

NAVY WARFARE PUBLICATION

**DISASTER RESPONSE
OPERATIONS
NWP 3-29**

DECEMBER 2011

**DEPARTMENT OF THE NAVY
OFFICE OF THE CHIEF OF NAVAL OPERATIONS**

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January 2012

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ROUTING

1. NWP 3-29 (DEC 2011), DISASTER RESPONSE OPERATIONS is intended to support Navy commanders and units in the planning and execution of unplanned disaster response operations in foreign states and for certain domestic emergencies. The unified strategy of the United States maritime forces identifies humanitarian assistance and disaster response (HA/DR) as a core capability. Navy forces support this strategy through the execution of humanitarian and civic assistance (HCA), humanitarian assistance (HA), foreign humanitarian assistance (FHA), defense support to civil authorities (DSCA), and foreign disaster relief.

2. Summary. This NWP contains an overview of key disaster definition and authorities, processes for requesting/approving Navy assistance, Navy capabilities, partner organizations and command and control and reviews the assessment and planning phases for disaster response operations. While the primary focus of this NWP covers responses in foreign states, a brief overview of domestic responses is included in a defense support to civil authorities chapter. Finally the appendices contain additional resource information and example checklists for Navy planners and responders.

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PREFACE

The unique operational environment of disaster response requires the commander to quickly learn the disaster response lexicon, paradigm, laws, regulations, and processes/procedures. This publication provides information for Navy commanders at both the operational and tactical levels of war.

Throughout this publication, references to other publications imply the effective edition. Unless otherwise stated, masculine nouns and pronouns do not refer exclusively to men.

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WARNINGS, CAUTIONS, AND NOTES

The following definitions apply to warnings, cautions, and notes used in this manual:



WARNING

An operating procedure, practice, or condition that may result in injury or death if not carefully observed or followed.



CAUTION

An operating procedure, practice, or condition that may result in damage to equipment if not carefully observed or followed.

Note

An operating procedure, practice, or condition that requires emphasis.

WORDING

Word usage and intended meaning throughout this publication are as follows:

“Shall” indicates the application of a procedure is mandatory.

“Should” indicates the application of a procedure is recommended.

“May” and “need not” indicate the application of a procedure is optional.

“Will” indicates future time. It never indicates any degree of requirement for application of a procedure.

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EXECUTIVE SUMMARY

The President typically directs non-Department of Defense agencies to conduct disaster response operations. These agencies are trained and funded to execute these operations. Navy support is directed when the affected state and these other government agencies do not have the capability to respond. On average military support is requested for less than 10 percent of disasters responded to by the United States. Military support can vary from a single sea transportation request to deployment of a joint task force. Navy forces by virtue of their being deployed around the world are commonly the vanguard for any United States government military response to disaster.

Navy response fills the gap between when the disaster occurs and other government/civilian agencies and organizations can activate resources to respond. The Navy's response is normally short in duration when compared to other agencies who respond to a disaster. Disasters requiring Navy support typically occur with little notice, following an act of nature (e.g., earthquake, tsunami, and volcano). Clear division lines between strategic, operational and tactical level of command are blurred. Each level is operating in the near time horizon, with other agencies and organizations that are experts at disaster response operations and within a decision structure where actions are guided by collaboration vice direction.

Ten Key Concepts for Navy Support of Disaster Response Operations:

1. The intent of disaster response activities is to save lives and mitigate human suffering.
2. Military is never in charge of disaster response efforts.
3. Department of Defense cooperation with the designated lead federal agency can be important to ensuring rapid humanitarian assistance in large scale disasters, where the military's transportation, logistics, and engineering capabilities are critical.
4. Nonmilitary government/civilian agencies and international organizations are experts on disaster response.
5. Effective response requires knowledge of laws, regulations, local culture, and roles of different resources responding to the disaster.
6. Collegial organization structure exercising a collaborative decision process; although local civil authorities are usually in charge, there often is no one person/entity coordinating disaster response efforts.
7. For foreign disaster response, the lead federal agency is the United States Agency for International Development with responsibility assigned to the Office of the Foreign Disaster Assistance. For domestic disasters the Federal Emergency Management Agency is the lead federal agency. The lead federal agency, not the military, leads and coordinates overall United States Government disaster response activities.
8. With few limited exceptions, e.g., doctors and nurses, Navy resources should endeavor to avoid direct contact with the affected population.
9. Effective disaster response requires open/unclassified communication protocols.
10. The internationally recognized lexicon of disaster response is established, Navy participants need to adopt it when communicating with non-Department of Defense participants in the disaster response effort.

The unique operational environment of disaster response requires the commander to quickly learn the disaster response lexicon, paradigm, laws, regulations, and processes/procedures. This publication provides information

for Navy commanders at both the operational and tactical levels of war. Chapters one – three provide this foundational knowledge. Chapters four, five and the appendices provide information for Navy commands preparing and conducting disaster response operations. Appendix G is an annotated bibliography designed as a quick reference guide to locate applicable websites and humanitarian and disaster response doctrine/policy. Chapter six discusses the unique command and control organizations for disasters within the United States and territories.

CHAPTER 1

Disaster Response Overview

1.1 HUMANITARIAN AFFAIRS CONTINUUM

The unified strategy of the United States (U.S.) maritime forces¹ identifies humanitarian assistance/disaster response (HA/DR) as a core capability. Navy forces support this strategy through the execution of humanitarian and civic assistance (HCA), humanitarian assistance (HA), foreign humanitarian assistance (FHA), defense support of civil authorities (DSCA), and foreign disaster relief. Military HCA missions are conducted in support of United States Government (USG) strategic goals as well as developmental assistance efforts. Disaster response operations (i.e., DSCA and foreign disaster relief) provide immediate aid to save lives, alleviate the suffering of disaster affected populations, and prevent significant property damage when the magnitude of the disaster exceeds the impacted sovereign states' and humanitarian community response capabilities. HA and FHA programs seek to relieve or reduce human suffering, disease, hunger, or privation and can be concurrent with either HCA missions or disaster response operations.

When disasters occur, American armed forces, specifically naval forces, are frequently looked upon as a source for early relief as naval forces are often deployed relatively close to the affected area.

Military units respond quickly, with robust logistical capabilities, when assistance is requested though they usually have a relatively short-term perspective. The humanitarian community while they may already be active in the affected area, are slower to arrive in mass, but able in time to bring to bear enormous depth of expertise, which they generally prefer to apply according to a long-term relief and recovery perspective.

HCA operations are conducted in stable environments as a preplanned military exercise activity. They provide assistance to a host nation's populace while also promoting operational readiness skills and mutual security. HCA operations:

1. Assist training U.S. Navy forces in the core capability of disaster response.
2. Establish the relationships between nation states to facilitate, when required, the rapid deployment of military forces in response to a disaster.

HCA should not be confused with HA. HA focuses on the use of Department of Defense (DOD) support as necessary to alleviate urgent needs in an affected state caused by some type of disaster or catastrophe.

Navy HCA operations are discussed in NTTP 3-57.3, Navy Humanitarian and Civic Assistance (HCA) Operations. This NWP will focus on Navy disaster response operations. Together these two publications provide the Navy's continuum for HA/DR doctrine.

Significant strategic benefits have resulted from recent disaster response efforts. For example, shortly after the 2004 tsunami and 2005 earthquake relief operations in which American military units played such decisive and high-profile roles, public approval ratings for the United States jumped significantly in Indonesia and Pakistan, two largely Islamic countries that are key to the war on terror but had

¹ A Cooperative Strategy for 21st Century Seapower, October 2007

harbored decidedly mixed (and at times quite negative) attitudes toward America after the U.S. invasion of Iraq.

Disaster response is inherently a nonmilitary operation. Disaster response lexicon, paradigms, and processes/procedures have been developed, honed, and practiced by nonmilitary organizations. These organizations' charters typically are disaster response. Successful integration of Navy activities into the overall disaster response effort requires understanding these organizations, how they operate, and how they view the Navy's participation. The remainder of this chapter will provide a brief overview of disasters, highlight key definitions unique to disaster response, discuss the disaster relief management cycle, the phases of disaster response operations, the types of assistance and missions military forces execute during disaster response operations, and the relief process.

1.2 DISASTER OVERVIEW

Disasters occur when a hazard is realized. An international disaster is defined by the United Nations (UN) as "a serious disruption of the functioning of society, causing widespread human, material, or environmental losses which exceed the ability of the affected society to cope using only its own resources."² Disasters may occur suddenly or may be creeping. Sudden onset disasters often happen with little or no warning, and most of their damaging effects are sustained within hours or days. Examples include earthquakes, tsunamis, volcanoes, landslides, tornados, and floods. Creeping disasters occur when the ability of response agencies to support people's needs degrades over weeks or months, and they can persist for months or years. Examples are drought and famine.

The international disaster database maintained by the Center for Research of the Epidemiology of Disasters (CRED) for the World Health Organization (WHO)³ provides considerable insight into the numbers and impacts of disasters world-wide by year.

In 2009, CRED recorded 335 natural disasters worldwide. These disasters killed 10,655 persons, affected more than 119 million others and caused over 41.3 billion U.S. dollars (USD) in economic damages.⁴ In 2010, CRED recorded 385 natural disasters worldwide. These disasters killed 297,000 persons, affected more than 217 million others and caused over USD 123.9 billion in economic damages.⁵ Analysis of CRED data for 2000–2009 reveals yearly averages of 387 natural disasters, 227.5 million victims (sum of killed and total affected), and USD 47.6 billion in economic damages.

There are substantial world-wide resources to combat disasters. Military resources are used or employed when these world-wide resources are overwhelmed or not yet fully deployed. This typically occurs with sudden onset disasters of considerable magnitude. Historically, military resources are requested for less than 10 percent of world-wide disasters. Military response can be small, a single C-130 providing airlift, to large, a joint task force. Recent examples of disasters that large numbers of military forces responded to include the tsunami events that struck southeast Asia in 2004, the Haitian earthquake in 2010 and Japan tsunami of 2011. The Navy served as the vanguard of U.S. military response for each of these disasters.

1.3 KEY DEFINITIONS

Military forces conducting disaster response operations should endeavor to have a clear understanding of terminology with other participants in the operation. Military forces need to pay special attention to not assume commonly understood military terms have the same meaning to nonmilitary forces. The following key definitions are commonly accepted and will be used throughout this publication.

² United Nations, Department of Humanitarian Affairs, Internationally agreed glossary of basic terms related to Disaster Management, 1992.

³ CRED is a World Health Organization (WHO) collaborating center as part of WHO's global program for emergency preparedness and response.

⁴ Center for Research on the Epidemiology of Disasters, Annual Disaster Statistical Review 2009

⁵ Center for Research on the Epidemiology of Disasters, Annual Disaster Statistical Review 2010

1.3.1 Affected State

The affected state is the political and geopolitical entity whose territory, population, and infrastructure are affected by a disaster.

Note

The affected state is sometimes incorrectly referred to as the host nation during disaster response operations. The term host nation is applicable when foreign military forces are invited by a national government to conduct HCA activities within the sovereign state.

1.3.2 Assisting State

An assisting state is a political and geopolitical entity providing disaster relief or initial recovery assistance, whether through civil or military components.

Note

The assisting state is sometimes incorrectly referred to as a partner nation during disaster response. The term partner nation describes those nations with whom the U.S. military conducts HCA within a host nation.

1.3.3 Assisting Actor

An assisting actor is any assisting state, humanitarian organization, foreign entity, or person responding to a disaster in the affected state including sending in-kind or cash donations.

1.3.4 Civil-military Coordination

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 inconsistencies, and when appropriate pursue common goals.

“Coordination between civilian and military actors is essential during an emergency response. The increasing number and scale of humanitarian emergencies, in both natural disaster and conflict settings, has led to more situations where military forces and civilian relief agencies are operating in the same environment.”

*John Holmes, former Emergency Relief Coordinator
and United Nations Under-Secretary General for Humanitarian Affairs*

Note

CMCoord is associated with the liaison and coordination functions that are essential elements of civil-military operations (CMO). CMCoord and CMO are neither mutually exclusive nor interchangeable terms. See glossary for doctrinal definition of CMO. The internationally accepted term for these military and humanitarian community liaison and coordination activities during disaster response operations is CMCoord. An important catalyst for military integration into the disaster response effort is its adoption of the established lexicon. Accordingly, CMCoord will be used in this publication to describe the liaison and coordination elements of CMO.

1.3.5 Civil-military Operations Center

Civil-military operations centers (CMOCs) are established to plan and facilitate coordination of activities of the Armed Forces of the United States with indigenous populations and institutions, the private sector, intergovernmental organizations, nongovernmental organizations (NGOs), multinational forces, and other governmental agencies in support of the joint force commander.

1.3.6 Complex Emergency

A complex emergency 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 that requires an international response. Complex emergencies are typically characterized by:

1. Extensive violence and loss of life; massive displacements of people; widespread damage to societies and economies
2. The need for large-scale, multifaceted humanitarian response
3. The hindrance or prevention of HA by political and military constraints that may pose significant security risks for humanitarian relief workers in some areas.

1.3.7 Disaster

A disaster 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.

1.3.8 Domestic Emergencies

Domestic emergencies is a U.S. military term describing emergencies affecting the public welfare and occurring within the 50 states, District of Columbia, Commonwealth of Puerto Rico, U.S. territories, or any political subdivision thereof, as a result of enemy attack, insurrection, civil disturbance, earthquake, fire, flood, or other public disasters or equivalent emergencies that endanger life and property or disrupt the usual process of government. Domestic emergencies include civil defense emergencies, civil disturbances, major disasters, and natural disasters. During domestic emergencies, military forces may be directed to conduct DSCA. DSCA is support provided by U.S. Federal military forces, DOD civilians, DOD contract personnel, DOD component assets, and National Guard forces (when the Secretary of Defense, in coordination with the governors of the affected states, elects and requests to use those forces in Title 10, United States Code, status) in response to validated requests for assistance from civil authorities for domestic emergencies, and other domestic activities, or from qualifying entities for special events. A recent example of the use of DSCA is the military response to Hurricane Katrina.

1.3.9 Disaster Relief

Disaster relief is the goods and services provided to meet the immediate needs of disaster-affected communities. The U.S. military can offer a variety of assistance that includes personnel expertise or equipment. Among the most sought-after assets are transport (land, sea, and air); fuel; communications expertise and equipment; commodities including food, potable water, building supplies and medicines; and technical assistance.

1.3.10 Foreign Disaster

Per JP 3-29, Foreign Humanitarian Assistance, a foreign disaster is an act of nature (such as a flood, drought, fire, hurricane, earthquake, volcanic eruption, or epidemic), or an act of man (such as a riot, violence, civil strife, explosion, fire, or epidemic), which is or threatens to be of sufficient severity and magnitude to warrant U.S. foreign disaster relief to a foreign country, foreign persons, or to an intergovernmental organization.

1.3.11 Foreign Disaster Relief

Foreign disaster relief is a U.S. military term describing prompt aid that can be used to alleviate the suffering of foreign disaster victims.

1.3.12 Humanitarian Assistance

HA describes programs conducted to relieve or reduce the results of natural or manmade disasters or other endemic conditions such as human pain, disease, hunger, or privation that might present a serious threat to life or that can result in great damage to or loss of property. HA provided by U.S. forces is limited in scope and duration. The assistance provided is designed to supplement or complement the efforts of the affected state civil authorities or agencies that may have the primary responsibility for providing HA.

1.3.13 Humanitarian Community

Humanitarian community is used to describe the 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. Examples of these agencies and organizations include UN agencies, international organizations (IOs), NGOs, and the International Committee of the Red Cross (ICRC) movement.

Note

Military, civil defense, and nation and local government agencies are explicitly not members of the humanitarian community. Humanitarian community members need to maintain actual and perceived independence and neutrality from affected/assisting state government/forces to facilitate safe and unimpeded access to vulnerable populations.

1.3.14 Humanitarian Organization

A humanitarian organization is a foreign, regional, or international nonprofit entity whose mandate and activities, are primarily focused on humanitarian relief, recovery, or development.

1.3.15 Humanitarian Space

Humanitarian space describes an operational environment devoid of external political-military factors that threaten independence, impartiality, and neutrality in humanitarian action. It allows the humanitarian community to gain access to the affected population and conduct its activities in accordance with humanitarian principles, free from actual and perceived political and military interference.

1.3.16 Humanitarian Sector

Humanitarian sector is a technical area such as agriculture, camp coordination and camp management, early recovery, education, emergency shelter, emergency communications, health, logistics, nutrition, protection, and water sanitation and hygiene, used by the humanitarian community to facilitate coordination of humanitarian community activities under lead entities who identify requirements and record organizations who volunteer to fulfill them.

1.4 THE DISASTER LIFE CYCLE

Disasters are both a historical fact and near certain future event. History provides the foundation from which governments and the humanitarian community build processes and procedures that reduce a disaster's impact. These processes and procedures address not only disaster response but also actions taken to prepare, mitigate, and recover from disasters. Mitigation, preparedness, response, and recovery comprise the four components disaster life cycle.

1. Mitigation involves reducing or eliminating the likelihood or the consequences of a hazard or both. Mitigation seeks to “treat” the hazard such that it impacts society to a lesser degree. Construction of buildings able to withstand earthquakes and hurricane winds are examples of disaster mitigation.
2. Preparedness involves equipping people who may be impacted by a disaster or who may be able to help those impacted with the tools to increase their chance of survival and to minimize their financial and other losses. Holding drills with first responders to flesh out procedures if a disaster occurs is an example of disaster preparedness.
3. Response involves taking action to reduce or eliminate the impact of disasters that have occurred or are currently occurring in order to prevent further suffering, financial loss, or a combination of both. Military forces providing logistic support to the humanitarian community immediately after a disaster occurs is an example of disaster response.
4. Recovery involves returning victims’ lives back to a normal state following the impact of disaster consequences. The recovery phase generally begins after the immediate response has ended and can persist for months or years thereafter. Navy construction force personnel participating in HCA operations and rebuilding a school house damaged in a disaster is an example of disaster recovery.

The disaster life cycle components are commonly portrayed as cyclical in nature. However, it must be understood that all of these components are intertwined and are performed to some degree before, during, and after disasters. Navy disaster response operations are focused on the disaster response component, figure 1-1. Navy HCA/HA operations are focused on the recovery, mitigation, and preparation components of the disaster life cycle.

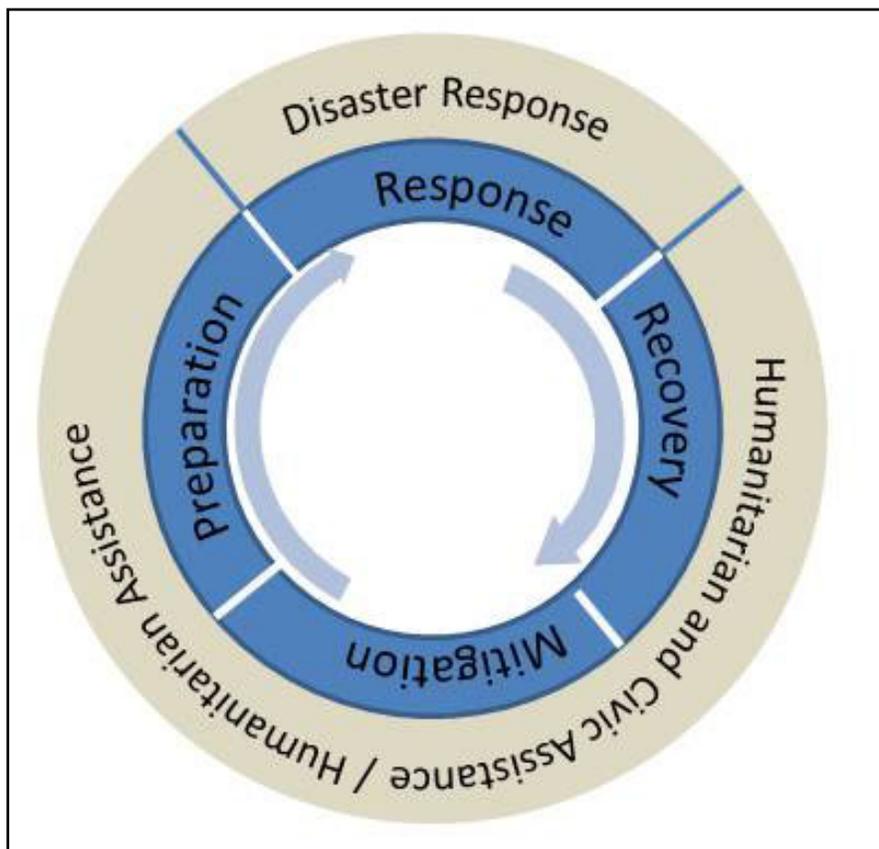


Figure 1-1. The Disaster Life Cycle

1.5 DISASTER RESPONSE

The disaster response component of the disaster life cycle is typically short.

1. Injuries incurred as a result of the disaster should, typically, be addressed within 72 hours.
2. Logistics plan, to include, if required, a joint logistics over the shore operations plan, to acquire, move, distribute and maintain goods and services requires execution within a week of the disaster.
3. Air and sea ports typically can be made operational in a matter of weeks.
4. Temporary emergency shelters require air and sea ports to be open and once this occurs their setup can largely be accomplished by the affected population with assistance from the humanitarian community.
5. Infrastructure, (roads, bridges, electrical distribution, and communication networks) required for disaster recovery operations can typically be complete in a matter of months.

Each disaster event is unique, each involves different participants, national charters, mandates or agendas and differing ability of the affected state to respond and control the response effort. A disaster requiring international assistance means the resources of the affected state are nonexistent, not fully able to respond, or overwhelmed. If this occurs, the affected state normally requests assistance from the international community.

The UN humanitarian coordinator (HC) (or UN resident coordinator (RC), in countries where an HC has not been appointed) consults national authorities/counterparts and relevant Interagency Standing Committee (IASC)⁶ partners at the country level (NGOs, IOs, the ICRC and UN agencies) to determine priority sectors or areas of activity for the emergency; which agencies are best placed to assume the role of sector/cluster lead for each one; what thematic groups are needed to address cross-cutting issues; and what support is needed from the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) and other actors in terms of common tools and services.

A key element of UNOCHA is the United Nations disaster assessment and coordination (UNDAC) team. UNDAC teams deploy in 12–24 hours anywhere in the world. The HC/RC does not need to wait for the affected state government to request the UNDAC team prior to requesting its deployment. The UNDAC teams core mandates are assessment, coordination and information management. In support of these mandates UNDAC teams set up and manage the on-site operations coordination center (OSOCC) to help coordinate incoming international disaster response efforts at the national level and/or site of the emergency.

For USG response; the local U.S. embassy determines if:

1. The disaster is beyond the ability of the affected state to handle on its own.
2. The affected state has formally requested U.S. assistance.
3. Assistance is in the strategic interests of the United States.

If these criteria are met, U.S. law allows for the chief of mission⁷ to reach out immediately to the operations center within the Executive Secretariat of the State Department via a disaster declaration cable. The Office of United States Foreign Disaster Assistance (OFDA) is the office within the United States Agency for International Development (USAID) responsible for facilitating and coordinating USG emergency assistance overseas. As part of USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance, OFDA provides humanitarian assistance to save lives, alleviate human suffering, and reduce the social and economic impact of humanitarian emergencies worldwide.

⁶ The Interagency Standing Committee (IASC) is the primary mechanism for inter-agency coordination of humanitarian assistance. It is a unique forum involving the key UN and non-UN humanitarian partners. <http://www.humanitarianinfo.org/iasc/>.

⁷ See glossary for joint doctrine definition for chief of mission.

OFDA serves as the lead federal agency (LFA) representative within the broader State Department community. Within twenty-four hours of a disaster declaration, OFDA provides up to USD 50,000 to the U.S. chief of mission in the affected state for the purchase of local relief supplies, though this amount can be quickly increased to USD 100,000 without much difficulty. If the scope of a disaster merits, OFDA deploys a regional advisor and a disaster assistance response team (DART) to the affected area to conduct rapid assessments of the disaster situation, analyze the existing capacity of the affected state and other relief agencies, and, if required, coordinate operations on the ground with the affected state, other assisting states, private donors, IOs, and, when present, U.S. and foreign militaries.

Prior to requesting use of military forces, OFDA will determine if the following three criteria are achieved. These three basic standards essentially replicate what are known as the Oslo guidelines on the use of foreign military and civil defense assets in disaster response developed by the UN.

1. The response capacity of the affected state and international community is overwhelmed.
2. All other commercial options have been exhausted.
3. There exists no comparable civilian alternative to the use of military and civil defense assets.

Traditionally, if it is determined military resources are necessary for disaster response; OFDA will submit a formal request for military assistance to the State Department's Executive Secretariat, which will in turn forward the request to the Executive Secretariat of DOD. Following an intensive intra-DOD review process, the Secretary of Defense or deputy secretary may order the deployment of military assets to the disaster zone in support of OFDA efforts, signing what is called a "third party waiver" to allow U.S. military goods and services to be used in a nonmilitary operation to assist a "third party."

Only DOD, however, can actually commit military assets in support of an OFDA-approved assessment, having first reached a conclusion that appropriate assets are indeed available and that there are no overriding military mission requirements elsewhere for the use of these assets.⁸ Even before receipt of the deployment order from the Secretary of Defense, the geographic combatant commander (GCC) may direct Navy resources operating near the affected area to move toward the area in anticipation of the deployment order. In response to major disasters (such as the 2004 Indian Ocean tsunami and the 2010 Haitian earthquake), the GCC may order the stand-up of a joint task force with a headquarters element located in the disaster zone to manage the overall U.S. military operation and facilitate coordination with both affected state, other assisting state's military, and civilian disaster responders.

The process for requesting DOD resources has been exercised multiple times and therefore, while it may initially appear cumbersome, is relatively quick. Combatant commanders can, and historically have, ordered ships to deploy to a disaster area before the formal request for assistance (RFA) is generated. Navy commanders with administrative control authority, specifically Commander, U.S. Fleet Forces and Commander, Pacific Fleet have directed the mobilization and movement of forces in anticipation of a formal RFA. For disasters that require U.S. military response, DOD resources are typically the first responding forces to arrive in the affected state with the capacity to make an immediate positive impact on the affected population. Typically the humanitarian community requires time to identify, in some cases contract, and then move resources into the affected state. While U.S. military resources may be the first major assisting state responding force, the U.S. military is not in command of the international community or U.S. response activities. The U.S. military responds to RFAs from OFDA. As LFA OFDA collects RFAs from the affected state, UN and humanitarian community evaluates and facilitates USG response. The UN and the humanitarian community that have the expertise and long-term commitment to assist the affected population through not only the disaster recovery component of the disaster life cycle but also recovery, mitigation, and preparedness components. The U.S. military transitions response efforts over to the humanitarian community as it surges to the disaster, thereby allowing DOD resources to redeploy as quickly as

⁸ Specific guidance for DOD and military involvement in foreign disaster relief is set forth in DOD Directive 5100.46, Responsibilities for Foreign Disaster Relief Operations, <http://www.dtic.mil/whs/directives/corres/pdf/510046p.pdf>

possible. Figure 1-2 shows the nominal phasing of military and civilian relief roles over the course of a notional disaster response operation.

1.6 PROCESS FOR REQUESTING UNITED STATES NAVY CAPABILITIES DURING DISASTER RESPONSE OPERATIONS

Once Navy resources are near the disaster area, and approval has been given for their use in the disaster response operation, USAID/OFDA provides specific requests for Navy capabilities. The process used during disaster response operations to request U.S. Navy capabilities is shown in figure 1-3. USAID/OFDA receives RFAs. USAID/OFDA evaluates the RFAs and submits a military tasking matrix (MITAM) to the Navy when the need can only be satisfied by a Navy capability. The Navy commander then determines how the RFA will be satisfied and advises USAID/OFDA.

The RFA form, used in the 2011 Japanese Tsunami response is shown in figure 1-4, key takeaway is the division of the form into three areas, mission definition, measures of success and where to get information on the request.

OFDA, with representatives from the U.S. country team, validates and prioritizes each RFA. Having a knowledgeable liaison officer (LNO) at OFDA facilitates the timely sharing of information, can clarify aspects of the RFA, and help articulate the sense of urgency, relative to other received RFAs. For example, if OFDA was to forward a request from an NGO to establish a sea base to minimize disruption in the affected state, OFDA without a Navy LNO might forward this request to the Navy without an appreciation of the impact in terms of logistics support this request will entail. Validated requests are forwarded to the Navy for review and execution using a MITAM. The MITAM is a standard form used by OFDA to pass approved tasking for military action during disaster response operations. Figure 1-5 is a sample MITAM used during the 2011 Japan earthquake and tsunami disaster response operations.

Upon receipt of the MITAM, the Navy commander and staff use the Navy planning process (NPP) (NWP 5-01, Navy Planning) to develop an execution plan. The plan is approved, as required, by the U.S. military chain of command and USAID/OFDA/DART is advised of the plan. Once the plan is developed and has completed the approval process, the Navy coordinates plan execution with the requestor. When the mission is complete, the Navy advises USAID/OFDA/DART.

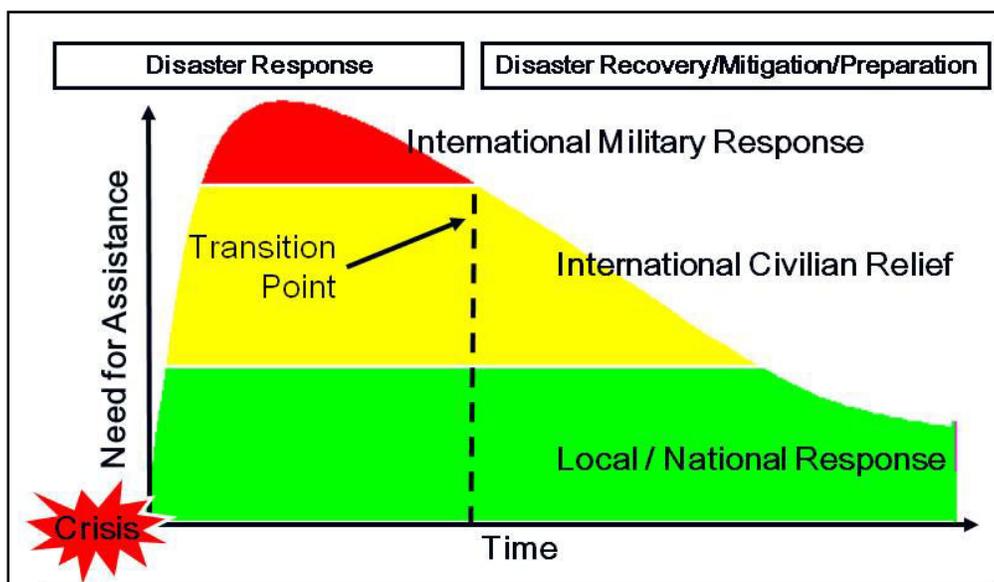


Figure 1-2. Phasing of Military and Civilian Relief Roles During a Notional Disaster Response Operation

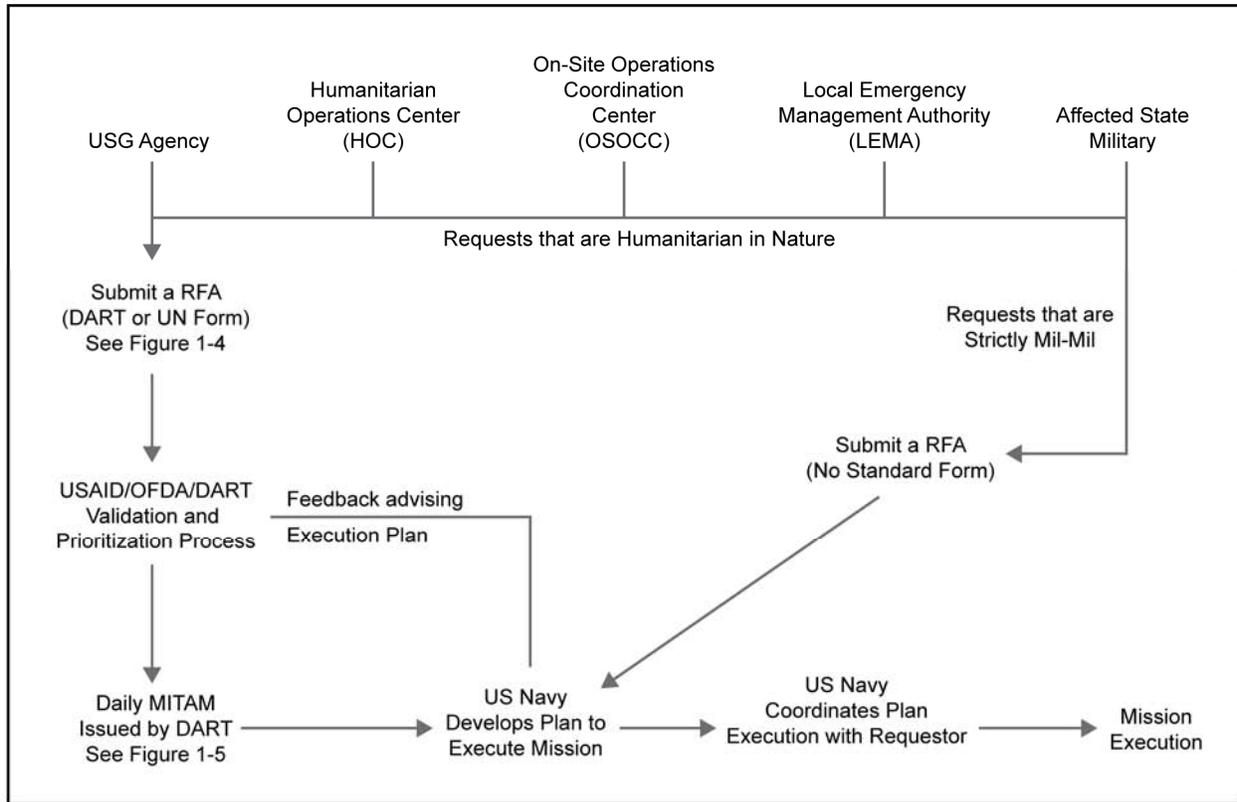


Figure 1-3. Process for Requesting Navy Capabilities During Disaster Response Operations

1.7 DONOR RELIEF ACTIONS

Assistance is provided by numerous and diverse organizations. Typically participating organizations represent the following:

1. Affected state government authorities (national, regional, and local)
2. Military forces from different nations
3. Developed-country government aid agencies such as OFDA, Australian Agency for International Development (AUSAID), New Zealand Agency for International Development, Japan International Cooperation Agency (JICA), and United Kingdom Department for International Development (DFID)
4. UN specialized agencies such as UNOCHA, and UN World Food Programme (WFP)
5. Intergovernmental organizations (IGOs)
6. International, regional and local NGOs
7. University, and faith-based teams and individuals
8. Corporate and business sector teams and assets
9. Contracted service providers.

Different organizations provide complementary capabilities, resources, and expertise. However, the various groups also bring with them different levels of knowledge in disaster response, different agendas, operating principles, sensitivities, expectations, accountability mechanisms, and lines of authority. Often, affected state authorities appear to have little control over many of the participants; however all adhere to the humanitarian principles of:

1. **Humanity:** Human suffering is addressed wherever it is found, with particular attention to the most vulnerable in the population, such as children, women and the elderly. The dignity and rights of all victims must be respected and protected.
2. **Neutrality:** Humanitarian assistance must be provided without engaging in hostilities or taking sides in controversies of a political, religious or ideological nature.
3. **Impartiality:** Assistance is provided without discriminating as to ethnic origin, gender, nationality, political opinions, race, or religion. Relief of the suffering must be guided solely by needs and priority must be given to the most urgent cases of distress.
4. **Do No Harm:** Responders must be aware of the possibility that interventions designed with the intention of producing positive outcomes can have unintended negative effects and should strive to avoid harmful unintended consequences when supporting disaster response operations.

These humanitarian principles provide the fundamental foundation for humanitarian action in an attempt to protect and assist the affected population. The humanitarian principles of humanity, neutrality, and impartiality provide an ethical framework that defines and delineates the humanitarian space within which relief agencies are supposed to operate. They are central to establishing and maintaining access to affected populations whether in the context of a natural disaster, an armed conflict, or a complex emergency. Promoting compliance with humanitarian principles in humanitarian response is an essential element of effective humanitarian coordination. It is also central to the role of UNOCHA. All humanitarian organizations have an ethical obligation to adhere to these principles.

1.7.1 Categories of Relief Activities

The UN divides activities conducted during disaster response operations into three categories based on the degree of contact with the affected population.

1. **Direct Assistance** is the face-to-face distribution of goods and services. Provided the operational environment allows, military personnel providing direct assistance should not be armed and should rely on the security measures of the affected state.
2. **Indirect Assistance** is at least one step removed from the population and involves such activities as transporting relief goods or relief personnel.
3. **Infrastructure Support** involves providing general services, such as the clearing of debris from main supply routes, airspace management and power generation that facilitate relief, but are not necessarily visible to or solely for the benefit of the affected population.

Requests for U.S. military response typically fall into the categories of indirect assistance and infrastructure support. While direct assistance is primarily the purview of the humanitarian community, military actors are often required to provide direct assistance as the humanitarian community surges to meet the demand. When required to become involved in direct assistance, military responders should seek advice from and work closely with the national disaster management office (NDMO) of the affected state and the humanitarian community.

Note

Typically military actions during disaster response are recorded showing military forces providing direct assistance (think pictures of Navy aircrew handing food out of a helicopter door directly to the population of the affected state). Direct assistance is the domain of the affected states, NGOs and IGOs because of their charters, expertise, and experience. However, if the humanitarian community is overwhelmed, or the security situation precludes it, military forces may be tasked to distribute these supplies.

1.7.2 Disaster Response Operations

Typically disaster response operations can be divided into five broad categories; following a disaster it is very likely military forces will be executing two or more of these simultaneously.

1. Disaster Relief
2. Dislocated Civilian Support
3. Security
4. Technical Assistance and Support
5. Chemical, Biological, Radiological, and Nuclear (CBRN) consequence management (CM).

Historically, Navy forces have participated in disaster response operations focused on disaster relief, security, technical assistance and support.

1.7.2.1 Disaster Relief

Disaster relief tasks include prompt aid that can be used to alleviate the suffering of disaster victims. Potential relief roles for military forces include immediate response to prevent loss of life and destruction of property, repair/replacement of basic sanitation facilities and shelters, and provision of food and medical care.

Air and sealift support remains perhaps the most useful and unique military contribution to disaster response operations, particularly in cases where the local transport infrastructure (including airports, seaports, roads, and railway lines) are swept away or severely damaged, leaving local response mechanisms powerless to assist devastated and isolated communities. In such circumstances, Naval air and sea assets such as helicopters or LCUs have proven, time and again, to be the most responsive means for quickly transporting relief-related supplies, equipment, and personnel to disaster-stricken areas.

Helicopters are invaluable, especially helicopters coming in from the sea, where they can be refueled and resupplied out on our carriers, and are not taking up space at airfields or putting a logistics base at airfields.

Colin Powell, U.S. Secretary of State, 3 January 2005—Waves of Hope

The provision of engineering and general repair/replacement support constitutes yet another area of expertise within the U.S. military that has proven to be of enormous value during disaster response operations. The most agile, ready to respond naval mobile construction battalion (NMCB) elements are the Air Detachments (or Air DETs). Composed of up to one hundred task tailored individuals and civil engineer support equipment, the Air DETs can be deployed via C-130s or C-17s anywhere on the globe in forty-eight hours, while a full NMCB would normally need about seven days to forward deploy.

Notionally, military forces designated for disaster response operations execute their tasks in five phases:

1. Prepare for deployment
2. Deployment
3. Operations within affected state
4. Transition of operations within affected state to humanitarian community or affected state
5. Redeployment.

Each military command, to include Navy units, assigned to disaster response will exercise these five phases. The nature of disaster response operations dictate that units even within a Service will be not normally synchronized in phase. It is highly likely some elements of the Navy force could be preparing for deployment while others are redeploying. The Navy force commander will synchronize the efforts of the Navy force.

1.7.2.2 Dislocated Civilian Support

Dislocated civilian (DC) support tasks are specific humanitarian tasking designed to support the assistance and protection for evacuees, internally displaced persons, migrants, or refugees. These persons may be victims of conflict or natural or man-made disasters. Typically, the UN or other IGOs and NGOs will build and administer camps, if needed, and provide basic assistance and services to the population. Military DC support tasks typically include camp organization, basic camp construction, provision of care (food, supplies, medical attention, and protection); and placement (movement or relocation to other countries, camps, and locations). An important priority for the management of DCs should be to use the services and facilities of nonmilitary agencies when coordination can be accomplished as DC operations are often long-term and require enormous resourcing normally not immediately available through military sources.

1.7.2.3 Security

Security tasks include establishing and maintaining conditions for the provision of aid by organizations of the world relief community. These tasks often call upon military forces to secure areas needed for the storage of relief supplies until they can be distributed. Other tasks may involve providing protection and armed escorts for convoys and personnel delivering emergency aid, protection of shelters for DCs, and providing security for multinational forces, NGOs, and IGOs.

1.7.2.4 Technical Assistance and Support Functions

These short-term tasks generally include communication restoration, relief supply management, provision of emergency medical care, and high priority relief supply delivery.

DOD-approved relief efforts may tap into the department's global network of warehouses for additional supplies not readily available or available in sufficient quantity among GCC units or continental United States (CONUS)-based reinforcements. At present, there are three major DOD warehouses worldwide, a CONUS-based facility in Atlanta, Georgia (which Southern Command can draw on most easily), a facility in Okinawa (primarily for Pacific Command managed operations) and another in Italy (largely for European–Africa Command, or Central Command managed activities). Apart from current supplies, these warehouses also store excess items that are not up to current military standards (such as Cold War era field hospitals and tents) but which may nevertheless prove to be quite useful in support of disaster response operations.

The Atlanta facility, moreover, holds in storage some four hundred thousand humanitarian daily rations, which are culturally sensitive (for example, they contain no pork) and diet-attuned (for example, low-fat and low-calorie) developed specifically for people living under duress and/or displaced as a result of a natural or man-made disaster.

