



MULTINATIONAL FORCE STANDING OPERATING PROCEDURES (MNF SOP)



MNF SOP Humanitarian Assistance Disaster Relief (HA/DR) Extract

**Version: 2.7
July 2011**

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Multinational Force Missions (HA/DR Extract from MNF SOP)

Version 2.7 (July 2011)

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ANNEX C

HUMANITARIAN ASSISTANCE / DISASTER RELIEF

1. **Purpose.** This Annex provides background information and guidance for planning and executing multinational military Humanitarian Assistance (HA) and Disaster Relief (DR) operations.
- 1.1. **Assumptions.** The contents of this annex assume that the affected state continues to exercise sovereignty within its territory. In the less likely situation of a **failed state** situation, the assisting state militaries may have to assume, in conjunction with international and regional aid and relief agencies, some of the duties of a sovereign state.
- 1.2. **Applicability of this Annex.** This annex:
 - 1.2.1. Is for foreign military personnel responsible for planning and executing HA/DR operations and who may not be familiar with the role of the military in HA/DR operations or the Humanitarian Community and its guiding principles. Foreign military forces may be part of a multinational task force or operating under a bilateral arrangement with the affected state. For the purposes of this annex, multinational task forces and assisting state military forces shall be referred to as **foreign military forces**.
 - 1.2.2. Applies in situations where there may be no significant security threat through situations such as complex emergencies which may have a significant security threat.
 - 1.2.3. Applies to both HA and DR operations, but focuses on DR operations, which can be considered a subset of HA operations.
- 1.3. **Introduction**
 - 1.3.1. The host nation/affected state is responsible for the provision of HA/DR and may be supported or supplemented by specialized civilian, national, international, governmental or nongovernmental organizations and agencies. The host nation/affected state is also responsible to coordinate HA/DR.
 - 1.3.2. If the host nation/affected state is not adequately performing its basic humanitarian tasks, the UN or appropriate regional organization may assume these functions. In the initial emergency relief phase of a disaster, foreign military forces may be required to facilitate and to support coordination of civil and military HA and DR efforts until the host nation or UN agencies can effectively assume these tasks.
 - 1.3.3. It is essential that foreign military forces coordinates it's HA/DR operations with the Humanitarian Community and in support of host nation/affected state agencies. This will help ensure that the foreign military forces HA/DR operations do not create a long term dependency nor run contrary to longer-term development programs.
 - 1.3.4. Use of foreign military resources to support HA/DR missions should not be utilized for long-term recovery, development, and nation building tasks.
 - 1.3.5. See Section 4.1 for types of military support to HA/DR operations.
 - 1.3.6. For immediate foreign military actions necessary to prevent loss of life or destruction of property, see Section 4.2.
- 1.4. **Scope.** The contents of the remainder of Annex C are outlined below.
 - 1.4.1. **Key Definitions** - Paragraph 2
 - 1.4.2. **Context of HA/DR Operations** - Paragraph 3
 - i. HA/DR Phasing and Foreign Military Forces Operations

ii. Contextual Framework: highlights the organizations and the procedural environment of HA/DR operations in which foreign military forces must operate.

1.4.3. Overarching Principles and Guidelines for the Humanitarian Community: provides basic principles and concepts that guide the Humanitarian Community.

1.4.4. Principles and Guidelines for the Foreign Military Forces in HA/DR Operations: provides guidelines for foreign military members planning and executing HA/DR operations.

1.5. **Foreign Military Forces Operations** - Paragraph 4

1.5.1. Types of Foreign Military HA/DR Support

1.5.2. Immediate Foreign Military Tasks-DR Operations

1.5.3. Information Sharing

1.5.4. Mission Statement and Concept of Operations

1.5.5. Assessments and Analyses

1.5.6. Requests for Assistance (RFAs)

1.5.7. Foreign Military Forces Structure and Organization

1.5.8. Cooperating with Non-Foreign Military players

1.5.9. Transition/Disengagement

1.6. **References**- Paragraph 5

1.7. **Appendices**:- Paragraph 6

2. **Key Definitions.** The following definitions are based various national and international sources. In some cases they have been modified to fit the purpose of a multinational military force. Appendix 1 contains additional definitions.

2.1. **Complex Emergency**- This 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 country or ongoing UN country program.¹

2.2. **Disaster**- This is a serious disruption of the functioning of society, and poses a significant, widespread threat to human life, health, property or the environment, whether arising from accident, nature or human activity, whether developing suddenly or as the result of long-term processes.²

2.3. **Disaster Relief (DR)** – “Disaster relief” means goods and services provided to meet the immediate needs of disaster-affected communities.³

2.4. **Humanitarian Assistance (HA)** – Humanitarian assistance consists of activities conducted to relieve or reduce human pain, disease, hunger, or privation created by conditions that might present a serious threat to life or that can result in great damage to or loss of property.⁴

¹ Civil-Military Relationship in Complex Emergencies (Inter-Agency Standing Committee Reference Paper, 28 June 2004

² Draft Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (International Federation of Red Cross and Red Crescent Societies-26 October 2007.

³ Ibid.

⁴ This definition contains elements from the definitions in the Guidelines on the Use of Military and Civil Defence Assets in Disaster Relief-“Oslo Guidelines” rev. 1, November 2006, and U.S. Joint Publication 3-0.

- 2.5. **Humanitarian Assistance (HA)** – Humanitarian assistance consists of activities conducted to relieve or reduce human pain, disease, hunger, or privation created by conditions that might present a serious threat to life or that can result in great damage to or loss of property.

Note: **Humanitarian assistance definition:** A portion of the Humanitarian Community believes that HA is an altruistic activity and the military, based on their nature and mission, do not conduct HA and therefore should develop another term. This annex will not address this issue but only mentions it to provide situational awareness to the foreign military forces planner who works with the International Humanitarian Community. The definition of “humanitarian assistance” as presented is currently accepted by MPAT nation planners.

- 2.6. **Humanitarian Community** – Agencies and organizations whose primary or significant focus is the coordination and/or provision of humanitarian aid, assistance, relief, development support and human rights advocacy. For the purpose of this Annex, these agencies and organizations include United Nations agencies, international organizations, non-governmental organizations, and the Red Cross/Red Crescent movement, and excludes military, civil defense and nation and local government agencies. Also referred to as the International Humanitarian Community when referring to international responses.

- 2.7. **Humanitarian Space** – An environment devoid of political-military external factors that threaten independence, impartiality, and neutrality in humanitarian action. An environment wherein the Humanitarian Community can gain access to the affected population and can conduct its activities in accordance with humanitarian principles, free from actual and perceived political and military interference. Humanitarian Community members need to maintain actual and perceived independence and neutrality from the foreign military forces in order to ensure safe and unimpeded access to vulnerable populations.

3. Context of HA/DR Operations.

- 3.1. **HA / DR Phasing and Foreign Military Forces Operations.** Refer to Figure D-1-C.1. Foreign military HA/DR operations will most likely be of short duration and limited scope, based on the requests of the host nation/affected state and the capabilities of the foreign military forces nations. Foreign military forces will generally be involved in the emergency (immediate life saving) phase until the host nation / affected state and international community can sustain the requirements and continue with long-term rehabilitation and reconstruction. Figure D-1-C.1 depicts an overview of the phases of HA/DR and involvement by organizations. Local and national agencies, to include the host nation / affected state military, will be involved initially and until the need for HA/DR ceases. International agencies and the UN will also be providing assistance prior to arrival of the foreign military forces and will generally remain for recovery and reconstruction after the foreign military forces depart. As the mission proceeds over time, the capabilities of the host nation / affected state and the civilian relief community increase, thereby decreasing the need for the foreign military. The foreign military forces are then able to disengage from these tasks and transition to redeployment or other tasks.

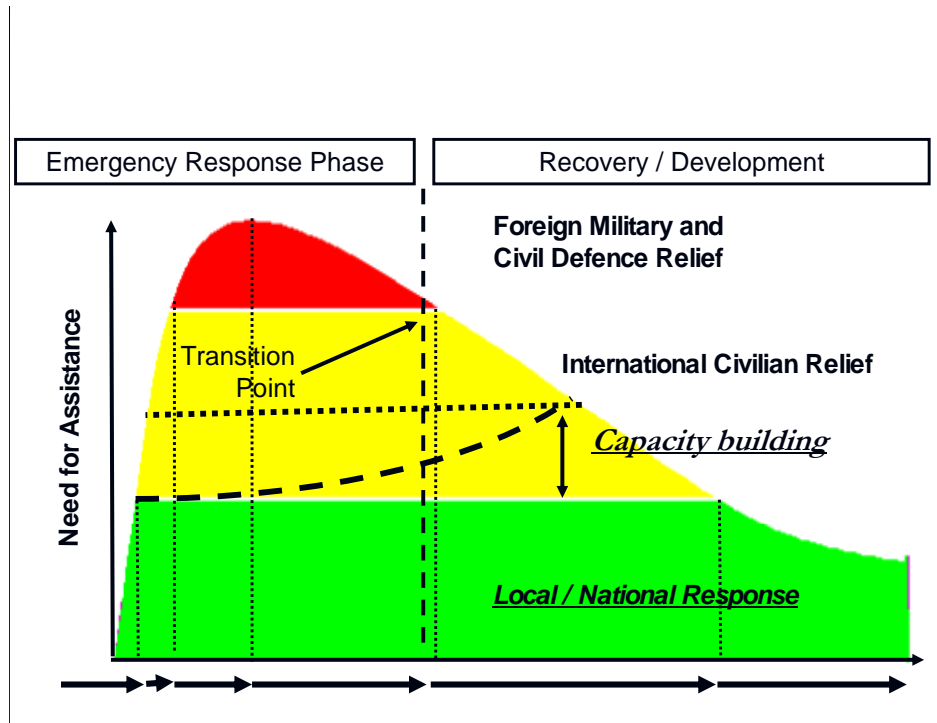


Figure D-1-C.1: HA/DR Phasing (Source: UN OCHA)

3.2. **Contextual Framework.** Understanding the organizational and procedural environment (the contextual framework) of HA/DR operations is necessary to effectively plan and execute the foreign military forces support to HA/DR operations

3.2.1. **The Relief Process.** Figure D-1-C.2 depicts a simplified model of the overarching relief process.

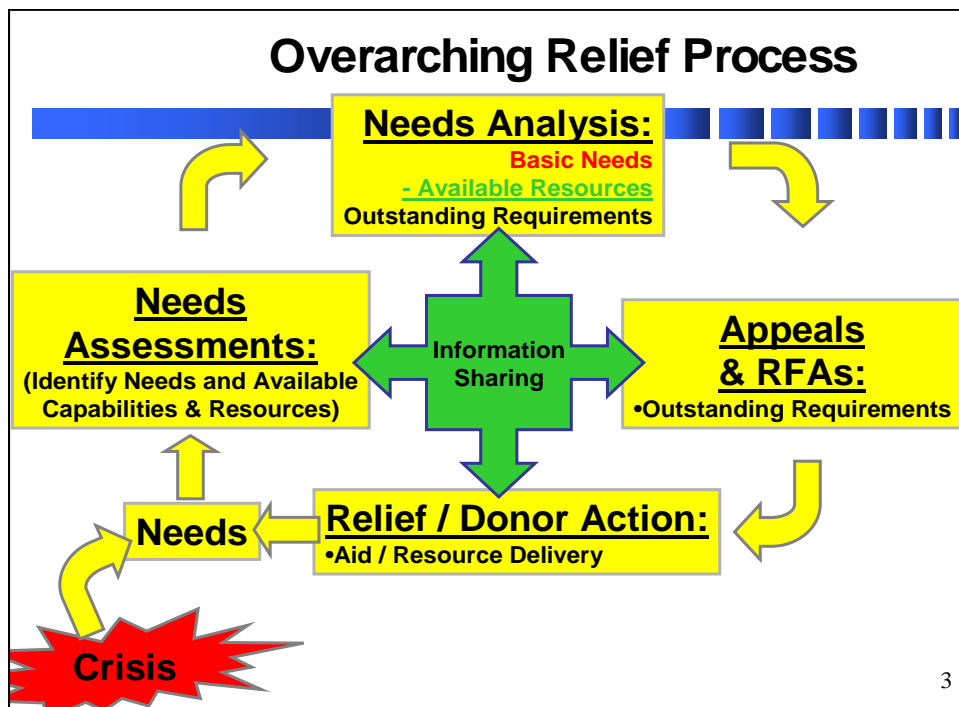


Figure D-1-C.2 Overall Relief Process

3.2.2. This model captures the continuous, cyclic nature of the overarching relief process. Critical to this process is information sharing among all the parties:

- i. **Crisis.** A natural disaster occurs, or a complex humanitarian emergency develops due to on-going civil strife.
- ii. **Needs.** Regardless of the cause of the crisis, humanitarian needs that exceed local capacity are generated. These needs can be classified into immediate & long-term needs.
 - ii-i. Immediate needs to be addressed are those required to save lives and mitigate immediate human suffering (emergency needs), including: search & rescue, water and sanitation / hygiene, food and nutrition, shelter, medical, security, safety of affected population and relief workers.
 - ii-ii. Long-term needs are those required to restore some sense of normalcy, including: rehabilitation, reconstruction and development.
- iii. **Needs Assessments.** Host nation/affected state agencies (if still functioning) and various Humanitarian Community organizations conduct needs assessments on the extent of the disaster / emergency and the needs / requirements. Assessments also include determining the capabilities & resources of various relief organizations, including foreign military forces, if they are part of the HA/DR effort. The following are examples of needs and capabilities assessed in this phase of the effort:
 - iii-i. Needs / Requirements: data on the affected population (numbers, location, health situation), identification of vulnerable populations, rescue requirements, damage to infrastructure (required for transportation, shelter, sanitation, health and other basic services, etc.), condition of life sustaining resources (water, food supplies, medical supplies, etc.), security situation.
 - iii-ii. Capabilities / Resources: relief and other specialized (such as Urban Search and Rescue) organizations; government agencies; coordinating mechanisms; availability of infrastructure, civil assets, military assets, relief supplies; etc.
- iv. **Needs Analysis** - is an essential component of the relief process. Needs assessments may be incomplete, outdated or contradictory. Needs assessments and capabilities are analyzed to help update and resolve differences, determine outstanding (unfilled) needs / requirements and reasonably anticipated future needs.
- v. **Appeals and RFAs.** Outstanding needs/requirements are then converted into appeals to the international community and donors, and to specific requests for assistance (RFAs). Foreign military forces may receive RFAs to provide immediate life saving supplies, transportation, or security. The fulfillment of RFAs by military forces is often subject to the policies of the assisting state providing foreign military forces.
- vi. **Relief/Donor Action.** Humanitarian agencies, donors, foreign military provide relief based on their ability to respond to appeals and RFAs.
 - vi-i. Foreign government, regional organizations and the UN may make available immediate funds and other resources very early in the relief cycle. OCHA (UN Office for the Coordination of Humanitarian Affairs) administers a Central Emergency Response Fund (CERF) to provide immediate funding to support life saving activities.
- vii. **The relief cycle is repeated** as needs assessments are updated, requirements refined, additional RFAs made, and HA/DR operations continue. While this model conveys the impression of an orderly process, in reality the process is chaotic due to the large number of different organizations with their own missions and sometimes competing agendas.
- viii. **Information sharing** is essential to maximize unity of effort (coordination and cooperation) among the foreign military forces, Humanitarian Community, affected state agencies and affected population. Due to the large number of actors, information sharing among as many organizations as possible is essential to minimize confusion, gaps and overlaps in the distribution of HA/DR, and to prevent death or injury to Humanitarian Community workers and beneficiaries, especially if there is a security threat.

- viii-i. There are various organizations and mechanisms by which information is shared; however, there is no one organization or process that contains all the information required for an efficient overarching relief process.
- viii-ii. Gathering & sharing of timely and accurate information is often hampered by (1) disruption among the affected population, government and relief agencies, (2) non-existent, damaged or overloaded information-sharing systems and infrastructure, (3) inadequate coordination between organizations, (4) differing standards for data collected, and (5) differing priorities and goals of the organizations involved.

3.2.3. **Key actors.** Foreign military forces are one of many actors in a large community of aid and relief organizations, each with its own goal and agenda. Regardless of the foreign military forces mission, it must interact with this community. Key humanitarian relief agencies are listed below. The foreign military forces planner must determine the key organizations in the foreign military forces Area of Operations (AO). The foreign military forces planner must also determine the existing coordinating mechanisms and establish links to these organizations through these mechanisms. See Part C, Chapter 7: MNF C7 Civil-Military Operations for detailed descriptions of key Humanitarian Community actors.

i. **Host nation / affected state government** (including military and paramilitary forces).

- i-i. National disaster management organizations (NDMO) / local emergency management authorities (LEMA). This is the host nation / affected state organizational structure to respond to HA/DR requirements, and includes local/municipal, state/province/region, and national governmental agencies, to include military, paramilitary, and police forces. It may also include the national Red Cross/Red Crescent society. Foreign military forces may support and coordinate with these organizations at all levels of government.
- i-ii. Military involvement in HA/DR varies with each country. In some countries, military has primary responsibility and virtually all the resources to execute HA/DR missions. In other countries, the nation military plays a supporting role and may become directly involved only in life-threatening situations.
- i-iii. Foreign military planners must understand the links and coordinating mechanisms between the host nation /affected state military forces and the governmental and nongovernmental relief agencies operating within that country. Foreign military planners must also understand how that country's military transitions the HA/DR mission back to the government and relief agencies, so that the foreign military forces can plan for the transition of foreign military HA/DR missions.

ii. **United Nations (UN) agencies.** Within the host nation/affected state the UN Resident Coordinator, UN Humanitarian Coordinator or a UN Head of Mission (e.g. Special Representative of the Secretary General (SRSG)) facilitates the coordination of UN agencies. Key UN agencies include:

- ii-i. Office for the Coordination of Humanitarian Affairs (OCHA)
- ii-ii. World Food Programme (WFP), UN Joint Logistics Center (UNJLC), and the UN Humanitarian Air Services (UNHAS)
- ii-iii. UN High Commissioner for Refugees (UNHCR)
- ii-iv. UN Children's' Fund (UNICEF)
- ii-v. UN World Health Organization (WHO)
- ii-vi. UN Development Programme (UNDP)

iii. **International Organizations (IOs):**

- iii-i. International Organization for Migration (IOM)

iv. **The Red Cross and the Red Crescent movement:**

- iv-i. International Federation of Red Cross and Red Crescent (IFRC): Lead coordinator of national Red Cross/Red Crescent societies in a non-conflict disaster situation
- iv-ii. International Committee of the Red Cross (ICRC): Lead coordinator of the Red Cross/Red Crescent Movement in a conflict situation
- iv-iii. National Red Cross and Red Crescent Societies: Provide specific capacities (e.g. Malaysian Red Crescent, Indonesian Red Cross, and American Red Cross)

v. **Nongovernmental Organizations (NGO).** These include major relief organizations (international, regional, national and local) that will most likely be in the foreign military forces AO: e.g. OXFAM, Catholic Relief Services, Médecin sans Frontière.

vi. **Other Organizations**

- vi-i. Bilateral Assistance Agencies: e.g. U.S. Agency for International Development (USAID), Japan International Cooperation Agency (JICA), Australian Agency for International Development (AusAID), etc.
- vi-ii. Regional Organizations: e.g. ASEAN Committee on Disaster Management (ACDM), South Asian Association for Regional Cooperation (SAARC), Pacific Islands Applied Geoscience Commission (SOPAC), etc.

3.2.4. **Effect of Degree of Conflict on Humanitarian Community Interaction with Foreign Military Forces.**

- i. The degree of conflict in the foreign military forces AO affects the working relationship of the foreign military forces and the Humanitarian Community. In a non-conflict disaster response situation, there is increased ability for the Humanitarian Community and foreign military forces to work cooperatively; whereas in a conflict situation, the ability of the Humanitarian Community and foreign military forces to work cooperatively may be diminished.
- ii. If the foreign military forces is actually or perceived to be a belligerent and is conducting HA or DR operations, especially Direct Assistance DR, the physical safety or lives of the aid recipients and Humanitarian Community members can be in serious jeopardy.

3.3. **Overarching Principles and Guidelines of the Humanitarian Community.** This is a partial list of principles and concepts that many members of the Humanitarian Community endeavor to follow. Some of these may be in conflict with foreign military forces mission requirements. The foreign military forces must understand these principles in planning and executing its operations. Humanitarian Community principles and conflicts that may adversely impact foreign military forces operations should be addressed in mission planning and execution.

3.3.1. **Humanity, Neutrality, Impartiality, and Independence.**

- i. Humanity: Alleviate human suffering and save lives wherever it is found.
- ii. Neutrality: Do not take sides in conflicts or controversies of a political, racial, religious or ideological nature.
- iii. Impartiality: Do not discriminate as to nationality, race, religious beliefs, class or political opinions. Humanitarian assistance will be provided on the basis of needs of those affected by the particular crisis, taking into account the local capacity already in place to meet those needs.
- iv. Independence: Do not be subordinate to states, governments, or other entities.

3.3.2. **Use of Foreign Military is the Option of Last Resort.** Last Resort in this context means:

- i. There is no comparable affected state or civilian alternative available when needed.

- ii. . Only foreign military assets can meet a critical humanitarian need.
 - iii. Use of foreign military assets should be needs driven, complimentary to and coherent with humanitarian aid operations and respecting the role of the affected state. Thus, the foreign military assets must be unique in capability and availability.
- 3.3.3. **Avoid Reliance on the Military.** Avoid becoming dependent on resources or support provided by the military. Any resources or support requested from the military should be limited in time and scale.
- 3.3.4. **Do No Harm.** In conducting their activities, the Humanitarian Community will consider the following factors:
- i. Impacts on other communities
 - i-i. Will our assistance make relations between the people we are assisting better or worse?
 - ii. Effects of resources on perceptions and relationships
 - ii-i. Will this activity (humanitarian assistance) increase harmful competition, suspicion, jealousies or biases within or between communities?
 - iii. Reactions
 - iii-i. Does this activity promote tolerance or intolerance?
 - iv. Risk of violence
 - iv-i. Does this activity reduce the vulnerability of people and communities to violence?
 - v. Long term effects
 - v-i. Are we doing something that the people or community could do themselves?
 - vi. See Collaborative for Development Action (CDA) at www.cdainc.com for further discussion of this principle.

