ASEAN
Disaster Management Reference Handbook

2015

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Welcome - Note from the Director

Dear Reader,

The Center for Excellence in Disaster Management and Humanitarian Assistance (CFE-DMHA) has a mandate to provide and facilitate education, training, and research in civil-military operations, particularly operations that require international disaster management and humanitarian assistance and operations that require coordination between the Department of Defense and other agencies. In line with that mandate, CFE-DMHA has conducted research to create reference books on disaster management roles, processes, capabilities and vulnerabilities.

This Disaster Management Reference Handbook Series is designed to provide decision makers, planners and responders a comprehensive understanding of regional disaster management plans and structures, including information on key domestic disaster response entities, basic regional background, and local and international humanitarian organizations present in the region. CFE-DMHA produces country and regional reference books to provide a commonly available baseline of information regarding disaster management environments. Many places in the Pacific Basin are subject to a variety of disasters including floods, droughts, and landslides, and these handbooks provide a context for regional-specific factors that influence disaster management.

This reference book has been compiled by CFE-DMHA from publicly available sources. It is a working document and will be periodically updated to reflect changes in information. We request your feedback to improve this document and help fill any gaps to enhance its future utility. Please send any feedback or questions to cfe-dmha.fct@pacom.mil.

Sincerely,

Col Joseph D. Martin
Director

Information about the Center for Excellence in Disaster Management and Humanitarian Assistance

Overview

The Center for Excellence in Disaster Management and Humanitarian Assistance is a U.S. Department of Defense organization that was established by U.S. Congress in 1994 and is a direct reporting unit to U.S. Pacific Command. The Center is located on Ford Island, Joint Base Pearl Harbor-Hickam, Hawaii. The Asia-Pacific region is our priority of effort and collaboration is the cornerstone of our operational practice.

CFE-DMHA was founded as part of the late Senator Daniel K. Inouye's vision. The Senator had witnessed the effects of Hurricane Iniki that struck the Hawaiian Islands in 1992, and felt the civil-military coordination in the response could have been more effective. He set about to establish the CFE-DMHA to help bridge understanding between civil and military responders, and to provide a DOD platform for building DMHA awareness and expertise in U.S. forces, and with partner nations in the Asia-Pacific. While maintaining a global mandate, the Asia-Pacific region is our priority of effort and collaboration is the cornerstone of our operational practice.

Our Mission

Facilitate collaborative partnerships, conduct applied research, and develop education, training, and information sharing programs in order to enhance U.S. and international civil-military preparedness, knowledge, and performance in disaster management and humanitarian assistance.

Vision

Promote excellence in disaster management by connecting people, improving coordination, and building capability.

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Disaster Management
Reference Handbook
Series Overview

The Disaster Management Reference Handbook Series is intended to provide decision makers, planners, responders and disaster management practitioners with an overview of the disaster management structure, policies, laws, and plans for each country covered in the series. Overviews of natural and man-made threats most likely to affect the country are discussed. The handbooks also provide basic country background information, including cultural, demographic, geographic, infrastructure and other basic country data. Endemic conditions such as poverty, water and sanitation, food security and other humanitarian issues are included. A basic overview of the health situation in the country and disease surveillance is also covered.

The handbooks include information on key national entities involved in disaster management, disaster response and preparation, and the military's role in disaster relief is discussed. Information on UN agencies, international Non-Governmental Organizations (NGOs), major local NGOs, and key U.S. agencies and programs in the country, are also provided. The overall aim is to provide a guide that brings together important information about disaster management and response for each country in an effort to provide a basic understanding for the reader.

Information in the handbooks are compiled and based primarily on trusted, reliable, publicly-available sources. Much of the information used is from U.S. or other government sources, UN sources, NGO websites, scholarly references, foreign government websites, and various media sources.

Whenever further information available may be relevant, a link to the original internet source is provided. Each handbook is a working document and will be updated periodically as new, significant information becomes available. Constructive feedback is requested to further refine this document.

We hope that you find these handbooks informative, reliable and useful in understanding disaster management and response for this country. For comments, questions or to request additional printed copies of our Disaster Managment Reference Handbooks please contact the Center for Excellence at: (808) 472-0518.

Please visit our website (http://www.cfe-dmha. org) to view the latest electronic versions available.

Executive Summary

Southeast Asia is a highly disaster prone region, with a diverse range of natural hazards including floods, droughts, earthquakes, volcanoes, tsunamis, and disease outbreaks. Therefore, Member States in the Association of Southeast Asian Nations (ASEAN) are highly vulnerable to these devastating crises. With rapid urbanization, dynamic economic growth, and traditional security concerns as parts of the Southeast Asia context, natural disasters present a threat not only to life and property, but to the development gains that the ASEAN members have made and continue to make.

This first-of-its-kind reference book highlights the important work ASEAN has accomplished to advance collaboration among its Member States through common principles, coordination structures and goals for disaster management. ASEAN seeks to build more resilient governance mechanisms which allow for effective disaster risk reduction, response, and recovery. Furthermore, ASEAN communities, agreements, and programs successfully connect these crisis management functions to long-term economic, social, and infrastructure development throughout the region.

In addition to helping Member States build capacity, ASEAN plays an important role in addressing cross-border hazards for multiple countries. ASEAN provides a venue where all members are equal and can raise trans-national disaster-related issues that may not be addressed through other multilateral venues. The "ASEAN Way" focuses on respecting cultural norms while solving regional problems and refers to an informal working process centered on consensus building. This interactive style is crucial to developing culturally-appropriate and context-relevant solutions and is an empowering method for countries to leverage external support while owning the process.

Disaster management and humanitarian assistance are widely considered safe entry points for multinational cooperation as all countries can support the humanitarian imperative and United Nations' guiding principles. Natural hazards are a common threat to all ASEAN Member States, and while countries may not always be willing to discuss sensitive security or political issues, they are likely willing to address crisis management. As explained in in detail throughout this handbook, ASEAN has established key groups which enhance disaster preparedness and strengthen regional security cooperation. Some of the most notable entities include the ASEAN Coordinating Center for Humanitarian Assistance on Disaster Management (AHA Center), the ASEAN Defense Ministers' Meeting Plus Experts' Working Group on Humanitarian Assistance/Disaster Relief (ADMM+EWG HA/DR), and ASEAN Regional Forum's Disaster Relief Exercise (ARF DiREx). The ASEAN Ministerial Meeting and ARF Inter-Sessional meeting on Disaster Relief are two additional forums for exchanging multinational lessons learned and best practices on reducing risk and enhancing resiliency to inevitable disasters.

ASEAN's significant progress in building Southeast Asia's proficiency to respond to an HA/DR event is world-renown. The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) provides a framework for developing operational procedures for rapid, joint, and effective response to disasters. Additionally, many nations have established mutual support agreements with countries outside their region. These arrangements are instrumental in establishing expectations regarding disaster response capabilities and capacities. Continued outreach through the ASEAN Regional Forum will continue to involve countries such as Japan, United States, Australia and Canada, as well as the European Union (EU) and others who have an interest in helping ASEAN mitigate disaster risk and from whom ASEAN could draw appropriate crisis response resources.

As emphasized throughout this comprehensive reference book, ASEAN's accomplishments and body of work over the last four decades is a prologue to the way ahead for its disaster management endeavors. Analysis of ASEAN's crisis-related groups, declarations, concords, policies and other enabling resources can effectually inform civilian and military professionals before the next disaster hits. Therefore, representatives of ASEAN and the international humanitarian community, members of U.S. Pacific Command and partner nation armed forces, U.S. and foreign government officials, emergency managers and first responders, and public-private partners alike are highly encouraged to become familiar with the contents of the following pages. A thorough understanding of ASEAN coordination mechanisms and guidelines can make the difference in achieving a greater unity of effort, potentially saving hundreds of lives in the world's most vulnerable region to natural disasters.