1.7.2.5 Chemical, Biological, Radiological, and Nuclear Consequence Management

CBRN CM is the overarching construct for a USG response to the effects of a CBRN incident at home or abroad. Overseas, excluding homeland areas, Department of State (DOS) is the USG lead federal agency for what is termed foreign consequence management. When required, the DOD resources maybe requested by DOS. Primary responsibility rests with the affected state, if not otherwise stipulated under relevant international agreements or arrangements. The response may include a number of agencies with specialized capabilities, in addition to military forces.

Incidents involving CBRN material (to include release of toxic industrial material subsequent to a natural disaster) produce a chaotic and hazardous environment requiring immediate response to minimize pain and suffering, reduce casualties, and restore essential infrastructure. Responders at all levels within the affected state may be overwhelmed by the magnitude of the incident and Navy forces may be requested to provide support. NTTP 3-11.25, Multiservice Tactics, Techniques, and Procedures for Chemical, Biological, Radiological, and Nuclear Contamination Avoidance, provides tactical consequence management doctrine. Appropriate national and military strategies, policy, and joint doctrine are provided within JP 3-41, Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives Consequence, and the National Response Framework (NRF).

1.8 RELIEF PROCESS

The relief process is continuous and cyclic in nature. Critical to its success is the sharing of information between assisting actors and between them and affected state agencies. Figure 1-6 depicts a simplified model of the overarching relief process. The process starts with needs identification and then progresses through needs assessments, needs analysis, RFAs, and relief/donor action. The relief cycle is repeated as needs assessments are updated, requirements refined, additional RFAs made, and disaster response 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 tasks and sometimes competing agendas.

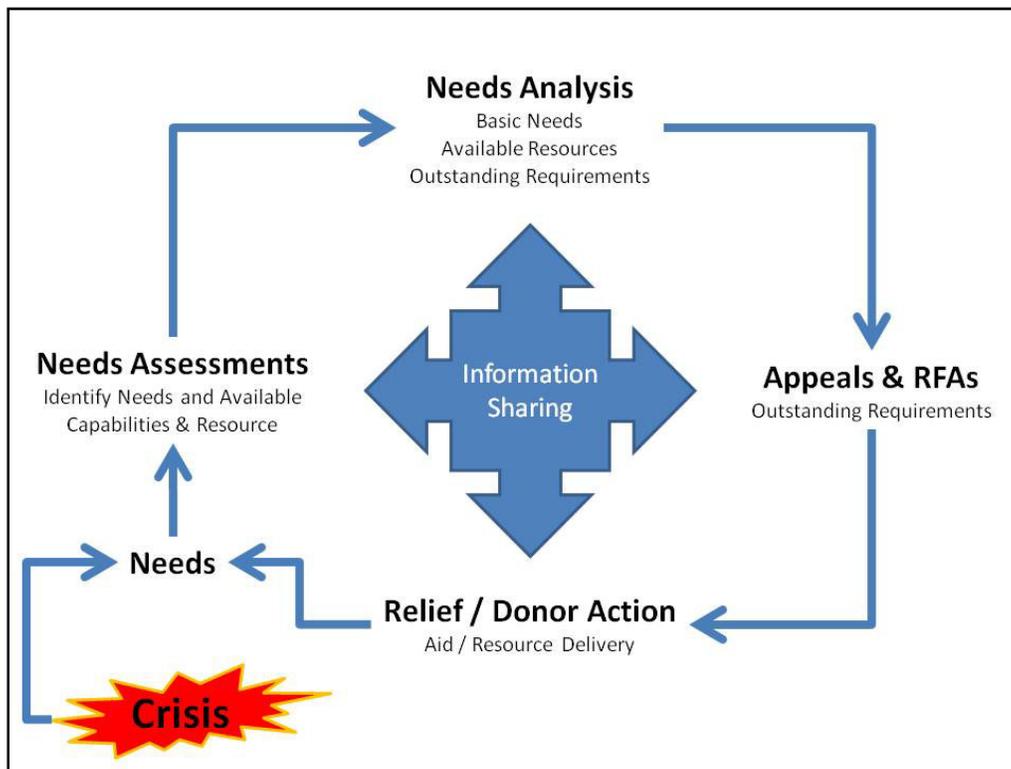


Figure 1-6. The Relief Process a Simplified Model

1.8.1 Needs Identification

The process starts with a disaster resulting in damage and or injury that exceeds the affected state's ability to respond. Needs are classified into immediate and long term.

1. Immediate needs are those required to save lives and mitigate immediate human suffering (emergency needs), including: urban search and rescue, water and sanitation/hygiene, food and nutrition, shelter, medical, security, safety of affected population and relief workers.
2. Long-term needs are those required to restore some sense of normalcy, including: rehabilitation, reconstruction and development.

Navy disaster response operations are focused on immediate needs. Navy HCA operations may include addressing long-term needs in support of USAID and overall USG objectives for that country.

1.8.2 Needs Assessments

Affected state agencies (if still functioning), various humanitarian community organizations and OFDA conduct needs assessments on the extent of the disaster/emergency and the needs/requirements. Needs assessments identify the requirements of the affected population and its own ability to meet these needs, the prioritization of any shortfall as well as the organizational capacity of the affected state and international actors to assist. Although initial assessments may be incomplete and inaccurate due to lack of available information immediately following a disaster, they are focused on saving lives and mitigating human suffering (emergency needs).

Assessments also include determining the capabilities and resources of various relief organizations, including assisting state military forces, if they are part of the disaster response. The following are examples of needs and capabilities assessed in this phase of the effort:

1. 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.
2. 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.

1.8.3 Needs Analysis

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.

1.8.4 Appeals and Requests for Assistance

Outstanding needs/requirements are then converted into appeals to the international community and donors, and to specific RFAs. RFAs are generated at the tactical level (local government unit/humanitarian community agency), operational level (national government unit/lead humanitarian community agency), and the supported strategic command level. Navy forces typically are assigned RFAs to provide immediate life saving supplies, transportation, or security. The fulfillment of RFAs by Navy forces is subject to direction from OFDA, the USG operational level LFA.

U.S. military forces may be the initial primary USG means of providing assistance; however they are not the LFA. They normally supplement the activities of U.S. and foreign government authorities, NGOs, and IGOs. This follows the OSLO guidelines which state "Military and civil defence assets should be seen as a tool

complementing existing relief mechanisms in order to provide specific support to specific requirements, in response to the acknowledged ‘humanitarian gap’ between the disaster needs that the relief community is being asked to satisfy and the resources available to meet them.”

Note

State Department officials may simply request a specific type and scale of military support (for example, sea-based transport helicopters for evacuating disaster victims) without thinking through the logistical support required to make that capability available, or the possible availability of more cost-effective alternatives.

RFAs should utilize a common format, figure 1-4, as much as possible to preclude confusion and lost time as the request flows through the humanitarian community. This is especially important for transportation requests.

Key principles of the RFA process are as follows:

1. RFAs directed to the assisting state military forces will likely be the last resort for the humanitarian community; use of assisting state military forces assets should be unique in capability and availability.
2. The affected state vets and prioritizes RFAs. Having the affected state prioritize the RFA eliminates, or greatly reduces, any perception of bias by the assisting actors.
3. Affected state prioritized RFAs are provided to the UN humanitarian coordinator. The UN humanitarian coordinator works with OFDA to determine those, if any, RFAs that given the present state of the humanitarian response can only be fulfilled by the military.
4. OFDA will transfer the RFA to the MITAM.
5. The operational level commander should determine how to address the RFA at its lowest tactical organizational level in accordance with approved policy guidelines. Many RFAs are time-sensitive. Accordingly, operational level commanders must notify the OFDA whether or not the RFA can be fulfilled within the expected time frame.

Note

In early phases of a sudden-onset large scale disaster, it is highly likely that either political or military leadership will direct Navy support that the affected state and/or humanitarian community agencies have not yet specifically requested. Nonetheless:

- The sovereignty and needs of the affected state must be respected.
- Navy resources may deploy loaded with goods and services based on 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.

1.8.5 Information Sharing

Designating communications on a disaster as classified should be minimized. The use of the “Handling Caveat—For Official Use Only” shall not be used as a classification and be held to the absolute minimum. Any information marked “For Official Use Only” shall meet the requirements of the “Exceptions” of the freedom of Information Act. The concept is to share by default and classify by exception.

Note

Joint Staff J3, Unclassified Information Sharing Capability (UISC) Concept of Operations, 15 November 2010, outlines the capability designed to assist joint and coalition military organizations in their efforts to collaborate, plan and coordinate operations, exchange information, and build situational awareness with both traditional and nontraditional mission partners across various mission sets.

As defined by the United Nations Civil-Military Coordination Officer Field Handbook (2007), information sharing is one of three pillars for coordination. Establishment of a persistent planning environment will establish trust and improve the business process associated with organizing a response. The exchange of releasable DOD planning updates with the international body will establish trust and help to coordinate the transition between DOD and International HA/DR response phases. One of the goals of information sharing is to shorten the timelines associated with sharing assessment information with the organizations that validate and approve the allocation of resources. Only in this way can DOD more rapidly provide capability to the affected areas.

In practice, the cyclical disaster relief process is chaotic and not smooth linear progression from needs assessment through relief/donor action. New information becomes available continuously. In practice the components of the disaster life cycle are intermixed and performed concurrently by a variety of organizations such as DOD, interagency, IGOs and NGOs. This fluid process can only be successful through the open continuous sharing of information. Success demands responders have technological capabilities to add and draw from the various humanitarian coordination and information sharing mechanisms used in support of a response.

Information sharing is less about the tools and more about organizations agreeing to connect and collaborate with a common understanding. In the absence of a coalition or joint workspace being available, it is crucial that the U.S. DOD leadership involved in the response identify their portal or URL that can be accessed by those eventually becoming associated with the response. For example, within 24-hours of the earthquake that devastated Haiti, the U.S. Southern Command (USSOUTHCOM) GCC ordered his staff to manage the DOD response on a non dot mil shared workspace. This announcement resulted in a single DOD space for those needing response information that was releasable to both the public and the responders. In addition, the USSOUTHCOM staff managed requests for assistance and requests for information in the workspace as well. The same lesson learned emerged during the 2011 disaster response to the earthquake and tsunami and nuclear disaster in Japan. As a result of these decisions, it becomes readily apparent that the military response staffs require flexible Knowledge Management business processes to ensure that requests for information and assistance can be properly acknowledged, tracked, and completed.

Gathering and sharing of timely and accurate information is often hampered by:

1. Disruption among the affected population, government, and relief agencies
2. Nonexistent, damaged or overloaded information-sharing systems and infrastructure
3. Inadequate coordination between organizations
4. Differing standards for data gathered
5. Differing priorities and goals of the organizations involved
6. Distrust of military.

Civilian and military actors need to establish and maintain clear lines of communication during disaster response operations. The sharing of all available information relating to the disaster by all actors will deliver better disaster response outcomes. Reluctance of civilian and military actors to share available information relating to the disaster can undermine the efficient delivery of disaster response and place lives at risk. Mutual trust needs to be

developed through civil-military coordination, to foster a shared and coordinated team effort. It will also assist in overcoming any misunderstanding that might arise between actors.

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. As a general rule, the U.S. military uses its unclassified information sharing environment (currently the All Partners Access Network (APAN)), as the portal to share its releasable information. The UN uses Virtual-OSOCC, an interactive website and the humanitarian community uses Relief Web, a web-based information repository. In addition to these capabilities, the Global Disaster Alert and Coordination System (GDACS) is available as a source of information to the military responder. GDACS is an authoritative source of information and is a cooperation framework of disaster managers and disaster information systems under the United Nations umbrella. GDACS fills the information and coordination gap in the first phase of major disasters. Effective information exchange between responders to a disaster requires continuous monitoring and updating of each of these information portals. These portals are described in greater detail in Appendix A. In addition to these information portals, crowdsourcing social media capabilities such as Facebook and Twitter are increasingly being used to exchange information between disaster responders. This unclassified content cannot be ignored by USG response teams and authorities.

CHAPTER 2

Disaster Response Capabilities, Conditions, Circumstances, and Influences

2.1 DISASTER RESPONSE OPERATIONAL ENVIRONMENT

When conducting disaster response operations, Navy commanders will be directing actions in a compressed decision cycle. Navy has significant capability that can be exercised to meet the needs of a population affected by a disaster. A commander's employment of these capabilities is determined by the operational environment.

This chapter shall discuss Navy capabilities for disaster response and likely conditions and circumstances germane to most disasters.

2.2 NAVY DISASTER RESPONSE CAPABILITIES

Navy forces by virtue of being forward deployed are likely to be the first USG response force from outside the affected state. Navy commanders take initiative deploying capabilities of assigned and attached forces while executing OFDA tasking in accordance with direction from their chain of command; their actions are bounded by law, e.g., no Navy force can operate ashore in the affected state without the approval of the U.S. chief of mission and government of the affected state.

Forward deployed Navy civil affairs forces and amphibious groups with embarked Marines are trained to conduct disaster response operations. Other forward deployed Navy forces, including carrier strike groups, individual ships, and deployed naval construction force units may provide more limited immediate disaster response, including airlift support, personnel recovery, engineering services such as bridging and debris removal, and a secure platform for staging or rest and recuperation until a larger force arrives. Riverine forces, expeditionary training teams, hospital ships, fleet hospitals, expeditionary medical facilities, and forward deployable preventive medicine units are other U.S. Navy assets that can be tailored to support disaster response operations.

Navy ships can provide a safe and accessible location for the joint force commander headquarters, provide sea basing support to military forces ashore, and have a limited ability to produce and distribute electrical power and clean water. Navy personnel can also provide protection for Navy forces ashore.

Sealift is typically critical to the movement of relief supplies and equipment in support disaster response operations. Most sealift is conducted by civilian ships. However, Navy ships are authorized by the Denton Program⁹ to transport humanitarian goods if space is available. Navy personnel can assist the affected state with opening seaports and conduct of port operations. Navy helicopters are frequently the only method to move supplies from the sea or airport collection areas to elements of the humanitarian community operating in remote or otherwise inaccessible areas.

⁹ Denton Program Overview: The Denton Program allows private U.S. citizens and organizations to use space available on U.S. military ships to transport humanitarian goods, such as clothing, food, medical and educational supplies, and agricultural equipment and vehicles, to countries in need. The program is jointly administered by USAID, the Department of State (DOS), and the Department of Defense (DOD). In FY2008, more than 600,000 pounds of humanitarian goods were sent to 17 different countries through the Denton Program.

Note

As discussed in Chapter 1 the goal for use of military forces conducting disaster response operations is to conduct indirect assistance. Using military helicopters to fill the gap between the relief supply collection areas and humanitarian community in the field is an example of indirect assistance. If the helicopter crews are providing relief supplies directly to the affected population this would be an example of direct assistance.

Each disaster is unique and the forces responding are not uniform. However, Navy commanders can anticipate that Navy forces will execute the following activities when conducting disaster relief operations:

1. Collaboration with the humanitarian community—universal joint task list (UJTL) operational level tasks associated with this activity include:
 - a. OP 4.7 Provide Politico-Military Support to Other Nations, Groups and Government Agencies
 - b. OP 5.1.14 Establish a Collaborative Environment
 - c. OP 4.7.2 Conduct Civil Military Operations (CMO) in the Joint Operations Area
2. Develop situational awareness/common operating picture—UJTL operational level tasks associated with this activity include:
 - a. OP 2.5 Gain and Maintain Situational Understanding (SU)
 - b. OP 5.1.4 Maintain Operational Information and Force Status
3. Engineering—UJTL operational level tasks associated with this activity include:
 - a. OP 4.6.2 Provide Civil-Military Engineering
 - b. OP 4.7.8 Establish Disaster Control Measurers
4. Health services support—UJTL operational level tasks associated with this activity include:
 - a. OP 4.4 Coordinate Support for Forces in the Joint Operations Area
 - b. OP 4.4.3 Provide for Health Services in the Joint Operations Area
 - c. OP 4.7.8 Establish Disaster Control Measurers
5. Logistics—UJTL operational level tasks associated with this activity include:
 - a. OP 4.2 Synchronize Supply of Fuel in the Joint Operations Area
 - b. OP 4.7.8 Establish Disaster Control Measurers
 - c. OP 5.1.4 Maintain Operational Information and Force Status
6. Manage personnel augmentation—UJTL operational level tasks associated with this activity include:
 - a. OP 1.1.1 Formulate Deployment Request
 - b. OP 1.1.2 Conduct Intratheater Deployment and Redeployment of Forces within the Joint Operations Area

- c. OP 1.1.3 Conduct Joint Reception, Staging, Onward Movement, and Integration (JRSOI)
7. Public affairs—UJTL operational level tasks associated with this activity include:
 - a. OP 4.7.2 Conduct Civil Military Operations (CMO) in the Joint Operations Area
 - b. OP 4.7.6 Coordinate Civil Affairs (CA) in the Joint Operations Area
 - c. OP 5.1.7 Coordinate Combat Camera Activities
 - d. OP 5.8 Provide Public Affairs (PA) in the Joint Operations Area (JOA)
 8. Relief operations—UJTL operational and tactical level tasks associated with this activity include:
 - a. OP 4.7 Provide Politico-Military Support to Other Nations, Groups, and Government Agencies
 - b. OP 4.7.8 Establish Disaster Control Measurers
 9. Religious Ministry—UJTL operational and tactical level tasks associated with this activity include:
 - a. OP 4.4.2 Provide for Personnel Services
 - b. OP 4.4.6 Conduct Religious Ministry Support in the Joint Force Theater of Operations.

2.2.1 Collaboration with the Humanitarian Community

International response efforts are conducted by a widely disparate group of organizations and entities. Each of these groups operate under different rules and have different objectives, motivations, goals, and reasons for supporting a disaster response operation. The diversity and independence of these organizations precludes a hierarchical command and control architecture traditionally used by the military. To the casual observer or those new to disaster response operations, this can cause a perception of anarchy that has been referred to as the “Fog of Relief.”

Synchronizing, and when appropriate integrating activities with other stakeholders and maintaining transparency of actions will help maximize unity of effort in providing relief to the affected population, especially in the critical areas of security, logistics, medical and other basic life-sustaining services, transportation, and communications. The steady flow of timely information in these areas is essential for successful humanitarian missions.

The relationship between the various actors responding to the disaster is based on cooperative/teamwork concepts and established on the basis of mutual respect and personal relationships as well as professional relationships and links. Coordination and cooperation in international disaster response operations is generally through consensus.

To the Navy commander this consensus decision-making process will seem foreign and initially uncomfortable. With no single person/entity directing the disaster response operation, considerable time and effort has to be set aside to both express and listen to opinions on how actions should proceed. A key facilitation tool for this decision-making process is the exchange of LNOs. LNOs provide the Navy commander insight into the thinking of other actors and they provide other actors insight into the Navy commander.

When participating in a disaster response effort it is important to remember that the international humanitarian community successfully responds to the vast majority of disasters without assistance from military forces. By only responding to RFAs from OFDA the Navy commander minimizes direct interface with the humanitarian community.

Military personnel participating in a disaster response operation should be aware of established humanitarian approaches and familiarize themselves with the disaster response organizational structure of the United States, United Nations, and international humanitarian communities.

2.2.1.1 United States Military Organizational Structure for Disaster Response Operations

When GCCs become aware of a disaster within their area of responsibility for which military resources are likely to be requested, they typically activate a crisis action team. The GCC may direct a joint force to provide disaster response or a Navy only force. If a joint force is created the GCC will designate a commander, joint task force (CJTF). The crisis action team has three components: a humanitarian assistance coordination center (HACC), humanitarian assistance survey team (HAST), and a joint logistics operations center. The geographic commander will assign or attach forces to the CJTF or Navy force commander if CJTF not assigned. Typically U.S. Navy forces already responding to the disaster will be assigned to the CJTF or Navy force commander if CJTF not assigned.

The HACC is a temporary center whose mandate is to assist with interagency coordination and planning. A HACC operates during the early planning and coordination stages of disaster response operations by providing the link between the GCC and other USG agencies, NGOs, and international and regional organizations at the strategic level. Typically, after establishment of CMOC/civil-military coordination center (CMCC), the HACC is folded into the CJTF or Navy force commander if CJTF not assigned staff for the later stages of the disaster response operation.

The HAST is deployed to the affected state to acquire information required for planning. It works with the country team and OFDA to assess the capability and capacity of the affected state government to respond to the disaster; identify primary points of contact for coordination and collaboration; determine the threat environment and survey facilities that may be used for force protection purposes; and coordinate specific support arrangements for the delivery of food and medical supplies.

Note

For further details on the HACC and HAST, refer to JP 3-29, Foreign Humanitarian Assistance.

The joint logistics operations center (JLOC) is a current operations directorate within the GCC's J-4 staff. The JLOC receives reports from supporting commands, Service components, and external sources, distills information for decision/briefings, and responds to questions. The JLOC coordinates and synchronizes the planning and execution of ongoing combatant command operations, interagency support requirements, and assigns priority movement for selected senior officials.

Note

For further details on the JLOC, refer to JP 4-0, Joint Logistics.

The CJTF will organize the joint task force (JTF) staff and task force to provide the appropriate expertise required to carry out the disaster response operation. The CJTF will request additional staff and/or forces from the GCC as needs are identified. If a CJTF is not assigned the Navy force commander will execute these functions.

Note

For further details on the CJTF during disaster response operations, refer to JP 3-29, Foreign Humanitarian Assistance.

To facilitate coordinated action with the humanitarian community, the CJTF, or Navy force commander if CJTF not assigned, typically designates a CMOC. The purpose of the CMOC is to create a forum for the U.S. military to collaborate with the affected state local emergency management authority (LEMA)/humanitarian operations

center (HOC) and the humanitarian community. The center is ideally located at a physical location outside of the military headquarters; however, if the operational environment will not allow, the center can be virtual. Having the center outside military headquarters allows the humanitarian community to send LNOs to the CMOC without concerns for their independence. The Navy commander should strive for Navy representation within the CMOC. The Navy LNO to the CMOC should be very familiar with Navy force capabilities, limitations and the Navy commander's operational design. When multiple assisting state militaries respond to a disaster they typically designate a combined CMCC. The combined CMCC will typically be lead by the military with the largest response. In addition to facilitating collaboration with the affected state LEMA/HOC and the humanitarian community, the combined CMCC provides the forum for these independently operating militaries to coordinate their activities.

As discussed in Chapter 1, the Department of State is designated the LFA for coordinating U.S. response to foreign disasters. In close coordination with the Department of State, USAID and more specifically OFDA is the primary agency responsible for coordinating USG response to both natural and man-made foreign disasters. OFDA's mandate is to save lives, alleviate suffering, and reduce the economic impact of disasters. OFDA does so by:

1. Providing rapid, appropriate response to RFAs.
2. Providing sufficient warning of natural events that cause disasters.
3. Fostering self-sufficiency among disaster-prone nations by helping them achieve some measure of preparedness.
4. Enhancing recovery from disasters through rehabilitation programs.

OFDA carries out these responsibilities in coordination with the government of the affected country, other donor governments, IOs, UN relief agencies and private volunteer organizations (PVOs), and NGOs. OFDA responds only when the U.S. chief of mission in an affected country has declared a disaster. OFDA's assistance is intended to supplement and support, not replace the response, preparedness, and mitigation efforts of the government of the affected state. The U.S. chief of mission is responsible for appropriate USG assistance based on priority humanitarian needs. To facilitate a timely cost effective and appropriate response, OFDA provides technical assistance through damage and needs assessments. Disaster relief that OFDA furnishes may include relief commodities, services, transportation support, grants to relief organizations, technical assistance, or any combination thereof.

If a large-scale, urgent, and/or extended response is necessary, OFDA will deploy a DART, which provides specialists trained in a variety of disaster relief skills to assist the U.S. chief of mission and the USAID mission (where present) with the management of the USG response to a disaster.

OFDA/DARTs coordinate their activities with the affected state, PVOs, NGOs, IOs, and UN relief agencies and other assisting countries. When U.S. military resources are involved with the disaster response, OFDA/DART will work closely with those resources to facilitate a coordinated effort by the USG.

The structure of a DART is dependent on the size, complexity, type, and location of the disaster and the needs of the USAID/Embassy and the affected state. The number of individuals assigned to a DART is determined by how many people are required to perform the necessary activities to meet the strategy and objectives. A typical DART is composed of five functional areas: management, operations, planning, logistics, and administration.

1. Management includes overall DART activities, including liaison with the affected country; PVOs, NGOs, and IOs; the UN; other assisting countries; and the U.S. military. Additionally, it includes the development and implementation of plans to meet strategic objectives.

2. Operations include all operational activities carried out by the DART such as urban search and rescue activities, technical support to an affected country, medical and health response, and aerial operations coordination. This function is most active during rapid onset disasters.
3. Planning includes gathering, evaluation, tracking, and dissemination of information about the disaster. Also included are reviews of activities, recommendations for future actions, and development of the DART’s operational (tactical) plan.
4. Logistics includes providing support to OFDA/DART personnel by managing supplies, equipment, and services; and ordering, receiving, distributing, and tracking people and USG-provided relief supplies.
5. Administration includes the management of fiscal activities of the team, contracts, and procurement of goods and services required by OFDA/DART.

Figure 2-1 is a generic DART organizational structure.

The OFDA/DART will coordinate Navy disaster response support. OFDA/DART coordination should consist of identification of “what” is needed leaving the “how” to satisfy the need up to the Navy commander. OFDA/DART will harmonize its Navy activities with those of the NGOs, PVOs, IOs and UN relief agencies and other assisting countries. Requests for Navy support from NGOs, PVOs, IOs and UN relief agencies and other assisting countries should be directed to OFDA/DART to facilitate best resource allocation and utilization. There are two important by-products of funneling all requests for Navy support through OFDA/DART.

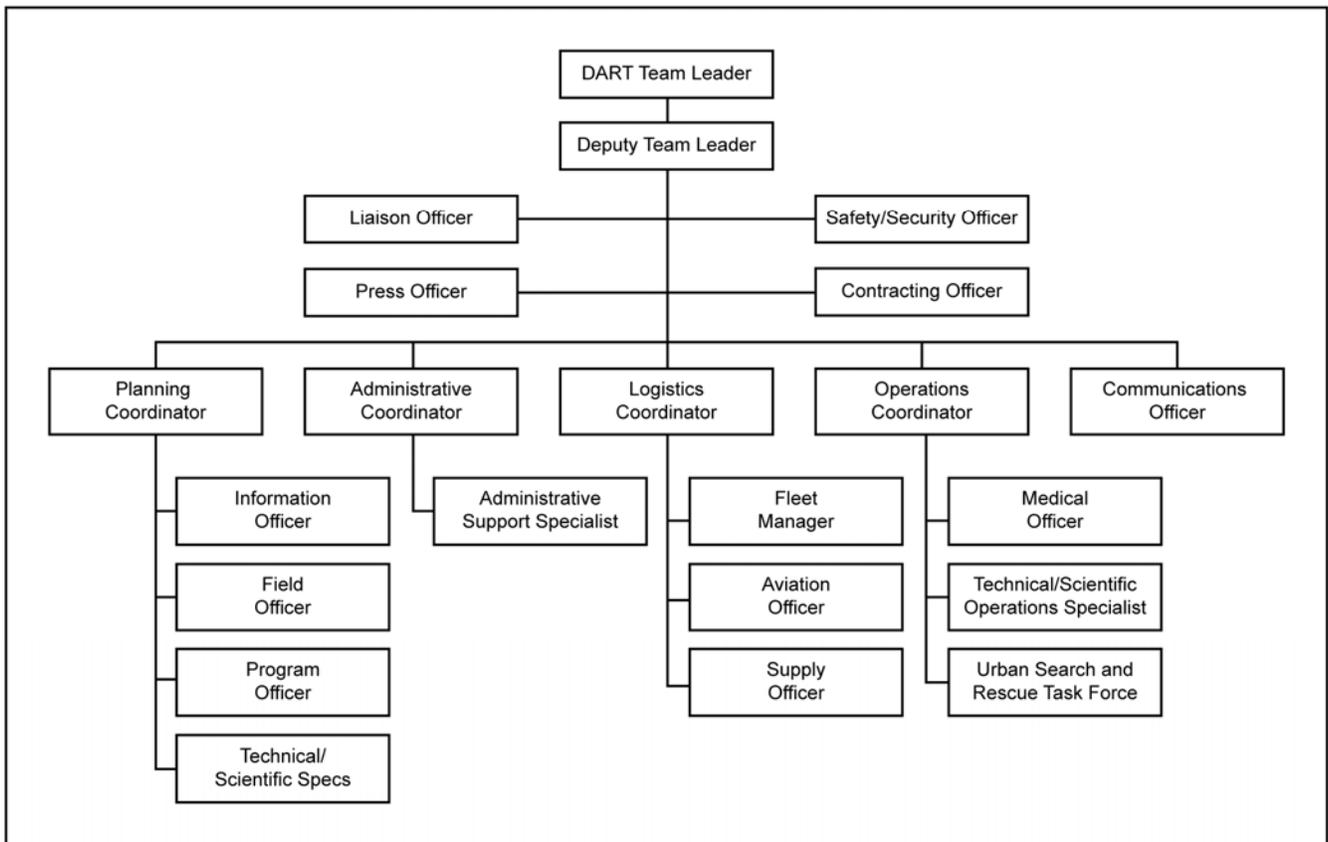


Figure 2-1. Generic Disaster Assistance Response Team Organizational Structure

1. Navy commanders are not required to participate in the humanitarian community consensus decision processes. They should only do so at the specific invitation of the UN cluster or international humanitarian community leadership.
2. Navy commanders can be assured requests for Navy services support both U.S. national objectives and disaster response best practices.

Note

Navy commanders should endeavor to have a LNO embedded in OFDA/DART and also request OFDA/DART LNOs be assigned to their command. A key function of these LNOs is to guide direction from OFDA/DART to be “what” needs to be done rather than “how” to satisfy a need.

While Navy commanders will typically follow direction from OFDA/DART they also have to be aware of decisions made by the international humanitarian community as these will very likely have a direct impact on how Navy commanders execute OFDA/DART tasking. Similarly the international humanitarian community needs to be aware of how Navy commanders will execute OFDA/DART tasking to avoid conflicts and replication. This can only occur by Navy integration into the international humanitarian community organizational structure.

2.2.1.2 International Humanitarian Community Organizational Structure

During international disaster response, there are invariably a multitude of actors and several options for an organizational framework. Typically the international humanitarian community will link into one coordination hub, foreign military into another, with both coordinating their activities with each other as well as with the affected state’s structure.

The organizational framework will be dependent on the affected state’s national structure and unique circumstances. Responding militaries will need to remain flexible in integrating with existing structures. A generic structure, see figure 2-2, consists of four major elements.

1. The U.S. military organizational structure (paragraph 2.2.1.1)
2. The affected state
3. Foreign military responders
4. International humanitarian responders.

The affected state will exercise authority for the overall direction, coordination, and supervision of disaster response within its territory and normally does so through a NDMO. The NDMO will, through its LEMA, activate or establish emergency operation centers immediately prior to or during a disaster, at the local, regional/provincial and national level, as required. These centers may be part of an existing national military command center structure, entirely separate, or civilian-led with military representation. In most affected states, these emergency operation centers are the focal point for coordinating all national relief efforts as well as international assistance.

For large scale disasters, the LEMA may be replaced by a HOC. The HOC is an international and interagency body that coordinates the overall relief strategy and unity of effort among all participants in a large disaster response operation. It normally is established under the direction of the government of the affected state or the UN, or a USG agency during a U.S. unilateral operation. Because the HOC operates at the national level, it will normally consist of senior representatives from the affected state, assisting states, the UN, NGOs, IGOs, and other major organizations involved in the operation. LEMA/HOC direction is provided to the OSOCC for actions by the humanitarian community and the CMOC or combined CMCC for actions by military forces.

the placement of military liaison staff in humanitarian coordinating structures and humanitarian community liaison staff in the military coordinating structures.

To facilitate transparency and unity of effort, it is vital that assisting states' military assets establish links with the relevant disaster relief coordination mechanisms during international disaster response operations. It is important the humanitarian coordination architecture, which will be disaster specific, is researched, understood and linked in to from the onset of planning and operations. Every effort must be made to integrate into the overall national and international response. A key task for the Navy commander is to determine the composition of the national, regional, and local authorities and/or humanitarian community and link into it.

UNOCHA works closely with the affected state and international responders to facilitate timely release of a request for international assistance. UNOCHA provides support to the government of the affected state and/or the UN resident/humanitarian coordinator in coordinating the international humanitarian response, through specialist coordinating mechanisms and personnel expertise. UNOCHA has the capability to very rapidly deploy assets to establish field coordination structures at the disaster site, such as the OSOCC. The OSOCC provides a platform for interaction between international responders and LEMA, its main purpose is to assist LEMA with the coordination of international responders as well as establishing inter-cluster coordination processes.

The UN cluster approach is the principle organizational construct utilized by the international humanitarian community to coordinate response efforts with the affected state. The cluster approach facilitates predictability and accountability in international humanitarian responses to emergencies, by clarifying the division of labor among organizations, and better defining their roles and responsibilities within the different sectors of the response.

Analogous to the emergency support function (ESF) system delineated under the National Response Framework promulgated by the U.S. Department of Homeland Security, the UN cluster approach assigns lead entities, see figure 2-3, to facilitate coordination between the cluster members and encourage effective working relationships in support of affected state institutions.

Unlike ESF lead departments and agencies; cluster leads have no authority to assign tasks. In the cluster system, requirements are identified and member organizations volunteer to fulfill them. The UN has designated global cluster leads, see figure 2-4, who may also be designated the cluster lead for a specific disaster response operation.

2.2.2 Develop Situational Awareness

Information gathering in disaster response operations should be broadly focused and include; political, military, paramilitary, ethnic, religious, economic, medical, environmental, geospatial, and criminal indicators that have the potential to impact mission accomplishment. Identification of the commander's critical information requirements will focus information gathering efforts to better support plan development and follow-on monitoring, assessment and replanning efforts.

All available means of information sourcing should be fused into tailored data useful to operational personnel for planning, mission requirements, and other unforeseen taskings as they arise. A critical early decision of the commander is the classification level for gathered and fused information.

Note

A significant difference between the U.S. military's response in 2004 to the tsunami in Indonesia and the 2010 earthquake in Haiti was the early decision in the Haiti response effort to keep all communication related to the disaster on unclassified networks. This decision eliminated information "bottlenecks" and "black holes" that occurred in 2004 as a result of having information on both classified and unclassified networks.

**STANDARD OPERATING PROCEDURE
FOR DESIGNATING SECTOR/CLUSTER LEADS IN MAJOR NEW EMERGENCIES**

At the onset of the emergency (if possible, within the first 24 hours)

Step 1. The HC (or RC, in countries where an HC has not been appointed) consults national authorities/counterparts and relevant IASC partners at the country level (NGOs, IOs, the International Red Cross and Red Crescent Movement and UN agencies) to determine priority sectors or areas of activity for the emergency; which agencies are best placed to assume the role of sector/cluster lead for each one; what thematic groups are needed to address cross-cutting issues; and what support is needed from UNOCHA and other actors in terms of common tools and services.

Step 2. Based on these consultations, the HC (or RC) draws up a proposed list of sectors with designated sector/cluster leads for each. The HC (or RC) may also propose the establishment of thematic groups for particular priority cross-cutting issues. The HC (or RC) forwards this list to the Emergency Relief Coordinator (ERC), addressed to holmes@un.org, requesting endorsement within 24 hours from the full IASC at the global level.

Step 3. The ERC shares this proposal with the IASC, requesting endorsement or alternative proposals.

Within 24 hours of receiving the proposal from the HC (or RC)

Step 4. The ERC makes certain agreement is reached within the IASC at the global level. Where agencies at the global level propose arrangements that differ from those initially proposed by the HC (or RC), the ERC consults the HC (or RC) and IASC further in order to reach agreement.

Step 5. The ERC communicates the decision reached to the HC (or RC) and all relevant partners at global level.

Step 6. The HC (or RC) informs the affected state and all relevant country-level partners of agreed arrangements within the international humanitarian response. Common Humanitarian Action Plans and appeal documents should clearly state the agreed priority sectors and the designated leads for each.

Figure 2-3. Standard Operating Procedure for Assignment of Cluster Leads

Sector or Area of Activity	Global Cluster Lead
Camp Coordination and Camp Management	United Nations Office of the High Commissioner for Refugees (UNHCR) (Conflict) International Organization for Migration (IOM) (Natural Disaster)
Early Recovery	United Nations Development Program (UNDP)
Education	United Nations Children’s Fund (UNICEF) and Save the Children Alliance
Emergency Shelter	UNHCR (Conflict) International Federation of Red Cross and Red Crescent Societies (IFRC) (Natural Disaster—convener)
Emergency Telecommunications	UNOCHA (process owner) WFP (telecoms provider)
Health	WHO
Logistics	WFP
Nutrition	UNICEF
Protection	UNHCR
Water, Sanitation, and Hygiene	UNICEF

Figure 2-4. United Nations Designated Global Cluster Leads

To attain situational awareness the commander requires information on:

1. The affected state's culture
2. Disaster impacts
3. Status of NGOs, PVOs, IOs and UN relief agencies and other assisting countries efforts to address the disaster.

2.2.2.1 Understanding the Affected State's Culture

Understanding the regional culture and how the affected state and other participants perceive the U.S. Navy's actions and those of the United States in general is a key element of situational awareness. Food customs and restrictions (e.g., dietary differences) must be honored. Additional cultural considerations include the treatment of human remains due to religious or customary differences and shelter requirements due to climate considerations and family groupings. Force chaplains can be helpful in identifying these cultural considerations and explaining them to naval personnel.

Understanding the regional culture is critical during every stage of a disaster response operation, but especially so during early stages. In order to develop an awareness of regional culture, it is helpful to:

1. Meet U.S./OFDA representatives, otherwise Navy component commander (NCC) regional and country desk officers may provide assistance.
2. Request deployment of the desk officer(s) or civil affairs forces, if possible, as advisors for the duration of the operation. Assign them to the liaison team(s) and have them brief watch teams and other key personnel.
3. Seek assistance from unit chaplains in assessing the religious environment and the impact of religion upon the local culture. Since many cultures hold religious leaders in high esteem, chaplains may be perceived with inherent credibility and may serve particularly well as liaisons to indigenous religious leaders.
4. Gather country-specific information utilizing the Navy's Center for Language, Regional Expertise, and Culture (CLREC) training curriculums. CLREC will tailor training products on the affected state's geography; history; peoples and ethnic groups; language; religious influences; society and norms; behavior and etiquette. CLREC training in addition to providing understanding of the affected state's culture also is useful for Operational Cultural Awareness Training. In addition to the CLREC training curricula the CIA world fact book (<https://www.cia.gov/library/publications/the-world-factbook/>) is a useful tool to gain insight into the affected state's culture.

2.2.2.2 Understanding the Disaster's Impacts

To understand the disaster's impacts, the Navy commander needs to have a comprehensive understanding of the current state of disaster response efforts. This understanding can be achieved through research and liaison with the U.S. embassy, USAID/OFDA, UNOCHA and elements of the humanitarian community that were operating in the country before the disaster occurred. Civil affairs forces, if available, can assist with this research and liaison.

Information on the affected state before the disaster should be shared with other responding military forces and the humanitarian community. This prevents duplication of effort. Disaster response information paths (see Appendix A) provide the Navy commander a medium to share information and to receive information gathered by affected state agencies, other responding military forces, and the humanitarian community.

The Navy commander will request assessment information from OFDA/DART, UNDAC team and the GCC's HAST. If time and distance allow, the NCC will endeavor to have Navy LNOs embedded with OFDA/DACT, UNDAC team and the GCC's HAST.

The goal of assessment is to provide the commander awareness of the current conditions in the affected state, local points of contact and critical needs currently not being satisfied by the affected state agencies, other responding military forces, or the humanitarian community. With needs identified, the LFA can conduct the needs analysis phase of the relief process (see Chapter 1). Those needs evaluated as valid are then prioritized and resources are identified. If OFDA identifies a need that cannot be satisfied by the humanitarian community or non-DOD agencies within the USG, it will likely request DOD resources to meet this need. Having Navy LNOs assigned to OFDA facilitates requests for Navy resources that are reasonable and achievable.

2.2.2.3 Understanding What Others are Doing to Respond to the Disaster

In a sudden onset emergency the situation will be vague and neither the affected state nor the international humanitarian community are likely to know exactly what is required, what is on the ground, and what is on the way to the disaster area. As the disaster response organization crystallizes, an important side benefit is the free exchange of information between the affected state agencies, responding military forces, and the humanitarian community. These information links provide means to share information and coordinate response efforts to identified RFAs.

2.2.3 Engineering

Disaster response operations can be highly engineer-intensive. This engineering support is focused on taking actions to save lives and property, assisting in stabilizing a disaster area, and assisting the affected state's authorities where needed.

During disaster response operations NMCB can repair shore facilities and lines of communication. NMCBs also perform specialized construction such as water well drilling, quarry and rock crusher operations, asphalt and concrete placement, and infrastructure repair such as airfield damage repair. Construction battalion maintenance units provide follow-on public works operations to maintain and repair existing advanced base shore facilities or facilities constructed by NMCBs.

Following disasters, underwater construction teams (UCTs) facilitate port-opening operations with underwater surveys, damage repair, and obstacle removal through the use of precision demolitions, as well as detailed beach and port hydrographic and side-scans surveys. UCTs can also provide a light salvage capability.

For additional discussion on engineering support see:

NWP 4-04, Naval Civil Engineering Operations

NWP 4-12, Navy Salvage Operations

OPNAVINST 5450.46K, Naval Construction Force (NCF) Policy.

2.2.4 Health Services Support

Following a disaster, there are generally three main efforts of medical assistance:

1. Trauma
2. Control of disease and infection
3. Support to restore affected state medical capabilities.

Initial responders, including forward deployed Navy forces that can be diverted, may assist in managing trauma, but most U.S. Navy health services support (HSS) will be involved in the second and third efforts. It is critical that first responders and the JTF, once established, have U.S. forces augment affected state capabilities, rather than replace or supplant them.