3.4. Principles and Guidelines for the Foreign Military Forces in HA/DR Operations

- 3.4.1. **Respect for host nation sovereignty.** Foreign military forces must maintain respect for host nation / affected state sovereignty, and the government and affected population must perceive that the foreign military forces respect the country's sovereignty.
- 3.4.2. **Legitimacy of the mission.** To be successful military HA/DR missions must have legitimacy conferred by the host nation/affected state, UN or an internationally recognized regional organization or forum.
- 3.4.3. **Perception of Foreign Military Forces HA/DR Actions.** The perception of impartiality is as important to the Humanitarian Community and beneficiaries as the actuality.
- 3.4.4. **Respect for Culture and Custom.** Respect and sensitivities must be maintained for the culture of the host country / affected state. Foreign military leaders must understand the effects that cultural, social, economic and political aspects of the host nation / affected state will have on foreign military forces.
- 3.4.5. **Unity of Effort.** HA/DR responses generally include the actions of military, diplomatic, and humanitarian organizations. These organizations have their own reason or agenda for responding to a crisis. These agendas may conflict with one another. Coordination and cooperation among all participating organizations is desired in order to achieve the desired end state conditions of all organizations. Coordination and cooperation can usually be achieved by dialogue and consensus, but never by command. With some organizations, foreign military forces may only be able to exchange general information about each other's activities.

i. **Unity of command is not appropriate among the actors in HA/DR operations. Unity of effort helps ensure HA/DR mission success.** NDMO / LEMA should be the focal point for coordination of HA/DR responses. If the host nation / affected state has established a coordination mechanism, it will improve unity of effort. See Part C, Chapter C-7 Civil-Military Operations.

ii. **Lead Agencies.** Unity of effort is enhanced if there are one or two agencies coordinating the efforts of the majority of the other relief agencies. Coordination will maximize the effects of the relief resources and minimize the support requirements of the relief agencies. It will also minimize the number of entities with which the foreign military forces need to interact on a regular basis. The UN has established a “Cluster” system with lead agencies assigned for various response “sectors” (for example, UNICEF is the lead agency for the water and sanitation sector; WFP is the lead agency for the logistics sector, refer to Appendix 5, UN Agency Cluster System) Lead agencies will work in coordination with the NDMO / LEMA where possible. Foreign military planners must identify who are the **lead agencies** at the beginning of the planning process.

3.4.6. **Information sharing.** Information sharing between all parties is critical to maximizing unity of effort. Foreign military forces must take the initiative to ensure maximum information sharing with the Humanitarian Community (e.g. by providing unclassified security information). Security concerns may preclude the foreign military forces from sharing complete operational information. Conversely, some members of the Humanitarian Community may be reluctant to share some information about their activities for fear of compromising their neutrality and independence, and, thus, the security for their staff and beneficiaries.

4. Foreign Military Forces Operations

4.1. Types of Foreign Military HA/DR Support

4.1.1. In DR, use of foreign military resources should be limited to emergency response and to tasks that support relief operations of the host nation / affected state government and Humanitarian Community. The preferred method of foreign military support is to provide indirect assistance or infrastructure support and not direct assistance to the affected population. This maximizes the integrity of the roles and missions of the foreign military, government, and Humanitarian Community and the efficiency of these various DR actors.

i. **Direct Assistance** is the face-to-face distribution of goods and services.⁵

ii. **Indirect assistance** is at least one step removed from the population and involves such activities as transporting relief goods or relief personnel.⁶

iii. **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.⁷

4.1.2. There are five basic activities of military support to HA/DR operations

i. **Security:** tasks may include providing security for the storage facilities as well as providing security for convoys and personnel delivering emergency aid. Foreign military forces might also provide security of dislocated civilian camps including maintenance of security within the camps themselves, places of worship, facilities for information dissemination, temporary shelter for threatened persons, and other HA /DR activities.

ii. **Relief:** includes prompt aid to prevent loss of life, destruction of property and alleviate the suffering of disaster victims. See section 4.2. One important role is to assist or facilitate the dissemination of relief information.

⁵ Guidelines On The Use of Military and Civil Defence Assets in Disaster Relief (“Oslo Guidelines”), November 2006

⁶ Ibid

⁷ Ibid

- iii. **Affected Population Support:** designed to support the return or resettlement of these persons. Missions include camp organization, basic construction, and administration; provision of food, potable water, supplies, medical attention; basic security concerns; and placement (movement or relocation to other countries, camps, and locations). If required to execute this type of mission, the foreign military forces should use the services and facilities of civilian agencies and the Humanitarian Community. Foreign military forces should avoid establishing and administering camps if at all possible.
- iv. **Technical Assistance:** short-term technical assistance in areas including, but not limited to, communications restoration, relief supply management, medical care, and provision of emergency transportation for persons of risk, high priority relief supply delivery, establishment and training of Search, Rescue and Recovery Teams and de-mining. Foreign military forces must establish implementing procedures and set priorities regarding technical advice and assistance to the affected area and relief agencies as soon as possible. The technical assistance policies should clarify what assistance may be provided as well as the source of authority for assistance.
- v. **Consequence Management (CM) Operations.** CM operations eliminate the negative impact of 1) intentional or inadvertent release of weapons of mass destruction (chemical, biological, radiological or nuclear materials (CBRN) and 2) epidemics (infectious disease, biological) and natural disasters. CM operations involve those essential services and activities required to manage, mitigate, or reduce problems resulting from catastrophic events. Such services may include transportation, communications, public works, fire fighting, rescue, information planning, care of mass casualties, resources support, health and medical services, urban search and rescue, disposal of hazardous materials, distribution of food, and energy-related services.

4.2. Immediate Foreign Military Forces Tasks - DR Operations. This section provides a **quick start** to planning and executing DR tasks immediately.

4.2.1. Relief operations, particularly immediate actions to prevent further loss of life and destruction of property, and actions to provide immediate relief supplies such as water, food, shelter, and first aid.

i. Specific tasks could include:

i-i. Search and Rescue

i-ii. Evacuation of civilians

i-iii. Delivery of water, food, medical supplies/personnel, and shelter materials

i-iv. Establish/provide communications between relief officials and affected areas

i-v. Transportation for civilian relief agencies. Civilian relief agencies may already have relief supplies and/or personnel (including medical professionals), but lack the means to rapidly reach disaster victims.

i-vi. Security for relief agency personnel, such as the use of military escorts (see Section D, Overarching Principles and Guidelines, for issues and concerns regarding close civil-military cooperation).

ii. In conjunction with the host country, relief agencies already in the affected area, lead nation embassy officials, the Supported Strategic Command, and other organizations, determine immediate and prioritized needs to prevent immediate loss of life.

iii. Determine foreign military capabilities (forces and resources) that are available for these tasks and that will not compromise the ability of the foreign military forces to conduct its other missions.

iv. Commence planning to transfer these tasks to other agencies as soon as they can assume such tasks.

4.2.2. HA/DR Framework Questions: Even though time is critical in these missions, and as foreign military forces assess immediate needs and its capabilities to meet these needs, the foreign military forces must

coordinate its efforts with the host country and other relief agencies. Key framework questions that the foreign military planner should address immediately follows:

- i. **Identify the Players:** Is there a host nation institution, agency, or organization coordinating the response? Is there a UN Country Team in place/is there a Humanitarian Coordinator appointed? Which Humanitarian Community actors are responsible for key humanitarian clusters (e.g. water/sanitation, food and nutrition, emergency shelter, camp management, health, education, protection, logistics, early recovery, IT and communications) and where/when are the cluster meetings? Is the UN Office for the Coordination of Humanitarian Affairs (OCHA – ochaonline.un.org) in country and has the UN activated any common services such as the UN Joint Logistics Center (UNJLC – www.unjlc.org) or Humanitarian Information Centre (HIC – www.hic.org)?
- ii. **Identify Interlocutors:** Do humanitarian organizations have civil-military coordination (UN-CMCoord) or liaison officers who are/will be deployed? (If so, arrange liaison relationships immediately). Are these organizations willing to exchange/embed liaison officers and at what level?
- iii. **Locate Reports:** Are there consolidated documents describing the problem and current/ future efforts to resolve it (i.e. consolidated “clusters”) reports/plans; a consolidated appeal or flash appeal)? Are there civil reporting mechanisms already in place that can provide information (i.e. reporting to donors)? Can we attend informational/coordination briefings? Much of this information can be found on ReliefWeb - www.reliefweb.int.
- iv. **Assess Effects of Military Operations on HA and DR operations:** How will military operations affect humanitarian agencies’ efforts, particularly their freedom of movement? How will this be deconflicted? Will there be “no-go” zones and checkpoints in their areas of operations? Will they be expected to seek permission from the government or military to access ports of entry or other areas?
- v. **Determine Security Issues:**
 - v-i. Where: Where are the organizations’ residences, offices, storage facilities, and distribution points located?
 - v-ii. Security: What are their current security arrangements? What are the standing evacuation plans? How many people need to be evacuated and from where?
- vi. **Determine Relief Organization Requirements:**
 - vi-i. Needs: Do they anticipate a shortfall or a need for military support, specifically in the area of: security, transportation (air, land, and sea), engineering, infrastructure repair, evacuation assistance?
 - vi-ii. Restrictions: Do they have any limitations regarding accepting military assistance?
- vii. **Determine Logistics Issues:**
 - vii-i. What: What is the nature/weight/quantity of material assistance being provided?
 - vii-ii. Where: Identify humanitarian assistance “hubs and spokes.” What supply routes are used by these organizations? Are there possible “bottlenecks” (restrictions in the flow of supplies)? What is the likelihood of civil disturbance during distribution?
 - vii-iii. Infrastructure: Can the current infrastructure (i.e. roads, bridges, airfields, ports, etc.) withstand those deliveries?
- viii. **Ascertain and Plan for “Sensitivity Issues” Concerning the Affected Population:**
 - viii-i. Political and Cultural Sensitivities: Are there any political/religious/ethnic sensitivities prevalent in the affected areas?

- viii-ii. State of Civil Administration: What is the functional state of civil administration in the affected area? What help is required to restore them? When can they be made effective?

4.3. Information Sharing

- 4.3.1. Foreign military forces must establish an unclassified web-based network, to include unclassified email capabilities, to enable foreign military forces planners to pull information from the various relief organizations, and communicate directly with these same organizations. Further, foreign military forces must have the ability to connect with other civilian communications equipment such as mobile and/or satellite telephones.
- 4.3.2. Humanitarian Community sources of information include OCHA (through ReliefWeb, Humanitarian Information Centers, Virtual On-Site Operations Coordination Centers, etc.), UNJLC, NDMOs and other relief organizations, but this information might not be verified or analyzed. (See Section 4.2.2. for UN humanitarian agencies web sites).
- 4.3.3. Other sources of information include the Pacific Disaster Center (www.pdc.org), Center for Excellence (www.coe-dmh.org/) and the Asia Pacific Area Network (www1.apan-info.net/).
- 4.3.4. Information (data) must be timely (containing “date-time-groups”), as accurate as possible (but not at the cost of undue delay in collection), and in accordance with established standards.
- 4.3.5. Maintaining transparency in the information gathering and dissemination process will help foster trust and confidence between the foreign military forces and the Humanitarian Community. The commanders of foreign military forces, Supported Strategic Commanders, and the host / affected nation political leadership must work with their relief agencies’ counterparts to maximize information sharing.
- i. Security Classifications: There will be a need to balance the sharing of information with the Humanitarian Community against foreign military forces security classification requirements.

4.4. Mission Statement and Concept of Operations

- 4.4.1. **Development of the Mission Statement.** Foreign military forces begin planning upon receipt of orders and essential strategic guidance from the Supported Strategic Commander. The strategic guidance, strategic objectives for the mission and the foreign military forces commander’s intent and desired military end state conditions are the foundations of mission planning.
 - i. HA/DR operations may be part of a much larger foreign military forces mission (for example, part of a peacekeeping mission), or it may be the entire foreign military force mission. Foreign military forces must have a clearly defined HA/DR end state conditions and transition plan that is in synchronization with the rest of the operations. Furthermore, the foreign military forces HA/DR end state conditions and transition plan should be supportive of the HA/DR objectives of the affected state and the Humanitarian Community.
 - ii. Developing the HA/DR military mission statement for the Supported Strategic Commander is a critical task. The mission statement must provide specific direction to the foreign military force commander for achieving the desired end state conditions via clear and attainable objectives. The mission statement needs to be developed taking into consideration the requirements of all stakeholders.
 - iii. The Supported Strategic Commander normally coordinates the mission statement with the Supporting Strategic Commanders and other participating agencies. The Supported Strategic Commander should consider several factors in developing the mission statement, to include the military force’s role in assisting the host nation, the Humanitarian Community, the operational environment, security considerations, and the desired end state conditions.
- 4.4.2. **Mission Statement Review and Change of Mission.** Periodic review of the mission statement will determine whether the foreign military forces actions still support the intent of the Supported Strategic Commander and the foreign military forces commander.

- i. Foreign military forces must be prepared to respond to a change of mission during an HA/DR operation, but must also guard against an unintentional change of mission. Clearly articulated end state conditions and appropriate MOEs help the foreign military forces commander guard against this phenomenon.
- ii. Other organizations involved in the operation may request support from the foreign military forces commander that falls outside the stated mission. Although these requests may seem logical and within the foreign military forces capabilities, the foreign military forces commander should not change the mission without direction from the Supported Strategic Commander.
- iii. Change in end state conditions or mission will require new mission analysis, and operational/transition planning.

4.4.3. Development of the Concept of Operations. The foreign military forces concept of operations will be developed based on the mission and desired end state conditions. The operation will most likely be conducted in phases. Phasing the operations gives the foreign military forces commander flexibility and control of the operation. If the foreign military forces mission is primarily HA/DR, the operation can be phased based on the HA/DR requirements. If HA/DR operations are not the primary foreign military forces mission, then HA/DR operations must be linked to the overall operational objectives. New projects should not be initiated during transition or disengagement phases.

4.5. Assessments and Analyses. Assessments and analyses will be the first steps in the relief process cycle and must be conducted on a continuous basis. Assessments are conducted initially to determine what needs to be done and subsequently to determine progress towards end state conditions. Many organizations conduct specific and narrowly focused assessments, based on the mission of the organization. Where possible, the foreign military forces should obtain assessments conducted by other organizations, analyze them and incorporate them as required in their planning process. If deployed early enough, foreign military forces may also conduct assessments.

4.5.1. The affected state/national disaster management organization (NDMO) is responsible for initial assessments and foreign military planners should request these assessments as soon as possible.

4.5.2. When appropriate, a rapid assessment of needs and requirements for assistance, can be jointly undertaken by the foreign military forces and host/affected nation agencies. If possible, the foreign military forces should provide support to the Humanitarian Community to facilitate the latter's assessments (for example: transportation, communications, satellite or aerial imagery, security).

4.5.3. Whenever practical, joint assessments should be undertaken. This helps ensure that more parties are obtaining the same information, and adverse impacts on the affected population from repeated assessments (before aid or relief is provided) are minimized.

4.5.4. Foreign military forces analyses and assessments should be disseminated to the Humanitarian Community subject to operational security requirements and sensitivities of the host country/affected state. Similarly, foreign military forces should attempt to obtain assessments from the Humanitarian Community

4.5.5. **Situation Assessment.** The basis for situation assessments for HA/DR operations are assessments and their analyses, normally available through existing host nation / affected state government and Humanitarian Community assessments. There must be a sufficient number of foreign military planners that can access and consolidate this information and convert it into a sound base for planning. In addition, planners must constantly monitor various sources of data to update assessment information. The situation assessment should include the following, as appropriate to the foreign military forces mission:

- i. **Threats to the Operation.** Active combat, hostile factions, civil strife, terrorism, criminal activity, meteorological, geographical, or lack of an infrastructure in the crisis area.

- ii. **Environment.**

- ii-i. **Organizations Involved in the Operation.** The host nation/affected state, assisting states and their military forces nations, the Humanitarian Community and their relationships to each other.

- ii-ii. Objectives, capabilities, and resources of the relief agencies
- ii-iii. Leadership, key points of contact.
- ii-iv. Physical, social, economic, cultural, language (dialects), religious and political background of the affected population.
- iii. Status/capabilities/intent (towards HA/DR and foreign military forces) of affected nation's/region's military, paramilitary and law enforcement agencies and any other foreign military forces that may currently be in country.
- iv. Third country relationships. In the event that a country requiring HA/DR does not have its own military / paramilitary forces or law enforcement agency, but relies upon a third country, then contacts to that third country's military may be required.
- v. Current status of essential public services and infrastructure.
- vi. Facilities and support from the affected state available to the foreign military forces (condition, how long they can be used, and the compensation for their use).
- vii. Legal limitations to multinational assistance to the affected state.
 - vii-i. Status of Forces Agreement, Diplomatic notes, Customs, Immigration and Quarantine (CIQ).
 - vii-ii. Existing protocols or entry requirements for certain equipment/personnel (e.g., medical)

4.6. Requests for Assistance (RFAs). Key principles of the RFA process are as follows:

- 4.6.1. RFAs directed to the foreign military forces will likely be the last resort for the Humanitarian Community; use of foreign military forces assets should be unique in capability and availability.
- 4.6.2. The affected state vets and prioritizes RFAs in coordination with the Humanitarian Coordinator. Once the immediate emergency response has transpired, this agency should have exhausted all non-foreign military forces sources for assistance, and should have the best idea of which request should be filled first based on its constant interaction with other relief agencies. Also, having the affected state prioritize the RFA eliminates, or greatly reduces, any perception of bias by foreign military forces.
- 4.6.3. Foreign military forces should fulfill the RFA at its lowest tactical organizational level in accordance with approved policy guidelines. Foreign military forces components/sub-task forces receive the RFA from the lead host nation/affected state agency in their area of operation and provide the assistance subject to their capabilities.
- 4.6.4. RFAs that cannot be filled at the tactical level are forwarded to foreign military forces HQ for prioritization and further consideration. RFAs that cannot be fulfilled by the foreign military forces are forwarded to supporting strategic commands of the individual foreign military forces nations.
- 4.6.5. The foreign military forces should expect RFAs from the tactical level (local government unit/Humanitarian Community agency), operational level (national government unit/lead Humanitarian Community agency), and the supported strategic command level.
- 4.6.6. RFAs should utilize a common format as much as possible to preclude confusion and lost time as the request flows through the foreign military forces. This is especially important for transportation requests. Appendix 2 is the RFA form that should be used by the Humanitarian Community lead agency and foreign military forces HQ. This document can be modified for locally-filled RFA.
- 4.6.7. Not all activities come through the RFA process. The political leadership of the assisting states may want to provide military support that the host nation/affected state or Humanitarian Community agencies have not yet specifically requested... Nonetheless:
 - i. The sovereignty and needs of the affected state must be respected.

- ii. The assisting states may have pre-disaster prepared aid packages based upon assumed needs. These **push** shipments may be sent after the affected state accepts offers of assistance but before specific RFAs have been issued. Aid shipments should shift from **push** shipments to **pull** shipments based upon needs assessments as soon as possible.

4.6.8. Assistance may also be requested through the appeals process of the Humanitarian Community. Regional and other international organizations may also have processes for consolidating requirements and articulating requests for assistance (for example: ASEAN SASOP, UN Consolidated Appeals / Flash Appeals processes).

4.6.9. Many RFAs are time-sensitive. Foreign military forces must notify the requester whether or not the RFA can be fulfilled the expected time frame.

4.6.10. The following flow chart depicts one example of the RFA process (Figure D-1-C.3).

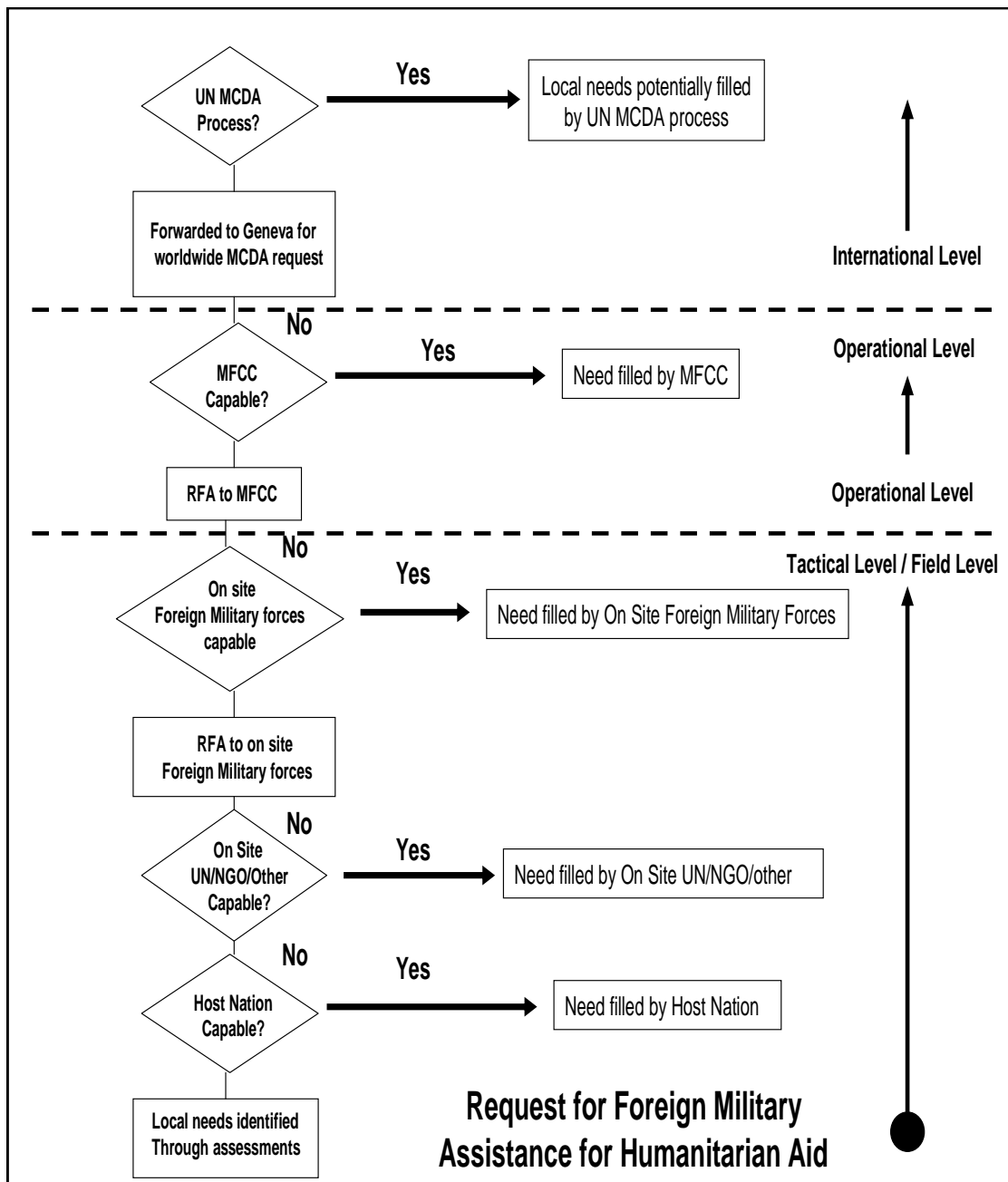


Figure D-1-C.3: Request for Military Assistance for Humanitarian Aid (Source: UN OCHA)

4.7. Foreign Military Forces Structure and Organization.

4.7.1. Force Structure Considerations

- i. Foreign military force planners should tailor force packages with capabilities that meet the HA/DR requirements as much as practical. If the primary foreign military forces mission is not HA/DR, clearly not all the available forces may be appropriate for HA/DR operations.
- ii. Foreign military forces structure must have the means to coordinate **cooperate and communicate** with other military forces, civil authorities and Humanitarian Community members involved in the overall HA/DR effort.
 - ii-i. Personnel with the following capabilities and experience are highly desired for HA/DR operations:
 - ii-i-i. Language capabilities and cultural knowledge of the host nation / affected state
 - ii-i-ii. Strong interpersonal relationship skills
 - ii-i-iii. Multifunctional logistics and security assistance operations
 - ii-i-iv. Experience and knowledge of the Humanitarian Community
 - ii-i-v. Legal officers

4.7.2. Legal Considerations

- i. Significant and complex legal issues that surround HA/DR operations make it important that the foreign military forces commanders understand international, national, and host nation / affected states legal instruments associated with the mission.
- ii. Foreign military forces operations will be subject to public international law, including but not limited to the International Humanitarian Law (Law of Armed Conflict), the Law of the Sea, rights of displaced or affected persons, Rules of Engagement, and other pertinent instruments. Legal issues also include:
 - ii-i. Status of Forces Agreements (SOFA) or similar instruments
 - ii-ii. Rules of Engagement
 - ii-iii. Entry requirements for personnel, including temporary recognition of professional qualifications (medical, engineer, drivers licenses)
 - ii-iv. Hiring of foreign nationals
 - ii-v. Entry requirements for equipment and supplies (including medical supplies)
 - ii-vi. Customs, taxes, tariffs and related issues relationships with the Humanitarian Community and their personnel, and use of assisting states funds for HA/DR. Legal advisors should prepare, review and approve as appropriate Status-Of-Forces Agreements (SOFA), foreign military forces Rules of Engagement, OPLANs, OPORDs, funding considerations and any agreements or memoranda of understanding established between the foreign military forces and the affected state or non-military organizations involved in HA/DR operations. Legal counsel should be included in foreign military forces personnel in all phases of planning and execution.
 - ii-vii. Disengagement and redeployment after transition of operations. Foreign military forces leaving equipment and supplies with the host nation/affected state must consider potential liability and other legal issues prior to redeployment.