Center for Excellence in Disaster Management & Humanitarian Assistance

ASEAN
Introduction

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Introduction

ASEAN was preceded by the Association of Southeast Asia (ASA) in 1961 comprised of the Philippines, Malaysia, and Thailand. Indonesia, Malaysia, the Philippines, Singapore, and Thailand initially formed the Association of Southeast Asia Nations (ASEAN), primarily a political and economic organization, in August 1967.[1] Since ASEANs formation, membership has expanded to include Brunei Darussalam (1984), Vietnam (1995), Lao Peoples Democratic Republic (1997), Myanmar (Burma) (1997), and Cambodia (1999). In 1997, the organization created the ASEAN plus 3 forums to incorporate the People's Republic of China, Japan, and the Republic of South Korea in the ASEAN sphere of cooperation, collaboration and consultation.[2] Additionally, ASEAN is supported by a group identified as "Dialogue Partners" which includes Australia, Canada, the People's Republic of China, the European Economic Union, India, Japan, Republic of South Korea, New Zealand, Pakistan, Russia, and the United States of America.

The ASEAN charter was issued in December 2008."[3] "Policymakers constantly utilize compromise, consensus, and consultation in the informal decision-making process...it above all prioritizes a consensus-based, non-conflictual [sic] way of addressing problems. Quiet diplomacy allows ASEAN leaders to communicate without bringing the discussions into the public view."[4] Security and military issues are raised through the communities and the different forums in ASEAN. ASEAN covers a land area of 4.4 million square kilometers (1.7 million square miles), three percent of the total land area of the Earth. ASEAN territorial waters cover an area approximately three times larger than its land counterpart. The Member States have a combined population of approximately 625 million people, 8.8 percent of the world's population. In 2013, the organization's combined nominal Gross Domestic Product (GDP) had grown to more than USD $3.0 trillion.[5] If ASEAN were a single entity, it would rank as the seventh largest economy in the world, behind the United States, China, Japan, Germany, France, and the United Kingdom.[6]

ASEAN Member States represent some of the most disaster prone countries in the world. They account for more than 30 percent of all global disaster fatalities and nearly nine percent of those populations affected by disasters. From 2000-2010, annual financial losses from natural disasters have averaged USD $4.4 billion.[7] Floods are the most commonly occurring or prevalent natural disaster, while cyclones are the most deadly on an average annual basis. However, it is important to note that the each Member State faces different disaster hazards, meaning that in order to effectively influence and coordinate disaster management, the organization needs to understand the primary and secondary threats to its members. Likewise, the Member States have various resource challenges, which create a complex dynamic for ASEAN to meet the needs and goals of all of its members. In other words, ASEAN needs to have disaster management goals and agreements that address the aims of its most developed members while supporting the needs of its least developed members, at the same time recognizing the most likely and worst case disaster scenarios across the region.

The 2014 World Risk Report provides scores for 171 countries in the categories of disaster exposure, vulnerability, susceptibility, lack of coping capacities, and lack of adaptive capacities. The scores are further combined to produce a composite World Risk Index score and ranking. Some of the ASEAN Member States have high exposure scores, but overall the scores are not alarmingly high given the proliferation of disaster hazards in that region. However, as shown in the table below, nine of the 10 ASEAN members are in the 60th percentile or higher, and 5 of those members are in the 80th percentile, for lack of coping capacities. These high scores reflect a lack of ability to mitigate impacts and to respond effectively to reduce the damages of a disaster. ASEAN may be able to help its members improve these factors through the agreements, structures, guidelines, and standards it has established for disaster management.

Rank	Country	WRI	Exposure	Vulnerability	Susceptibility	Lack of Coping Capacities	Lack of Adaptive Capacities
12	Brunei Darussalam	16.23%	41.10%	39.48%	17.97%	63.08%	37.40%
9	Cambodia	17.12%	27.65%	61.90%	41.99%	86.96%	56.74%
34	Indonesia	10.55%	19.36%	54.48%	32.06%	80.98%	50.40%
100	Lao PDR	5.75%	9.55%	60.21%	41.69%	84.00%	54.96%
88	Malaysia	6.51%	14.60%	44.60%	19.65%	67.56%	46.59%
43	Myanmar	9.14%	14.87%	61.48%	37.32%	87.21%	59.92%
2	Philippines	28.25%	52.46%	53.85%	33.35%	80.03%	48.17%
160	Singapore	2.25%	7.82%	28.78%	14.41%	49.20%	22.73%
90	Thailand	6.38%	13.70%	46.61%	19.87%	75.46%	44.50%
18	Vietnam	13.09%	25.35%	51.64%	27.98%	76.87%	50.05%[8]

Table 1: Disaster Categories for ASEAN Member States

ASEAN Architecture and Structure

ASEAN has a complex organizational structure that relies on overlapping authorities and capabilities to support the ASEAN mission, purpose, and goals. A simplified way to explain the ASEAN architecture is to imagine that there are two parts of ASEAN: one consists of organizational structures and forums for the Member States, and the other handles the day-to-day functioning of the organization. Each year, one ASEAN Member State assumes the ASEAN Chairmanship. Article 31 of the ASEAN charter determines that the Chairmanship will rotate annually based on the alphabetical order of the Member States' English names. The Chair sets the vision and leads the events and venues in which Member States participate; the Secretariat is responsible for the oversight and management of ASEAN's operations. In a more results-oriented view, the Chair leads the parts of ASEAN that produce agreements and policy, while the Secretariat conducts the work that yields the implementation of those agreements and policies.

ASEAN Chair

While serving as the ASEAN Chair, the Member State also chairs the ASEAN Summit, the ASEAN Coordinating Council, the ASEAN Community Councils, ASEAN Sectoral Ministerial Bodies and the Committee of Permanent Representatives. A point worth noting is that in 2014, Myanmar (Burma) assumed the Chairmanship for the first time since ASEAN's foundation.

As the Chair, each Member State identifies a theme for the year and sets priorities for ASEAN. The annual rotation of the Chairmanship presents a challenge in that the Member States want to demonstrate leadership and influence the direction of the organization during their year as Chair; however, at the same time they need to maintain some level of continuity toward the big picture goals. It is also a reality that countries want to set priorities and goals that can be achieved in the year during their Chairmanship, so there may be tension between wanting to show short-term results and long-term impacts. Accordingly, the relative emphasis on disaster management for the organization may fluctuate from year to year as priorities change.

ASEAN Secretariat

The ASEAN Secretariat was created by the Agreement on the Establishment of the ASEAN Secretariat that was adopted in Bali on February 24, 1976. The ASEAN Secretariat mandate is "to provide for greater efficiency in the coordination of ASEAN organs and for more effective implementation of ASEAN projects and activities."[9] The Secretariat's mission is "to initiate, facilitate, and coordinate ASEAN stakeholder collaboration in realizing the purposes and principles of ASEAN as reflected in the ASEAN Charter."[10] While the ASEAN Chair sets the themes and priorities for the year and leads significant events, the Secretariat performs

the critical functions to maintain continuity and progress through its ongoing actions.

