

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

DRAFT Version 8.0

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NOTE: This is a working draft document developed through the Asia-Pacific Military Assistance to Disaster Relief Operations series of Conferences (APC-MADRO). The draft is currently undergoing a 12-month testing and validation period with regional groups and through regional forums. Minor editing changes have been made to the Guidelines as agreed at the Fifth APC-MADRO in October 2010. An electronic copy of the Guidelines is posted on the Office for the Coordination of Humanitarian Affairs (OCHA) Regional Office for Asia and the Pacific (ROAP) Website at <http://ochaonline.un.org/roap>. Any substantive amendments that result from testing and validation will be made by the APC-MADRO Secretariat on-line in 'track changes' and circulated to all APC-MADRO partners for further discussion.

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PREFACE

Background

1. Increasingly frequent small, medium and large scale disasters in the Asia-Pacific region have seen an unprecedented scale of response by international civilian and military organisations in support of the Affected State. The region, due to geological and environmental factors, is highly vulnerable and responders are required to operate in unique circumstances. In some areas, disaster warning systems are limited and post disaster communications with the affected population is extremely challenging due to the vast distances and level of economic infrastructure.
2. The Asia-Pacific Conference on Military Assistance to Disaster Relief Operations (APC-MADRO) process was established as a follow-up to the “International Seminar on Disaster Management – Emerging Challenges for the Armed Forces”, a regional initiative hosted by the Indian Armed Forces in New Delhi in December 2005 following the Indian Ocean Earthquake and Tsunami in 2004. An annual APC-MADRO Conference was co-organised by the Civil-Military Coordination Section (CMCS) and the Regional Office for Asia and Pacific (ROAP) of the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) and host nations over a five-year period¹, with the aim of developing collaborative guidelines to assist the planning of foreign military assistance in support of disaster response operations in the Asia-Pacific region.
3. These Guidelines have been developed between numerous regional Member States and organisations who have gained invaluable experience and lessons learned in deploying and receiving military assistance when answering to international disaster response requests. There is recognition among all these parties that military capacities in Asia-Pacific countries are often the first capabilities offered and make a valuable contribution in responding to regional natural disaster emergencies. There is also growing recognition among regional countries of the importance in fostering stronger civil-military and military-military collaboration in responding efficiently and effectively to these disasters.

Purpose and Scope

4. These Guidelines are a reference guide for Member States who plan and execute foreign military support for international disaster response, and humanitarian entities, in order 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. These Guidelines should be read in complement and conjunction with the Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (hereinafter, “Oslo Guidelines”). While a significant number of Member States have participated in the development of the guidelines and endorsed their use, they are voluntary in nature and not binding on Member States. These guidelines will not, in any way, affect the rights, obligations or responsibilities of States and individuals under international law.

¹ 2006 in Singapore; 2007 in Kuala Lumpur; 2008 in Canberra; 2009 in Honolulu; 2010 in Bangkok

5. Furthermore, these Guidelines:

- Do not apply to situations of complex emergencies². The use of foreign military assets in such situations is covered in the Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies (“MCDA Guidelines”) and the IASC Reference Paper on Civil-Military Relationship in Complex Emergencies.
- Do not address reconstruction and rehabilitation activities.
- Do not affect existing international law or agreements³.
- Are a “living document” in order to maintain relevancy and applicability as the international disaster response environment evolves and must maintain a complementarity to other relevant key regional documents.

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² A complex emergency, as defined by the Inter-Agency Standing Committee (IASC), is “a humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single and/or ongoing UN country programme”.

³ Including, but not limited to: International humanitarian, human rights and refugee law; the legal personality and status of States, inter-governmental organizations, and/or the societies of the Red Cross / Red Crescent Movement; and existing agreements between States or between States and assisting actors.