4.7.3. Media Support to HA/DR Operations. See Public Affairs Annex

4.7.4. Health Conditions and Foreign Military Forces Medical Support Considerations.

- i. HA/DR operations may place foreign military forces personnel in situations that substantially increase the risk of disease or injury. This requires that the foreign military forces have robust preventive medicine capabilities to perform medical and environmental health risk assessments and prevent health threats (including mental health) to the foreign military forces. Personnel should be briefed on anticipated public health and medical issues prior to their deployment.
- ii. Foreign military medical personnel should not be diverted to conduct HA/DR medical missions at the expense of maintaining the health of foreign military forces personnel.

4.7.5. Multinational Force Organization to Support HA/DR Operations.

- i. Foreign military forces HA/DR operations that are part of a broader military mission (such as peace operations) will most likely be executed by a coalition task force (CTF), with appropriate mechanisms established to interface with the Humanitarian Community.
- ii. In DR operations, multinational support will generally be offered and accepted on a bilateral basis fairly soon after the disaster. Although military support may be coordinated through regional organizations such as the (ASEAN Humanitarian Centre (AHA) Centre, participating militaries must still quickly agree to a coordination / cooperation mechanism and procedures to support the affected nation. The more rapidly this can be accomplished, the more quickly and efficiently the multinational forces can support the affected nation. A CTF with a lead nation most likely will not be formed during the emergency phase.
- iii. For disaster response the multinational force structure may take various forms:
 - iii-i. **CTF.** While unlikely, it is possible that responding nations form a coalition under a Lead Nation (which might be the affected nation) and provide support to the affected state government. Refer to Part B, Chapter 2, and Annex C: Command, Control, and Coordination & Cooperation Relations for the Lead Nation concept.
 - iii-ii. **Multiple bilateral arrangements.** Most countries will generally respond to a on a bilateral basis, either establishing arrangements with the affected state or utilizing existing bilateral (or multilateral) agreements. **This is probably the most likely initial arrangement for HA/DR missions.** See Appendix 4: HA/DR Concept of Operations (CONOPS) Template for generic bilateral agreement between Affected and Assisting State military forces. **This CONOPS template can be used to develop a document providing detailed direction on how the Affected and Assisting State military forces will support HA/DR in the Affected State.**
 - iii-iii. **Hybrid or mixed arrangements.** Depending upon the scope of the disasters and the countries responding, command/control, cooperation, coordination arrangements may be a mix such as:
 - iii-iii-i. **Some nations putting their forces under operational control (OPCON)** of the affected nation military;
 - iii-iii-ii. **Some nations forming a task force** in support of the affected nation military;
 - iii-iii-iii. **Individual nations** working independently supporting the affected nation military; or
 - iii-iii-iv. **Any combination of the above.**
- iv. **Multinational Forces Coordination Center:** Since an HA/DR mission will normally **not have a CTF command activated**, there is a need to have some sort of mechanism that permits foreign military forces' coordination / cooperation to support the affected state with maximum unity of effort and minimum confusion, duplication, and difficulties for the affected nation. One option is exchange of liaison officers (refer to Section 4.8.2). Another option when many nations are involved is activation of a Multinational Coordination Center (MNCC) for foreign military forces' coordination.

- iv-i. Tasks. MNCC tasks may range from just sharing information or deconflicting the various military HA/DR operations to actively coordinating all multinational forces. The focus of the MNCC should be to maximize the foreign military forces support to the affected state.
- iv-ii. Organization. The MNCC must be organized rapidly and efficiently to funnel support to the host nation / affected state.
 - iv-ii-i. The **host nation / affected state should designate a senior military officer as the MNCC director**, and provide appropriate space and infrastructure support (including communications links) for foreign military forces representatives.
 - iv-ii-ii. **While the MNCC director will not command the foreign military forces representatives**, he can recommend a proposed MNCC structure and establish a venue and focal point for the foreign military forces representatives.
 - iv-ii-iii. **MNCC members represent their countries' militaries and generally should not be organized along a traditional staff structure.** Nor should they necessarily be organized strictly along capabilities that their countries may be providing since many countries might be providing multiple capabilities. Instead, the MNCC members should retain their national identities with various cells, boards or committees formed based on the combined foreign military forces capabilities.
 - iv-ii-iv. **Consideration should also be given to organizing along the UN cluster approach** (refer to Appendix 5: UN Lead Agency Cluster System) since in general the foreign military forces will be supporting the host nation/affected state directly or via the UN or international relief agencies.

4.8. Cooperating with Non-Foreign Military Forces Players

4.8.1. **Introduction.** Foreign military forces should aim to complement the civilian provision of assistance to the targeted beneficiaries, rather than duplicate, control or coordinate the Humanitarian Community. The Humanitarian Community agencies delivering humanitarian assistance want to maintain their independence from the military so that their efforts are perceived as neutral, impartial and purely humanitarian. They will seek to create or maintain humanitarian space to be able to operate in accordance with these principles. Foreign military forces planners should:

- i. **Conduct Preliminary Research.** ReliefWeb is a key source of information on natural disasters and complex emergencies (www.Reliefweb.int) where the international Humanitarian Community will post a wealth of information that can be sorted by country or emergency. There may also be a Humanitarian Information Centre (www.hic.org) activated. The Virtual Operations On-Site Coordination Center (OSOCC) is designed to facilitate the information exchange between responding governments and organizations during the initial emergency phase of a natural disaster (<http://ocha.unog.ch/virtualosoccc/>).
- ii. **Identify the Players:** Is there a UN Country Team in place? Is there a Humanitarian Coordinator appointed? Which Humanitarian Community actors are responsible for key humanitarian sectors (i.e. water/sanitation, food, etc.) and where/when are the sectoral meetings? Is the UN Office for the Coordination of Humanitarian Affairs (OCHA) in country and has the UN activated any common services such as the UN Joint Logistics Center (UNJLC – www.unjlc.org) or Humanitarian Information Centre (HIC - www.hic.org)?
- iii. **Identify Interlocutors:** Do humanitarian organizations have civil-military coordination or liaison officers who are/will be deployed? (If so, arrange liaison relationships immediately). Are these organizations willing to exchange/embed liaison officers and at what level?
- iv. **Locate Reports:** Are there consolidated documents describing the problem and current/ future efforts to resolve it (i.e. consolidated sectoral reports/plans; a consolidated appeal or flash appeal)? Are there civil-to-civil reporting mechanisms already in place that can be tapped into (i.e. reporting to donors)? Can we attend informational/coordination briefings?

- v. **Assess Impact:** How will military operations affect humanitarian agencies' efforts, particularly their freedom of movement? How will this be deconflicted? Will there be **no-go zones** and checkpoints in their areas of operations? Will they be expected to seek permission from the military to access ports of entry or other areas? See Figure D-1-C.4 below for a conceptualization of one way to approach this assessment.

Security	Capability	Logistics
<p>Where: Where are the organizations' residences, offices, storage facilities, and distribution points located?</p> <p>Protection: What are their current security arrangements? What are the standing evacuation plans? How many people will need to be evacuated and from where?</p>	<p>Needs: Do they anticipate a shortfall or a need for military support, specifically in the areas of:</p> <p>Security Transportation (Air, Land, Sea) Engineering Infrastructure Repair Evacuation Assistance</p> <p>Restrictions: Do they have any limitations regarding accepting military assistance?</p>	<p>What: What is the nature/weight/quantity of material assistance being provided?</p> <p>Where: Identify humanitarian assistance hubs and spokes. What routes are used by these organizations? Are there possible bottlenecks? What is the likelihood of civil disturbance during distributions?</p> <p>Infrastructure: Can the current infrastructure (i.e. roads and bridges) withstand those deliveries?</p>

Figure D-1-C.4: Assessing Impact on Humanitarian Agencies

- 4.8.2. **Liaison Exchange.** Foreign military forces and major Humanitarian Community organizations should exchange liaison officers (LOs) to maximize unity of effort. LOs should be thoroughly knowledgeable about their own organization's mission and structure and should be able to speak for their organizations.
- If exchange of LOs is not possible, another mechanism must be devised for the exchange of information. LOs need to be exchanged at all levels: strategic / regional, such as the ASEAN AHA Centre, operational (foreign military forces HQ), and tactical (component/field level).
 - Although LO's may not generally be exchanged with the private sector (for example, business, education, and civic organizations), establishing positive relationships will enhance foreign military forces effectiveness.
 - HA/DR planners should also ensure that an adequate number of competent linguists are available early in the operation for translation and interpretation requirements with other organizations and multinational forces.
 - A common neutral venue for coordination, either under host/affected nation, UN or independent authority, can also be established for civil and military liaison officers to meet.
- 4.8.3. **HA / DR Guidelines and Procedures of Other Organizations.** Most organizations that conduct or coordinate HA/DR operations have developed policies, guidelines or procedures for these operations. Broad guidelines that are common to members of the Humanitarian Community are incorporated in this annex. Foreign military forces personnel should be aware of these documents as sources of information that will assist in planning and executing HA/DR missions and working effectively with the Humanitarian Community. Major documents are listed in Annex 5: Matrix of International and Regional Guidelines, Policies, Procedures for HA/DR Operations.
- 4.8.4. **Humanitarian Community Coordinating Mechanisms.** The Humanitarian Community has numerous coordinating mechanisms. There is no one specific means that can possibly coordinate all Humanitarian Community actions in a DR operation. Section 4.7.1. i. identifies the Virtual On-Site Operations Coordination Center (OSOCC) and other virtual web sites that many Humanitarian Community actors use. In addition, regional organizations are developing coordinating centers such as ASEAN's AHA Centre.

4.9. Transition/Disengagement

4.9.1. **Engagement/Disengagement.** Generally, the foreign military forces will conduct emergency response and mitigation requirements not being met by the host nation/affected state and Humanitarian Community. Once the capacity of the host nation/affected state or Humanitarian Community is sufficient to meet the requirements of the affected population, foreign military forces can disengage and transition its operations to the host nation/affected state and Humanitarian Community.

4.9.2. Transition Planning.

- i. Successful transition planning is critical to foreign military forces mission success. Mission planning includes transition planning and should be a continuous process accorded equal priority with execution planning. The affected state may impose a deadline by which all foreign military forces must exit the country. Similarly, assisting states may have their own deadlines for providing military support to the affected state. At the outset, foreign military forces should work in close cooperation with their respective Supported Strategic Commanders and other participating agencies to define the desired end state conditions of the foreign military forces in HA/DR operations.
 - i-i. Transition Criteria and Measures of Effectiveness. Measures of Effectiveness (MOE) are indicators to help determine when HA/DR tasks have been accomplished or can be transitioned to other agencies. Foreign military forces MOE should be geared to when the host nation / affected state, Humanitarian Community or follow on forces are capable of assuming or resuming the HA/DR tasks. MOE should be continuously monitored. General indicators for disengagement can be summarized as:
 - i-i-i. Decrease in the overall requirements of HA/DR in the affected region;
 - i-i-ii. Reduction in the requirement for foreign military forces support;
 - i-i-iii. Increase in the capacity of the Humanitarian Community to conduct HA/DR operations currently conducted by the foreign military forces;
 - i-i-iv. Specific dates or conditions, as determined by host nation / affected state or foreign military forces nations.
- ii. Considerations for transition planning.
 - ii-i. Transition may occur between the foreign military forces and a variety of entities, such as the host / affected state civilian agencies, the affected state military, the UN, relief organizations, or other multinational or regional forces.
 - ii-ii. A detailed plan addressing the various HA/DR functions and to whom they will transition will greatly reduce the turmoil typically associated with transition. A comprehensive transition plan includes specific requirements for all entities involved, summarizes capabilities and assets, and assigns specific responsibilities according to agreed upon events or conditions. The host country/affected state and Humanitarian Community will have input into this plan, thus the plan should be written in easily understood terms.
 - ii-iii. Transition planning by the assisting state must take into account the capability of the host country / affected state and Humanitarian Community to continue missions conducted by the foreign military forces. Otherwise, HA/DR activities may have to be terminated when foreign military forces redeploys.
 - ii-iv. Foreign military forces staffs should periodically review the transition plan with all stakeholders. This will help ensure that planning assumptions are still valid and determine if changes in the situation require modification of the transition plan.
- iii. Transition execution. Transition is accomplished upon completion of one or more of the following:

- iii-i. When assisting states (including their military forces) have completed HA/DR tasks or transferred them to the affected state or other organizations
- iii-ii. At the expiration of a time frame or based on conditions imposed by the affected state or the assisting states.
- iv. Environmental considerations. During transition and redeployment, foreign military forces should minimize adverse impacts on the environment. As such, foreign military forces should include environmental considerations in their transition plans.

5. References

- 5.1. Guidelines on the Use of Foreign Military and Civil Defense Assets in Disaster Relief, Rev. 1.1 (November 2007) [also referred to as the “Oslo Guidelines”].
- 5.2. Use of Military or Armed Escorts for Humanitarian Convoys (14 September 2001).
- 5.3. Guidelines on the Use of Military and Civil Defense Assets to Support United Nations Humanitarian Activities in Complex Emergencies (March 2003).
- 5.4. Civil-Military Relationship in Complex Emergencies, An Inter-Agency Standing Committee Reference Paper (28 June 2004).
- 5.5. Draft Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (International Federation of Red Cross and Red Crescent Societies 26 October 2007).
- 5.6. Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations (14 October 2010).

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Appendices:

Appendix 1: Definitions

Appendix 2: HA/DR Initial Response Capabilities and Checklist

Appendix 3: Military Humanitarian Assistance Survey Team (MHAAT) Checklist

Appendix 4: Request for Assistance (RFA) Form

Appendix 5: Standing Operations Order (OPORD)

Appendix 6: HA/DR Concept of Operations (CONOPS) Template

Appendix 7: HA/DR Multinational Coordination Center (MNCC)

Appendix 8: UN Lead Agency Cluster System

Appendix 9: Matrix of International and Regional Guidelines, Policies, Procedures for HA/DR Operations

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APPENDIX 1

DEFINITIONS

1. **Purpose:** The following definitions include those found in the “*Draft Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance*” (version 26 October 2007) and are noted with an *.
- 1.1. **Disaster***-means a serious disruption of the functioning of society, which poses a significant, widespread threat to human life, health, property or the environment, whether arising from accident, nature or human activity, whether developing suddenly or as the result of long term processes.
- 1.2. **Disaster relief***-means goods and services provided to meet the immediate needs of disaster-affected communities.
- 1.3. **Initial recovery assistance***-means goods and services intended to restore or improve the pre-disaster living conditions of disaster-affected communities, including initiatives to increase resilience and reduce risk, provided for an initial period of time, as determined by the affected State, after the immediate needs of disaster-affected communities have been met.
- 1.4. **Goods***-means the supplies intended to be provided to disaster-affected communities for their relief or initial recovery.
- 1.5. **Services***-means activities (such as rescue and medical care) undertaken by disaster relief and initial recovery personnel to assist disaster-affected communities.
- 1.6. **Equipment***-means physical items, other than goods, that are necessary for disaster relief or initial recovery assistance, such as vehicles and radios.
- 1.7. **Personnel***-means the staff and volunteers providing disaster relief or initial recovery assistance.
- 1.8. **Affected State***-means the State upon whose territory persons or property are affected by a disaster.
- 1.9. **Assisting State***-means a State providing disaster relief or initial recovery assistance, whether through civil or military components.
- 1.10. **Originating State***-means the State from which disaster relief and initial recovery personnel, goods and equipment begin travel to the affected state.
- 1.11. **Transit State***-means the State through whose territorial jurisdiction disaster relief or initial recovery assistance has received permission to pass on its way to or from the affected State in connection with disaster relief or initial recovery assistance.
- 1.12. **Assisting humanitarian organization***-means a foreign, regional, intergovernmental or international non-profit entity whose mandate and activities are primarily focused on humanitarian relief, recovery or development.
- 1.13. **Assisting actor***-any assisting humanitarian organization, assisting State, foreign individual, foreign private company providing charitable relief or other foreign entity responding to a disaster on the territory of the affected State or sending in-kind or cash donations.
- 1.14. **Humanitarian Assistance (HA)** – Humanitarian assistance consists of activities conducted to relieve or reduce human pain, disease, hunger, or privation created by conditions that might present a serious threat to life or that can result in great damage to or loss of property.
- 1.15. **Humanitarian Community (HC)** – Agencies and organizations whose primary or significant focus is the provision of humanitarian aid, assistance, relief, development support and human rights advocacy. For the purpose of this Annex, these agencies and organizations include United Nations relief agencies, international organizations, non-governmental organizations, and the Red Cross/Red Crescent movement.

- 1.16. **Humanitarian Space** – The need to work in an environment devoid of political-military external factors that threaten independence, impartiality, and neutrality.
- 1.17. **Initial Recovery Assistance**- Goods and services intended to restore or improve, to a defined level, the pre-disaster living conditions of disaster-affected communities, including initiatives to increase resilience and reduce risk, provided for an initial period of time after the immediate needs of disaster-affected communities have been met, as determined by the affected State.
2. **Affected Population.** The following definitions apply to the various categories of affected population. There are international legal implications for each of these categories.
- 2.1. **Refugee:** A refugee is a person who “owing to a well-founded fear” of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable to, or owing to such fear, is unwilling to avail himself of the protection of that country.
- 2.2. **Displaced Person:** Displaced persons are civilians who are involuntarily outside the national boundaries of their country. This may be due to natural or man-made disasters or other reasons not associated with persecution. It is important to understand the difference between refugees and displaced persons because of the associated legal ramifications.
- 2.3. **Migrant:** A migrant is a person who, for reasons other than those contained in the definition, voluntarily leaves his country in order to take up residence elsewhere. He/she may be moved by the desire for change or adventure, or by family or other reasons of a personal nature.
- 2.4. **Stateless person:** A person is who is not considered a national by any State under the operation of its law.
- 2.5. **Evacuee:** Evacuees are civilians who are removed from their places of residence by civil or military direction for reasons of personal security or the requirements of the military situation.
- 2.6. **Internally displaced persons (IDP):** Those persons forced or obliged to flee from their homes, in particular as a result of or to avoid the affects of armed conflicts, situations of generalized violence, violations of human rights or natural or man-made disasters, and who have not crossed an internationally recognized State border.
- 2.7. **Expellee:** An expellee is a civilian outside the boundaries of the country of his or her nationality or ethnic origin who is being forcibly repatriated to that country or to a third country for political or other purposes.
3. **Other Definitions Concerning Affected Populations**
- 3.1. **Host families:** Families that will host (provide basic needs such as shelter, food and water) one or more of the above categories, often to the detriment of their own economic well-being. Host families may be related through family, ethnic, religious or political ties.
- 3.2. **Victims of war (conflict):** Civilians who are living in their country and were adversely affected by the war/conflict. Examples include victims of military explosive devices and chemical weapons. (Note: this term is included in this list because it is commonly used; however, the term encompasses many of the preceding terms, can lead to ambiguity, and should be avoided).
- 3.3. **Trafficked Persons:** Individuals who are transported without their consent and sold for use in prostitution or economic activities without compensation.