The Secretary General has oversight of the three ASEAN Communities: the Political-Security Community, the Economic Community, and the Socio-Cultural Community. Under each of those Communities are the Directorates and Divisions charged with advancing the agenda and implementation of these communities, including the Disaster Management and Humanitarian Assistance Division within the ASEAN Socio-Cultural Community Department. The Secretariat also manages the evaluation and audit, strategic planning, and connectivity
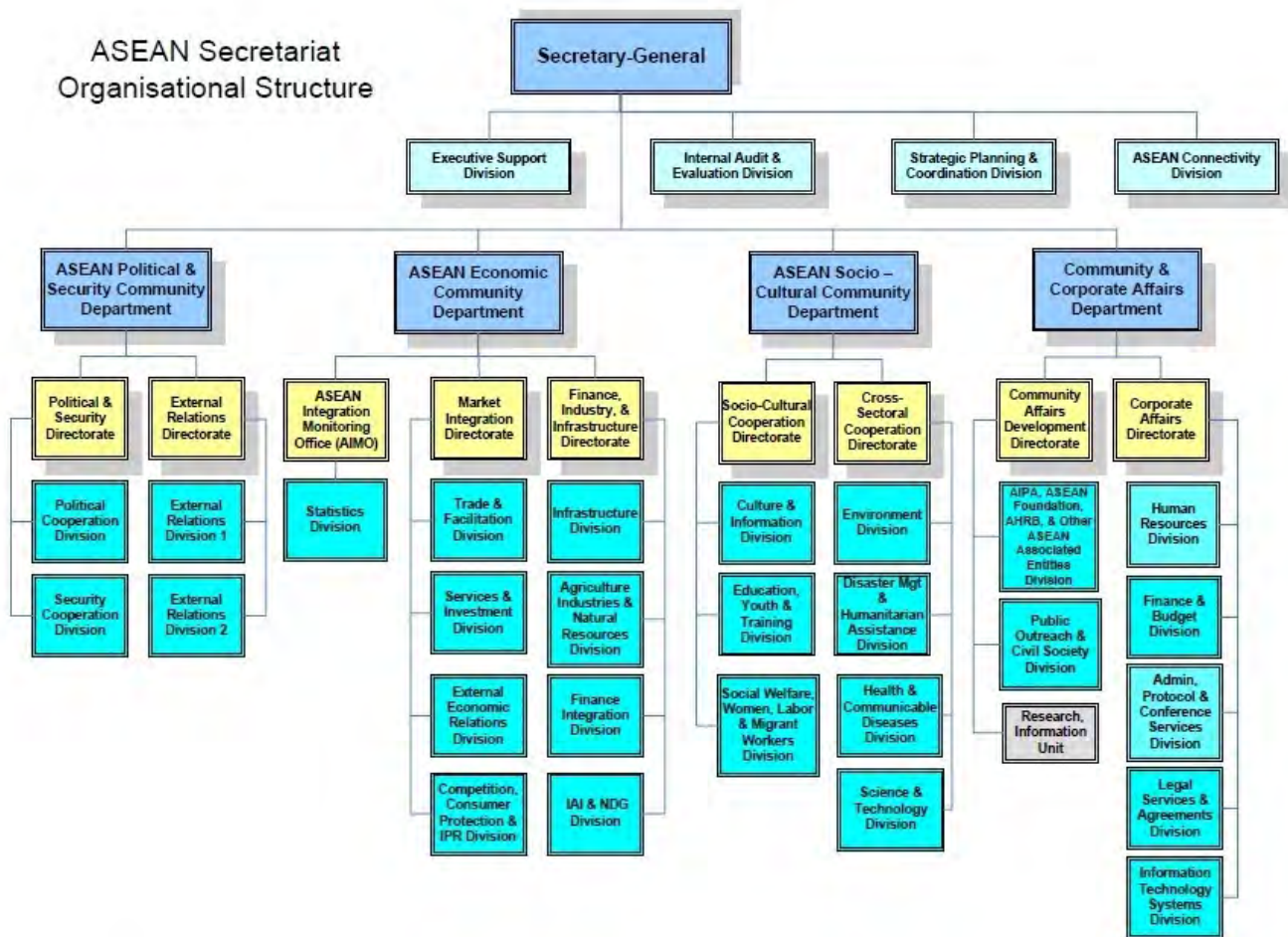

Figure 1: ASEAN Secretariat Organizational Structure[11]

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ASEAN
Mission and Priorities

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Mission and Priorities

The ASEAN Charter provides the following list of purposes for the organization:[12]

- To maintain and enhance peace, security and stability and further strengthen peace-oriented values in the region;

- To enhance regional resilience by promoting greater political, security, economic, and socio-cultural cooperation;

- To preserve Southeast Asia as a Nuclear Weapon-Free Zone and free of all other weapons of mass destruction;

- To ensure that the peoples and Member States of ASEAN live in peace with the world at large in a just, democratic and harmonious environment;

- To create a single market and production base which is stable, prosperous, highly competitive and economically integrated with effective facilitation for trade and investment in which there is free flow of goods, services and investment; facilitated movement of business persons, professionals, talents and labor; and freer flow of capital;

- To alleviate poverty and narrow the development gap within ASEAN through mutual assistance and cooperation;

- To strengthen democracy, enhance good governance and the rule of law, and to promote and protect human rights and fundamental freedoms, with due regard to the rights and responsibilities of the Member States of ASEAN;

- To respond effectively, in accordance with the principle of comprehensive security, to all forms of threats, transnational crimes and trans-boundary challenges;

- To promote sustainable development so as to ensure the protection of the region's environment, the sustainability of its natural resources, the preservation of its cultural heritage and the high quality of life of its peoples;

- To develop human resources through closer cooperation in education and life-long learning, and in science and technology, for the empowerment of the peoples of ASEAN and for the strengthening of the ASEAN Community;

- To enhance the well-being and livelihood of the peoples of ASEAN by providing them with equitable access to opportunities for human development, social welfare and justice;

- To strengthen cooperation in building a safe, secure and drug-free environment for the peoples of ASEAN;

- To promote a people-oriented ASEAN in which all sectors of society are encouraged to participate in, and benefit from, the process of ASEAN integration and community building;

- To promote an ASEAN identity through the fostering of greater awareness of the diverse culture and heritage of the region; and

- To maintain the centrality and proactive role of ASEAN as the primary driving force in its relations and cooperation with its external partners in a regional architecture that is open, transparent and inclusive.

The ASEAN Declaration outlined the following purposes:[13]

- To accelerate the economic growth, social progress, and cultural development in the region through joint endeavors in the spirit of equality and partnership in order to strengthen the foundation for a prosperous and peaceful community of Southeast Asian Nations;

- To promote regional peace and stability through abiding respect for justice and the rule of law in the relationship among countries of the region and adherence to the principles of the United Nations Charter;

- To promote active collaboration and mutual assistance on matters of common interest in the economic, social, cultural, technical, scientific, and administrative fields;

- To provide assistance to each other in the form of training and research facilities in the educational, professional, technical, and administrative spheres;

- To collaborate more effectively for the greater utilization of their agriculture and industries, the expansion of their trade, including the study of problems of international commodity trade, the improvement of their transportation and communications facilities and the raising of the living standards of their peoples;

- To promote Southeast Asian studies; and

- To maintain close and beneficial cooperation with existing international and regional organizations with similar aims and purposes, and explore all avenues for even closer cooperation among themselves.

These two sets of purposes have deep relevance to the advancement of disaster management through ASEAN. The emphasis on strengthening resilience, stability, and development has connections to the disaster preparedness and response goals in ASEAN's disaster management agreements and policies. ASEAN's advocacy for peace and non-proliferation can help diminish the risk of complex emergencies and their ensuing humanitarian crises in the region. In its Charter, ASEAN commits to improving the situations of marginalized groups like the impoverished and minorities (ethnic, political, gender, or otherwise). Marginalized groups are generally more vulnerable to disasters and experience greater impacts as a result of disasters. In corrupt systems, marginalized groups may also face discrimination through the unequitable distribution of relief after a disaster hits. Enhancing the improvement of science and technology education and research will yield benefits for understanding natural hazards and how to better mitigate the impacts of disasters.

ASEAN
Key Groups in Disaster Management

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Key Groups in Disaster Management

There are many key groups engaged in disaster management within ASEAN. Each of these groups within ASEAN either exists to enhance disaster management in the region or views disaster management as a crucial component of a larger security strategy. ASEAN has recently acknowledged the need to strengthen cooperation mechanisms, especially with governments and regional organizations outside of the ten ASEAN nations. The efforts to enhance the cooperation mechanism will help to address the overlap and power and authorities between the groups. In 2013, the ASEAN heads of state declared that they "encourage a joint effort and more integrated coordination and synergy in disaster management among the various ASEAN-related mechanisms, wherever possible, in particular the AMMDM, ADMM, ADMM-Plus, ARF, and EAS."[14] This section will discuss the purpose, membership, documents, activities, and meetings of these key groups.