I. GUIDING PRINCIPLES AND CONCEPTS

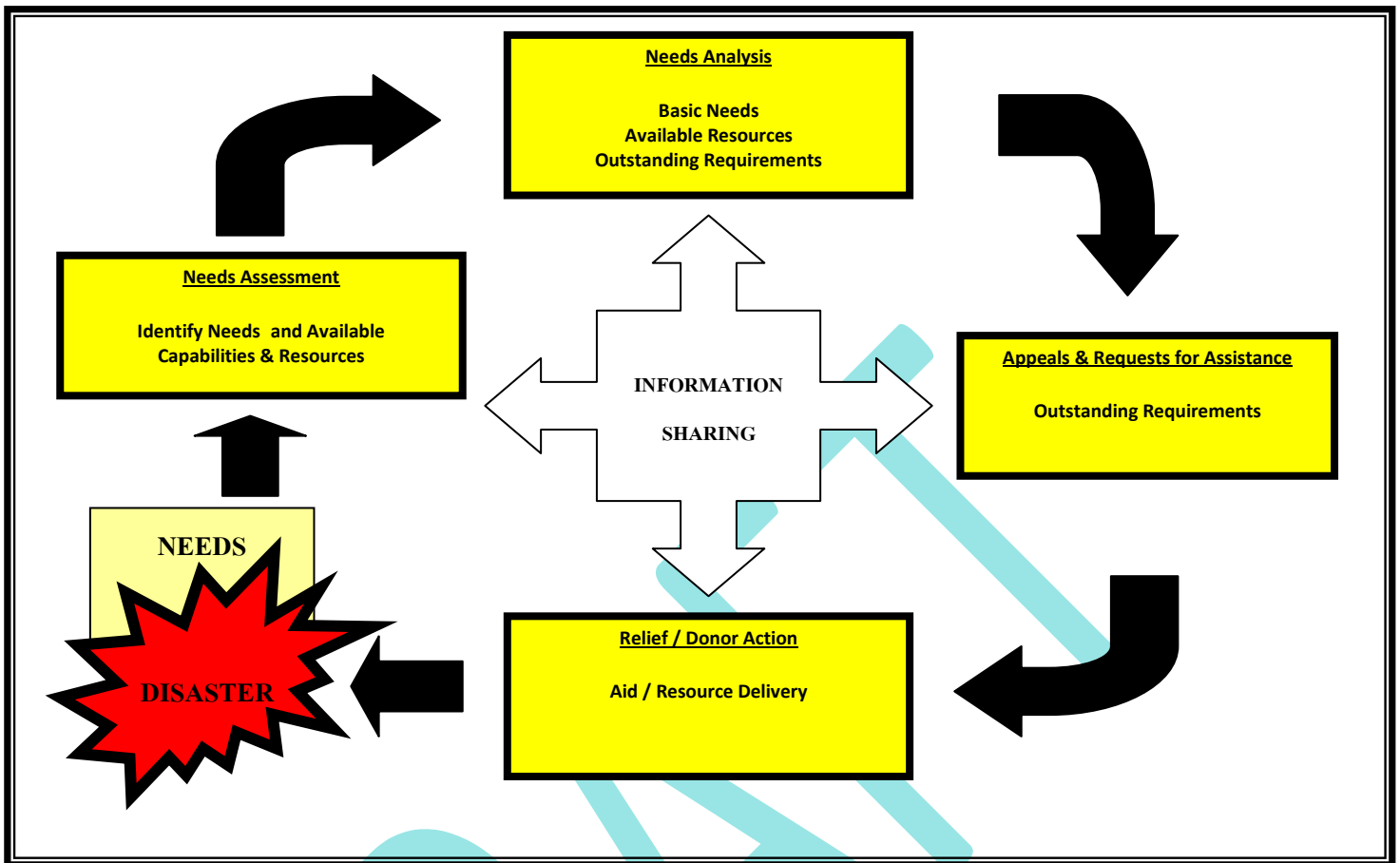
Principles

6. The overarching principles guiding the use of foreign military assets in disaster response operations in the Asia-Pacific region are:
 - “The sovereignty, territorial integrity and national unity of States must be fully respected in accordance with the Charter of the United Nations. In this context, humanitarian assistance should be provided with the consent of the affected country and in principle on the basis of an appeal by the affected country.”⁴
 - Foreign military assets involved in international disaster response operations remain under their own national command and control, operating in support of the Affected State.
7. Humanitarian Principles:
 - Humanity: Human suffering is addressed wherever it is found, with particular attention to the most vulnerable in the population, such as children, women and the elderly. The dignity and rights of all victims must be respected and protected.
 - Neutrality: Humanitarian assistance must be provided without engaging in hostilities or taking sides in controversies of a political, religious or ideological nature.
 - Impartiality: Assistance is provided without discriminating as to ethnic origin, gender, nationality, political opinions, race or religion. Relief of the suffering must be guided solely by needs and priority must be given to the most urgent cases of distress.
 - Do No Harm: Military responders must be aware of the possibility that interventions designed with the intention of producing positive outcomes can have unintended negative effects and should strive to avoid harmful unintended consequences when supporting disaster relief operations.
8. Military Assistance: Foreign military and civil defence assets will normally be used when there is no comparable civilian alternative assistance available at the time and location needed and when only the use of military or civil defence assets can meet a critical humanitarian need.

Concepts

9. The Disaster Response Process: The disaster response process is cyclical in nature as shown in the diagram below. Driven by a needs assessment, the identified needs must be analysed, appeals and requests for assistance made, donor and relief action taken and subsequent needs assessments undertaken to analyse the effect of the action and confirm if identified needs have diminished or further needs have emerged. The overarching relief process of matching available resources to humanitarian needs is present in all international disaster response missions.

⁴ UN General Assembly Resolution 46/182.



