is funded by the Australian Civil-Military Centre (ACMC).

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

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

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

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

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

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

FIVE PRIORITY COUNTRIES IN ASIA HIGHLY VULNERABLE TO DISASTERS

¹ RCG First Session Summary Report 2015.
A military aircraft passes by the washed out coastal villages in the province of Leyte, Philippines after Typhoon Haiyan. Photo: ZUMA Press, Inc. / Alamy Stock Photo
HUMANITARIAN CIVIL-MILITARY COORDINATION IN ASIA

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

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

- Association of Southeast Asian Nations (ASEAN) established.
- South Asian Association for Regional Cooperation (SAARC) established.
- Asia-Pacific Economic Cooperation (APEC) established.
- United Nations Disaster Assessment and Coordination (UNDAC) created to assist the United Nations and governments of disaster-affected countries.
- Indian Ocean Tsunami – international military forces, including personnel and assets, are deployed.
- July - ASEAN Agreement on Disaster Management and Emergency Response (AADMER) enacted.
- Cyclone Nargis in Myanmar, ASEAN Emergency Response and Assessment Team (ERAT) deployed for the first time.
- Standard Operating Procedure for Regional Standby Arrangement and Coordination of Joint Disaster Relief and Emergency Operations (SASOP) developed.
- First ASEAN Regional Forum Disaster Relief Exercise (ARF DiREx) held.
- AADMER ratified by all ASEAN member states.
- 2010 – Triple disaster in Indonesia – Indonesian Armed Forces deployed.
- 2011 – ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre) established.
- 2013 – Typhoon Haiyan/Yolanda – Armed Forces of the Philippines responds and Foreign Military Assets (FMA) from more than 22 countries deploy.
- 2014 – Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations (APC-MADRO) developed.
- Nepal Earthquakes – formal HuM0CC stood up for first time in Nepal.
- First Session of the Regional Consultative Group (RCG) on Humanitarian Civil-Military Coordination for Asia and the Pacific.
- Second RCG Session on Humanitarian Civil-Military Coordination for Asia and the Pacific.
- ASEAN-UN Joint Disaster Response Plan (AJDRP) 2016-2020 developed.

2 ASEAN Humanitarian Civil-Military Coordination Workshop 28 March-1 April 2016.
There are multiple regional bodies that have roles in disaster management and therefore an impact on civil-military coordination. These elements include inter-governmental bodies, disaster management guidelines, periodic meetings, deployable response teams and exercises. Both civil and military actors are involved in many of these initiatives and they can support national mechanisms.

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

INTERNATIONAL CIVILIAN CAPABILITIES DEPLOYED TO NATURAL DISASTERS

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

United Nations Disaster Assessment and Coordination

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

Emergency Medical Teams

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

Response and Assessment Teams

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

Urban Search and Rescue

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

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

CIVILIAN CAPABILITY IN SUPPORT OF THE AFFECTED STATE

AHA Centre

Request or offer assistance

Activation & Mobilization

Deployment

ASEAN ERAT

Affected Member State

Supporting Member State

Request or offer assistance

Activation & Mobilization

Request or offer assistance

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

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

Multinational Force – Standard Operating Procedures

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

Joint Operations and Coordination Centre of ASEAN

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

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

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

JOCCA STRUCTURE AND COORDINATION
OBJECTIVES OF JOINT OPERATIONS AND COORDINATION CENTRE OF ASEAN

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

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

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

HUMANITARIAN-MILITARY OPERATIONAL COORDINATION CONCEPT

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

HuMOCC Operational Structure

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

KEY FUNCTIONS OF THE HuMOCC IN THE CONTEXT OF NATURAL DISASTERS

- Provide a predictable and effective coordination mechanism.
- Facilitate effective and coherent sharing of information.
- Contribute to achieving common situational awareness.
- Advise on the appropriate foreign military assets (FMA) to be deployed/employed.
- Contribute to establishing a needs-based and demand-driven system.
- Provide a structure for host nation/humanitarian actors to define priorities and needs, and military actors to plan/execute requests for assistance for use of FMA.
- Facilitate development of realistic indicators and benchmarks – assist with transition planning.
A general model for international disaster coordination using the HuMOCC platform is shown below, including the NDMO, a Civil-Military Operations Center (also termed Multi-National Military Coordination Center (MNMCC)), and civilian humanitarian actors including UN agencies, NGOs and other government agencies. The HuMOCC, led by the NDMO, is set up to provide the interface between military and civilian actors, assisted by military, and UN-CMCoord Liaison Officers.

HuMOCC OPERATIONAL STRUCTURE

[Diagram of HuMOCC operational structure showing the relationship between UN-CMCoord Officer, Clusters, DSDCC, Requests by humanitarian organizations for use of Military and Civil Defence Assets (MCDA), Humanitarian-Military Operations Coordination Center (HuMOCC), On-Site Operations Coordination Centre (OSOCC), National Disaster Management Organization (NDMO), Main Functions, Key Services, and National Military Liaison Officers and Foreign Military Liaison Officers.]

Main Functions:
- Information sharing
- Task division
- Planning

Key Services:
- Reception and log of request
- Humanitarian validation of request
- Trading Floor (who can do what, when)
- Pass requests to military providers who carry out detailed planning and execution

Led by NDMO
Supported by CMCoord Officers
HuMOCC MODEL IN THE FIVE PRIORITY COUNTRIES

MILITARY ACTORS

UN agencies
International responders
Clusters
Private sector
NGOs

HuMOCC

Liaison Officer

National military
Assisting international military
Multi-National Military Coordination Center Led by National Armed Forces

Bangladesh
Indonesia
Philippines
Myanmar
Nepal

Humanitarian Country Team / OCHA

HuMOCC

Liaison Officer

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

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<td>ACDM</td>
<td>ASEAN Committee on Disaster Management</td>
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<tr>
<td>ADMM</td>
<td>ASEAN Defence Ministers Meeting</td>
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<tr>
<td>AHA Centre</td>
<td>ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management</td>
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<tr>
<td>AJDRP</td>
<td>ASEAN-UN Joint Disaster Response Plan</td>
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<tr>
<td>APC-Madro</td>
<td>Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations</td>
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<td>APEC</td>
<td>Asia-Pacific Economic Cooperation</td>
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<td>ARF</td>
<td>ASEAN Regional Forum</td>
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<td>ASEAN</td>
<td>Association of Southeast Asian Nations</td>
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<td>AMC</td>
<td>Australian Civil-Military Centre</td>
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<td>Emergency Preparedness Working Group</td>
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<td>Foreign military assets</td>
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<td>HADR</td>
<td>Humanitarian Assistance and Disaster Relief</td>
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<td>HuMDOCC</td>
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<td>INSARAG</td>
<td>International Search and Rescue Advisory Group</td>
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<td>multinational force</td>
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<td>SASOP</td>
<td>Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Operations</td>
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<td>Task Force for Emergency Preparedness</td>
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BANGLADESH

CIVIL-MILITARY COORDINATION IN EMERGENCIES

Victims of Tropical Cyclone Sidr move boxes of food. Photo: PJF Military Collection / Alamy Stock Photo
Bangladesh has a long history of military engagement in disaster response. The role of the Bangladesh Armed Forces as a primary responder to natural disasters has evolved over several decades, and was formally recognised by the Standing Orders on Disaster in 2010. The government has made significant advancements in disaster management, most recently demonstrated during the response to Cyclone Roanu in May 2016.

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

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

- **1991**: Tropical Cyclone Category IV: Bangladesh Armed Forces respond, supported by military assets from Oman, Kuwait, India and Saudi Arabia.
- **1997**: Standing Orders on Disaster updated.
- **2004**: Severe monsoon floods.
- **2007**: Cyclone Sidr and floods. Bangladesh Armed Forces respond, supported by 49 countries.
- **2010**: First Annual Pacific Resilience Disaster Response Exercise & Exchange – Bangladesh Armed Forces and the United States (US) military.
- **2012**: Standing Orders on Disaster updated. National Plan for Disaster Management developed.
- **2015**: National Disaster Management Act enacted.
- **2016**: First South Asian Annual Disaster Management Exercise.
- **2016**: Cyclone Roanu: Bangladesh Armed Forces response.

---

**South Asian Annual Disaster Management Exercise (SAADMEx) 2015**

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

Key facts

**Official name:** People’s Republic of Bangladesh

**Area:** 143,998 km²

**Population:** 163,939,417 (2017)

**Capital:** Dhaka

**Official language:** Bengali

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

**Military:** Bangladesh Armed Forces

**Police:** Bangladesh Police

General information

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

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

<table>
<thead>
<tr>
<th>Disaster Type</th>
<th>Occurrences</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Storm</td>
<td>x141</td>
<td>52%</td>
</tr>
<tr>
<td>Flood</td>
<td>x84</td>
<td>31%</td>
</tr>
<tr>
<td>Epidemic</td>
<td>x29</td>
<td>11%</td>
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<tr>
<td>Earthquake</td>
<td>x7</td>
<td>3%</td>
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<tr>
<td>Drought</td>
<td>x5</td>
<td>2%</td>
</tr>
<tr>
<td>Landslide</td>
<td>x4</td>
<td>1%</td>
</tr>
</tbody>
</table>

141 Storms | 474,000 Fatalities | >US$5.7 billion Economic loss and damages


MAJOR DISASTERS (2006-2016)

**Northwest Flood**
- August-September 2014
- 2.8 million affected
- 59 fatalities
- US$160 million economic loss

**Cyclone Sidr**
- 15 November 2007 | Category 4
- 8.9 million affected
- 4,234 fatalities
- US$2.3 billion economic loss

**Cyclone Aila**
- 25 May 2009 | Category 1
- 3.9 million affected
- 190 fatalities
- US$270 million economic loss
INFORM Index

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

INFORM RISK VALUE AND RANKING

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

<table>
<thead>
<tr>
<th>INFORM RISK AND DIMENSIONS OF RISK 2017</th>
<th>VALUE (10 = HIGHEST)</th>
<th>GLOBAL RANK (OUT OF 191 COUNTRIES)</th>
</tr>
</thead>
<tbody>
<tr>
<td>INFORM risk</td>
<td>5.8</td>
<td>24</td>
</tr>
<tr>
<td>Hazard &amp; exposure</td>
<td>7.5</td>
<td>14</td>
</tr>
<tr>
<td>Vulnerability</td>
<td>4.7</td>
<td>55</td>
</tr>
<tr>
<td>Lack of coping capacity</td>
<td>5.5</td>
<td>63</td>
</tr>
</tbody>
</table>


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

KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION

**Disaster Management Act No 34 (2012)**

The Disaster Management Act provides the legal basis for disaster risk reduction and emergency response management in Bangladesh. This Act defines the organizational structure of disaster management at national and local levels, and details the responsibilities of all government departments and committees related to the disaster management system.