Disaster Management and Humanitarian Assistance Division of the ASEAN Secretariat

The ASEAN Secretariat is the permanent coordinating and implementing office for projects and activities throughout ASEAN. While the numerous ASEAN meetings are attended by government officials for several days before they return to their normal duties, the Secretariat is comprised of several hundred people who keep ASEAN projects and initiatives moving forward. The Secretariat was established in 1976 by the foreign ministers of ASEAN Member States. Based in Jakarta, it is aligned with the ASEAN Communities concept: there is the ASEAN Political-Security Community Department, the ASEAN Economic Community Department, the ASEAN Socio-Cultural Community Department, and the Community and Corporate Affairs Department. The organization is led by a Secretary-General. In 2009, ASEAN Leaders tasked the Secretary-General to be the ASEAN Humanitarian Assistance Coordinator for both natural disasters and pandemics. [15] The nature and responsibility of the tasking is unclear. In 2012, the secretariat had a budget of USD $15.7 million and a staff of around 260 people.[16]

The Disaster Management and Humanitarian Assistance Division of the Secretariat (commonly referred to as the Secretariat) falls under the
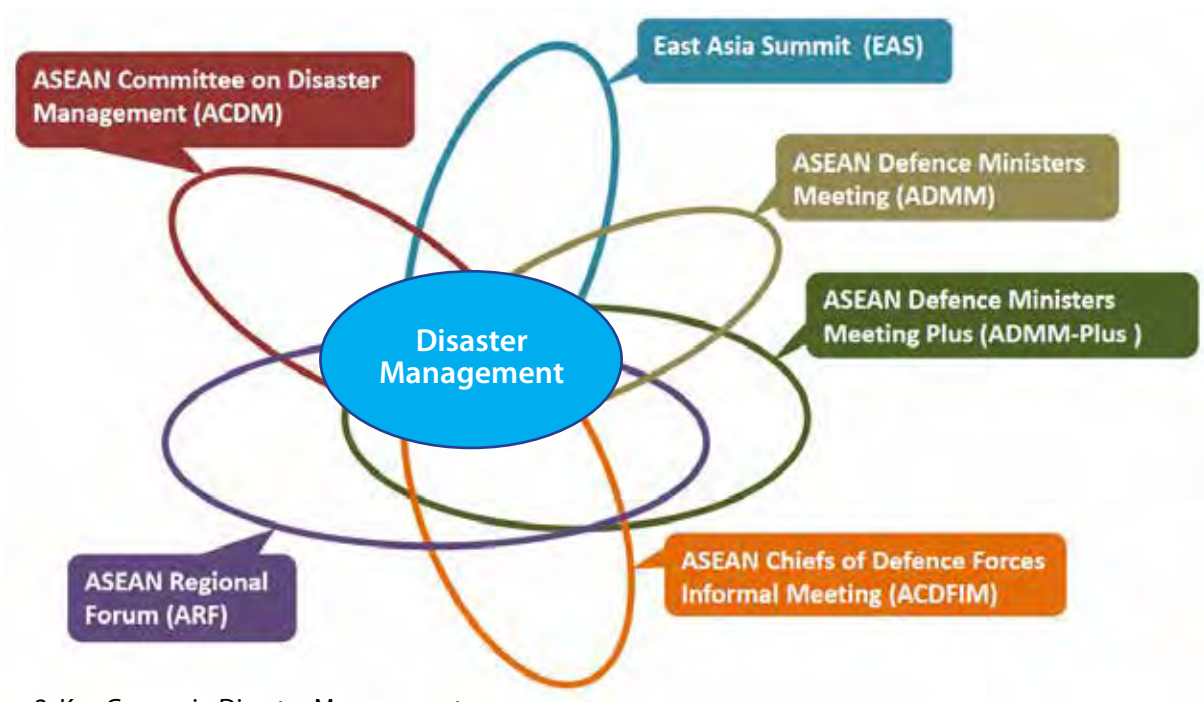

Figure 2: Key Groups in Disaster Management

Cross-Sectoral Cooperation Directorate of the Socio-Cultural Community Department.

The purpose of the Disaster Management and Humanitarian Assistance Division is to manage ASEAN cooperation in disaster management, which involves facilitating implementation of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER).[17] Specifically, the ASEAN Secretariat's role is included in AADMER's provisions. Aspects of the role include:

1. Arranging for and servicing meetings of the Conference of the Parties and of other bodies established AADMER;

2. Transmitting to the Parties notifications, reports and other information received in accordance with AADMER;

3. Considering inquiries by and information from the Parties, and consulting with them on questions relating to AADMER;

4. Ensuring the necessary coordination with other relevant international bodies and, in particular, to enter into administrative arrangements as may be required for the effective discharge of the Secretariat functions; and

5. In line with Article 24 of the Agreement, the ASEAN Secretariat will also administer the ASEAN Disaster Management and Emergency Relief Fund to be established under the Agreement.

In line with Article 11.2.b of the ASEAN Charter (i.e. on the role of the Secretary-General of ASEAN and the ASEAN Secretariat) the ASEAN Secretariat will additionally be responsible in facilitating and monitoring progress in the implementation of AADMER and its Work Program. The ASEAN Secretariat provides policy coordination support, conducts monitoring and evaluation of the AADMER, and serves as the Secretariat to both the COP and ASEAN Committee on Disaster Management (ACDM). The ASEAN Secretariat sits on the Governing Board of the AHA Center, and provides direct support to the Secretary-General of ASEAN in performing his/her duties as the ASEAN Humanitarian Assistance Coordinator.[18] According to a 2014 Brookings Institute Report, and Humanitarian Assistance and Disaster Management Division of the secretariat has "ten staff members, of which five are core staff and five project and seconded staff."[19]

ASEAN Committee on Disaster Management

ACDM is ASEAN's core disaster management policy-making body. The ACDM was formed in 2003 by the ASEAN Standing Committee, which is composed of the Directors General of the ASEAN Departments of the nations' respective Ministries of Foreign Affairs.[20] Prior to the ACDM's existence, disaster management within ASEAN was addressed through working groups as specified in the Declaration of ASEAN Concord I in 1976 and in the Declaration on Mutual Assistance on Natural Disasters.[21] However, these working groups were unable to influence at the countries' national level whereas ACDM has more impact.

The ACDM envisions itself as a "region of disaster resilient nations, mutually assistant and complementing one another, sharing a common bond in minimizing adverse effects of disasters in pursuit of safe communities and sustainable development."[22] The group's mission is to "enhance cooperation in all aspects of disaster management prevention, mitigation, response, and recovery through mutual collaborative activities."[23] The ACDM is a part of the ASEAN socio-cultural community however this position could change as ASEAN partners and parties recognize disaster management as a security issue and militaries as important disaster responders. The ACDM is comprised of the heads of the ten ASEAN countries' national disaster management organizations (NDMOs). These are:

- Brunei Darussalam's National Disaster Management Center

- Cambodia's National Committee for Disaster Management (NCDM)

- Indonesia's National Agency for Disaster Management (BNPB)

- Lao PDR's National Disaster Management Office, Ministry of Labor and Social Welfare

- Malaysia's National Security Council (MKN)

- Myanmar's (Burma) Relief and Resettlement Department, Ministry of Social Welfare

- The Philippines' National Disaster Risk Reduction and Management Council and Administrator (NDRRMC)

- Singapore's Civil Defense Force (SCDF)

- Thailand's Department of Disaster Prevention

and Mitigation (DDPM)

- Vietnam's Central Committee of Flood and Storm Control (CCFSC)[24]

The ACDM is led by a Chair and a Vice Chair which are rotated annually between the ten Member States. Additionally, ASEAN country representatives each spearhead lines of effort as decided by the ACDM in their annual meeting. Each country provides one designated person as a focal point for ACDM and three alternates for coordination purposes.[25] Key formal working groups include the Preparedness and Response Working Group, the Recovery Working Group, and the Prevention and Mitigation Working Group. Each of the working groups has permanently assigned lead nation from among the ASEAN members and which serve as the Chair of the group.