In situations where injuries are high, the elimination of on-scene health hazards along with urban search and rescue (SAR) and emergent surgical services may be the highest priority. This type of support is generally short in duration (approximately 72 hours) due to patient survivability time limitations and the ability to rapidly build appropriate force levels for these tasks. The CJTF, or Navy force commander if a CJTF is not designated, should coordinate with affected state, UN, OFDA, and other NGO, PVO, IO, and UN relief agencies and other assisting countries' medical responders in the area to:

1. Standardize triage procedures and treatment timelines to guide healthcare providers on patient assessment, prioritization, basic resuscitation, and referral.
2. Standardize protocols for advance care referral of injured patients (e.g., surgery) and make arrangements for suitable patient transportation to the appropriate referral facility.
3. Standardize patient reporting and tracking.

Highest priority health services include the most appropriate and effective interventions to reduce morbidity and mortality as determined by the health situation analysis. Clearly, the risk of communicable diseases is increased in a post-disaster environment due to overcrowding, poor environmental conditions, and poor public health. Expert advice should be obtained for communicable disease control and management of epidemics. Some communicable diseases have a seasonal pattern and timely measures must be taken to prevent a rapid increase in cases. The following are central to disease control:

1. General public health education and awareness
2. Medical surveillance
3. Proper disposal of sewage and refuse
4. Water supply and soap
5. Vector control (pest control).

Navy HSS efforts should resist pressure for an immediate mass immunization program. The most common causes of disease and death are generally infections, often aggravated by malnutrition, which cannot be prevented by immunization. Furthermore immunization programs require resources, personnel and material (e.g., refrigeration for vaccines) which could be better utilized for other disaster response activities. Immunization programs should be considered once the operation shifts to disaster recovery; the affected state, WHO, UNICEF, or other NGO or IGO should implement the program.

Specific to humanitarian tasks, medical forces may be called on to assist in reestablishing and supporting indigenous medical infrastructure, particularly those affected by disaster. Reestablishing affected state medical systems fosters self-sufficiency and may contribute to accomplishing the U.S. military task sooner. Care must be taken that reestablished health care standards are appropriate for the local population and at a level that can be maintained by the existing affected state medical infrastructure.

For additional considerations for providing HSS in disaster response operations, see JP 3-29, Appendix E, Health Service Support in Foreign Humanitarian Assistance Operations; NWP 4-02, Naval Expeditionary Health Service Support Afloat and Ashore; NTTP 4-02.6, Hospital Ships; and NTTP 4-02.1, Medical Logistics.

2.2.5 Logistics

Responsive logistics are critical for successful disaster response operations. Disaster Response is inherently a logistics based operation. The preponderance of the Navy's unique capabilities requested by the USAID OFDA/UNDAC teams is for tactical level logistics support while the international humanitarian community develops and executes long term tactical level logistic support for the disaster response. The Navy's ability to

rapidly distribute supplies; house response personnel outside the disaster area; and transport significant quantities of supplies and personnel into isolated, remote, or areas with limited infrastructure via air, ground, and amphibious means are often critical enablers to disaster response efforts. Navy unique capabilities include distribution of supplies and equipment (such as food, water, fuel, construction materials, and other basic life sustainment items), engineering (including engineering assessments, inspection of facilities and infrastructure, and conduct rapid repair and/or temporary replacement of damaged infrastructure), aerial, ground and waterborne transportation assets, material handling equipment (required to off-load supplies and equipment) are capable of filling critical gaps in the overall humanitarian response conducted by the international community.

Typically disasters result in damage to infrastructure and restricted access for the affected population to food, water, and medical supplies. OFDA will direct logistics prioritization. Typically OFDA is guided in this prioritization effort by the UN RC/HC and/or UNOCHA. Supporting the RC/HC and UNOCHA is the WFP who is the UN cluster lead for logistics.

Note

Navy commanders and their crews need to resist direct appeals from the humanitarian community for logistic support. These requests for assistance should be directed to OFDA for proper prioritization and assignment.

Navy logistics efforts should, unless otherwise directed, focus on providing services that support the delivery of 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.

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 relief supplies 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
3. Creating additional, burdensome follow-on/sustainment requirements.

Especially in underdeveloped nations, premature delivery of logistics may rapidly overwhelm sea/air port of debarkation infrastructure and result in near gridlock, preventing delivery of actual requirements.

The transition from a “push” to a “pull” logistics approach 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 actual needs. The “pull” logistics approach is based on requirements derived from formal needs assessments undertaken by the affected state, assisting humanitarian organizations and any other assessment teams. However, during the earliest stages of a relief effort, “push” will be required. It is the responsibility of all personnel, especially during a chaotic initial response effort, to help refine the assessment and provide improved needs assessments up their chain of command in order to help transition the logistic support effort to a “pull” approach.

The overall logistics concept should be closely tied into the operational strategy and be mutually supporting. This includes the following:

1. Identifying time-phased material requirements, facilities, and other resources. Remote and austere locations may require deployment of materials handling equipment and prepositioned stocks.
2. Identifying support methods and procedures required to meet air, land, and sea lines of communication.

3. Establishing procedures for coordinating and controlling material movements to and within the operational area. Priorities may be established using apportionment systems, providing the commander with the flexibility to reinforce priority efforts with additional resources.

Lessons-learned indicate that logistics and the associated support facilities and infrastructure necessary to sustain a disaster response operation are frequently underestimated. Emphasis must be placed upon locating logistics bases as close as possible to the affected population. All potential supply sources should be considered, including affected state, commercial, multinational, and prepositioned supplies.

The sea force must establish a robust Navy supply chain quickly. The Navy must establish communication and coordination with the upstream supply chain to sustain in-transit visibility of supplies and aid, and to facilitate moving personnel in and out of the disaster region to intended delivery and distribution points. Establishment of robust procedures in the first 48–72 hours will make later efforts progress more smoothly, and allow better integration with the joint effort.

Note

LESSON LEARNED: Identify sources of items that will enable ship-to-shore movement of materials. Critical items that will be needed to support movement of disaster relief supplies include shrink wrap, cargo nets, pallets, tri-wall containers, packaging and banding materials, etc.

Contracting support may be obtained from within or outside the affected state. Military forces should not compete for scarce local resources. To avoid competition for similar support and to promote economy of contracting effort, contracts for logistic support must be coordinated through the USAID-OFDA logistics coordinator or lead agent for logistics. Logisticians should be thoroughly familiar with contracting options available through the Navy's Emergency Construction Capabilities Contract Process.

A contingency construction capabilities (CONCAP) contract provides the Navy with a responsive contracting vehicle and a large civilian contractor at the ready to respond to natural disasters. A CONCAP contract is administered by the Naval Facilities Engineering Command and is focused on construction and construction-related services. Representative examples of potential construction tasks include:

1. Power plant and power distribution reestablishment/repair
2. Water treatment plant
3. Water well drilling
4. Sewage treatment plant
5. Dredging
6. Airfield construction
7. Pier construction
8. Petroleum storage facility
9. Bridge and road replacement/repair.

When local contracting is approved by USAID-OFDA, it can be a useful tool in aiding the economy of the affected state and facilitate transfer of responsibility back to the affected state, NGOs or IOs. However, logisticians must be particularly careful in reviewing all equipment and supplies that may be left behind at the completion of the operation. Supplies and equipment must not be arbitrarily left behind and donated to the

affected state. All supplies and equipment being considered for turnover to the affected state must be properly approved by USAID, and accompanied by appropriate training and maintenance packages. Close coordination with USAID-OFDA will facilitate compliance with all applicable Federal laws and statues relating to the donation or transfer of military articles and supplies are followed. Consult legal counsel prior to any release of supplies and equipment. It should also be noted that planning for security of materials and supplies is imperative.

Note

Military expenditures in support of disaster response are usually reimbursed by Defense Security Cooperation Agency which is an element of Under Secretary of Defense for Policy using allocated overseas humanitarian, disaster, and civic aid funds. However, expenditures must be justified by passing through USAID/OFDA's validation process to determine if it is a true humanitarian requirement. Relief actions undertaken by commanders in the field that lack USAID-OFDA validation put their operating funds at risk.

For additional information see:

1. JP 4-0, Joint Logistics
2. JP 4-01.2, Sealift Support to Joint Operations
3. NWP 4-01, Naval Transportation.

2.2.6 Manage Personnel Augmentation

Disaster response operations rely on personnel augmentation at all levels. It is important for the Navy force commander to facilitate a coherent system of management for Navy personnel responding to the disaster. It is recommended that one staff member, or a designated maritime operations center cell at the Navy force commander's operations center, be designated to manage Navy personnel flow in and out of the disaster response effort area of operations. This staff or cell should include planners, subject matter experts, and personnel with reserve mobilization and active duty augmentation expertise. This personnel management cell can expect a large flow of personnel into the disaster response effort area of operations, including reservists mobilized to augment units, translators, personnel marrying up with equipment already shipped, and very important persons/distinguished visitors. All Navy personnel requests and notifications related to the relief operations should go through this cell.

It may be necessary to augment the staff of the Navy command directing the Navy forces conducting disaster response operations with additional staff (e.g., communications officers, information technology specialists, medical planners, etc.) or, for ships that are not manned to support flight operations around the clock, such as amphibious assault ships, with tactical air control center and flight deck personnel. It may be possible to redistribute available manpower to perform certain functions (e.g., increase the number of food service attendants if the ship will be feeding large numbers of additional people). It is helpful to identify and publish available skill sets in the force in order for commanders to make full use of available assets. This includes individual skills, qualifications, and areas of knowledge beyond those associated with shipboard or expeditionary shore command occupational specialties (e.g., planners with regional/country or disaster response expertise, bus or truck driver, foreign languages, familiarity with local area, etc.).

Specific personnel requirements will vary with each disaster response operation and associated area of operations. Typically, LNOs, cargo handlers and linguists are always needed for disaster response operations.

1. Liaison. LNOs facilitate access to key individuals and other agencies and promote effective communication and coordination. They should be fully aware of sea-based capabilities. See figure 2-5 for listing of LNO guidelines.

LIAISON OFFICER GUIDELINES

LNOs are official representatives of the sending organizations and should be treated accordingly.
 LNOs support the gaining organizations and serve as critical conduits between organizations.
 LNOs remain in their parent organizations' chain of command.
 LNOs perform five basic functions: monitor, coordinate, advise, assist and communicate.
 LNOs are not full-time planners.
 LNOs are not watch officers.
 LNOs are not substitutes for delivering critical information through normal command and control channels or a conduit for general information sharing.
 LNOs are not replacements for proper staff-to-staff coordination.
 LNOs are not replacements for augmentees or representatives.

Figure 2-5. Liaison Officer Guidelines

2. Cargo Handlers. Typically disaster relief operations require cargo handlers at logistics airheads and seaports. Minimally manned craft, such as a high speed vessel, involved in cargo transport require augmentation of cargo handling personnel to reach their maximum throughput. Activation of a Navy Reserve cargo handling and port group element from the Naval Expeditionary Logistics Support Force of the Navy Expeditionary Combat Command can satisfy this need.
3. Linguists. Linguists provide a critical language and cultural awareness capability, particularly for liaison teams operating ashore. Request the deployment of linguists as early as possible. Co-locate linguists with LNOs. Seek assistance from local first responders or other participants from the region who may be able to help with dialects, particularly in remote areas. Draw on the language skills and familiarity with the local area of personnel attached to the sea force regardless of their normal jobs. Poll subordinate commands to determine the availability of personnel with appropriate skills and background early in the planning process.

2.2.7 Public Affairs

Managing expectations and positively influencing perceptions by proactive education and training is essential for disaster response success. Navy commanders must provide accurate messages in conjunction with actions and images to instill confidence. Alignment of public comments with the operation's strategic communication plan and public affairs guidance are fundamental tasks for managing expectations.

The role of the leader as a communicator takes on more significance in a disaster response operation. Emergencies create crises, crises demand resolution, and the engaged Navy leader speaking early and accurately can become a powerful symbol of positive action and crisis resolution in managing expectations and instilling confidence.

Once the disaster strikes the Navy must emphasize their role and capabilities to the public through the media. In order to manage the information environment, it is critical that the public affairs officer have situational awareness of the actions and locations of operational forces as well as the actions and reporting of commercial media. In this way, public affairs officers can keep reporters accurately informed and immediately counter any misinformation that the media may unknowingly report as well as provide a proactive, credible spokesperson whenever and wherever it is most critical. Situational awareness combined with predisaster education and military-media relation building is essential to provide an accurate picture to various audiences, to include the affected population, U.S. citizens, and the international community.

Note

Types of uniformed forces, military terminology, and interaction with the public can skew perceptions. An example of modifying military terminology to signal the benign purpose of the disaster response operation is during tsunami relief efforts in Indonesia, the term “Comfort Support Group” temporarily supplanted “Carrier Strike Group.”

Navy leadership will promote operational effectiveness by considering the public perception of media images. Images, both positive and negative, send powerful messages. In operations to support civilians, the choice of soft caps over Kevlar helmets sends a potent signal about the military’s perceived role.

The short-term duration of the Navy’s support for the disaster response operation needs to be reinforced throughout the operation. A key theme is how the Navy is serving as the gap filler between when the disaster occurs and when the humanitarian community can complete their surge in response. Force redeployment, without proper understanding of why it is occurring by the press and public risks giving the impression that the military is “abandoning” the disaster response effort.

The short-term duration of the Navy’s support for the disaster response operation is but one of many themes the Navy commander supports by his public statements. Other themes to be reinforced throughout any disaster response operation include:

1. Affected state leadership
2. Affected state population resiliency
3. Partnership
4. Collaboration
5. Quality over quantity
6. Focus on response
7. Transition.

Figure 2-6 contains sample messages a Navy commander could employ when interacting with the public to support each of the above themes. When interacting with the public, it is very important that Navy commanders do not postulate on actions of others responding to a disaster, are knowledgeable of local geographic features (city names, streets, etc.), and demonstrate understanding of the affected population’s needs and how they are being addressed.

2.2.8 Relief Taskings

Military resources, for disaster response operations, should be limited to emergency response and to tasks that support relief operations of the affected state government and humanitarian community. The preferred method of military support is to provide indirect assistance or infrastructure support vice direct assistance to the affected population. This maximizes the integrity of the roles and tasks of the responding foreign military, affected state, and humanitarian community and the efficiency of these various disaster response actors.

Theme	Supporting Messages
Affected state Leadership	The government of _____ is the lead in this humanitarian operation
	We respect the sovereignty and authority of the government
	We are here in support of the _____, after its request for assistance
Resiliency	We are committed to supporting the already strong resiliency of the _____ people
	The _____ people are resilient disaster survivors, not victims
	We have been impressed with the resiliency of the _____ people in the face of disaster
Short-term Duration	The United States will conduct humanitarian operations as requested and then leave
	We are here for immediate response operations only, Follow-on response operations will be conducted by nonmilitary personnel
	We will transition our operations to the government of _____ and humanitarian community as quickly as possible.
Partnership	We are working side-by-side with _____ leaders and responders
	U.S. sailors are honored and privileged to be working with their _____ partners
	With the help of the _____ government, we are able to [conduct assessment/activity]
Collaboration	The United States is working multilaterally with other responding [mention specific nations]
	We are working with the international humanitarian community [mention specific IOs/NGOs]
	We welcome other partners that would continue here once we depart the affected area
Quality over Quantity	We are focused on saving lives, not the number of sorties
	Our main priority amidst this massive effort, is to save lives and reduce suffering
	We have lifted [x] tons, but our emphasis is on quality of effort, instead of quantity
Focus on Response	We are working to regain essential services, such as food, shelter, and water
	We are working to improve logistics and coordination with the government of _____ and other responders
	We are customizing assistance—some places need medical aid, while others need food
Transition	Those who were not hard-hit still face the challenge of rebuilding their livelihoods
	Rebuilding infrastructure and other long-term needs is essential to recovering capability
	Other [specify UN, nations, humanitarian organizations] and the government of _____ will continue after we are gone

Figure 2-6. Common Messages Used to Support Common Themes

During disaster response operations, military forces typically conduct indirect assistance in support of one or more of the following activities:

1. Disaster Relief
2. Dislocated Civilian Support
3. Security
4. Technical Assistance and Support
5. Consequence Management.

However, immediately following the disaster event, it is highly likely the humanitarian community will not yet be available. Forward deployed naval forces, if welcomed by the affected state government, should anticipate providing direct assistance 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. Specific direct assistance tasks could include:

1. Search and rescue.
2. Evacuation of civilians.
3. Delivery of water, food, medical supplies/personnel, and shelter materials.
4. Establish/provide communications between relief officials and affected areas.
5. Transportation for civilian relief agencies. Civilian relief agencies may already be in the affected state with relief supplies and/or personnel (including medical professionals), but lack the means to rapidly reach disaster victims.

2.2.9 Religious Ministry

Religious affairs as set forth in JP 1-05, Religious Affairs in Joint Operations is identified as both religious support and religious advisement. SECNAVINST 1730.10, Chaplain Advisement and Liaison sets the boundaries and defines the terms of religious advisement and liaison. Most military religious ministry teams (RMTs) retain the primary responsibility to support the religious requirements of the personnel in their units. Religious advisement and liaison requirements that, depending on the particular circumstances, may be associated with a disaster response operation vary at the different levels of war. During disaster response operations, military RMTs and chaplains:

1. Support Sailors, particularly those exposed to human suffering
2. Serve as the Navy commanders' subject matter experts on religion and culture in the affected states
3. Engage with affected state religious leaders and religion-based organizations
4. Provide emergency service to affected populations such as honoring the dead or offering comfort for the living
5. Provide ministry support to others responding to the disaster.

The goal for use of U.S. military forces conducting disaster response operations is to conduct indirect assistance, finding and filling the gaps in capability of the international humanitarian community. Direct support is not the preferred method, as it can give the appearance of contradicting international agreements on humanitarian work and generate mistrust in the humanitarian community. Thus chaplain interaction with the populace of the affected state will be limited. Services delivered to affected civilian populations or multinational assisting nation personnel will normally be of a temporary nature, and coordinated with the TF, JTF or naval component chaplain through the military chain of command with the country team or appropriate U.S. government lead agencies (Department of State, USAID, etc.) and/or international coordinating authorities. RMTs may support CMOC/CMCCs or HAACs where established. Any liaison between chaplains and NGOs, PVOs, or other U.S. government agencies should be coordinated through the established interagency facilitators.

For additional information see:

1. JP 1-05, Religious Affairs in Joint Operations
2. NWP 1-05, Religious Ministry in the U.S. Navy
3. SECNAVINST 1730.7D, Religious Ministry within the Department of the Navy
4. SECNAVINST 1730.8B, Accommodation of Religious Practices

5. SECNAVINST 1730.9, Confidential Communications to Chaplains
6. SECNAVINST 1730.10, Chaplain Advisement and Liaison.

2.3 LIKELY CONDITIONS AND CIRCUMSTANCES OF A TYPICAL DISASTER

Trends provide insight to the Navy commander and planning staff on the likely operational environment of future disaster response operations requiring Navy response. Increased accuracy in the reporting of disaster statistics provides greater visualization of their impact. From these statistics the following five trends have been identified:

1. The number of people affected by disasters is rising. This is largely due to the world's migration to urban areas where risk exists. As of the year 2000, it was estimated that at least 75 percent of the world's population lived in areas at risk from a major disaster.
2. Overall, disasters are becoming less deadly. Modern science and building practices, at least in those countries that use them, have provided a significant counteragent to the consequences of disasters. As an example of this trend, hurricanes between 1900 and 1919 killed approximately 10,000 persons in the United States; while between 1980 and 1999 hurricanes killed 82 persons.
3. Overall, disasters are becoming more costly. A quarter-century ago, the economic damage from any given disaster rarely topped the billion dollar mark, even accounting for inflation. Now, several top the billion mark each year.
4. Poor countries are disproportionately affected by disaster consequences. Disasters do not differentiate between rich and poor countries. However, developing countries suffer the greatest impact. On average, 65 percent of disaster-related injuries and deaths are sustained in countries with per-capita income levels that are below USD 760 per year. Four primary reasons have been identified for why the poor are, in general, often most at risk.¹⁰
 - a. They are least able to afford housing that can withstand seismic activity.
 - b. They often live along coasts where hurricanes, storm surges or earthquake-generated tsunamis strike or live in floodplain subject to inundation.
 - c. They are forced by economic circumstances to live in substandard housing built on unsafe slopes that are susceptible to land-slides or are built next to hazardous industry sites.
 - d. They are not educated as to the appropriate life-saving behaviors or actions that they can take when a disaster occurs.

Given these trends the likely conditions and circumstances of a disaster that significant numbers of Navy resources will likely be directed to support are:

1. The affected state is likely to be classified as developing (e.g., Indonesia) or least developed (e.g., Haiti). Developed states typically have the internal resources, processes, and procedures to address disasters with indigenous resources.
2. The disaster is likely to include a heavily populated urban area. The ability of the affected population to "live off the land" will be minimal.
3. The lack of enforced building codes and zoning control is likely to result in significant primary and secondary casualties.
4. The disaster is likely to result in significant damage to infrastructure needed to promote a law abiding society—the potential for looting and theft of relief supplies will be high.

¹⁰ Coppola, Damon P., 2007. Introduction to International Disaster Management. Elsevier Inc.

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CHAPTER 3

Disaster Response Organizations and Collaboration

3.1 COLLABORATION DURING DISASTER RESPONSE

International law states that nations retain their sovereignty even in the event of disasters. Accordingly, the affected state's government must invite international response organizations to participate in disaster response efforts. The affected state's government will typically not invite international response if local, regional and national disaster management agencies can provide adequate response. Only when the affected state's disaster management agencies are overwhelmed, will international response organizations be invited to participate. Assisting state, affected state disaster management agencies, and international response organizations achieve unity of effort through collaboration. As shown in figure 2-2, even within the individual international response organizations, the primary means of unifying efforts is collaboration. To work within the disaster response operation collaborative decision process the military conducts CMCoord which is called civil/military information by the North Atlantic Treaty Organization (NATO).

There are four categories of organizations that conduct disaster response operations.

1. Affected state disaster management agencies
2. Assisting state assisting states
3. Multilateral organizations (e.g., NATO)
4. NGOs.

This chapter will provide a brief background on each of these organizations and the U.S. organization for both domestic and foreign disaster response operations. The chapter will conclude with a discussion on CMCoord during disaster response operations.

3.2 AFFECTED STATE DISASTER MANAGEMENT OFFICES

Almost all nations have emergency response capability that can address common hazards in the community (e.g., fire, flood, medical emergencies). All nations to varying degrees also seek to develop indigenous capabilities to address large scale hazards (e.g., earthquakes, volcanic eruptions, tsunamis, etc.) which, while not common, are likely to occur within their borders. But as events like the 2004 tsunami in Asia and the 2005 Hurricane Katrina in the United States have shown, there is still a long way to go before governments, rich or poor have fully tackled the emergency management problem.

The mechanisms and tools that governments have available to address risks to their populations and infrastructure are relatively universal throughout the world. Although each country's emergency management organization and systems have developed independently, vast institutional sharing between countries has created an overall standardization of types of emergency management organizations. These organizations are characterized as local (first responders), regional, and national.

Note

Globalization has facilitated the standardization of practices, protocols, and equipment used by emergency management organizations.

3.2.1 Affected State Local Disaster Management Agencies

The most successful emergency management systems are those in which LEMA maintain operational control of all phases of emergency management, with regional and national authorities only intervening in a supportive role and never assuming any leadership control. Locally based response agencies may involve several or all of the following:

1. Emergency medical services
2. Fire department
3. Police department
4. Office of emergency management.

Governments recognize the value of strong multitiered emergency management systems with prepared, equipped, and trained local emergency management capability. The local emergency responder knows the community—its needs, capacities, risks and politics. National and regional organizations are best served by staffing satellite offices in the local community and putting these offices in charge of their organization’s response effort.

When responding to a disaster, the Navy commander needs to quickly learn who the local disaster management agencies are, establish lines of communication with each agency, and identify any needs identified by OFDA that these agencies have to better their response to the disaster.

3.2.2 Affected State Regional Disaster Management Agencies

In many countries, local government authority is regionally based. Countries may be subdivided into a range of political and administrative divisions including counties, parishes, cantons, territories, districts, provinces, and states. How much authority and administrative power government officials at each level have is primarily a factor of the form of the country’s national government. Prior to starting operations within an affected state, Navy responders need to determine who the regional government official(s) are and the amount of emergency management authority they exercise over the local government agencies. The United States is an example of a country where regional (state) governments extend primary emergency management authority to local authorities; first response agencies are organized, funded, and dispatched from the local level of government. Australia is an example of a country where the regional government retains the authoritative base of comprehensive emergency management; first response agencies are organized, funded, and dispatched from the regional level of government.

Regional emergency management structures are common even when the administrative base of emergency management is controlled by the local level of government. Regional emergency management offices usually focus on setting policy, funding, and direction, rather than actually taking operational measures in response to or in preparation for disasters. In many countries, protocol is for regional emergency management offices/agencies to be called in to assist local agencies when they become overwhelmed by the disaster. Regional agencies may either provide the assistance themselves or coordinate a response that involves resources from multiple local jurisdictions.

3.2.3 Affected State National Disaster Management Agencies

Almost all countries have developed an office/agency at the national government level to address emergency situations. These offices/agencies are most effective when their role is purely supportive, leaving the actual

decisionmaking to local or regional government authorities. Few national government-based emergency management authorities have the staff or budget to effectively address the particular needs of every community in their country. Experience has shown that when emergency management authority and funding are controlled at the highest level of government, the local ability to respond quickly and effectively in the face of disaster becomes severely impeded by both bureaucracy and reduced capacity. While not suited for day-to-day management of local disasters, these offices/agencies represent the affected state's resource of last resort when responding to disasters. When local and regional disaster management agencies are overwhelmed, the national disaster management office/agency will:

1. Assist in the coordination and facilitation of external assistance, whether from within or outside of the country.
2. Provide specialized assets, which could include urban search and rescue teams, hazardous materials detection, containment, cleanup, and decontamination; heavy lifting and debris removal equipment; and infrastructure repair teams and equipment. In many instances, these specialized assets are controlled by the affected state's military.

When conducting disaster response operations outside the United States and its territories, navy commanders need to request the following information from OFDA/UNOCHA:

1. What is the affected state's national emergency management agency?
2. Where within the affected state government is the national emergency management agency located?
3. What authority (statutory or otherwise) does the affected state emergency management agency have to manage, assume responsibility for, or assist in disaster response operations?
4. What is the position of the affected state's navy/military in the affected states emergency management system organization?
5. What assistance has the affected state emergency management agency requested and how can it be determined if these requests have been satisfied?
6. Who is leading the affected state's military response to the disaster? Where is this leader's headquarters? And what communication paths can be established between this headquarters and the U.S. Navy commander's headquarters?

3.2.4 Disaster Response Operations in the United States and its Territories

Hurricane Katrina demonstrated that the United States can be the affected state for disaster response operations. Navy disaster response operations in the United States and its territories are significantly different from those conducted in a foreign setting. An overview of disaster response operations within the United States and its territories is provided in Chapter 6.

3.3 ASSISTING STATE SUPPORT FOR DISASTER RESPONSE OPERATIONS

When some or all of the affected state's disaster response agencies are overwhelmed by the scope of a disaster, the affected state can generate a RFA to other nations. The requested assistance could range from provision of an urban search and rescue team to deployment of significant resources to the affected state. Typically, the RFA is made through the embassy or consulate in the affected state.

The U.S. embassy or consulate in the affected state provides an assessment of the situation and validates the RFA. An assisting state's offer of response to the RFA is typically made through the chief of mission. When disasters occur in developing or less developed states, many embassies have international development agency representation as part of the embassy team. USAID, AUSAID, JICA, and DFID are examples of international

development agencies. These agencies primarily focus on development; however, it is recognized that disaster resilience is a fundamental component of overall development. They are likely to fund projects that directly address specific mitigation or preparedness needs (e.g., early warning systems or storm shelters). They also provide technical assistance for the development of disaster management frameworks. After a disaster occurs, these agency representatives, and their affected state employees have significant insight into the affected state's disaster organization structures, personalities, capabilities, and needs.

The embassy and development agency, if present, are complemented by national disaster management agencies. The exact role these agencies have depends on their functionality following the disaster and the country's statutory authority guiding who has jurisdiction for providing international assistance. In addition to these agencies with a direct link to international disaster response, other government agencies may respond to the disaster. The military is one of these other government agencies.

U.S. Navy resources should be seen as a short term tool complementing existing relief mechanisms in order to provide specific support to specific requirements, in response to the acknowledged "humanitarian gap" between the disaster needs that the relief community is being asked to satisfy and the resources available to meet them. Most assisting state military forces deployed for disaster response operations will be deployed based on bilateral agreements or multilateral treaties. These agreements should address the legal status of forces deployed as part of relief operations. If such agreements have not been concluded, it is recommended assisting states make use of the model agreement covering the status of foreign military and civil defense assets set out in Annex I of the Oslo guidelines.

U.S. Navy commanders conducting disaster response operations should determine what assistance other nations are providing, the type(s) of assistance being provided, and communication paths to coordination actions and avoid duplication. Three common types of disaster assistance provided by assisting states are:

1. Monetary Assistance (Department of State only)
2. Material Support
3. Technical Assistance/Expertise.

3.3.1 Monetary Assistance Provided by Assisting States

Navy commanders will not provide direct monetary assistance to the affected state, UN, or NGOs. The DOS is responsible for providing monetary assistance for disaster response.

3.3.2 Material Support Provided by Assisting States

In times of disaster, many items are needed in much greater numbers than during nonemergency times, and local supplies are quickly exhausted. Assisting states typically have stockpiles of these items on standby for disaster response operations. Navy ships can typically partially satisfy these RFAs while items from stockpiles are transported to the affected area. Examples, in alphabetical order, of RFAs requesting material support a Navy commander might receive include:

1. Blankets
2. Clothing
3. Cooking/cleaning/water storage/hygiene supplies
4. Food
5. Fuel

6. Ice
7. Medical tools and supplies
8. Pharmaceuticals
9. Plastic sheeting
10. Potable water.

Certain types of equipment are also needed in much greater supply for response actions. Examples of equipment commonly provided by assisting states during disaster response operations include:

1. Short-range transportation equipment (helicopters, trucks, tankers)
2. Long-range transportation equipment (airlift, sealift)
3. Moving/loading equipment (forklifts, cranes, tractors)
4. Generators
5. Refrigerators
6. Utility repair equipment
7. Field hospitals/morgues
8. Water purification equipment
9. Water pumps.

3.3.3 Technical Assistance/Expertise Provided by Assisting States

Assisting state subject matter experts are needed in post disaster settings to save lives, limit property damage, and reconstruct the affected community. Navy commanders can expect RFAs for these services. Immediately following a sudden-onset disaster (e.g., tsunami and earthquake), the most celebrated and well-known group of experts that respond to disasters worldwide are the urban search and rescue teams. The assistance these teams provide has been instrumental in saving many lives following earthquakes, landslides and tsunamis. Other expertise provided by assisting states include teams specializing in the following:

1. Damage and needs assessment
2. Engineering
3. Medical response
4. Mortuary affairs
5. Public health
6. Security (usually provided by affected state police/military)
7. Transportation and heavy lifting
8. Utility repair and replacement.

3.4 UNITED STATES INTERNATIONAL DISASTER RESPONSE AGENCIES

The United States gives more to those in crises than any other country in the world. USAID is the USG agency that is responsible for directing these contributions to thousands of nonprofit partners and IOs like the WFP and UNICEF. In tandem with these organizations, the agency helps those affected by disaster to cope and then begin again by converting crisis situations into opportunities to promote peace, democracy, and economic growth. USAID endeavors to have all of assistance spent in ways that most effectively help those who are in need. The following USAID programs are the foundation of its disaster response activities:

1. **Food for Peace:** A UN organization that is the primary means by which the United States donates food quickly to people who have the immediate need because of natural or man-made disasters. Agricultural goods provided by Food for Peace can also be sold or exchanged to help rural communities learn how to produce enough food to meet their own needs, and to teach these communities about nutrition and health.
2. **Office of United States Foreign Disaster Assistance:** Responsible for facilitating and coordinating USG emergency assistance overseas and providing HA to save lives, alleviate human suffering, and reduce the social and economic impact of natural and man-made disasters worldwide.
3. **Denton Program:** Allows NGOs or private citizens to use space available on U.S. military cargo planes and ships to transport humanitarian goods and equipment to countries in need, at little or no cost to them.
4. **Ocean Freight Reimbursement:** Provides small competitive grants to over 50 U.S. partners each year to reimburse the partner's costs to transport donations, such as medical supplies, agricultural equipment, educational supplies, and building equipment, to developing countries.

OFDA is the office within USAID responsible for facilitating and coordinating USG emergency assistance overseas. As part of USAID's Bureau for Democracy, Conflict, and Humanitarian Assistance, OFDA coordinates U.S. disaster response activities to save lives, alleviate human suffering, and reduce the social and economic impact of humanitarian emergencies worldwide. Typically, OFDA will deploy a DART to the affected state to:

1. Coordinate needs assessments
2. Manage the receipt, distribution, and monitoring of U.S.-provided relief supplies
3. Manage U.S. on-site relief activities such as urban search and rescue and air operations
4. Monitor the effectiveness of current U.S. funded relief activities
5. Recommend U.S. response actions.

A large percentage of USAID/OFDA assistance goes to disaster response and reconstruction projects managed by NGOs, IGOs, and IOs. In addition to monetary assistance, USAID/OFDA can send relief commodities, such as plastic sheeting, tents, blankets, and water purification units from stockpiles around the world. USAID/OFDA is not the only USAID office that participates in disaster response operations. U.S. Office of Food for Peace provides food aid donations to NGOs, IGOs, and IOs to address emergency food needs of the affected state. The U.S. Geological Survey, the Centers for Disease Control and Prevention, the U.S. Forest Service, the National Oceanic and Atmospheric Administration, the Department of Defense, and the Environmental Protection Agency also provide technical assistance, in coordination with USAID/OFDA in response to disasters.

3.5 MULTILATERAL ORGANIZATIONS

A multilateral organization is composed of the central governments of sovereign nations. Member states come together under a charter of rules and responsibilities they have drawn up and agreed upon. Multilateral organizations maybe regionally based (e.g., the European Union), organized around a common issue or function (e.g., the NATO or the Organization of the Petroleum Exporting Countries), or globally based (i.e., the UN). Like

a sovereign state, they are recognized as having an established legal status under international law. The UN is the most well known and largest of all the multilateral organizations because its membership is drawn from almost every nation, and because it covers a wide range of issues.

When a disaster occurs, the UN responds immediately with relief aid such as food, water, shelter, medical assistance and logistical support. The UNOCHA emergency relief coordinator (ERC) heads UN disaster response operations. The ERC is responsible for the coordination of UN response efforts through an IASC. The IASC membership is composed of the cluster leads (see Chapter 2) and other associates as needed, depending on the problems specific to the disaster. UNOCHA is tasked with coordinating assistance provided by the UN system in emergencies that exceed the capacity and mandate of any individual agency. UNOCHA response to disasters can be categorized under three main groupings:

1. Advocating for humanitarian issues to make certain that the overall direction of response reflects the general needs of recovery
2. Coordinating the international humanitarian response
3. Providing support and policy development to the humanitarian community.

If disaster appears inevitable or is already significant, the ERC in consultation with the IASC may designate a HC, who becomes the most senior UN humanitarian official on the ground for the emergency. The HC is directly accountable to the ERC. The criteria used by the ERC in deciding whether to appoint an HC are based upon recognition of a need for:

1. A high degree of external political support, often from the UN Security Council.
2. Intensive and extensive political management, mediation, and coordination to enable the execution of disaster response operations, including negotiated access to affected populations.
3. Massive disaster response requiring action by a range of participants beyond a single national authority.

The ERC or HC may direct the establishment of an OSOCC. The OSOCC is set up in the field to assist local first response teams to coordinate with the often overwhelming number of responding agencies. Overall, UNOCHA, through the ERC, HC and OSOCC, coordinates disaster response activities to maximize response operations and minimize duplications and inefficiencies. Typical actions by UNOCHA include:

1. Addressing common problems. Because every crisis is unique, both new and old problems are bound to arise. These issues may affect several agencies and NGOs but might also exist outside of any particular agency's mandate.
2. Assessing situations and needs. Throughout a crisis, UNOCHA is responsible for identifying overall humanitarian needs, developing a realistic plan of action for meeting these needs (avoiding duplication), and monitoring progress.
3. Convening coordination forums. In its role as coordinator, UNOCHA holds a wide range of meetings to bring together the various disaster management players for planning and information exchange.
4. Developing common strategies. UNOCHA recognizes that disaster response is most effective when the actors involved define common priorities, share goals, agree on tactics and jointly monitor progress.
5. Mobilizing resources. Through the consolidated appeals process, UNOCHA is able to raise disaster response funds cost-effectively.

When military forces will be responding to the disaster, the HC is supported by a UN-CMCoord officer. This officer advises the UN leadership on civil-military issues and facilitates the establishment, maintenance, and review of appropriate relations between the humanitarian and military actors present in the affected area. Depending on the situation, they may also serve as liaisons from the humanitarian community to military forces.

Experience has shown that in almost all emergencies some level of CMCoord is required and that failure to establish effective and appropriate civil-military relations can have severe consequences both in current operations and in the later stages of the emergency. UN-CMCoord Officers typically deployed in advance of any foreign military force.

U.S. Navy commanders conducting disaster response operations should determine:

1. Who is the HC?
2. Where is the OCOCC located?
3. Who is the UN-CMCoord officer?
4. Where is the UN-CMCoord officer?
5. What are processes and procedures to interact with the HC and UN-CMCoord officer?
6. What processes and structures have been defined by UNOCHA for the disaster response operation?

3.6 INTERNATIONAL RED CROSS AND RED CRESCENT MOVEMENT

The international Red Cross and Red Crescent movement has three distinct entities, two of which have disaster response as a highlighted function in their charter. These entities are very independent and will have no direct interaction with the Navy, or any other military force, during disaster response operations. The three international Red Cross and Red Crescent movement entities are:

1. International Committee of the Red Cross (ICRC)
2. International Federation of the Red Cross and Red Crescent Societies
3. National Red Cross/Red Crescent societies (e.g., American Red Cross).

Representatives of these entities operating within a disaster area will be clearly identified by having a red cross, red crescent or red crystal symbol on their clothing, see figure 3-1. Navy commanders should verify personnel sent ashore are familiar with each of these symbols, especially the red crystal as it is a recent addition.

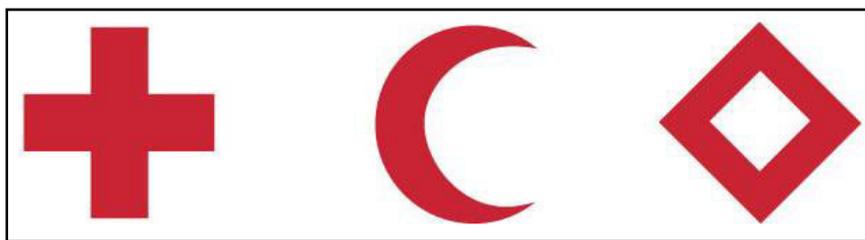


Figure 3-1. Symbols of the Red Cross and Red Crescent Movement

Note

Use of the emblem as a protective device is the visible manifestation of the protection accorded by the Geneva Convention to persons (members of military medical services, national society volunteers, ICRC volunteers, etc.), medical units (hospitals, first-aid posts, etc.), and means of transport. Misuse of the emblem as a protective device in time of war (complex disaster response operation) jeopardizes the entire protective system established by humanitarian law.

3.6.1 International Committee of the Red Cross

The ICRC is an impartial, neutral and independent organization whose exclusively humanitarian mission is to protect the lives and dignity of victims of war and internal violence and to provide them with assistance. It directs and coordinates the international relief activities conducted by the Red Cross and Red Crescent Movement in situations of conflict. It also endeavors to prevent suffering by promoting and strengthening humanitarian law and universal humanitarian principles. Established in 1863, the ICRC is at the origin of the International Red Cross and Red Crescent Movement.

ICRC will only be present for complex disasters.

3.6.2 International Federation of the Red Cross and Red Crescent Societies

Founded in 1919, the Federation directs and coordinates international assistance of the movement to victims of natural and technological disasters, to refugees and in health emergencies. It acts as the official representative of its member societies in the international field. It promotes cooperation between national societies, and works to strengthen their capacity to carry out effective disaster preparedness and manage health and social programs.

There are now 185 recognized national societies—one in almost every country in the world. IFRC's first mission was to assist typhus and famine victims in Poland; today IFRC runs more than 80 relief operations a year. The federation carries out relief operations to assist victims of disasters, and combines this with development work to strengthen the capacities of its member national societies. The federation's work focuses on four core areas: promoting humanitarian values, disaster response, disaster preparedness, and health and community care.

3.6.3 National Red Cross/Red Crescent Societies

National societies, such as the American Red Cross, act as auxiliaries to the public authorities of their own countries in the humanitarian field and provide a range of services, including disaster relief, health and social programs. During wartime, national societies assist the affected civilian population and support the army medical services where appropriate. Together, the national societies have 97 million members and volunteers, and 300,000 employees, assisting some 233 million beneficiaries each year.

National Society programs and services address both immediate and long-term disaster response needs including:

1. Emergency shelter, food and medicine
2. Water and sanitation
3. Restoring family contact for disaster victims
4. Disaster preparedness
5. Community-based health and care.

3.7 NONGOVERNMENTAL ORGANIZATIONS

In any large-scale, internationally recognized disaster, it is not uncommon to see hundreds of individual NGOs working side-by-side to address the needs of the affected population. These organizations are the workhorses of disaster response operations. Rather than try to address all aspects of disaster response, NGOs focus their efforts upon individual skill sets or technical services—such as the medical abilities of Doctors without Borders or Oxfam's ability to address nutritional needs—thereby providing a much higher level of service than otherwise would be available and increasing the overall effectiveness of the response. It is not uncommon that NGOs are in the affected state before the disaster occurs. These offices provide the foundation for follow-on augmentation from their headquarters as needs are identified that the NGO is built to address.