**Standing Orders on Disaster (1997, revised 2010)**

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

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

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

---

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

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

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**KEY PLANS, POLICIES AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION**

**GUIDING POLICY**

- Disaster Management Act No. 34 2012
- Standing Orders on Disaster 1997, revised 2010

**KEY PLANS**

- National Strategy on the Management of Disaster and Climate-induced Internal Displacement 2015
- National Plan for Disaster Management 2010-2015
- National Earthquake Contingency Plan 2009
National Disaster Management Council

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

National Disaster Management Council

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

DISASTER MANAGEMENT STRUCTURE
National Disaster Management Council

Established by: Standing Orders on Disaster (1997).

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

Leadership: Chairperson - Prime Minister.

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

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

Inter-Ministerial Disaster Management Coordination Committee

Established by: the Disaster Management Act (2012).

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

Leadership: Chair is nominated by the Chair of NDMC.

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

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

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

**SUBNATIONAL DISASTER MANAGEMENT COMMITTEES**

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

Key government agencies in disaster response

Ministry of Disaster Management and Relief

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

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

Ministry of Food and Disaster Management

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

Ministry of Home Affairs

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

Coordination mechanisms

National Operations Centers

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

Subnational Emergency Operations Centers

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

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

## NATIONAL CLUSTER SYSTEM

<table>
<thead>
<tr>
<th>National Cluster System</th>
<th>Cluster Leads (Government)</th>
<th>Cluster Co-Leads (Humanitarian Agencies)</th>
<th>Response Clusters</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Finance / Ministry of Agriculture</td>
<td>WFP/FAO</td>
<td>Food Security</td>
<td></td>
</tr>
<tr>
<td>Ministry of Health and Family Welfare</td>
<td>WHO</td>
<td>Health</td>
<td></td>
</tr>
<tr>
<td>Ministry of Local Government, Rural Development and Co-operatives</td>
<td>UNICEF</td>
<td>WASH</td>
<td></td>
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<tr>
<td>Ministry of Health and Family Welfare</td>
<td>IFRC/UNDP</td>
<td>Shelter / Non-Food Items</td>
<td></td>
</tr>
<tr>
<td>Ministry of Health and Family Welfare</td>
<td>UNICEF</td>
<td>Nutrition</td>
<td></td>
</tr>
<tr>
<td>Armed Forces Division / Ministry of Disaster Management and Relief</td>
<td>WFP</td>
<td>Logistics</td>
<td></td>
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<tr>
<td>Ministry of Education</td>
<td>UNICEF/SC</td>
<td>Education</td>
<td></td>
</tr>
<tr>
<td>Ministry of Disaster Management and Relief</td>
<td>UNDP</td>
<td>Early Recovery</td>
<td></td>
</tr>
<tr>
<td>Ministry of Women and Children Affairs</td>
<td>UNICEF/UNFPA</td>
<td>Protection</td>
<td></td>
</tr>
</tbody>
</table>

### Inter-cluster groups

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

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

Strategic Humanitarian Engagement Group

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

- **Focal points:** MoDMR and Ministry of Foreign Affairs
- **Supported by:** United Nations Resident Coordinator (UNRC)

Humanitarian Coordination Technical Team

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

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

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

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

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

Bangladesh Consultative Group on Civil-Military Coordination

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

Mobilization of international assistance

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

Coordination of international humanitarian assistance

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

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

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3 Guideline for international Assistance Management in Disasters, Standing Orders on Disaster, 2010.
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3 Guideline for international Assistance Management in Disasters, Standing Orders on Disaster, 2010.
Role of the Bangladesh Armed Forces

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

**Bangladesh Armed Forces**

**Established:** 1971.

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

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

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

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

**Headquarters:** Dhaka.

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

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

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

**Cluster lead:** Logistics.

**Components of the Armed Forces of Bangladesh**

**Army**

152,000 personnel

**Navy**

18,000 personnel

**Air Force**

14,000 personnel

**Key Functions of the Bangladesh Army in Emergency Response**

- Assist government agencies in the provision of:
  - Evacuation processes
  - Search and rescue operations
  - Medical services by Armed Forces Medical Teams, including field hospitals

- Temporary shelter

- Damage and needs assessments

- Collect information and dispatch it to the Prime Minister’s Monitoring and Coordination Cell, and the NDMC

- Establish a fully operational Control Room at all relevant headquarters
Bangladesh Armed Forces coordination

Disaster Monitoring and Coordination Cell

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

Humanitarian Assistance and Disaster Relief Operations

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

DUTIES OF THE ARMED FORCES AS OUTLINED IN NATIONAL FRAMEWORK

<table>
<thead>
<tr>
<th>AFD</th>
<th>ARMY</th>
<th>NAVY</th>
<th>AIR FORCE</th>
</tr>
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</tr>
</tbody>
</table>

- Risk reduction
- Emergency response - normal times
- Emergency response - alert and warning stage
- Disaster stage
- Early recovery stage
- Rehabilitation stage
Regional Consultative Group | Towards a Predictable Model

4

ARMED FORCES DIVISION RESPONSIBILITIES

THREE PHASES OF DISASTER MANAGEMENT

NORMAL TIMES

- Designate a Disaster Management Focal Point.
- Establish contact and continuous liaison with Natural Disaster Response Coordination Group (NDRCG) and MoFDM.
- Form a group of Armed Forces for emergency deployment for relief, rescue, and evacuation work.
- Ensure necessary and appropriate preparedness, with regards to the security/evacuation/rescue purposes.

ALERT AND WARNING

- Operate the Control Room, Prime Minister’s Monitoring and Coordination Cell on a continuous basis.
- Maintain liaison with the EOC at the DM&RD, MoFDM.
- Keep the appropriate units of Army, Navy and Air force in readiness for conducting rescue, evacuation and relief operations.
- Ensure that the necessary preparedness arrangements for the deployment of the Task Force in the event of disaster to areas identified are in force.

DISASTER RESPONSE

- Deploy the Armed Forces for disaster response, relief and rehabilitation work.
- Collect information on the rescue, relief and rehabilitation work and dispatch it regularly to the coordination cell of the Prime Minister’s Office and the IMDMCC and DM&RD, MoFDM.
- Conduct early recovery, relief and rehabilitation work as decided by the government.
- Prepare a report on relief and rehabilitation operations by the Armed Forces services and provide it to the NDMC and DM&RD.

ARMY RESPONSIBILITIES

FOUR PHASES OF DISASTER MANAGEMENT

NORMAL TIMES

- Designate a Disaster Management Focal Point in Army Headquarters and Divisional Headquarters.
- Undertake emergency response planning including identification of resources to assist response and relief operations.
- Identification of Task Force and reserve Task Force.
- Prepare operational plan for responding to requests for assistance by government agencies.

ALERT AND WARNING

- Establish the Control Room for disaster in the headquarters.
- Designate one Liaison Officer if necessary to the coordination cell of the Prime Minister’s Secretariat.
- Maintain liaison with the control room of the MoFDM.
- Issue orders for the rapid mobilization of the army and assign duties.
- Organize Task Forces in each formation for working as a Disaster Control Unit.

DISASTER RESPONSE

- Undertake relief operations
- Operate Disaster Control room on a continuous basis.
- Collect information from the disaster prone areas and dispatch it to the coordination cell of the Prime Minister’s Office and the NDMC/IMDMCC.
- Deploy Task Forces in consultation with Prime Minister’s Secretariat and MoFDM, as requested.
- Assist local administrations through provision of emergency evacuation, transport of relief supplies search and rescue activities and deployment of medical personnel.

RELIEF & REHABILITATION

- Survey affected areas and assess requirements for relief and rehabilitation.
- Assist the provision of medical services.
- Participate in reconstruction and rehabilitation operations if requested by the civil administration.
- Assist the local administration in removing debris in affected areas and improving the environment.
Coordination of Foreign Military Assets (FMA)

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

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

Use of a Multi-National Military Coordination Center

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

INTERNATIONAL ASSISTANCE COORDINATION PROCESS

- National Emergency Operations Center (NEOC)
- HuMOCC Humanitarian-Military Operational Coordination Concept
- National Disaster Management Council (NDMC)
  - Resident Coordinator (RC)
  - Bangladesh Red Crescent Society (BDRCS)
- Humanitarian Coordination Technical Team (HCTT)
  - Lead: Resident Coordinator’s Office
  - Co-lead: MoDMR
- OSOCC On-Site Operations Coordination Centre
  - Lead: UNDAC
- USAR Urban Search and Rescue
- RDC Reception and Departure Centre

BANGLADESH
Humanitarian-Military Operational Coordination Concept

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

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

Cyclone Sidr, Category 4
15 November 2007
4,234 fatalities

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

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

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

The key activities that the military executed were:

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

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

- Helicopter and fixed wing aircraft

• Water purification capability
• Medical services
• Landing crafts for inland transportation