The Committee has three core functional roles. First, they act as the Governing Board for the ASEAN Coordinating Center for Humanitarian Assistance (AHA Center).[26] In this role, the ACDM sets the scope of the AHA Center's roles and responsibilities and monitors the Center's performance. See the *AHA Center* section for more information. Second, the ACDM oversees the work program for the AADMER. This is a very important role as it operationalizes the **binding** international ASEAN treaty on disaster management. The

work program is a specific set of activities that are intended to "translate AADMER's spirit and intent into concrete actions and initiatives."[27] See the *AADMER* section for more information on the agreement and its work program. Lastly, the ACDM collaborates with ASEAN's Dialogue Partners (regional, international and multilateral agencies), NGOs, and the private sector in advancing the objectives of ASEAN cooperation in disaster management. ACDM's broad role is difficult to manage as other key groups in ASEAN begin to deepen their interest in disaster management as a tool for diplomacy.

In 2011, the ACDM officially launched the AHA Center and undertook a number of supporting projects. The projects include standing up the ASEAN Emergency Rapid Assessment Team (ERAT) and beginning development of the knowledge management system and disaster emergency logistics system (DELSA). See the *ERAT* and *DELSA* sections for more information on these programs.

In 2012, ACDM operationalized the AHA Center and focused on "promoting cross-sectoral coordination and multi-stakeholder partnership."[28] This may have been in reaction to the proliferation of exercises, working papers, and meetings on disaster management by other ASEAN-affiliated groups like the ASEAN Regional Forum (ARF) and the East Asia Summit (EAS).

Year	Chair	Description
2012	Thailand	The 19th ACDM accomplished the following progress: Discussed urgent issues related to the operationalization of the AHA Center; Reviewed implementation of AADMER and the Work Program (2010-2015); Endorsed the program proposal on the ASEAN DELSA; Reached decisions on cooperation with EAS and military/defense counter-part in disaster management; and Determined Vietnam would host the ASEAN ARDEX 2013.[29] The 20th ACDM focus was on studying the linkage between the EAS Work Plan and the AADMER Work Plan
2013	Vietnam (Note: the 21st ACDM was held in Thailand)	Thailand hosted the 21st ACDM in Chiang Mai. The focus was on monitoring and evaluation updates related to the progress of the AADMER Work Program [30] Vietnam hosted the 22nd and 23rd ACDM in Hanoi
2014	Brunei Darussalam	Both the 24th and 25th ACDM took place in Brunei Darussalam. The 25th ACDM was held concurrently with the 3rd Conference to the Parties (COP) of AADMER and the ASEAN Ministerial Meeting on Disaster Management (AMMDM).[31]
2015	Cambodia	The 26th ACDM focus was on "ASEAN's sustainability, solidarity, power, and commitment to make its own people and community safe and resilient to disaster and climate change."[32]

Table 2: ACDM Annual Meetings

Following the 27th ACDM, Cambodia released a list of priority areas and strategic directions for the country's chairmanship:

- Development of the "ASEAN Declaration on One ASEAN, One Response: ASEAN responding to Disasters as One in the Region and Outside the Region" with an aim to launch it at the 27th ASEAN Summit in November 2015;

- Promoting cross-sectoral and multi-stakeholder participation to establish consistency in all of ASEAN's policies and programs related to disaster management; and

- Ensuring the sustainability of AHA Center and the development of the Post-2015 AADMER Work Program.[33]

"One ASEAN, One Response" is the ACDM's newest initiative. While many of the details are not yet available, it represents a push to coordinate and synchronize the many ASEAN disaster response mechanisms. The initiative is part of a pattern of more strategic, long term thinking across ASEAN. Many work plans and programs expire in 2015; therefore, this initiative marks the beginning of the next period in ASEAN's disaster response capacity. "One ASEAN, One Response" envisions a role in which eventually ASEAN Member States collectively respond to disaster outside of the region as assisting states.[34]

ASEAN Ministerial Meeting on Disaster Management

The ASEAN Ministerial Meeting on Disaster Management (AMMDM) is a relatively new group in the ASEAN disaster management sphere. The AMMDM was created in October 2013, when the ASEAN heads of state signed the *ASEAN Declaration on Enhancing Cooperation in Disaster Management*.[35] See the *Guiding Documents* section for more information on this declaration. Among other important actions, the document "welcomed the convening of the AMMDM as the ASEAN ministerial body in charge of promoting ASEAN cooperation in disaster management."[36] This is a very significant role for a newly convened group. At the Second AMMDM, Ministers from each of the ASEAN Member States adopted the terms of reference of the AMMDM and agreed to convene every year,

consecutively with the COP and AADMER.[37] It appears that the AMMDM is a higher ministerial level group that oversees the ACDM within the ASEAN Socio-Cultural Community, but the actual breakdown of roles and responsibilities were not available.[38] The higher-level meeting may have been necessary in order to facilitate dialogue between ministries that regularly interact with foreign partners vice the ACDM which is comprised of domestic responders.

As of May 2015, the AMMDM has met twice – the most recent meeting occurred in conjunction with the 3rd Meeting of the COP to the AADMER in Brunei in October 2014. The meeting promoted regular dialogue with other ASEAN ministerial bodies to ensure synchronization of effort in building safer and disaster-resilient communities.[39]

Joint Task Force for Humanitarian Assistance and Disaster Response

The Joint Task Force (JTF) for Humanitarian Assistance and Disaster Response was created in 2014 by the Secretariat, to promote "synergy" between relevant ASEAN bodies on HADR (ASEAN HADR mechanisms). The ACDM has been designated as the lead ASEAN group for the JTF and the chair of the ACDM heads these meetings. The JTF held two meetings as of this writing, in Bandar Seri Begawan, the capital of Brunei Darussalam in May and October 2014.

The first JTF meeting was convened to encourage coordination and synergy on HADR as well as to provide a platform to review common concerns on HADR. Among the discussions were the sharing of best practices and recommendations. The first meeting also sought to create a framework that envisioned multi-sector coordination that promoted ASEAN's "leadership and centrality" in responding to disasters.[40]

Participants at the meetings included representatives from the ACDM, the AMMDM, the ASEAN Defense Ministers Meeting (ADMM), the ASEAN Defense Ministers' Meeting Plus (ADMM-Plus), the ASEAN Regional Forum (ARF), the East Asia Summit (EAS), the ASEAN Senior Officials' Meeting (SOM), the ASEAN Defense Senior Officials' Meeting (ADSOM), the ASEAN Senior Officials' Meeting on Health Development (SOMHD), and the Senior Officials' Meeting on Social Welfare and Development (SOMSWD).[41] Other relevant ASEAN sectoral bodies also participate in the JTF meetings.