10. Assessing the Needs of the Affected Population: Needs assessments should identify the requirements of the affected population and its own ability to meet these needs, the prioritisation of any shortfall as well as the organisational capacity of the Affected State and international actors to assist. Although initial assessments may be incomplete and inaccurate due to lack of available information immediately following a disaster, they are focussed on saving lives and mitigating human suffering (emergency needs).

11. Information Sharing:

a. The open sharing of information amongst responders is critical to successful international disaster response. If foreign military assets supporting response operations are to be successful, they must have the personnel and technological capability to add to and draw from the various humanitarian coordination and information sharing mechanisms, including unclassified equipment and means of mobile phones, internet and email.

b. Civilian and military actors need to establish clear lines of communication in responding to natural disaster emergencies. The sharing of all available information relating to the disaster by all actors will deliver better humanitarian assistance outcomes. Reluctance of civilian and military actors to share available information relating to the disaster can undermine the efficient delivery of humanitarian assistance and place lives at risk. Mutual trust needs to be developed through civil-military coordination, to foster a shared and coordinated team effort in responding to natural disasters. It will also assist in overcoming any misunderstanding that might arise between actors.

12. Use of Military Assets:

- a. Disaster response activity can be divided into three broad categories:
- Direct Assistance – Face to face distribution of goods and services.
 - Indirect Assistance – Is at least one step removed from the population and involves such activities as transporting relief goods or relief personnel.
 - Infrastructure Support – Involves providing general services, such as road repair, airspace management and power generation that facilitate relief, but are not necessarily visible to or solely for the benefit of the affected population.
- b. In the Asia-Pacific region, military actors are often required to provide direct assistance. When required to become involved in direct assistance, military responders should seek advice from and work closely with the national authority of the Affected State and the humanitarian community. The humanitarian community has the necessary expertise and experience to ensure that this is done effectively and without violating the aforementioned principles.

13. Requests for Assistance: Requests for Assistance (RFA) for foreign military support should be made when needs exceed the Affected State's capabilities and no other civilian capacity is available.

14. Pre-disaster Preparedness: Member States will take necessary steps to prepare for disasters, e.g. procedures to offer and/or receive military assets, exercises, development of Standard Operating Procedures (SOPs), and pooling the hardware and personnel resources required to set up a Civil-Military Operations Centre (CMOC).

15. Post-disaster Actions: Military "After Action Reports" capturing lessons learned and best practices should be disseminated as widely as possible among responding and receiving actors as a contribution to future disaster preparedness, training and mitigation measures.

II. INTERNATIONAL HUMANITARIAN COMMUNITY

United Nations

16. The UN Resident Coordinator (RC) is the head of the UN organisation in country and during a disaster he/she, or another competent UN official, may be designated as the Humanitarian Coordinator (HC), responsible for the overall coordination of the international humanitarian response. The RC/HC reports to the Emergency Relief Coordinator (ERC) who is also the Head of UN OCHA in his/her capacity as the UN Under-Secretary-General for Humanitarian Affairs. Requests for military assets to be utilised by the UN will be coordinated and initiated by the RC/HC.

17. UN OCHA works closely with the Affected State and international responders to ensure the timely release of a request for international assistance and provides support to the Government of the Affected State and/or the RC/HC in coordinating the international humanitarian response, through specialist coordinating mechanisms and personnel expertise. UN OCHA has the capability to very rapidly deploy assets to establish field coordination structures at the disaster site, such as the On-Site Operations Coordination Centre (OSOCC).

Humanitarian Community

18. The Humanitarian Community consists of domestic and international agencies and organisations whose primary or significant focus is the provision of humanitarian aid, assistance, relief, development support and human rights advocacy. Included are small local relief societies, large international Non-Governmental Organisations (NGOs), through to International Organisations (IOs). Also included are the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC) as well as National Red Cross and Red Crescent Societies.

19. The Humanitarian Community provides relief with the consent of the Affected State. The individual organisations within the Humanitarian Community, which may be both national and international, may carry out all aspects of humanitarian relief, from financial and in-kind contributions, advocacy and protection, to delivery of direct, indirect and infrastructure assistance. Separate organisations conduct assessments, individually or jointly, based on their specific mandate and needs and generally will coordinate their activities if there is added value in doing so.

20. Under the leadership of the UN RC/HC, a Humanitarian Country Team (HCT)⁵, which may be supplemented by additional personnel and regional officers from various UN and other humanitarian agencies, will oversee the Humanitarian Community's response in support of the Affected State's relief efforts in a disaster.

⁵ May also be referred to as the Inter-Agency Standing Committee (IASC) Country Team or UN Disaster Management Team (UNDMT).

Regional Organisations

21. Some regional organisations in the Asia-Pacific region have established agreements to coordinate international disaster response, including foreign military support by its member nations. The Association of Southeast Asian Nations (ASEAN)⁶, ASEAN Regional Forum (ARF)⁷, South Asian Association for Regional Cooperation (SAARC), Pacific Islands Applied Geoscience Commission (SOPAC), Pacific Islands Forum (PIF), Multinational Planning and Augmentation Team (MPAT)⁸ and others have either existing or emerging guidelines or SOPs.