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

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

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

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

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

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
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<tbody>
<tr>
<td>AFD</td>
<td>Armed Forces Division</td>
</tr>
<tr>
<td>CPP</td>
<td>Cyclone Preparedness Programme</td>
</tr>
<tr>
<td>DER</td>
<td>Disaster and Emergency Response</td>
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<tr>
<td>DMB</td>
<td>Disaster Management Bureau</td>
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<tr>
<td>DM&amp;RD</td>
<td>Disaster Management and Relief Divions</td>
</tr>
<tr>
<td>DRR</td>
<td>disaster risk reduction</td>
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<tr>
<td>DDMC</td>
<td>District Disaster Management Committee</td>
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<tr>
<td>FAO</td>
<td>Food and Agriculture Organization</td>
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<tr>
<td>FMA</td>
<td>Foreign Military Assets</td>
</tr>
<tr>
<td>HADR</td>
<td>Humanitarian Assistance and Disaster Relief</td>
</tr>
<tr>
<td>HCTT</td>
<td>Humanitarian Coordination Technical Team</td>
</tr>
<tr>
<td>HuMOCC</td>
<td>Humanitarian-Military Operational Coordination Concept</td>
</tr>
<tr>
<td>IFRC</td>
<td>International Federation of the Red Cross</td>
</tr>
<tr>
<td>IMDMCC</td>
<td>Inter-Ministerial Disaster Management Coordination Committee</td>
</tr>
<tr>
<td>INFORM</td>
<td>Index For Risk Management</td>
</tr>
<tr>
<td>INGO</td>
<td>international non-government organization</td>
</tr>
<tr>
<td>LCG</td>
<td>Local Consultative Group</td>
</tr>
<tr>
<td>MoA</td>
<td>Ministry of Agriculture</td>
</tr>
<tr>
<td>MoDMR</td>
<td>Ministry of Disaster Management and Relief</td>
</tr>
<tr>
<td>MoE</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>MoFDM</td>
<td>Ministry of Food and Disaster Management</td>
</tr>
<tr>
<td>MoHFW</td>
<td>Ministry of Health and Family Welfare</td>
</tr>
<tr>
<td>MoLGDC</td>
<td>Ministry of Local Government, Rural Development and Co-operatives</td>
</tr>
<tr>
<td>MoWCA</td>
<td>Ministry of Women and Children Affairs</td>
</tr>
<tr>
<td>MNMCC</td>
<td>Multi-National Military Coordination Center</td>
</tr>
<tr>
<td>MNF</td>
<td>multinational force</td>
</tr>
<tr>
<td>NEOC</td>
<td>National Emergency Operations Center</td>
</tr>
<tr>
<td>NDMAC</td>
<td>National Disaster Management Advisory Committee</td>
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<tr>
<td>NPDM</td>
<td>National Plan for Disaster Management</td>
</tr>
<tr>
<td>NDMC</td>
<td>National Disaster Management Council</td>
</tr>
<tr>
<td>NDRCG</td>
<td>National Disaster Response Coordination Group</td>
</tr>
<tr>
<td>NDRRC</td>
<td>National Disaster Response Coordination Center</td>
</tr>
<tr>
<td>NGO</td>
<td>non-government organization</td>
</tr>
<tr>
<td>OCHA</td>
<td>UN Office for the Coordination of Humanitarian Affairs</td>
</tr>
<tr>
<td>OSOCC</td>
<td>On-Site Operations Coordination Centre</td>
</tr>
<tr>
<td>PMO</td>
<td>Prime Minister’s Office of Bangladesh</td>
</tr>
<tr>
<td>RDC</td>
<td>Reception and Departure Centre</td>
</tr>
<tr>
<td>SAARC</td>
<td>South Asian Association for Regional Cooperation</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
</tr>
<tr>
<td>---------</td>
<td>------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>SC</td>
<td>Save the Children</td>
</tr>
<tr>
<td>SHE</td>
<td>Strategic Humanitarian Engagement Group</td>
</tr>
<tr>
<td>UNDAC</td>
<td>United Nations Disaster Assessment and Coordination</td>
</tr>
<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNHCR</td>
<td>United Nations High Commissioner for Refugees</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations International Children’s Emergency Fund</td>
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<tr>
<td>UN RC</td>
<td>UN Resident Coordinator</td>
</tr>
<tr>
<td>UN RCO</td>
<td>UN Resident Coordinator’s Office</td>
</tr>
<tr>
<td>USAR</td>
<td>Urban Search and Rescue</td>
</tr>
<tr>
<td>WFP</td>
<td>World Food Programme</td>
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<tr>
<td>WASH</td>
<td>Water, Sanitation and Hygiene</td>
</tr>
<tr>
<td>WHO</td>
<td>World Health Organization</td>
</tr>
</tbody>
</table>
REFERENCES

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INDONESIA

Members of the Indonesian military walk through an area damaged by landslides caused by the earthquake in Padang Pariaman, West. Photo: Asia File / Alamy Stock Photo
Civil-military coordination in disaster response in Indonesia has been shaped by several contextual factors in recent decades, including the frequency and scale of natural disasters as well as the historical role of the Indonesian Armed Forces (Tentara Nasional Indonesia, TNI). TNI is a primary responder in disaster response and has been deployed frequently as part of its Military Operations Other Than War (MOOTW) doctrine.1 Its leading role in disaster response has been influenced by its organizational structure, military practices, clear chain of command and coordination and ability for rapid deployment.2 This includes the ‘dual role’ (dwifungsi) that until 1998 institutionalized roles for TNI not only in security operations, but in political and economic spheres.

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

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

1 Law Number 34 of 2004 contains provisions for the active role of the Armed Forces in disaster response.
**Key facts**

- **Official name:** Republic of Indonesia
- **Area:** 1,904,569 km$^2$
- **Population:** 255,993,674 (2015)
- **Capital:** Jakarta
- **Official language:** Bahasa Indonesia

**Disaster focal point:** Badan Nasional Penanggulangan Bencana (BNPB)

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

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

**General information**

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

**Overview of disasters**

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

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FREQUENCY OF DISASTERS 1970-2015

- **Earthquake**: 97 events, 181,000 fatalities, US$11.7 billion in economic loss and damages


MAJOR DISASTERS (2006-2016)

1. **West Sumatra Earthquake**
   - 30 September 2009 | Magnitude 7.6
   - 1,195 fatalities
   - 2,501,798 affected people
   - US$2.2 billion in economic loss

2. **Pangandaran Earthquake**
   - 17 July 2006 | Magnitude 7.7
   - 802 fatalities
   - 35,500 affected people
   - US$55 million in economic loss

3. **Triple disaster–Mentawei earthquake and tsunami, and Mt Merapi eruption**
   - 26 October 2010
   - 800 fatalities
   - 164,000 affected people
   - US$24 billion in economic loss

4. **Yogyakarta Earthquake**
   - 27 May 2006 | Magnitude 6.3
   - 5,778 fatalities
   - 3,177,923 affected people
   - US$3.1 billion in economic loss

Source: EM-DAT CRED, 2016
INFORM Index

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

INFORM RISK VALUE AND RANKING

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

<table>
<thead>
<tr>
<th>INFORM RISK VALUE AND RANKING 2017</th>
<th>VALUE (10 = HIGHEST)</th>
<th>ASEAN RANK (OUT OF 10 COUNTRIES)</th>
</tr>
</thead>
<tbody>
<tr>
<td>INFORM risk</td>
<td>4.3</td>
<td>4</td>
</tr>
<tr>
<td>Hazards &amp; exposure</td>
<td>7.2</td>
<td>3</td>
</tr>
<tr>
<td>Vulnerability</td>
<td>2.3</td>
<td>7</td>
</tr>
<tr>
<td>Lack of coping capacity</td>
<td>4.8</td>
<td>4</td>
</tr>
</tbody>
</table>


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

KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION

- **Law of the Republic of Indonesia Number 3 of 2002 on National Defence.** This law outlines the role of TNI in military operations other than war (MOOTW).
- **Law of the Republic of Indonesia Number 34 of 2004 Concerning the National Armed Forces.** This law further delineates the main tasks of TNI in MOOTW, including supporting disaster response through facilitating humanitarian relief, and management of internally displaced persons.
- **Law of the Republic of Indonesia, Number 24 of 2007 Concerning Disaster Management.** This law is the main legal document guiding disaster response in Indonesia. It contains provisions for: the responsibilities and authority of the government, disaster response and relief, emergency status and; disaster aid financing and management.
- **Government Regulation Number 23 of 2008 Concerning Participation of International Institutions and Foreign Non-Governmental Organizations in Disaster Management.** This regulation outlines provisions that govern the involvement of international organizations in disaster management in Indonesia. It includes stipulations on the authority for determining participation, planning and reporting processes, and is intended to outline roles and responsibilities for managing international involvement in all phases of disaster management.
- **Disaster Management Strategic Policy (2015-2019).** This policy focuses on natural disaster mitigation, with one of the seven focus areas being natural disaster management. The three strategic objectives are disaster risk reduction, the reduction of disaster vulnerability and increased disaster management capacity.
Regional Consultative Group I Towards a Predictable Model

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

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

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

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**KEY POLICIES, FRAMEWORKS AND PLANS FOR CIVIL-MILITARY COORDINATION**

**LAWS, REGULATIONS & GUIDELINES**

- Law No. 3/2002 on National Defence
- Law No. 34/2004 Concerning the National Armed Forces
- Law No. 24/2007 Concerning Disaster Management
- Regulation No. 23/2008 Concerning Participation of International Institutions
- BNPB Guideline 22/2011 on the Role of International Organizations

**GUIDING POLICY**

- Disaster Management Strategic Policy 2015-2019

**GUIDING FRAMEWORK**

- National Disaster Response Framework 2011

**KEY PLANS**

- National Disaster Management Plan 2010-2014
- Local Disaster Management Plans
KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

Disaster focal point

National Disaster Management Agency
(Badan Nasional Penanggulangan Bencana)

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

DISASTER MANAGEMENT STRUCTURE

Steering Committee

Representatives from nine government departments:
- Coordinating Ministry for Human Development and Culture
- Department of Home Affairs
- Department of Public Works
- Department of Health
- Department of Finance
- Department of Transportation
- Department of Energy and Mineral Resources
- Indonesian National Police
- Indonesian Armed Forces
+ 9 experts

Technical Unit

Disaster Prevention & Mitigation
Disaster Preparedness
Disaster Response
Disaster Rehabilitation & Recovery
BNPB overview

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

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

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

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

**Headquarters:** BNPB Head Office, Jakarta.

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

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

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

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

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

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

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

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

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6 Article 31, Regulation 21/2008 and its elucidation.
Subnational disaster management agencies

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

National, Provincial and District Levels

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

BPBD overview

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

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

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

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

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

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

Administrative Divisions of Indonesia

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

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).

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Key civilian government agencies

Ministry of Social Welfare

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

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

Ministry of Health

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

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

Ministry of Defence

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

Incident Command System

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

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

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

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

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

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

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

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

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

INCIDENT COMMAND STRUCTURE

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

**National cluster system**

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

**Established by:** BNPB Cluster System Decree of 2014.\(^{10}\)

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

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

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

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

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\(^{10}\) The cluster decree was valid for one year and its update is pending the development of the NDRF.
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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.