The ASEAN JTF for HADR group appears to be aiming to hold meetings twice a year and it is unclear whether this frequency will increase. There is no official U.S. representative to the JTF for HADR, however, U.S. participation is allowed through an ASEAN grouping that attends the JTF meeting that the U.S. is a member of (such as the ADMM-Plus, ARF or through the EAS).[42]

ASEAN Regional Program on Disaster Management

The ASEAN Regional Program on Disaster Management (ARPDM) was an ACDM-led initiative from 2004 to 2010, to increase "cooperation among the Member Countries [which] will cover capacity building, sharing of information and resources, engaging external partnerships, and public education, awareness and advocacy in disaster management."[43] The program was established by the ACDM with support from the Asia Disaster Preparedness Center (ADPC) between 2002 and 2003, and pre-dates the AADMER.[44] In 2002, the ARPDM was drafted in Bangkok when all ten Member States participated and identified the following as core activities for cooperation: training, information sharing, flood mitigation, resource inventory, and exercises.[45] The ARPDM's final objectives and components follow:[46]

OBJECTIVES	SUB-COMPONENTS
Component 1: Establishment of ASEAN Regional Disaster Management Framework	
Promote cooperation and collaboration among Member Countries in all areas of disaster management including joint projects, collaborative research and networking.	Establishment of the ASEAN Response Action Plan (RAP) Enhancing Quick Response Capacities of Member Countries ASEAN Joint Simulation Exercises for Disaster Relief Technical Cooperation Projects Earthquake Vulnerability Reduction Flash Flood, Landslide, Sea/ River Erosion Preparedness and Mitigation Dissemination of Flood Early Warning Safety of Children in Flood-Prone Areas Typhoon and Cyclone Preparedness and Mitigation Early Warning System for Land and Forest Fire Management and Haze Preparedness
Component 2: Capacity Building	
Strengthen capacity building in areas of priority concern of Member Countries, and promote human resources development in disaster management in accordance with the needs of Member Countries	ASEAN Disaster Management Training Institutes Network Specialized Disaster Management Training Specialized Training in Risk, Damage and Needs Assessment Specialized Training in Collapsed Structure Search and Rescue Specialized Training in Forest Fire Fighting Refresher Courses/ Expertise Development Training on the Management of Disaster Stress and Behaviour
Component 3: Sharing of Information and Resources	
Promote sharing of information, expertise, best practices, and resources.	ASEAN Disaster Information Sharing and Communication Network (ASEAN DISCNet) Development of ACDM Website and NDMO Websites Establishing Effective Communication Systems Publication of ADMIN Newsletter ASEAN Inventory of Disaster Management Experts (Brain Bank) and Resources ASEAN Hazard and Vulnerability Mapping Project Research and Development and Dissemination of Good Practices Improved Use of Climate and Weather Forecasting
Component 4: Promoting Collaboration and Strengthening Partnerships	
Promote partnerships among various stakeholders (GOs, NGOs, and community based international organizations)	Supporting Community-Based Management Programs Partnerships with Relevant Organizations and NGOs Mobilizing Financial Support and Resources
Component 5: Public Education, Awareness and Advocacy	
Promote advocacy, public education and awareness program related to disaster management	ASEAN Day for Disaster Management Integration of Disaster Management in School Curricula Enhancing Disaster Management Public Education and Awareness Programs Mainstreaming Disaster Management into Development Plans of ASEAN Member Countries

Table 3: ARPDM's Objectives and Components

In many ways, the framework of the ARPDM has been superseded by the AADMER and its Work Programs. The ARPDM is currently out of date and there is no indication that it will be updated.

ASEAN Coordinating Center for Humanitarian Assistance on Disaster Management

The ASEAN Coordinating Center for Humanitarian Assistance (AHA Center) facilitates disaster management and emergency response in the region. The Center's creation was mandated by the AADMER, which contained terms of reference for establishing the AHA Center in order to facilitate coordination and cooperation among AADMER parties (ASEAN Member States). The terms of reference included sixteen possible functions for the AHA Center ranging from research to mitigation to facilitating response.[47] While the center's mandate is wide-reaching, setting up the organization has been a multi-year process. For example, the chart below shows initial steps prior to the AADMER's entry
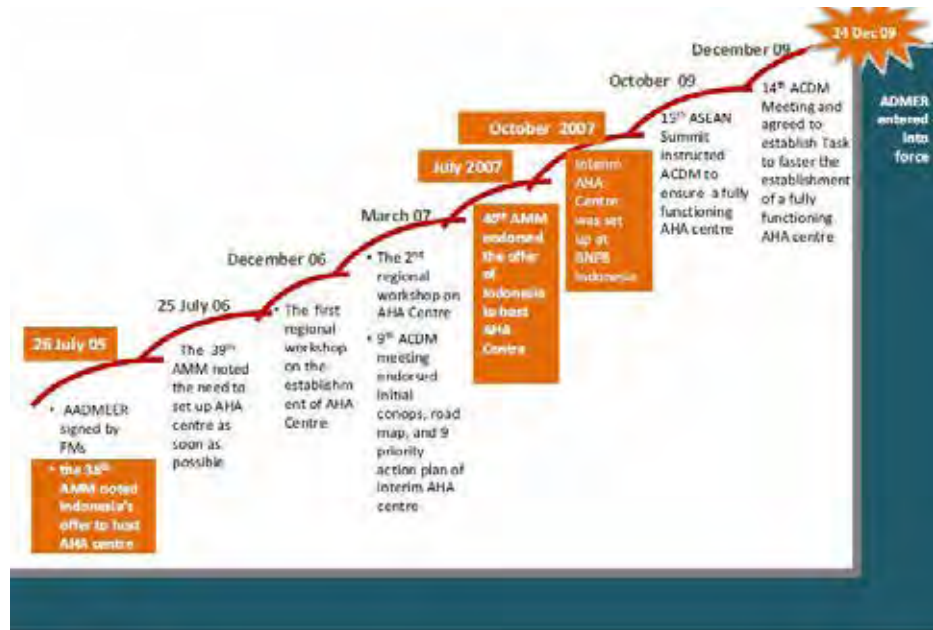
Figure 3: Milestones Leading to AHA Center Formation

into force.[48] Formal AHA Center operations began another two years after the event.

The AHA Center was formally established in 2011, with the signing of the *Agreement on the Establishment of the ASEAN Coordinating Center for Humanitarian Assistance on Disaster Management* in Bali, Indonesia, during the 19th ASEAN Summit.[49] The agreement was signed by the Member States' foreign ministers and witnessed by the countries' heads of state. The AHA Center is located in Jakarta, Indonesia. As set out in the agreement, the AHA Center is overseen by a Governing Board that generally has the same membership as the ACDM. The Executive Director reports to the board and heads a small team which primarily works on disaster monitoring, training, and response. The ACDM is advised by the Secretary General of ASEAN and the ASEAN Secretariat, and guided by the COP to AADMER. See the organizational chart below for a graphic depiction of this relationship:[50]

According to a 2014 report from the Brookings Institution, the Center has a staff of 17 and a budget of roughly USD $5.8 million.
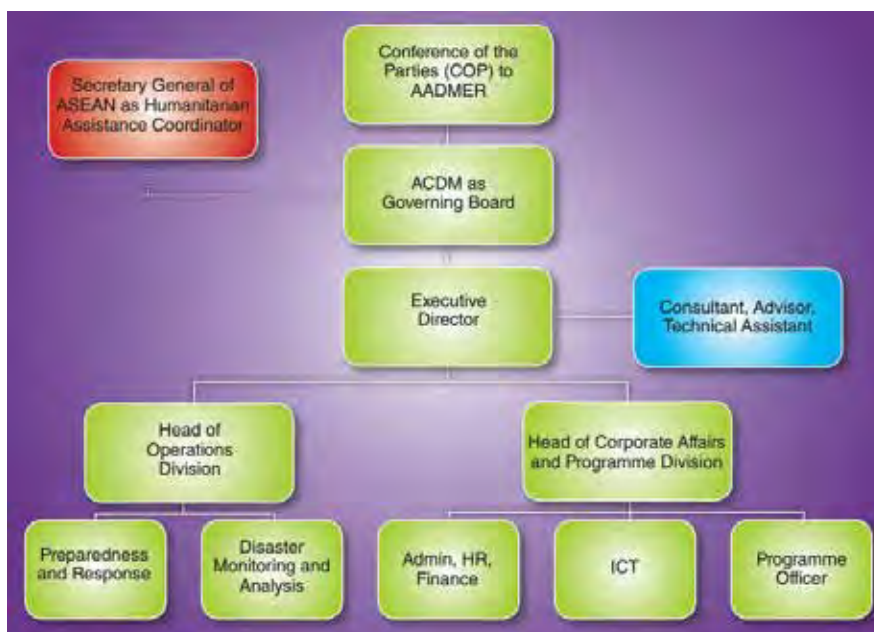
Figure 4: AHA Center Organizational Structure

Member States contribute USD $30,000 annually to the Center, and the remaining budget comes from donor governments including Australia, European Union, Japan, United Kingdom, New Zealand, the United States and others.[51] The budget level and staffing do not allow the Center to fulfill the mission initially envisioned for it, and many of the responsibilities in disaster risk reduction and capacity building have fallen to the NDMOs of Member States through the ACDM. To date, AHA Centre has prioritized development of its disaster monitoring and information management, response preparedness and response capacities, particularly in the area of logistics, and in 2014, started to look at developing an ASEAN guideline on Recovery.