APPENDIX 2

HUMANITARIAN ASSISTANCE / DISASTER RELIEF (HA/DR)

INITIAL RESPONSE CAPABILITIES CHECKLIST

1. **Purpose.** This checklist is provided to focus planning on the provision of possible assistance (goods and services) in the early stages of a disaster. The planning factors and checklist contained in this Appendix are intended to be used within the first 48 hours of a major disaster when emergency life-saving measures are needed and prior to the Affected State requesting specific relief goods and services. This Appendix:
 - 1.1. Provides a process for military planners to develop an initial **push** assistance package of goods and services that keeps the initial response relatively small and focused on the immediate needs of the Affected Population, demonstrates goodwill, maximizes immediate support to the Affected State, and supports follow-on disaster relief assistance.
 - 1.2. Simplifies the initial planning process to enable planners to make correct decisions in designing the initial response and to enable the rapid transition to responses based on specific requests from the Affected State (**pull** approach).
2. **Roles and Responsibilities.** Disaster relief should only be initiated with the consent of the Affected State and in principle, on the basis of an appeal. The following information on roles and responsibilities in disaster relief is primarily derived from agreed language and principles in existing international instruments and guidelines and as summarized in the *Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance* (also known as the IDRL Guidelines).
 - 2.1. **Affected States.** Affected States have the primary responsibility to ensure disaster risk reduction, relief and recovery assistance in their territory. If an Affected State determines that a disaster situation exceeds national coping capacities, it should seek regional or international assistance to address the needs of the affected population. The Affected State should decide in a timely manner whether or not to request disaster relief and communicate its decision promptly. Affected States also have the sovereign right to coordinate, regulate and monitor disaster relief and recovery assistance provided by Assisting Actors on their territory consistent with international law, and consideration should be given to conducting joint rapid needs assessments with the United Nations and other Assisting Actors. Affected States generally communicate requirements in a disaster by the following methods and requests and offers of assistance should be as specific as possible as to the types and amounts of goods, as well as the services and expertise available or required:
 - 2.1.1. **Situation (Disaster) Assessment.** The type of initial information that is usually available concerns the major effects of a disaster. The process of collecting initial disaster situation information is referred to as a Situation (or Disaster) Assessment. It identifies the magnitude and extent of the disaster and its effects on local populations, and is usually promulgated by the Affected State's National Disaster Management Organization (NDMO) or other national leadership.
 - 2.1.2. **Needs Assessment.** The second major type of information-gathering is a Needs Assessment, which defines the level and type of assistance required for the affected population. The gathering of information for the situation assessment and needs assessment can be done concurrently. The information collected in the initial assessment(s) is the basis for determining the type and amount of relief needed during the immediate response phase of the disaster. It may also identify the need to continue monitoring and reassessing the unfolding disaster situation.
 - 2.2. **Assisting Actors.** Responses to sudden onset disasters are undertaken by Assisting Humanitarian Organizations, Assisting States, and others to provide Disaster Relief (goods and services) intended to meet the immediate needs of disaster affected communities.
 - 2.3. **Military Assistance.** Assisting states' military assets should be deployed into an Affected State for disaster relief only at the request or with the express consent of the Affected State, after having considered comparable civilian alternatives. If Assisting State's militaries are directed to assist, militaries may need to quickly develop initial support packages to be sent (**pushed**) to an Affected State immediately after a sudden

onset disaster, often before the Affected State has developed a list of specific requirements based on a needs assessment.

- 2.3.1. Military planners should first consult the civilian disaster response agencies or National Focal Points of the Assisting State prior to developing an initial **push** package. This helps to ensure the initial response is relatively small and focused on the immediate needs, demonstrates goodwill, maximizes the immediate support to the Affected State, and supports future emergency aid.
- 2.3.2. Initial information on a disaster is often incomplete and leads to the development of a list of generic goods and services which may not be appropriate until refined further based on subsequent formal needs assessments. The **push** of initial goods and services based on incomplete or accurate information, while well-intentioned, could have negative impacts by (1) displacing the true requirements of the disaster, (2) delaying the delivery of essential goods and services, and (3) may create additional, burdensome follow-on / sustainment requirements. The transition from a “push” to a “pull” approach based on requirements derived from formal Needs Assessments undertaken by the Affected State, Assisting Humanitarian Organizations and any Assisting State and Assisting Actor assessment teams is desired as soon as possible in order to husband scarce resources, provide targeted goods and services, and support the efficient and rapid response to requested capabilities.

3. Planning Considerations

- 3.1. The planner should focus on the first 24 hours following the disaster, or the time frame when a response is made before a needs assessment has been completed by the Affected State.
- 3.2. While official needs assessments are being developed and are on-going, planners must develop a response plan based on only partial information. The planner should develop a rapid situation assessment based on initial information from the following sources:
 - 3.2.1. First contact should be appropriate Assisting State agency responsible for foreign disaster response.
 - 3.2.2. Other contacts: Assisting State embassy in the Affected State; Affected State embassy/consulate in Assisting State; neighboring Assisting States (if appropriate); and/or Affected State National Disaster Management Organization (if initial direct contact is authorized). The Affected State's NDMO may have a web site which should be accessed first for any information on the disaster.
 - 3.2.3. Open Source Information: ReliefWeb; Virtual OSOCC; One Response; major international relief organizations' disaster sites such as the Pacific Disaster Center or Pacific Tsunami Warning Center, media sites, etc.
- 3.3. Concentrate on immediate lifesaving measures. .
 - 3.3.1. Focus on providing services that support the delivery of relief goods, rather than procuring and delivering the goods. Affected States and humanitarian organizations often have these goods or immediate access to them, but temporarily lack the means to deliver them to the Affected States' Disaster Management and Emergency Response agency or Assisting Humanitarian Organizations for further delivery to the affected population.
 - 3.3.2. Consider niche requirements based on the specific disaster and country affected (e.g., airlift requirements within the Affected State, transporting goods from adjacent Assisting State to Affected State, maritime search and rescue assets for floods/typhoons, etc.).
- 3.4. Determine existing capabilities of international humanitarian community, and national response mechanisms including the national Red Cross/Red Crescent Society.
- 3.5. Consider cultural and demographic aspects of the affected population.
 - 3.5.1. Food customs and restrictions (e.g., dietary differences).
 - 3.5.2. Treatment of human remains due to religious or customary differences.
 - 3.5.3. Shelter requirements due to climate considerations and family groupings.

4. **Initial Response Procedures.** Based on initial information gathered, planners should develop a list of capabilities that their militaries have and that can be rapidly deployed as described in the two-step process below. The list should by no means be an attempt to identify all the goods and services required in a disaster. This list should be as short as possible to meet known and almost certain needs while delaying the identification of more detailed goods and services required after the conduct of needs Assessments. Initial actions and capabilities include:
 - 4.1. **Initial Identification of Available Capabilities.** Initial military planning teams should first quickly identify basic emergency goods and services available prior to identifying capabilities required to possibly deliver the goods and also the provision of other services (not related to goods delivery) that may be required. The identification of goods and services available should be limited to those that cannot be provided by either the Affected State or Assisting Humanitarian Organizations rapidly in the early stages of the emergency phase. All goods and services should be those required in the emergency phase of the relief operation and not those required for long-term recovery (rehabilitation and reconstruction). Capabilities include:
 - 4.1.1. **Goods.** Emergency relief supplies required by the disaster-affected communities for their immediate relief. “Goods” for the purpose of this Annex/Appendix refers to those needed in the emergency phase of the operation.
 - 4.1.2. **Services, Equipment and Personnel.** Capabilities undertaken by disaster relief and initial recovery personnel to assist disaster-affected communities. “Services, Equipment and Personnel” for the purposes of this Annex/Appendix refers to those needed in the emergency phase to assist with the delivery of emergency goods and those required to meet immediate life-saving tasks and mitigate human suffering.
 - 4.2. **Identification of Required Capabilities.** The next step in the process is to identify existing services, stockpiles and other avenues of supply. Development of a list of initial goods and services does not imply that these shall all be sourced by one Assisting State. Crisis action planners should attempt to coordinate with other Assisting States, Assisting Humanitarian and Regional Organizations (e.g., ASEAN) to determine those goods and services that could be delivered to the Affected State(s) and others more quickly and efficiently.
 - 4.2.1. The preferred initial military capability is services, such as transportation and communication, as these are capabilities in the highest demand during the initial emergency response phase.
 - 4.2.2. International coordination and cooperation should be enabled by communications and information-sharing through embassies, development agencies and through information gathered by direct communication with lead humanitarian organizations and information-sharing portals, and liaison officers.
 - 4.2.3. Required emergency goods and services that cannot be provided by the Affected State and other Assisting States and Organizations serve as a basis for possible delivery. Delivery of these goods and services shall be accomplished in accordance with the laws, rules and regulations of the Assisting State for the provision of relief, and in accordance with any international agreements, laws, customs, immigration and quarantine procedures of the Affected State.
5. **Capabilities Checklist.** The following checklist should serve as a start point for military planners developing an initial response plan.
 - 5.1. Emergency Services, Equipment and Personnel.
 - 5.1.1. Search and Rescue. Provision of this capability must be closely coordinated with the Affected State and provided immediately in certain disasters. For earthquakes, the usefulness of search teams rapidly diminishes after 48 hours. Planners should not waste time on trying to source this requirement if it does not exist within their militaries or civil defense structure and is already known to be deployed by other Assisting Actors in foreign disasters.
 - i. Maritime Search and Rescue. Categories include capabilities to conduct search and rescue with open ocean assets, aviation search, aviation recovery, small boat, etc.
 - 5.1.2. Emergency Communications.

i. Voice / data networks.

ii. Emergency communications equipment.

5.1.3. Transportation.

i. Air.

i-i. Fixed wing aircraft for relatively long distance or heavy transportation of goods and services to the affected state and within the affected state.

i-ii. Rotary wing aircraft are ideal for conducting assessments, providing transportation of goods and services to remote or difficult to access areas, and evacuating stranded or injured personnel.

ii. Water craft are usually required for floods and tropical cyclones and situations where land routes are destroyed precluding use of significant air or ground assets.

ii-i. Small motorized craft, amphibious / hover crafts.

ii-ii. Large amphibious ships or other landing craft.

ii-iii. Air-capable ships that can provide a platform for air assets.

iii. Ground. Assets usually assist in transport of goods and personnel to disaster sites. Ground transportation assets may simply be needed to facilitate the operations of the Assisting State's military forces as most nations have adequate ground transport capabilities and capacity.

5.1.4. Special capabilities.

i. Special teams to deal with hazardous material / consequence management for chemical, biological radiological, nuclear and toxic industrial material (CBRN-TIM) response.

ii. Information sharing (GIS, mapping, emergency warning, etc.).

iii. Public Health specialists.

iv. Other technical assistance / subject matter experts (as determined necessary).

v. Fire-fighting (immediate life-saving requirements): Specialized personnel and equipment.

5.2. Emergency Goods.

5.2.1. Water.

i. Collapsible jerry cans and water purification tablets are highly preferred over the delivery of bottled water. Note: Iodine- or chlorine-based purification systems are country dependent and must be determined prior to deployment.

ii. Water purification systems may provide the most immediate source of potable water. These include

ii-i. Ship-based systems, which require the water to be transported via air or other means.

ii-ii. Transportable systems. Military systems require military staffing and maintenance. Transporting commercially available systems on behalf of an NGO or donor is preferable.

5.2.2. Emergency Food. Food should NOT be pushed. Wait for a specific request for specific food items. Cultural and other considerations , if not followed, can be detrimental to the affected population and the relief efforts.

5.2.3. Medical supplies should NOT be pushed.

- i. Medical planners must have confirmed Affected State military or civil governmental medical personnel who can receive and administer the medical supplies.
- ii. Many Affected States have stringent legal requirements on the practicing and / or provision of medical care; legal considerations shall be addressed prior to conducting any medical operations.

6. Country-Specific Checklist (for Assisting States).

- 6.1. Each country should develop an initial checklist based on their capabilities and most likely contribution to foreign disaster assistance. This country-specific checklist can be part of that particular Assisting State's military foreign disaster SOP.

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APPENDIX 3

MILITARY HUMANITARIAN ASSISTANCE SURVEY TEAM (MHASt) CHECKLIST

1. **Purpose:** This checklist is designed to provide commanders and staff an overview of the major steps that must be accomplished in effectively deploying and integrating a national force into a multinational response to a disaster.
 - 1.1. This tab provides commanders and planners an overview of the major steps that must be accomplished by a force in deploying to a disaster area, to include the considerations for:
 - 1.1.1. Assessing deployment infrastructure and designing a plan for effective movement into the area of operations,
 - 1.1.2. Understanding and integrating into the existing multinational process for receiving, staging, and moving to the point of operations,
 - 1.1.3. Integrating forces into the existing multinational operation to provide coordinated and responsive support to the Affected State.
 - 1.2. Each of these major steps provides a list of questions that guide commanders and planners in thinking their way through what must be accomplished and how. This also includes specific items that must be assessed with respect to physical infrastructure, processes in place, Affected State rules/restrictions, etc.
2. **Scope:** In this context, foreign military support to humanitarian assistance and disaster relief (HA/DR) efforts is carried on in a permissive environment and at the request/with the permission of the Affected State. HA/DR operations in an environment of growing conflict or post-conflict require different levels of authorities, as well as different methods for establishing security, coordination, etc, and are considered as a separate type of operations from those outlined in this appendix.

2.1 According to internationally accepted guidelines and best practices, foreign military support to HA/DR operations should provide unique capabilities that do not duplicate or undermine the efforts of the Affected State or civilian response organizations. Foreign military support is provided when civilian response capacity is overwhelmed and in support of the Affected State and relevant Assisting State civilian authorities.
3. **Roles and Responsibilities:** The same definitions for roles and responsibilities covered in paragraph 2.1 (above) apply.

3.1 The composition of a MHASt is flexible and at the discretion of the Team Leader based on the circumstances of the disaster. For the purpose of this SOP, a notional MHASt could be comprised of the following functional staffs: Team Leader, Operations, Logistics, Engineer, Health Services, Communications, Public Affairs, and others as required.
4. **MHASt Checklist:**
 - 4.1. PRE-DEPLOYMENT PREPARATION:
 - 4.1.1. In accordance with Affected State and Assisting State requirements
 - 4.2. SITUATION:
 - 4.2.1. Disaster Description
 - i. Type of Event (What, When, Why) – Impact on Affected State’s ability to cope?
 - ii. Location?
 - iii. Following information obtained from UN/USAID/CIDA/AUSAID/Country team, etc.

- iii-i. Deaths (number, sanitary problem)?
- iii-ii. Injured Persons (number, type of illness)?
- iii-iii. Missing Persons?
- iii-iv. Displaced Persons (Number, Location)
- iii-v. General infrastructure and social services status?
- iv. Priority of Effort from Affected State?
- v. Security?
- vi. Response Agencies from Affected State and Assisting States ?
- vii. Lead International Agency (name, location, contact)?
- viii. Other International and Regional Agencies (name, location, contact)?
- ix. Other Military Forces (organization, location, contact, intent)?
- x. Immediate danger (disease, flood)?

4.2.2. Country Details

- i. Airport/Seaport Locations?
- ii. Language(s)?
- iii. Currency (Are foreign currencies accepted)?
- iv. Political situation?
- v. Ethnicity?
- vi. Religion(s)?
- vii. Customs and culture?
- viii. Economy?
- ix. Industry?
- x. Military?
- xi. Legal System?
- xii. Communication Infrastructure?
- xiii. Public Utilities/ Transport?
- xiv. Climate?
- xv. Health?
- xvi. Affected State response plan – who is in charge? Affected State military, civil authorities?

4.3. MISSION

4.3.1. MHASt Mission Analysis

- i. Assisting State Intent?
- ii. Specified Tasks
 - ii-i. i.e. Determine requirement for foreign military support to disaster relief operations. If required:
 - ii-ii. i.e. Develop Courses of Action (COAs) and Concept of Operations (CONOPS).
 - ii-iii. i.e. Prepare for receipt and staging of follow-on forces.
- iii. Implied Tasks?
- iv. Constraints?
- v. Restraints?
- vi. Assumptions?
 - vi-i. i.e. Permissive environment within affected state.
 - vi-ii. i.e. Assisting State will have freedom of movement within the Area of Operations (AO).
 - vi-iii. i.e. Affected state support will be available but limited.
- vii. End-state?

4.3.2. MHASt Mission Statement (usually from Tasking/Warning/Execute Order)

4.4. EXECUTION

4.4.1. Tasks in the execution phase should be conducted in coordination with the Affected State military, the Assisting State's civilian disaster response organizations, and international and regional response organizations.

- i. This checklist should serve as a guide of minimum considerations and not a substitute for sound judgment during execution.

4.4.2. Survey Sequence

- i. Establish contact with Assisting State Country Team in Affected State.
- ii. Establish contact with Affected State military.
- iii. Submit Daily Situation Reports to all stakeholders.
- iv. Survey Air Port of Departure/Sea Port of Departure (APOD/SPOD) and APOD/SPOD facilities (Security, Medical, Logistics, Command and Control (SMLC2)).
- v. Identify possible AOs when requested by Affected State.
- vi. Survey routes from APOD/SPOD to proposed AO(s).
- vii. Survey and develop possible main camp location(s) within the selected AO (Security, Medical, Logistics, Command and Control (SMLC2)).
- viii. Survey routes within the selected AO.

- ix. Survey proposed satellite locations around main camp site (SMLC2).
- x. Survey major support infrastructure, as requested.
- xi. Submit MHASt Report to include proposed CONOPs/Order of Battle/Task Force Movement Table (TFMT).

4.4.3. Specific MHASt Tasks:

i. MHASt Commanding Officer (CO)/Officer in Charge (OIC)

- i-i. Team Leader.
- i-ii. Liaise with Assisting State Mission (if applicable).
- i-iii. Liaise with Affected State rep (determine AO).
- i-iv. Liaise with local auth/agencies.
- i-v. Liaise with IOs/NGOs.
- i-vi. Provide military recommendations to National/Interagency/Country Team.
- i-vii. Report the HA/DR situation and requirements to higher military command daily.

ii. MHASt Life Support Tasks

- ii-i. Survey potential military base camp locations, layout, access and develop camp security plan (pictures).
- ii-ii. Develop force CONOPS including force sustainment (logistics planning for water, food, medical, sanitation, power, etc.) and engineering (sewer, water, electric, trash) within proposed AO.
- ii-iii. Develop force command and control concept.
- ii-iv. Develop communication, coordination, and liaison concept with other responders.

iii. Operations Section

- iii-i. Be prepared to act as MHASt Second in Command (2I/C).
- iii-ii. Establish MHASt Team Command Post (CP).
- iii-iii. Define processes and procedures for integration into multinational efforts in support of the Affected State.
- iii-iv. Liaise with other response agencies and Affected State on their conduct of operations.
- iii-v. Produce Situation Reports (SITREPs).
- iii-vi. Produce Survey Report, to include CONOPS.
- iii-vii. Maintain Operations Log.
- iii-viii. Coordinate MHASt movements.
- iii-ix. Coordinate and prepare follow-on force orders (if applicable).

iv. Logistics Section

- iv-i. Confirm runway capacity for type/quantity of aircraft, as required.
- iv-ii. Confirm port capacities for type/quantity of vessels, as required.
- iv-iii. Locate a fuel source for vehicles/aircraft.
- iv-iv. Locate and secure an area for marshalling equipment and conducting offload maintenance on vehicles.
- iv-v. Confirm availability of APOD/SPOD offloading equipment, i.e. Large capacity forklifts and k-loader. Confirm procedure for sourcing this equipment.
- iv-vi. Confirm availability/capability of shipping material handling support.
- iv-vii. Identify customs clearance requirements for passengers and equipment, especially hazardous materials.
- iv-viii. Confirm availability of an area to marshal incoming personnel for feeding, rest, and initial briefing.
- iv-ix. Verify availability and cost of commercial lift for passengers and equipment, i.e. Buses, tractor-trailers, low beds, flatbeds, and rental cars.
- iv-x. Analyze and develop routes and security for movement of personnel and equipment. Confirm distance from APOD/SPOD to camp location, and verify location for a refuelling stop if distance dictates there is a requirement.
- iv-xi. Assess and coordinate procedures for land movement with Affected State (are convoy escorts necessary?).
- iv-xii. Assess Affected State availability and distribution of fuel.
- iv-xiii. Coordinate and integrate force entry and movement requirements with the Affected State and other responders.
- iv-xiv. Coordinate designation of helicopter landing zones with Affected State and other responders, as required.
- iv-xv. Coordinate and confirm methods of payment for Affected State services. Confirm common currency used and other currencies accepted.
- iv-xvi. Conduct assessments for fair market value of prices for goods and services.

v. Engineer Advisor

- v-i. Provide specialist advice to the MHASt Leader and the National/Interagency/Country Team.
- v-ii. Liaise with other response agencies and the Affected State to determine engineer support requirements for the relief effort.
- v-iii. Provide disaster infrastructure assessment input to the National/Interagency/Country Team.
- v-iv. Identify military engineer requirements essential to support a mission.
- v-v. Check that primary and alternate routes can support military traffic flow.
- v-vi. Identify local resources and heavy equipment along routes.
- v-vii. Conduct an initial environmental screening for base camp locations (pictures?). This information will be incorporated into the occupational environmental baseline study.

- v-viii. Determine the requirement for construction material/labour/equipment (contract & cost).
- v-ix. Assess requirement for interim lodging.
- v-x. Survey potential water point locations.
- v-xi. Determine minimum water flow to potential Reverse Osmosis Water Purification Unit (ROWPU) sites and any requirement for site preparation for ROWPU placement.
- v-xii. Request Geographical Information System (GIS) data to support infrastructure assessments.

vi. Health Services Liaison Officer

- vi-i. Provide specialist advice to the MHASt Leader .
- vi-ii. Liaise with other medical response agencies and Affected State to determine medical support requirements for the relief effort.
- vi-iii. Contact Affected State Ministry of Health to check on the location of medical facilities, bed capacity, specialties and diagnostic capabilities.
- vi-iv. Identify any environmental factors (climate, diseases and vectors, flora and fauna) of medical importance that will impact force operations.
- vi-v. Conduct an environmental health assessment on identified force camp locations.
- vi-vi. Confirm the suitability of local medical infrastructure for Assisting State personnel.
- vi-vii. Confirm the ability to medevac Assisting State personnel (organization, procedure and locations).
- vi-viii. Determine the capacity and procedures of the local medical resupply.
- vi-ix. Assess the safety level of the local blood supply.
- vi-x. Confirm if Assisting State personnel can work in the local medical facility (Memoranda of Understanding, Privileging /Credentialing).

vii. Communications/Signals Advisor

- vii-i. Provide the MHASt with strategic/ rear-link communications. Ensure communications remain unclassified to the maximum extent possible.
- vii-ii. Survey Affected State communication infrastructure (voice, data, internet, radio).
- vii-iii. Assess information sharing infrastructure and environment in order to enhance civil and military information sharing.
- vii-iv. Advise on camp and water point layout with regard to antenna locations for effective/safe communications.
- vii-v. Site the force antenna camp.

viii. Public Affairs Officer (PAO)

- viii-i. Advise the MHASt Leader on media related perspective and actions.
- viii-ii. Provide the MHASt with Public Affairs (PA) guidelines and media response lines.
- viii-iii. Provide the MHASt with situational awareness on the news media environment.

viii-iv. Act as the MHASt Leader's spokesperson as required.

viii-v. Liaise with Mission PA Staff.

viii-vi. Develop a plan for engaging Affected State news media upon confirmation of Assisting State military force deployment.

4.4.4. Coordinating Instructions

i. Assess time required to deploy and declare the response force operational.

ii. Develop operational timeline/sequence of events to help manage Affected State expectations (time required for water production, power restoration/support, etc.).

ii-i. Communicate with Affected State the estimated time of arrival (ETA) of main response force.

iii. Identify locations

iii-i. Air Port of Embarkation (APOE)?

iii-ii. Air Port of Debarkation (APOD)?

iii-iii. Sea Port of Debarkation (SPOD)?

iii-iv. Embassy?

iii-v. Foreign Military State Camp(s)?

iii-vi. Water Point(s)?

iii-vii. Medical Facilities?

iii-viii. Burial grounds?

iii-ix. IDP Camp Locations and lead organization?

iii-x. Contractors?

iii-xi. NGO/IOs/IFRC/ICRC/Red Cross?

iii-xii. Local utilities?

iii-xiii. Local Authorities?

iii-xiv. Coordination Centers (MNCC)?

iii-xv. Communication/media hubs?

iv. Rules of Engagement (ROE) requirement?

v. Force Protection/Are Weapons required (type and locations)?

vi. Special equipment requirements?