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**National Operations Centers**

**Emergency Operations Centers**

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

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

**Multi-Agency Coordination Center**

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

In large-scale emergencies, the MAC Center will be established at the disaster area. The MAC facilitates provision of support to the local Incident Command Post, through the Area Command Post. The MAC mechanism may also include a Joint Information Center and several smaller working groups.
The Indonesia Rapid Response and Assistance (INDRRA) Team or Satuan Reaksi Cepat Penanggulangan Bencana mechanism was established in 2009. It is composed of civil-military forces from various relevant line ministries and agencies deployed to assist affected local government in emergency response activities. Its functions also include undertaking rapid assessments of disaster impact as well as humanitarian needs. Recent deployments include the 2013 Jakarta floods, 2013 Aceh Tenga earthquake, 2014 Mt Kelud eruptions and 2015 forest fires.

**Leadership:** Commander appointed by BNPB.

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

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

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

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

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

Coordination of international assistance

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

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

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

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

Joint Operations and Coordination Center

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

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

**HUMANITARIAN COORDINATION PROCESS**

OCHA Office for the Coordination of Humanitarian Affairs
UNDAC United Nations Disaster Assessment and Coordination
OSOCC On Site-Operations Coordination Centre
JOCCA Joint Operations Coordinating Center for ASEAN

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

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

- **Authority determining level of international assistance:** BNPB. The type and level of assistance is informed by rapid needs assessments (coordinated by the Incident Commander) and is informed by the MAC Coordinator.

- **Authority for access to affected area:** BNPB.

- **On arrival report to:** Departments of Immigration, Customs and Quarantine.

- **Reporting for international responders:** International institutions must report their activities to BNPB periodically.\(^\text{14}\)

- **Clearance for international resource mobilization:** BNPB and the Ministry of Foreign Affairs.

### International humanitarian coordination architecture

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

### HUMANITARIAN COUNTRY TEAM SUPPORT TO NATIONAL CLUSTERS

<table>
<thead>
<tr>
<th>Cluster</th>
<th>Supported by:</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Humanitarian Country Team (HCT)</strong></td>
<td><strong>Executive Committee</strong></td>
</tr>
<tr>
<td>Economy</td>
<td>UNDP</td>
</tr>
<tr>
<td>Protection &amp; Displacement</td>
<td>UNICEF/UNFPA</td>
</tr>
<tr>
<td>Housing Infrastructure &amp; Facilities</td>
<td>IFRC</td>
</tr>
<tr>
<td>Early Recovery</td>
<td>UNDP</td>
</tr>
<tr>
<td>Health</td>
<td>WHO</td>
</tr>
<tr>
<td>Education</td>
<td>UNICEF</td>
</tr>
<tr>
<td>Logistics &amp; Equipment</td>
<td>WFP</td>
</tr>
</tbody>
</table>

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\(^\text{14}\) Article 15 and 26, Regulation 23/2008.
Role of the Indonesian Armed Forces (TNI)

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

Indonesian Armed Forces (TNI)

Established in: 1945.

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

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

No. of active personnel: 430,000.

Headquarters: Cilangkap, Jakarta.

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

IDF Disaster Relief Rapid Reaction Force Task Unit (Satuan Tugas Pasukan Reaksi Cepat Penanggulangan Bencana TNI / SATGAS PRCPB TNI)

This unit was established to support BNPB in disaster relief operations comprising civil and military forces. It is deployed on the order of the Commander of the TNI. Following the arrival of the INDRRA team standby unit, SATGAS PRCPB will come under the coordination of the INDRRA leadership.

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

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

KEY MILITARY RESPONSIBILITIES IN DISASTERS

COMPONENTS OF TNI

KEY FUNCTIONS IN DISASTER RESPONSE

Lead Search, Rescue and Retrieval Operations.

Leadership in managing disaster response through the Incident Command System (ICS).

Provide assistance in the transportation of relief goods and rescue and medical teams.

Deployment of medical teams.

Deployment of equipment, materials and other facilities.

Support to logistics functions.

Coordinating member of the Satuan Reaksi Cepat Penanggulangan Bencana (SRC PB) or Indonesia Rapid Response & Assistance (INDRRA) Team.
Humanitarian Assistance and Disaster Relief Operations

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

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

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

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

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

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

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

Military assets: The assisting countries’ military aircraft and ships must have security clearance from TNI GHQ.
**Regional Consultative Group  I  Towards a Predictable Model**

**Multi-National Coordination Center**

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

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

**TNI coordination**

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

**Multi-Agency Coordination Center**

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

**Leadership:** BNPB.

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

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

**KEY FUNCTIONS**

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

**MULTI-AGENCY COORDINATION CENTER**
Adaptation of the Humanitarian-Military Operational Coordination Concept in Indonesia

HuMOC overview

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

Indonesia context

In Indonesia, the HuMOC platform may be adapted for use in future disaster responses. The potential concept may be integrated into existing coordination mechanisms, such as the MAC Center, at the national level to facilitate the interaction between humanitarian and military actors. The HuMOC is civilian-led and managed by the National Disaster Management Authority - in this case BNPB. It is intended to enhance interoperability between and among government and humanitarian actors; initiate dialogue and information sharing, especially between the military and civilian actors; and optimize and prioritize the use of military assets by civilian actors.
The 2009 West Sumatra earthquake response was coordinated by BNPB and provincial-level authorities through engagement with the Governor of West Sumatra. BNPB was responsible for coordinating the military and civilian agencies. The response involved the deployment of TNI personnel and assets, as well as several government ministries including Women’s Empowerment, Planning, and Education. TNI aircraft were used to transport aid including food and medical personnel and supplies. Military medical teams were also involved in setting up field hospitals in the affected areas.16

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

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

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

2010 Triple Disaster

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

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

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

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<table>
<thead>
<tr>
<th>ACRONYMS AND ABBREVIATIONS</th>
<th>EXPLANATION</th>
</tr>
</thead>
<tbody>
<tr>
<td>AHA</td>
<td>ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management</td>
</tr>
<tr>
<td>ASEAN</td>
<td>Association of Southeast Asian Nations</td>
</tr>
<tr>
<td>BNPB</td>
<td>National Disaster Management Agency (Badan Nasional Penanggulangan Bencana)</td>
</tr>
<tr>
<td>BPBD</td>
<td>Provincial Disaster Management Agency (Badan Penanggulangan Bencana Daerah)</td>
</tr>
<tr>
<td>CMCoord</td>
<td>Civil-military coordination</td>
</tr>
<tr>
<td>EOC</td>
<td>Emergency Operations Center</td>
</tr>
<tr>
<td>FMA</td>
<td>Foreign Military Assets</td>
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<tr>
<td>GHQ</td>
<td>General Headquarters</td>
</tr>
<tr>
<td>HCT</td>
<td>Humanitarian Country Team</td>
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<tr>
<td>HuMOCC</td>
<td>Humanitarian-Military Operational Coordination Concept</td>
</tr>
<tr>
<td>ICs</td>
<td>Incident Command System</td>
</tr>
<tr>
<td>IDRL</td>
<td>International Disaster Response Law</td>
</tr>
<tr>
<td>IFRC</td>
<td>International Federation of the Red Cross</td>
</tr>
<tr>
<td>INFORM</td>
<td>Index for Risk Management</td>
</tr>
<tr>
<td>JOCCA</td>
<td>Joint Operations Coordinating Center for ASEAN</td>
</tr>
<tr>
<td>MAC</td>
<td>Multi-Agency Coordination Center</td>
</tr>
<tr>
<td>MNCC</td>
<td>Multi-National Coordination Center</td>
</tr>
<tr>
<td>MNF</td>
<td>Multi-National Force</td>
</tr>
<tr>
<td>MoD</td>
<td>Ministry of Defence</td>
</tr>
<tr>
<td>MOOTW</td>
<td>Military Operations Other than War</td>
</tr>
<tr>
<td>NGO</td>
<td>non-government organization</td>
</tr>
<tr>
<td>OCHA</td>
<td>Office for the Coordination of Humanitarian Affairs</td>
</tr>
<tr>
<td>OSOCC</td>
<td>On-Site Operations Coordination Centre</td>
</tr>
<tr>
<td>POLRI</td>
<td>Indonesian National Police</td>
</tr>
<tr>
<td>TNI</td>
<td>Indonesian Armed Forces (Tentara Nasional Indonesia)</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>UNDAC</td>
<td>United Nations Disaster Assessment and Coordination Team</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
</tr>
<tr>
<td>WFP</td>
<td>World Food Programme</td>
</tr>
<tr>
<td>WHO</td>
<td>World Health Organization</td>
</tr>
</tbody>
</table>


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

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

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

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

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

- Cyclone Nargis causes significant destruction. Armed Forces of Myanmar (Tatmadaw) have a key role in the disaster relief. Bilateral support accepted through the Association of Southeast Asian Nations (ASEAN).
- Standing Order on Natural Disaster Management outlines the involvement of the Myanmar Armed Forces in disaster response.
- Cyclone Giri. Tatmadaw play a key role in the response and the international community respond. Foreign military assistance is limited.
- Standing Order on Natural Disaster Management updated.
- Myanmar Action Plan on Disaster Risk Reduction (MAPDRR) established.
- National Disaster Management Law enacted.
- National Natural Disaster Management Committee (NDMC) established with 23 members including the Minister of Defence.
- Government of Myanmar participates in the ASEAN Regional Forum Disaster Relief Exercise on enhancing civil-military cooperation in the region for the first time.
- Disaster Management Rules established.
- Ongoing reforms of current disaster management coordination structure underway.
- Training conducted on civil-military coordination for Tatmadaw and government representatives.
Key facts

**Official name:** The Republic of the Union of Myanmar  
**Area:** 676,577 km²  
**Population:** 56,890,418 (2016)  
**Capital:** Naypyitaw  
**Official language:** Burmese  
**Disaster focal point:** National Disaster Management Committee (NDMC)  
**Military:** Myanmar Armed Forces (Tatmadaw)  
**Police:** The Peoples’ Police Force

General information

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


- **Flood**  
  - Frequency: x25  
  - Percentage: 51%  
- **Storm**  
  - Frequency: x9  
  - Percentage: 18%  
- **Landslide**  
  - Frequency: x6  
  - Percentage: 12%  
- **Earthquake**  
  - Frequency: x5  
  - Percentage: 10%  
- **Wildfire**  
  - Frequency: x2  
  - Percentage: 4%  
- **Epidemic**  
  - Frequency: x2  
  - Percentage: 4%

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

INFORM Index

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

INFORM RISK VALUE AND RANKING

<table>
<thead>
<tr>
<th>INFORM RISK AND DIMENSIONS OF RISK</th>
<th>VALUE (10 = HIGHEST)</th>
<th>ASEAN RANK (OUT OF 10)</th>
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</thead>
<tbody>
<tr>
<td>INFORM risk</td>
<td>6.7</td>
<td>1</td>
</tr>
<tr>
<td>Hazard &amp; Exposure</td>
<td>7.5</td>
<td>2</td>
</tr>
<tr>
<td>Vulnerability</td>
<td>6</td>
<td>1</td>
</tr>
<tr>
<td>Lack of coping capacity</td>
<td>6.6</td>
<td>1</td>
</tr>
</tbody>
</table>

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


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

MAJOR DISASTERS (2006-2016)

Sources: EM-DAT CRED Database, 2016, United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), Swedish Rescue Services Agency.
The central role of the military is well articulated in Myanmar’s disaster-related laws and policies. The Constitution of the Republic of the Union of Myanmar states that ‘the Defence Services shall render assistance when calamities that affect the Union and its citizens occur in the Union’. For the most part, disaster-related laws and policies apply to natural disasters only, not to the persistent sub-national conflicts in Myanmar.

