The Asia-Pacific Conferences on Military Assistance to Disaster Relief Operations
APC-MADRO

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

OCHA

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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 organizations 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-organized by the Civil-Military Coordination Section (CMCS) and the Regional Office for Asia and the Pacific (ROAP) of the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA) and host nations over a five-year period[1], 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 organizations 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, as well as 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 emergencies[2]. 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 agreements[3].
- 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.

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. In addition, foreign military assistance should be provided at no cost to 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.
- **Independence:** Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold with regard to areas where humanitarian action is being implemented.

[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 assisting actors.

[4] UN General Assembly Resolution 46/182.

- **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 assets should be seen as a tool complementing existing relief mechanisms in order to provide specific support. Therefore, they 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 assets can meet a critical humanitarian need. In addition, any use of foreign military assets should be clearly limited in time and scale and present an exit strategy.

CONCEPTS

9. The Disaster Response Process: The disaster response process is cyclical in nature as shown in the diagram below. Driven by an initial assessment, the identified needs must be analyzed, appeals and requests for assistance made, donor and relief action taken and subsequent assessments undertaken to analyze 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.

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 organizational capacity of the Affected State and international actors to assist. Although initial assessments may be incomplete and inaccurate due to the lack of available information immediately following a disaster, they are focused 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 operations and is a shared responsibility facilitated by the strategy of cooperation that is applicable to civil-military coordination in a context of natural disaster. Foreign military assets will provide efficient support to disaster response operations only if personnel and technological capability are deployed taking into account information shared through the various humanitarian coordination mechanisms.

NEEDS ANALYSIS
Basic Needs / Available Resources
Outstanding Requirements

NEEDS ASSESSMENT
Identify Needs and Available
Capabilities & Resources

INFORMATION SHARING

APPEALS & REQUESTS FOR ASSISTANCE
Outstanding Requirements

DISASTER

RELIEF / DONOR ACTION
Aid / Resource Delivery

b. Civilian and military actors need to establish clear lines of communication in responding to natural disaster emergencies. The timely 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, with a view to fostering 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. a. 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 line with the Oslo Guidelines, foreign militaries will normally not be used in the direct delivery of assistance and their involvement in this regard should be carefully weighed on a case-by-case basis. However, 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, as well as 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 coordination mechanism.

15. Post-disaster Actions: Whenever possible, civil-military lessons learned exercises should be conducted so that best practices can be jointly agreed, disseminated as widely as possible among all concerned stakeholders and contribute to future disaster preparedness, training and mitigating measures.

UNITED NATIONS

16. The UN Resident Coordinator (RC) is the head of the UN Country Team (UNCT)[5] 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 utilized 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. In addition, it provides support to the Government of the Affected State and/or the RC/HC in coordinating the international humanitarian response, through dedicated coordinating mechanisms and personnel expertise.

HUMANITARIAN COMMUNITY

18. The Humanitarian Community consists of domestic and international agencies and organizations whose primary or significant focus is the provision of humanitarian aid, assistance, relief, development support and human rights advocacy. It includes small local relief societies, large international Non-Governmental Organizations (NGOs), and International Organizations (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 organizations 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 organizations 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)[6], 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.

REGIONAL ORGANIZATIONS

21. Some regional organizations 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)[7], ASEAN Regional Forum (ARF)[8], South Asian Association for Regional Cooperation (SAARC), the Secretariat of the Pacific Community (SPC), Pacific Islands Forum (PIF), Multinational Planning and Augmentation Team (MPAT)[9] and others have either existing or emerging Guidelines or SOPs.

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[6] May also be referred to as the Inter-Agency Standing Committee (IASC) Country Team or United Nations Disaster Management Team (UNDMT).
[7] ASEAN Regional Standby Arrangements and Standard Operating Procedures (SASOPs).
[8] ARF Strategic Guidance for Humanitarian Assistance and Disaster Relief.
[9] Multinational Force Standing Operating Procedures (MNF SOP).