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⁶ ASEAN Regional Standby Arrangements and Standard Operating Procedures (SASOPs).

⁷ ARF Strategic Guidance for Humanitarian Assistance and Disaster Relief.

⁸ Multinational Force Standing Operating Procedures (MNF SOP).

III. ROLES AND RESPONSIBILITIES

Affected State

22. Guiding Principles: Consistent with International Law, the Affected State:
- Has the responsibility to care for victims of disasters occurring within its territory.
 - Has the right and primary role in initiating, organizing, coordinating, implementing, regulating and monitoring disaster relief assistance, to include international assistance, within its territories.
 - Can request or when offered, consider assistance from the international community if the disaster exceeds the Affected State's national capabilities.
23. Prior to any disaster, the Affected State, through its National Disaster Management Office (NDMO), should have developed a national disaster plan, including mechanisms to establish a Local Emergency Management Authority (LEMA).
24. In the event that the Affected State makes a request for international assistance, these can be directed through various channels, on a bilateral basis, through regional networks or through UN OCHA. The Affected State is responsible for determining needs based on information provided by local, provincial and other sources via the NDMO. The Affected State should identify and communicate the priority needs for foreign assistance, utilising international coordination mechanisms to make best use of incoming assistance, including foreign military assistance.
25. The Affected State should facilitate operations by Assisting Militaries by simplifying, as appropriate, the customs and administrative procedures related to entry, transit, stay and exit as well as utilisation of airspace, use of communications equipment, certification of specialist personnel as required, etc.

Assisting State

26. Guiding Principles: The Assisting State shall:
- Deploy only with the consent of the Affected State.
 - Respect the sovereignty, territorial integrity, culture and sensitivities of the Affected State.
 - Provide international disaster relief according to the core Humanitarian Principles of Humanity, Neutrality and Impartiality. Additionally, abide by the principle of "Do No Harm".
 - Coordinate its disaster response operations with Affected State authorities in accordance with the national disaster plan.
 - Abide by the domestic laws of the Affected State and applicable International Law, or as agreed in a Status of Forces Agreement (SOFA).

In addition, the Assisting State shall provide disaster relief without seeking to:

- Gain financial reimbursement.
- Further a political or religious viewpoint.
- Intervene in the internal affairs of the Affected State.
- Gain a commercial advantage.
- Gather sensitive political, economic or military information irrelevant to the disaster assistance.

27. Information sharing and coordination with all disaster responders should be initiated as soon as possible, even before foreign military assets are deployed. Exchange of liaison officers and/or planning teams should be initiated at all levels with the Affected State, including national military, UN coordinating bodies, foreign militaries as well as regional organisations, as appropriate.

28. Foreign military assets deploying in support of international disaster response should seek initial and on-going assessments from the appropriate coordinating body and any assessments that they themselves conduct for their own needs should be shared with other actors. Likewise, military response to any RFAs should coordinate with other militaries to minimize duplication, confusion and gaps in support. Joint military assessments, including participation in Affected State assessments if possible, are strongly recommended.

29. Foreign military assets should support purely immediate needs and be aware that such support may impact long term recovery and development and therefore should take steps to ensure that longer term needs are not negatively impacted.

30. Foreign military assets should be self-sustaining for the duration of the mission, in order to avoid placing additional stress on overburdened local authorities and resources or humanitarian actors.

31. Assisting States' militaries should, in coordination with the Affected State, take into account the environmental impact of their operations.

32. Assisting State military forces should take into account cultural and religious sensitivities of the Affected Population.

33. Planning should be conducted in parallel with initial deployment in order to ensure a successful disengagement or transition to the Affected State, UN relief agencies or wider humanitarian community as soon as they can fully resume or assume the required tasks. Time and/or condition based transition should be planned in conjunction with the Affected State, Assisting States, UN and other coordinating bodies, based on jointly agreed upon parameters.

34. International military assistance should:

- Be needs driven, complementary to and coherent with humanitarian aid operations and respect the overall international coordinating role of the UN. Thus, foreign military assets should be unique in capability and availability.
- Avoid creating long-term dependence on foreign military assets by the Affected State's population and civilian humanitarian organizations.

Transit State

35. Transit States should facilitate the movement of disaster relief equipment, supplies and personnel from Originating and Assisting States to the Affected State.