A NGO is an organization independent of government whose primary mission is not commercial, but focuses on social, cultural, environmental, educational and other types of issues. There are hundreds of thousands of NGOs worldwide. Many NGOs focus includes disaster response. These organizations have asserted their position as a primary component of disaster response and have assumed a vital role by filling in the many gaps left unattended by affected and assisting state agencies. NGOs have significantly improved these agencies efforts to address post disaster needs with their diverse range of skills and supplies.

As a group, NGOs tackle an incredibly wide range of response needs. Individually, they tend to address single needs or sets of related needs around which they have focused and refined their abilities. Their organizational structure may be adapted to best address those needs in as short a time and with as little administrative cost as possible. USAID/OFDA and the UN now provide a majority of their relief assistance by directly funding the responding NGOs, rather than doing the same work using their own staff and resources. Although these NGOs differ in many ways, they can be characterized by several traits, known as the humanitarian principles, they share almost without exception:

1. They value their independence and neutrality. NGOs are often unwilling to cooperate with government and military organizations when the affected state has civil conflict. In disaster situations where an affected government does not want to be perceived as needing assistance of other national governments, they may be willing to accept the help of autonomous bodies.
2. Their organizational structure tends to be decentralized. NGOs will often carry out their work without any binding or definitive hierarchy, succeeding in their actions through field-level management. Ground-level units or teams are given much more flexibility and decision-making power than military and government organizations, which primarily use the opposite approach.
3. They are committed. NGOs are involved not only in short-term disaster response but also in long-term recovery efforts, which may follow for months, years, or even decades—long after most other organizations have long departed the affected area.
4. They are highly practice-oriented. As is true in many ways with military resources, NGOs are very operational in nature. However, NGO teams tend to improvise in the field as necessary. They rarely use field guides to direct their work, relying instead on the individual experience of employees and volunteers.

NGOs typically use sphere standards as performance metrics for their disaster response efforts. The Sphere Project was initiated in 1997 by a group of NGOs and the Red Cross and Red Crescent Movement to develop a set of universal minimum standards in core areas of humanitarian response. These standards are promulgated in the Sphere handbook, which was last updated in 2011. The aim of the handbook is to improve the quality of humanitarian response in disaster situations and to enhance accountability of the humanitarian system to disaster affected populations.

The handbook has five sections that address humanitarian response standards. Each section addresses a different sector of the response efforts.

1. Core standards, those standards that are applicable across the other sectors
2. Water supply, sanitation and hygiene promotion standards
3. Food security and nutrition standards
4. Shelter, settlement and nonfood items standards
5. Health action standards.

Each section follows a common format. After a brief discussion on the topic, the applicable standards are discussed. After stating the standard, key actions, key indicators and guidance notes about the standard are provided in figure 3-2.

Each standard is qualitative in nature and specify the minimum levels to be attained in humanitarian response. Their scope is universal and applicable in any disaster situation. They are, therefore, formulated in general terms.

Key actions are possible methods to attain the minimum standard. Some actions may not be applicable in all contexts, and it is up to the practitioner to select the relevant actions and devise alternative actions that will result in the standard being met.

Key indicators serve as ‘signals’ that show whether a standard has been attained. They provide a way of measuring and communicating the processes and results of key actions. The key indicators relate to the minimum standard, not to the key action.

The latest sphere standards can be downloaded at <http://www.sphereproject.org>.

Humanitarian Charter and Minimum Standards in Humanitarian Response	Minimum Standards in Water Supply, Sanitation and Hygiene Promotion
<p>Water supply standard 2: Water quality</p> <p>Water is palatable and of sufficient quality to be drunk and used for cooking and personal and domestic hygiene without causing risk to health.</p> <p>Key actions (to be read in conjunction with the guidance notes)</p> <ul style="list-style-type: none"> ▶ Undertake a rapid sanitary survey and, where time and situation allow, implement a water safety plan for the source (see guidance notes 1–2). ▶ Implement all necessary steps to minimize post-delivery water contamination (see guidance notes 3–4 and Hygiene promotion standard 1 on page 91). ▶ For piped water supplies, or all water supplies at times of risk of diarrhoeal epidemics, undertake water treatment with disinfectant so that there is a chlorine residual of 0.5mg/l and turbidity is below 5 NTU (nephelometric turbidity units) at the tap. In the case of specific diarrhoeal epidemics, ensure that there is residual chlorine of above 1mg/l (see guidance notes 5–8). ▶ Where household-level water treatment is proposed, ensure that it is accompanied by appropriate promotion, training and monitoring (see guidance notes 3 and 6). <p>Key Indicators (to be read in conjunction with the guidance notes)</p> <ul style="list-style-type: none"> ▶ There are not faecal coliforms per 100ml of water at the point of delivery and use (see guidance notes 2, 4–7). ▶ Any household level water treatment options used are effective in improving microbiological water quality and are accompanied by appropriate training, promotion and monitoring (see guidance notes 3–6). ▶ There is no negative effect on health due to short-term use of water contaminated by chemicals (including carry-over of treatment chemicals) or radiological sources, and assessment shows no significant probability of such an effect (see guidance note 7). ▶ All affected people drink water from a protected or treated source in preference to other readily available water sources (see guidance notes 3 and 6). ▶ There is no outbreak of water-borne or water-related diseases (see guidance notes 1–9). 	<p>Guidance Notes</p> <ol style="list-style-type: none"> 1. A sanitary survey and water safety plan: A sanitary survey is an assessment of conditions and practices that may constitute a public health risk. It covers possible sources of contamination to water at the source in transport and in the home, defecation practices, drainage and solid waste management. Community mapping is a particularly effective way of identifying where the public health risks are and thereby involving the community in finding ways to reduce these risks. Note that while animal excreta is not as harmful as human excreta, it can contain micro-organisms, such as cryptosporidium, giardia, salmonella, campylobacter, caliciviruses and other common causes of human diarrhoea, and therefore presents a significant health risk. WHO recommends the use of its water safety plan (WSP), which is a holistic approach covering hazard identification and risk assessment, an improvement/upgrade plan, monitoring of control measures and management procedures, including the development of supporting programmes (see References and further reading). 2. Microbiological water quality: Faecal coliform bacteria (>99 per cent of which are <i>E. coli</i>) are an indicator of the level of human and/or animal waste contamination in water and the possibility of the presence of harmful pathogens. If any faecal coliforms are present, the water should be treated. 3. Promotion of protected sources: Merely providing protected sources or treated water will have little impact unless people understand the health benefits of this water and therefore use it. People may prefer to use unprotected sources, e.g., river, lakes and unprotected wells, for reasons such as taste, proximity and social convenience. In such cases, technicians, hygiene promoters and community mobilisers need to understand the rationale for the preferences so that their consideration can be included in promotional messages and discussions. 4. Post-delivery contamination: Water that is safe at the point of delivery can nevertheless present a significant health risk due to recontamination during collection, storage and drawing. Steps that can be taken to minimize such risk include improved collection and storage practices and distribution of clean and appropriate collection and storage containers (see Water supply standard 3 on page 103). Water should be routinely sampled at the point of use to monitor the extent of any post-delivery contamination. 5. Water disinfection: Water should be treated with a residual disinfectant such as chlorine if there is a significant risk of source or post-delivery contamination. The risk will be determined by conditions in the settlement, such as population density, excreta disposal arrangements, hygiene practices and the prevalence of diarrhoeal disease. In the case of a threat or the

Figure 3-2. Example Sphere Project Standard, Key Actions, Key Indicators, and Guidance Notes

3.8 NONGOVERNMENTAL ORGANIZATION AND MILITARY COORDINATION

While the UN leads international response efforts, NGOs and the military (affected and assisting state) typically are the source for most disaster response participants. However they are conceptually and idealistically very different, presenting a formidable coordination challenge. NGOs have traditionally resisted direct cooperation with military organizations.

1. Some NGOs may fear cooperation with military will compromise their core value of independence.
2. Some NGOs may fear military organizations will attempt to take over the disaster response operation.
3. Some NGOs are biased against working with the military, whether based on ideological or political differences, or negative perceptions.

These traditional concerns continue to exist. However, NGOs recognize that the military can provide valuable resources and services that can be used to increase the NGO's ability to achieve its goals. For instance:

1. The military is often the only source for heavy lift to transport response supplies and NGO personnel to the affected state.
2. The military has technological resources to generate more broad-reaching damage assessment data (e.g., satellite and aerial imagery) and can offer highly specialized technical and logistical assistance.
3. The military's advanced mobile communications capacity upon which NGOs may rely in situations where the affected state's communications infrastructure is damaged or destroyed.

Concurrent with NGO acceptance of military capabilities is the military's acceptance of NGO value to the military in their execution of disaster response operations.

1. NGOs have unique access to the affected population, providing military true accurate local assessments, which are required to understand actual needs.
2. NGO workers tend to be much more trusted by affected populations and are, therefore, better positioned to perform the kind of face-to-face interaction required to access the situation in the field.
3. NGOs have the specific training to address the affected population's less tangible needs, including mental health issues and public education to prevent secondary public health disasters.

Navy commanders establish centers to facilitate cooperation between affected state, multinational organizations, NGOs, and military participants in disaster response operations. These centers are called CMOCs. In NATO doctrine, these centers are called civil/military information centers (CMICs) and CMCCs. The CMIC is the NATO counterpart to the U.S. CMOC; similarly the NATO CMCC is the counterpart to the HACC. For more information on NATO disaster response see AJP 3.4.3, Allied Joint Doctrine for Support to Civil Authorities.

3.9 CIVIL-MILITARY OPERATIONS CENTER

A commander at any echelon may establish a CMOC. In fact, more than one CMOC may be established in an operational area and each is task-organized based on the mission. The CMOC, working closely with the OFDA DART and UNDAC team, serves as the primary collaboration interface for the Navy force among indigenous populations and institutions, IGOs, NGOs, multinational military forces, the private sector, and other government agencies. Principle CMOC functions are:

1. Providing nonmilitary disaster response actors with a focal point for collaborating their activities with military actions
2. Providing military force a focal point to collaborate their activities with nonmilitary disaster response actors

3. Coordinating U.S. military and other assisting state military's disaster response actions
4. Assisting the transfer of response activities from military to the humanitarian community
5. Coordinating affected state needs identification with USAID/OFDA/DART/UNDAC team
6. Providing information on disaster to nonmilitary disaster response actors
7. Receiving information on disaster from nonmilitary disaster response actors.

Conceptually, the CMOC is the meeting place of stakeholders. In reality, the CMOC may be physical or virtual. The organization of the CMOC is theater- and mission-dependent—flexible in size and composition. The CMOC monitors military support throughout the operational area and receives requests for assistance from USAID/OFDA/DART/UNDAC team(s) for:

1. Communications and information management
2. Security, safety and medical services
3. Transportation and logistics.

3.9.1 Communications and Information Management

CMOCs facilitate effective and appropriate information sharing and offer advice and support on the civil-military aspects of communications and information management to those who have this responsibility. Communications and information management are prerequisites for effective coordination. Establishing communications means, agreeing to meeting schedules, radio frequencies, digital computer links, etc. Information management means having an intentional and regular practice for the control of information content communicated.

Without reliable and effective means of communication between military and humanitarian actors, the minimum essential interaction and dialogue cannot take place. In the absence of effective information management within both humanitarian and military organizations, critical information may not reach the right people and information sharing will not have the desired effect of building mutual trust, confidence, respect, and basic coordination.

Neither military or humanitarian community communication systems nor information management systems are designed to work with each other. This is further complicated by humanitarian organizations, who subscribe to a policy of transparency regarding their actions, that have programmatic but not information transparency. CMOCs seek to facilitate the following communication and information management arrangements are developed and adhered to by all participants in the disaster response operation.

1. **Dynamic Contact List:** This is perhaps the most important tool of the CMOC. With this list, the CMOC knows how to get in contact with the right people, both military and civilian, in the most expeditious and appropriate manner to facilitate resolution of civil-military issues. When possible, this list should include alternate points of contact and addresses where these personnel can be reached during nonduty hours.
2. **Request for Assistance and Notification Process:** Until a formal RFA process is established for the humanitarian community to request information from military forces, the CMOC must establish a working understanding and procedure with the USAID/OFDA/DART/UNDAC team. An important element is the screening of the request to make certain that the military forces understand what is being asked for and why. Blanket requests for data, such as overhead imagery and mapping of the country, should normally not be granted. In addition, responses to RFAs should be audited and tracked so that any issues regarding timeliness may be resolved. Notifications passed to the military concerning humanitarian activities, such as convoys, should be tracked with similar rigor and in a consistent format.

Note

A common issue is the humanitarian community's desire to directly interface with the military vice have their needs requests validated by the USAID/OFDA/DART/UNDAC teams. Navy commanders should establish early and firm processes to have all military responses to the disaster supported by the LFA.

3. Emergency Communications and Liaison Procedures: Normally, both civilian and military organizations will maintain alternative internal communications plans. Knowing the back-up systems, frequencies, and procedures and how they work in an emergency allows the CMOC to assist in the reestablishment of communications and coordination when systems are disrupted.
4. Standard Map Sheet, Coordinate System, and Location Names: The military will work from a standard map or map series and a common coordinate system. The same is not true of the humanitarian community, especially the NGOs. Most military organizations use the universal transverse Mercator grid system and maps in common sizes such as 1:25,000, 1:50,000 and 1:250,000. Most commercial Global Positioning Systems (GPS) work in longitude and latitude. The CMOC must be prepared to concatenate the military system and the civilian system (s) and should seek to have military and humanitarian counterparts effectively communicate their understandings in geographic terms. In addition, a consolidated list of place names with alternative versions in the native languages and variants in spelling must be maintained because most incident information received from local sources will reference neither the military nor civil grid system. Use of place codes (p-codes) should be championed (see paragraph 4.7.1).
5. Frequency and Bandwidth Management: Control of the use of the electro-magnetic spectrum in the affected area is the responsibility of the affected state. Specific frequencies are reserved for specific activities. Important frequencies for international communication, such as air traffic control, are established by international treaty. Other frequencies, such as those used for commercial radio transmission, are controlled by the affected state and licensed. In the absence of an effective governmental agency to deal with the monitoring and enforcement of these matters, the international military and civilian communications specialists must come to an agreement on these matters or communications can be severely disrupted, especially in emergencies where radio discipline may be weak. In addition, larger more sophisticated military forces will often buy satellite access from commercial satellite providers to supplement their own satellite systems. This can dramatically increase the price of access or limit availability for humanitarian actors. A memorandum of understanding should be negotiated to have equitable access to both frequencies and satellite resources or, at a minimum, the CMOC should seek to facilitate a cooperative understanding of frequency and bandwidth management.
6. "Rumor Control" Plan: The environment of an emergency is very conducive to rumors and misinformation. Rumors about the military will circulate within the humanitarian community. Rumors about humanitarians will circulate within the military community and rumors about both will circulate in the affected population. Erroneous information, especially among suspicious recipients, can have a very damaging impact on civil-military relations and the perceptions of both military and civilian actors. Systematically monitoring this phenomenon is normally the responsibility of public affairs officers in both the military and humanitarian organizations. The CMOC may be the first to recognize a distortion in civil-military perceptions. Hence, the CMOC must be prepared to assist in this effort and seek to provide both sides ready access to the correct information and prepare counter damaging false or distorted information. A key resource in this effort is timely translations from local languages of public information reflecting the statements of local opinion leaders. Careful use of CMCoord meeting minutes, perhaps prepared and reviewed jointly, can reduce misunderstandings. Meeting minutes contribute as well to the routine de-confliction of daily reporting by humanitarian and military counterparts.

3.9.2 Security, Safety, and Medical Services

CMOCs facilitate the civil and military security, safety, and medical services dialogue, advising the individuals responsible for those functional tasks on appropriate methods and techniques for this interaction. Security is one

of the primary considerations in determining the degree of coexistence or cooperation that should be established between the humanitarian community and the military force. The use of armed guards and escorts is a recurring issue. Related civil-military concerns include, but are not limited to, the perceived neutrality and impartiality of the humanitarian organizations and the question of whether or not the use of armed escorts will increase or decrease access to the affected population.

CMOCs describe the humanitarian actors present in the area of operations to military counterparts to help them understand humanitarian organizations' roles, objectives, and resources. The CMOC can help military participants understand the rank and protocol of humanitarian counterparts to minimize potential distractions when these two entirely different cultures interact.

The sharing of critical security, safety, and medical relevant information can be sensitive for both the humanitarian actor and the military force. The humanitarian principle of neutrality requires that information shared by the military must be shared with all. The military counterpart must understand this implication of neutrality. Options and guidelines for information sharing depend on many factors, including the status and caliber of the military force; the severity and nature of the humanitarian mission; and the political and security dynamics of the environment.

When conditions are appropriate, interaction between the military and humanitarian actors can move beyond the minimal exchange of information to an appropriate division of tasks and some collaborative activities. The following activities might be considered.

1. Specialized military resources, such as engineers, health specialist, etc. may be used to assess the safety and condition of buildings, compounds and facilities that are not accessible by humanitarian actors.
2. Military and civilian health professionals often can and should collaborate on the interdiction and prevention of infectious diseases, especially those that threaten vulnerable segments of the population and are easily transmitted. Special attention should be given to HIV/AIDS.
3. Specialized medical supplies and services are normally in short supply and sometimes can be shared discretely and with minimum risks. Examples include medical laboratory facilities, cold-chain storage capacity, and imaging/x-ray services.

3.9.3 Transportation and Logistics

Logistics is the life's blood of a disaster response operation. The critical tasks of acquiring, transporting, and distributing the right items to the right people at the right place and time may not be all there is to disaster response operations, but it is absolutely certain that without effective logistics there is no relief. The cluster lead for logistics is the WFP. The WFP distributes vast quantities of food around the world every year. This distribution requires in-depth understanding of logistics best practices and procedures.

The challenges of logistics in austere and remote environments, or situations where the infrastructure of the society has been severely disrupted, are shared challenges for WFP, Navy, and humanitarian logisticians and transporters. U.S. Navy logistics services are typically provided immediately following a major disaster while the WFP logistics team augments to address both their daily operations and the disaster. The CMOC works with WFP to facilitate the coordination necessary to have the humanitarian logistics system function alongside a military logistics system in these difficult environments where infrastructure and resources are in short supply.

The NGO community's approach to logistics is very different from WFP and the Navy. The WFP and Navy have developed highly structured approaches to logistics, which are highly centralized, managed by specialists, based on standardization, and stockpiling of supplies. The NGO approach to logistics is highly decentralized. Each NGO has its own logistics system and focuses on the resources and transportation necessary to sustain their particular operations within their mandate. These organizations lack standardization and extensive stockpiles. They respond to demand from the field.

In short, the NGO approach is often seen as chaotic and ineffective by WFP and military. It lacks most of the qualities professional logisticians consider necessary for a good system. For the most part, coordination between the two systems, in the realms of transport and logistics, focuses on minimizing conflict and avoiding competition over facilities and resources.

Transportation and logistics are two areas in which a reasonable amount of tasks and activities can be shared or coordinated without major risk to the perceived neutrality and impartiality of humanitarian actors. Under most conditions, any military logistics resources or services should be limited to indirect support and infrastructure tasks. The following types of activities might be considered:

1. **Negotiation of Contracts:** Operations in austere and hostile environments are often characterized by a limited number of providers or even monopolies. Joint or coordinated negotiations for scarce resources will help prevent unnecessary inflation, which has an adverse effect on the military, humanitarians, other civilian actors, and the population.
2. **Exchange of Supplier Performance Data:** If local suppliers are being used by both military and civilian procurement officials, the exchange of information on performance and capacities is advisable. Again, this will avoid pricing issues and help make certain that contractors do not bid beyond their capabilities to deliver.
3. **Slot-time Coordination:** If a third party controls slot-times for aircraft, it may be advisable to meet with other slot-time requestors, prior to negotiating or requesting slots, in order to avoid arbitrary allocations by third parties.
4. **Repair Parts Exchange and Maintenance Support:** Depending on the intensity of operations, military forces may have ample spare parts and maintenance personnel to provide temporary loans of components or to undertake emergency repairs. It is probably not advisable to take humanitarian vehicles to military locations for such services or to have military personnel come to a humanitarian location, but components may be able to be discretely exchanged and repaired.
5. **Prioritization of Infrastructure Repairs:** Military forces and humanitarians normally rely on the same roads and bridges. While the Navy commander may not have authority to build a bridge for the local community, he/she normally has the authority to reinforce and maintain infrastructure along the military's main supply routes or other infrastructure critical to the military's mission or the safety of military personnel. If the military can repair key infrastructure on a shared route, humanitarian resources can be used elsewhere.

3.10 BEST PRACTICES FOR CIVIL-MILITARY INFORMATION EXCHANGE

GCCs define and the Joint Staff validates information and communication technology (ICT) requirements for a disaster response operation. The DOD or Department of the Navy (DON) may resource ICT capabilities to share spectrum or bandwidth, and to provide associated ICT infrastructure services needed as further defined below.

1. The DON may provide ICT capabilities and associated unclassified data and voice services for U.S. task forces to support humanitarian community disaster response when it is determined to be in the best interest of the DOD mission, and when the access is not in conflict with affected state post, telephone, and telegraph ordinances.
2. Extension of bandwidth to or sharing of existing available bandwidth with the humanitarian community is permitted to enable connection to or provision of Internet service and voice capability.
3. Where circumstances require temporary cellular network services to be installed for DOD elements, these services may be extended for interim use by the humanitarian community until local services are reestablished.

4. The DON will ensure that ICT wireless equipment complies with existing domestic, regional, and international frequency spectrum allocations and regulations for interference-free operations.

The following organizational, technical, partnership, and collaborative information environment (CIE) best practices for civil-military information exchange have been developed by the international community.

3.10.1 Organizational Issues

All reports compiled by responders should have clear time and date stamps. Reports about conditions on the ground are time-sensitive. The absence of such procedures can result in misinterpretation of reports. This can lead to erroneous tactical decisions on where to route relief supplies, if, for example, a report arrives late and reflects out-of-date conditions and data.

Be sure to confirm which metrics are being used. Almost all reports provide measurements of some kind, whether of volume or distance. The military within a given nation will use standard measurements for each type of situation, and it may not explain or detail those metrics in each document. Moreover, different agencies employ different measurement scales. For example, many U.S. civilian groups measure distance in miles, but the U.S. Army employs kilometers.

Establish the variations in meaning for terms used by providers and, wherever possible, be conscious of different usages. Terminology differs among various organizations; common terms used by the military and civilians, alike, often have different meanings.

It is important to know how data was gathered, and by whom, to judge whether it may be valuable or verifiable as a basis for action. Information-gathering capabilities of participants differ. For instance, the military is more likely to be effective in gathering data about tangible, measurable things, such as the length of an airfield or the number of structures in a village with intact roofs. Military units seldom have the skills to make more than broad observations about issues, such as food security, access for ethnic minorities, or potential political conflicts.

Pay attention to the effects of institutional cultures, as well as the informational and ethnic cultures of the affected state. Cultural aspects can point to shortcomings in capability. In many militaries deployed outside of their own countries, direct interaction with the civilian population is limited either by policy, regulation, or tactics. Effective interaction, when it is permitted, may be further limited by language, culture, or distrust. Commanders should also be aware that in some affected/assisting state military cultures, there is an aversion to reporting what might be perceived as “bad news” and should temper their assessments accordingly.

Leverage the logistical, transportation, and other capabilities and assets of military units to enhance humanitarian data gathering. The military may be well positioned to gather data on the affected population and humanitarian conditions in remote or inaccessible areas. For example, military medical personnel often conduct clinics in areas that humanitarians may not be able to reach. With some training, military medics could gather data on indicators of malnutrition among the patients they see.

Establish a formal process for the civilian humanitarian community to request information from military forces. If a CMOC is set-up, or a humanitarian LNO has been assigned to the military headquarters, this officer may be the appropriate person to manage this process. However, typically the commander designates LNOs to each of the clusters and these LNOs facilitate bidirectional exchange of information. An important element is the screening of the request, which is needed to make certain the military forces understand what is being asked for and why.

Minimize or eliminate any scenario in which rumors or misinformation about humanitarian or military participants can be originated or spread. Someone in the civil-military community must be prepared to assist in this effort by providing ready access to correct information and countering damaging, false, or distorted information.

3.10.2 Technical Issues

If military forces have the technical capability and are willing to evaluate or repair communications or computer systems, this may be an area of low-visibility, indirect assistance that could benefit the response effort. Furthermore, repair and maintenance of communications systems often requires technical skills that may be limited in the local economy and costly to import. If such arrangements are made, be careful not to advertise them too broadly and try to limit them to emergency repairs.

3.10.3 Developing and Maintaining Partnerships

Participants in disaster response operations can maximize resources by establishing partnerships. No one organization can gather all of the data and information needed during disaster response operations. Recognize that data and information are gathered and managed by a variety of actors, including national governments, UN agencies, NGOs, the private sector, and research institutions.

To decrease dependency, engage local and national actors in information projects and develop networks of local communities and national NGOs, civil society groups, and the private sector. It is important to address the issue of local participation as part of overall emergency planning, monitoring, and evaluation.

3.10.4 Establishing a Collaborative Information Environment

The Internet has become the de facto civil-military collaboration environment, and both civilian and military elements employ Internet portals to facilitate information sharing (Appendix A). Data and information management in this ad hoc environment remains a challenge.

Conducting an assessment of information needs and existing knowledge resources in advance is a first step in building a CIE. This allows participants to identify the gaps in data, information, and knowledge. A standardized meta-data (i.e., source, date, geo-reference, definitions) approach can complement all gathered and shared information, so that it can be pooled, compared, verified, mapped, and used for analysis. Other key practices towards establishment and maintenance of a CIE during disaster response operations include:

1. Establish and use collaboration networks to create communities of interest among individuals in multiple organizations. Collaboration networks are a means to capture and share knowledge and dismantle organizational stovepipes.
2. Develop an information communication technology roadmap for the near-, mid-, and long-term future.

Note

Navy participation in the disaster response will typically only occur in the near term. However, actions taken will impact mid- and long-term development.

3. Establish procedures to supply and disseminate a common operational picture or situational awareness concerning a humanitarian emergency. Disaster response operations are characterized by conflicting and contradictory information and confusion of facts, terminology, and perceptions. A coherent situational picture needs to be presented so that the humanitarian issues and needs can be understood and addressed.
4. Information should be gathered, organized, and disseminated in a manner that will benefit the affected population and policy of the affected state, not that of the outside responders. External humanitarian organizations need to recognize that they do not have all of the information and should not automatically assume they know what is best for the affected population. The external organizations need to incorporate and use the information that comes from the affected populations, the indigenous groups, civil society, and the responsible government agencies.

5. Short, simple, standardized templates facilitate the gathering of rapid assessment and programmatic data so that it can easily be transferred into databases for geographic information system (GIS) and analysis applications.
6. Valuable information needs to be disseminated, whenever possible, on unclassified and open-source platforms and channels. Within the USG, almost all of the data and information about disaster response operations comes from open-source or unclassified sources. All too often, defense and intelligence agencies disseminate their information using classified platforms and channels because it is their usual means of reporting, even though the data and information does not need to be classified.
7. Define user needs and utilize data sets and formats that directly support decisionmaking at the field and headquarters levels. Identify user groups, conduct user requirement analyses, inventory information resources, and define core information products based on user input.
8. Develop and implement information products on operationally and strategically relevant themes. Focus on the location and condition of the affected population and the assessments of needs.
9. Follow generally accepted standards for information exchange. Use guides such as the OFDA Field Operations Guide to promote data sourcing, dating, and georeferencing to allow cartographic presentation and GIS analysis.

3.10.5 Humanitarian Information to be Provided to Military Forces

The humanitarian community shares information with military forces to endeavor that, in the planning and conduct of military operations, the military takes into account the security and safety of humanitarian actors and their beneficiaries. This includes making sure that these personnel and facilities are not inadvertently harmed or vital humanitarian operations disrupted. Typical information shared includes:

1. Location and focus of effort and planned movement of humanitarian community actors within the disaster area
2. Location, physical well-being and state of security of vulnerable elements of the population to include refugees, internally displaced persons, other institutionalized persons
3. Established or anticipated routes and schedules for movement of vulnerable elements of the population and other institutionalized persons' information when and where appropriate, to include processing points, rest areas, and other points where temporary concentrations of beneficiaries may be expected
4. Air space control procedures for humanitarian air missions
5. If the military force is responsible for evacuation, the locations, staff, and security arrangements for the offices, warehouses, and lodging of humanitarian organizations and other institutionalized persons' information when and where appropriate
6. Approved marking for humanitarian vehicles and facilities and examples of official identification for local and international staff, with suitable procedures to prevent abuse such as defacing samples to make it impossible for wrong-doers to pick them up
7. Incidents of attacks or threats directed at beneficiaries or humanitarian staff
8. Approved medical treatment facilities for humanitarian staff and procedures for the medical evacuation (MEDEVAC) of personnel, especially during periods of restricted movement, and contact details for medical officers
9. Name and contact info for appropriate humanitarian security officials
10. Time and location of CMCoord meetings.

3.10.6 Military Information to be Provided to Humanitarian Organizations

In a permissive environment the information provided below is considered the minimum essential information that a military force has an obligation to share with the civilian population and humanitarian actors in order to facilitate humanitarian actors freedom of movement and/or safe access to the affected population, know whom to contact in the event of problems, and avoid situations known to the military that may pose a risk to the affected population or humanitarian community.

1. Boundaries, headquarters locations, and daytime and evening contact details for headquarters and subordinate units with responsibilities for security or providing support or assistance to the civilian population or humanitarian actors
2. Time and location of CMCoord meetings
3. Status of roads, bridges, and other infrastructure that may impact access to beneficiaries or the conduct of humanitarian activities
4. Procedures to be followed by humanitarian personnel when approaching military checkpoints or when stopped by military patrols, notification of approved vehicle markings, information on curfews, and potential movement restrictions
5. Notification of areas where military operations or security conditions may pose a threat to the affected population or humanitarian actors, information on insecure conditions and changes in threat levels/status, and information on special events or holidays that may impact the security of the humanitarian community
6. Warning and notification of any accidents, incidents or hazards, to include severe weather, industrial or environmental accidents or natural disasters that may imperil the civilian population or humanitarian actors
7. Map and geographic information systems information
8. Air movements and air space control procedures, measures for deconfliction of air space usage
9. Information on the military's plans for and conduct of civil-military operations.

CHAPTER 4

Assessment for Disaster Response

4.1 DISASTER RESPONSE ASSESSMENT

Disaster response assessment is the process used by civilian and military responders to understand the impacts of a disaster and the assistance required to mitigate in support of affected state, humanitarian community, and assisting state decision-making processes. It is typically conducted by cross-functional teams to quickly process gathered data and provide decision makers recommendations based on their analysis. It is a continuous process that includes gathering data on the operational environment, evaluation of gathered data and defining recommendations on possible response activities. There are two categories of disaster response assessment:

1. Situation assessment, which identifies the magnitude and extent of the disaster, its effect on the population, and clarifies how affected state, assisting states, and the humanitarian community will coordinate their activities to avoid duplication of effort and share information
2. Needs assessment, which defines the level and type of assistance required.

Assessment process flows with the ability to gain understanding of the situation and needs. Immediately following the disaster an initial response assessment is executed, followed by detailed assessment reports. The initial response checklist, Appendix B, is largely based on secondary data sources (media, third party reporting, etc.). It focuses planning for possible assistance (goods and services) in the early stages of a disaster. This checklist also provides the Navy commander a list of typical disaster response preparatory actions executed by Navy commands as they transit to the affected area. The data from this checklist provides an input for Navy 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 response operations. Furthermore it 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).

Detailed assessment reports are provided by UNDAC/UN cluster assessment teams/OFDA/GCC assessment teams and Navy responders. Detailed assessments do not follow a common format and typically take significant time to finalize and are typically issued incrementally, with an initial report followed by updates and then a final report. Care must be exercised to avoid replication.

During the first two weeks of the Haitian earthquake response there were over 200 assessments conducted by various U.S. government agencies. While there was significant duplication of effort, data on many systems needed to accurately assess the full impact of the disaster was missing.

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Navy commanders and their staffs use information within these detailed assessment reports to populate the Navy assessment repository, see Appendix C. This repository provides the Navy commander a single frame of reference to view data from these various assessment reports. In addition to allowing the commander to view data from assessment reports, this repository also provides the commander a tool to identify data that assessment teams still need to ascertain and derive measures of performance.

Disaster response assessment teams are fielded by affected state agencies, the humanitarian community and assisting state agencies. Many organizations conduct specific and narrowly-focused assessments, based on the organization's mission. Where possible, military forces should obtain assessments conducted by other organizations, analyze them and incorporate them as required in their planning process. If deployed early enough, military forces may also conduct assessments. Navy and other Service civil affairs forces can assist with needs identification, assessment and analysis as they are trained to conduct these functions. Sharing information across these many actors allows for husbanding scarce resources and optimization of response efforts.

4.2 ASSESSMENT TEAMS

The affected state NDMO is responsible for a flash report. This report, generated as soon as possible after the disaster occurs, provides the affected state information to determine if assistance from other states is desired. It identifies the:

1. Impact a disaster has had on a society, and the ability of that society to cope.
2. Most vulnerable populations (often likely to be women, children, and the elderly) that need to be targeted for assistance.
3. Most urgent food and nonfood requirements and potential methods of providing these in the most effective and equitable manner.
4. Level of response by the affected country and its internal capacities to cope with the situation, especially direct assistance to the affected population(s).
5. Units of measure to be used as baseline for all data gathered. The affected state's military is likely to have standard measures that will be adopted by all responders.

Data from the NDMO flash report and other sources, primarily the media, are used by Navy planners to populate the initial response checklist (Appendix B). This checklist provides a very rough means to assess the disaster and start development of a response plan.

Within hours of the emergency the UN RC/HC will consult with the affected state government and assess the need for a UNDAC team. If a deployment of a UNDAC team is warranted the UN RC/HC will request deployment and the team will typically arrive in the affected state within 12–24 hours of this request. The UNDAC team is a stand-by team of disaster management professionals from governments, UN agencies, and other disaster response organizations. It normally stays in the affected area two to four weeks. The purpose of the UNDAC team is to support the RC or HC and/or the affected state government in analyzing needs and coordinating international response. The UNDAC team:

1. Is deployed at the request of the RC/HC even if the affected state government has not requested international assistance.
2. Is self-sufficient in telecommunications, office, and personal equipment.
3. Can establish coordination platforms, manage information, and coordinate assessments for incorporation into the flash appeal.
4. May include additional experts as required, for example a security officer from the United Nations Department of Safety and Security, an environmental expert for specialist assessments of environmental risks/secondary impacts, and a CMCoord officer to facilitate civil-military coordination according to needs on the ground.

Before leaving the country, the UNDAC team debriefs the RC or HC and the humanitarian country team and, when appropriate, the affected state government.

For those disasters that the affected state requests U.S. assistance and that the embassy determines meets criteria for U.S. assistance (see Chapter 1) an OFDA DART will deploy to the affected state. Included in the DART is an assessment team typically comprised of specialists with expertise needed for the disaster in fields such as health, nutrition, water and sanitation, engineering, logistics, communications, disaster management, and OFDA policies and procedures. If the initial response checklist indicates Navy resources maybe needed for the disaster response, Navy commanders should endeavor to have a Navy liaison officer assigned.

Note

Assessment teams (e.g., OFDA DART, GCC HAST) are likely the first representatives of assisting states seen by the affected population. LNO's assigned to assessment teams should not enter into any agreements, make any promises, or give the impression that the United States will provide any specific services or supplies, prior to approval from higher authority.

Assessment teams (e.g., OFDA DART, GCC HAST) typically gather two types of information (1) what has happened as a result of the disaster, and (2) what is needed to save lives, alleviate suffering, and mitigate negative economic impacts. The assessment team will:

1. Identify the level of response from other donor countries, UN relief organizations, PVOs, NGOs, and IOs.
2. Identify which types of in-depth assessments should be undertaken.
3. Highlight special concerns that would not be immediately evident to OFDA headquarters in Washington DC or to individuals not trained in emergency response.
4. Gather data for the detailed assessment report.
5. Make recommendations to OFDA Washington DC and the affected state U.S. Embassy and/or USAID mission (if present) that identify and prioritize the actions and resources needed for immediate response. The determination to request military aid resides with the USAID in Washington DC. Interestingly while DOD representatives generally drawn from the local embassy's Joint United States Military Advisory Group or from a nearby U.S. forward base or smaller military facility may participate in the OFDA assessment, DOD does not have the legal authority to conduct an alternative assessment as to whether military aid is truly required and should be requested.

Assessments are not an end, but should be seen as a first step in a continuous process of reviewing and updating as part of the monitoring process, particularly when the situation is evolving rapidly, or when there are critical developments such as large population movements or an outbreak of disease. Frequently it may not be possible to adequately address or consult all sectors or groups within the population. When this is the case, it should be clearly stated which groups have been omitted, and efforts should be made to return to them at the first opportunity.

Initial assessments provide baseline data that can be used as a reference for further monitoring. The assessment team must be sensitive to the situation of the affected state. The DART needs to structure its assessment questions so that unreasonable expectations are not created. It should be clear to the affected state what the United States can/cannot and will/will not do. The DART assessment team must also be aware of the pressures applied by the affected state and others to "identify needs." A recommendation of "no additional assistance is required" may be valid if an on-the-ground site visit finds a disaster that is not as severe as indicated in third-hand reports and media coverage (focused on a few dire cases) received in Washington before the DART assessment team's departure.

When appropriate, the rapid assessment of needs and requirements for assistance can be jointly undertaken by affected and assisting state agencies plus the UNDAC team. Whenever practical, joint assessments should be undertaken. This facilitates the parties obtaining the same information, and alleviates adverse impacts on the

affected population from repeated assessments (before aid or relief is provided). If possible, the military forces should provide support to the humanitarian community to facilitate the latter's assessments (for example: transportation, communications, satellite or aerial imagery, security).

For those disasters that military aid maybe requested the GCC may, prior to receipt of an order to provide assistance from the Secretary of Defense, deploy a rapid deployment team or HAST to the disaster site within the affected state.

Note

Deployment of any military forces, including a HAST, to an affected state requires prior approval from the chief of mission.

HASTs conduct initial assessments and survey the nature and extent of available water and food, the extent of casualties and loss of life, the capacity of the affected state government to respond, and the degree of destruction to local infrastructure, especially the damage done to logistical facilities and various modes of transportation. The GCC uses the initial assessments and findings of the HAST to plan how best to organize the overall U.S. military response to the disaster, identify necessary personnel and equipment, and prioritize mission needs for each phase of the disaster response operation. Data from surveys is used to assess more fully the existing conditions and consequent requirements for the disaster response force structure.

The exact composition of the HAST would depend on the severity of the disaster, and, in some cases, on restrictions based on status-of-forces agreements (SOFAs), treaties, or informal agreements that may limit the number and type of U.S. military personnel permitted in the affected state. At a minimum, the HAST should include damage assessment, logistics, and medical expertise to draw a reasonably accurate picture of immediate emergency requirements. NCCs who anticipate significant Navy participation in the disaster response should endeavor to have LNOs assigned to the HAST.

To prevent duplication of effort, HASTs establish liaison ties first with USAID/OFDA/DART, and then go on to work closely with affected state NDMO authorities and with the UNDAC team, other U.S. embassy officials, and NGOs already operating in the area. Therefore while the official request for military aid must originate from USAID/OFDA experts and forwarded to DOD based on a DART recommendation, the request is likely shaped by a HAST assessment. Typically, the HAST also forms the nucleus of the follow-on military response command staff.

Military analysis and assessments should be disseminated to the humanitarian community subject to operational security requirements and sensitivities of the affected state. Similarly, foreign forces should attempt to obtain assessments from the humanitarian community.

4.3 SITUATION ASSESSMENT

The situation assessment seeks to determine what has happened as a result of the disaster and how the collegial disaster response organization structure is developing. Situation assessments can help determine the geographic scope of the disaster and how it has affected people and structures. These assessments also provide clarification on organizations responding to the disaster and the communication and coordination links between them.

4.4 NEEDS ASSESSMENT

The needs assessment involves gathering data on the services, resources and other assistance that will be required to address the disaster. Humanitarian needs that exceed local capacity can be classified into immediate and long-term needs. Immediate needs are those required to save lives and mitigate immediate human suffering (emergency needs), including: urban search and rescue, water and sanitation/hygiene, food and nutrition, shelter, medical, security, safety of affected population, and relief workers. Long-term needs are those required to restore some sense of normalcy, including: rehabilitation, reconstruction, and development. The humanitarian community addresses both immediate and long term needs; Navy actions during disaster response operations are focused on addressing immediate needs, with awareness of how addressing immediate needs may impact long-term needs.

Note

Long-term needs are addressed by the Navy during HA/HCA operations.

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. These assessments also include determining the capabilities and resources of various relief organizations, including foreign military forces, if they are part of the disaster response operation effort. The following are examples of needs and capabilities assessed:

1. 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), condition of life-sustaining resources (water, food supplies, medical supplies), security situation.
2. 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.

4.5 INITIAL RESPONSE CAPABILITIES CHECKLIST

Response actions have to occur while the assessment processes occurs. The initial response capabilities checklist, Appendix B, is used by Navy disaster response decision makers until more formal assessment processes are complete. Navy staffs use information from a variety of sources to quickly populate the checklist to determine services and emergency goods needed by the affected population. This information is then used to frame the initial Navy response to the disaster. The checklist contains five sections:

1. Affected state emergency management system organization
2. Cultural and demographic aspects of the affected population
3. Identification of emergency services, equipment, and personnel needs
4. Identification of emergency goods needs
5. List of actions to prepare military command for disaster response operations.

Note

Assessments are the first step toward turning the disaster response logistics effort from a push to a pull system. The initial response checklist provides some focus towards focused logistics. However, until the initial assessment report(s) are promulgated development of a true pull logistics response is not typically feasible.

While the checklist provides an initial indication of the affected states needs it does not coordinate what organization will satisfy this need. In the initial response to a disaster, it is highly likely that two or more organizations might respond to the same need. Commanders becoming aware of this situation should endeavor to contact all organizations involved and work out agreements on who is to respond.