[5] The UNCT encompasses all the Heads of Agencies of the UN system.

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), as well as procedures for receipt and use of foreign military assets.

24. In the event that the Affected State makes a request for international assistance, this 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 National Disaster Management Office (NDMO). The Affected State should identify and communicate the priority needs for foreign assistance, utilizing international coordination mechanisms to make best use of incoming assistance, including foreign military assistance.

25. The Affected State should facilitate operations conducted by assisting militaries by simplifying, as appropriate, the customs and administrative procedures related to entry, transit, stay and exit as well as utilization 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 Impartiality and Independence. 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).

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 organizations, as appropriate.

28. Foreign militaries deploying in support of international disaster response operations should take into account initial and follow-up needs assessments available from the appropriate coordinating body. Assessments conducted by foreign militaries, especially in the areas of logistics, infrastructure and security, should be shared with other actors. The military response to any RFAs should be coordinated with other military forces to minimize duplication, confusion and gaps in the provision of support. Depending on the operational context, joint civil-military assessments, if possible under the coordination of the Affected State, might be appropriate.

29. Foreign military assets should provide specific support to specific requirements, in response to an acknowledged humanitarian gap between the immediate disaster needs that the relief community is being asked to address and the resources available to meet them. This support should therefore always be limited in time and scale to avoid creating a dependency and impacting long term recovery and development.

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 States' 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 organization.

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. At the national level, the RC/HC with the HCT and supported by UN OCHA, will mobilize and coordinate international assistance in support of the Affected State, 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; it will 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 the 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 Red Cross and Red Crescent Societies (IFRC), national and international Non-Governmental Organizations (NGOs) and International Organizations (IOs). The IFRC provides assistance through its National Societies, mobilizing 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 organization, 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 organizations.

STRUCTURE OF COORDINATION

40. During international disaster response, there are invariably a multitude of actors and several options for a coordination architecture. 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. As an example, coordination mechanisms may be established through liaison arrangements between a civil-military operations centre (often established by military forces in large scale emergencies) and the humanitarian community, or through the placement of military liaison staff in humanitarian coordinating structures (or vice-versa). Depending on the operational context, the establishment of a joint humanitarian civil-military coordination centre might be appropriate and represent the preferred option (see diagram on the next page).

41. Integrating activities with other stakeholders wherever possible and maintaining transparency of actions will help maximize 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 organizations may be activated during a disaster relief operation.