United Nations

36. The role of the UN in disaster response is multi-faceted, ranging from assistance to the Affected State at the national, regional and local level, to direct, indirect and infrastructure support assistance to the affected population. In support of the Affected State at the national level the RC/HC, with the HCT and supported by UN OCHA, will mobilise and coordinate international assistance, including seeking donor support and assistance in kind through physical resources. At the operational level, the UN will facilitate mechanisms for interface between international and local responders, assist, support and complement the Affected State's assessment and coordination mechanisms, track and record the provision of international assistance, encourage the application of common standards of response and advocate for the adherence to humanitarian principles. From the outset, the UN will assist the Affected State in planning for the withdrawal of international assistance to ensure orderly and efficient handover of tasks and responsibilities.

37. Some UN agencies will also, either directly or through implementing partners, provide direct, indirect and infrastructure relief support to the affected population. In the identification and implementation of these projects the UN will work in coordination with the Affected State and other international relief responders to ensure the early inclusion of strategies for sustainable rehabilitation and reconstruction.

Humanitarian Community

38. Other humanitarian actors play an equally important role in disaster response as the United Nations. These include the International Federation of the Red Cross and Red Crescent Societies (IFRC), national and international Non-Governmental Organisations (NGOs) and International Organisations (IOs). The IFRC provides assistance through its National Societies, mobilising both pre-positioned resources and assistance from other national societies and government donors to the disaster site, such as logistics, equipment and supplies, relief teams, field hospitals, clinics, water & sanitation, logistics telecommunication and other services. Working closely with the UN and IFRC, NGOs and IOs provide a wide range of response services running their own response operations and supporting the UN humanitarian response operations as key implementing partners.

Regional Organizations

39. Regional organizations have a clear role in disaster relief operations. Whilst their roles and responsibilities are considerably dependent on the organisation, many have clearly specified tasks elaborated upon in their own applicable guidelines and SOPs. In some cases regional organizations have developed specific disaster response mechanisms such as the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre) which supports disaster relief operations for its Member States. As regional capacity grows, these guidelines must be updated to reflect the emerging roles and responsibilities of regional organisations.