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

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

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

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

**Disaster focal point**

**National Disaster Management Committee**

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

**DISASTER MANAGEMENT STRUCTURE**

- **National Disaster Management Committee (NDMC)**
  - Chaired by Vice President II
  - Vice Chairs: Minister of Social Welfare, Relief and Resettlement & Minister of Home Affairs
  - Secretariat: Permanent Secretariat - Ministry of Social Welfare, Relief and Resettlement
  - 28 members including state and region representatives and Ministers from key ministries

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

**Natural Disaster Management Committee**

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

- +95 67 404 113/114
- +95 67 404 301
- r.r.d@mptmail.net.mm
- http://www.rrdmyanmar.gov.mm
National Disaster Management Committee Overview

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

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

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

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

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

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

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

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

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

KEY FUNCTIONS

Forming the working committees, formulating policies for priority tasks, evaluating the working committees’ performance and giving necessary guidance.

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

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

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

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

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

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

ADMINISTRATIVE DIVISIONS

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

Source: Myanmar Information Unit, 2015

STATES OF MYANMAR

Key civilian government agencies

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

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

- **National Disaster Management Committee**
- **Disaster response lead agency**
- **Relief and Resettlement Department, Ministry of Social Welfare**

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

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

Ministry of Foreign Affairs

- **National Disaster Management Committee**
- **Ministry of Foreign Affairs**

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

Ministry of Health

- **National Disaster Management Committee**
- **Disaster response lead agency**
- **Ministry of Health**

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

**Subnational representation:** Ministry of Health is represented at state and regional levels.
# Cluster system

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

## NATIONAL CLUSTER SYSTEM

<table>
<thead>
<tr>
<th>CLUSTER LEADS</th>
<th>RESPONSE CLUSTERS</th>
</tr>
</thead>
<tbody>
<tr>
<td>WHO / UNFPA</td>
<td>Health</td>
</tr>
<tr>
<td></td>
<td>• Reproductive Health</td>
</tr>
<tr>
<td>UNICEF</td>
<td>Water, Sanitation and Hygiene (WASH)</td>
</tr>
<tr>
<td>UNHCR</td>
<td>Shelter / NFI</td>
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<tr>
<td>WFP/FAO</td>
<td>Food Security</td>
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<td>WFP</td>
<td>Logistics</td>
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<tr>
<td>UNHCR</td>
<td>Camp Coordination and Camp Management</td>
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<tr>
<td>UNICEF/SC</td>
<td>Education</td>
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<td>UNHCR/UNICEF/UNFPA</td>
<td>Protection</td>
</tr>
<tr>
<td></td>
<td>• Child Protection</td>
</tr>
<tr>
<td></td>
<td>• Sexual and Gender-Based Violence</td>
</tr>
<tr>
<td>WFP</td>
<td>Emergency Telecommunications</td>
</tr>
<tr>
<td>UNICEF</td>
<td>Nutrition</td>
</tr>
</tbody>
</table>

Lead Agencies

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

Mobilization of International Assistance

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

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

International humanitarian coordination architecture

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

Role of ASEAN

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

NATIONAL AND INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE

- National Disaster Management Committee (NDMC)
- State/Region Disaster Management Committee
- Relief and Resettlement Department (RRD)
- Emergency Operations Center (EOC)
- Inter Cluster Coordination Group (ICCG)
- Humanitarian Country Team (HCT)
- Area Humanitarian Country Team–Rakhine and Kachin

12 WORKING COMMITTEES

Standing Order, 2011.

MYANMAR
Humanitarian coordination in Rakhine and Kachin states

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

STATE-LEVEL COORDINATION PROCESS

National Emergency Operations Center

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

Location within government: Relief and Resettlement Department, Ministry of Social Welfare.
Leadership: Chair - Relief and Resettlement Department, Ministry of Social Welfare.
Composition: Representatives of relevant sub-committees, military representatives, development partners, ASEAN Emergency Response and Assessment Team, AHA Centre, HCT-United Nations Office for the Coordination of Humanitarian Affairs liaison, cluster-sector leads and other international teams.

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

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

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

**Armed Forces of Myanmar (Tatmadaw)**

- **Leadership:** Commander-in-Chief.
- **Components:** Myanmar Army, Myanmar Navy, Myanmar Air Force. Auxiliary components: Myanmar Police Force, Border Guard Police and People’s Militia Units.
- **No. of personnel:** 406,000.
- **Headquarters:** Naypyitaw.
- **Regional Military Commands:** 14 Regional Command areas. For humanitarian assistance and disaster relief (HADR) activities responsible officers and liaison officers are assigned, according to Regional Commands, Divisions Regiments, and Units.
- **Functions in disaster response:** Search and rescue, humanitarian assistance, transportation and logistics, relief and rehabilitation, health assistance, security, preparedness activities.
- **Civil-military coordination mechanisms:** Tatmadaw is represented in the NDMC, the Search and Rescue Work Committee and the Security Working Committee.

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

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

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5 Col Nay Myo Hlaing, ‘National Civil-Military Coordination System in Myanmar’, Presentation to 15th ASEAN Regional Forum Inter-sessional Meeting on Disaster Relief, Nay Pyi Taw, Myanmar, 23-24 February 2016.
Ministry of Defence and Army responsibilities across disaster management phases

**MINISTRY OF DEFENCE RESPONSIBILITIES**

**FOUR PHASES OF DISASTER MANAGEMENT**

**NORMAL TIMES**
- Designate disaster communication focal point
- Form natural disaster protection committees at army, navy and air force headquarters
- Coordinate with Tatmadaw on early warning, evacuation and relief and form coordination teams

**ALERT AND WARNING**
- Prepare an action plan for surface and air transport for evacuation of people and priority items and assist with evacuations
- Ensure Navy, Air Force and Division Command Headquarters have prepared a disaster calendar, and hazard and risk maps

**DISASTER RESPONSE**
- Assign relief and rehabilitation duties to Military Command Headquarters
- Communicate relevant information through the Office of the Commander-in-Chief (army, navy, air force), Military Command Headquarters and local authorities
- Inspect the formation and activities of committees in headquarters and provide guidance
- Provide coordination for local authorities as needed

**RELIEF & REHABILITATION**
- Conduct field assessments of relief and rehabilitation needs
- Set up field hospitals, if required
- Assist the disaster victims with the construction of temporary shelters
- Assist in setting up relief camps and providing immediate access to shelter, food, water, clothing

**ARMY RESPONSIBILITIES**

**FOUR PHASES OF DISASTER MANAGEMENT**

**NORMAL TIMES**
- Train officers and personnel on natural disaster management
- Coordinate with NDMC and Department of Meteorology and Hydrology
- Prepare a plan of action for protection against natural disasters and form committees at Division Command Headquarters

**ALERT AND WARNING**
- Issue disaster warnings to affected commands and issue orders to mobilize personnel
- Supervise and form working groups with representatives from designated Directorates
- Set up communication outposts and take measures to prevent disruptions of communications
- Directorate of Medical Corps to form medical teams

**DISASTER RESPONSE**
- Send relief teams to disaster-affected areas in coordination with NDMC, Ministry of Social Welfare, Relief and Resettlement Department; Ministry of Defence and Ministry of Home Affairs
- Assist in search and rescue operations
- Establish a 24-hour standby capacity for members of the supervisory office

**RELIEF & REHABILITATION**
- Ensure that local area commanders take recovery and rehabilitation measures
- Assist with township level relief and rehabilitation as requested
- Designate a liaison officer for coordination with military units and other organizations
Cooperation of Foreign Military Assets

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

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

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

Adaptation of the Humanitarian-Military Operational Coordination Concept in Myanmar

HuMOCC Overview

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

Myanmar context

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

MILITARY ACTORS

- Military Assistance
  - International Military Assistance

National Disaster Management Committee and Ministry of Foreign Affairs

Multi-National Military Coordination Center

Liaison Officer

HuMOCC

HUMANITARIAN COMMUNITY

- Humanitarian Country Team / OCHA
  - UN agencies
  - NGOs
  - Int. responders

- Private sector
  - Clusters

- Int. responders

- NGOs

- Int. responders

Tatmadaw

HuMOCC
**CASE STUDY:**

**EMERGENCY OPERATIONS CENTER IN THE 2015 FLOODS**

Flooding affected 12 states.  

103 fatalities.  
< 1 million affected.