4.5. COMMAND AND CONTROL (during response, multinational, UN, bilateral)

4.5.1. Chain of Command

i. Higher headquarters.

ii. OPCON, TACON, ADCON requirements?

4.5.2. Communications

i. Communications with higher headquarters (secure and non-secure, timings)?

ii. Communications between MHASt member's (secure and non-secure, timings)?

iii. Communications with other stakeholders (non-secure)?

4.5.3. Reports and Returns. Individual Survey reports will be given to Operations by _____ hrs (local time) in order to send a consolidated report to higher headquarters and stakeholders (as required) by _____ hrs. The daily SITREP will be organized as per the following format:

i. Overall situation in the Affected State.

ii. MHASt and equipment status.

iii. MHASt activities in the past 24 hrs.

iv. MHASt activities for the next 24 hrs.

v. MHASt activities beyond 24 hrs.

vi. Critical Issues (Security, Medical, Logistics, Command and Control).

vii. Commander Comments.

APPENDIX 4

REQUEST FOR ASSISTANCE (RFA) FORM

1. **Introduction.** A copy of this RFA Form can be found on the MPAT website at www.mpat.com
2. **Form Flexibility.** This RFA forms is focused upon requests for Military Assistance. This is a starting point for this form, it is expected that in an actually situation this form maybe refined to meet commander's guidance and desire, and to support the situational factors of the crisis response situation.

(Refer to following page)

Request for Military Assistance Form

IMPORTANT NOTE: TO FACILITATE TIMELY PROCESSING OF REQUESTS, YOU MUST PROVIDE COMPLETE DATA, PARTICULARLY WHEN REQUESTING AIR OR GROUND TRANSPORT FOR CARGO AND PERSONS. TRANSPORT-RELATED REQUESTS NEED TO BE RECEIVED NO LATER THAN 72 HOURS PRIOR TO REQUESTED DEPARTURE DATE.

Required Support Date. Indicate latest date that support must be provided / latest arrival date:

Forward REQUEST by e-mail: as applicable to organization in each circumstance

Tracking #:		FOR INTERNAL USE ONLY			Received by:		FOR INTERNAL USE ONLY	
Date of the Request:		(date)						
Available to Move On:		(date)			Submitted by:			
Than:		(date)			Name			
Type of Request:		Transportation	(mark box)		Organization			
		Sea	(mark box)		Phone			
		Land	(mark box)		E-mail			
		Air	(mark box)		Signature			
		Information	(mark box)					
		Assets	(mark box)					
		Other	(mark box)					
Description and Purpose of Request:								
PASSENGERS								
Total #								
Family Name	First Name	From (LOC)	To (LOC)	Courier CGO?	Organization	Passport No.	Country of Issue	Weight
								(pax) _____
								(baggage) _____
COMMODITIES								
Item	Units	From (LOC)	To (LOC)	Description of Load	Courier _____ Supercgo _____	Weight (ston/lbs)	Dimensions (LxWxH)	
Consignee Info:					Packaging details:			
Name					Hazardous material _____			
Organization					Fragile Material _____			
Phone					Perishable _____			
e-mail								
Comments:					FOR INTERNAL USE ONLY			
					Assigned Priority: MCC / CCC / CMOC: CMCB: C3: JMCB:			

APPENDIX 5

HUMANITARIAN ASSISTANCE / DISASTER RELIEF (HA/DR)

STANDING OPERATIONS ORDER (OPORD)

1. **Background.** The National Command Authority of the Assisting State will direct a Supported Strategic Commander to execute the HA/DR mission. This commander issues an Initiating Directive, Execute Order or another similar order, directing subordinate forces to plan, deploy and conduct HA/DR. Due to the time-critical nature of HA/DR missions, an HA/DR Order from the Supported Strategic Commander is often the only order a military force tasked with HA/DR will receive.

2. **Purpose.** This appendix provides a template for use by national contingent commanders for participation in an HA/DR operation. This format outlines the key elements that must be included in an operations order for deployment and employment by the national-level Supported Strategic Commander. As stated in Part D – Chapter 1 – Annex C: HA/DR, paragraph 4.7.5., the most likely multinational force organization for an HA/DR operation is “multiple bilateral arrangements”, with a Multinational Coordination Center (MNCC) as the mechanism for coordinating participating nations’ military efforts. Therefore, this HA/DR Order is written from the perspective of a single nation conducting bilateral HA/DR operations with an Affected State, with the need to coordinate with numerous other entities that are simultaneously responding.

3. This template should be modified to suit the individual countries involved. The key elements of the document are included in this template. Explanations of content that **may have to be amended and/or revised are indicated within by italicized text within bold brackets**. For example - *[needs amending or revision]*.

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OPERATION/ *[Operation code name]*

MESSAGE/ORDER

REFERENCE/A *[National Command Authority or Higher Headquarters Initiating Directive or Execute Order]*

ORDERTYPE/ORDER

PURPOSE () THIS IS A STANDARD HA/DR ORDER. PER REFERENCE A THE NATIONAL COMMAND AUTHORITY OF *[Assisting State]* HAS AUTHORIZED THE EXECUTION OF OPERATION *[Operation code name]*.

TIMEZONE/Z

NARRATIVE/ () THIS ORDER THAT OUTLINES THE VARIOUS OPERATIONS, ACTIONS AND ACTIVITIES THAT *[Assisting State’s military]* WILL CONDUCT DURING HA/DR EVENTS.

HEADING/ () TASK ORGANIZATION
[Enter units assigned for execution of the mission here.]

1. () SITUATION.

1.A. () DISASTER SITUATION.

1.B. () CURRENT OPERATIONAL ENVIRONMENT WITHIN THE AFFECTED AREA.

1.C. () CURRENT DAMAGE AND THREAT ASSESSMENTS.

1.D. () STATUS OF RESPONDING PARTIES.

1.D.1. () [*Affected State(s)*] GOVERNMENT[s].

1.D.2. () INTERNATIONAL GOVERNMENTAL ORGANIZATIONS (IGOS).

1.D.2.A. () UN COUNTRY TEAM(S) RESIDENT IN [*the Affected State(s)*].

1.D.2.A.1. () THE UN RESIDENT COORDINATOR/HUMANITARIAN COORDINATOR (RC/HC) .

1.D.2.A.2. () OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS (OCHA) HEAD OF OFFICE OF [*the Affected State*].

1.D.2.A.2.A. () UNITED NATIONS DISASTER AND ASSESSMENT COORDINATION TEAM (UNDAC).

1.D.2.B. () INTERNATIONAL FEDERATION OF THE RED CROSS AND RED CRESCENT SOCIETY (IFRC).

1.D.2.C. () INTERNATIONAL COMMITTEE OF THE RED CROSS (ICRC).

1.D.2.D. () INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM).

1.D.3. () NON-GOVERNMENTAL ORGANIZATIONS (NGOS).

1.D.4. () OTHER RESPONDING MILITARY ORGANIZATIONS.

1.E. () NATIONAL OBJECTIVES FOR PARTICIPATION BY MILITARY FORCES IN THE HA/DR OPERATION.

1.F. () CONSTRAINTS.

1.F.1. () KEEP OPERATION UNCLASSIFIED TO MAXIMUM EXTENT POSSIBLE.

1.F.2. () MUST COORDINATE AND VET SUPPORT REQUESTS WITH CIVILIAN AND MILITARY AUTHORITIES OF [*the Affected State(s)*].

1.F.3. () MUST COORDINATE AND VET SUPPORT REQUESTS WITH SUPPORTED CIVILIAN AUTHORITIES OF [*the Assisting State*].

1.G. () RESTRAINTS.

1.G.1. () TAKE NO ACTION THAT VIOLATES NATIONAL SOVEREIGNTY OF THE [*Affected State(s)*].

1.G.2. () OPERATE WITHIN THE CONFINES OF ANY POLITICAL AND/OR MILITARY AGREEMENTS THAT EXIST BETWEEN [*the Affected State(s)*] AND [*the Assisting State*].

2. () MISSION.

[*Strategic Supported Commander of the Assisting State*] DEPLOYS AND CONDUCTS MILITARY OPERATIONS NO LATER THAN [*Date Time Group*] IN SUPPORT OF HA/DR WITHIN [*the Affected State(s)*] IN ORDER TO MINIMIZE LOSS OF LIFE AND MITIGATE HUMAN SUFFERING.

3. () EXECUTION.

3.A. () COMMANDER'S INTENT.

3.A.1. () PURPOSE. MITIGATE HUMAN SUFFERING AND REDUCE LOSS OF LIFE THROUGH APPLICATION OF MILITARY SUPPORT TO HA/DR OPERATIONS.

3.A.2. () METHOD. [*Strategic Supported Commander Unit of the Assisting State*] WILL PROVIDE MILITARY SUPPORT FOR HA/DR TO [*the Affected State*] BY ASSISTING [*the Affected State's*] ARMED FORCES WITH RECOVERY EFFORTS IN THE AFTERMATH OF THE DISASTER.

[*Strategic Supported Commander Unit of the Assisting State*] WILL AFFECT COORDINATION MECHANISMS AND LIAISON RELATIONSHIPS WITH THE GOVERNMENT OF [*the Affected State*] AND OTHER PARTICIPATING NATIONS' MILITARIES TO ENSURE TIMELY RESPONSE TO ALL REQUESTS FOR ASSISTANCE. COMMANDERS AND PLANNERS AT ALL LEVELS WILL BE PREPARED TO COORDINATE WITH THE INTERNATIONAL HUMANITARIAN COMMUNITY (IHC) AND, AT A MINIMUM, BE AWARE OF IHC EFFORTS, TO AVOID REDUNDANCY.

[*Strategic Supported Commander Unit of the Assisting State*] WILL TRANSITION HA / DR FUNCTIONS TO [*the Affected State*] AND OTHER AGENCIES AS SOON AS PRACTICAL AND REDEPLOY / REPOSITION FORCES UPON COMPLETION OF MISSION, OR AS DIRECTED.

3.A.3. () END STATE.

3.A.3.A. () THE DEMAND FOR EMERGENCY RELIEF DECREASES AND MILITARY AND CIVIL AUTHORITIES OF THE [*the Affected State(s)*] HAVE THE CAPABILITY AND CAPACITY TO EFFECTIVELY PROVIDE HA/DR TO THEIR POPULATION(S) WITHOUT [*the Assisting State*] MILITARY ASSISTANCE.

3.A.3.B. () [*the Assisting State*] FORCES REDEPLOYED.

3.B. () CONCEPT OF OPERATIONS.

3.B.1. () PHASE I – CRISIS ASSESSMENT AND PREPARATION.

3.B.1.A. () THE ASSESSMENT OF HA/DR REQUIREMENTS AND EARLY DEVELOPMENT OF AN END STATE AND TRANSITION PLAN ONGOING.

HAST DEPLOYS. FORCES ARE PREPARING TO DEPLOY

3.B.2. () PHASE II – DEPLOYMENT.

3.B.2.A. () DEPLOY FORCES IN SUPPORT OF [*the Affected State*] HA/DR OPERATIONS.

ASSESSMENT OF HA/DR CONTINUES. PHASE ENDS WHEN ALL FORCES ARE POSTURED TO CONDUCT OPERATIONS.

3.B.3. () PHASE III – MISSION OPERATIONS.

3.B.3.A. () BEGINS WITH THE COMMENCEMENT OF HA/DR ACTIVITIES.

3.B.3.B. () ENDS WHEN HA/DR ACTIVITIES HAVE BEEN TERMINATED BY COMPETENT AUTHORITY OR ARE ASSUMED BY CIVIL AGENCIES OR BY HUMANITARIAN COMMUNITY ORGANIZATIONS.

3.B.4. () PHASE IV – TRANSITION.

3.B.4.A. () BEGINS WITH THE EXECUTION OF A TRANSITION PLAN. TRANSITION PLANNING MUST COMMENCE DURING PHASE I AND MUST BE COORDINATED WITH APPROPRIATE [*the Assisting State*] AGENCIES TO FACILITATE SEAMLESS TRANSITION TO THE APPROPRIATE AGENCIES.

3.B.4.B. () ENDS WHEN AN OPERATION HAS BEEN HANDED OVER TO ANOTHER ORGANIZATION. THIS MAY BE INFLUENCED OR DETERMINED WHEN ONE OR MORE OF THE FOLLOWING INDICATORS HAVE BEEN MET:

3.B.4.C. () DECREASE IN THE OVERALL REQUIREMENTS OF HA/DR IN THE AFFECTED REGION;

3.B.4.D. () REDUCTION IN THE REQUIREMENT FOR [*the Assisting State*] MILITARY SUPPORT;

3.B.4.E. () INCREASE IN THE CAPACITY OF THE HUMANITARIAN COMMUNITY TO CONDUCT HA/DR OPERATIONS CURRENTLY CONDUCTED BY [*the Assisting State*] MILITARY FORCES.

3.B.4.F. () SPECIFIC DATES OR CONDITIONS, AS DETERMINED BY [*the Affected State*] OR [*the Assisting State*]

3.B.5. () PHASE V – REDEPLOYMENT.

3.B.5.A. () BEGINS AS FORCES START TO REDEPLOY.

3.B.5.B. () ENDS WHEN ALL DEPLOYED ASSETS RETURN TO HOME STATION OR ARE REASSIGNED TO ANOTHER AREA.

3.C. () STAFF TASKS.

3.C.1. () ADMINISTRATION. ESTABLISH PERSONNEL STATUS REPORTING PROCEDURES FOR THIS OPERATION.

3.C.2. () INTELLIGENCE.

3.C.2.A. () PROVIDE ANALYSIS OF DAMAGE ASSESSMENTS TO [*Strategic Supported Commander of the Assisting State*].

3.C.2.B. () PROVIDE RELEASABLE INFORMATION TO [*Affected State*], INTERAGENCY, AND INTERNATIONAL PARTNERS.

- 3.C.2.C. () PROVIDE ASSESSMENTS ON ABILITY OF *[Affected State]* TO RESPOND TO CRISIS.
- 3.C.2.D. () MONITOR SECONDARY AND TERTIARY EFFECTS OF THE DISASTER ON STATE AND NON-STATE ACTORS IN *[Affected State]*.
- 3.C.3. () OPERATIONS. PROVIDE THREAT ASSESSMENTS FOR DEPLOYED FORCES.
- 3.C.4. () LOGISTICS. IDENTIFY COMMODITIES FOR SUPPORT OF RELIEF OPERATIONS.
- 3.C.5. () PLANS. ASSIST IN OBTAINING DIPLOMATIC CLEARANCES FOR RELIEF PERSONNEL AND EQUIPMENT, TO INCLUDE ANY "FLY OVER" CLEARANCES NEEDED TO EXPEDITE ROUTES OF DELIVERY.
- 3.C.6. () COMMUNICATION. ASSIST DEPLOYING UNITS WITH FREQUENCY ALLOCATIONS AS REQUIRED AND ASSIST DEPLOYING FORCES WITH ESTABLISHING COMMUNICATION WITH THE *[Affected State]*. PROVIDE DEPLOYABLE COMMUNICATION PACKAGE.
- 3.C.7. () PUBLIC AFFAIRS. DEVELOP PUBLIC AFFAIRS GUIDANCE IN SUPPORT OF THE OPERATION.
- 3.C.8. () LEGAL. DEVELOP LEGAL GUIDANCE IN REGARD TO SOFA OR LIKE AGREEMENT, ROE AND OTHER RELEVANT ISSUES.
- 3.C.9. () FINANCE. ESTABLISH THE OVERALL FRAMEWORK OF THE FUNDS PROCESSES. ESTABLISH JTF BUDGET REPORTING REQUIREMENTS.
- 3.C.10. () SUBORDINATE COMPONENTS *[list all applicable, such as NAVFOR, AFFOR, ARFOR, MARFOR, SOF]*. PROVIDE PLANNING SUPPORT AND LIAISON TEAM SUPPORT AS REQUIRED BY CDR JTF. PROVIDE FORCES AS REQUESTED BY CDR JTF AND AS DIRECTED BY *[Strategic Supported Commander of Assisting State]*.
- 3.D. () JTF (OR OTHER UNIT NAME) TASKS. (Examples.)
- 3.D.1. () DEPLOY ASSESSMENT TEAM TO *[the Affected State]*.
- 3.D.2. () IN COORDINATION WITH THE AFFECTED STATE MILITARY AND OTHER PARTICIPATING NATIONS' MILITARIES, ESTABLISH A MULTINATIONAL COORDINATION CENTER (MNCC).
- 3.D.3. () CONDUCT NEEDS ASSESSMENT IN CONJUNCTION WITH *[the Affected State]* ARMED FORCES AND COORDINATED WITH OTHER ASSESSMENT EFFORTS.
- 3.D.4. () FACILITATE MOVEMENT AND RECEPTION OF JTF FORCES.
- 3.D.5. () DESIGNATE PRIMARY / ALTERNATE SEAPORT OF DEBARKATION (SPODS) AND AERIAL PORT OF DEBARKATION (APODS).
- 3.D.6. () CONDUCT HA / DR IN SUPPORT OF *[the Affected State]*.
- 3.D.7. () ESTABLISH ASSESSMENT METRICS AND TRANSITION CRITERIA.
- 3.D.8. () USE THE MNF-SOP (WWW.MPAT.ORG) AS THE PRIMARY REFERENCE FOR PLANNING AND EXECUTION OF OPERATIONS.
- 3.D.9. () IF APPLICABLE, COORDINATE WITH REGIONAL ORGANIZATION DISASTER RESPONSE CENTER (example: ASEAN AHA Centre).
- 3.D.10. () UPON COMMENCEMENT OF HA/DR OPERATIONS, SUBMIT DAILY SITREP AT *[DTG]*.
- 3.E. () INFORMATION OPERATIONS. *[Insert planning guidance and/or tasks]*
- 3.F. () PERSONNEL RECOVERY. *[Insert planning guidance and/or tasks]*
- 3.G. () ANTITERRORISM / FORCE PROTECTION. *[Insert planning guidance and/or tasks]*

3.H. () RULES OF ENGAGEMENT.

3.H.A. () EXERCISE INHERENT RIGHT AND OBLIGATION TO UNIT AND INDIVIDUAL SELF DEFENSE IN RESPONSE TO HOSTILE ACT OR DEMONSTRATION OF HOSTILE INTENT.

3.I. () COORDINATING INSTRUCTIONS.

3.I.1. () THIS ORDER IS EFFECTIVE FOR EXECUTION UPON RECEIPT.

3.I.2. () DIRECT LIAISON AUTHORIZED AMONG COMPONENTS AND SUPPORTING COMMANDS.

3.I.3. () LENGTH OF OPERATION: *[Duration]* [DAYS. REDEPLOYMENT COMPLETE BY *[Date]*.

3.I.4. () CLASSIFICATION GUIDANCE. ENSURE RELIEF EFFORT INFORMATION AND REPORTS ARE UNCLASSIFIED TO THE MAXIMUM EXTENT POSSIBLE WITHOUT IMPAIRING MISSION EFFECTIVENESS, IN ORDER TO FACILITATE COORDINATION WITH *[Affected State]*, MULTINATIONAL, IO, IGO, AND NGO EFFORTS.

4. () ADMINISTRATION AND LOGISTICS.

4.A. () CONCEPT OF LOGISTICS SUPPORT.

4.B. () CONCEPT OF PERSONNEL SUPPORT.

4.C. () MEDICAL SERVICES.

5. () COMMAND AND SIGNAL.

5.A. () COMMAND RELATIONSHIPS.

5.A.1. () *[Unit Name]* IS THE SUPPORTED STRATEGIC COMMANDER, *[Unit Name]*, *[Unit Name]*, *[Unit Name]* AND *[Unit Name]* ARE SUPPORTING COMPONENT COMMANDERS.

5.A.2. () CDR JTF IS THE SUPPORTED OPERATIONAL COMMANDER. CDR JTF WILL HAVE OPERATIONAL CONTROL (OPCON) OF ATTACHED FORCES. *[The type of command authority will vary by nation]*.

5.B. () COMMAND, CONTROL, COMMUNICATIONS AND COMPUTER SYSTEMS.

5.B.1. () COMMUNICATIONS GUIDANCE. SUPPORTED STRATEGIC COMMANDER COMMUNICATIONS SECTION WILL RECOMMEND RELATIVE PRIORITIES AND ALLOCATE SATELLITE CHANNELS AND CIRCUITS WITHIN THE SCOPE OF THIS OPERATION, INCLUDING THOSE OF DEPLOYING UNITS. CONTACT SUPPORTED STRATEGIC COMMANDER COMMUNICATIONS OFFICER FOR IMMEDIATE SUPPORT FOR RESOLUTION AND SOURCING.

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DECL/OADR

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APPENDIX 6

HUMANITARIAN ASSISTANCE / DISASTER RELIEF (HA/DR)

CONCEPT OF OPERATIONS (CONOPS) TEMPLATE

1. **Purpose.** The following CONOPS template is designed to be as the basis for a bilateral arrangement between the militaries of the Affected State (the State upon whose territory persons or property are affected by a disaster) and an Assisting State (a State providing disaster relief or initial recovery assistance).
- 1.1. If there are more than one Assisting States providing military support, then the Affected State can use this template as a basis for bilateral arrangements with all Assisting States.
- 1.2. This CONOPS template is not meant to be a multi-lateral document.
- 1.3. This CONOPS template is not intended to be used in situations where there is significant, on-going conflict between the Affected State government and other parties.
- 1.4. This template should be modified to suit the individual countries involved. The key elements of the document are included in this template. Explanations of content that should be in a respective section of **elements which may have to be amended and/or revised are indicated within by italicized text within bold brackets**. For example - [*needs amending or revision*].