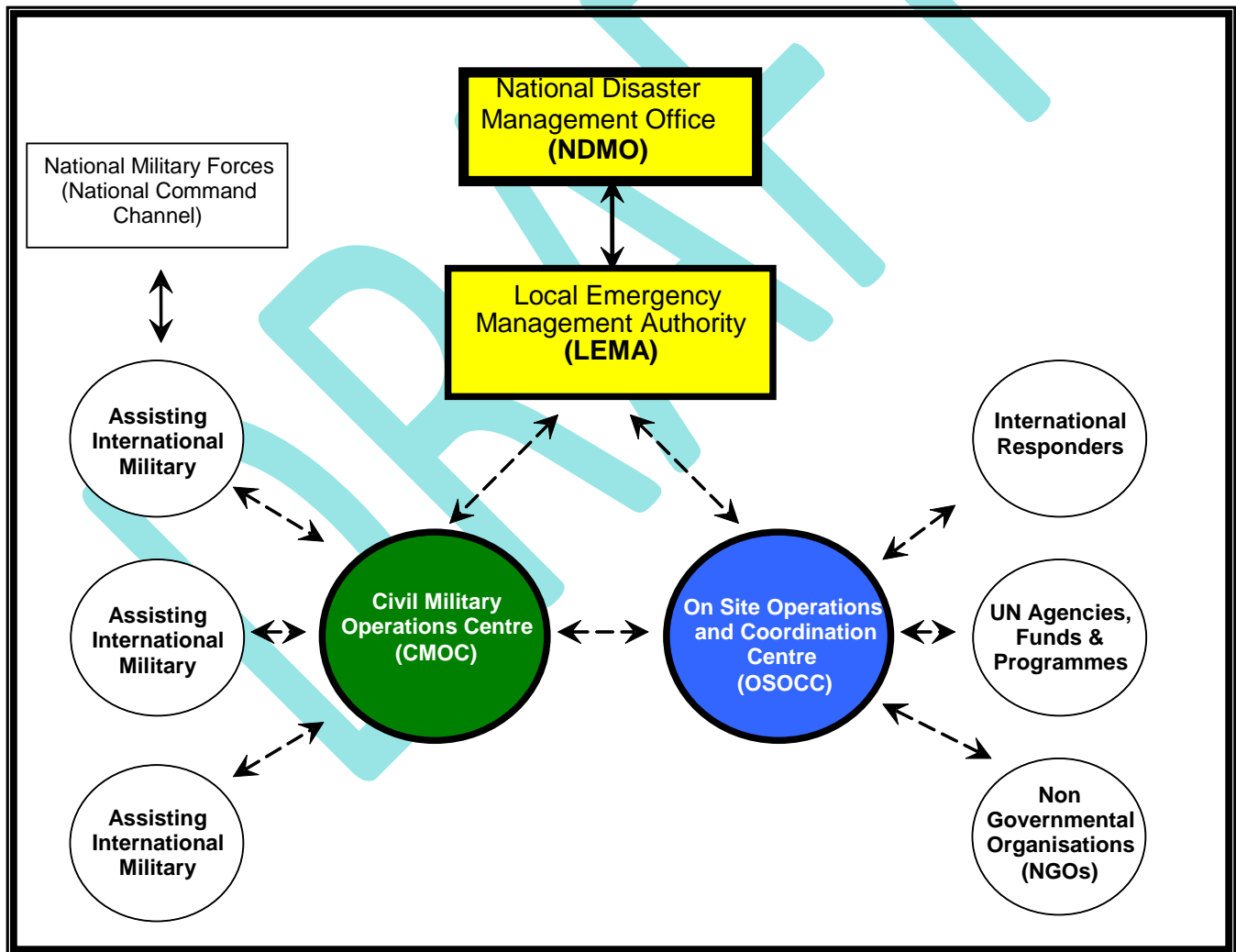
IV. COORDINATION OF MILITARY ASSETS

Structure of Coordination

40. During international disaster response, there are invariably a multitude of actors and several options for coordination architecture. International humanitarian organisations will link into one coordination hub, foreign military into another, with both coordinating their activities with each other as well as with the Affected State's structure.

The structure of the coordination mechanism will be dependent on the Affected State's national structure and unique circumstances. Responding militaries will need to remain flexible in integrating with existing structures. A generic structure is depicted below:

Generic International Disaster Coordination Model



41. Integrating activities with other stakeholders wherever possible and maintaining transparency of actions will help maximise unity of effort in providing relief to the affected population, especially in the critical areas of security, logistics, medical and other basic life-sustaining services, transportation and communications. The steady flow of timely information in these areas is essential for successful humanitarian missions. Several coordination mechanisms under the responsibility of differing organisations may be activated during a disaster relief operation.

Affected State

42. The Affected State will exercise authority for the overall direction, coordination and supervision of disaster response within its territory and normally does so through a National Disaster Management Office (NDMO). The NDMO will, through its Local Emergency Management Authority (LEMA), activate or establish emergency operation centres, immediately prior to or during a disaster, at the local, regional/provincial and national level, as required. These centres may be part of an existing national military command centre structure, entirely separate, or civilian-led with military representation. In most Affected States, these emergency operation centres are the focal point for coordinating all national relief efforts as well as international assistance. The On-Site Operations Coordination Centre (OSOCC) and Civil-Military Operations Centre (CMOC) support the LEMA and work under its direction.

Assisting Military

43. In the majority of large scale disaster response operations, there will be multiple foreign military responders. It is critical that they not only liaise, communicate and coordinate with the Affected State's disaster response authorities and military, but also other foreign military assets. There must, therefore, be just as much emphasis placed upon military-military coordination as there is on humanitarian civil-military coordination. This is particularly important as each responding military will have its own set of nationally focussed operating procedures. It is key that these are understood by the various militaries and civilian responders with whom they will interact. Preferably, at the tactical/field level, Assisting States' military assets will develop and utilise one common set of practices and procedures. In large emergencies, the responding militaries may establish a CMOC or similar structure on site.

44. Depending on the operational situation, coordination mechanisms may take various or a combination of options, including the establishment of a separate CMOC, placement of military liaison staff in humanitarian coordinating structures (or vice-versa), joint humanitarian and military coordination centres or a co-located CMOC.

Humanitarian Community

45. To ensure transparency and unity of action, it is vital that Assisting States' military assets establish links with the relevant disaster relief coordination mechanisms during international disaster response operations. It is important, therefore, that the humanitarian coordination architecture, which will be disaster specific, is researched, understood and linked in to from the outset of planning and operations. Every effort must be made to ensure that integration into the overall national and international response plan is comprehensive. A key task for the Military Commander is to determine the composition of the National and Local Authorities and/or Humanitarian Community and link into it.

46. The NDMO and UN OCHA / UN Humanitarian Civil-Military Coordination (UN-CMCoord) Officers can provide much of this information. In large emergencies UN OCHA normally establishes an OSOCC.

47. UN OCHA is the main UN organisation mandated to provide coordination platforms and in response to most disasters, in support of the LEMA and HCT, will deploy a UN Disaster Assessment and Coordination (UNDAC) team(s) which will most likely establish an OSOCC to coordinate international responders. Civil-military coordination will often take place within this framework and in close coordination with local and national authorities of the Affected State. UN-CMCoord Officers work in support of coordination efforts between the HCT, other humanitarian actors, the Affected State and foreign military assets and may work out of the OSOCC or establish a separate UN Humanitarian Civil-Military Coordination Centre (CMCC). Additionally, UN OCHA may establish a Humanitarian Information Centre (HIC).

48. In the Asia-Pacific region, UN OCHA has a Regional Office for Asia and the Pacific (UN OCHA ROAP), located in Bangkok, Thailand, which includes UN-CMCoord staff. It provides continuing and surge capacity support to HCTs in the coordination of international, UN and other humanitarian efforts in the region.