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

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

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

### Infographic: Chronological Order of Events

<table>
<thead>
<tr>
<th>Disaster Events</th>
<th>EOC</th>
<th>International Assistance</th>
</tr>
</thead>
<tbody>
<tr>
<td>21st</td>
<td>24th EOC activated under Ministry of Social Welfare, Relief and Resettlement</td>
<td>End July 24 hour EOC operations start</td>
</tr>
<tr>
<td>29-30th</td>
<td>3rd EOC activates emergency customs clearance</td>
<td>4-19th AHA Centre In-Country Coordination Team + ERAT deployed</td>
</tr>
<tr>
<td>Cyclone Komen</td>
<td>6th 24-hour EOC operations end</td>
<td>6th International aid reaches village level</td>
</tr>
<tr>
<td>compounds</td>
<td>18th EOC resumes normal operations</td>
<td>10th IFRC International disaster relief law expert deployed to EOC</td>
</tr>
<tr>
<td>flooding</td>
<td></td>
<td>26 Aug-end Sep: UNDAC deployed</td>
</tr>
<tr>
<td>problems</td>
<td></td>
<td>End Aug-mid Oct: USAID-DFAT Team deployed</td>
</tr>
</tbody>
</table>

EOC: Emergency Operations Center  
USAID: United States Agency for International Development  
DFAT: Department of Foreign Affairs and Trade (Australia)  
UNDAC: United Nations Disaster Assessment and Coordination
Overall, the activation of the EOC was considered a success, bringing together key government departments, humanitarian organizations and the private sector to develop a shared understanding of the threats, mobilize resources and accomplish common goals. However the slow onset and combination of hazards (floods and landslides) created a complex disaster involving multiple challenges. During activation, the situation compounded and the EOC was continually requested to expand its roles and responsibilities. Information management was a challenge due to the lack of facilities for rapid analysis and dissemination of critical information.

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

1. Improving EOC inter-departmental coordination including coordination with states/regions, standardized data collection systems and logistics tracking.

2. Strengthening the surge capacity at the EOC by continuous capacity improvement using simulation exercises and engaging multiple government departments, the AHA Centre, UNDAC teams, WFP, OCHA and others.

3. Building on the EOC capacity to fast-track travel authorisations, visas, customs and other International Disaster Response Law issues.

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### ACRONYMS AND ABBREVIATIONS

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


Nepalese military help unload humanitarian supplies in Gorkha District, Nepal following the 2015 earthquake.

Photo: Jake Lyell / Alamy Stock Photo
The Nepalese Armed Forces has an integral role in disaster response in Nepal. Civil-military coordination has been shaped by large-scale natural disasters, in particular earthquakes and flooding, as well as conflict and recent internal instability in the southern region of the country. The Nepalese Armed Forces is a primary responder in disaster operations, and its role is articulated in Nepal’s disaster-related laws and policies, as well as the country’s national coordination structures. In recent years the military has played a key role in disaster response as a primary responder, including in the 2015 earthquakes, the 2008 Koshi floods, the 2009 epidemic in Jarjarkot and the avalanche and blizzards in the western region of the country in 2014.1

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

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

Key facts

Official name: Federal Democratic Republic of Nepal

Area: 147,181 km²

Population: 26,494,504 (2011)

Capital: Kathmandu

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

Military: Nepalese Armed Forces

Police: Nepal Police; Nepalese Armed Police Force

General information

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

Overview of disasters

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

FREQUENCY OF DISASTERS 1970-2015

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

6 Earthquakes

9,785 Fatalities

US$5.5 billion

Economic loss and damages

MAJOR DISASTERS (2006-2016)

INFORM Index

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

INFORM RISK VALUE AND RANKING

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


Nepal’s hazard exposure has remained stable, however its vulnerability has increased over the last five years.
KEY POLICIES, PLANS AND FRAMEWORKS FOR CIVIL-MILITARY COORDINATION

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

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

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

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

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

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

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

KEY POLICIES, FRAMEWORKS AND PLANS FOR CIVIL-MILITARY COORDINATION

LAWS & REGULATIONS

Constitution of Nepal 2015
Natural Calamity Relief Act 1982
Armed Police Force Act 2001

GUIDING POLICY
National Strategy for Disaster Risk Management in Nepal (NSDRM) 2009

GUIDING FRAMEWORKS
National Disaster Response Framework (NDRF) 2013

GUIDANCE NOTES
Guidance Note for Disaster Preparedness and Response Planning 2011

KEY CIVILIAN RESPONSIBILITIES IN DISASTERS

Disaster focal point

Central Natural Disaster Relief Committee

Established by: Natural Calamity Relief Act of 1982.

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

Leadership: Minister of Home Affairs (MoHA).
Headquarters: Kathmandu.

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

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

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

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

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

6 NDRF, 2013, p. 7.
Regional, local and district disaster relief committees

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

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

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

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

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

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

ADMINISTRATIVE DIVISIONS OF NEPAL

<table>
<thead>
<tr>
<th>NAME</th>
<th>NUMBER</th>
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<tbody>
<tr>
<td>Federal Provinces</td>
<td>7</td>
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<tr>
<td>Regions</td>
<td>5</td>
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<td>Administrative zones</td>
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<td>Districts</td>
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</tbody>
</table>

NATIONAL, REGIONAL AND LOCAL LEVELS

- CNDRC
- RDRC
- DDRC

NEPAL ADMINISTRATIVE ZONES

Kathmandu
Key government agencies

Ministry of Home Affairs

**Central Natural Disaster Relief Committee (CNDRC)**

**Ministry of Home Affairs (MoHA)**

**RESPONSE PHASES**

- Disaster prevention and mitigation
- Disaster preparedness
- Disaster response lead agency - Ministry of Home Affairs (MoHA)
- Disaster relief and recovery

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

**Cluster leads:** Search and rescue; Logistics.

Ministry of Health

**Central Natural Disaster Relief Committee (CNDRC)**

**Ministry of Home Affairs (MoHA)**

**RESPONSE PHASES**

- Disaster prevention and mitigation
- Disaster preparedness
- Disaster response lead agency for health facilities and services – Ministry of Health
- Disaster relief and recovery

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

**Regional/district representation:** Represented at the regional level.

**Cluster leads:** Health; Nutrition.

Ministry of Foreign Affairs

**Central Natural Disaster Relief Committee (CNDRC)**

**Ministry of Home Affairs (MoHA)**

**27 members including key government ministries**

**Ministry of Foreign Affairs**

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

National cluster system

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

Overview

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

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

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

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

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

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

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

Nepalese Army coordination with the Logistics Cluster

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

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

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

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

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7 MoHA, NDRF, 2013, p. 9.
# NATIONAL CLUSTER SYSTEM

<table>
<thead>
<tr>
<th>CLUSTER LEADS (GOVERNMENT)</th>
<th>CLUSTER CO-LEADS (HUMANITARIAN AGENCIES)</th>
<th>RESPONSE CLUSTERS</th>
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<td>UNDP</td>
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<td>WFP</td>
<td>Nutrition</td>
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<td>WHO World Health Organization</td>
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</tbody>
</table>
Mobilization of international assistance

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

Humanitarian Country Team

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

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

INTER-CLUSTER COORDINATION PROCESS

HCT  Humanitarian Country Team
CNDRC  Central Natural Disaster Relief Committee
MoHA  Ministry of Home Affairs

RC/HC Chair
OCHA  Office for the Coordination of Humanitarian Affairs
RCHC  Resident Coordinator/Humanitarian Coordinator

MoHA Chair
OSOCC

9 NDREF, 2013, p. 7.
9 NDREF, 2013.
International humanitarian coordination architecture

The infographic below depicts the international civilian humanitarian coordination architecture in Nepal. It shows the coordination process between CNDRC, HCT and the clusters. It also shows the inter-cluster coordination process through the NEOC, RDRCs, as well as the OSOCC, private sector and civil society organizations.

HUMANITARIAN COORDINATION PROCESS
National Operations Centers

National Emergency Operations Center

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

**Activated:** At emergency level four, as stated in the NEOC Standard Operating Procedure.\(^{11}\)

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

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

**Leadership:** Ministry of Home Affairs (MoHA).

**Composition:** Disaster response focal points from relevant ministries.

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

Subnational Emergency Operations Centers

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

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\(^{11}\) NDRF, 2013, p. 11.

\(^{12}\) NDRF, 2013, p. 7.
Role of the Nepalese Armed Forces

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

Components of the Nepalese Armed Forces

- **Established:** 1945.
- **Leadership:** President of Nepal; Chief of the Army Staff. Upon recommendation of the Council of Ministers, the President authorizes the mobilization, operations and use of the Nepalese Army.
- **Components:** Nepalese Army, Nepalese Army Air Service and the Armed Police Force.
- **No. of active personnel:** 130,000.
- **Headquarters:** Kathmandu.
- **Activation in disaster response:** Activation is undertaken in two ways: 1. Under the Constitution, the Chief of the Army Staff has the authority to immediately mobilize the Nepalese Army, and 2. On recommendation of the National Security Council to the President via the Council of Ministers.
- **Divisions:** Far-western division, mid-western division, western division, middle division, valley division and eastern division.
- **Logistics Operations Center:** Established at the Army Headquarters to coordinate the operational aspects of relief distribution.

Key functions in disaster response

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

Components of the Nepalese Armed Forces

- **Army**
  - 95,000 personnel
- **Air Service**
  - 500 personnel
- **Armed Police Force**
  - 40,000 personnel
  - 500 personnel
  - 130,000 personnel

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**Armed Police Force of Nepal**

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

**Established:** 2001.

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

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

**No. of active personnel:** 40,000.

**Headquarters:** Halchowk, Kathmandu.

**Humanitarian Assistance and Disaster Relief**

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

**NEPALESE ARMY HUMANITARIAN ASSISTANCE AND DISASTER RELIEF STRATEGY**

- **Management of resources required for rescue and relief operations**
- **Skilled manpower generation for rescue and relief**
- **Formulation of rescue and relief plans and coordination**
- **Future 4th Prong**
  - Two specialist HADR battalions

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14 Armed Police Act 2058.
Nepalese Armed Forces Coordination

National Emergency Operations Center Command Post

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

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

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

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

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

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Headquarters Operations Centers

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

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15 Nepalese Army, Lessons From the 2015 Earthquake Response, p. 37.
**Coordination of Foreign Military Assets**

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

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

**Multi-National Military Coordination Center**

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

**MNMCC overview**

- **Activation:** Established by the Nepalese Army.
- **Headquarters:** Nepalese Army HQ.
- **Coordination:** Between government agencies, civilian actors and international responders, and international responding militaries via the NEOC and OSOCC where required. International Search and Rescue teams can be coordinated through MNMCC and OEOC.
- **Liaison Officers:** Liaison Officers facilitate coordination between the MNMCC, NEOC and OSOCC. In the 2015 earthquake response, Liaison Officers from the Nepalese Army were attached to each incoming military search and rescue team, and provided information to MNMCC about developments in the field and relayed requirements.
- **Operational guidelines:** The response to the 2015 earthquake highlighted the need for development of standard operating procedures in order to effectively mobilise foreign military resources and coordinate activities.