=====

Headquarters
(Affected State) Armed Forces

Headquarters
(Assisting State) Armed Forces

**(Affected State)-(Assisting State) MILITARY HUMANITARIAN ASSISTANCE
AND DISASTER RELIEF (HA/DR) CONCEPT OF OPERATIONS (YEAR)**

REFERENCES: This section should include references specific to the signatory countries and any regional organization mechanisms which apply and other suggested references:

- (a) (Affected State) National Disaster Management Organization (NDMO) National Disaster Management Plan
- (b) (Affected State) Military Disaster Response Plan
- (c) Other Disaster Management and Emergency Response Documents of (Affected State)
- (d) (Assisting State) Foreign Disaster Assistance Guidance/Plans
- (e) Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (IDRL Guidelines) (30 November 2007)
- (f) Civil-Military Relationship in Complex Emergencies (IASC Reference Paper, 28 June 2004)
- (g) Guidelines on the Use of Foreign Military and Civil Defence Assets in Disaster Relief (Oslo Guidelines, November 2006 with Revision 1.1 of November 2007)
- (h) Civil-Military Guidelines and Reference for Complex Emergencies (7 March 2008)
- (i) Guidelines on the Use of Military and Civil Defence Assets to Support United Nations Humanitarian Activities in Complex Emergencies (MCDA Guidelines) (March 2003 with Revision I of January 2006)
- (j) Guidelines on the Use of Military or Armed Escorts for Humanitarian Convoys (14 September 2001)(k)
- (k) Multinational Force Standing Operating Procedures (MNF SOP) (Version 2.5, January 2010)
- (l) Draft Guidelines-Facilitation of Foreign Military Assistance to Disaster Relief Operations in the Asia-Pacific Region (currently being developed under auspices of UN OCHA)

1. **SITUATION.**

- 1.1. **General** [*This section covers basic background information and a synopsis of military support to disaster response. It should be tailored to the specific Affected State and Assisting State*].
- 1.1.1. The (Affected State) is subject to high risk of natural disasters due to [*provide country-specific reasons such as location, geography and similar factors*].
- 1.1.2. This Concept of Operations (CONOPS) describes the overall framework for disaster management and emergency response in the (Affected State) for situations when the needs of the affected population exceed the capacity of the (Affected State), the humanitarian community and other nonmilitary responders, and when foreign military assistance is requested (or offered and accepted) to support humanitarian assistance and disaster relief (HA/DR) in large scale natural and/or technological disasters in the (Affected State). References (a) through (c) guide primary relief efforts in the (Affected State). This CONOPS provides prescriptive guidance to military joint task forces (JTFs) from the Armed Forces of the (Affected State) and the Armed Forces of the (Assisting State) for the organization and conduct of HA/DR operations within the broader framework for response in the (Affected State). (Assisting State) forces shall be guided by references (d) through (k), (Assisting State) Plans and Orders and this CONOPS.
- 1.1.3. Military support in HA/DR operations should most likely be of short duration and limited scope, based on the requests of the (Affected State), the capabilities of assisting nations, and the requirement to support civil authority in assisting with meeting immediate needs in the emergency phase. Local and national agencies, to include the (Affected State's) military, should be involved initially and until the need for HA/DR ceases. International agencies and the UN should also be providing assistance prior to arrival of assisting states' military forces and generally remain for recovery and reconstruction after foreign militaries depart. As the mission proceeds over time, the capabilities of the affected state and the civilian relief community increase, thereby decreasing the need for foreign militaries. (Assisting State) military forces should generally be involved in the Emergency Response phase only until the point at which the needs can be met by the affected state and the humanitarian community. Foreign militaries then are able to disengage from these tasks and transition to redeployment or other tasks. During the Recovery phase, the (Affected State) may require expertise that an (Assisting State) military force can provide. In this situation, and with an agreement between the (Affected) and (Assisting State), (Assisting State) military forces may remain for a longer period of time. Requirements for long-term rehabilitation and reconstruction are a host nation responsibility and may be supported by other (non-defense) government agencies. See reference (k) for more detailed procedures for the planning and execution of military assistance in HA/DR operations.
- 1.1.4. The framework for disaster management and emergency response in the (Affected State) is comprised of up to four key elements in major disasters (see Figure D-1-C-6.1) [*Modify diagram to reflect country-specific composition*]:

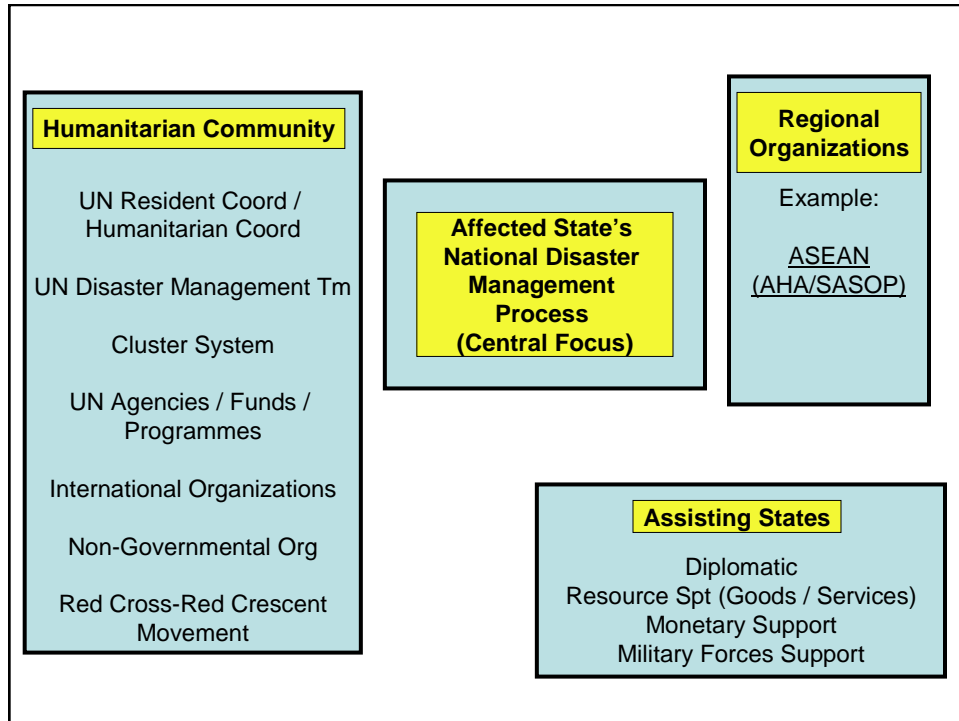


Figure D-1-C-6.1: The Framework for Disaster Management and Emergency Response in the (Affected State)

- i. The **national focal point** for disaster management and emergency response (lead agency) for the Government of the (Affected State) is the National Disaster Management Organization (NDMO) – *[indicate actual agency and provide sufficient detail relevant to military forces supporting the NDMO]*.
 - ii. (Affected State) and the affected population are supported by the humanitarian community which is comprised of: agencies, funds, and programmes from the United Nations; international and local nongovernmental organizations; international organizations; and the Red Cross / Red Crescent Movement.
 - iii. *[Indicate if the (Affected State) is a member of a regional organization. For example: As a member of (ASEAN (Association of Southeast Asian Nations) or other regional organization), (Affected State) is also supported by, and supports, the disaster management and emergency response framework of this regional organization as articulated in references (indicate references)]*.
 - iv. Finally, in significant disasters, the (Affected State) may request, or accept, offers of humanitarian assistance from assisting (foreign) states, including assistance from foreign militaries, as a last resort, consistent with the (Affected State)'s and (Assisting State)'s laws.
- 1.2. Area of Operations (AO).** The determination of the Assisting State military forces AO is situation-dependent and requires coordination with the Affected State. The sovereignty of the Affected State must be respected at all times. Factors for consideration when determining the AO include:
- 1.2.1. Considerations of the Affected State, including existing treaties, if any, and political and security issues.
 - 1.2.2. Size of the affected area.
 - 1.2.3. Affected State infrastructure (air and sea ports, transportation networks) condition and availability to Assisting State military forces.

1.3. Threats- Disasters

- 1.3.1. “Disaster”. Disaster means a serious disruption of the functioning of society, which poses a significant, widespread threat to human life, health, property or the environment, whether arising from accident, nature or human activity, whether developing suddenly or as the result of long-term processes.
- 1.3.2. Declared national emergency disasters present significant challenges to responders. The impact on the societal structure of the affected state may be significant and can involve the deterioration of law and order, the reduction or absence of valuable governmental services, the disruption of commerce, and the alienation that results from the degradation of media capabilities. Contributing to the complexity of responding to, and operating in, a designated disaster area are those factors that address international law, national sovereignty, regional organizations, national decision-making processes, and competing national and international assets.
- 1.3.3. Natural Disasters. Naturally occurring terrestrial or hydro-meteorological phenomenon (e.g., earthquakes, mudslides, typhoon, floods, tsunamis, etc.).
- 1.3.4. Human Activity-related Disasters. Actions, intentional or unintentional, that pose a significant, widespread threat to human life, health, property or the environment (e.g., disasters resulting from chemical, biological, radiological, and nuclear [CBRN] or toxic industrial material [TIM] effects [refer to [MNF SOP Part C, Chapter 9: CBRN-TIM](#) and [Part D, Chapter 1: CBRN-TIM Consequence Management](#)]).

1.4. Disaster Management and Emergency Response Mechanisms. Major actors in Disaster Management and Emergency Response are outlined below. Detailed contact information is contained in ANNEX 3 – Key Points of Contact and ANNEX - Links.

- 1.4.1. **(Affected State).** *[This section should include specific information on the Affected State’s Disaster Management / Emergency Response system that enable Assisting State military forces to maximize their support].*
 - i. **National Disaster Management Organization (NDMO).** The national focal point and lead agency for disaster management and emergency response within the (Affected State). *(Describe the role of the NDMO. Provide charts and diagrams as appropriate).* Membership in NDMO is from the following:
 - i-i. Ministers of the Ministries of (indicate ministries and the scope of their responsibilities);
 - i-ii. Director of the (Affected State)’s National Red Cross / Red Crescent society;
 - i-iii. Director of (Affected State)’s Civil Defense Organization *(if any)*.
 - i-iv. (Description of role Affected State’s military in disaster response operations.)
 - ii. **Regional and Local Disaster Management Agencies** (if (Affected State) has regional agencies). Coordinates the activities of all national government agencies assigned to a particular administrative region. (Indicate organization and general roles).
 - iii. **Other (Affected State) Civil Governmental Agencies**
 - iii-i. Indicate other organizations and agencies that have a specific role in HA/DR, such as police, constabulary, coast guard.
- 1.4.2. **Humanitarian Community.** *[The humanitarian community supports HA/DR in the Affected State. This section should list specific humanitarian organizations and the roles they play in disaster response in the Affected State. Key categories of humanitarian community actors are shown below. Annex 5 provides a detailed listing of organizations which may be present in the Affected State].*

- i. **United Nations (UN).** *[If the Affected State has a UN Country Team, the UN Resident Coordinator/Humanitarian Coordinator functions as the leader of the UN Country Team / UN Disaster Management Team; the RC/HC is a key individual for HA/DR and is responsible for coordinating all in-country and assisting international UN humanitarian efforts in the Affected State].*
 - ii. **Red Cross / Red Crescent Movement.** *The Affected State's Red Cross / Red Crescent Society. The National Red Cross / Red Crescent Society performs many tasks, including interfacing its other emergency welfare services (warning, rescue, evacuation, medical, nursing, first-aid, ambulance, and social services) with the activities of member-agencies at all levels. Also provides tracing services (local and foreign) during emergencies].*
 - iii. **International Organizations (IOs).** A key IO is the International Organization for Migration (IOM), an intergovernmental organization to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, be they refugees, displaced persons or other uprooted people. IOM is the Lead Agency for the Camp Coordination and Management Cluster in (Affected State); the appropriate (Affected State) ministries and the appropriate ministry is the (Affected State) lead.
 - iv. **Nongovernmental Organizations (NGOs).** Legally constituted organizations created by private persons or organizations with no participation or representation of any government, in this case for humanitarian purposes.
- 1.4.3. **Regional Organizations.** Regional organizations may have a role in coordinating member Assisting State military support to an Affected State. The specific procedures must be incorporated in the overall efforts of the Humanitarian Community and non-regional organization Assisting States. ANNEX 6 contains examples of regional organizations.
- 1.4.4. **(Assisting States) Government**
- i. **(Assisting State) Embassy / Chief of Mission.** *(Include specific duties of the (Assisting State), in particular its formal relationship and C2 mechanisms with the Assisting State military forces supporting the Affected State. Duties vary and may include):*
 - i-i. Declares a disaster via a disaster declaration cable
 - i-ii. Provides emergency funds or other immediate support to Affected State
 - i-iii. Requests /coordinates assistance from other governmental agencies
 - i-iv. Provides oversight / supports Assisting State military support
 - i-v. Provide accountability for its donations / assistance to the Affected State
 - ii. **Other elements of the (Assisting State) government** may also be tasked to support the disaster relief efforts. Include how these other elements coordinate or are linked with the Assisting State military forces
- 1.4.5. **Military Forces**
- i. **(Affected State) Military Forces.**
 - i-i. (Affected State) Military Forces. *[Indicate role of the (Affected State) Military Forces in disaster response. For example: The (Affected State) military forces augment civil government resources to provide security in disaster areas and provide assistance in the reconstruction of roads, bridges and other structures, and transportation facilities for rapid movement of relief supplies and personnel and for the evacuation of disaster victims. Be as specific as is necessary to maximize Assisting State military forces support].*

i-i.i. (Affected State) military forces: In support of NDMO per appropriate laws and procedures of the (Affected State). *[Describe how the Affected State military supports the NDMO in sufficient detail for Assisting State military planners to effectively plan and support the Affected State]*.

i-i.ii. HQ (Affected State) military forces. *[Specify military forces and the organizational structure that respond to disasters. For example: The (Affected State) Military designates a Disaster Response Task Force (DRTF) and DRTF Commander to provide general direction and control over all (Affected State) military forces disaster operations. Include details on the relationship between the Affected State military forces and the NDMO and other civil organizations]*.

i-i.iii. *[Designate specific HQs and units and provide information as follows either in this section or in Appendix 5]*.

i-i.iv. *[List standing forces available for immediate disaster response if appropriate, or list standing HQ that have these responsibilities]*.

i-i.v. *[List supporting services, commands, agencies, as appropriate]*.

ii. (Assisting State) Military Forces

ii-i. *[Indicate the senior (Assisting State) military HQ that shall plan and oversee HA/DR support. For example ☺ Commander, (Assisting State) senior military command, at the request and in support of (Assisting State), conducts Humanitarian Assistance and Disaster Relief support operations within the designated AO to alleviate human suffering and loss of life in support of the (Affected State)]*.

ii-i.i. *[Indicate the task force that is actually conducting HA/DR operations]*.

ii-i.ii. *[Indicate (Assisting State) supporting military services, commands, agencies, as appropriate]*.

1.4.6. Other (Assisting States) (foreign government civil and military)

i. *[Include other (Assisting States) development agencies (e.g., AusAID; Japan International Cooperation Agency [JICA]; etc.) that would be expected to support (Affected State's) disaster response]*.

ii. *[Include other (Assisting States) Militaries]*.

1.5. Facts

1.5.1. *[Include known facts that impact the activation of this CONOPS and deployment and employment of Assisting State military forces. For example:*

i. *The (Affected State) and the (Assisting State) have a Status of Forces Agreement that shall allow foreign military and civilian personnel into the country to conduct disaster relief operations]*.

1.6. Assumptions

1.6.1. *[List assumptions necessary for the planning and execution of this CONOPs. Examples include:*

i. *The (Affected State) has declared a state of national emergency.*

ii. *The (Affected State) has requested and accepted assistance from foreign countries, or has accepted offers of assistance from foreign countries.*

iii. *The (Assisting State) Chief of Mission (or Assistant Secretary of State for countries without a diplomatic presence) has submitted a disaster declaration cable to the (Assisting State).*

- iv. *The (Assisting State) Ministries of State and Defence have coordinated in accordance with (Assisting State) procedures regarding foreign disaster response.*
- v. *The (Affected State) shall provide security in the disaster area for (Assisting State) forces and humanitarian organizations.*
 - v-i. *(Assisting State) forces always retain the inherent right and obligation to exercise unit and individual self-defense in response to a hostile act or demonstration of hostile intent.*
 - v-ii. *The (Affected State) shall grant all necessary over flight, landing, and basing clearances]*

2. **MISSION.** *[The mission statement that is clear and concise and addresses “who, what, when, where and why” for the Affected State and Assisting State Military forces. For example:*

On order, the (Affected State) military forces and (Assisting State) military forces conduct humanitarian assistance and disaster relief operations in the (Affected State) in support of their respective lead governmental agencies and in cooperation with the humanitarian community and (Regional Organizations as applicable) and other Assisting States, to save lives and alleviate human suffering.]

3. **EXECUTION.**

3.1. **Operational Intent.** *[This section explains the commanders’ intent on what they intend to accomplish, how they intend to accomplish it, and what the expected end state conditions are for successful completion of the mission. This section elaborates the Mission Statement and provides general insight into the commanders’ thinking and serves as guidance for further detailed planning and subsequent execution. The Operational Intent section includes three parts].*

3.1.1. **Purpose.** *Explain exactly what the Affected State and Assisting State military forces are supposed to do. An example of a Purpose paragraph is:*

- i. *Conduct a coordinated response to large-scale disasters in the (Affected State) within the framework of disaster management and emergency response mechanism established by the (Affected State), and as supported by the humanitarian community and regional organizations as applicable (e.g., ASEAN), with (Affected State) military forces and (Assisting State) military forces providing complimentary and supportive capabilities and efforts to requests for assistance at the direction and guidance of the (Affected State) NDMO and (Assisting State) foreign disaster response agency, as applicable.]*

3.1.2. **Method** *[Describe how the Affected State and Assisting State military forces are supporting disaster relief operations. How the Assisting State military forces support the Affected State must be clearly stated here. An example of the Method section is:*

- i. *(Assisting State) military assets provide support to (Affected State) with support unique in capability and availability to HA/DR efforts.*
- ii. *Operations are in support of the (Affected State) through (Assisting State) foreign disaster response agency (if applicable) as coordinated by the (Affected State) NDMO, to help meet the needs of the affected population in reducing further loss of life, alleviating human suffering, and mitigating the effects of the disaster.*
 - ii-i. *Military Operations support a integrated (Assisting State) approach, in coordination with the (Assisting State) Embassy and in support of the (Assisting State) foreign disaster response agency (if applicable).*
 - ii-i-i. *Upon request and acceptance of assistance by the (Affected State), the (Assisting State) JTF may engage in any or all of the following activities, as appropriate.*
 - ii-i-ii. *Quickly deploy liaison officers and assessment teams to the (Affected State).*

- ii-i-iii. *Establish a supporting relationship to (Assisting State) foreign disaster response agency (if applicable).*
- ii-i-iv. *Affect liaison with the (Affected State) military forces LNO at the (Affected State) NDMO; and*
- ii-i-v. *Integrate with (Affected State) and international assessment efforts to help define the scope of the disaster.*
- ii-i-vi. *Provide advice on (Assisting State) military capabilities available to support requests for assistance validated by (Assisting State) foreign disaster response agency (if applicable).*
- ii-i-vii. *Delineate (Affected State) military forces/ (Assisting State) military coordination efforts within the designated disaster area.*
- ii-i-viii. *Support the integration of Assisting State civil and military, and international relief efforts.*
- ii-ii. *(Affected State) and (Assisting State) rapidly deploy forces with the required capability, as requested by the (Affected State) , to quickly establish operational and logistics architectures that posture (Affected State) and (Assisting State) military forces to respond to immediate relief operations while concurrently building the capacity for sustainable support, if required.*
- ii-iii. *If required, (Affected State) and (Assisting State) military forces may establish a Multinational Force Coordination Center (MNCC) to coordinate (Affected State) and Assisting State) military-to-military efforts in support of the (Affected State) NDMO, regional partners, and the humanitarian community. The MNCC should only be established if coordination requirements exceed the capability and capacity of liaison officers to coordinate military-to-military efforts.*
- ii-iv. *Incrementally decrease military support for relief operations in consonance with NDMO and (Assisting State) Embassy assessments that the (Affected State) is meeting the demand for relief supplies to the critical population and in accordance with a reduction in requests for Assisting State military capabilities as validated by NDMO and (Assisting State)].*

3.1.3. **End State.** *[This paragraph should describe the desired situation (conditions) in the Affected State after the Assisting State military has provided its requested support. An example is:*

- i. *Crisis response efforts requiring (Assisting State) military's unique capabilities are terminated by the (Assisting State) Chief of Mission and (Assisting State) as validated requests for emergency humanitarian assistance and disaster relief need are reduced to a level that can be met by the (Affected State), to include the (Affected State) military forces JTF, and the humanitarian community.]*

3.2. Concept of Operations

3.2.1. Initiation. Foreign Military support of HA/DR operations may be conducted when the following conditions have been satisfied:

- i. (Affected State).
 - i-i. (Affected State) requests foreign military assistance.
 - i-ii. (Affected State) accepts offer of foreign military assistance.
- ii. (Assisting State). *[This section must be country-specific and detailed].*
 - ii-i. Declaration of a disaster by the (Assisting State) Chief of Mission after determining that the disaster satisfies Assisting State criteria for providing military support (*cite and appropriate reference*).
 - ii-ii. *[Describe procedures for Affected State requesting Assisting State military support, to inform Assisting State military planners].*

3.2.2. Phasing. Phasing can be time-based, condition-based or a combination of the two. This CONOPS template suggests using the five phases as described below. Phasing may not always be sequential. Some operations continue while others are terminated or resumed by civil agencies or humanitarian community organizations.

i. Phase I – Crisis Assessment and Preparation

i-i. Begins with the identification of a crisis, the assessment of HA/DR requirements and early development of an end state and transition plan.

i-ii. Ends with the publication (or no publication) of an order to deploy forces in support of (Affected State) HA/DR operations. The order should be developed and coordinated with appropriate (Assisting State) agencies.

ii. Phase II – Deployment

ii-i. Begins with the publication of an order to deploy forces in support of (Affected State) HA/DR operations.

ii-ii. Ends when all forces are postured to conduct operations.

iii. Phase III – Mission Operations

iii-i. Begins with the commencement of HA/DR activities.

iii-ii. Ends when HA/DR activities have been terminated by competent authority or are assumed by civil agencies or humanitarian community organizations.

iv. Phase IV – Transition

iv-i. Begins with the execution of a transition plan. Transition planning must commence during Phase I and needs to be done in coordination with appropriate Assisting State agencies to facilitate seamless transition to the appropriate agencies.

iv-ii. Ends when an operation has been handed over to another organization. This may be influenced or determined by one or more of the following indicators have been met:

iv-ii-i. Decrease in the overall requirements of HA/DR in the affected region;

iv-ii-ii. Reduction in the requirement for (Assisting State) military support;

iv-ii-iii. Increase in the capacity of the Humanitarian Community to conduct HA/DR operations currently conducted by the Assisting State military forces;

iv-ii-iv. Specific dates or conditions, as determined by the Affected State or Assisting State

v. Phase V – Redeployment

v-i. Begins as forces start to redeploy.

v-ii. Ends when all deployed assets return to home station or are reassigned to another area.