49. Virtual, web-based coordination mechanisms, to which military staff and planners may gain access, have also been developed under the auspices of the UN and include the Global Disaster Alert and Coordination System (GDACS): <http://www.gdacs.org>, Virtual On-Site Operations Coordination Centre (VOSOCC): <http://ocha.unog.ch/virtualosocc> and Reliefweb: <http://www.reliefweb.int>. Regionally developed web-based coordination mechanisms are also available, such as the All Partners Access Network (APAN): <https://community.apan.org/>.

50. Humanitarian organisations and agencies will generally employ and participate in the so-called "Cluster Approach" to bring greater organisation to disaster preparedness and response. The Cluster Approach provides one means of sharing information among humanitarian and military actors. Certain UN and other humanitarian agencies have assumed leads for technical / functional areas in this context, for a coherent disaster relief effort. The Cluster Leads facilitate coordination between the cluster members and encourage effective working relationships. UN OCHA has the responsibility for cross cluster coordination, including humanitarian civil-military coordination. Cluster Leads and major UN agencies involved in disaster response are shown at Annex C.

V. OPERATIONAL RELATIONSHIPS

51. The relationship between actors during international disaster response is based on cooperative / teamwork concepts and established on the basis of mutual respect and personal relationships as well as professional relationships and links. Coordination and cooperation in international disaster response operations is generally through consensus. Past practice suggests that Assisting States in the Asia-Pacific region will likely commit military assets on a bilateral basis. Whilst the majority of assistance in the region remains bilateral, every effort should be made to establish multilateral coordination.

52. When Assisting States provide assistance by means of military assets, these assets will remain under national command and control authority of the respective Assisting State, although such assistance is provided under the coordination of the Affected State's disaster response mechanisms.

53. The status of foreign military assets deployed under bilateral arrangements or other treaties should be addressed. A model agreement covering the status of foreign military assistance in disaster response is contained at Annex I to the Oslo Guidelines. IFRC's Guidelines on International Disaster Response Laws, Rules and Principles (IDRL) also provide recommendations for host governments on the legal facilities required by international relief providers during disaster operations, and reinforce humanitarian principles and minimum standards for such assistance. However, these recommendations primarily target humanitarian organisations, rather than foreign militaries. Additional agreements or models for agreements are currently being developed and include the ARF Model Agreement, MPAT Program Multinational Force (MNF) SOP, RP-US MILITARY HA/DR Concept of Operations (CONOPS), and ASEAN Model Agreement.

ANNEX A

Key Definitions:

States:

“Affected State” - The State upon whose territory persons or property is affected by a disaster.

“Assisting State” - The State providing disaster relief or initial recovery assistance, whether through civil or military components.

“Transit State” - The State through whose territorial jurisdiction disaster relief or initial recovery assistance passes on its way to or from the Affected State in connection with disaster relief or initial recovery operations.

Organisations:

“UN Office for the Coordination of Humanitarian Affairs (UN OCHA)” - Works with all actors in a disaster to assist the Government of the Affected State in an effort to ensure the most effective use of international resources. The Civil-Military Coordination Section (CMCS) within UN OCHA is the focal point for Humanitarian Civil-Military Coordination (UN-CMCoord) within the UN and wider humanitarian community. CMCS contact details are:

UN OCHA Regional Office Bangkok:

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Internet: <http://ochaonline.un.org/cmcs>

“National Disaster Management Office (NDMO)” – A generic term for the national civil agency responsible for overall national-level disaster management and emergency response for the Affected State. It is the focal point through which international disaster relief should be channelled.

“Local Emergency Management Authority (LEMA)” - The ultimate responsible authority for the overall command, coordination and management of the response operation. LEMA can refer to national, regional or local authorities, or combinations thereof, which are collectively responsible for the disaster response operation.

Coordination Mechanisms:

“Civil-Military Operations Centre (CMOC)” - A primary focal point for a military force to coordinate with host nation agencies and the International Humanitarian Community.

“On-Site Operations Coordination Centre (OSOCC)” - Established by the UNDAC team close to the LEMA and as close to the disaster site as is safely possible. It provides a platform for interaction between international responders and LEMA. The main purpose of the OSOCC is to assist LEMA with the coordination of international responders as well as establishing inter-cluster coordination processes.

“UN Disaster Assessment and Coordination (UNDAC)” - The UNDAC Team, when requested by an Affected State or the UN Resident Coordinator, is deployed by UN OCHA to sudden-onset emergencies. Its role is to assist in the initial assessment of a disaster and coordinate the international disaster relief effort.

“Humanitarian Information Centre (HIC)” - A common service to the humanitarian community managed by UN OCHA through its Field Information Services (FIS) Unit and operated in coordination with a number of partners, to allow relief organisations to source and share information about disasters.