The AHA Center's vision is to be the operational engine of the AADMER. The AHA Center carries the vision out through "facilitating regional cooperation for disaster management, facilitating joint emergency preparedness and response, and operationalizing regional coordination mechanisms on disaster management, particularly for emergency preparedness and response in the ASEAN region."[52] However, the Center currently focuses on monitoring and response, which encompasses just a small portion of the AADMER's intent. If the AHA Center assumes a more central role in disaster management in ASEAN, including risk reduction and resilience, the Center will require a much deeper pool of stable resources.

For now, the AHA Center has a specific group of functions:

- Facilitate regional cooperation for disaster management.

  - Receive information from Member States on the designated National Focal Points (NFP) and Competent Authorities (CAs) for AADMER; as well as any subsequent changes in their designations;

  - Receive, consolidate, and disseminate data, analysis and recommendations from the NFPs on risks and regional implications; and

  - Facilitate activities for technical cooperation and scientific research.

- Facilitate joint emergency preparedness and response.

  - Facilitate the establishment, review and maintenance of regional standby arrangements;

  - Receive, consolidate, update and disseminate data on available resources, earmarked assets, and capacities for regional standby arrangements;

  - Facilitate joint emergency response;

  - Receive information on measures taken by Parties to mobilize equipment, facilities, materials, human and financial resources for disaster response; and

  - Facilitate the processing of transit and exemptions, where appropriate, of personnel, facilities, and materials related to provision of assistance.

- Operationalize regional coordination mechanisms for emergency preparedness and response.

  - Implement and further develop the SASOP;

  - Oversee the maintenance and operationalization of the regional logistics hub in Subang, Malaysia in

  - cooperation with United Nations Humanitarian Response Depot (UNHRD) – World Food Program (WFP);

  - Facilitate the training and deployment of the ASEAN Emergency Rapid Assessment Team (ERAT);

  - Manage the AHA Center Fund and mobilize other resources;

  - Support the ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX) and actively participate in other regional disaster exercises to promote and test the interoperability of the ASEAN disaster management coordination mechanisms; and

  - Support Member States in developing and strengthening their emergency preparedness and response mechanisms and in institutionalizing AADMER.[53]

The AHA Center appears to have fully matured their monitoring function. The center generates situation reports on disasters

occurring within the ten Member States based on information from NDMOs, and occasionally carries out more in-depth analysis for larger scale disasters. The flash updates provide a concise overview of the disaster's impact and current response efforts. The center calls its web portal and database, the ASEAN Disaster Monitoring and Response System (DMRS). It is a version of the Pacific Disaster Center's DisasterAWARE software, and "integrates data from numerous sources, including national and international hazard monitoring and disaster warning agencies."[54]

Additionally, the AHA Center is establishing a more robust response capability. In 2012, the Center responded to disasters including a 6.8 Richter scale earthquake in the Mandalay region of Myanmar (Burma) and Typhoon Bopha in Mindanao, Philippines. In 2013, the AHA Center responded to a 7.2 Richter scale Aceh Earthquake, flooding in Lao PDR, a 7.2 Richter scale earthquake in the Central Visayas.[55] In 2013- 2014 they responded to Typhoon Haiyan (Philippines), and a preparedness deployment to Typhoon Hagupit (Philippines). Additionally, the AHA Center responded to flooding in Malaysia in 2015. [56]

Currently, the AHA Center has a number of related initiatives it is undertaking, and the following section will discuss the formation and progress, along with the initiatives' outlook in the coming years.

ASEAN Emergency Response Assessment Team

The ASEAN Emergency Response Assessment Team (ERAT) deploys to major disasters in ASEAN Member States in order to assist the affected state with damage and needs assessment and information sharing. The ERAT concept was proposed by the ACDM in March 2008. The team was first deployed in response to Cyclone Nargis in May 2008. The ERAT was used twice in this capacity by delivering both initial and long term needs assessments.[57] Since then, the team has responded to the disasters that the AHA Center has responded to. The team has also been "deployed in regional exercises, such as ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX) in Thailand (2008), ASEAN Regional Forum Disaster Relief Exercise (ARF DiREx) in Manado, Indonesia (2011), ARF DiREx in Thailand (2013), and ARDEX in Viet Nam (2013)." [58] Most recently, they deployed to the ARF DiREx held in Malaysia in 2015. [59]

In 2011, ERAT's mission was strengthened as a tool in the AADMER Work Program. Currently, ERAT's primary roles are:

- Conduct rapid assessments of the disaster affected areas;

- Estimate the scale, severity, and impact of the disaster;

- Gather information and report on the immediate needs of the affected population;

- Coordinate with AHA Center for the mobilization, response, and deployment of regional disaster management assets, capacities and humanitarian goods and assistance to the disaster affected areas.[60]

The ERAT uses guidelines developed by the ACDM with Singapore's guidance and modeled on those of the UN Disaster Assessment and Coordination Team (UNDAC). The guidelines outline roles, responsibilities, and detailed mission phases. The ERAT guidelines are designed to integrate with the SASOP and outline a system that works quickly and efficiently. Team members must be mobilized with eight hours of notification and should be prepared to be positioned at the disaster for two weeks. Responders from Member States comprise the ERAT, and undergo induction training. After training, members receive specialized skill-based training and are encouraged to participate in ARDEX or other disaster response exercises.[61] According to the AHA Center, there are roughly 90 trained ERAT members. Members also consist of individuals from the ASEAN Secretariat, the AHA Center, and NGOs.[62]

The preparation phase of an ERAT mission entails training, equipment procurement and maintenance, and personal readiness. The alert, activation, and mobilization phase is a detailed set of steps for recalling eligible ERAT personnel and selecting a team from those available. A team leader is selected by the AHA Center during this process and handles much of the deployment phase. The AHA Center facilitates customs and immigration clearances as personnel deploy from around ASEAN to the affected site. The on-site operations phase provides a snapshot of the immediate disaster situation. During the phase, ERAT members identify the scale and severity of the disaster, identify affected geographic areas, analyze the

impact on vulnerable populations, and assess immediate needs. In a deployment, ERAT members adhere to the following principles: relevancy, timeliness, coordination, information sharing, and objectivity. Team members have a detailed assessment questionnaire to begin data gathering. The team sets a goal of producing the first report within 72 hours of deployment, with ongoing reports and assessments for the duration of the on-site operations phase. The guidelines for the demobilization and after action sections are not written yet.[63] See below for a graphic representation of the mission cycle: [64]

Currently, efforts are underway to increase the reach and efficacy of the ERAT. The October 2013 declaration at the 23rd ASEAN Summit included language about strengthening ERAT.[65] Phase 2 of the AADMER Work Program identifies strengthening the ERAT as a priority, which will be accomplished by improving the quality and frequency of training provided. Additionally, the document envisions an expanded set of roles for the ERAT which contains response coordination, logistics support, and communications provision.[66]