GENERIC INTERNATIONAL DISASTER COORDINATION MODEL
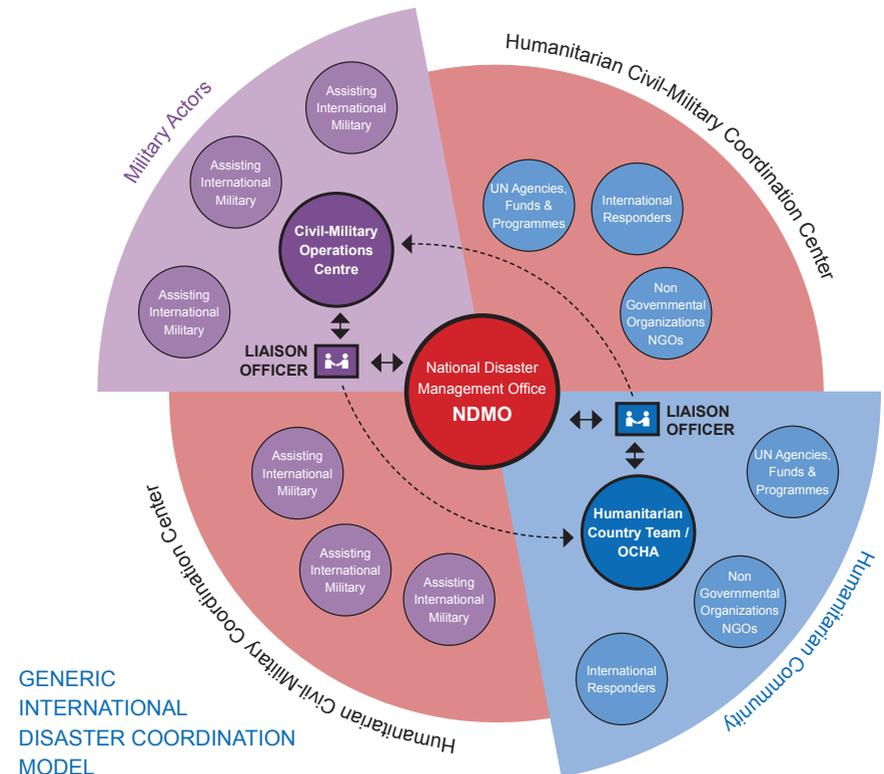
AFFECTED STATE

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 the NDMO. The NDMO will, through its field based offices, 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 Civil-Military Operations Centre and the Humanitarian Civil-Military Coordination Centre 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 forces. Therefore, there must 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 focused 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 utilize one common set of practices and procedures.

HUMANITARIAN COMMUNITY

44. To ensure transparency and unity of action, it is vital that Assisting States' military forces 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 into from the outset of operational planning. 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 understand the composition of the national and local Authorities and/or Humanitarian Community, and link into it. The NDMO and UN OCHA / UN Humanitarian Civil-Military Coordination (UN-CMCoord) Officers can play a critical role in the provision of this information.

45. UN OCHA is the main UN organization 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 On-site Operations Coordination Centre (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 and may facilitate the establishment of a UN Humanitarian Civil-Military Coordination Centre. Additionally, UN OCHA may establish a Humanitarian Information Centre (HIC).

46. 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.

47. 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): www.gdacs.org, Virtual On-Site Operations Coordination Centre (VOSOCC): http://ocha.unog.ch/virtualosocc and Reliefweb: www.reliefweb.int. Regionally developed web-based coordination mechanisms are also available, such as the All Partners Access Network (APAN): https://community.apan.org.

48. Humanitarian actors will generally participate in the Cluster Approach to strengthen partnerships and ensure more predictability and accountability in international responses to humanitarian emergencies. Depending on the operational context, some clusters might provide one option for sharing information among humanitarian and military actors.

49. Cluster leads are responsible for ensuring that response capacity is in place and that assessment, planning and response activities are carried out in collaboration with partners and in accordance with agreed standards and Guidelines. UN OCHA has the responsibility for inter-cluster coordination, including humanitarian civil-military coordination. Cluster Leads and major UN agencies involved in disaster response operations are shown at Annex C.

50. 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.

51. 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.

52. 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 organizations, 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.

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.

ORGANIZATIONS:

"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. UN OCHA contact details are:

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"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 disaster 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:

"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 organizations 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 (*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, minimize 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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CLUSTER APPROACH AND GLOBAL CLUSTER LEADS