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

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18 Section 4 (a), Natural Calamity Relief Act 2039 of 1982.
COORDINATION BETWEEN MNMCC AND CIVILIAN MECHANISMS

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

PROPOSED MULTI-NATIONAL MILITARY COORDINATION CENTER STRUCTURE
Humanitarian-Military Operations Coordination Concept

HuMOCC overview

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

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

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

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

HUMOCC/JCC COORDINATION IN THE 2015 EARTHQUAKE RESPONSE
Civil-Military Disaster Coordination in Nepal

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

HUMOCC MODEL IN THE CONTEXT OF NEPAL

MILITARY ACTORS

Central National Disaster Relief Committee/Ministry of Home Affairs

MNCC

Multinational Coordination Center

Led by the Nepalese Armed Forces

Nepalese Armed Forces

Assisting international military

Assisting international military

Assisting international military

Liaison Officer

HuMOCC

HuMOCC

Humanitarian Country Team / OCHA

International responders

Clusters

Private sector

NGOs

UN agencies

International responders

Clusters

Private sector

NGOs

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

**Use of the Multi-National Military Coordination Center**

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

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

The Nepalese Army invited the UN-CMCoord team to have a permanent liaison function within the MNMCC to facilitate information sharing and coordination.
Humanitarian-Military Operations Coordination Center/Joint Command Center

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

Key activities for the HuMOCC in the response included:

- Facilitating access to rapid and comprehensive assessment information used for operational planning including the use of FMA.

- Advising on the appropriate FMA to be deployed to Nepal and sharing priority locations for FMA deployment/coverage based on the NEOC’s priorities.

- Contributing to achieving and maintaining common situational awareness that could be shared amongst all actors.

- Raising awareness and understanding among humanitarian organisations and military actors of the humanitarian civil-military coordination (UN-CMCoord) function.

- Facilitating identification of realistic indicators and benchmarks, including evaluation criteria and triggers for transition from military to civilian assets, as well as drawdown and redeployment of military forces.20

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

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

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

# ACRONYMS AND ABBREVIATIONS

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<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>CDO</td>
<td>Chief District Officer</td>
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<td>DDC</td>
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<td>DDRC</td>
<td>District Disaster Relief Committee</td>
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<td>FMA</td>
<td>Foreign Military Assets</td>
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<td>Humanitarian Assistance and Disaster Relief</td>
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<td>Humanitarian Country Team</td>
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<td>HuMOCC</td>
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<td>HQ</td>
<td>Headquarters</td>
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<td>ICC</td>
<td>Inter-cluster coordination</td>
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<td>International Disaster Response Law</td>
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<td>International Federation of the Red Cross</td>
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<td>International Organization for Migration</td>
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<td>JCC</td>
<td>Joint Command Centre</td>
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<td>Ministry of Health</td>
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<td>MNMCC</td>
<td>Multi-National Military Coordination Center</td>
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<td>MNF</td>
<td>Multinational force</td>
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<td>MOIC</td>
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<td>NDRF</td>
<td>National Disaster Response Framework</td>
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<td>National Economic and Development Authority</td>
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<td>NEOC</td>
<td>National Emergency Operations Centre</td>
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<td>National Strategy for Disaster Risk Management</td>
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<td>OCHA</td>
<td>Office for the Coordination of Humanitarian Affairs</td>
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<td>OSOCC</td>
<td>On-Site Operations Coordination Centre</td>
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<tr>
<td>RCHC</td>
<td>Resident Coordinator/Humanitarian Coordinator</td>
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<td>RDRC</td>
<td>Regional Disaster Relief Committee</td>
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<td>South Asian Association for Regional Cooperation</td>
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<td>Save the Children</td>
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<td>United Nations Civil-Military Coordination</td>
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<td>WHO</td>
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REFERENCES

Constitution of Nepal. 2015.


PHILIPPINES

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

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

**TYPHOON HAIYAN (YOLANDA) AFTER ACTION REVIEW RECOMMENDATIONS**

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

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

- **1935** Defence Act of 1935 mandated AFP establishment.
- **2007** National cluster system established.
- **2008** National cluster system amended with additional clusters formed.
- **2009** Hosted the inaugural Association of Southeast Asian Nations (ASEAN) Regional Forum Disaster Relief Exercise.
- **2010** Republic Act 10121 Philippines Disaster Risk Reduction and Management (DRRM) Act.
- **2013** Participated in the ASEAN Disaster Emergency Response Simulation Exercise.
- **2014** Typhoon Haiyan: AFP responds and FMA from more than 22 countries deployed, 57 nations overall provide assistance and Multi-National Coordination Center (MNCC) activated.
- **2015** AAR on Humanitarian Civil-Military Coordination in Typhoon Haiyan (Yolanda).
- **2016** The National Disaster Risk Reduction and Management Council (NDRRMC) together with United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA), Office of Civil Defense (OCD) and AFP begin efforts to institutionalize a civil-military coordination framework into national disaster response architecture.
- **2016** MNCC established 48 hours prior to landfall of Typhoon Hagupit. Civil-Military Coordination Center (CMCC) co-located with MNCC.
- **2016** National Disaster Response Plan (NDRP) established. Eight national response clusters created and AFP designated as lead of the Search, Rescue and Retrieval (SRR) cluster.
- **2016** Elected first chair of the Regional Consultative Group (RCG) on Humanitarian-Civil Military Coordination for Asia and the Pacific.
- **2016** Armed Forces of the Philippines (AFP) Humanitarian Assistance and Disaster Response Plan established (Operation Plan (OPLAN) Tulon – Bayanihan).
- **2016** Philippines joined the Advisory Group for the development of Common Humanitarian Civil-Military Coordination Standards.
- **2016** Over 350 government and military personnel trained in civil-military coordination.
**Key facts**

*Official name:* Republic of the Philippines  
*Area:* 300,000km²  
*Population:* 100,998,376 (2015)  
*Capital:* Manila  
*Official language(s):* Filipino and English  
*Disaster focal point:* National Disaster Risk Reduction and Management Council (NDRRMC) and Office of Civil Defence (OCD)  
*Military:* Armed Forces of the Philippines (AFP)  
*Police:* Philippine National Police (PNP)

**General information**

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

**FREQUENCY OF DISASTERS: 1970-2015**

<table>
<thead>
<tr>
<th>Disaster Type</th>
<th>Frequency</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Storm</td>
<td>x293</td>
<td>50%</td>
</tr>
<tr>
<td>Flood</td>
<td>x166</td>
<td>31%</td>
</tr>
<tr>
<td>Landslide</td>
<td>x31</td>
<td>6%</td>
</tr>
<tr>
<td>Earthquake</td>
<td>x21</td>
<td>4%</td>
</tr>
<tr>
<td>Volcano</td>
<td>x19</td>
<td>4%</td>
</tr>
<tr>
<td>Epidemic</td>
<td>x17</td>
<td>3%</td>
</tr>
<tr>
<td>Drought</td>
<td>x8</td>
<td>2%</td>
</tr>
<tr>
<td>Wildfire</td>
<td>x1</td>
<td>&lt;1%</td>
</tr>
<tr>
<td>Mass Movement</td>
<td>x1</td>
<td>&lt;1%</td>
</tr>
</tbody>
</table>

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

**Economic loss and damages**

293 Storms  
42,244 Fatalities  
>US$21 billion
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.’
Philippine Disaster Risk Reduction and Management Act [DRRM Act, 2010]. The DRRM Act outlines provisions for the establishment of the National Disaster Risk Reduction and Management Council (NDRRMC). It is accompanied by a set of Implementing Rules and Regulations that detail the composition of the National, Regional and Local Disaster Risk Reduction and Management Councils (DRRMCs) and their respective powers and functions, as well as provisions for the establishment of Local Disaster Risk Reduction and Management Offices (LDRRMOs) in every barangay.¹

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

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

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


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

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

Disaster focal point

National Disaster Risk Reduction and Management Council

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

DISASTER MANAGEMENT STRUCTURE

National Disaster Risk Reduction and Management Council (NDRRMC) Members

44 government, civil society and private sector agencies

Regional DRRMCs

Local DRRMCs

Disaster Prevention & Mitigation

Disaster Preparedness

Disaster Response

Disaster Rehabilitation & Recovery

Chair: Secretary of Department of National Defense (DND)

Secretariat: Office of Civil Defense (OCD)

Disaster Prevention & Mitigation
Vice Chair: Secretary, Department of Science and Technology

Disaster Preparedness
Vice Chair: Secretary, Department of Interior and Local Government

Disaster Response
Vice Chair: Secretary, Department of Social Welfare and Development

Disaster Rehabilitation & Recovery
Vice Chair: Director General of National Economic Development Authority

National Disaster Risk Reduction and Management Council (NDRRMC) Members

 Philippine National Police (PNP)

Armed Forces of the Philippines (AFP)

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

+63 911 5061 to 65
dopcenbackup@gmail.com
www.ndrrmc.gov.ph
www.facebook.com/ndrrmc.opcen
twitter.com/NDRRMC.OpCen
National Disaster Risk Reduction and Management Council

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

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

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

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

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

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

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

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

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

### NATIONAL, REGIONAL AND LOCAL LEVELS

**NATIONAL Disaster Risk Reduction and Management Council**

**REGIONAL Disaster Risk Reduction and Management Councils**

**LOCAL Disaster Risk Reduction and Management Councils/Office**
Regional and Local Disaster Risk Reduction Management Councils

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

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

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

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

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

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

### LEAD AUTHORITY BY AFFECTED AREA

<table>
<thead>
<tr>
<th>AFFECTED AREA</th>
<th>LEAD AUTHORITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Barangay</td>
<td>Barangay Development Committee</td>
</tr>
<tr>
<td>≥ 2 Barangays</td>
<td>Municipal/city Disaster Risk Reduction and Management Council (DRRMC)</td>
</tr>
<tr>
<td>≥ 2 municipalities</td>
<td>Provincial DRRMC</td>
</tr>
<tr>
<td>≥ 2 Provinces</td>
<td>Regional DRRMC</td>
</tr>
<tr>
<td>≥ 2 Regions</td>
<td>National DRRMC</td>
</tr>
</tbody>
</table>