4.6 THE ASSESSMENT PROCESS

The generic process by which assessment is conducted typically incorporates:

1. Planning. In order to conduct assessments, a systematic approach must be taken throughout the process by which data is gathered, analyzed, utilized, and reported. During planning, assessment team leaders will decide:
 - a. Which information will be gathered.
 - b. How information will be gathered (See paragraph 4.7).
2. Data gathering. (See paragraph 4.7.)
3. Data analysis. By looking at all of the information and pulling out what is important in terms of response, including patterns, trends, problem areas and critical activities, the data's usefulness emerges.
4. Forecasting. Using information gathered over time, Navy commanders' estimate how the disaster will progress; taking into account any response efforts that currently are underway. They use this analysis to predict potential future problems so that they can take advance action to prevent such problems before they start.
5. Reporting.
6. Monitoring. The disaster response operational environment changes from minute to minute, so assessments are quickly dated. Periodic updates scheduled at a pace that accommodates change (usually every 12–24 hours) facilitates commander direction based on accurate information.

4.7 DATA GATHERING

Assessment teams gather data. In addition, others responding to the disaster can provide input to the data gathering process. The assessment teams compile both data they and others have gathered into formal reports. Prior to the data being incorporated into the formal report it requires evaluation for authenticity, accuracy and completeness. When evaluating information it is important to know how the data was gathered and whether or not it has been verified before basing decisions upon it.

Note

There is an inherent conflict between the need to rapidly respond and the goal to verify field reports before responding.

To be effective assessment reports require points of reference, specifically geographic reference and time. This information has to be gathered concurrently with data. Assessments that are strictly qualitative (narrative) tend to lose value over time and are difficult to integrate. Consider, for example, the following statement:

“The assessment team reports a need to prioritize replacement of the two destroyed bridges that connect agricultural producers with the local market. A third destroyed bridge prevents access to the nearest port.”

From this statement decision makers know there are three bridges that needed repair, they don't know which three bridges, where the bridges are or even when it was the bridges needed repair. The previous statement, with coordinates and time added, would look like this:

“The assessment team reports at 290001ZFeb12 a need to prioritize replacement of the two destroyed bridges (40 15.8987N 074 18.2345W), (40 18.8973N 073 53.2385W) that connect agricultural producers with the local market. A third destroyed bridge (40 15.7897N 074 16.2098W) prevents access to the nearest port.”

The use of coordinates in report provides commanders and staffs the ability to use GIS to visualize the report, the use of date time group provides ability to sequence reports and determine change over time. Assessment reports typically discuss data collected for a geographic area vice point. Collecting data for geographic areas poses a unique challenge as different agencies may use different boundaries for the same area or even spell the name of the area differently. While information about a geographic area is important its value is vastly increased if it can be associated with other reports on the area. The UN IASC designated a needs assessment task force (NATF) to address coordinated assessment preparedness; a fundamental task of the NATF was to agree on a common means for identification of geographic areas. The NATF has agreed to use p-codes to provide a common baseline for geographic area identification during disaster response operations.

4.7.1 Place Codes

P-codes are similar to zip codes and postal codes and are part of a data management system that provides unique reference codes to a geographic area. They are unique geographic identification codes, represented by combinations of letters and/or numbers to identify a specific location or feature on a map or within a database. These codes provide a systematic means of linking and exchanging data and analyzing relationships between them. Any information that is linked to one location with a p-code can be linked and analyzed with any other. P-codes resolve the basic issue of what we all call a place. Using place-names as identifiers can easily lead to confusion over spelling, different languages or scripts as well as duplication. If agencies develop individual systems for naming or coding places this makes data sharing extremely difficult and huge amounts of potentially useful information go unshared, are manually re-typed or filed and forgotten. Spatial data standards agreed by all agencies provide a single, unified system for referring to locations, allowing the free exchange of data between participating agencies. Unfortunately p-code development is an ongoing process and they may or may not exist for the affected area at the onset of disaster response operations, furthermore there is not a universally accepted standard so p-codes for one geographic area while addressing the same information may have a different appearance. Historically, if they don't exist at the onset of a disaster they are typically an initial product of the UNDAC team. If p-codes don't exist, use of postal codes (aka zip codes) should be considered as this will have the same impact. While transiting to the affected area the Navy commander should solicit the affected areas p-codes from OFDA/DART. In most cases, adoption of p-codes requires only the addition of an extra column to your existing databases and spreadsheets that can be populated automatically.

P-codes view geographic areas as a series of administrative levels with each level expanding its predecessor. This is similar to U.S. zip codes with the first digit representing a certain group of U.S. states, the second and third digits together representing a region in that group (or perhaps a large city) and the fourth and fifth digits representing a group of delivery addresses within that region. P-codes segment a nation into five administrative levels. During disaster response operations it is not uncommon for a sixth level to be added. If data for a specific administrative level has not been identified, zeros are inserted as placeholders until a coding value is established, or later assignment of a code number can be generated based on a logical sequence.

1. Administrative level one corresponds to the international boundary. It can be a two letter, three letter, or three-digit code. The UN uses all three and which one will be used is situation dependent.
2. Administrative level two identifies a primary administrative division of a country. It is a two digit numeric code. In the United States this would be state boundaries, in other countries it maybe region, province, or municipalities.
3. Administrative level three identifies the first subdivision of the level two areas. It is a two digit numeric code. In many countries level three boundaries can and will be changed through legislative and political shifts in national affairs. Metadata is important as a method for recording why specific boundaries were selected. It typically represents a district, county, or ward.
4. Administrative level four identifies the first subdivision of the level three areas. It is a two digit numeric code and typically identifies a territory or city.

5. Administrative level five identifies the first subdivision of the level four areas. It too is a two digit numeric code and typically identifies a village.
6. During disaster response operations refugee camps and other temporary settlement zones, will be assigned a unique three-digit number to finalize the code of each area. The use of three digits provides for flexibility for including key features in an area, such as hospitals, schools, and food warehouses that may be located within each settlement. While this may seem duplicative initially, the maintenance of tables with cross listings for P-codes and specific GPS coordinates for key features or facilities will prove of tremendous advantage for an array of field planning activities and can be readily imported to any GIS software for map and display purposes.

Figure 4-1 provides an example p-code for Sudan.

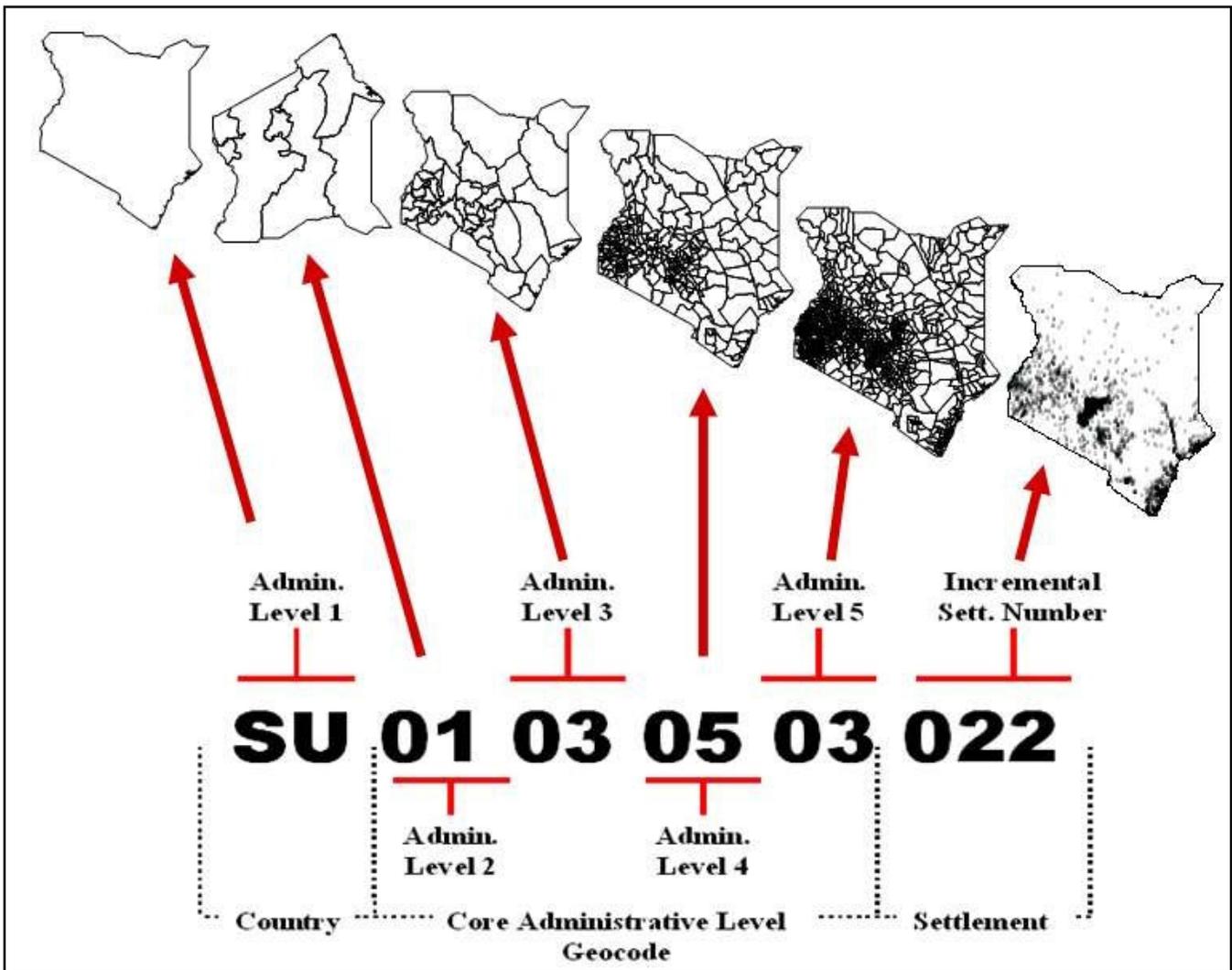


Figure 4-1. Example Place Code for Sudan

4.7.2 Standard Data Gathering Format

Depending on the maturity of the response effort standard data gathering report formats may or may not exist. Appendix D provides a sample data gathering template that can be used until USAID OFDA provides the official template for the disaster response.

4.8 DATA ASSESSMENT

The following considerations are important in the assessment of data.

1. **The Need for Accuracy.** Assessments should be accurate as they will serve to confirm or deny any assumptions upon which responders are using to craft their response.
2. **The Need to Eliminate Bias.** Biases may be linked to the interviewer, respondent, recollection accuracy, time, seasons, culture, gender, and the instrument or measurement used for data gathering. Biases may be minimized through triangulation, whereby a broad perspective is captured through inquiry among many stakeholders.
3. **Ethical Considerations.** Data should be gathered in a manner sensitive to the cultural norms/taboo of the affected population. For example some cultures do not want pictures taken of individuals.
4. **The Need for Timeliness and Adequate Frequency.** The frequency of data gathering and reporting must match the rate of change in the environment being assessed.

Information for assessment can be compiled from primary sources, including direct observation and discussions with key individuals, such as agency staff, local authorities, community leaders (of both sexes), elders, children, health staff, teachers, traders and other relevant actors, and from secondary sources, such as existing literature and reports (both published and unpublished), relevant historical material and preemergency data. National or regional disaster preparedness plans also provide an important source of information.

Note

Internet social networks, media and press corps are increasingly a secondary source of importance. They can provide responders a significant source of near “real time” information.

Comparing secondary information with direct observation and judgment is crucial in order to minimize potential biases. The methods used for gathering information and the limitations of the resulting data must be clearly communicated to portray a realistic picture of the situation.

4.9 ASSESSMENT REPORTS

Assessment is of no value unless it is distributed to those officials whose work depends on it. Several different reports often called “situation reports” may be used to broadcast analyzed information to all organizations responding to the disaster. Reports are generally presented in a numbered sequential format. The following are the most common report types:

1. **Flash report.** Provide expanded recognition that the disaster has occurred, explain what is being done, and request assistance and report on expected assistance. The flash report, if generated, is a primary input to the initial response capabilities checklist.
2. **The 72-hour report.** The report is the first formal report provided by assessment teams in the affected state. It comprises both situation and needs assessment in the early, critical stage of a disaster to determine the type of relief needed for immediate response. 72-hour report assessments aim to:
 - a. Identify the impact a disaster has had on a society and its infrastructure, and the ability of that society to cope.

- b. Identify the most vulnerable segments of the population that need to be targeted for assistance.
 - c. Identify the level of response by the affected state and its internal capacity to cope with the situation.
 - d. Identify the level of response from the international community.
 - e. Identify the most urgent relief needs and potential methods of providing them most effectively.
 - f. Make recommendations that define and set priorities on the actions and resources needed for immediate response.
 - g. Highlight special concerns regarding the development of the situation.
 - h. Draw attention to geographical areas/substantive sectors needing in-depth assessment.
3. Interim or in-depth report. Disaster assessments are iterative, reporting information needs to be updated. Once an initial assessment report is promulgated it needs to be updated. Interim reports update previously submitted reports; typically information in interim reports is not repeated unless required to illustrate changes.
 4. Specialist/technical or sector report. These reports supplement initial or interim reports by providing information needed only by a particular person or small group within the greater body of responders.
 5. Final report. The final report is a summary report submitted at the conclusion of the disaster response operation, describing the event, the response and any lessons learned.

In addition to these common reports UNOCHA will provide common datasets needed for response in humanitarian emergencies. Common operational datasets (COD) are predictable, core sets of data needed to support operations and decisionmaking for all actors in a humanitarian response. Some of the CODs, such as data on the affected population and damage to infrastructure, will change during the different phases of the response and therefore will need to be frequently updated and maintained. Other CODs, such as rivers and village locations, are likely to remain the same throughout the response. The CODs are proactively identified and maintained prior to an emergency as part of data preparedness measures and made available by the UNOCHA (or preagreed in-country alternate) within 48 hours of a given humanitarian emergency. UNOCHA is the guardian for the COD and will facilitate the distribution of the “best” available common operational and fundamental datasets in emergencies while managing forums for updates and distribution communication. Each dataset has a designated “Sponsor” who is responsible for identifying and liaising with relevant “Sources” to analyze, collate, clean and achieve consensus around a specific operational dataset. In addition, each dataset will have designated source(s) or owner(s), such as: national authority/agency, Cluster, NGO, UN agency, IOs, and IRCs that agree to be fully responsible for the development, maintenance and metadata associated with a dataset and control distribution restrictions. Figure 4-2 outlines the minimum list of common datasets and their assigned guardian, sponsor, and source.

4.10 ASSESSMENT REPOSITORY

Each of the various assessment teams will provide assessment reports using different format and focus. To understand the full needs of the affected population and impact of the disaster, the Navy commander needs to combine the information in these reports into a single repository. Appendix C describes this data repository and how information within it is cataloged. These indicators should be cataloged to the lowest geographic administrative level possible; as values for higher levels can be determined by rolling up its subdivisions.

Dataset	Recommended Governance	Mandatory Data Characteristics
Humanitarian Profile (disaggregated by admin level and populated place)	<ul style="list-style-type: none"> - Guardian: UNOCHA - Sponsor: UNOCHA - Source: Government, Assessments, UNHCR, IOM 	<ul style="list-style-type: none"> - Internally displaced - Nondisplaced affected - Host family/resident community affected - Refugee - Dead - Injured - Missing
Population Statistics	<ul style="list-style-type: none"> - Guardian: UNOCHA - Sponsor: UNOCHA, United Nations Population Fund (UNFPA) (Other potential sponsors could include UNDP, Government agencies or INGOs) - Source: Government 	<ul style="list-style-type: none"> - Total population by admin level (individuals) - Total population by admin level (number of households) - Age - Sex - Average family size by admin level - Unique identifier
Administrative Boundaries (Geographic) admin level 1 admin level 2 admin level 3 admin level 4 admin level 5	<ul style="list-style-type: none"> - Guardian: UNOCHA - Sponsor: UNOCHA, (Other potential sponsors could include UNDP, Government agencies or INGOs) - Source: Government 	<ul style="list-style-type: none"> - Unique identifier (P-Code) - Name
Populated Places (Geographic)	<ul style="list-style-type: none"> - Guardian: UNOCHA - Sponsor: UNOCHA, (Other potential sponsors could include UNDP, Government agencies or INGOs) - Source: Government 	<ul style="list-style-type: none"> - Unique identifier (P-Code) - Names - Size classification - Population statistics - Status if capital or administrative division - Type (Village, spontaneous settlement, collective center, planned settlement)
Transportation Network (Geographic)	<ul style="list-style-type: none"> - Guardian: UNOCHA - Sponsor: Logistics Cluster Lead - Source: Government 	<ul style="list-style-type: none"> - Roads (Classified by size) - Railways - Airports/helipads - Seaports
Hydrology (Geographic)	<ul style="list-style-type: none"> - Guardian: UNOCHA - Sponsor: UNOCHA (Other potential sponsors could include UNDP, Government agencies or INGOs) - Source: Government 	<ul style="list-style-type: none"> - Rivers (Classified by size) - Water bodies
Hypsography (Geographic)	<ul style="list-style-type: none"> - Guardian: UNOCHA - Sponsor: UNOSAT - Source: Remote sensing, Government 	<ul style="list-style-type: none"> - Elevation - Resolution

Figure 4-2. Common Operational Datasets in Disaster Response

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CHAPTER 5

Disaster Response Planning

5.1 A TIME CONSTRAINED ENVIRONMENT

The desired response time to a disaster is immediate. However, for a response to have meaningful impact it needs to be coordinated. Coordination requires planning. Typical planning processes involve a sequence of activities that consume time. Disaster response planning, at least initially, has to occur in a time constrained environment. Therefore it is imperative that DOD expeditionary communication elements be inserted into the affected area as rapidly as possible so that information can be gathered, analyzed and inserted into the planning process. The NPP in a time constrained environment is described in NWP 5-01, Navy Planning. The NPP assists commanders and their staffs in analyzing the operational environment and distilling a multitude of planning information in order to provide the commander with a coherent framework to support decisions.

Planning during disaster response is continuous. At one and the same time, planning must be done for an initial deployment, an assessment of the situation, a subsequent execution of the task (possibly in stages), and a redeployment, including a clear exit strategy and the handover of any ongoing response efforts to the appropriate civilian/international authorities. This chapter will not describe the NPP but rather focus on the following specific considerations that are unique to disaster response planning:

1. The collaborative planning environment
2. Transition
3. Likely impacts, hazards and Navy tasks associated with different natural disasters
4. Common Navy planning requirements for disaster response.

Knowledge of these considerations allow the disaster response planner to anticipate planning requirements.

5.2 THE COLLABORATIVE PLANNING ENVIRONMENT

Disaster response planning requires civil-military coordination and the understanding that neither DOD nor the U.S. Navy is in charge of the operation. As discussed in Chapter 3, the disaster response organization is not under a rigid command structure but rather it is a collegial structure where collaboration rather than command direction is used to facilitate unity of effort. Step one of the NPP is to execute mission analysis. As the first step of the process, mission analysis purpose is to review and analyze orders, guidance, intelligence, and other information in order for the commander, planning team, and staff to gain an understanding of the situation and to produce a mission statement. A foundational input to this step of the NPP is higher headquarters plans, orders and guidance. Disasters typically occur suddenly with little or no advance warning. The result is Navy mission analysis occurs concurrently with the development of its foundational inputs.

Further complicating Navy mission analysis is the fact that not only is the U.S. military developing its understanding of the situation and producing mission statements, other militaries and the humanitarian community are typically doing the same or similar activities. To conduct mission analysis, the Navy commander needs to combine the direction from higher U.S. military headquarters with an understanding of agreements made with, and between, others responding to the disaster. This insight provides Navy commanders the ability to produce a mission statement and commander's

intent that will result in development of possible courses of action (COAs) that result in unity of effort with all responders to the disaster while conforming to higher headquarters direction.

Unity of effort between responders to a disaster is established through collaboration and understanding of the flat decision structure associated with disaster response. An assessment similar to Appendix E will provide Navy commanders and staffs understanding of who is participating in the response effort, their agenda and the agreed upon mechanisms to coordinate efforts.

Relations with affected state, assisting state agencies and humanitarian organizations responding to the disaster will continuously change and impact the NPP throughout the disaster response operation. Normally, there are four basic options in terms of humanitarian community interaction with a given military force. These options are collocation, liaison exchange, liaison visits and interlocutor. The situation can become very complicated when there are multiple international and indigenous forces involved in the disaster response operation. All disaster response operations are unique, therefore selection of the best option for the disaster response is situational dependent; furthermore it is likely that two or more of these interaction options will be used concurrently between different actors. Navy commanders and staffs need to continually review how they will collaborate with all responders and be aware of any changes in their plans that may impact the NPP or ongoing Navy disaster response operations.

5.2.1 Disaster Response Planning Guidelines

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. While official needs assessments are being developed and are ongoing, planners must develop a response plan based on only partial information. The planner should populate an initial response checklist (Appendix B) based on information from the following sources:

1. Assisting state agency responsible for foreign disaster response.
2. Other contacts: U.S. embassy in the affected state; affected state embassy/consulate in United States; 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. Open Source Information: ReliefWeb; Virtual OSOCC; GDACS, major international relief organizations' disaster sites such as the Pacific Disaster Center or Pacific Tsunami Warning Center, media sites, etc.

Early in the response effort, the planner should concentrate on immediate lifesaving measures. These are usually similar regardless of the disaster and include urban search and rescue, emergency medical, water, food, and shelter.

1. Focus on providing services that support the delivery of above 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 disaster area.
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 urban search and rescue assets for floods/typhoons, etc.).

Determine existing capabilities of international humanitarian community, and national response mechanisms, including the national Red Cross/Red Crescent Society.

Consider cultural and demographic aspects of the affected population.

1. Food customs and restrictions (e.g., dietary differences).

2. Treatment of human remains due to religious or customary differences.
3. Shelter requirements due to climate considerations and family groupings.

5.2.2 Initial Response Procedures

Based on initial information gathered, planners should develop a list of goods and services the Navy can rapidly deploy. The list should be generic leaving identification of more detailed goods and services required until after the needs assessments are developed.

5.2.3 Initial Identification of Available Capabilities

Navy 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:

1. Goods. Emergency relief supplies required by the disaster-affected communities for their immediate relief. “Goods” refers to those needed in the emergency phase of the operation.
2. Services, Equipment, and Personnel. Capabilities undertaken by disaster relief and initial recovery personnel to assist disaster-affected communities. “Services, Equipment, and Personnel” 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.

The next step 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. Navy planners should attempt to coordinate with other assisting states, assisting humanitarian and regional organizations (e.g., NATO, Association of Southeast Asian Nations) to determine those goods and services that could be delivered to the affected state(s) by others more quickly and efficiently.

1. The preferred initial Navy capability is services, such as transportation and communication, as these are capabilities in the highest demand during the initial emergency response phase.
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.
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 military action. 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.

5.3 TRANSITION AND COORDINATION

The last phase of NPP is to transition the plan into plans and/or orders that direct subordinate actions. Before this occurs, the commander and staff have to identify, then compare and contrast possible COAs and the commander has to designate a COA for execution. When selecting a COA, commanders have to avoid creating dependencies which severely reduce the affected population’s ability to cope with the next disaster. For example, food commodities brought into a disaster area without consideration for the local agricultural system can destroy the local market system and cause future food shortages where self-sufficiency had been the norm.

In disaster response operations, COAs have to include the criteria to transfer military led activities to civilian led relief activities. Accordingly, after a COA selected a transition plan is developed. This plan defines specific milestones, such as the restoration of public facilities and the provision of adequate food, shelter, and medical care that must be met prior to the termination or hand-over of the mission. Measures of effectiveness (MOE) are indicators to help determine when disaster response operations have been accomplished or can be transitioned to other agencies. Navy MOE should be geared to when the affected state, humanitarian community or follow on forces are capable of assuming or resuming the disaster response tasks. MOE should be continuously monitored. General indicators for disengagement can be summarized as:

1. Decrease in the overall requirements of disaster response in the affected region
2. Reduction in the requirement for foreign military forces support
3. Increase in the capacity of the humanitarian community to conduct disaster response operations currently conducted by the military forces
4. Specific dates or conditions, as determined by affected state or foreign military forces nations.

Considerations for transition planning are:

1. Transition may occur between the Navy forces and a variety of entities, such as the affected state civilian agencies, the affected state military, the UN, relief organizations, or other multinational or regional forces.
2. A detailed plan addressing the various disaster response functions and to whom they will transition to 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 affected state and humanitarian community will have input into this plan, thus the plan should be written in easily understood terms.
3. Transition planning by the assisting state must take into account the capability of the affected state and humanitarian community to continue missions conducted by the military forces. Otherwise, disaster response activities may have to be terminated when military forces redeploy.
4. Navy staffs should periodically review the transition plan with all stakeholders. This will help validate planning assumptions and determine if changes in the situation require modification of the transition plan.
5. Share basic details of transition plan with all stakeholders e.g., cluster leads, affected state and NGOs, to ensure they plan for assumption of Navy disaster response activities once the Navy departs the affected area.

Transition is accomplished upon completion of one or more of the following:

1. When assisting states (including their military forces) have completed disaster response tasks or transferred them to the affected state or other organizations.
2. At the expiration of a time frame or based on conditions imposed by the affected state or the assisting states.

The transition from military to civilian execution of disaster response activities in as positive a manner as possible remains central to the overall success of Navy disaster response operations. This is vital to establishing the conditions and encouraging the attitudes within the affected state that will allow for a longer-term engagement with that nation or nations, both by U.S. military forces (principally humanitarian civic assistance) and by USAID teams (by means of economic assistance and reconstruction projects) in support of wider-ranging American foreign policy and security goals.

In addition to a transition plan and plans/orders directing Navy response to the disaster, there are at least four other sets of plans which should be maintained by both military and humanitarian organizations.

1. Plans for Natural, Environmental, and Technological Event Preparedness
2. Plans for Response to Anthropogenic (Mass) Casualties or Incidents
3. Evacuation Plans for Security Emergencies
4. Evacuation Plans for Medical Emergencies.

Development and execution of these plans require coordination. Inherent in each planning activity is the development of an understanding of how information will be exchanged and activities will be coordinated, i.e., collaboration. This requires specifying mechanisms and structures for information access and sharing, Appendix A. The following civil-military coordination issues should be considered in the development or review of these plans:

1. Does the Navy or joint force commander have resources to apply and the authority to use resources in response to a crisis situation that endangers the affected population or humanitarian actors?
2. Transport of Personnel: What are the existing policies on the transport of humanitarian personnel in military aircraft or vehicles and what are the legal implications? What are the policies on military personnel in humanitarian aircraft or vehicles? Do these policies take into account life saving emergencies?
3. Who Can Be Assisted: Are there any restrictions on who can be assisted? Are there any issues regarding the nationality of the personnel to be assisted? If locals or national staff can be assisted, is there sufficient capacity? Which humanitarian staff members can be assisted (national staff, national NGO staff, etc.)? Can dependents be assisted? Recognized dependents? If locals or national staff cannot be assisted, what are the implications?
4. Do Navy organizations have the ability to identify and track casualties and other vulnerable populations (elderly, sick, children, etc.) evacuated by military means and/or treated in military facilities? Who has information on nonuniformed/nonmilitary capacity to respond? What are arrangements at reception point? Are they prepared for evacuation of next of kin or guardians for casualties that are minor children or who are incapacitated? What is the plan for repatriation? Are Navy organizations familiar with local customs, beliefs, and rituals regarding imminent death and the handling of remains?
5. Legal Status of the Military Forces/Status of Mission: Are there agreements in place governing the SOFA and the "Status of Mission" concerning Navy activities ashore in the affected state? Are humanitarian situations covered by these agreements? Are Navy commanders and affected state agencies aware of the model SOFA in the Oslo Guidelines? Are there existing bilateral or regional agreements for mutual assistance that may be used in these situations? Are there specified ports of entry, immigration, customs, and exit procedures?
6. Communications and Coordination Arrangements: What procedures will be used to manage requests for information and RFAs? What communications networks will be used to coordinate the responses? Will it be feasible to colocate all or portions of the coordination activities? If liaison personnel are to be exchanged, are they trained, do they have the necessary clearances and passes, and what authority have they been granted by their respective headquarters? Is there a requirement and process for declassifying or releasing information? What process will be used for frequency spectrum management? Has the Navy been assigned specific frequencies for response operations?
7. Logistics and Procurement Management: Are there provisions for the emergency transfer or purchase of critical relief supplies? Under what conditions can military and humanitarian aircraft refuel from each other's stocks?

8. **Funding and Procurement:** Are there any funding issues? Are there any expectations of reimbursement for resources or supplies expended in support of humanitarian actors or civilian victims? What are the mechanisms for cost sharing? In the case of evacuation, is there a service fee? What documentation is required by expending agencies to account for disbursements? Do humanitarian actors have access to military Post Exchange and supplies?
9. **Media Coverage of any Collaborative Efforts:** Will media coverage of any joint or collaborative efforts by the humanitarian actors and military forces affect the perceived neutrality and impartiality of humanitarian actors? Can draft press guidance for both organizations be prepared in advance? Can media coverage be coordinated? Has attention been paid to security implications of media coverage?
10. **Legal Considerations:** There are significant and complex legal issues surrounding disaster response operations. Navy commanders need to understand international, national, and affected states' legal instruments associated with the mission. Legal advisors should prepare, review and approve as appropriate, SOFA, Rules of Engagement, operation plans (OPLANs), operation orders (OPORDs), funding considerations and any agreements or memoranda of understanding established between the military forces and the affected state or nonmilitary organizations involved in disaster response operations. Legal counsel should be included in all phases of planning and execution. Navy 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:
 - a. SOFA or similar instruments.
 - b. Rules of engagement.
 - c. Entry/exit requirements for personnel (passport and/or visa), including temporary recognition of professional qualifications (medical, engineer, drivers licenses).
 - d. Hiring of foreign nationals.
 - e. Entry requirements for equipment and supplies (including medical supplies).
 - f. Customs, taxes, tariffs and related issues, relationships with the humanitarian community and their personnel, and use of other assisting states' funds for disaster response operations.
 - g. Disengagement and redeployment after transition of operations. Navy forces leaving equipment and supplies with the affected state must consider potential liability and other legal issues prior to redeployment.
11. **Navy Medical Support Considerations.** Disaster response operations place Navy and other responding personnel in situations that substantially increase the risk of disease or injury. This requires that Navy forces and other responding personnel have robust preventive medicine capabilities to perform medical and environmental health risk assessments and prevent health threats (including mental health) to the Navy force. Personnel should be briefed on anticipated public health and medical issues prior to their deployment. Navy medical personnel should not be diverted to conduct disaster response medical tasks at the expense of maintaining the health of Navy personnel.

5.4 LIKELY IMPACTS, HAZARDS AND NAVY TASKS ASSOCIATED WITH DIFFERENT NATURAL DISASTERS

Navy forces typically are directed to conduct disaster response operations following a natural disaster that has overwhelmed affected state and assisting state disaster response agencies. Navy forces are commonly directed to execute disaster response operations for the following natural disasters:

1. Earthquakes
2. Floods
3. Hurricanes, Cyclones, and Typhoons
4. Tsunamis
5. Volcanoes.

Identification of the likely impacts and hazards associated with each of these disasters should assist the planner during the initial phases of planning the Navy response to the disaster. Typical RFAs generated by these disasters are shown in figure 5-1; however it is entirely possible the Navy will respond to an RFA not identified in this figure.

5.4.1 Earthquakes

Earthquakes are caused by the discharge of energy accumulated along geologic faults. This discharge of energy varies in magnitude. Large earthquakes can cause significant death and destruction, especially in areas where building codes are either not/or loosely enforced (China 2008) and/or do not account for earthquakes (Haiti 2010). When earthquakes occur in less developed and developing countries it is common that state emergency response agencies are quickly overwhelmed and international assistance is requested.

Hazards related to earthquakes that plans will need to address include:

1. Fire as a result of broken gas lines and sparks from frayed electrical lines
2. Flooding as a result of nearby reservoirs or dams rupturing or disruptions to underground water mains
3. Electrical shock as a result of downed power lines
4. Structural collapse as a result of fragile infrastructure or substandard construction
5. Power and communications systems failure
6. After shock
7. Release of hazardous materials
8. Tsunami wave flooding in low elevation areas.

5.4.2 Floods

Floods are the most common natural disasters, accounting for approximately 40 percent of all disasters worldwide. More than 90 percent of the world's population lives within ten miles of a major body of water and is thus subject to flooding. Floods are not typically the causative factor for an affected state to request disaster assistance. However, Navy forces conducting disaster relief operations typically have to provide relief from flooding as floods are a common byproduct of other natural disasters (e.g., earthquake, hurricane, and tsunami).

Typical Requests for Assistance Navy Will Address
Cleaning/disinfecting vehicles/equipment/facilities (Navy Engineers do not have decontamination capability)
Clearing debris and mud
Demolishing unsafe structures
Evacuation of American Citizens
Heavy Equipment & operators
Hydrographic Surveys
Infrastructure—Assessment Naval Facilities Engineering Command (NAVFAC)
Infrastructure—Critical electrical distribution system repair Mobile Utilities Support Equipment (MUSE)
Infrastructure—Emergency power repair (MUSE)
Infrastructure—Restoration of critical facilities, services
Infrastructure—Temporary bridge kit installation
Infrastructure—Temporary shelter construction
Infrastructure—Ports air/sea repair
Infrastructure—Roadway repair
Intermediate staging bases for displaced persons—Identification
Information sharing with affected state and responding nations
Logistic support—Debris clearing equipment
Logistic support—Distribution of relief supplies
Logistic support—Setup of deployable facilities
Medical—Evacuation of seriously ill or injured
Medical—Treatment of injuries
Moving/transport of remains for burning/burial
Topographical surveys (NAVFAC)
Transport—Air: Personnel transport, MEDEVAC, logistics, survey, SAR
Transport—Ground: Personnel transport, MEDEVAC, logistics
Transport—Water: Personnel transport, logistics, SAR

Figure 5-1. Typical Requests for Assistance Navy Will Address

Note

Immediate evacuation from areas of high threat from flooding represents the ideal mitigation strategy during disaster response activities. Failing to evacuate at risk populations from a flood watch area will exacerbate response requirements. It is easier to relocate relatively stable and healthy populations than it is to accommodate their life support requirements under conditions of severe environmental duress.

Hazards related to flooding, that plans will need to address include:

1. Contaminated water supplies and exposure to waterborne disease (E-coli, Shigella, Salmonella, and the hepatitis A virus)
2. Disease outbreaks
3. Electrical shock and fires as a result of damaged utilities

4. Hypothermia
5. Increased incidence of gastro-intestinal disease
6. Landslides and mudslides/localized earth settling
7. Loss of geographic reference or local landmarks
8. Strong currents and floating debris
9. Power and communications systems failure
10. Release of hazardous material
11. Structural collapse
12. Unsanitary living conditions.

5.4.3 Hurricanes, Cyclones, and Typhoons

The terms hurricane and typhoon are regionally specific names for a strong tropical cyclone. Cyclones have sustained winds above 74 mph. The Saffir-Simpson Scale, see figure 5-2, is the American methodology for classifying the intensity of tropical cyclones. Other classification scales exist in geographically specific locations throughout the world.

The impact of a hurricane and the ability of the affected state to effectively respond to its impacts are largely a function of where the hurricane makes landfall and the preparedness of the affected population for the likely consequences. Most communities are prepared and ready for category one and two hurricanes. Higher category hurricanes are rare and therefore communities frequently are less prepared for these very destructive storms. New Orleans, Louisiana in 2005 was a good example of a community fully prepared for category one and two storms, but not ready for a category three storm such as Hurricane Katrina. When communities are impacted by a hurricane they are not prepared for, the damage and impacts are very likely to overwhelm local, regional, and even national emergency response agencies.

Hazards related to hurricanes, cyclones, and typhoons that plans will need to address include:

1. Contaminated water supplies and exposure to waterborne disease (E-coli, Shigella, Salmonella, and the hepatitis A virus)
2. Disease outbreaks
3. Drowning
4. Electrical shock and fires as a result of damaged utilities
5. Flooding
6. Landslides and mudslides/localized earth settling
7. Power and communications systems failure
8. Release of hazardous material
9. Strong currents and debris associated with storm surge
10. Structural collapse
11. Wide-spread destructive wind damage effects including tornadoes and waterspouts.

Category	Winds	Effects
One	74–95 mph	No real damage to building structures. Damage primarily to unanchored mobile homes, shrubbery, and trees. Also, some coastal road flooding and minor pier damage.
Two	96–110 mph	Some roofing material, door, and window damage to buildings. Considerable damage to vegetation, mobile homes, and piers. Coastal and low-lying escape routes flood 2–4 hours before arrival of center. Small craft in unprotected anchorages break moorings.
Three	111–130 mph	Some structural damage to small residences and utility buildings with a minor amount of curtain wall failures. Mobile homes are destroyed. Flooding near the coast destroys smaller structures with larger structures damaged by floating debris. Terrain continuously lower than 5 feet above sea level (ASL) may be flooded inland 8 miles or more.
Four	131–155 mph	More extensive curtain wall failures with some complete roof structure failure on small residences. Major erosion of beach. Major damage to lower floors of structures near the shore. Terrains continuously lower than 10 feet above sea level may be flooded requiring massive evacuation of residential areas inland as far as 6 miles.
Five	Greater than 155 mph	Complete roof failure on many residences and industrial buildings. Some complete building failures with small utility buildings blown over or away. Major damage to lower floors of all structures located less than 15 feet ASL and within 500 yards of the shoreline. Massive evacuation of residential areas on low ground within 5 to 10 miles of the shoreline may be required.

Figure 5-2. Saffir-Simpson Hurricane Classification Schema

5.4.4 Tsunamis

A tsunami or tidal wave is a series of water waves (called a tsunami wave train) caused by the displacement of a large volume of a body of water, usually an ocean, but can occur in large lakes. Approximately 195 events have been recorded. All tsunamis are potentially dangerous, even though they may not damage every coastline they strike. Tsunamis usually occur during the following three major geologic movements:

1. Fault movement on the sea floor that occurs during an earthquake.
2. Landslide.
3. Underwater volcanic explosion.

Following one of these events, computer models can predict tsunami arrival time, usually within minutes. Bottom pressure sensors relay information in real time. Based on these pressure readings and other seismic information and the seafloor’s shape (bathymetry) and coastal topography, the models estimate the amplitude and surge height of the approaching tsunami. All Pacific Rim countries collaborate in the Tsunami Warning System and most regularly practice evacuation and other procedures.

These warning systems, when in place and working, will save lives, however they can’t prevent the cataclysmic damage to buildings and infrastructure associated with tsunamis. This damage and the associated impact on the affected population frequently overwhelm local, regional, and national emergency response agencies.

Hazards related to tsunamis that plans will need to address include:

1. Contaminated water supplies and exposure to waterborne disease (E-coli, Shigella, Salmonella, and the hepatitis A virus)

2. Disease outbreaks
3. Drowning
4. Flooding
5. Electrical shock and fires as a result of damaged utilities along with potential nuclear radiation hazards at damaged nuclear power plants
6. Landslides and mudslides/localized earth settling
7. Loss of geographic reference or local landmarks
8. Power and communications systems failure
9. Release of hazardous material
10. Structural collapse.

5.4.5 Volcanoes

The impacts from most volcanoes can normally be addressed by local, regional, and national emergency response agencies of the affected state. However, cataclysmic eruptions, such as the 1991 eruption of Mount Pinatubo (Philippines), can have devastating impact not only in the area around the event, but areas thousands of miles away.

Note

Cataclysmic volcanoes destroy the area around them with lava flows and push ash in the atmosphere that covers vast areas. For example, volcanologists estimate if the Pozzuoli, Italy volcano was to have a cataclysmic eruption, pyroclastic flows would totally destroy a 120 km radius area around the volcano and extensive ash fall would occur over much of Eastern Europe.

These cataclysmic volcano eruptions typically will cause damage that result in affected state(s) requesting international assistance. It is possible that damage from ash mixing with rain will result in mudflows that will cause more damage than the eruption itself; this occurred in the Mount Pinatubo eruptions.

Hazards related to volcanoes that plans will need to address include:

1. Ash Flows
2. Damage to fixed and rotary wing aircraft operating in airspace
3. Explosive eruption and falling debris
4. Fire
5. Heat from valley-filling pyroclastic-flow deposits that insulated themselves; five years after the Mount Pinatubo eruption these deposits still had temperatures as high as 900 °F
6. Landslides and mudslides/localized earth settling
7. Lava flows

8. Loss of geographic reference or local landmarks
9. Power and communications systems failure
10. Structural collapse due to ash
11. Toxic gasses (sulfur dioxide, hydrochloric acid, etc.)
12. Volcanic Gases.

5.5 COMMON NAVY PLANNING REQUIREMENTS FOR DISASTER RESPONSE OPERATIONS

Every disaster response operation is unique. The capabilities of the affected state will impact what RFAs are generated and the capabilities of other assisting states and the humanitarian community will impact which RFAs the Navy responds to. The following Navy capabilities are commonly used during disaster response operations:

1. Civil Affairs
2. Communications
3. Force Protection
4. Health Service Support
5. Knowledge Repository
6. Ship to shore movement.

Navy planners should commence planning for exercising these capabilities upon notification of participation in the disaster response operation. As RFAs are generated and situational assessments completed, these initial plans are modified to better address the needs of the affected population and the actions expected from the Navy. Navy planners should be prepared to address requests such as evacuation of U.S. citizens from the affected area.

Note

Evacuation of U.S. citizens whose lives are endangered by the disaster constitutes a noncombatant evacuation operation (NEO). NEOs are separate from disaster response operations and are addressed in JP 3-68, Noncombatant Evacuation Operations.