3.3. **Key Tasks.** Key tasks are those specified and implied tasks that are required to be accomplished in order for the Affected State and Assisting State military mission stated by this CONOPS to succeed. Key tasks include the following. *(Modify and add to this list as appropriate for the Affected and Assisting States):*

3.3.1. Exchange liaisons at the earliest possible opportunity.

3.3.2. Support needs assessments within existing national and international efforts.

- 3.3.3. (Affected State) military forces JTF shall coordinate the requirements for security of all military forces, national and international agencies operating in the disaster area with the designated (Affected State) agency.
- 3.3.4. Assisting State supports the Affected State establishing a mechanism to coordinate Affected State and Assisting State military force efforts, such as a Multinational Force Coordination Center (MNCC), and other coordination mechanisms, if required.
- 3.3.5. Establish or assist establishment of appropriate information sharing architecture between Affected State, Assisting State, and other assisting actors, linked to existing information sharing mechanisms (reference Virtual OSOCC, ReliefWeb, etc.).
- 3.3.6. Establish and conduct complimentary and supportive information-sharing portals within existing international and national disaster information-sharing networks as the basis of crisis response coordination and communication.
- 3.3.7. Emphasize (Affected State) lead and international community support as a major strategic communication theme.
- 3.3.8. Establish operations and logistics architecture to rapidly respond and sustain relief operations.
- 3.3.9. Establish aviation collaboration and coordination mechanisms to coordinate military-to-military and civil-military traffic.
- 3.3.10. Deploy and position military assets to meet validated (Affected State) requests for assistance.
- 3.3.11. Build and maintain cooperation and coordination with national efforts.
- 3.3.12. Conduct transition (disengagement) of military relief activities in a supportive fashion that allows continued recovery and reconstruction operations by the (Affected State) and humanitarian community with minimal adverse impact.
- 3.3.13. Redeploy forces to home station.

3.4. Cluster Approach

- 3.4.1. *[In an Affected State with a robust UNCT presence, the cluster approach system probably should be utilized. If so, describe how Assisting State and NDMO are linked to the cluster approach system. Include the designation of cluster leads and terms of reference at the national and provincial level].*
- 3.4.2. Adoption of this approach is intended to better synchronize meeting humanitarian needs with the cluster approach adopted by the international humanitarian community. This approach intends to better organize humanitarian efforts with more comprehensive needs-based relief and protection.
- 3.4.3. The cluster approach categorizes needs into clusters (or functional requirements).
- 3.4.4. This approach should not significantly impact military support to HA/DR operations other than to possibly provide a different method to categorize needs since requirements still need to be validated per procedures contained in reference (k). Further information on the Cluster Approach may be <http://www.humanitarianreform.org/>
- 3.4.5. The chart below shows clusters and cluster leads. *(Cluster leads are country-specific and needs to be tailored to the Affected State).*

Sector / Cluster	IASC Cluster Lead
Food	WFP
Non-food Items (NFIs)	To Be Confirmed
Camp Coordination/ Management	IOM
Emergency Shelter	IOM
Protection	TBC
Permanent Shelter	TBC
Livelihood	UNDP
Water, Sanitation & Hygiene	UNICEF
Health	WHO
Nutrition	UNICEF
Psychological Services	WHO
Logistics	WFP
Emergency Telecommunications	UNICEF
Education	UNICEF
Agriculture	FAO
Early Recovery	UNDP

Figure D-1-C-6.2: Draft Cluster Sectors and Leads

3.5. Request for Assistance (RFA)

3.5.1. Requests for assistance originate from several sources: internally from the (Affected State) NDMO and regional/local disaster management agencies; externally from UN agencies/funds/programmes, IOs, NGOs, donor organizations and assisting states.

- i. Regardless of the initial source of the RFA, RFAs for military assets must be validated by the (Affected State) NDMO.
- ii. *[Assisting State may require that RFAs for military assets must first be vetted through their own diplomatic or foreign disaster assistance channels or other agencies. If so, describe those procedures in this section.]*
- iii. *(Assisting State push packages: Some Assisting States may have pre-staged emergency relief packages ready to deploy immediately upon acceptance of international assistance by Affected State, but before initial needs assessments and analyses have been conducted. These push packages must be accounted for in the RFA process).*
- iv. The RFA process and RFA form for use at operational and tactical level is discussed in detail in Reference M (HA/DR Annex).

3.5.2. The (Affected State) military forces shall provide assistance within its own capabilities per paragraph (2) below. The (Assisting State) military shall provide assistance under the guidance in paragraph (3) below.

3.5.3. (Assisting State) military assistance to (Affected State) military forces in particular and (Affected State) in general might also have to be coordinated by or provided through the Assisting State diplomatic or foreign disaster assistance channels or other agencies.

3.5.4. (Assisting State) military:

- i. If applicable, (Assisting State) diplomatic or foreign disaster assistance channels should validate the humanitarian requirements and approve and prioritize any external requests for assistance (RFAs).
- ii. (Assisting State) military forces generally provide niche capabilities that support the (Affected State) and humanitarians as the primary providers of relief. This section should list the military support to be provided.. Military support should be provided in the following priority:
 - ii-i. : Provide **infrastructure support** with general services (road repair, debris clearance, airspace management, and power generation) that facilitate relief by the affected state and assisting humanitarian actors, but are not necessarily visible to or solely for the benefit of the affected population.
 - ii-ii. : Provide **indirect assistance** to the affected population in the form of activities such as transporting relief goods or relief personnel to the disaster location, for delivery of relief by the relief personnel of the affected state and assisting humanitarian organizations.
 - ii-iii. : Provide **direct assistance** such as face-to-face distribution of goods and services.
- iii. (Assisting State) military support in disaster response in other-than-in extremis terms depletes limited (Assisting State)military resources and diverts personnel and material from core military missions, and should be completed when requests for military assistance are no longer validated by (Assisting State) and as needs are met by the (Affected State) and other responders.

3.6. Coordinating Instructions

3.6.1. Rules of Engagement (ROE)

- i. (Affected State) military forces: (Indicate appropriate (Affected State) military forces documents or key ROE measures. Documents must be included in Reference section).
- ii. (Assisting State) JTF: (Indicate appropriate (Assisting State) military forces documents), and any key mission-specific ROE.
 - ii-i. Final Assisting State ROE must be coordinated with Affected State.

3.6.2. Strategic Communication (SC). Should be coordinated between the (Affected State) and (Assisting State) with the main theme stressing (Affected State) coordinated and (Assisting State) supported humanitarian assistance and disaster relief operations to meet the humanitarian imperative of reducing further loss of life, alleviating human suffering, and mitigating the effects of the disaster. Major themes include transparency of Assisting State military forces and stress that Assisting State forces shall redeploy when their assistance is no longer required.

3.6.3. Public Affairs (PA). Report factually on relief operations and support SC as promulgated by the (Affected State).

3.6.4. Communications between Affected and Assisting State. Immediately establish communications between Affected and Assisting State militaries, civil agencies, diplomatic offices and the humanitarian community at all appropriate levels.

3.6.5. Information Sharing. Immediately establish unclassified information sharing architecture and procedures among Affected and Assisting States civil agencies (as appropriate) militaries and Humanitarian Community actors. (See reference M, HA/DR annex for details on what information should be shared)

3.6.6. Uncompleted HA/DR tasks: If there is a time-restriction and Assisting State has not completed its tasks, it needs to coordinate its unfinished tasks with Affected State or other actors.

3.6.7. Security / force protection considerations: Ensure security and force protection issues are developed and coordinated among Affected State and Assisting State military forces.

4. **ADMINISTRATION AND LOGISTICS**

This section should describe how the military forces are sustained in the field.

5. **COMMAND AND SIGNAL**

5.1. **Command, Control, Cooperation, and Coordination Relationships**

5.1.1. **Civil-Military Coordination and Cooperation**

- i. Relationships with other governmental agencies ((Assisting State) and those of other nations) and international agencies (UN and alliance structures) should be marked by a degree of formality that may duplicate or at least resemble a supported and/or supporting command relationship.
- ii. For unity of effort, it must be clearly recognized by all that the Affected State has the lead for all coordination and cooperation, and is supported by entities of the Assisting State and assisting humanitarian organizations.
- iii. Likewise, it is important to recognize the support role played by military forces to lead civilian agencies and the authorities exercised by each.
- iv. In the HA/DR environment, it is imperative that any interagency structure relationships be clearly understood by the military before commencement of HA/DR support operations.
- v. A transition (disengagement) plan is essential when withdrawing (Assisting State) military capabilities that have been supporting HA/DR operations . Transition planning must begin as early as possible in the planning cycle for HA/DR operations and the plan must also be fully coordinated by and with (Assisting State) and the (Assisting State) diplomatic organizations with the (Affected State).

5.1.2. **Military Command Relations**

- i. *[Recommended Command and Control (C2) procedures are outlined in sub-paragraphs below. Specific C2 architecture should be explained in detail in actual document]*.
 - i-i. Two-Tier Command and Control. Both (Affected State) military forces and (Assisting State) forces operate under a two-tier command and control system with (Affected State) military forces senior HQ and (Assisting State) military forces senior HQ (Tier I) commanding subordinate (Affected State) and (Assisting State) military forces-such as a joint task force (JTF) (Tier II), respectively.
 - i-ii. Parallel ((Affected State) military forces and (Assisting State)) military forces. Under a parallel command, no single force commander is designated. The (Affected State) and (Assisting State) military leadership must develop a means for coordination between the two separate forces to attain unity of effort. This can be accomplished through the exchange of liaison officers and/or the establishment of coordination centers.
 - i-iii. (Assisting State) commanders retain Tactical Control for Force Protection (TACON for FP) of (Assisting State) military personnel and elements and ultimate responsibility to ensure security measures are commensurate with the threat and mission requirements.
 - i-iv. (Assisting State) military support may be organized as a JTF or under a lead service component arrangement or other similar command arrangement under the (Assisting State) senior HQ. If Assisting State forces are not organized as a JTF, sufficient guidance shall be promulgated regarding authorities of the operational (Assisting State) Commander and the (Assisting State) military force's relationship with the (Affected State) military forces under this CONOPS. Barring amended instructions, (Assisting State) forces operating under this command arrangement shall adhere to guidance contained in this CONOPS to the maximum extent practicable.
- ii. The (Assisting State) military forces should redeploy capabilities no longer required to meet validated requests by the (Affected State) or (Assisting State) foreign disaster response agency. In certain instances, competent (Assisting State) authority with (Affected State) approval may task some JTF units

to assist in follow-on operations. In this instance, the (Assisting State) JTF structure, liaison officers and /or the MNCC may no longer be required to provide necessary command and control and coordination of the remaining (Assisting State) units. During the transition phase, transfer of command and control, coordination and other oversight responsibilities must be planned. Organizations/agencies with the (Assisting State) Embassy can provide these coordinating functions (these organizations /agencies should be indicated).

iii. Liaison

iii-i. The primary task of the liaison officer is to ensure the rapid and efficient flow of relevant information between headquarters / relevant agencies. Liaison should be established at all levels (strategic, operational, and tactical) as appropriate to ensure the maximum exchange of required information.

iii-ii. Liaison is often accomplished through the use of liaison teams. These teams must be knowledgeable about the structure, capabilities, logistics, C4I systems (Command, Control, Communications, Computers, and Intelligence), and planning methods that are employed within their commands. Personnel liaison requirements must be identified early during the planning process and staffed accordingly. Team members should be language qualified or provided interpreter support.

iii-iii. Once liaison is established, liaison teams become the direct representatives of their respective commanders. Their use enhances understanding of any situation that may have been distorted by the filters of other national agencies and levels.

iv. Multinational Coordination Center (MNCC) [*if determined to be necessary by Affected State and Assisting States military forces*].

iv-i. The primary purpose of a MNCC is to facilitate military to military cooperation and coordination between the military JTFs in support of the NDMO and regional and local disaster management agencies and (Assisting State) ((Assisting State) foreign disaster response agency) to help achieve unity of effort in the response.

iv-ii. MNCC operations should be limited such as not to usurp the proper coordination mechanisms of the affected state's national disaster management system and the MNCC should confine coordination to providing support to civilian efforts by coordinating multilateral military unique capabilities.

iv-iii. The MNCC should only be established if liaison mechanisms or other Affected State coordinating mechanisms (such as the NDMO or the Affected State military command operations center) are insufficient to assist in military to military coordination. While the MNCC is a proven means of improving coordination between parallel military efforts and with the humanitarian community in major operations, its utility may be duplicative in less demanding operations. The decision to establish a MNCC must be decided early in planning through coordination with appropriate civilian agencies.

iv-iv. An initial organizational structure may be the use of the (Affected State) and Assisting State military forces disaster assessment and response teams, and Multinational Planning Augmentation Team (MPAT) planners.

iv-v. The Affected State military should provide the director for the MNCC.

iv-vi. If other assisting states' (foreign) military assistance is provided, these other military forces should send liaison personnel to the MNCC. If other organizations are established elsewhere to coordinate regional military support to the (Affected State) (such as the ASEAN AHA Centre), they should also send a liaison officer.

iv-vii. Refer to [Part B, Chapter 2: MNCC for details on the MNCC's operation](#).

iv-viii. Key Tasks

- iv-viii-i. Coordinate military support of needs assessments with the NDMO and (Assisting State) diplomatic or foreign disaster assistance agencies.
- iv-viii-ii. Avoid duplication of assets and capabilities to the greatest extent possible.
- iv-viii-iii. Prioritize military support in support of NDMO.
- iv-viii-iv. Establish liaison with NDMO and designated affected state civil government, relief agencies, and military, and other parties as determined necessary.
- iv-viii-v. Facilitate the establishment of an unclassified local area network, internet, and email network for external communication and information sharing among all militaries, the NDMO and (Assisting State) embassy or diplomatic offices, and other international organizations, as necessary.
- iv-viii-vi. Coordinate unique military support requirements between the Affected State and Assisting State forces; e.g., support areas, deconfliction of airspace, movement of forces, and logistics assets.
- iv-viii-vii. Develop appropriate transition, engagement, and disengagement criteria and a transition plan for withdrawal of military support.
- iv-viii-viii. In conjunction with the NDMO coordinate and deconflict non (Affected State)-(Assisting State) military assistance and support, including support coordinated by regional organizations such as the ASEAN AHA Centre.
- iv-viii-ix. MNCC functions may be conducted at tactical levels if multinational forces are working in the same tactical area.

iv-ix. Organizational and Structure Considerations

iv-ix-i. MNCC Director. The MNCC Director should be a senior officer from the Affected State military. The primary duty of the Director is to ensure that the Affected State's request for military support are properly articulated and prioritized for the Assisting State military forces. The MNCC Director has no authority over Assisting State military members of the MNCC.

1. An MNCC Assistant Director should be selected by the Assisting State military members.

iv-ix-ii. The MNCC should develop necessary boards, bureaus, cells, centers and/or work groups (B2C2WGs) to coordinate operations between the JTFs and with civil elements. The exact organization and responsibilities of the cells, and which cells should be created, is dependent upon the nature of the disaster, capability of the Assisting State militaries, NDMO, regional organizations (such as ASEAN), and other international organizations. Following are suggested cells with the minimum required MNCC capabilities:

1. Information Sharing Cell: Information management and sharing, establish local area network and internet connectivity, web site development and maintenance.
2. Public Affairs / Media Cell: Help determine common themes and messages; conduct press conferences as appropriate.
3. Request for Assistance Analysis (RFA) Cell: validate request for military assistance; prioritize assistance, maintain sector or cluster visibility on what military assets can be provided to support DR operations; track and close out RFA. Should include affected state NDMO liaison officer to work RFAs in conjunction with military member.
4. Operational Cell, including but not limited to:
 - a. Situational Awareness Sub-cell.
 - b. Logistics Sub-cell.

c. Planning Sub-cell

iv-ix-iii. If MNCC is not located in Affected State, but rather in a neighboring Assisting or Transit State, use of Defence attaches or similar officials may be used to coordinate foreign military support.

iv-x. MNCC position in the HA/DR environment. Figure D-1-C-6.3 below is a schematic model of the HA/DR environment including the relationship of the MNCC with other HA/DR players. The schematic model should include all appropriate agencies of the Affected State and Assisting States, including development agencies that have a role in disaster recovery.

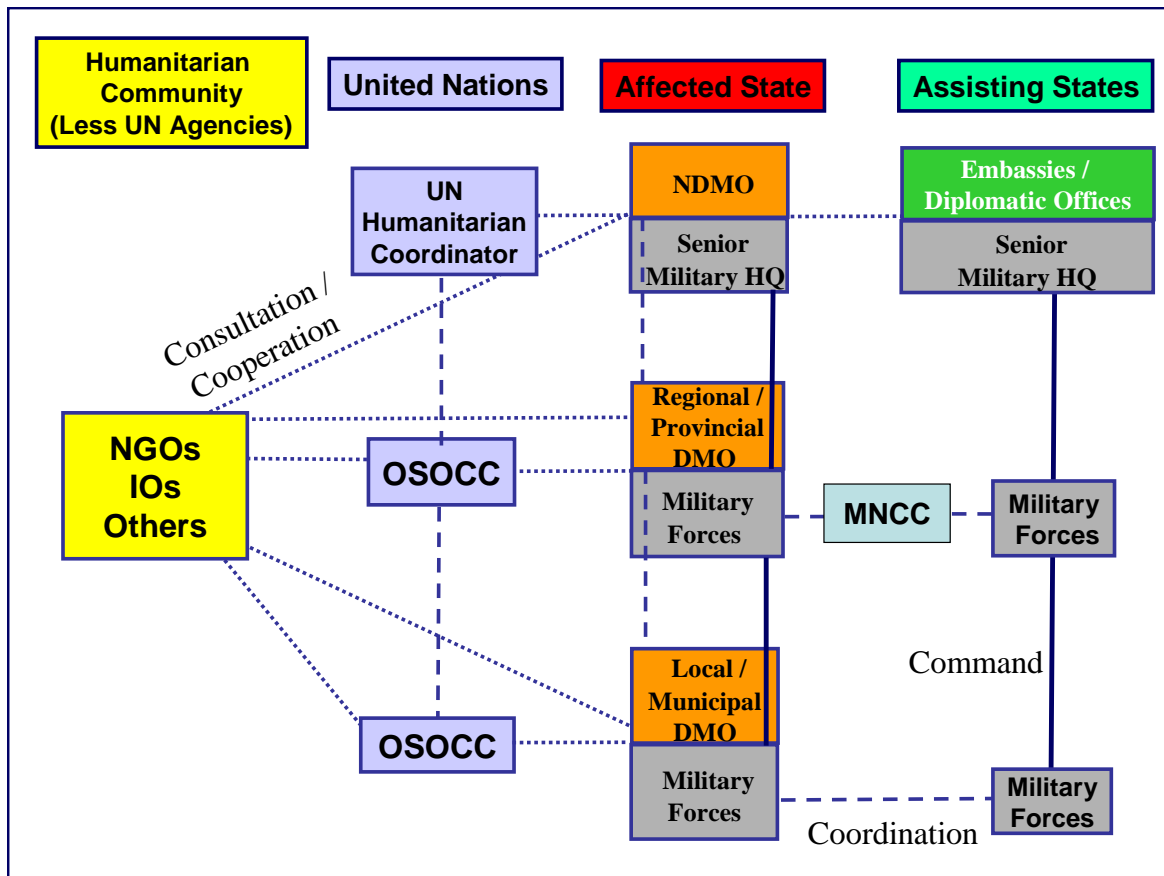


Figure D-1-C-6.3: Civil-Military Command, Control, and Cooperation and Coordination Arrangements Model

5.2. **Communications:** See Reference (k) (MNF SOP) for detailed planning considerations when establishing communications architecture and information management tool to support operating in both a secure and non-secure environment.

5.2.1. **Secure Communications.** Each Assisting State military force may maintain the capability to communicate via national lines over secure voice, data, and video formats. Requirements for secure communication are established by each separate Assisting State military force according to their own requirements.

5.2.2. **Non-secure Communications.** The primary means of communication between the Affected State and Assisting State military forces, NDMO, UN, regional, and other international and nongovernmental organizations participating in the Disaster Relief Operations is normally over non-secure voice and data communications.

i. Information sharing between all parties is critical to maximizing unity of effort. Military command must take the initiative to ensure maximum information sharing with the humanitarian community (e.g., by providing unclassified security information). Security concerns may preclude the military forces from sharing complete operational information. Conversely, some members of the Humanitarian Community

may be reluctant to share some information about their activities for fear of compromising their neutrality and independence, and, thus, the security for their staff and beneficiaries.

ii. Key considerations when establishing a non-secure communication plan to support Disaster Relief Operations:

- ii-i. An unclassified web-based network, to include unclassified email capabilities, to enable planners to pull information from the various relief organizations, and communicate directly with these same organizations must be established. Further, the Affected and Assisting State militaries (through the MNCC) must have the ability to connect with other civilian communications equipment such as mobile and/or satellite telephones. These web portals should be established by the Affected State. If the Affected State is unable to do so, then the Assisting State must do so.
- ii-ii. Capitalize on existing sources of information to include OCHA (through Relief Web, Humanitarian Information Centers, Virtual On-Site Operations Coordination Centers, etc.), NDMOs and other relief organizations, but this information might not be verified or analyzed.
- ii-iii. Information (data) must be timely (containing date-time-groups), as accurate as possible (but not at the cost of undue delay in collection), and in accordance with established standards.
- ii-iv. Maintaining transparency in the information gathering and dissemination process helps foster trust and confidence between the military forces, the NDMO, and the Humanitarian Community. The (Affected State) military forces/(Assisting State) military force commanders, the (Affected State), and the NDMO must work with their relief agencies' counterparts to maximize information sharing.
- ii-v. Security Classifications: There is a need to balance the sharing of information against security classification requirements.
- ii-vi. See Reference (k) (MNF SOP) for additional information on Information Sharing during HA/DR operations.

NAME
(Affected State) Senior
Military Commander

Name
(Assisting State) Senior
Military Commander

Annexes:

- 1 – Key Terminology and Definitions
- 2 – Abbreviations and Acronyms
- 3 – Key Points of Contact
- 4 – Links
- 5 – Humanitarian Community
- 6 – Regional Organizations
- 7 – (Affected State) military forces Regional Commands (or similar breakdown) (map)
- 8 – (Affected State) Regional Disaster Management Agencies (map)

ANNEX 1

Key Terminology and Definitions

Note: The standardization of key terminology and definitions contributes to unity of effort by reducing differences due to language. Terminology and definitions for this concept of operations are derived primarily from sources that are widely accepted internationally for disaster management and emergency response, such as the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (IDRL Guidelines) and the Multinational Planning Augmentation Team (MPAT) Program's Multinational Force Standing Operating Procedures (MNF SOP).

affected state - means the State upon whose territory persons or property are affected by a disaster.

assisting actor - means any assisting humanitarian organization, assisting State or other foreign entity, such as a private company providing charitable relief, or person responding to a disaster on the territory of the affected State or sending in-kind or cash donations.

assisting humanitarian organization - means a foreign, regional or international non-profit entity whose mandate and activities are primarily focused on humanitarian relief, recovery or development.

assisting state - means a State providing disaster relief or initial recovery assistance, whether through civil or military components.

civil military coordination (CMCoord) - is the essential dialogue and interaction between 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. Basis strategies range from coexistence to cooperation with the military, with a strong emphasis attached to coordination as a shared responsibility.

disaster - means a serious disruption of the functioning of society, which exceeds national coping capacities and poses a significant, widespread threat to human life, health, property or the environment, whether arising from accident, nature or human activity, whether developing suddenly or as the result of long-term processes, but excluding armed conflict.

disaster relief - means goods and services provided to meet the immediate needs of disaster-affected communities.

eligible assisting humanitarian organization means an assisting humanitarian organization determined to be eligible to receive legal facilities pursuant to Part V by the originating, transit or affected State, as applicable.

equipment - means physical items (such as vehicles and radios) other than goods necessary to undertake disaster relief or initial recovery assistance.

goods - means the supplies intended to be provided to disaster-affected communities for their relief or initial recovery.