² DRRM Act, Section 12

---

**ADMINISTRATIVE DIVISIONS OF THE PHILIPPINES**

<table>
<thead>
<tr>
<th>ENGLISH NAME</th>
<th>FILIPINO NAME</th>
<th>NUMBER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Region</td>
<td>Rehiyon</td>
<td>18</td>
</tr>
<tr>
<td>Province</td>
<td>Probinsiya/ Lalawigan</td>
<td>81</td>
</tr>
<tr>
<td>Municipality</td>
<td>Municipalidad/Bayan</td>
<td>1,489</td>
</tr>
<tr>
<td>City</td>
<td>Siyudad/ Lungsod</td>
<td>145</td>
</tr>
<tr>
<td>Village/ neighbourhood</td>
<td>Barangay</td>
<td>42,029</td>
</tr>
</tbody>
</table>
Key government agencies

**Department of Social Welfare and Development**

**National Disaster Risk Reduction and Management Council (NDRRMC)**

**Secretariat - Office of Civil Defense (OCD)**

**RESPONSE PILLAR**

- Disaster prevention and mitigation
- Disaster preparedness
- Disaster response lead agency - Department of Social Welfare and Development (DSWD)
- Disaster relief and recovery

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

**Location within government:** DReAMB, DSWD.

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

**Regional/provincial representation:** 13 regional field offices.

---

**Office of Civil Defense**

**National Disaster Risk Reduction and Management Council (NDRRMC)**

**Secretariat - Office of Civil Defense (OCD)**

**RESPONSE PILLAR**

- Disaster prevention and mitigation
- Disaster preparedness
- Disaster response lead agency - DSWD
- Disaster relief and recovery

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

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

**Cluster lead:** Logistics; Emergency Telecommunications.

**Regional/provincial representation:** 17 regional offices.

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³ NDRP, 2014, p. 3.
Coordination mechanisms

Incident Command System

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

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

**Leadership:** Incident Commander.

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

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

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

National cluster system

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

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

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

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

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

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

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

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4 NDRRMC, ‘Implementing Guidelines on the Use of Incident Command System (ICS) as an On-Scene Disaster Response and Management Mechanism under the Philippine Disaster Risk Reduction and Management System (PDRRMS).’
5 Executive Order No. 82, Section 4.
7 NDRP Plan, Ch. 3, p. 2.
# NATIONAL CLUSTER SYSTEM

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

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

**NDRRMC Operations Center**

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

**Emergency Operations Centers**

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

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

**INCIDENT COMMAND SYSTEM INTEROPERABILITY FRAMEWORK**

- Responsible Official
- Head of Response Clusters
- Operational Coordinator
- Incident Commander
- Safety Officer
- Public Information Officer
- Liaison Officer
- Finance and Admin Section Chief
- Logistics Section Chief
- Planning Section Chief
- Operations Section Chief
- Clusters
Mobilization of international assistance

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

### Coordination of international humanitarian assistance

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

### International humanitarian coordination architecture

If the Government of the Philippines requests and/or accepts international assistance, coordination between the Humanitarian Country Team (HCT) agency co-leads for the clusters, the Resident Coordinator/Humanitarian Coordinator (RCHC) and the national response systems and bodies including NDRRMC and DSWD, is initiated. The HCT is composed of 24 UN agencies, international non-governmental organizations (INGOs), private sector representatives and donor agencies, led by the UN Resident Coordinator/Humanitarian Coordinator (RCHC). There are currently 11 NDRRMC response clusters, led by government departments and agencies and HCT agency co-leads.
The infographic below depicts the international civilian humanitarian coordination architecture in the Philippines. It shows the coordination process between the NDRRMC, the HCT, the HCT Executive Committee and the clusters, which are co-led by HCT agencies. It also shows the inter-cluster coordination process through the Operations Center, and the coordination between the RDRRMCs, as well as the Regional Humanitarian Team and Technical Working Group (TWG).

**INTERNATIONAL HUMANITARIAN COORDINATION ARCHITECTURE**

<table>
<thead>
<tr>
<th>National Disaster Risk Reduction and Management Council (NDRRMC). Chair: NDRRMC</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical Working Group</td>
</tr>
<tr>
<td>Lead: OCD</td>
</tr>
<tr>
<td>Co-Lead: OCHA</td>
</tr>
</tbody>
</table>

| Humanitarian Country Team (HCT) |
| Chair: HC |

| NDRRMC/HCT Exec. Committee |
| Chair: NDRRMC |
| Co-Chair: HC |

<table>
<thead>
<tr>
<th>International Humanitarian Coordination Architecture</th>
</tr>
</thead>
<tbody>
<tr>
<td>Humanitarian Country Team Technical Working Groups</td>
</tr>
<tr>
<td>After Typhoon Haiyan (Yolanda), the Philippines Humanitarian Country Team established and endorsed technical working groups and community of practice to support the inter-cluster coordination group and HCT on technical matters that are relevant to gender in humanitarian assistance, cash transfer programming in emergency, community engagement, information management and public private partnership.</td>
</tr>
</tbody>
</table>

**NATIONAL CLUSTERS**

- **Agriculture**
  - Lead: DA
  - Co-Lead: FAO
- **CCCM/NFI**
  - Lead: DSWD
  - Co-Lead: IOM
- **Early Recovery**
  - Lead: OCD
  - Co-Lead: UNDP
- **Education**
  - Lead: DepEd
  - Co-Lead: UNICEF
- **Emerg. Telecom**
  - Lead: OCD
  - Co-Lead: WFP
- **Food Security**
  - Lead: DSWD
  - Co-Lead: WFP

- **Health**
  - Lead: DOH
  - Co-Lead: WHO
- **Livelihood**
  - Lead: DOLE
  - Co-Lead: ILO
- **Logistics**
  - Lead: OCD
  - Co-Lead: WFP
- **Nutrition**
  - Lead: DOH
  - Co-Lead: UNICEF
- **Protection**
  - Lead: DSWD
  - Co-Lead: UNHCR
- **Shelter**
  - Lead: DSWD
  - Co-Lead: IFRC
- **WASH**
  - Lead: DOH
  - Co-Lead: UNICEF
- **RH**
  - Lead: DOH
  - Co-Lead: UNICEF
- **Child Protection**
  - Lead: DSWD
  - Co-Lead: UNICEF
- **SGBV**
  - Lead: DSWD
  - Co-Lead: UNFPA

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

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

Source: UN OCHA Philippines
Role of the Armed Forces of the Philippines

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

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

Components of the Armed Forces of the Philippines

- Leadership: President of the Philippines; Secretary of Department of National Defense (DND); Chief of Staff AFP.
- No. of active personnel: 90,000.
- Headquarters: Camp Aguinaldo, Quezon City, Manila.
- Unified Commands: Northern Luzon Command; Southern Luzon Command; Central Command; Western Command; Eastern Mindanao Command; Western Mindanao Command.
- Civil-military coordination mechanisms: The OCD-AFP Coordination Center; Civil-Military Coordination Center; Civil-Military Operations Support unit.

Key Functions in Disaster Response

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

MILITARY AND POLICE REPRESENTATION IN DISASTER FOCAL POINT

Humanitarian Assistance and Disaster Relief perations

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

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

MISSION AREAS OF THE ARMED FORCES

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

Area of responsibility – Humanitarian Assistance and Disaster Relief (HADR)

Respond effectively to natural disasters and other emergencies

<table>
<thead>
<tr>
<th>Cluster role</th>
<th>Support to other agencies</th>
<th>Coordination</th>
</tr>
</thead>
</table>
| Act as lead agency of the Search, Rescue and Retrieval cluster
  1. Coordination of all search and rescue teams
  2. Retrieval operations in coordination with other cluster | Assist Disaster Risk Reduction and Management Councils and other agencies in delivery of response services
Contribute to disaster prevention and mitigation efforts | Integrate military response operations with other agencies
Assist in the coordination of foreign military forces |

Disaster prevention and mitigation, preparedness and readiness, response, rehabilitation and recovery
Search, Rescue and Retrieval cluster

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

**Lead agency:** DND and AFP lead the SRR cluster.

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

**ARMED FORCES OF THE PHILIPPINES LEAD THE SEARCH, RESCUE AND RETRIEVAL CLUSTERS**
Armed Forces of the Philippines coordination

Armed Forces of the Philippines Civil-Military Coordination Center

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

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

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

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

Members: Liaison Officers from nine operations units.

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

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

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

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

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

11 SOP No. 3: Civil-Military Coordination Center (CMCC) AFP-Vision 2028L A Word-class Armed Forces, Sources of National Pride, OTAG/DJ7, General Headquarters, Armed Forces of the Philippines, 2015.
Cooperation of Foreign Military Assets

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

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

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

Multi-National Coordination Center

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

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

Multi-National Coordination Center overview

**Leadership:** AFP, DND.

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

**Headquarters:** Hosted at the military headquarters Camp Aguinaldo.

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

**Co-location:** With the NDRRMC Operations Center, as well as the CMCC/HuM0CC in cases where it is activated.

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

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

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**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 ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre).

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**Coordination of International Military Assistance**

[Diagram showing the coordination structure involving various agencies and organizations.]

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17 US Pacific Command, Training & Exercises Directorate (J7), Multi-National Coordination Center, Powerpoint, 2015.
Adaptation of the Humanitarian-Military Operational Coordination Concept in the Philippines

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

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

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

CIVIL-MILITARY DISASTER COORDINATION IN THE PHILIPPINES

**Philippines context**

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

In the Philippines, the OCD and the AFP support the integration of the concept into existing coordination mechanisms to enhance interoperability among government and humanitarian actors.
Civil-military coordination in the response to Typhoon Haiyan (Yolanda) highlighted several sound practices that have influenced the development of the civil-military coordination agenda in the region. This included ‘bilateral commitment executed multilaterally on the ground,’ through the activation of the Multinational Coordination Center (MNCC) which encouraged optimal use of foreign military assets (FMA). FMA from more than 20 countries were deployed in the response, posing unique and challenging coordination issues. Additionally, Typhoon Haiyan (Yolanda) was the first time that the AFP had led the MNCC. An Incident Command Team (ICT) was established, prior to MNCC activation, to pave the way for responders. The ICT consisted of international liaison officers from several countries.

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

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

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

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