5.5.1 Civil Affairs

Civil affairs forces are capable of supporting disaster response operations in a variety of functional areas and support to CMCoord. Navy commanders and their staffs assess the type and nature of support required. This support includes six broad categories of civil affair functional specialty areas—rule of law, economic stability, governance, public health and welfare, infrastructure, and public education and information. Civil affairs forces can prove valuable as the Navy commander’s advisor on the impact of military activities on the affected population. Civil affairs forces can assess infrastructure damage, assist in developing and facilitating civil-military communications, and are trained to operate within and coordinate activities with the CMOC. In the CMOC, Civil affairs forces serve as liaison between military, diplomatic, and NGO participants in disaster response operations.

5.5.2 Communications

Communications are a critical element to achieve the collaborative decision structure of disaster response operations. They are also vital to the smooth execution of these operations once they commence. Navy planners need to address the following issues related to communications.

1. Determine the primary communications network for communications with:
 - a. Affected state NDMO
 - b. Humanitarian organizations responding to disaster
 - c. Other assisting state nonmilitary agencies
 - d. Other assisting state military forces
 - e. U.S. agencies responding to disaster
 - f. U.S. military forces responding to disaster.

Note

Ideally, a common unclassified communication network schema will be identified that will allow all actors responding to the disaster to share information and data without multiple intermediaries. See Appendix A.

2. Identify primary communication networks for Navy ship to shore communications. If necessary, obtain communication resources.
3. Determine what, if any, Navy controlled communication resources will be made available to media and the humanitarian community.

The following communication issues need to be addressed early in the planning process and kept in mind throughout the planning and execution phases:

1. Interoperability. The ability of systems, units, or forces to provide services to and accept services from other systems, units, or forces and to use the services so exchanged to enable them to operate effectively together, or; the condition achieved among communications-electronics systems or items of communications-electronics equipment when information or services can be exchanged directly and satisfactorily between them and/or their users.
2. Releasability. National and multinational force security levels and accreditation relating to networks, equipment, and information need to be identified for operations.
3. Organizational relationships. Clear establishment of communication information system “technical control” governance authorities for disaster response operations is a critical factor for ensuring the response of these networks support for planning and execution of operations, while providing a rich collaborative planning network for the responding organizations.
4. Specific communication support functions for Navy commands include:
 - a. Advise operational planners on current communication capabilities and status and provide estimates on the ability to support operations.
 - b. Maintaining a communications Support Plan.
 - c. Ensuring Information Assurance/Computer Network Defense tools are available.
 - d. Planning, engineering and coordinating for systems, satellite access, voice, video, and information systems and data networks and circuits.

- e. Identification of problems with the systems and circuits and appropriate action to prioritize installation and restoration of systems.
- f. Coordinates the development and preparation of future communication and information system support.
- g. Ensures effective and efficient use of the available spectrum.

5.5.3 Force Protection

Protection of personnel in the disaster area from both physical harm and disease is a high priority.

In principle, foreign military and civil defense personnel deploying on disaster relief missions will do so unarmed and in national uniforms. The overall responsibility for providing adequate security for authorized foreign military and civil defense assets support remains with the affected state.

*Guidelines on the Use of Foreign Military and Civil Defense Assets in Disaster Relief—
Oslo Guidelines*

Navy planners need to make certain the following force protection issues are addressed in the Navy disaster response plan.

1. Training to mitigate threats
2. Policy with respect to providing security to USG nonmilitary personnel or assets
3. Policy with respect to providing security to other assisting state personnel or assets
4. Policy with respect to providing security to humanitarian organizations
5. Establishment of a mental health team
6. Vaccination and prophylaxis treatment of personnel going ashore
7. Identification of required personnel protection equipment required for personnel going ashore, see Appendix F
8. Policy for weapons carriage by responding forces.

Note

Weapons carriage will incur a perception of military forces. Without weapons, the force is seen as aiding the affected population; with weapons the force will be perceived by some of the affected population as an invading military force.

5.5.4 Health Service Support

Navy planners need to make certain the following health service support issues are addressed in the Navy disaster response plan.

1. Determining affected state credential requirements for any health care conducted ashore from the U.S. embassy. See HA Policy 08-009, Credentialing and Authorization of Providers on Foreign Humanitarian Mission.
2. Guidelines for compliance with DOD policy concerning credentialing and authorization of nonmilitary healthcare providers providing service on Navy ships.

3. Embarkation policy for relatives of injured persons being cared for on ship.
4. Coordination with affected/assisting state and humanitarian health service support activities.

5.5.5 Knowledge Repository

Appendix G is a quick reference guide for Navy planners to use. The Web sites and documents discussed in this appendix will provide the means for the Navy planner to quickly develop expertise on the unique operational environment of disaster response. With this knowledge, the Navy planner can better support the commander's employment of Navy forces in response to the disaster.

5.5.6 Ship to Shore Movement

Navy planners need to make certain the following ship-to-shore movement issues are addressed in the Navy disaster response plan.

1. Air space control plan
2. Helicopter landing zone security
3. Method to track Navy personnel who are ashore (who and where)
4. Boat lanes
5. Beach landing zone security.

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CHAPTER 6

When the United States is the Affected State

6.1 INTRODUCTION

Domestic disaster response operations are normally interagency in nature, conducted under the leadership of the applicable local civil authorities. If the scale of a domestic disaster warrants federal response military forces may be tasked to provide support. Similar to foreign disaster response operations the DOD is never “in charge” of domestic disaster operations. Military operations to support disaster response efforts within the United States or its territories are called defense support of civil authorities or DSCA. Navy forces are typically involved in DSCA because:

1. The Secretary of Defense (SecDef) has approved deployment of unique Navy capabilities that address needs beyond the capacity or capability of local, state, and other federal agency responders.
2. A preexisting mutual aid response agreement exists with local authorities (normally firefighting and civil SAR).

Very extensive protocols exist for disaster response within the United States. The major protocol is the National Response Framework. The NRF is an all-hazards plan built on the template of the National Incident Management System (NIMS). The NIMS provides a consistent doctrinal framework for incident management at all jurisdictional levels regardless of the cause, size, or complexity of the incident. The NRF guides how the United States conducts all-hazards response. It is built upon scalable, flexible, and adaptable coordinating structures to align key roles and responsibilities across the Nation. It links all levels of government including NGOs and the private sector. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

Requests for DOD support for most DSCA operations are formally conducted via the RFA and mission assignment (MA) process and are normally conducted on reimbursable basis. For most instances DOD support must be requested by a proper civil authority, commonly the state governor, and must be approved by the Secretary of Defense. The following are key commands and positions involved in Navy DSCA operations:

The SecDef approves/disapproves all RFA's or MA's that are submitted following a Presidential disaster declaration as per the Stafford Act. There are several authorities whereby DOD resources may be provided without SecDef approval but they are quite limited in time and scope. These instances include preexisting mutual aid agreements and immediate response authority for immediate life saving/property protection.

The Chairman of the Joint Chiefs of Staff (CJCS) maintains a standing DSCA EXORD that sets the framework for resources and authorities for the supported combatant commanders (United States Northern Command and United States Pacific Command (USPACOM)) for actual or potential DSCA incidents. The authorities granted in this EXORD include the deployment of assigned forces on prepare to deploy orders (with prior notification), preidentifies additional resources and specifies the protocols for large-scale responses (including associated maritime command element guidance). The services are responsible for ensuring they have the forces to meet these standby requirements.

Commander, United States Fleet Forces Command is designated as the USNORTHCOM Joint Force Maritime Component Commander-North for DSCA operations. United States Fleet Forces Command (USFF), as the Navy principle planning agent (PPA), is the supporting Navy component commander to USNORTHCOM and responsible for planning, coordinating, and executing Navy DSCA operations in the USNORTHCOM area of responsibility (AOR). USNORTHCOM maintains concept plan (CONPLAN) 3501 for DSCA.

USPACOM serves as the lead for all DSCA responses in the USPACOM AOR with JTF-Homeland Defense (JTF-HD) assigned as their executive agent for DSCA operations in the domestic Joint Operations Area. Commander, United States Pacific Fleet serves as the Navy PPA for DSCA in the USPACOM AOR. USPACOM maintains CONPLAN 5001 for DSCA.

The NRF and other supporting plans and orders spell out how to request DOD forces and the legal limitations on DOD forces (see paragraph 6.3). This chapter is not intended to replace existing guidance on DSCA operations. Perhaps the most important tenant to understand under DSCA operations is that the DOD forces are not “in charge” of the response, but they are a unique capability provider to the appropriate incident commander under the guidelines of the NRF.

Note

Navy emergency preparedness liaison officers (NEPLOs) are Navy Reservists with special training in domestic emergency response and typically have familiarity with the affected area. During an emergency, they are called to active duty to assist in civil emergency planning and coordination. They provide liaison to state and federal authorities and other DOD agencies to plan, prepare for, coordinate and execute Department of the Navy DSCA. They provide guidance and advice to the DCO on issues relative to Navy assistance required for the disaster response in their State or Region and may be assigned to a joint field office or other location to support the response. Additionally, more NEPLOs may be assigned to various locations such as the State emergency operations center, Federal Emergency Management Agency (FEMA) regional resource coordination center, FEMA national operations center, the U.S. Army North operations center, or to the joint director of military support operations center.

For the tactical Navy commander, the difference between disaster operations outside the United States and DSCA is minimal. Operational and strategic level commands will be the primary interface into the civil emergency planning and coordination activities. As tactical commanders receive direction from their operational commander, they will need to:

1. Utilize information sharing networks that nongovernment agencies can quickly link into
2. Monitor, assess, plan and as needed direct subordinates actions
3. Anticipate requests for assistance based on the cause of the disaster and their monitoring of civilian agency assessment reports
4. Quickly understand the collaborative organizational structure the United States uses for disaster response
5. Quickly understand the laws and regulations that guide DSCA operations
6. Provide timely SITREPs and reporting to facilitate maintenance of chain of command situational awareness.

The previous chapters address issues 1–3 in the above list. This chapter will focus on the unique U.S. management organization for disaster response and the laws and regulations that guide military participation in these activities.

6.2 UNITED STATES DOCTRINAL FRAMEWORK FOR DISASTER MANAGEMENT

As required by Homeland Security Presidential Directive-5 (HSPD-5), the NRF establishes a single, comprehensive approach to domestic incident management. It serves to prevent, prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies. The goal is to ensure a cohesive, coordinated, and seamless national framework for domestic incident management. Operating within this system Navy forces can be critical to the success of DSCA operations.

In chapter IV of the NRF, 15 separate scenarios are outlined. Depending on the location and magnitude of the event scenario, it is readily apparent that Navy units could be requested for most if not all of these scenarios. This core document, along with the Emergency Support Function Annexes and Support Annexes are available at the NRF Resource Center, <http://www.fema.gov/NRF>.

6.2.1 National Response Framework Basics

A basic premise of the NRF is that incidents are handled at the lowest possible jurisdictional level. In the vast majority of incidents, state and local resources and interstate mutual aid will provide the first line of emergency response and incident management support. Recognizing that some incidents will require federal augmentation, the NRF provides the framework for federal interaction with state, local, tribal, private sector, and nongovernmental entities to facilitate timely and effective federal support.

The NRF can be partially or fully implemented in the context of a threat, anticipation of a significant event, or in response to an incident requiring a coordinated federal response. The NRF applies to all incidents requiring a coordinated U.S. federal response as part of an appropriate combination of U.S. federal, state, local, tribal, private-sector, and nongovernmental entities. A basic understanding of key NIMS/incident command system (ICS) terminology is helpful to Navy units involved in DSCA responses.

The NRF, as the core plan for national incident management establishes national-level coordinating structures, processes, and protocols for disaster response. To better categorize response operations the NRF has established ESFs. ESFs are the primary means through which the federal government provides assistance to state, local, and tribal governments. ESFs are an effective mechanism to group capabilities and resources into the functions that are most likely needed during actual or potential incidents. Navy units may be requested to support specific ESF activities during a DSCA event.

The ESF structure provides a modular structure to identify the precise components that can best address the requirements of the incident. For example, a large-scale natural disaster or significant terrorist incident may require the activation of all ESFs. A localized flood or tornado might only require activation of a few ESFs. ESFs are activated based on the scope and magnitude of the threat or incident. Each ESF annex identifies the ESF coordinator and the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to facilitate seamless integration of and transition between preparedness, prevention, response, recovery, and mitigation activities. As can be seen by the types of ESFs Navy forces are logical sources of personnel and equipment to augment ESF missions. There are 15 ESFs:

1. ESF #1: Transportation
2. ESF #2: Communications
3. ESF #3: Public works and engineering
4. ESF #4: Firefighting
5. ESF #5: Emergency management
6. ESF #6: Mass care, housing, and human services

7. ESF #7: Resources support
8. ESF #8: Public health and medical services
9. ESF #9: Urban search and rescue
10. ESF #10: Oil and hazardous materials response
11. ESF #11: Agriculture and natural resources
12. ESF #12: Energy
13. ESF #13: Public safety and security
14. ESF #14: Long-term community recovery and mitigation
15. ESF #15: External affairs.

6.2.2 The National Incident Command System

A key component of the NIMS is its ICS which consists of a standardized incident management organizational structure with five functional areas for management of all major incidents: command, operations, planning, logistics, and finance/administration. An overview of NIMS is available at http://www.fema.gov/pdf/emergency/nims/NIMS_core.pdf.

The ICS is a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. A basic premise of ICS is that it is widely applicable, used for both near-term and long-term field-level operations for a broad spectrum of emergencies. ICS is used by all levels of USG—federal, state, local, and tribal—as well as by many private-sector organizations and NGOs.

Navy forces participating in DSCA operations remain under military command. Strategic and operational level commands will normally coordinate military support of the DSCA operation with the assigned primary (or lead) federal agency (usually FEMA) in response to RFAs generated by the local civil authorities. The incident commander is normally the most appropriate civil authority to direct tactical operations. Incident command may be transferred from one commander to a succeeding one. The incident command organizational structure develops in a top-down, modular fashion that is based on the size and complexity of the incident as well as the specifics of the hazard environment created by the incident. The incident commander establishes a set of objectives and strategies, which provides the basis for a single incident action plan. This plan specifies the objectives for the overall incident, the objectives for the incident period (often a 24-hour period for ongoing cases) identifies assigned resources and spells out command and control. The incident action plan may also include supporting geographic of functional assignments, medical plans, communications plans etc, as required. While DSCA forces will remain under military command, overall efforts will be coordinated in conjunctions with the incident action plan. While the format of an incident action plan may be unfamiliar to Navy units, the content is quite similar to what is found in a DOD type order (DEPOD/CONOPS/FRAGO, etc.). Commands supporting DSCA operations will usually be directed via TASKORDs that are designed to address specific FEMA MAs.

6.2.3 Multiagency Coordination Positions

The NIMS outlines duties and responsibilities for several positions within the ICS. Navy commanders are likely to interface with the following:

1. Principal federal official
2. Federal coordinating officer (FCO)
3. State coordinating officer (SCO)
4. The joint field office
5. The defense coordination officer.

6.2.3.1 Principal Federal Official

The Secretary of Homeland Security is the principal Federal official for domestic incident management. By Presidential directive and statute, the Secretary is responsible for coordination of Federal resources utilized in the prevention of, preparation for, response to, or recovery from terrorist attacks, major disasters, or other emergencies. The Secretary may use discretionary authority to designate a principal federal officer for a specific domestic disaster.

6.2.3.2 Federal Coordinating Officer

The FCO is a senior FEMA official trained, certified, and well experienced in emergency management, and specifically appointed to coordinate Federal support in the response to and recovery from emergencies and major disasters.

6.2.3.3 State Coordinating Officer

The SCO represents the affected state governor in the joint field office (JFO) and coordinates local civil authority RFAs for federal assistance with the FCO. Territories have a counterpart TCO assigned to represent the territorial governor in the JFO.

6.2.3.4 The Joint Field Office

The JFO is a temporary federal facility established locally to provide a central point for coordinating federal, state, local, and tribal response to the incident. When incidents impact multiple states or localities, multiple JFOs may be established. In these situations, one of the JFOs (typically in the most heavily impacted area) may be identified to serve as the primary JFO and provide strategic leadership and coordination for the overall incident management effort, as designated by the secretary of homeland security. The JFO organizational structure is built upon NIMS but does not impede, supersede, or impact the incident command post (ICP)/ICS command structure. In support of its function as an interagency command center, each of the activated ESFs along with the FCO, SCO, and DCO are represented within the JFO.

6.2.3.5 The Defense Coordination Officer

The main coordination element for DOD forces is via the DCO and the DCO's staff—the defense coordinating element (DCE). The DCO is usually an Army O-6 (or DOD civilian equivalent) who serves as the DOD's single point of contact at the interagency joint field office, where federal response is coordinated with state and local officials. A DCO is permanently assigned to each FEMA region, and is well connected with civil response authorities.

The DCO is appointed by the DOD and serves as the DOD's single point of contact at the JFO and will be the primary conduit for coordinating Navy support. RFAs originating at the JFO will be coordinated with and processed through the DCO. The DCO normally has a DCE consisting of a core staff and Service component emergency preparedness liaison officers (e.g., NEPLOs) to support specific operations. Specific responsibilities of the DCO include processing requirements for military support, forwarding RFAs to the appropriate military organizations through DOD channels, and assigning military liaisons. The primary mechanism for the employment of DOD forces is a properly requested and approved mission assignment. The mission assignment specifies the requested capability, describes their mission, and assigns cost accounting data. FEMA normally generates all mission assignments and MAs assigned to DOD must be validated and approved by the DOD chain of command as specified in the CJCS DSCA EXORD.

6.3 STATUTES AND RESTRICTIONS WHEN THE UNITED STATES IS THE AFFECTED STATE

Military commanders conducting disaster response operations in the United States and its territories should have in-depth briefings on the following statutes and restrictions from their staff judge advocate:

1. Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended
2. Posse Comitatus Act United States Code 18 Section 1385
3. Insurrection Act
4. United States Code Title 10 versus Title 32
5. The Emergency Management Assistance Compact (EMAC)
6. Economy Act (Public Law 31 U.S.C. 1535).

6.3.1 Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) As Amended

The Stafford Act, United States Code (U.S.C.) Title 42 chapter 68, provides the statutory framework for a Presidential declaration of an emergency or a declaration of a major disaster. Such declarations open the way for a wide range of federal resources to be made available to assist in dealing with the emergency or major disaster. The Stafford Act structure for the declaration process reflects the fact that federal resources under this act supplement state and local resources for disaster relief and recovery. Except in the case of an emergency involving a subject area that is exclusively or preeminently in the federal purview, the Governor of an affected state, or Acting Governor if the Governor is not available, must request such a declaration by the President.

This act limits utilization of DOD resources and provides for the reimbursement of associated incremental costs (such as flight hour expenditures directly associated with DSCA ops). During the immediate aftermath of an incident which may ultimately qualify for assistance under the Stafford Act, the Governor of the State in which such incident occurred may request the President to direct the SecDef to utilize the resources of the DOD for the purpose of performing on public and private lands any emergency work which is made necessary by such incident and which is essential for the preservation of life and property. These efforts include:

1. Debris removal
2. Search and rescue, emergency medical care, emergency mass care, emergency shelter, and provision of food, water, medicine, and other essential needs, including movement of supplies or persons
3. Clearance of roads and construction of temporary bridges necessary to the performance of emergency tasks and essential community services
4. Provision of temporary facilities for schools and other essential community services

5. Demolition of unsafe structures which endanger the public
6. Warning of further risks and hazards
7. Dissemination of public information and assistance regarding health and safety measures
8. Reduction of immediate threats to life, property, and public health and safety.

If the President determines that such work is essential for the preservation of life and property, the President shall grant such request to the extent the President determines practicable.

6.3.2 Posse Comitatus Act United States Code 18 Section 1385

The Posse Comitatus Act prohibits use of the Army or Air Force (extended to include the Navy and Marine Corps by DOD policy) for law enforcement purposes, except as otherwise authorized by the Constitution or statute. Primarily, this prohibits active duty personnel (including Reservists on active duty and National Guard personnel in federal service) from direct involvement in traditional law enforcement activities (e.g., interdiction of a vessel, vehicle, or aircraft, directing traffic except where conducted for purely military purposes, search and seizure, arrest, apprehension, stopping and frisking or similar activity, surveillance or pursuit of individuals, and acting as undercover agents, informants, investigators, and interrogators). Additionally, there are executive order (e.g., Executive Order 12333) and DOD policy prohibitions against intelligence collection activities and handling of information concerning U.S. persons. Navy commanders should consult with their judge advocate to ensure they are in compliance when tasked with conducting incident awareness and assessment missions using surveillance and reconnaissance aircraft (to include unmanned aircraft system). As federal law enforcement agents, Naval Criminal Investigative Service personnel are not bound by either the Posse Comitatus Act or U.S. person's proscriptions. National Guard forces operating under title 32 orders are not bound by Posse Comitatus and may perform domestic law enforcement operations as directed by their governor.

6.3.3 Insurrection Act

The Insurrection Act of 1807 is the set of laws that govern the President's ability to deploy troops within the United States to put down lawlessness, insurrection and rebellion. The laws are chiefly contained in U.S.C. title 10 U.S.C. sections 331-335. The general aim is to limit Presidential power as much as possible, relying on state and local governments for initial response to restore order, prevent looting, and engage in other law enforcement activities to suppress insurrections and domestic violence. Coupled with the Posse Comitatus Act, Presidential powers for law enforcement are limited and delayed. Invocation of this act is extraordinarily rare and politically controversial in any case.

6.3.4 United States Code Title 10 versus Title 32

Title 10 addresses the statutory authority under which the Navy, Marine Corps, Army, Air Force, and National Guard (when federalized) operate. Title 32 addresses the statutory authority the National Guard operates when activated by a governor or to state active duty status. Title 10 forces cannot command Title 32 forces and vice versa. Additionally, the Posse Comitatus Act prohibitions apply when operating under Title 10 authority, but these prohibitions do not apply when National Guard forces are operating under title 32 authority. To preserve unity of command, a National Guard officer can be directed to simultaneously command title 10 and 32 forces. The dual status commander and the associated dual-status command structure combines the advantages of the state command option and the parallel command option. The dual-status command structure addresses the unity of command dilemma directly. Under this construct, National Guard commanders on Title 32 status are ordered to Federal Active duty (Title 10 status), retaining their state commission when activated. This dual-status provides the statutory authority for one person to command both state and Federal military forces simultaneously. This permits the dual status commander to control a unified military response at the operational level in support of the state.

6.3.5 The Emergency Management Assistance Compact

The EMAC is a congressionally ratified mutual aid agreement between states and territories (except Hawaii, the District of Columbia, Puerto Rico, and the Virgin Islands). It facilitates movement of almost all resources, including National Guard units and medical resources, between members upon the affected state, or territorial governor's disaster declaration and RFA. Operationally, EMAC is a phone and computer network linking members to a central database. It is run by the nonprofit National Emergency Management Agency.

6.3.6 Economy Act (Public Law 31 U.S.C. 1535) As Amended

The Economy Act serves as an alternative source of interagency reimbursement guidance which is sometimes utilized for DSCA when the Stafford Act provisions are not applicable. The Economy Act permits Federal Government agencies to purchase goods or services from other Federal Government agencies or other major organizational units within the same agency. An Economy Act purchase is permitted only if: (1) amounts for the purchase are actually available, (2) the purchase is in the best interest of the Government, (3) the ordered goods or services cannot be provided by contract from a commercial enterprise, i.e., the private sector, as conveniently or cheaply as could be by the Government, and (4) the agency or unit to fill the order is able to provide or get by contract the ordered goods or services.

APPENDIX A

Humanitarian Information Landscape

A.1 INTRODUCTION

The following are recommendations from the 2009 Tsunami Global Lessons Learned Project report titled *The Tsunami Legacy Innovation Breakthroughs and Change* published by the Tsunami Global Lessons Learned Project Steering Committee:

Build accessible and easy-to-use disaster information management system from cost-effective, sustainable open-source software so that all parties can work together and easily access data. Having a common baseline by which to judge both challenges and gains—and having common tools to access these—is critical for efficient policy making.

Undertake in-depth and continuous sectoral stocktaking; gather and collate all relevant documents, studies, and data for wider circulation.

This idea of freely exchanging information between the organizations responding to a disaster was not new and probably should have been labeled lesson relearned. Discussed below are recognized solutions to this long standing issue.

A.2 GLOBAL DISASTER ALERT AND COORDINATION SYSTEM

The Global Disaster Alert and Coordination System (GDACS) (<http://www.gdacs.org>), see figure A-1, is administered by the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the European Commission. It is a cooperation framework under the United Nations umbrella with the aim to consolidate and strengthen the network of providers and users of disaster information worldwide in order to provide reliable and accurate alerts and impact estimations after sudden-onset disasters and to improve the cooperation of international responders in the immediate aftermath of major natural, technological, and environmental disasters.

GDACS is designed to fill the critical information and coordination gap that usually occurs in the first phase after major sudden-onset disasters. To achieve this, GDACS aims at facilitating coordination and decisionmaking primarily among bilateral responders and the affected country through reliable and timely alert notifications, automatic impact estimations, and the provision of a platform for structured information exchange between responders and coordinators.

GDACS services are activated at the forecast or occurrence of significant natural, technological, or environmental disasters. Disasters are considered significant when they have the potential to overwhelm the affected country's response capacity and could result in the need for international assistance. GDACS covers the event throughout the response and relief phase, until the focus of international assistance shifts to rehabilitation and reconstruction. This usually covers a period of two to three weeks. GDACS main activities are:

1. Provision of automatic disaster alerts (by e-mail and SMS) and impact estimations (at www.gdacs.org) immediately after major sudden-onset disasters
2. Provision of the web-based platform “Virtual OSOCC” (at www.gdacs.org/virtualOSOCC) for disaster coordination. This website is restricted (password-protected) for disaster managers in governments and response organizations

3. Strengthening the network of emergency managers and emergency operation centers of responding and disaster-prone countries and of disaster response organizations worldwide
4. Development of standards for the exchange of disaster-related information relevant web-based information systems. Currently these are:
 - a. Automatic impact estimations and secondary-risk analysis provided by the European Commission Joint Research Centre (EC/JRC) in Ispra, Italy, and the Dartmouth Flood Observatory (DFO) at www.gdacs.org
 - b. Disaster information updates from the affected country and international responders on the Virtual-OSOCC at www.gdacs.org/virtualOSOCC
 - c. Maps and satellite images from various providers (Unitar’s Operational Satellite Applications Programme (UNOSAT), MapAction, ReliefWeb)
 - d. Reports from OCHA’s ReliefWeb.

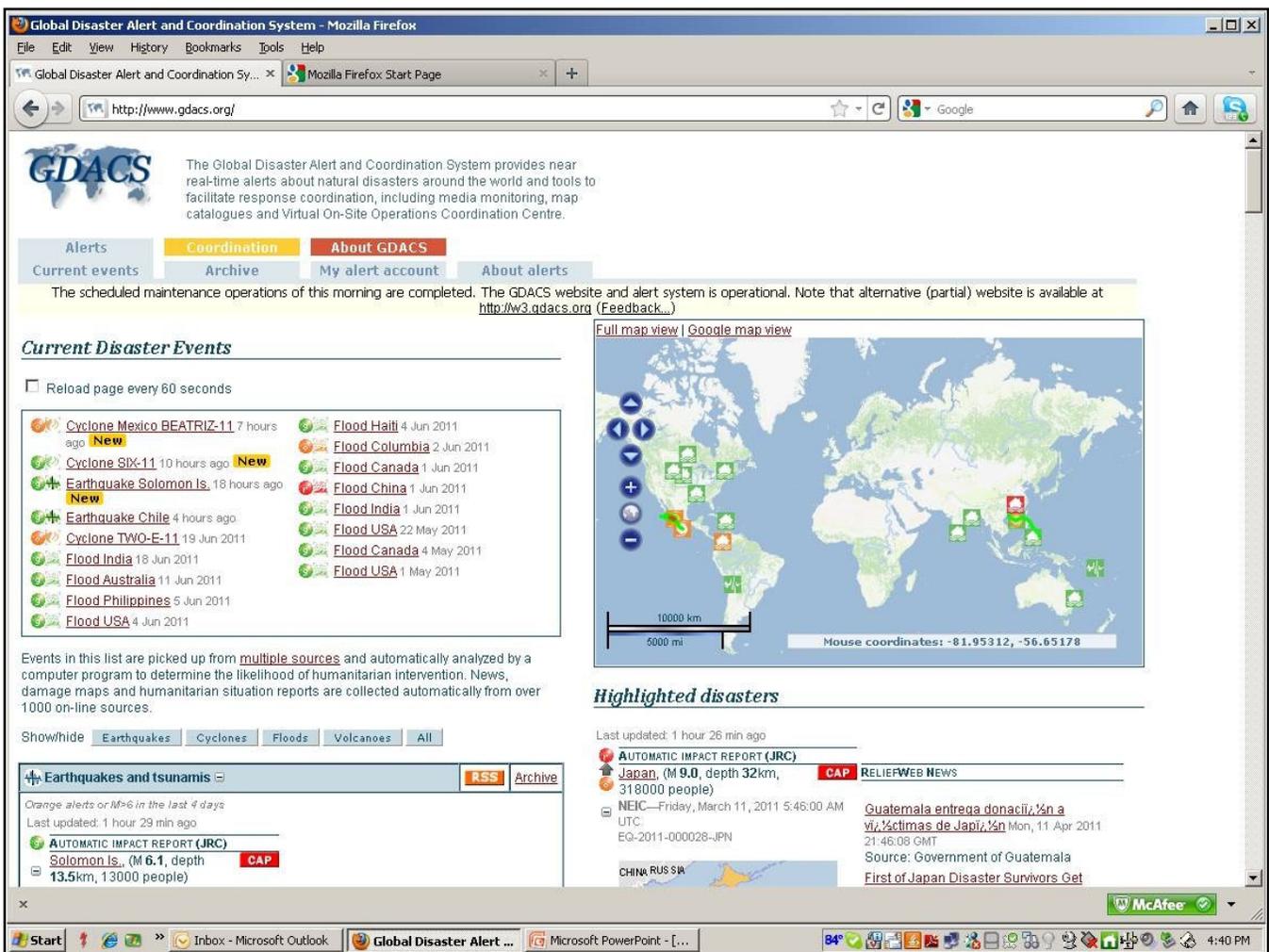


Figure A-1. Global Disaster Alert and Coordination System Homepage

A.3 VIRTUAL ON-SITE OPERATIONS COORDINATION CENTER

The Virtual On-Site Operations Coordination Center (V-OSOCC) (<http://vosocc.unocha.org>), see figure A-2, is administered by Emergency Relief Coordination Center within the UN OCHA. The main purpose of the V-OSOCC is to facilitate decisionmaking for international response to major disasters through real-time information exchange by all actors of the international disaster response community. All V-OSOCC users have the opportunity to create e-mail and SMS messages that are sent automatically to subscribers to inform about critical situation updates during disaster response operations. Through the V-OSOCC the UNDAC Team can be mobilized effectively through on-line workflow procedures including short message service (SMS) and e-mail. The V-OSOCC provides its users with a discussion forum for any area of interest, including information exchange on best practice and lessons-learned after disaster response operations. The V-OSOCC includes a photo library where users can share disaster and other related photos as documentation or presentation material or souvenir of a joint mission.

A.4 RELIEFWEB

ReliefWeb (<http://www.reliefweb.int>) is administered by the UNOCHA. It was initiated in 1996 and has progressively been updated and improved since then. ReliefWeb serves as a knowledge repository for reliable and relevant humanitarian information and analysis. To have ReliefWeb updated around the clock, UNOCHA maintains offices in three different time zones: Kobe (Japan), Geneva (Switzerland) and New York (USA). The staffs at these offices scan the Web sites of international and NGOs, governments, research institutions and the

Figure A-2. Virtual On-Site Operations Coordination Center Example Homepage

media for news, reports, press releases, appeals, policy documents, analysis and maps related to humanitarian emergencies worldwide. They facilitate having the most relevant content is available on ReliefWeb, or delivered through your preferred channel (RSS, e-mail, mobile phone, Twitter, or Facebook).

For military planning and operations personnel ReliefWeb provides a one stop shop to acquire unclassified multisourced reference material on disaster response operations, see figure A-3, and information on current disasters in progress, see figure A-4.

Note

ReliefWeb has considerable content. Users looking for specific guidance on disaster response activities may become frustrated by the amount of material available.

A.5 ALL PARTNERS ACCESS NETWORK

The APAN (<https://community.apan.org>) was initially developed as the Asia-Pacific Area Network in 2000. APAN is a non-dot-mil (nonmilitary) commercial internet portal to enable online communication and information sharing. It is a “community of communities” web site that combines the benefits of unstructured collaboration (wikis, blogs, forums) and structured collaboration (file sharing, calendar) with the personalization of social networking to facilitate unclassified information sharing with multinational partners, NGOs, and among various U.S. Federal and State agencies. In 2009, following the Indonesia tsunami, APAN was enhanced to enable unclassified information sharing and collaboration during disaster response operations. Figure A-5 is a screen shot of the APAN homepage.

Note

Lesson learned. Navy commands should use APAN lite and, if possible, Firefox browser. During the Japan tsunami response USS Blue Ridge (LCC 19) had difficulty using APAN with Internet Explorer until they shifted to the Firefox browser. This same lesson was learned on USNS Comfort (T-AH 20) during Continuing Promise 11.

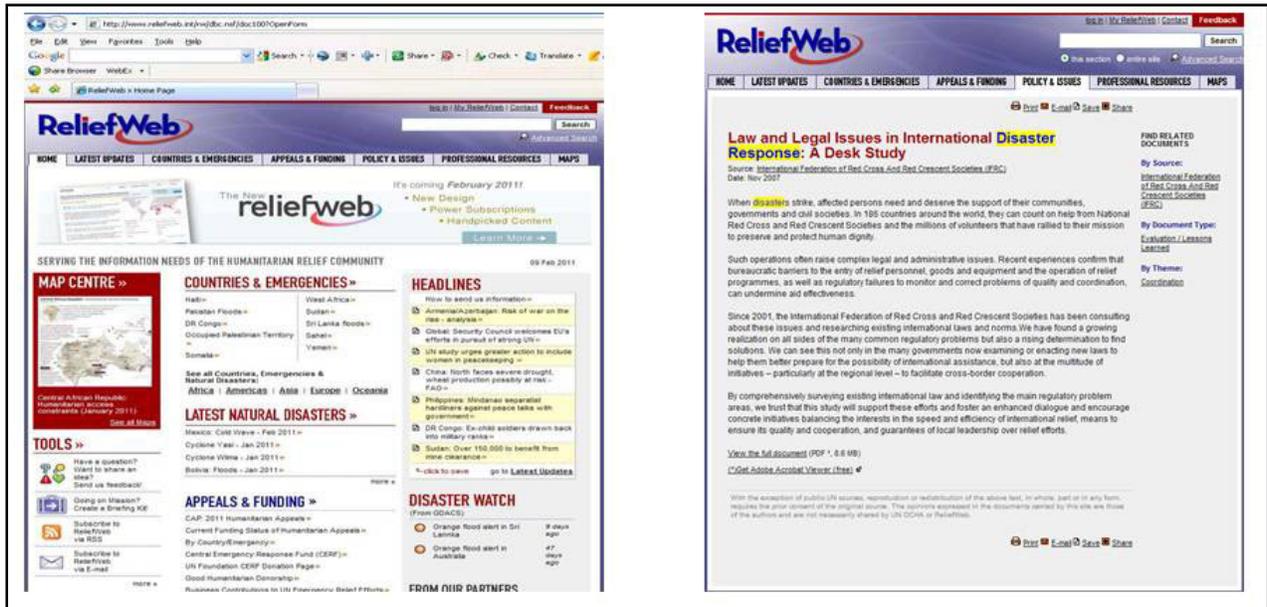


Figure A-3. ReliefWeb Home Page and Document Retrieval

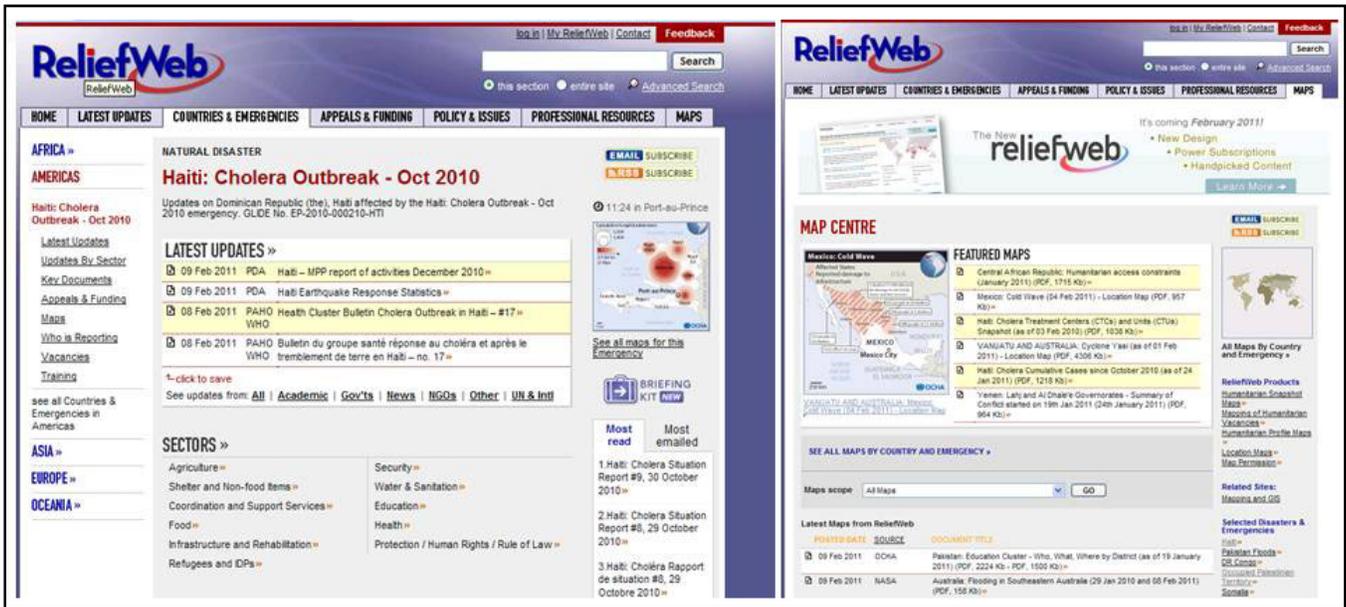


Figure A-4. Current Disaster Updates on ReliefWeb

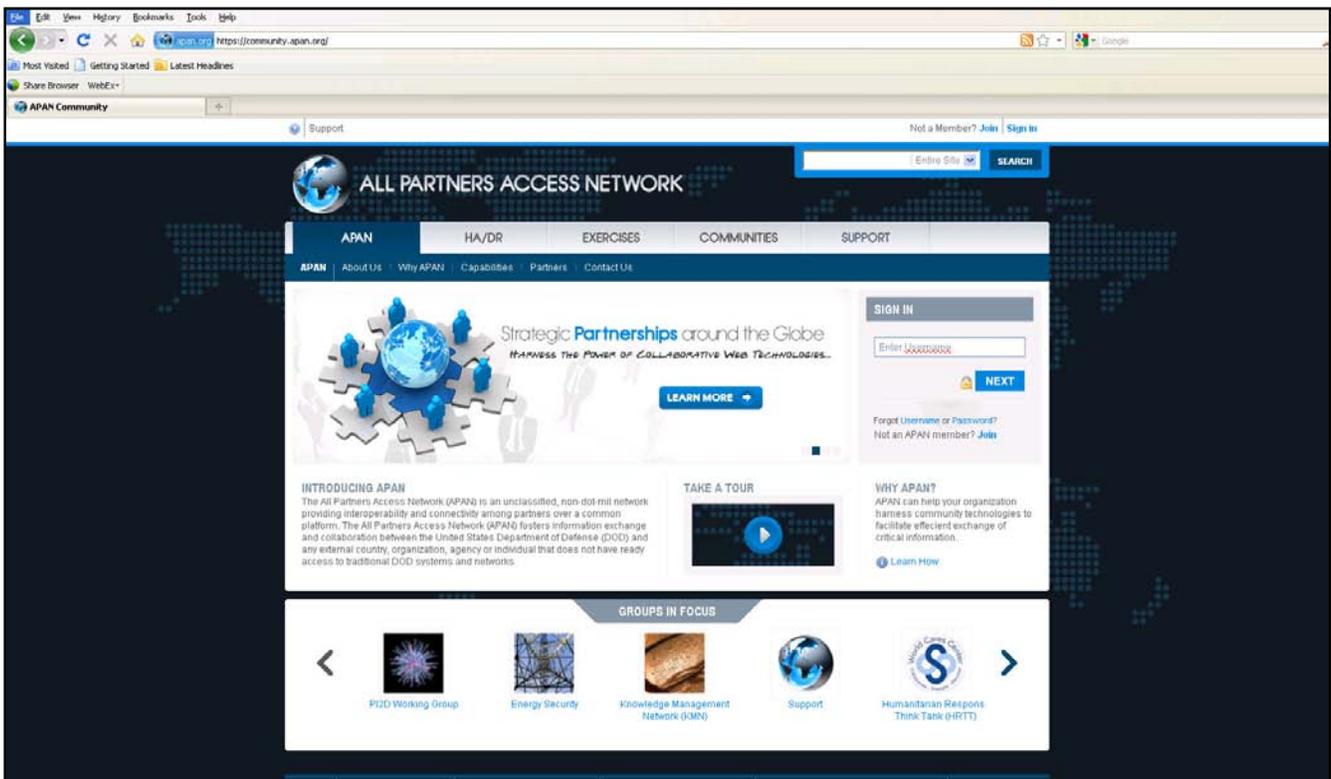


Figure A-5. All Partners Access Network Homepage

By fortuitous coincidence, representatives of Commander, United States Pacific Command were preparing APAN at Southern Command headquarters for an exercise/demonstration when the earthquake struck Haiti in January 2010. Within 24 hours, APAN launched an online community connecting hundreds of organizations and began leveraging unstructured data, effectively changing how emergency response personnel share information. Thousands of first responders leveraged APAN to coordinate relief efforts with more than 300 aid organizations. This successful implementation led to a fast response, better allocation of resources, and lives saved.