Initial recovery assistance - means goods and services intended to restore or improve, to a defined level, the pre-disaster living conditions of disaster-affected communities, including initiatives to increase resilience and reduce risk, provided for an initial period of time after the immediate needs of disaster-affected communities have been met, as determined by the affected State.

originating state - means the State from which disaster relief and initial recovery personnel, goods and equipment begin travel to the affected State.

personnel - means the staff and volunteers providing disaster relief or initial recovery assistance.

services - means activities (such as rescue and medical care) undertaken by disaster relief and initial recovery personnel on behalf of disaster-affected communities.

transit state - means 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 assistance.

ANNEX 2

Abbreviations and Acronyms

AADMER – ASEAN Agreement on Disaster Management and Emergency Response

(Affected State) military forces – Armed Forces of the Affected State

(Affected State) military forces DRTF – (Affected State) military forces Disaster Relief Task Force

AHA Centre – ASEAN Coordinating Centre for Humanitarian Assistance

AO – area of operations

ASEAN – Association of Southeast Asian Nations

B2C2WG – boards, bureaus, cells, centers and work groups

CBRN-TIM – chemical, biological, radiological, nuclear and toxic industrial material

CJCS – Chairman, Joint Chiefs of Staff

COM – chief of mission

CONOPS – concept of operations

CONPLAN – operational plan in concept format

DART – Disaster Assistance Response Team

FAO – Food and Agriculture Organization

HA/DR – humanitarian assistance and disaster relief

HIC – humanitarian information centre

HOC – humanitarian operations centre

HSC – health service centre ((Affected State) military forces)

HQ - headquarters

IASC – Interagency Standing Committee

ICRC – International Committee of the Red Cross

IDRL – International Disaster Response, Laws, Rules and Principles program

IFRC – International Federation of the Red Cross and Red Crescent Societies

IO – information operations

IOs – international organizations

JOA – joint operations area

JTF – joint task force

JTTP – joint tactics, techniques and procedures

LNO – liaison officer

MCDA – military and civil defence assets

MDB – Mutual Defense Board

MDRO – mission disaster relief officer

MFA – ministry of foreign affairs

MNCC – Multinational Forces Coordination Center

MNF SOP –Multinational Force Standing Operating Procedures

MPAT – Multinational Planning Augmentation Team

NDMO – National Disaster Management Organization

NGOs – nongovernmental organizations

OCHA – United Nations Office for the Coordination of Humanitarian Affairs

OSOCC – on-site operations coordination centre

RC/HC – resident coordinator / humanitarian coordinator

RC/RC – red cross / red crescent

RFA – request for assistance

ROE – rules of engagement

SASOP – Standard Operating Procedure For Regional Standby Arrangements And Coordination Of Joint Disaster Relief And Emergency Response Operations (ASEAN)

UN – United Nations

UN CMCoord – UN Civil-Military Coordination

UNCT – UN Country Team

UNDAC – UN Disaster Assessment and Coordination team

UN DMT – UN Disaster Management Team

UNHAS – UN Humanitarian Air Service

UNICEF – UN Children’s Fund

UN JLC – UN Joint Logistics Centre

UN OCHA – UN Office for the Coordination of Humanitarian Affairs

Virtual OSOCC – Virtual On-Site Operations Coordination Centre

WFP – World Food Programme

WHO – World Health Organization

ANNEX 3

Key Points of Contact

Government of the (Affected State) – Civil

National Disaster Management Organization (NDMO)
Ministry of Foreign Affairs (MFA)
Ministry of National Defense (MND)

(Assisting State) Government – Civil

(Assisting State) Embassy (Affected State)
(Assisting State) Development Agency

(Assisting State) Armed Forces

United Nations System

UN Resident Coordinator / Humanitarian Coordinator (RC/HC)
Interagency Standing Committee Country team (IASC CT)
UN Disaster Management Team (UN DMT)
Humanitarian Committee Country team
Cluster Leads
UN Office for the Coordination of Humanitarian Assistance (UN OCHA), Regional Office in Bangkok
UN Disaster Assessment and Coordination Team (UNDAC)
UN Civil-Military Coordination (UN-CMCoord)
UN Civil Military Coordination (UN CMCoord) Officer, Regional Office in Bangkok
World Food Programme (WFP), Regional Office for Asia and the Pacific in Bangkok
United Nations Children's Fund (UNICEF)
World Health Organization, Western Pacific Regional Office (WHO WPRO), Manila

International Red Cross / Red Crescent Movement

International Committee of the Red Cross (ICRC)
International Federation of the Red Cross (IFRC)
Red Cross (PNRC)

ASEAN

ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre)

ANNEX 4

Links

Government of the (Affected State) – Civil

(hyperlinks to web-based communications systems to enable quick communications link-ups)

(Assisting State) Government – Civil

(Assisting State) Embassy (hyperlinks to web-based communications systems)

(Assisting State) Armed Forces

United Nations System

[Virtual On-site Operations Coordination Centre \(Virtual OSOCC\)](#)

[Relief Web \(hyperlinks to web-based communications systems\)](#)

International Red Cross / Red Crescent Movement

[International Committee of the Red Cross \(ICRC\)](#)

[International Federation of the Red Cross \(IFRC\)](#)

Hyperlinks of applicable National Red Cross / Red Crescent societies (will vary based upon the situation)
(hyperlinks to web-based communications systems)

ASEAN

ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre) (Hyperlinks to web-based communications systems)

ANNEX 5

Humanitarian Community

1. United Nations (UN)

- 1.1. **UN Resident Coordinator / Humanitarian Coordinator (RC/HC).** Located in (Affected State) (indicate city if the country has one); functions as the leader of the UN Country Team / UN Disaster Management Team; the RC/HC is a key individual for HA/DR and is responsible for coordinating all in-country and assisting international UN humanitarian efforts in the affected state. Elements which fall under the RC/HC responsibility include:
 - 1.1.1. **Interagency Standing Committee Country Team (IASC CT).** Consists of UN agencies, funds, and programmes and other humanitarian organizations in the (Affected State) that primarily do development work but are mobilized for supporting emergency response efforts.
 - 1.1.2. **UN Disaster Management Team (UN DMT).** The UNCT becomes the UN DMT during a disaster. Team Representatives convene to draft pre-crisis disaster management plans and functions as advisors to the RC/HC in an emergency. The primary purpose of the UN DMT is to prepare for and ensure a prompt, effective, and concerted response and promote coordinated UN assistance to the government for post-emergency recovery.
 - 1.1.3. **Humanitarian Committee Country Team.** This is a country-specific committee and consists of representatives from IASC organizations; frequently organized in the UN Country Team to lead functional efforts in emergency response (aka clusters); represents UN agencies, funds, and programmes and nongovernmental operating partners.
 - 1.1.4. **Cluster Leads.** Certain UN humanitarian agencies, programmes or funds are generally designated as cluster leads as indicated in Table 1 in paragraph 4 of this CONOPS. The Affected State should also generally designate an appropriate ministry or agency as its cluster lead counterpart.
- 1.2. **UN Office for the Coordination of Humanitarian Assistance, Regional Office for Asia and the Pacific (UN OCHA ROAP).** Located in Bangkok, Thailand; provides support to UN Country Team in the coordination of international UN and other humanitarian efforts.
 - 1.2.1. **UN Disaster Assessment and Coordination (UNDAC) Team.** Usually a five-person UN team to support the UN Country Team with assessment and coordination of UN and other humanitarian efforts.
 - 1.2.2. **UN Civil-Military Coordination (UN-CMCoord).** Consists of trained personnel to conduct civil-military coordination efforts between the UN Country Team, other humanitarian actors and affected state and assisting state military and civil defense assets. The Regional UN-CMCoord Officer is based in Bangkok, Thailand.
 - 1.2.3. **Humanitarian Operations Centre (HOC).** An interagency coordination organization that coordinates the overall relief strategy and unity of effort among all international participants in a large foreign humanitarian assistance operation. It normally is established under the direction of the Affected State or the United Nations. In most cases this function is performed by the Affected State NDMO.
 - 1.2.4. **Humanitarian Information Center (HIC).** A common service to the humanitarian community managed by the UN OCHA through its Field Information Services (FIS) unit, operated in coordination with a number of partners, to allows relief organizations to share information about disasters.
 - 1.2.5. **On-site Operations Coordination Center (OSOCC).** A coordination center set up by the UN in the affected state to coordinate incoming international assistance to a disaster.
 - 1.2.6. **Virtual On-site Operations Coordination Center (Virtual OSOCC).** Web-based information-sharing portal containing details of operational humanitarian response (<http://ocha.unog.ch/virtualosocc/>).

- 1.3. **Joint Logistics Centre (JLC).** An information and coordination center to optimize and complement the logistics capabilities of cooperating humanitarian actors within a well-defined crisis area for the benefit of the ongoing humanitarian operation.
 - 1.4. **World Food Programme (WFP).** UN programme providing emergency food assistance and logistics; Regional Bureau for Asia and the Pacific is located in Bangkok, Thailand; supports UNCT in Philippines; WFP warehouses located in Phnom Penh, Cambodia.
 - 1.5. **UN Humanitarian Air Service (UNHAS).** A service operated by the World Food Programme (WFP) to provide UN and other humanitarian organizations with safe and reliable air transport during emergencies.
 - 1.6. **UN Children’s Fund (UNICEF).** UN fund providing security and protection services to women and children of the affected population; regional office in Bangkok, Thailand.
 - 1.7. **World Health Organization (WHO).** UN organization providing health services (primarily preventive) to the affected population; regional office in Manila, Philippines. WHO is the Lead Agency for the Health Cluster in (Affected State); the appropriate (Affected State) ministries and the appropriate ministry is the (Affected State) lead.
 - 1.8. **Food and Agriculture Organization (FAO).** UN agency providing primarily nonemergency food security support and agricultural recovery.
2. **Red Cross / Red Crescent Movement.**
- 2.1. **International Committee of the Red Cross (ICRC).** Protects and assists victims of armed conflict; the guardian of *International Humanitarian Law* (IHL, also called the *Law of Armed Conflict* [LOAC]) and the *Geneva Conventions*.
 - 2.2. **International Federation of the Red Cross and Red Crescent Societies (IFRC).** Consists of 186 national Red Cross / Red Crescent societies, a Secretariat located in Geneva and over 60 delegations located worldwide; the Red Cross / Red Crescent Movement lead to improve the lives of vulnerable people with a focus on disaster preparedness and response; the Regional Office is located in Kuala Lumpur, Malaysia, with additional IFRC personnel in Bangkok, Thailand. IFRC acts as the **convener** for the Humanitarian Community Country Team for the Emergency Shelter Cluster in (Affected State); the appropriate (Affected State) ministries and the appropriate ministry as the (Affected State) lead.
 - 2.3. **(Affected State) Red Cross / Red Crescent Society.** The National Red Cross / Red Crescent Society performs many tasks, including interfacing its other emergency welfare services (warning, rescue, evacuation, medical, nursing, first-aid, ambulance, and social services) with the activities of member-agencies at all levels. Also provides tracing services (local and foreign) during emergencies.
3. **International Organizations (IOs)**
- 3.1. **International Organization for Migration (IOM).** An intergovernmental organization to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, be they refugees, displaced persons or other uprooted people. IOM is the Lead Agency for the Camp Coordination and Management Cluster in (Affected State); the appropriate (Affected State) ministries and the appropriate ministry is the (Affected State) lead.
 - 3.2. **Other IOs.** Organizations with international membership, scope, or presence, usually created for the public interest or for a specific purpose (e.g., World Bank; Asian Development Bank; etc.).
4. **Nongovernmental Organizations (NGOs).** Legally constituted organizations created by private persons or organizations with no participation or representation of any government, in this case for humanitarian purposes.
- 4.1. **National (local) NGOs.** Humanitarian organizations operating solely within the (Affected State)
 - 4.2. **International NGOs.** Voluntary organizations with worldwide or regional humanitarian mandates (e.g., include: CARE International, Mercy Corps, Oxfam International, World Vision International, Save the Children Alliance, International Rescue Committee, etc.).

ANNEX 6

Regional Organizations

1. **ASEAN (Association of Southeast Asian Nations):** Geopolitical and economic organization of 10 Southeast Asian nations, which, for purposes of this document, have agreed through reference (n) to cooperate regionally between member states on disaster management and emergency response.
 - 1.1. **ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre).** Located in Jakarta, Indonesia, the centre receives and consolidates disaster analysis data and recommendations on risk level from the National Focal Points of ASEAN states; AHA Centre also disseminates to each Party, through its National Focal Point, the analyzed data and risk level arising from identified hazards; and the AHA Centre may also, where appropriate, conduct an analysis on possible regional-level implications.
 - 1.2. **Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP).** Voluntary procedures in reference (o) guide the actions of ASEAN parties and the AHA Centre to implement regional standby arrangements for disaster relief and emergency response; guide the utilization of military and civilian personnel, transportation and communication equipment, facilities, good and services, and the facilitation of their trans-boundary movement; and guide the coordination of joint disaster relief and emergency response operations.

ANNEX 7

(Affected State) military forces Regional Commands (or similar breakdown) (map)

Note: Use this Annex to outline the military forces (Affected States Regional Commands or similar organizational structures). Position headquarters and forces locations on maps of meaningful scales.

ANNEX 8

(Affected State) Regional Disaster Management Agencies (map)

Note: Use this Annex to outline the (Affected States Regional Disaster Management Agencies or similar organizational structures. Position Agencies headquarters and operating areas on maps with meaningful scales.

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APPENDIX 7

HA/DR MULTINATIONAL COORDINATION CENTER (MNCC)

1. **Purpose.** A MNCC is a multinational coordination center that **facilitates coordination and cooperation of foreign military forces with the affected nation** to support humanitarian assistance and disaster relief (HA/DR) missions. This is a recommended **start point** and should be amended to fit the specific circumstances of multinational military relief to an affected country or countries. Once the foreign military forces members have agreed upon specific MNCC tasks and organization, they can develop detailed procedures. Outlined below are basic assumptions, MNCC starting point tasks, and organizational structure. This Appendix closely follows the MNCC concept for other multinational missions as outlined in [Part B, Chapter 2: Multinational Coordination Center](#). However, there are two key differences between the CTF MNCC and a HA/DR MNCC.
 - 1.1. **The first difference is the HA/DR MNCC does not rely upon formal command relationships among the military forces since most HA/DR missions will not require the activation of a multinational military command.** Cooperation and coordination will be the working relationship framework with no binding or controlling mechanisms among the foreign military forces.
 - 1.2. **The second difference is this MNCC will operate at the UNCLASSIFIED level of information sharing;** whereas, the CTF Headquarters MNCC operates at some level of CLASSIFIED information sharing for the command and control of military operations for missions other than pure HA/DR missions.
2. **Assumptions.**
 - 2.1. The host nation / affected state still exercises sovereignty and is functioning throughout the country (subject to the degree of devastation caused by the disaster).
 - 2.2. The host nation / affected state government (including its military) is able to generally prioritize and coordinate requirements and make these requirements known to international disaster response agencies and other countries.
 - 2.3. The affected state government has a designated National Disaster Management Organization/Local Emergency Management Authority (NDMO / LEMA) or at least key points of contact for international assistance.
 - 2.4. Most foreign military assistance will be based on existing or new bilateral or multilateral arrangements.
 - 2.5. International and regional coordinating mechanisms such as United Nations Office for the Coordination of Humanitarian Affairs/On-Site Operations Coordination Centre (OCHA's OSCO) or the Association of Southeast Asian Nations (ASEAN) ASEAN Coordinating Centre for Humanitarian Assistance (AHA) Centre will most likely be operational and should be factored in to the foreign militaries' planning.
 - 2.6. The degree of validity of these assumptions may cause these procedures to be modified.
3. **Tasks.**
 - 3.1. Deconflict operations in the same geographical area.
 - 3.2. Coordinate needs assessments with affected state, United Nations and other assisting humanitarian organizations
 - 3.3. Avoid duplication of assets and capabilities (subject to political considerations of the foreign military force countries) to the greatest extent possible.
 - 3.4. Prioritize military support in support of host nation / affected state requirement priorities. This includes assisting / supporting the Humanitarian Community.

- 3.5. Establish liaison with appropriate host nation / affected state civil government, relief agencies, and military; the Humanitarian Community; and other parties as determined necessary.
- 3.6. If not done by the host nation / affected state, establish an unclassified LAN, internet and email network for external communication and information sharing among all militaries, the host nation / affected state, and the Humanitarian Community.
- 3.7. In conjunction with the host nation / affected state, and Humanitarian Community, develop appropriate transition / engagement / disengagement criteria and a transition plan for multinational military support.

4. Organization and Structure

- 4.1. **The MNCC should have a Director and an Assistant Director: The Director should be from the affected state**, and the Assistant Director should be selected by consensus among the foreign military representatives. As the number of responding countries grows over time, the directorship of the MNCC may need to be revisited to reflect the newly arrived members.
 - 4.1.1. The MNCC is led by the Director whose primary task is to facilitate coordination within the MNCC.
 - 4.1.2. The primary task of the Assistant Director is to assume the tasks of the Director if he/she is unavailable.
- 4.2. **The MNCC should consider developing several functional cells / groups to facilitate its operations.** The exact organization and responsibilities of the cells, and what cells should be created, is dependent upon the nature of the disaster, capability of the host government / affected nation (including its military), capabilities of the Humanitarian Community, and the capabilities of the foreign military forces. Following are suggested cells with the minimum required MNCC capabilities:
 - 4.2.1. **Information Sharing Cell:** Information management and sharing, establish LAN and internet connectivity, web site development and maintenance.
 - 4.2.2. **Request for Assistance Analysis (RFA) Cell:** validate request for military assistance; prioritize assistance, maintain sector or cluster visibility on what military assets can be provided to support DR operations; track and close out RFA.
 - 4.2.3. **Operational Cell**, with sub-cells arranged by cluster, including but not limited to a Logistics Sub-cell.
 - 4.2.4. **Planning Cell.** Should address current operations planning (1-4 days), future operations planning (5 – 14 days), and future plans planning (14 days and beyond).
 - 4.2.5. **Host Nation / Affected State Coordination Cell:** Help coordinate / assist in customs, immigration, quarantine issues; point of contact with the civil government and relief agencies of the affected nation.
 - 4.2.6. **Humanitarian Community Liaison Cell:** Coordinate multinational force support to the Humanitarian Community via the Humanitarian Operations Center (HOC) or similar organization / and the affected nation POC
 - 4.2.7. **Public Affairs / Media Cell:** Help determine common themes and messages; conduct press conferences as appropriate.

APPENDIX 8

UN LEAD AGENCY CLUSTER SYSTEM

1. **Purpose:** This Appendix addresses an organizational concept that the UN uses for addressing humanitarian assistance crisis response missions.
2. **Basic Concept.** UN agencies will employ the **cluster system** to bring greater organization to disaster preparedness and response by assigning global cluster leads for technical areas that make up a coherent disaster relief effort. The cluster system provides a means of sharing information among humanitarian and foreign military actors. Cluster leads facilitate coordination between the cluster members and encourage better working relationships. Refer to Figure D-1-C -8.1 below for cluster leads.
















#	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) UNICEF (security) telecoms) WFP (data telecoms)	 
7	Health	WHO	
8	Logistics	WFP	
9	Nutrition	UNICEF	
10	Protection	UNHCR	
11	Water, Sanitation & Hygiene	UNICEF	

Figure D-1-C--8.1: UN Lead Agency Cluster System

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APPENDIX 9

MATRIX OF INTERNATIONAL AND REGIONAL GUIDELINES, POLICIES, PROCEDURES FOR HA/DR OPERATIONS

Disaster Relief SOP Matrix (draft as of: 15 December 2008)							
	Inclusive (applicable to all)	UN-specific	Humanitarian Community	Civil-Military	Military SOPs	Inter-governmental	Technical / Other Guidance / SOPs
Overarching	Guidelines for the Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance (IFRC)						
Basic Guidelines	UN General Assembly Resolution 46/182 of 19 Dec 1991		Sphere Handbook: Minimum Standards in Disaster Response	UN CMCoord Concept UN CMCoord Handbook	DPKO Civ-Mil Coordination Policy	Status of Forces Agreements (SOFAs)	
	Tampere Convention		Operational Guidance on Designating Sector/Cluster Leads in Ongoing Emergencies		MPAT Program Multinational Force SOPs (MNF SOP)	Draft ARF HADR SOPs & Draft ASEAN SASOP	Management of Dead Bodies in Disaster Situations (PAHO/WHO, undergoing revision)
			Suggested Guidance for Implementing InterAction's Minimum Operating Security Standards	Use of Military & Civil Defense Assets in Intl Disaster Relief (Oslo Guidelines)	NATO Handbook		Management of Dead bodies After Disasters: A Field Manual for First Responders (WHO/PAHO)
			Code of Conduct for Red Cross / Red Crescent & NGOs				IASC Guidance Note on the Cluster Approach
Disasters	WHO-PAHO Guidelines for the Use of Foreign Field Hospitals in the Aftermath of Sudden-Impact Disasters			Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations (14 October 2010)		ASEAN Joint Disaster Relief and Emergency Response Operation (J-DIRERO)	IASC Operational Guidelines on Human Rights and Natural Disasters
							International Search and Rescue Response Manual (INSARAG Guidelines)
							Charter On Cooperation To Achieve The Coordinated Use Of Space Facilities In The Event Of Natural Or Technological Disasters

Disaster Relief SOP Matrix (draft as of: 15December 2008)							
	Inclusive (applicable to all)	UN-specific	Humanitarian Community	Civil-Military	Military SOPs	Inter-governmental	Technical / Other Guidance / SOPs
Complex Contingencies		UN in Iraq (08 MAY 03)	Manual on Humanitarian Negotiations with Armed Groups	Civil-Military Relationship in Complex Emergencies (IASC Ref Paper)		DFID “How to Note” on Country Governance Analysis	
		UN in Afghanistan	Operational Protection in Camps and Settlements	Guidelines on the Use of Military and Civil Defence Assets To Support United Nations Humanitarian Activities in Complex Emergencies		A Guide to the International Mine Action Standard	
				Use of Military or Armed Escorts for Humanitarian Convoys			
		UN in Liberia		Guidelines for Relations between US Armed Forces and Nongovernmental Humanitarian Organizations (NGHOs)			