Humanitarian actors will generally participate in the Cluster Approach to strengthen partnerships and ensure more predictability and accountability in international responses to humanitarian emergencies. Depending on the operational context, some clusters might provide one means of sharing information among humanitarian and military actors. Cluster leads are responsible for ensuring that response capacity is in place and that assessment, planning and response activities are carried out in accordance with agreed standards and in support of Affected State institutions or Line Ministries.
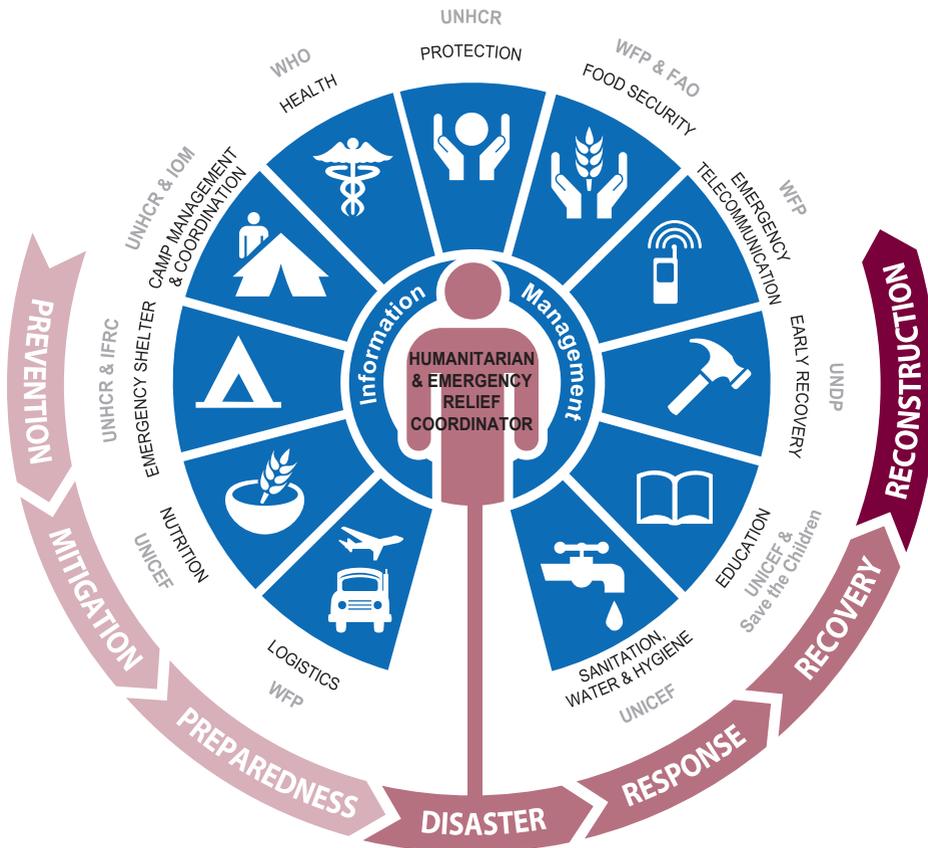
FAO - www.fao.org

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 Organization 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 - www.unocha.org

The United Nations Office for the Coordination of Humanitarian Affairs mobilizes 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 Organization 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.

ABBREVIATIONS

AHA	ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management
APAN	All Partners Access Network
APC MADRO	Asia-Pacific Conference on Military Assistance to Disaster Relief Operations
ASEAN	Association of Southeast Asian Nations
ARF	ASEAN Regional Forum
CMCS	Civil-Military Coordination Section
CONOPS	Concept of Operations
ERC	UN Emergency Relief Coordinator
HC	UN Humanitarian Coordinator
HCT	Humanitarian Country Team
HIC	Humanitarian Information Centre
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IFRC	International Federation of Red Cross and Red Crescent Societies
GDACS	Global Disaster Alert and Coordination System
IDRL	International Disaster Response Laws, Rules and Principles
IO	International Organization
IOM	International Organization for Migration
LEMA	Local Emergency Management Authority
MCDA	Military and Civil Defence Assets
MPAT	Multinational Planning and Augmentation Team
NGO	Non-Governmental Organization
NDMO	National Disaster Management Office
OCHA	UN Office for the Coordination of Humanitarian Affairs (Formerly DHA)
PIF	Pacific Island Forum
OSOCC	On-Site Operations Coordination Centre
RC	UN Resident Coordinator
ROAP	Regional Office for Asia and the Pacific
SPC	Secretariat of the Pacific Community
SOP	Standard Operating Procedures
UN	United Nations
UN-CMCoord	United Nations Humanitarian Civil-Military Coordination
UNDAC	United Nations Disaster Assessment and Coordination
UNHCR	United Nations High Commissioner for Refugees
WHO	World Health Organization