Examples of how APAN saved lives during the Haitian earthquake relief operation:

1. A forum post indicated the location of a buried victim—within 30 minutes rescue efforts began
2. A local hospital was ready to admit patients, after 4 days only 6 arrived. Within a week of a post on APAN, the hospital was helping over 250 patients
3. A request for a brain scan machine was made on APAN—a donor in Miami responded and the equipment was delivered
4. An encampment was running low on food and water—the APAN community was alerted—the U.S. and Canadian forces responded with supplies.

APAN continues to evolve; it now has a smart phone capability (<https://m.apan.org>), see figure A-6, and is recognized as a proven tool to foster information exchange and collaboration between the U.S. DOD and any external country, organization, agency, or individual that does not have ready access to traditional DOD systems and networks.

A.6 GEOGRAPHIC INFORMATION SYSTEMS FOR DISASTER RESPONSE

GISs capture, store, analyze, and display geographically referenced information. These systems are recognized to have considerable value for disaster response operations. Consensus on a standard GIS for disaster response operations has not yet occurred. A Google map provides an open source tool that many are using. The primary issue with GIS in disaster response is data quality control. To work around this issue, organizations create a unique instance of Google maps to which designated individuals can enter data while allowing viewing to everyone.



Figure A-6. All Partners Access Network Mobile Device Homepage

The Southern Command 3D user-defined operational picture (UDOP) (<https://3dudop.org>) is representative of GIS development for disaster response. UDOP uses Google 3D maps to display geo-rectified product and link to USAID and other governmental and nongovernmental sites. The geographic display and data it contains are viewable by all, however only people with dot-mil or dot-gov e-mail addresses can add or remove data from the display. UDOP was used with considerable success by the military when responding to the 2010 Haitian earthquake. Figure A-7 is a screen shot of UDOP showing the locations of forces on the day of the earthquake.

When responding to a crisis, Navy commanders should determine what GIS they will be able to observe and which they will be able to contribute to. These systems will provide the commander considerable insight into the situation and needs of the affected population.

A.7 OPEN COMMUNICATIONS

“I can honestly say that ... we have not had any problems sharing information. One of the key reasons for this is that from the outset of this crisis, we at the SOUTHCOM Headquarters decided to classify our Operations Order as UNCLASSIFIED. This classification gave us ease of transmission across the military, civilian sectors and with our partner nations.”

BGEN David Garza, SOUTHCOM, Chief of Staff

Organizations, including the military, responding to a disaster typically have internal communication networks that are either restricted or hidden from other responders. These communication systems are not commonly easily reconfigurable to allow for open communications. The use of open communication and unclassified networks facilitate the collaborative environment vital for disaster response operations to succeed. Commercial communications systems (e.g., cellular phones, mobile e-mail devices, tablet computers), while likely degraded by the disaster, typically become part of the de facto crisis response coordination architecture and offer a viable alternative to restricted organizational networks.

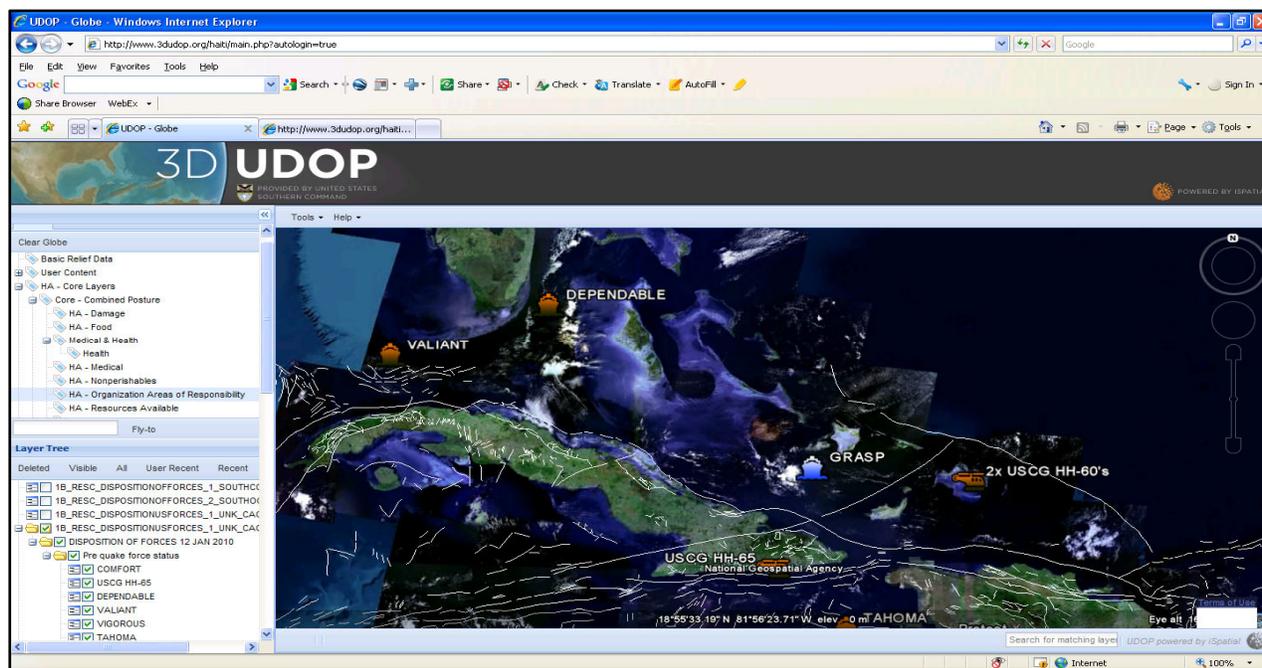


Figure A-7. User-Defined Operational Picture GIS Screenshot

Note

Haiti earthquake lessons learned: For the first several weeks, much of the operation in Haiti was run off of cell phones and mobile e-mail devices.

Both APAN and UDOP reflect support of open communications during disaster response operations. Although both have largely been developed by the military they have intentionally been fielded so that they are off military networks. This allows for freer access. Being off the military networks did not inhibit military activities in response to the Haitian earthquake disaster. Using APAN, UDOP, and other open communication networks established a near real-time information sharing environment that enabled collaboration and information sharing.

Increasingly the humanitarian community is utilizing social networks such as Facebook and twitter to exchange and query information. During the 2011 earthquake/tsunami in Japan, Google had a person finder service available, see figure A-8, within hours of the disaster. APAN and other sites where data was gathered on the disaster provided a direct link to this Google service.

Navy commanders and their staffs should actively pursue open communications as this will facilitate better integration of Navy actions into the overall response effort and greatly assist the establishment of lines of communication for collaboration.



Figure A-8. Screenshot of Google Person Finder

APPENDIX B

Initial Response Capabilities Checklist

B.1 INTRODUCTION

The foundations for this appendix are (1) Multinational Force Standing Operating Procedures (MNF SOP) HA/DR Mission Extract Version 2.7 of July 2011, (2) National Defense University Information and Communication Technologies Primer for CMCoord in Disaster Relief and Stabilization and Reconstruction of June 2006, and (3) Naval War College Newport Papers 28, Waves of Hope The U.S. Navy's Response to the Tsunami in Northern Indonesia.

B.2 INITIAL RESPONSE CAPABILITIES CHECKLIST

The following checklist should serve as a start point for military planners at the tactical level developing an initial response plan and facilitate defining the needs to assist the affected population. Assessment teams conducting rapid needs assessments use information from:

1. USAID/OFDA. As the lead for the USG in disaster response, USAID/OFDA should be the first agency consulted for assessment information and general guidance.
2. Affected state flash report (if available).
3. U.S. embassy in the affected state.
4. Affected state embassy/consulate in the United States.
5. Agencies responsible for disaster relief from other assisting states (if appropriate).
6. The 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.
7. Open Source Information: News media, major international relief organizations' disaster coordination web systems, etc.

The checklist has six questions for the Navy commander and planning staff to ask to quickly ascertain the affected state's emergency management structure. It then contains three sections from which the tactical level military planner can quickly assess the need for services and emergency goods based on available information.

1. Cultural and demographic aspects of the affected population
2. Identification of emergency services, equipment, and personnel needs
3. Identification of emergency goods needs.

Note

While this checklist will expose needs of the affected state, it does not coordinate what organization will satisfy each need. Military planners once aware of a need, collaborate with other response agencies to determine who will address the need.

This checklist also contains a generic listing of actions to prepare Navy forces for disaster response operations.

B.2.1 Affected State Emergency Management Structure

1. What is the affected state’s national emergency management agency?
2. Where, within the affected state government, is the national emergency management agency located?
3. What authority (statutory or otherwise) does the affected state’s emergency management agency have to manage, assume responsibility for, or assist in disaster response operations?
4. What is the position of the affected state’s Navy/military in the affected state’s emergency management system organization?
5. What assets has the affected state’s emergency management agency requested and how can the commander determine if these requests are satisfied?
6. Who is leading the affected state’s military response to the disaster? Where is this leader’s headquarters? And what communication paths can be established between this headquarters and the U.S. Navy commander’s headquarters?

B.2.2 Cultural and Demographic Aspects of the Affected Population

Y <input type="checkbox"/> N <input type="checkbox"/>	Does the affected population have unique food customs or dietary restrictions?
Y <input type="checkbox"/> N <input type="checkbox"/>	Does the affected population have unique religious or cultural processes for treatment of human remains?
Y <input type="checkbox"/> N <input type="checkbox"/>	Are there unique shelter requirements due to climate considerations and family groupings?

B.2.3 Identification of Emergency Services, Equipment, and Personnel Needs

Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Are urban search and rescue services (ground/maritime) needed?</p> <ol style="list-style-type: none"> 1. Do not waste time on trying to source urban search and rescue services if they do not exist within the command or are already known to be deployed by others responding to the disaster. 2. Provision of urban search and rescue services 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. 3. Urban search and rescue teams with search dogs present specific health and other issues that must be cleared with the affected state prior to deployment.
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Are voice emergency communications equipment needed?</p> <p>Any emergency communication equipment provided has to work with voice communications equipment already being used by affected state agencies and humanitarian organizations already responding to disaster.</p>

Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Are data communications equipment needed?</p> <ol style="list-style-type: none"> 1. The de facto standard network for exchange of data between responders to a disaster is the Internet. 2. Military forces can provide computers, routers, or internet access points.
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Are information needs of the commander identified?</p> <ol style="list-style-type: none"> 1. Information needs cannot be determined in isolation from rest of the disaster response. 2. It is important to establish what activities the humanitarian community is planning and to broadly identify what sort of information will be needed to support these plans. 3. Although there is a large body of core data needed in any emergency, differences in emphasis affects the data gathering and dissemination processes.
Y <input type="checkbox"/> N <input type="checkbox"/>	Are users of data gathered by Navy on the disaster identified?
Y <input type="checkbox"/> N <input type="checkbox"/>	Does a means exist to manage information?
Y <input type="checkbox"/> N <input type="checkbox"/>	Has organization been identified to absorb the cost associated with information management?
Y <input type="checkbox"/> N <input type="checkbox"/>	Has policy been promulgated on whether military will access/generate classified information for the disaster response?
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Are fixed wing air transportation services needed?</p> <ol style="list-style-type: none"> 1. What is nearest aerial port of debarkation (APOD) to disaster area? 2. What types of aircraft can APOD accommodate? 3. How is APOD air space and landing slots controlled? 4. What is distance between APOD and aerial port of embarkation?
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Are rotary wing air transportation services needed?</p> <ol style="list-style-type: none"> 1. What types of cargo will be carried? 2. Have clearances for nonmilitary personnel in military helicopters been requested? 3. Where are helicopter landing zones?
Y <input type="checkbox"/> N <input type="checkbox"/>	Are ships required to transport personnel to disaster area?
Y <input type="checkbox"/> N <input type="checkbox"/>	Are ships required to provide an afloat command control and communication centers for Navy commanders?
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Are ships required to provide afloat medical services?</p> <ol style="list-style-type: none"> 1. Many affected states have stringent legal requirements on the practicing and/or provision of medical care. 2. Legal considerations shall be addressed prior to conducting any medical operations.
Y <input type="checkbox"/> N <input type="checkbox"/>	Are amphibious craft such as LCACs required to transport material from ships to land and/or between land sites?
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Are ground transportation services needed?</p> <ol style="list-style-type: none"> 1. Most affected states have adequate ground transportation. 2. Any ground transportation sent to an affected state needs to have logistics support plan in place before it is landed.
Y <input type="checkbox"/> N <input type="checkbox"/>	Are emergency infrastructure repairs needed to support delivery of emergency goods and services?
Y <input type="checkbox"/> N <input type="checkbox"/>	Are structural assessment services needed?

Y <input type="checkbox"/> N <input type="checkbox"/>	Are emergency water purification services needed?
Y <input type="checkbox"/> N <input type="checkbox"/>	Are special teams needed to deal with hazardous material and/or chemical, biological, radiological, nuclear, and toxic industrial material needed?
Y <input type="checkbox"/> N <input type="checkbox"/>	Are structural assessment services needed?
Y <input type="checkbox"/> N <input type="checkbox"/>	Are public health specialists needed?
Y <input type="checkbox"/> N <input type="checkbox"/>	Are fire-fighting (immediate life-saving requirements) specialized personnel and equipment needed?

B.2.4 Identification of Emergency Goods Needs

Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Does the affected population have access to sufficient quantities of potable water?</p> <ol style="list-style-type: none"> 1. 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. 2. Water purification systems may provide the most immediate source of potable water. These include: <ol style="list-style-type: none"> a. Ship-based systems, which require the water to be transported via air or other means. Water is heavy therefore unless the ship can be co-located with the affected population this is not ideal. b. Transportable systems. Military systems require military staffing and maintenance. Transporting commercial systems on behalf of an NGO or donor is preferable.
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Does the affected population require access to emergency shelter materials?</p> <ol style="list-style-type: none"> 1. Emergency shelter materials include: <ol style="list-style-type: none"> a. Plastic sheeting and ropes, poles, and stakes. b. Tents that can be easily erected by the affected population with no supervision and are appropriate for the climate. 2. Emergency shelter materials are often stockpiled by government relief agencies and humanitarian organizations. Before procuring these items from military or commercial sources, contact the UN or other relief agencies to identify existing stockpiles that could be transported. Also, check with these sources for appropriate specifications that meet necessary standards.
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Has an official request for emergency food been received from the affected state?</p> <ol style="list-style-type: none"> 1. Only specifically requested food items should be sent to the disaster area. Food should NOT be pushed. 2. If, despite advice provided to decision-makers, food is to be procured and delivered, follow these considerations: <ol style="list-style-type: none"> a. Food must be nonperishable. b. Do not provide milk products and especially do not provide breast milk substitutes. The affected population may mix powdered milk in unclean water resulting in serious illness or deaths of infants, and milk substitutes lack the long-term nutritious benefits of breast feeding children. c. Do not provide meat products. d. Food must be culturally appropriate (e.g., provide halal food for Muslim populations; determine whether the affected population is a rice- or wheat-based culture, etc.).

	<p>e. Select food packaged for ease of transport and distribution. Air-dropping food is strongly not recommended except as a last resort in extreme emergencies only after coordinating with the affected state and international relief organizations.</p> <p>3. 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.</p>
Y <input type="checkbox"/> N <input type="checkbox"/>	<p>Has an official request for medical supplies from the affected state been received?</p> <ol style="list-style-type: none"> 1. Medical supplies should NOT be pushed unless medical planners are knowledgeable about the specific medical needs of the affected population and have coordinated with the affected state. 2. Medical planners must have confirmed affected state military or civil governmental medical personnel who can receive and administer the medical supplies. 3. Under no circumstances should medical supplies donated by any organization be transported. The dangers of expired medicines, medicines with instructions in a language not read by the affected population, and other medical mishaps cannot be overstated and risk violating the principle of “Do No Harm” in disaster relief situations. 4. 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.

B.2.5 Prepare Navy Forces for Disaster Response Operations

<input type="checkbox"/>	Determine the disaster response coordination organization for the affected state’s national, regional, and local authorities and the humanitarian community responding to the disaster
<input type="checkbox"/>	Develop a plan and designate liaison officers to link into the affected state’s and humanitarian community’s disaster response organizations
<input type="checkbox"/>	Determine if any member(s) of Navy force speak affected population language(s)
<input type="checkbox"/>	Have staff judge advocate or legal officer provide brief on applicable laws and regulations
<input type="checkbox"/>	Have health care professional provide brief on health hazards of affected state
<input type="checkbox"/>	Review likely tasking to determine ones command can accomplish
<input type="checkbox"/>	Identify volunteers for activities within the affected state
<input type="checkbox"/>	Commence prophylactic health care treatment (if needed) for teams going into affected state
<input type="checkbox"/>	Identify cross functional planning team to coordinate all elements of the disaster response effort
<input type="checkbox"/>	Inventory command supplies for anticipated material needs of the affected population
<input type="checkbox"/>	Accelerate (if possible) helicopter maintenance to facilitate uninterrupted operation support
<input type="checkbox"/>	Start dynamic contact list
<input type="checkbox"/>	Request APAN account
<input type="checkbox"/>	Determine logistic support requirements
<input type="checkbox"/>	Identify liaison officers and liaison officer requirements
<input type="checkbox"/>	Update navigation charts for waters around the affected state
<input type="checkbox"/>	Create subordinate planning teams to organize specific aspects of the mission—including finding qualified personnel to join shore parties that would be sent into the disaster zones, organizing the teams’ daily work, and keeping statistics
<input type="checkbox"/>	Conduct advance trauma life-support system training to all shore party volunteers
<input type="checkbox"/>	Conduct helicopter pilot and crew refresher training courses on cargo handling

NWP 3-29

<input type="checkbox"/>	Conduct first aid and CPR refresher classes for all shore party volunteers and helicopter pilots and crew
<input type="checkbox"/>	Modify helicopters to carry emergency supplies rather than people
<input type="checkbox"/>	Conduct cultural training on the affected state for all personnel
<input type="checkbox"/>	Construct manifolds to rapidly fill five-gallon water jugs
<input type="checkbox"/>	Identify place code (P-codes) for the affected area
<input type="checkbox"/>	Construct data gathering templates (if not provided by OFDA) with P-codes for responders
<input type="checkbox"/>	Collect predisaster demographic information on the affected area
<input type="checkbox"/>	Designate and train team to maintain the assessment repository (Appendix C)

APPENDIX C

Assessment Repository

C.1 INTRODUCTION

The foundations for this appendix are:

1. UN IASC Guidelines Common Operational Datasets (COD) in Disaster Preparedness and Response
2. OneResponse Web Site >Resources>Needs Assessment>Indicators and Guidance
3. UN IASC Needs Assessment Task Force (NATF) Operational Guidance for Coordinated Assessments in Humanitarian Crises
4. UNOCHA Assessment and Classification of Emergencies (ACE) Project, Mapping of Key Emergency Needs Assessment and Analysis Initiatives
5. UN IASC NATF Coordinated Assessment Briefing Package.

Links to these references are provided in the quick reference guide, Appendix G.

C.2 BACKGROUND

Many different entities will be gathering information and providing assessment reports. The focus and detail of each assessment will likely be different. Navy personnel responding to the disaster may provide information to entities composing assessment reports. However, with the exception of the GCC's HAST (who typically are active only in the very initial period of the response), neither the Navy nor U.S. military forces responding to the disaster are typically a primary source or authors of assessment reports. Instead of being producers of assessment reports the Navy is a consumer of these reports.

As a consumer of these multiple assessment reports, Navy needs to catalog them for future retrieval and extract key information that supports development of key indicators (paragraph 4.10). Two tools are used to catalog assessment reports.

1. The Assessment Report Matrix (ARM)
2. The Integrated Monitoring Matrix (IMM).

C.3 THE ASSESSMENT REPORT MATRIX

Assessment reports are typically received electronically and are saved in a location that all Navy responders can access; ideally these reports are placed on web portals such as APAN. Any hardcopy assessment report received must be copied into a digital format and stored with the other assessment reports. This electronic repository of assessment reports will quickly become very full. Without a tool like ARM, retrieval of reports will quickly become a time consuming task and understanding the interrelationships between reports difficult to impossible.

To populate the ARM, each report has its metadata recorded. The word "metadata" means "data about data." Metadata articulates a context for objects of interest—"resources" such as MP3 files, library books, satellite

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images, or assessment reports—in the form of “resource descriptions.” For the ARM, the following metadata fields are commonly recorded; commands can and should tailor for the specific disaster response operation:

1. Title of assessment
2. UN cluster/sector addressed
 - a. Camp Coordination and Management
 - b. Early Recovery, Education
 - c. Emergency Shelter
 - d. Emergency Telecommunications
 - e. Health, Logistics
 - f. Nutrition
 - g. Protection
 - h. Water Sanitation and Hygiene.
3. Focus of report
 - a. Response Organization
 - (1) Affected state Leadership Status
 - (2) Affected state Police Security
 - (3) Affected state Military
 - (4) U.S. Embassy
 - (5) International Organizations
 - (6) Assisting state Military
 - (7) NGOs.
 - b. Social Cohesion
 - (1) Governance ability of affected state
 - (2) Unity of affected state Social Organizations
 - (3) Social norms
 - (4) View of foreigners
 - (5) View of United States.
 - c. Communications
 - (1) Affected state

- (2) Assisting states
- (3) Requirements/needs.
- d. Transportation
 - (1) Affected state Vehicle Availability
 - (2) Road Network Status.
- e. Airfields
 - (1) Capacities
 - (2) Available Services.
- f. Ports
 - (1) Capacities
 - (2) Available Services.
- g. Environment
- h. Medical
 - (1) Patient demographics
 - (2) Facilities
 - (3) Needs.
- i. Water
 - (1) Availability
 - (2) Distribution.
- j. Food
 - (1) Availability
 - (2) Distribution.
- k. Shelter
 - (1) Availability
 - (2) Conditions.
- l. Military
 - (1) Use of military resources
 - (2) Civil-military Coordination
 - (3) Liaison with other responders and affected state.

C.4.1 Geographic Reference Section of the Integrated Monitoring Matrix

The common operational data set provided by UNOCHA within 48 hours of the disaster occurrence provides the baseline data needed to populate this section. Each column in the IMM contains data gathered on a location within the affected area. These areas typically correspond to the smallest political boundary within a nation state, city, village, or temporary settlement. Between these areas and the national political boundaries are typically other geographic subsets corresponding to districts, counties, wards, regions, states, and provinces. The p-code system (see chapter 4) uses these interrelated geographic areas and divides the state into administrative levels. The geographic reference element of the IMM, see figure C-2, identifies the p-code applicable to the collected data and the corresponding names for each administrative level from which it was composed. P-codes may or may not exist for the affected state at the commencement of disaster response operations; recording data using the administrative level framework of p-codes, allows for the insertion of p-codes once they are promulgated.

C.4.2 Demographic Data Section of the Integrated Monitoring Matrix

The demographic section, see figure C-3, has three subsections, predisaster, initial post disaster and present time.

C.4.3 Assessment Report Data Element of the Integrated Monitoring Matrix

This element of the IMM is both the most extensive and the most difficult to populate. As assessment reports are received they need to be carefully reviewed and any matrices they contain highlighted and evaluated to determine if they need to be recorded in the IMM. To assist the reviewers, this element of the IMM contains four subsections corresponding to the four topic areas within the Sphere handbook.

1. Food security and nutrition standards, see figure C-4
2. Health action standards, see figure C-5
3. Shelter and nonfood items standards, see figure C-6
4. Water supply, sanitation, and hygiene promotion standards, see figure C-7.

Additional subsections may be required if the Navy commander designates additional measures of performance for the disaster response operation.

Location	Country	Admin Lvl 1	Somalia			
	Region/State/Province	Admin Lvl 2	Galgaduud		Mudug	Middle Shabelle
	District/County/Ward	Admin Lvl 3	Cadaado	Cabudwaaq	Xarardheere	Balcad
	City	Admin Lvl 4			Xarardheere	
	Village	Admin Lvl 5	Wargalo	Yamaarugley		
	Temp Settlement	Special Desig				Warshiikh
		P-Code	SO-3808-T23-001	SO-3808-P01-001	SO-3816-J30-001	SO-3807-S18-001

Figure C-2. Sample Integrated Monitoring Matrix Geographic Reference Section

Location	Country	Admin Lvl 1	Somalia			
	Region/State/Province	Admin Lvl 2	Galgaduud		Mudug	Middle Shabelle
	District/County/Ward	Admin Lvl 3	Cadaado	Cabudwaaq	Xarardheere	Balcad
	City	Admin Lvl 4			Xarardheere	
	Village	Admin Lvl 5	Wargalo	Yamaarugley		
	Temp Settlement	Special Desig				Warshiikh
		P-Code	SO-3808-T23-001	SO-3808-P01-001	SO-3816-J30-001	SO-3807-S18-001
Demographics	Predisaster Population					
	Age 0–5	Male				
		Female				
	Age 6–12	Male				
		Female				
	Age 13–17	Male				
		Female				
	Age 18–29	Male				
		Female				
	Age 30–39	Male				
		Female				
	Age 40–49	Male				
		Female				
	Age 50–59	Male				
		Female				
	Age 60–69	Male				
		Female				
	Age 70–79	Male				
		Female				
	Age 80+	Male				
		Female				
	Predisaster number of households					
	Predisaster crude mortality rate					
	Predisaster under 5 mortality rate					
	Predisaster incidence of major					
	Post-disaster Population					
	(age breakdown)					
	Post-disaster number of households					
Present Population						
(age breakdown)						
Present number of households						
Number of Navy Responders						

Figure C-3. Sample Integrated Monitoring Matrix Demographic Section

Location	Country	Admin Lvl 1	Somalia			
	Region/State/Province	Admin Lvl 2	Galgaduud		Mudug	Middle Shabelle
	District/County/Ward	Admin Lvl 3	Cadaado	Cabudwaaq	Xarardheere	Balcad
	City	Admin Lvl 4			Xarardheere	
	Village	Admin Lvl 5	Wargalo	Yamaarugley		
	Temp Settlement	Special Desig				Warshiikh
		P-Code	SO-3808-T23-001	SO-3808-P01-001	SO-3816-J30-001	SO-3807-S18-001
Food Security	# of households with access to iodized salt					
	Population with adequate access to food					
	(age breakdown)					
	Max distance (km) of food distribution sites from recipients					
	# health issues from distributed food					

Figure C-4. Sample Integrated Monitoring Matrix Food Security Subsection

Location	Country	Admin Lvl 1	Somalia			
	Region/State/Province	Admin Lvl 2	Galgaduud		Mudug	Middle Shabelle
	District/County/Ward	Admin Lvl 3	Cadaado	Cabudwaaq	Xarardheere	Balcad
	City	Admin Lvl 4			Xarardheere	
	Village	Admin Lvl 5	Wargalo	Yamaarugley		
	Temp Settlement	Special Desig				Warshiikh
		P-Code	SO-3808-T23-001	SO-3808-P01-001	SO-3816-J30-001	SO-3807-S18-001
Health Action	# of Navy Responders ill, injured or having stress related health issues as result of disaster response efforts					
	# basic health units					
	# inpatient and maternity beds					
	# qualified health workers					
	# medical doctors					
	# qualified nurses					
	# midwives					
	# consultations per day per clinician					
	# health facilities out of stock of selected essential medicines and tracer products for more than one week					
	# deaths last 24 hours					
	# deaths last 48 hours					
	# deaths last 72 hours					
	# deaths last 96 hours					
	# deaths last 168 hours					
	# age 0–5 deaths last 24 hours					
	# age 0–5 deaths last 48 hours					
	# age 0–5 deaths last 72 hours					
	# age 0–5 deaths last 96 hours					
	# age 0–5 deaths last 168 hours					
	# Cholera fatalities					
	# Shigell—dysentery fatalities					
	# Typhoid fatalities					
	# meningococcal meningitis fatalities					
	# malaria fatalities					
	# malaria cases					
	# measles fatalities					
	# age 0–17 with measles vaccination					
	# age 0–5 with malaria					
	# age 0–5 with malaria receiving effective					
	# age 0–5 with diarrhea					
	# age 0–5 with diarrhea receiving both					
	# age 0–5 with pneuonia					
# age 0–5 with pneuonia receiving						
# units blood for transfusion						
# units blood for transfusion screened						
Incidence of major communicable						

Figure C-5. Sample Integrated Monitoring Matrix Health Action Subsection

Location	Country	Admin Lvl 1	Somalia			
	Region/State/Province	Admin Lvl 2	Galgaduud		Mudug	Middle Shabelle
	District/County/Ward	Admin Lvl 3	Cadaado	Cabudwaaq	Xarardheere	Balcad
	City	Admin Lvl 4			Xarardheere	
	Village	Admin Lvl 5	Wargalo	Yamaarugley		
	Temp Settlement	Special Desig				Warshiikh
		P-Code	SO-3808-T23-001	SO-3808-P01-001	SO-3816-J30-001	SO-3807-S18-001
Shelter and Non-Food Items	Covered floor are (m ²) for shelter					
	# people with two full sets of clothing					
	# people with appropriate bedding					
	# households with two family sized cooking pots with handles and lids, a basin for food preparation or serving, a kitchen knife and two serving spoons					
	# people with access to a dished plate, a spoon or other eating utensils and a mug or drinking vessel					
	# people with access to safe and sustainable means of providing artificial lighting					
	# of households with access to tools and equipment to safely undertake construction,					
	# of people involved in construction activities					
	# of households with access to training in the safe use of tools and fixings provided					

Figure C-6. Sample Integrated Monitoring Matrix Shelter and Nonfood Items Section

Location	Country	Admin Lvl 1	Somalia			
	Region/State/Province	Admin Lvl 2	Galgaduud		Mudug	Middle Shabelle
	District/County/Ward	Admin Lvl 3	Cadaado	Cabudwaaq	Xarardheere	Balcad
	City	Admin Lvl 4			Xarardheere	
	Village	Admin Lvl 5	Wargalo	Yamaarugley		
	Temp Settlement	Special Desig				Warshiikh
		P-Code	SO-3808-T23-001	SO-3808-P01-001	SO-3816-J30-001	SO-3807-S18-001
Water, Sanitation, and Hygiene	# of people with access to information and training on the safe use of hygiene items that					
	# households with at least one 10–20 liter capacity water container for transportation					
	# households with at least one 10–20 liter capacity water container for storage					
	# bathing soap bars available					
	# 200g laundry soap boxes available					
	# of people with access to at least 15 liters of					
	Furthest distance (meters) from any household to water distribution point					
	Queuing time (min) for water					
	% of fecal coliforms per 100ml of water					
	# of people that drink water from a protected or treated source in preference to other readily available water sources					
	# waterborne or water related diseases					
	# of washing basins					
	Minimum distance (meters) excreta					
	Number of toilets					
Maximum distance (meters) toilets from dwellings						

Figure C-7. Sample Integrated Monitoring Matrix Water Supply, Sanitation, and Hygiene Promotion Section

APPENDIX D

Sample Data Gathering Template

Navy commands will not normally be tasked with conducting assessment for disaster response operations. However, Navy personnel conducting disaster response activities will have unique insights into what the actual situation is in the affected area. These personnel should collect data on what they observe; and this data should be posted to information sharing sites and be provided to OFDA. Until a standard observation template is provided, the below sample template contains background information needed to apply observations into assessments is provided.

1. Where: Location information and how it was gathered
 - a. Latitude
 - b. Longitude
 - c. Feature
 - d. P-Code/Location
 - e. Accuracy.
2. When: Date time group for when the data was gathered
3. What: Details of what was happening at that particular location
 - a. Cluster Area
 - b. Data Title
 - c. Comments/Data.
4. Who: Who gathered the data.

The data in items 1 and 2 are needed for use in GIS analysis and mapping. Additional items are essential for assessment of the data's validity and relevance; and for enabling it to be shared. Figure D-1 provides a detailed explanation of each report item and supporting subcategories.

Report Subcategory	Amplifying Detail
Latitude/Longitude	Geospatial coordinates. Typically latitude and longitude are gathered using decimal degrees in a WGS 84 projection, and they can readily be gathered using a GPS device.
Feature	A description of what the latitude and longitude refers to. Examples include: Health Center, Food Distribution Site, Village, School, Hospital, Bridge, Port, Highway, and other such designations. If the latitude and longitude refer to center point of region a description of region should be described here.
P-Code/Location	P-code for the site of the report. If P-codes are not available/known, use the most precise location information possible from lowest to highest administrative level; town/village, city, district, administrative region, state. If alternate spellings of location are known they should be supplied.
Accuracy	Details of positional accuracy levels and sources of the positional location.
Date time group	A set of characters, usually in a prescribed format, used to express the year, the month, the day of the month, the hour of the day, the minute of the hour, and the time zone. The order may vary, for example, 21:52 Feb 20, 2003 (UTC) or .222152Z FEB03.
Cluster Area	The sector this report is applicable to (i.e., Camp Coordination and Camp Management, Early Recovery, Education, Emergency Shelter, Emergency Telecommunications, Health, Logistics, Nutrition, Protection, Water, Sanitation, and Hygiene). See Chapter 2 for further discussion on sectors and cluster areas.
Data Title	A short one line description of data contents; for example: Bridges to local market, Electricity in Concord Village, Food Availability at Central Market.
Comments/Data	Information that will assist decision makers in defining response actions.
Who	Name and organization assigned to of person submitting the report.

Figure D-1. Data Gathering Categories

APPENDIX E

Support Coordination Assessment

E.1 INTRODUCTION

The foundation for this appendix is Chapter 7 of USAID Field Operations Guide for Disaster Assessment and Response, Version 4.0, September 2005.

E.2 SUPPORT COORDINATION ASSESSMENT

Each of the many participants in a disaster response effort is responding to a perceived need with a perceived unique capability. Unlike a military organization, the disaster response organization is not under a rigid command structure but rather it is a collegial structure where collaboration rather than command direction is used to facilitate unity of effort. Development and understanding of this collegial structure requires an in-depth understanding of who is participating in the response effort, their agenda, and the agreed upon mechanisms to coordinate efforts. Support coordination assessments develop awareness of this collegial structure, provide an understanding of who is participating in the response effort, their agenda, and the agreed upon mechanisms to coordinate efforts. The assessment has five essential elements:

1. Inventory of Actors, Missions, and Mandates
2. Analysis of Civil and Military Relations
3. Coordination Structures and Mechanisms
4. Requirements for and Availability of Military and Assets
5. Current and Potential Issues.

E.2.1 Inventory of Actors, Missions, and Mandates

The focus of this portion of the assessment is to determine who the critical actors are on both the military and civilian side that will impact the effectiveness of humanitarian activity. This includes anyone that can control access to the beneficiaries, impact the security or logistics of the disaster response operation, provide additional resources, especially in emergencies, or can provide good offices to help expedite relief and resolve issues. It is often easiest to “brain-storm” the list and then remove actors if their missions or mandates do not apply. This reduces the chance of missing a key actor.

1. Possible affected state Nonmilitary Actors:
 - a. National and local emergency management authorities (LEMA)
 - b. Civil political structures overseeing the LEMA
 - c. Primary ministries and agencies providing services
 - d. National and Local Red Cross and Red Crescent Societies

- e. Religious Organizations
 - f. Commercial entities, especially those with foreign links
 - g. Local NGOs
 - h. Political Parties and Trade Unions.
2. Possible affected state Military and Paramilitary Actors:
- a. National Armed Forces
 - b. National, regional, and local police
 - c. Paramilitary structures such as border and customs forces
 - d. Other indigenous military or paramilitary forces.
3. Possible assisting state Nonmilitary and humanitarian community Actors:
- a. UN agencies and implementing partners
 - b. Key nations with special interest and relations in the country
 - c. Regional organizations
 - d. International members of the Red Cross Movement
 - e. International NGOs
 - f. International Governmental Organizations
 - g. Religious orders and churches with links to the affected area
 - h. Commercial entities.
4. Possible assisting state Military Actors:
- a. International forces stationed in the country or region
 - b. UN peacekeeping missions in the country or region
 - c. Countries with military attaches in the country
 - d. Regional alliance members
 - e. Nations with bilateral military assistance agreements.
5. For each nonmilitary state agency and humanitarian organization participating in the response effort attempt to determine the following:
- a. Name and contact information for principle and secondary points of contact for headquarters
 - b. Name and contact information for principle and secondary representatives in the disaster area

- c. Location of headquarters
 - d. Location of decision makers within the disaster area
 - e. Organizational mandate.
6. For each military force, consider the following aspects of their mission and mandates:
- a. What is the legal status of any military force?
 - b. What is the primary mission of the military force?
 - c. Does the force commander have authority to respond to an emergency?
 - d. Does the commander need permission from headquarters to provide resources?
 - e. What role do these forces play in controlling access to beneficiaries?
 - f. Is the military involved in police functions?
 - g. Are military facilities and communications used to coordinate relief?
 - h. Does military control extend to infrastructure such as ports, airfields?

E.2.2 Analyze the Civil-military Relations

During disaster response operations, there are six possible interactions between military and nonmilitary agencies/humanitarian organizations, see figure E-1.

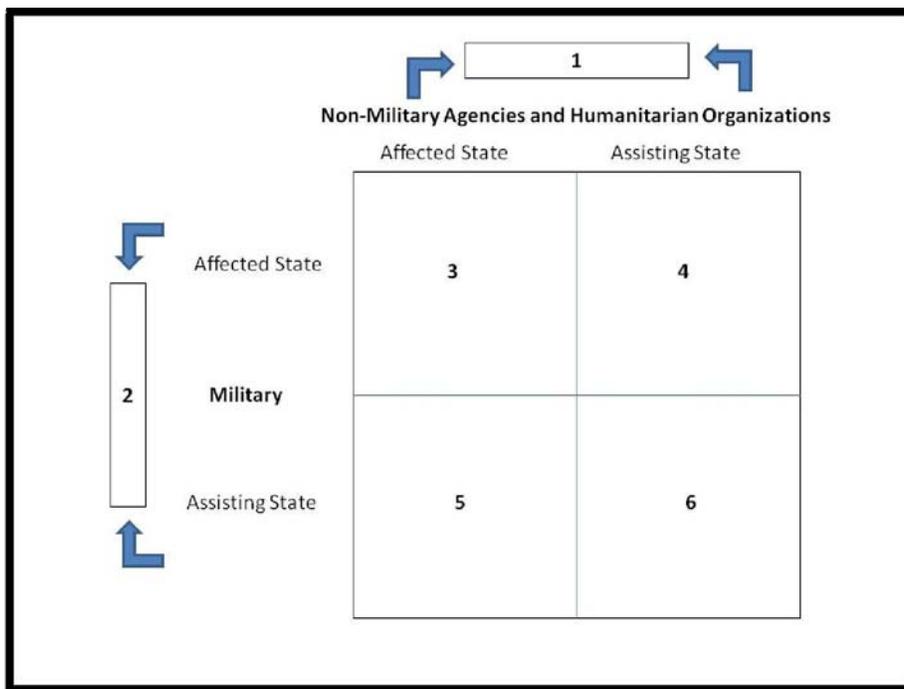


Figure E-1. Six Interactions between Military and Nonmilitary Agencies/Humanitarian Organizations

1. Affected state agency interaction with assisting state agencies and international humanitarian organizations. Assessment teams should seek answers to the following questions in order to identify the critical interfaces, uncover the important coordination structures, and help identify any potential issues that will impact coordination associated with this interaction:
 - a. Do the domestic civil agencies have primary authority in the emergency?
 - b. Have these authorities requested international assistance?
 - c. Are there any restrictions on the international civilian response?
 - d. Which international actors had a presence in the country before the emergency?
 - e. Have the civilian authorities been effective in similar emergencies in the past?
 - f. Are there any pending political issues that will impact aid and assistance?
 - g. How strong is the national Red Cross or Red Crescent Society?
 - h. Does the Red Cross Movement have an international presence in the area?
 - i. What UN agencies are present?
 - j. How are the UN agencies organized for the emergency?
 - k. What are the mechanisms for UN interaction with the government?
 1. What role do IGOs and national NGOs have in the emergency?
2. Affected state military interaction with assisting state military(ies). Assessment teams should seek answers to the following questions in order to identify the critical interfaces, uncover the important coordination structures, and help identify any potential issues that will impact coordination associated with this interaction:
 - a. What capabilities of assisting state military forces can be applied to the disaster response effort?
 - b. Are assisting state military forces colocated with domestic military forces?
 - c. Do affected state and assisting state military forces share installations or bases?
 - d. Does the assisting state military force have freedom of movement?
 - e. Are affected state and assisting state militaries part of a regional alliance system?
 - f. To whom do the international military forces report?
3. Affected state military interaction with affected state nonmilitary agencies. Assessment teams should seek answers to the following questions in order to identify the critical interfaces, uncover the important coordination structures, and help identify any potential issues that will impact coordination associated with this interaction:
 - a. Does the affected state military have a legal or constitutional role in relief or reconstruction?
 - b. What is the relationship between affected state regional Navy commanders and governors?