“Global Disaster Alert and Coordination System (GDACS)” - Provides the international disaster response community with near real-time alerts about natural disasters around the world and information tools to facilitate response coordination (<http://www.gdacs.org>) in major natural, technological and environmental disasters.

“Virtual On-Site Operations Coordination Centre (VOSOCC)” - Managed by the Field Coordination Support Section of UN OCHA and part of GDACS, the VOSOCC is a web-based information portal and management tool designed to facilitate information exchange between responders and the Affected State after sudden-onset disasters (<http://ocha.unog.ch/virtualosocc>).

“Reliefweb” – On-line information gateway administered by UN OCHA designed to assist the international humanitarian community in the effective delivery of emergency assistance. It can assist foreign military planners to develop a disaster response common operating picture (www.reliefweb.int).

Others:

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

“Complex Emergency” – A complex emergency, as defined by the Inter-Agency Standing Committee (IASC), is “a humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single and/or ongoing UN country programme”.

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ANNEX B

References:

1. Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief - "Oslo Guidelines", rev 1.1, November 2007. Available at: <http://ochaonline.un.org/cmcs/> under Policy, Guidelines and Related Documents.
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“Cluster Approach” and Global Cluster Leads

To bring greater organisation to disaster preparedness and response, certain UN and other humanitarian agencies have assumed leads for technical / functional areas that make up a coherent disaster relief effort. The Cluster Approach provides one means of sharing information among humanitarian and military actors. Cluster Leads facilitate coordination between the cluster members and encourage effective working relationships in support of Affected State institutions or Line Ministries.

#	Sector or Area of Activity	Global Cluster Lead	Symbol
1	Agriculture	FAO	
2	Camp Coordination & Camp Management	UNHCR (conflict) IOM (natural disaster)	 
3	Early Recovery	UNDP	
4	Education	UNICEF & Save the Children (Alliance)	 
5	Emergency Shelter	UNHCR (conflict) IFRC (natural disaster - convener)	 
6	Emergency Telecommunications	OCHA (process owner) WFP (telecoms provider)	 
7	Health	WHO	
8	Logistics	WFP	
9	Nutrition	UNICEF	
10	Protection	UNHCR	
11	Water, Sanitation & Hygiene	UNICEF	

FAO – www.fao.org - The Food and Agriculture Organization helps developing countries and countries in transition to modernize and improve agriculture, forestry and fisheries practices and ensure good nutrition for all.

IFRC – www.ifrc.org - The International Federation of Red Cross and Red Crescent Societies assists victims of disasters, combined with development work to strengthen the capacities of its member National Societies, with focus on promotion of humanitarian values, disaster response, disaster preparedness, and health and community care. The Federation, together with National Societies and the International Committee of the Red Cross, make up the International Red Cross and Red Crescent Movement.

IOM – www.iom.int – The International Organisation for Migration works to ensure the orderly and humane management of migration; promote international cooperation on migration issues; assist in the search for practical solutions to migration problems; and provide humanitarian assistance to migrants in need, including refugees and internally displaced people.

Save the Children (Alliance) – www.savethechildren.net - Save the Children secures and protects children's rights to food, shelter, health care, education and freedom from violence, abuse and exploitation.

UNDP – www.undp.org – The UN Development Programme helps countries build and share solutions with regard to democratic governance poverty reduction; crisis prevention and recovery; environment and energy; and HIV/AIDS. The UNDP Resident Representative normally also serves as the Resident Coordinator of development activities for the UN system.

UNHCR – www.unhcr.org - The Office of the United Nations High Commissioner for Refugees leads and co-ordinates international action to safeguard the rights and well-being of refugees and to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, with the option to return home voluntarily, integrate locally or to resettle in a third country.

UNICEF – www.unicef.org – The United Nations Children's Fund upholds the Convention on the Rights of the Child, advocating for measures to give children the best start in life; promoting girls' education; acting so that all children are immunized against common childhood diseases and are well nourished; and working to prevent the spread of HIV/AIDS among young people.

UN OCHA – <http://ochaonline.un.org> – The United Nations Office for the Coordination of Humanitarian Affairs mobilises and coordinates effective and principled humanitarian action in partnership with national and international actors in order to alleviate human suffering in disasters and emergencies; advocate for the rights of people in need; promote preparedness and prevention; and facilitate sustainable solutions. OCHA is headed by the Emergency Relief Coordinator (ERC), responsible for oversight of all emergencies requiring UN humanitarian assistance.

WFP – www.wfp.org - The World Food Programme uses food aid to support economic and social development; meet refugee and other emergency food needs, and the associated logistics support; and promote world food security.

WHO – www.who.int – The World Health Organisation provides leadership on global health matters, through a six-point agenda of promoting development; fostering health security; strengthening health systems; harnessing research, information and evidence; enhancing partnerships; and improving performance.