- c. Who provides the affected state's national/local coordination or operations centers?
 - d. Is the affected state's military the exclusive provider of key resources such as helicopters?
 - e. What is the relationship between the affected state's military and police?
 - f. Does the affected state's military control civil defense or civil protection units?
 - g. Do affected state's active or retired military officers lead key civilian ministries or agencies?
 - h. Are there areas of the affected state under direct military control or martial law?
 - i. Is the affected state's military responsible for aircraft or maritime search and rescue operations?
 - j. Does the affected state's military manage any medical facilities?
 - k. Does the affected state's military have specially trained urban search and rescue teams?
 - l. Is the affected state's military dominated by a particular ethnic group?
 - m. Are there groups opposed to, or frightened by, the affected state's military/police?
 - n. Is there a relationship between the affected state's military and any civilian service providers?
 - o. Does the affected state's military have a domestic intelligence role?
4. Affected state military interaction with assisting state agencies/humanitarian organizations. Assessment teams should seek answers to the following questions in order to identify the critical interfaces, uncover the important coordination structures, and help identify any potential issues that will impact coordination associated with this interaction:
- a. Can the affected state's military and police forces provide adequate security?
 - b. Are affected state's military and police forces responsible for the security of any affected population?
 - c. Does the affected state's military control any facilities needed by international relief organizations?
 - d. Does the affected state's military control access to areas that may hold affected population?
 - e. How does the affected state's military control access to restricted areas?
 - f. Can and will the affected state's military assist international civilian organizations?
 - g. Is the affected state's military involved in any direct distribution of relief?
 - h. What is the process for addressing any issues with affected state Navy commanders?
 - i. What is the affected state military's attitude regarding women and female international staff?
 - j. Are there valid human rights concerns about the affected state's military?
5. Assisting state military interactions with affected state agencies/humanitarian organizations. Assessment teams should seek answers to the following questions in order to identify the critical interfaces, uncover the

important coordination structures, and help identify any potential issues that will impact coordination associated with this interaction:

- a. Is there an assisting state/UN military force permanently based in the country?
 - b. Does the assisting state/UN military force have authority to assist civilians?
 - c. Which assisting state military forces have responded to past disasters?
 - d. Does the assisting state/UN military force have direct contact with the population?
 - e. How does the local population view assisting state/UN military forces?
 - f. Is the assisting state/UN military force involved in a “hearts and minds” campaign?
 - g. Are assisting state/UN military forces involved in direct assistance projects?
6. Assisting state military interaction with assisting state agencies/humanitarian organizations. Assessment teams should seek answers to the following questions in order to identify the critical interfaces, uncover the important coordination structures, and help identify any potential issues that will impact coordination associated with this interaction:
- a. Are civilian aid organizations associated with any of the assisting states military forces?
 - b. What is the relationship between NGOs and military from the same country?
 - c. Have assisting state Navy commanders and staffs worked with the UN or IGOs before?
 - d. Does the assisting state’s military force have a doctrine for relating with civilian actors?
 - e. Does the assisting state’s military have explicit orders to support or protect humanitarians?

E.2.3 Assess Coordination Mechanisms, Structures, and Potential Venues

There should be some means of coordination at various levels between the six pairs of actors identified. For example, the UN Humanitarian Coordinator may be responsible for strategic coordination of UN agencies including the identification of relief priorities with the affected state. Operational issues regarding the use of military airfields including issues such as “slot times” for aircraft of assisting state military forces will probably be addressed by special meetings or procedures. It is important that a clear picture of the coordination structures and mechanisms be developed prior to establishing any additional structures or mechanisms.

E.2.3.1 Inventory Structures and Mechanisms

Assessment teams need to catalog the existing coordination structures and mechanisms. One method to do this is to ask: “How is key information exchanged between the different sets of actors and what are the mechanisms for resolving issues?”

For example the head of the affected state’s water department attends daily water, sanitation, and hygiene cluster coordination meeting.

The key is to determine what mechanisms are available for addressing coordination issues and determining which of these mechanisms and structures need to be closely monitored and which ones need only be engaged if there is a specific problem or issue. For the Navy commander, the only ones that require close monitoring are ones that involve the military.

E.2.3.2 Assess Possible Venues for Coordination

In most cases it will be necessary to meet on a regular basis with the actors involved in civil-military coordination. The frequency and visibility of these meetings will depend on the coordination structure and mechanisms identified for this interaction. However, regardless of the type of interaction the following should be taken into account in the selection of meeting venues:

1. Security
2. Accessibility
3. Available Support.

This is by no means an exhaustive list of the factors to be considered, but it offers a starting point for deliberate consideration of venue options.

E.2.4 Requirement for and Availability of Military Resources

Roughly 90 percent of disasters do not require support from assisting state military agencies. The availability of military resources does not mean they should be used in the disaster response effort. Most often military resources are needed to respond to sudden onset major disasters such as earthquake or tsunami. In a sudden onset emergency the situation will be vague and neither the affected state nor the international humanitarian community are likely to know exactly what is required, what is on the ground, and what is on the way to the disaster area. The affected state government must first approve assistance from assisting state military agencies. If this approval is given and the assisting state is willing to provide, the task is then to determine the affected population's needs and what the assisting military can provide.

Assessment teams need to carefully track what the affected state military and each assisting state military has agreed to accomplish with special attention to any limitations placed upon assisting state military forces by the affected state.

E.2.5 Identify Current and Potential Issues

As the disaster response operations mature, the assessment team shifts focus from identification of actors and their mechanisms for coordination to identification of problems that are inhibiting coordination between the actors. When an issue is identified, the assessment team should endeavor to understand both sides of the issue and work with the parties to mitigate and resolve. If the problem cannot be mitigated or resolved at the local level, then the issue needs to be raised until it is resolved. Leaving issues unresolved will breed mistrust and result in the breakdown of the collegial structure for collaboration used in disaster response operations.

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APPENDIX F

Individual Checklists for Extended Actions Ashore During Disaster Response Operations

F.1 INTRODUCTION

The foundations for this appendix are (1) USAID Field Operations Guide for Disaster Assessment and Response Version 4.0, September 2005 and (2) United Nations Civil-Military Coordination (CMCoord) Officer Field Handbook, 29 November 2007.

F.2 INDIVIDUAL CHECKLISTS FOR EXTENDED ACTIONS ASHORE

Navy personnel will likely be members of assessment teams and conduct response activities ashore in the affected state. Many of these activities will require Navy personnel to remain ashore for over 24 hours. The operational environment ashore during disaster response operations is likely to be chaotic, unsanitary, and unhealthy. Navy commanders should tailor the below checklist for the disaster response and then have each person designated to spend extended time in the area impacted by the disaster complete the checklist before departure to the area.

There are five checklists Navy personnel should complete before departing for extended actions within the disaster area.

1. Personal items
2. Optional items
3. Personal health items and medical tips
4. Command-provided items
5. Information to be left with parent command.

Navy personnel going into the disaster area should be as individually mobile as possible; accordingly they should limit what they bring into the disaster area to only what they can carry.

F.2.1 Personal Items

- Valid passport. Make two copies of the front two pages—provide one copy to command's administration office and keep the other copy with your travel authorization (TA)
- Visa(s), if required
- International Certificate of Vaccination (also called "Yellow Book"), including:
 - Immunization record
 - Prescription for eyeglasses or contact lenses, if applicable
 - Blood type

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- Make a copy of your Yellow Book and keep the copy separate from the original, in case original lost
- Currency (U.S. dollars and currency of affected state)
- Personal debit card and major credit card
- International phone card
- Food for 36 hours (high energy, low weight)
- Drinking water for 36 hours (2–3 liters)
- Four changes of clothing appropriate for the location, climate, time of year, and kind of assignment
- Wet weather clothing
- Sleeping bag with liner
- Air mattress or sleeping pad
- Poncho or plastic sheet
- Hygiene and Health Supplies
 - Mosquito spray
 - Insect repellent
 - Wet disposable towels (baby wipes)
 - Antiseptic hand lotion or hand wash
 - Mosquito net, as applicable/Sun block cream, as necessary/Sun hat
 - Toothpaste and brushes
 - Body lotion
 - Shampoo/shower gel/Soap/Towel
 - Wash cloth
 - Washing powder
 - Toilet Paper
- Six extra passport photos
- Flashlight with spare batteries
- Headlight with spare batteries
- Alarm clock with extra batteries
- Earplugs
- Business cards—tailored with information on how to contact during the disaster response operation
- Pocket knife/multitool
- Sewing kit
- String
- Plastic bags
- Matches
- Candles
- Dictionary

F.2.2 Optional Items

- Camera with film or digital card and batteries
- Pocket-sized binoculars
- Electrical adapters for appliances
- Pocket calculator
- Travel-style cup or mug
- Swapping items (pins, buttons, pencils, stickers, etc.)

F.2.3 Personal Health Items

Note

Do not take any toiletries or first aid kit items in glass bottles.

- Prescription medicine for expected length of stay
- Personal medical kit containing:
 - Antidiarrhea medicine
 - Aspirin
 - Malaria prophylaxis and treatment (depending on mission area)
 - Antihistamines for allergies, rashes, etc.
 - Antimosquito-bite cream
 - Rehydration salts
 - Painkillers
 - Antiinflammatory cream
 - Foot cream or powder
 - Insecticide powder
 - Band-aids
 - Antiseptic ointment
 - Small bottle or individual swabs of isopropyl alcohol
- Nonsterile gloves (for your protection if first aid provided to others)
- Sunscreen (SPF 15 or higher)
- Insect repellent
- Lip balm
- Small scissors
- Tweezers
- Water purification tablets or system
- One packet of oral rehydration salts
- Baseball cap or hat for sun and rain
- Flip-flops
- Extra pair of eyeglasses or contacts (be aware of dusty conditions at disaster sites)

F.2.4 Command Provided Items

- Embassy country clearance(s) for travel to the affected state
- Commander's direction on expected activities while ashore and guidance on conduct ashore
- Laptop computer
- Communications equipment
 - Satellite phone (Team leaders only)
 - International cellular phone
- Global Positioning System (GPS)
- Solar battery charger
- Spare batteries

Note

Scan operators' manuals for electronic equipment and store on laptop computer and flash drive.

- Copies of reference documents pertaining to affected country (if available)/if electricity available these documents can be provided electronically to conserve weight:
 - Country profile information
 - State Department background notes
 - Lessons learned or relevant After Action reports
 - Maps covering the affected and surrounding areas
 - OFDA's Disaster History and Commodity Services Report
 - Travel advisory alerts
 - Public health bulletins
 - List of cultural do's and don'ts
 - Assessment guides
- Short-term immunizations, boosters, and malaria pills needed at time of departure
- Travel authorization and airline tickets. Travel authorization should cover potential needs such as car rental, local ticket purchase, or excess baggage
- Contact list for United States Agency for International Development (USAID) and U.S. Embassy, private voluntary organizations (PVOs), nongovernmental organizations (NGOs), international organizations (IOs), UN agencies, donor and assisting states, and appropriate affected state officials

F.2.5 Information to be Left with Command

- Copy of passport picture page
- Copy of visa(s)/embassy country clearance(s) for travel to the affected state
- Copy of immunization record
- Copy of debit, credit cards
- Satellite or cellular phone number

APPENDIX G

Quick Reference Guide

G.1 INTRODUCTION

This appendix highlights important documents and Web sites for disaster response operations. These publications and Web sites offer valuable information on planning, training, funding, liaison officer responsibilities, health service support guidance, interagency roles and responsibilities, and the international community intentions during disaster response operations.

G.2 IMPORTANT WEB SITES

Figure G-1, provides an initial quick listing of Web sites that should be bookmarked when conducting disaster response operations and a description of the Web site's use to Navy personnel conducting disaster response operations. This listing is only to provide the Navy planner/operator accelerated access to information on disaster response operations; it is fully expected any disaster response operation will use additional sites, as these sites are identified they should be shared with all other Navy commands participating in the disaster response operation.

G.3 ANNOTATED BIBLIOGRAPHY

Figure G-2, the Navy Disaster Response Annotated Bibliography lists these documents alphabetically; no priority is to be implied by a documents placement in the list. For each document listed, a web address/location from which the document can be retrieved from and a brief description on why the document will be useful for the Navy commander tasked with disaster response is provided.

Web Site	Contents
All partners access network (APAN) https://community.apan.org/	An unclassified, non-dot-mil network providing interoperability and connectivity among partners over a common platform. The APAN fosters information exchange and collaboration between the United States Department of Defense (DOD) and any external country, organization, agency or individual that does not have ready access to traditional DOD systems and networks.
CIA World Factbook https://www.cia.gov/library/publications/the-world-factbook/	The World Factbook provides information on the history, people, government, economy, geography, communications, transportation, military, and transnational issues for 266 world entities.
Defense Technical Information Center (DTIC) http://www.dtic.mil/dtic/index.html	Largest central resource for DOD and government funded scientific, technical, engineering, and business related information available today. Very useful site typically used for when an Internet search identifies a government funded document but requires user to pay for document. DTIC is free.
EM-DAT The International Disaster Database http://www.emdat.be/	Excellent resource for historical data and trends.
Global Disaster Alert and Coordination System (GDACS) http://www.gdacs.org	A cooperation framework under the United Nations umbrella with the aim to consolidate and strengthen the network of providers and users of disaster information worldwide in order to provide reliable and accurate alerts and impact estimations after sudden-onset disasters and to improve the cooperation of international responders in the immediate aftermath of major natural, technological, and environmental disasters.
Navy Doctrine Library System https://ndls.nwdc.navy.mil (DOD CAC required)	A doctrine repository from which current joint and Navy doctrine on disaster response operations and each of the many missions that can possibly occur during these operations can be viewed and if desired downloaded.
Navy & Marine Corps Public Health Center—Foreign Humanitarian Assistance/Humanitarian and Civic Assistance Resources http://www-nehc.med.navy.mil/Field_Activities/humanitarian.aspx	An excellent repository of governmental, nongovernmental, and international organizations references to assist in locating humanitarian/disaster relief information.
OneResponse Needs Assessment Toolbox http://onerresponse.info/resources/NeedsAssessment/Pages/Toolbox.aspx	The Needs Assessment Toolbox provides guidance documents and tools for needs assessment practitioners. The documents are categorized into two types of documents: 1. Guidance: handbooks, manuals, and guides which guide the planning and implementation of needs assessments. 2. Tools: practical documents that can be used as examples or templates for needs assessments. This category includes survey forms, questionnaires, and other templates.
ReliefWeb http://www.reliefweb.int	A repository of unclassified data on past and present humanitarian disasters around the world plus documents related to humanitarian emergencies. A full time staff, 24/7, scans Web sites of international and nongovernmental organizations, governments, research institutions, and the media for news, reports, press releases, appeals, policy documents, analysis, and maps related to humanitarian emergencies worldwide.

Figure G-1. Initial Web sites to Bookmark for Disaster Response Operations (Sheet 1 of 2)

Web Site	Contents
Sphere Standards/Handbook http://www.sphereproject.org/	NGOs typically use sphere standards as performance matrices for their disaster response efforts. The sphere project establishes recognized, internationally accepted standards for relief. The standards provide qualitative measures of minimum levels to be obtained.
Virtual On-Site Operations Coordination Center http://vosocc.unocha.org	Facilitates decisionmaking for international response to major disasters through real-time information exchange by all actors of the international disaster response community.

Figure G-1. Initial Web sites to Bookmark for Disaster Response Operations (Sheet 2 of 2)

Title	Web Address/Location Description
AMedP-5, STANAG 2131, Multilingual Phrase Book for Use by the NATO Medical Services	Available for download at http://nsa.nato.int/nsa/ (users will be required to request access, expect up to a 12 hour delay until access is granted). This publication consists of fourteen sections corresponding to the fourteen NATO Languages. It contains commonly used names of injuries and diseases as well as words and phrases which are indispensable for mutual understanding between medical and nursing personnel and patients of different nationalities.
Defense Threat Reduction Agency (DTRA) Foreign Consequence Management Legal Deskbook	Available for download at http://www.dtra.mil/documents/business/current/FCMLegalDeskbook.pdf . A research tool for lawyers responding to weapons of mass destruction accidents or incidents of terrorism on foreign soil. Although this Deskbook contains a multitude of legal authorities, there are new laws, regulations, and policy guidance being promulgated continuously in this area. Therefore, documents/authorities in this Deskbook may be superseded in whole or in part at any time. Accordingly, this Deskbook should not be used as the sole source of research, but should serve only as a research aid.
DoD Directive 5100.46, Foreign Disaster Relief, 04 December 1975	Available for download at http://www.dtic.mil/whs/directives/corres/pdf/510046p.pdf . Contains guidelines for preparing billings for reimbursement of costs incurred from disaster response operations.
DoDI 2000.21, Foreign Consequence Management	Available for download at http://www.dtic.mil/whs/directives/corres/pdf/200021p.pdf . Establishes policy and assigns responsibilities for DoD support to USG foreign consequence management operations in response to a foreign chemical, biological, radiological, nuclear, or high-yield explosive (CBRNE) incident.
DoDI 8220.02, Information and Communications Technology (ICT) Capabilities for Support of Stabilization and Reconstruction, Disaster Relief, and Humanitarian and Civic Assistance Operations	Available for download at http://www.dtic.mil/whs/directives/corres/pdf/822002p.pdf . U.S. Department of Defense policy for providing ICT capabilities and associated unclassified data and voice services in support of stabilization and reconstruction, disaster relief, and humanitarian and civic assistance.

Figure G-2. Navy Disaster Response Initial Reference Publications (Sheet 1 of 5)

Title	Web Address/Location Description
Disaster Response Staff Officer's Handbook, No. 11-07 Dec 10	Available for download at http://usacac.army.mil/cac2/call/docs/11-07/11-07.pdf . Center for Army Lessons Learned, observations, insights, and lessons on DOD response to disasters occurring in the United States and its territories. Excellent resource for information on the National Response Framework and National Incident Management System.
DSCA Handbook Liaison Officer (LNO) Toolkit, GTA 90-01-021	Available for download at http://usacac.army.mil/cac2/FM3-28/LiaisonOfficerToolkitDCSA.pdf . Provides information on LNO duties and responsibilities. It provides LNOs and commanders with basic tools for success in a DSCA environment. To be most effective LNOs should read both the LNO Toolkit and the Tactical Level Commander Staff Toolkit (GTA 90-01-020).
DSCA Handbook Tactical Level Commander and Staff Toolkit, GTA 90-01-020	Available for download at http://usacac.army.mil/cac2/FM3-28/CommanderStaffDCSAHandbook.pdf . Provides the requisite planning factors, background information and guidance to units assigned to provide successful support to civil authorities in order to reduce loss of life and property for U.S. citizens. It covers the most probable scenarios associated with DSCA events and provides assistance with understanding the principles of unity of effort and coordination among the interagency. This handbook imparts knowledge to military personnel and interagency partners, who may have never participated in a DSCA event, to facilitate efficient and effective DoD operations in emergencies, disasters, and national events.
EXTAC 1011 Naval Humanitarian Assistance Missions	Available for download at https://ndls.nwdc.navy.mil (DOD common access card (CAC) required). Discusses four types of humanitarian assistance operations, security programs, disaster relief, refugee, and civil support. Appendices provide good information on topics of interest to Navy commanders tasked with disaster response operations, operational and logistics planning, liaison functions, legal affairs, HA camp considerations, health service support, nutrition and emergency water supply, and HA recipient administration.
Foreign Humanitarian Assistance (FHA) CONOPS, USFF, 7 March 2008	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Combines disaster response and humanitarian civic assistance operations. Focused on Navy component staff and higher. Appendices maybe useful for tactical level commanders.
Guidelines on the Use of Foreign Military and Civil Defense Assets in Disaster Relief - "Oslo Guidelines" Updated November 2006, (Revision 1.1 November 2007)	Available for download at http://www.reliefweb.int/rw/lib.nsf/db900SID/AMMF-6VXJVG?OpenDocument . Provides key definitions. Describes the international organization interface with assisting state militaries. Describes the international community's expectations for military forces during disaster response operations.
HA Policy 08-009 "Credentialing and Authorization of Providers on Foreign Humanitarian Missions	Available for download at http://www.health.mil/libraries/HA_Policies_and_Guidelines/08-009.pdf . DoD policy that specifies the responsibilities and documentation required for providers to be credentialed and authorized to participate in foreign humanitarian missions.

Figure G-2. Navy Disaster Response Initial Reference Publications (Sheet 2 of 5)

Title	Web Address/Location Description
Joint Publication 3-29, Foreign Humanitarian Assistance	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Provides an overview of foreign humanitarian assistance operations—Discusses interagency coordination, roles and responsibilities, and principal organizations related to foreign humanitarian assistance—Describes planning for foreign humanitarian assistance operations—Addresses the execution and assessment of all aspects of foreign humanitarian assistance operations.
Joint Publication 3-57, Civil-Military Operations	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Describes civil-military operations across the range of military operations and the levels of war—Discusses the objectives of civil-military operations—Discusses the role of civil-military operations within the phases of a joint campaign—Describes the relationships between civil-military operations and civil affairs operations—Describes commander responsibilities for civil-military operations—Discusses the organizations providing civil-military operations capabilities—Describes civil-military operations strategic and operational planning considerations—Discusses civil-military operations coordination requirements and organizations.
Joint Publication 4-02, Health Service Support	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Covers health service support—Discusses the organization of the joint task force surgeon's office—Describes health service support planning—Covers health service support operational considerations.
Joint Publication 4-0, Joint Logistics	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Describes Joint Logistics as part of the Sustainment Joint Function—Defines and Describes Joint Logistics and the Role of Joint Logisticians—Discusses the Joint Logistics Environment within the Operational Environment and the Levels of War—Lists the Joint Logistics Imperatives and Integrating Functions—Describes the Core Logistic Capabilities—Addresses Planning for Joint Logistics and its Integration within the Joint Operation Planning Process—Describes Execution of Joint Logistics and the Organizational Framework for that Execution—Describes the Control of Joint Logistics and the Required Authorities and Responsibilities.
Joint Publication 4-01.2, Sealift Support to Joint Operations	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Outlines the Organization and Responsibilities for Sealift Operations—Identifies Planning and Scheduling Elements—Discusses Sealift Assets—Describes Vessel Acquisition and Activation Programs—Provides Considerations for the Employment of Sealift Forces—Addresses Naval Cooperation and Guidance for Shipping.
Joint Staff J3, Unclassified Information Sharing Capability (UISC) Concept of Operations 15 November 2010	Available for download at http://www.nps.edu/Academics/Institutes/Cebrowski/UISC%20CONOPS%20scanned.pdf . The UISC Concept of Operations outlines the capability designed to assist joint and coalition military organizations in their efforts to collaborate, plan and coordinate operations, exchange information, and build situational awareness with both traditional and nontraditional mission partners across various mission sets.
Multinational Force Standing Operating Procedures (MNF SOP) HA/DR Mission Extract	Available for download at https://community.apan.org/mpat/m/mediagallery/76000/download.aspx . Written for Pacific region but applicable to all. Provides concept of operations template for developing disaster response operation plans (OPLANs) or operation orders (OPORDS). Original reference for the disaster response initial response capabilities checklist.

Figure G-2. Navy Disaster Response Initial Reference Publications (Sheet 3 of 5)

Title	Web Address/Location Description
NTTP 4-02.1, Medical Logistics	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Written for operational commanders, health service support unit commanders, planners, and personnel who need to understand the uses and limitations of naval health service support logistic capabilities and requirements within the unified command, joint task force (JTF), and naval component command.
NWP 4-01, Naval Transportation	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Describes the infrastructure requirements to support air, ocean and land transportation of personnel and cargo.
NWP 4-02, Naval Expeditionary Health Service Support Afloat and Ashore	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). Describes Naval expeditionary health service support and its capabilities, organizational relationships, deployed naval health service support unit command and control, and planning, and considerations for their employment.
NWP 4-04, Naval Civil Engineering Operations	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). A basic planning document describing the employment and tasking of naval civil engineering forces conducting contingency operations for a combatant commander.
NWP 4-12, Navy Salvage Operations	Available for download at https://ndls.nwdc.navy.mil (DOD CAC required). A single-source basic planning document detailing doctrine, operational concepts, procedures for planning, and executing salvage operations for U.S. Navy salvage forces in support of Service, joint, combined, or civil operations.
OPNAVINST 5450.46K, Naval Construction Force (NCF) Policy	Available for download at http://doni.daps.dla.mil/Directives/05000%20General%20Management%20Security%20and%20Safety%20Services/05-400%20Organization%20and%20Functional%20Support%20Services/5450.46K.pdf . Chief of Naval Operations (CNO) policy and guidance governing the deployment, readiness, and peacetime employment of all Naval construction force units under the resource sponsorship of CNO, facilities, and engineering division.
Title 10 Sec 404. Foreign Disaster Assistance	Available for download at http://www.law.cornell.edu/uscode/10/uscode_sec_10_0000404----000-.html . United States law on use of military resources for disaster assistance outside the United States. Describes forms of assistance, notification requirements, organizing policies and programs, and limitations on transportation assistance.
United Nations Civil-Military Coordination (CMCoord) Officer Field Handbook, 29 November 2007	Available for download at http://www.unsudanig.org/docs/UN%20CMCoord%20Handbook%20-%20Version%20E%201-0%5B1%5D.pdf . Field Handbook designed to assist the Humanitarian UN-CMCoord Officer in the performance of the key tasks identified in the Interagency Standing Committee (IASC) endorsed UN Humanitarian CMCoord Concept.
USAID Field Operations Guide for Disaster Assessment and Response, Version 4.0, September 2005	Available for download at http://www.reliefweb.int/rw/lib.nsf/db900SID/LGEL-5CUFLV?OpenDocument . The definitive State Department reference for disaster response operations. Provides invaluable insight into organization, techniques, processes, and procedures executed by the U.S. lead federal agency when responding to foreign disasters.

Figure G-2. Navy Disaster Response Initial Reference Publications (Sheet 4 of 5)

Title	Web Address/Location Description
World Health Organization Generic Essential Emergency Equipment List	Available for download at http://www.who.int/surgery/publications/EEEGenericListFormatted%2006.pdf . This checklist of essential emergency equipment describes minimum requirements for emergency and essential surgical care at the first referral health facility.

Figure G-2. Navy Disaster Response Initial Reference Publications (Sheet 5 of 5)

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CJCSI 3214.01C, Subj: Military Support to Foreign Consequence Management Operations for Chemical, Biological, Radiological, and Nuclear Incidents

CJCS Defense Support of Civil Authorities (DSCA) Standing Execute Order (EXORD) (DTG 102000Z Sep 10)

Coppola, Damon P. 2007. Introduction to International Disaster Management. Elsevier Inc.

Defense Threat Reduction Agency (DTRA) Foreign Consequence Management Legal Deskbook

DOD Directive 5100.46, Foreign Disaster Relief, 04 December 1975

DODI 2000.21, Foreign Consequence Management

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EXTAC 1011 Naval Humanitarian Assistance Missions

Foreign Humanitarian Assistance (FHA) CONOPS, USFF, 7 March 2008

Guidelines on the use of Foreign Military and Civil Defense Assets in Disaster Relief - "Oslo Guidelines" Updated November 2006 (Revision 1.1 November 2007)

HA Policy 08-009 "Credentialing and Authorization of Providers on Foreign Humanitarian Mission

Homeland Security Presidential Directive/HSPD-5

Information and Communication Technologies for Civil-Military Coordination in Disaster Relief and Stabilization and Reconstruction, June 2006

Joint Staff J3 Unclassified Information Sharing Capability (UISC) Concept of Operations 15 November 2010

NWP 3-29

JP 1-05, Religious Affairs in Joint Operations

JP 3-29, Foreign Humanitarian Assistance

JP 3-41, Chemical, Biological, Radiological, Nuclear, and High-Yield Explosives Consequence Management

JP 3-57, Civil-Military Operations

JP 3-68, Noncombatant Evacuation Operations

JP 4-0, Joint Logistics

JP 4-01.2, Sealift Support to Joint Operations

JP 4-02, Health Service Support

Multinational Force Standing Operating Procedures (MNF SOP) HA/DR Mission Extract, Version 2.7, July 2011

NTTP 3-11.25, Multiservice Tactics, Techniques, and Procedures for Chemical, Biological, Radiological, and Nuclear Contamination Avoidance

NTTP 3-57.3, Navy Humanitarian and Civic Assistance (HCA) Operations

NTTP 4-02.1, Medical Logistics

NTTP 4-02.6, Hospital Ships

NWP 1-05, Religious Ministry in the U.S. Navy

NWP 4-01, Naval Transportation

NWP 4-02, Naval Expeditionary Health Service Support Afloat and Ashore

NWP 4-04, Naval Civil Engineering Operations

NWP 4-12, Navy Salvage Operations

NWP 5-01, Navy Planning

OPNAVINST 5450.46K, Naval Construction Force (NCF) Policy

SECNAVINST 1730.7D, Religious Ministry within the Department of the Navy

SECNAVINST 1730.8B, Accommodation of Religious Practices

SECNAVINST 1730.9, Confidential Communications to Chaplains

SECNAVINST 1730.10, Chaplain Advisement and Liaison

Title 10 Sec 404, Foreign Disaster Assistance

United Nations Civil-Military Coordination (CMCoord) Officer Field Handbook, 29 November 2007

United States Northern Command, Concept Plan (CONPLAN) 3501-09, Defense Support of Civil Authorities, 2009

United States Pacific Command Concept Plan (CONPLAN) 5001-09, Defense Support of Civil Authorities

USAID Field Operations Guide for Disaster Assessment and Response, Version 4.0, September 2005

Waves of Hope: The U.S. Navy's Response to the Tsunami in Northern Indonesia. Newport Paper 28 (Newport, R.I.: Naval War College Press, 2007)

World Health Organization Generic Essential Emergency Equipment List

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GLOSSARY

affected state. The political and geopolitical entity upon whose territory, population, and infrastructures affected by a disaster.

assisting actor. Any assisting state, humanitarian organization, foreign entity, or person responding to a disaster in the affected state including sending in-kind or cash donations.

assisting state. A political and geopolitical entity providing disaster relief or initial recovery assistance, whether through civil or military components.

chief of mission (COM). The principal officer (the ambassador) in charge of a diplomatic facility of the United States, including any individual assigned to be temporarily in charge of such a facility. The chief of mission is the personal representative of the President to the country of accreditation. The chief of mission is responsible for the direction, coordination, and supervision of all US Government executive branch employees in that country (except those under the command of a US area military commander). The security of the diplomatic post is the chief of mission's direct responsibility. (JP 1-02. Source: JP 3-08)

civil-military coordination (CMCoord). 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 inconsistencies, and when appropriate, pursue common goals.

civil-military operations (CMO). The activities of a commander that establish, maintain, influence, or exploit relations between military forces, governmental and nongovernmental civilian organizations and authorities, and the civilian populace in a friendly, neutral, or hostile operational area in order to facilitate military operations, to consolidate and achieve operational US objectives. Civil-military operations may include performance by military forces of activities and functions normally the responsibility of the local, regional, or national government. These activities may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. Civil-military operations may be performed by designated civil affairs, by other military forces, or by a combination of civil affairs and other forces. (JP 1-02. Source: JP 3-57)

civil-military operations center (CMOC). An organization normally comprised of civil affairs, established to plan and facilitate coordination of activities of the Armed Forces of the United States with indigenous populations and institutions, the private sector, intergovernmental organizations, nongovernmental organizations, multinational forces, and other governmental agencies in support of the joint force commander. (JP 1-02. Source: JP 3-57)

complex emergency. 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.

course of action (COA). 1. Any sequence of activities that an individual or unit may follow. 2. A scheme developed to accomplish a mission. 3. A product of the course-of-action development step of the joint operation planning process. (JP 1-02. Source: JP 5-0)

defense coordinating officer (DCO). Department of Defense single point of contact for domestic emergencies. Assigned to a joint field office to process requirements for military support, forward mission assignments through proper channels to the appropriate military organizations, and assign military liaisons, as appropriate, to activated emergency support functions. (JP 1-02. Source: JP 3-28)

defense support of civil authorities (DSCA). Support provided by US Federal military forces, Department of Defense civilians, Department of Defense contract personnel, Department of Defense component assets, and National Guard forces (when the Secretary of Defense, in coordination with the governors of the affected states, elects and requests to use those forces in Title 32, United States Code, status) in response to requests for assistance from civil authorities for domestic emergencies, law enforcement Support, and other domestic activities, or from qualifying entities for special events. Also known as civil Support. (JP 1-02. Source: DODD 3025.18)

disaster assistance response team (DART). United States Agency for International Development's Office of United States Foreign Disaster Assistance provides this rapidly deployable team in response to international disasters. A disaster assistance response team provides specialists, trained in a variety of disaster relief skills, to assist United States embassies and United States Agency for International Development missions with the management of United States Government response to disasters. (JP 1-02. Source: JP 3-08)

disaster relief (DR). Goods and services provided to meet the immediate needs of disaster-affected communities.

domestic emergencies. Emergencies affecting the public welfare and occurring within the 50 states, District of Columbia, Commonwealth of Puerto Rico, US possessions and territories, or any political subdivision thereof, as a result of enemy attack, insurrection, civil disturbance, earthquake, fire, flood, or other public disasters or equivalent emergencies that endanger life and property or disrupt the usual process of government. Domestic emergencies include civil defense emergencies, civil disturbances, major disasters, and natural disasters. (JP 1-02. Source: JP 3-27)

emergency support functions (ESFs). A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents. (JP 1-02. Source: JP 3-28)

federal coordinating officer (FCO). The federal officer who is appointed to manage Federal resource support activities related to Stafford Act disasters and emergencies. The federal coordinating officer is responsible for coordinating the timely delivery of federal disaster assistance resources and programs to the affected state and local governments, individual victims, and the private sector. (JP 1-02. Source: JP 3-41)

foreign disaster. An act of nature (such as a flood, drought, fire, hurricane, earthquake, volcanic eruption, or epidemic), or an act of man (such as a riot, violence, civil strife, explosion, fire, or epidemic), which is or threatens to be of sufficient severity and magnitude to warrant United States foreign disaster relief to a foreign country, foreign persons, or to an intergovernmental organization. (JP 1-02. Source: JP 3-29)

foreign disaster relief. Prompt aid that can be used to alleviate the suffering of foreign disaster victims. Normally it includes humanitarian services and transportation; the provision of food, clothing, medicine, beds, and bedding; temporary shelter and housing; the furnishing of medical materiel and medical and technical personnel; and making repairs to essential services. (JP 1-02. Source: JP 3-29)

foreign humanitarian assistance (FHA). Department of Defense activities, normally in support of the United States Agency for International Development or Department of State, conducted outside the United States, its territories, and possessions to relieve or reduce human suffering, disease, hunger, or privation. (JP 1-02. Source: JP 3-29)

- host nation (HN).** A nation which receives the forces and/or supplies of allied nations and/or NATO organizations to be located on, to operate in, or to transit through its territory. (JP 1-02. Source: JP 3-57)
- humanitarian assistance (HA).** Programs conducted to relieve or reduce the results of natural or manmade disasters or other endemic conditions such as human pain, disease, hunger, or privation that might present a serious threat to life or that can result in great damage to or loss of property. Humanitarian assistance provided by US forces is limited in scope and duration. The assistance provided is designed to supplement or complement the efforts of the host nation civil authorities or agencies that may have the primary responsibility for providing humanitarian assistance. (JP 1-02. Source: JP 3-57)
- humanitarian assistance coordination center (HACC).** A temporary center established by a geographic combatant commander to assist with interagency coordination and planning. A humanitarian assistance coordination center operates during the early planning and coordination stages of foreign humanitarian assistance operations by providing the link between the geographic combatant commander and other United States Government agencies, nongovernmental organizations, and international and regional organizations at the strategic level. (JP 1-02. Source: JP 3-29)
- humanitarian organization.** A foreign, regional, or international nonprofit entity whose mandate and activities are primarily focused on humanitarian relief, recovery, or development.
- humanitarian operations center (HOC).** An international and interagency body that coordinates the overall relief strategy and unity of effort among all participants in a large foreign humanitarian assistance operation. It normally is established under the direction of the government of the affected country or the United Nations, or a US Government agency during a US unilateral operation. Because the humanitarian operations center operates at the national level, it will normally consist of senior representatives from the affected country, assisting countries, the United Nations, nongovernmental organizations, intergovernmental organizations, and other major organizations involved in the operation. (JP 1-02. Source: JP 3-29)
- humanitarian space.** An operational environment devoid of external political-military factors that threaten independence, impartiality, and neutrality in humanitarian action.
- incident command system (ICS).** A standardized on-scene emergency management construct designed to aid in the management of resources during incidents. Consists of facilities, equipment, personnel, procedures, and communications established for this purpose. (JP 1-02. Source: JP 3-28)
- joint task force (JTF).** A joint force that is constituted and so designated by the Secretary of Defense, a combatant commander, a subunified commander, or an existing joint task force commander. (JP 1-02. Source: JP 1)
- lead federal agency (LFA).** The federal agency that leads and coordinates the overall federal response to an emergency. Designation and responsibilities of a lead federal agency vary according to the type of emergency and the agency's statutory authority. (JP 1-02. Source: JP 3-41)
- measure of effectiveness (MOE).** A criterion used to assess changes in system behavior, capability, or operational environment that is tied to measuring the attainment of an end state, achievement of an objective, or creation of an effect. (JP 1-02. Source: JP 3-0)
- National Incident Management System (NIMS).** A national crisis response system that provides a consistent, nationwide approach for Federal, state, local, and tribal governments; the private sector; and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. (JP 1-02. Source: JP 3-41)
- nongovernmental organization (NGO).** A private, self-governing, not-for-profit organization dedicated to alleviating human suffering; and/or promoting education, health care, economic development, environmental

protection, human rights, and conflict resolution; and/or encouraging the establishment of democratic institutions and civil society. (JP 1-02. Source: JP 3-08)

operation order (OPORD). A directive issued by a commander to subordinate commanders for the purpose of effecting the coordinated execution of an operation. (JP 1-02. Source: JP 5-0)

operation plan (OPLAN). Any plan for the conduct of military operations prepared in response to actual and potential contingencies. (JP 1-02. Source: JP 5-0)

operational environment (OE). A composite of the conditions, circumstances, and influences that affect the employment of capabilities and bear on the decisions of the commander. (JP 1-02. Source: JP 3-0)

partner nation (PN). 1. Those nations that the United States works with to disrupt the production, transportation, distribution, and sale of illicit drugs, as well as the money involved with this illicit activity. (JP 1-02. Source: JP 3-07.4) 2. In humanitarian and civic assistance operations those nations the United States Navy works and fosters relationships with.

request for assistance (RFA). A request based on mission requirements and expressed in terms of desired outcome, formally asking the Department of Defense to provide assistance to a local, state, tribal, or other federal agency. (JP 1-02. Source: JP 3-28)

search and rescue (SAR). The use of aircraft, surface craft, submarines, and specialized rescue teams and equipment to search for and rescue distressed persons on land or at sea in a permissive environment. (JP 1-02. Source: JP 3-50)

status-of-forces agreement (SOFA). An agreement that defines the legal position of a visiting military force deployed in the territory of a friendly state. Agreements delineating the status of visiting military forces may be bilateral or multilateral. Provisions pertaining to the status of visiting forces may be set forth in a separate agreement, or they may form a part of a more comprehensive agreement. These provisions describe how the authorities of a visiting force may control members of that force and the amenability of the force or its members to the local law or to the authority of local officials. (JP 1-02. Source: JP 3-16)

LIST OF ACRONYMS AND ABBREVIATIONS

AIM	assisting international military
AOR	area of responsibility
APAN	All Partners Access Network
APOD	aerial port of debarkation
ASL	above sea level
AUSAID	Australian Agency for International Development
CAC	common access card
CBRN	chemical, biological, radiological, and nuclear
CIE	collaborative information environment
CJCS	Chairman of the Joint Chiefs of Staff
CJTF	commander, joint task force
CLREC	Center for Language, Regional Expertise, and Culture
CMCC	civil-military coordination center
CMCoord	civil-military coordination
CMIC	civil-military information center
CMO	civil-military operations
CMOC	civil-military operations center
CNO	Chief of Naval Operations
COA	course of action
COD	common operational datasets
CONCAP	contingency construction capabilities
CONPLAN	concept plan
CONUS	continental United States
CRED	Center for Research of the Epidemiology of Disasters

DART	disaster assistance response team
DC	dislocated civilian
DCE	defense coordinating element
DCO	defense coordinating officer
DFID	Department for International Development (UK)
DOD	Department of Defense
DON	Department of the Navy
DOS	Department of the State
DSCA	defense support of civil authorities
EMAC	emergency management assistance compact
ERC	emergency relief coordinator
ESF	emergency support function
EXORD	executive order
FCO	federal coordinating officer
FEMA	Federal Emergency Management Agency
FHA	Foreign humanitarian assistance
GCC	geographic combatant commander
GDACS	Global Disaster Alert and Coordination System
GIS	geographic information system
GPS	Global Positioning System
HA/DR	humanitarian assistance/disaster response (USN)
HACC	humanitarian assistance coordination center
HAST	humanitarian assistance survey team
HC	humanitarian coordinator
HCA	humanitarian and civic assistance
HOC	humanitarian operations center
HSS	health service support
IASC	Interagency Standing Committee (UN)

ICRC	International Committee of the Red Cross
ICS	incident command system
ICT	information and communication technology
IFRC	International Federation of Red Cross and Red Crescent Societies
IGO	intergovernmental organization
INGO	international nongovernmental organization
IO	international organization
IOM	International Organization for Migration
JFO	joint field office
JICA	Japan International Cooperation Agency
JLOC	joint logistics operations center
JOA	joint operations area
JTF	joint task force
LEMA	local emergency management authority
LFA	lead federal agency
LNO	liaison officer
MA	mission assignment
MEDEVAC	medical evacuation
MITAM	military tasking matrix
MOE	measure of effectiveness
NATF	needs assessment task force
NATO	North Atlantic Treaty Organization
NCC	Navy component commander
NCF	naval construction force
NDMO	national disaster management office
NEO	noncombatant evacuation operation
NEPLO	Navy emergency preparedness liaison officer
NGO	nongovernmental organization

NIMS	National Incident Management System
NMCB	naval mobile construction battalion
NPP	Navy planning process
NRF	National Response Framework
OFDA	Office of United States Foreign Disaster Assistance
OPLAN	operation plan
OPORD	operation order
OSOCC	on-site operations coordination center
PPA	principle planning agent
PVO	private volunteer organization
RC	resident coordinator
RFA	request for assistance
RMT	religious ministry team
SAR	search and rescue
SCO	state coordinating officer
SecDef	Secretary of Defense
SOFA	status-of-forces agreement
U.S.	United States
U.S.C.	United States Code
UCT	underwater construction team
UDOP	user-defined operational picture
UISC	unclassified information sharing capability
UJTL	Universal Joint Task List
UN	United Nations
UNDAC	United Nations disaster assessment and coordination
UNDP	United Nations development programme
UNHCR	United Nations Office of the High Commissioner for Refugees
UNICEF	United Nations Children's Fund

UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOSAT	United Nations Operational Satellite Applications Programme
USAID	United States Agency for International Development
USD	United States dollars
USFF	United States Fleet Forces Command
USG	United States Government
USNORTHCOM	United States Northern Command
USPACOM	United States Pacific Command
USSOUTHCOM	United States Southern Command
WFP	World Food Programme (UN)
WHO	World Health Organization

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