The ERAT is working to build coordination mechanisms with the United Nations Office for the Coordination for Humanitarian Affairs (UNOCHA). The ERAT and the United Nations Disaster Assessment and Coordination (UNDAC) team have had several exercises in which the two groups tested their interoperability in terms of conducting a joint assessment, information sharing, planning and civil-military coordination. The groups also cross train. Some
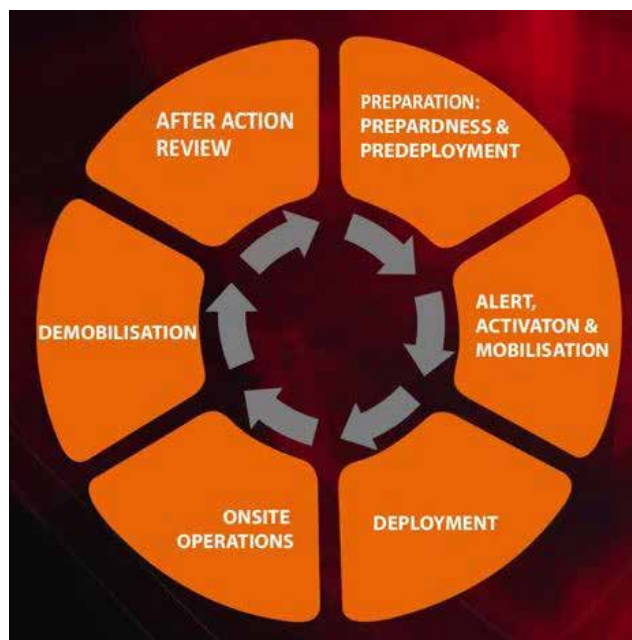
Figure 5: The ERAT Mission Cycle

ERAT members are also UNDAC members and the AHA Center has invited UNOCHA to attend trainngs.[67]

ASEAN-ERAT, when deployed, depending on the scale of the disaster, will establish a Joint Operations and Coordination Center of ASEAN (JOCCA). The Center is essentially a place for all ASEAN Member State response entities to converge and coordinate. The JOCCA is linked to UN's Onsite Operations and Coordination Center (OSOCC), both coordinating platforms report directly to the NDMO. In a medium scale response, ERAT will be embedded with the NDMO. Guidelines for establishing a JOCCA are still under development however they will likely mirror the OSOCC to ensure interoperability between the two organizations.[68]

Disaster Emergency Logistics System for ASEAN

The Disaster Emergency Logistic System for ASEAN (DELSA) was launched in December 2012, through the establishment of the ASEAN stockpile

Figure 6: OSOCC and JOCCA Co-located at ARF DiREx 2015

at the UN Humanitarian Response Depot (UNHRD) and the warehouse is located in Subang, Malaysia. Funding for the stockpile is provided by the Japan-ASEAN Integration Fund (JAIF), and is one of the priority areas under the AADMER Work Program.[69]

The disaster emergency logistics warehouse is managed by the UNHRD through the World Food Program (WFP). There are two parts to the program. The first is the stockpile itself, which consists of "mobile storage units, office prefabrications, living prefabrications, generators, rescue boats, basic office equipment, and supports to the affected communities through the provision of family tents, shelter kits, ASEAN family kits, high energy biscuits, and ready to eat meals."[70] The second part of the program relates to pre-arrangements with potential suppliers and transporters. The DELSA stockpile provides relief items to affected Member States during disasters. ASEAN Member States can request relief items through the AHA Center.

Since its establishment in 2012, DELSA has served eight disaster emergency response missions, including the most recent Typhoon Haiyan emergency operations.[71] During the Haiyan response, DELSA was used to provide 2.5 tons of rice, 2,000 bottles of drinking water, 2,000 family kits, and 1,000 tarps. Additionally DELSA provided and transported equipment to support the operations in the affected area including a pre-fabricated office, mobile storage, family tents, a diesel generator, and an office supply kit.[72] For the 2013 Bohol earthquake response in the Philippines, DELSA released 250 family tents to accommodate up to 1,250 evacuees and 250 boxes of ASEAN family kits. The Royal Malaysia Air Force provided two C-130s to transport the ASEAN's relief items from the UNHRD warehouse in Subang, Malaysia to the Cebu Airport, where the relief items were handed off to the Philippines military to transport to Bohol.[73]

Per AADMER Work Program Phase 2, ASEAN plans to establish satellite stockpiles in disaster prone Member States.[74]

AHA Center Executive (ACE) Program

The AHA Center Executive (ACE) Program launched on January 12, 2014, as the Center's signature program. By the end of July 2015, the first two classes of the ACE Program had been conducted; funding from Joint ASEAN Integration Fund (JAIF) for a third class, to be conducted in 2016, is also secured.[75] ACE is expected to contribute to the improvement

to ASEAN's disaster management capability as a whole, by strengthening NDMO officials' capacity and the network amongst them. Each ASEAN Member State will have two NDMO officers attached to the AHA Center for a period of six months.[76] During this period, each officer will be trained as ASEAN Leaders in the following ten key areas:

1. Working in the AHA Center;
2. Specialized training and skills enhancement;
3. Leaders talk;
4. Deployment;
5. Study visits (Japan, NZ, and Malaysia);
6. Developing regional networks;
7. Special project assignments;
8. Understanding the international humanitarian system;
9. Learning from each other;
10. Writing vision and strategy on disaster management.

The ACDM Working Group on Preparedness & Response which is led by Malaysia, Singapore, the DELSA Project Steering Committee (AHA Center, DMHA Division of ASEAN Secretariat, Mission of Japan to ASEAN), and JAIF provides strategic guidance for establishing and developing the ACE Program. The New Zealand (NZ) Aid Program funds the ACE NZ 10-day study visit hosted by the University of Canterbury's Center for Risk, Resilience & Renewal (UCR3). The Japan National representative Civic Force (CF) and Asia Pacific Alliance for Disaster Management (APADM) have also pledged continued support in disaster response training, and organized a 6-day study visit to Tokyo and Tohoku funded by JAIF. APADM is a transnational disaster aid alliance that facilitates cooperation and understanding between governments, private companies, NGOs in the Asia Pacific region. Official members include organizations from Indonesia, Japan, South Korea, Philippines and Sri Lanka.[77]

AADMER Partnership Group

The AADMER Partnership Group (APG) was formed in 2009 as a means to implement the AADMER. The APG uses a consortium of seven Non-Governmental Organizations (NGOs) to help collaborate with ASEAN associated organizations for disaster management. The NGOs are:

- Child Fund International

Figure 7: APG Partners

- Help Age International
- Mercy Malaysia
- OXFAM
- Plan International
- Save the Children International and
- World Vision International

Among the ASEAN organizations APG collaborates with are the ACDM, the ASEAN Secretariat, and the ASEAN AHA Center as well as ASEAN Member States (Cambodia, Indonesia, Lao PDR, Myanmar (Burma), Philippines, and Vietnam), with Thailand serving as the regional hub.[78]

The central theme for APG is *partnership*, and the group acts as facilitator between Member State governments and civil society. Per the APG website, the group develops its partnerships and implements its work through a mutual agreement with the ACDM and ASEAN Secretariat.[79] The APG recognizes and complements the roles performed by other actors such as national and local CSOs, regional formations, international organizations, UN agencies and bilateral aid agencies in supporting AADMER implementation. At the national level, the APG carries out projects through consultations and in partnership with NDMOs and national civil society CSOs.

Based on the September 2011 Reflection and Learning Workshop with NDMOs from Cambodia and the Philippines, along with NGO partners, the current APG *Strategic Implementation Plan: 2011-2015* identified the following next steps:

- Continuing to raise awareness and understanding of AADMER at the regional and national level, especially at the sub-national (provincial, local) levels;

- Continuing to develop capacity by providing updated information on AADMER's mechanisms and flagship projects, possibly providing technical or advisory support to authorities as well as CSOs and helping set up "structured mechanisms" for coordinating humanitarian support;

- Facilitating the formation of partnership spaces where vulnerable groups or communities can be involved and using recent experiences to illustrate how communities are not just beneficiaries but also partners in DRR;

- Linking AADMER with practical outcomes that support existing partnerships and starting where resources can be generated (e.g. training and knowledge management);

- Apart from NDMOs, including other Competent Authorities responsible for implementing AADMER in the APG's future efforts;

- Expanding the scope of APG's country implementation sites and exploring ways to tap the capacities of countries Brunei Darussalam, Malaysia, and Singapore to support other countries. Consultations will be held with the ACDM or AADMER National Focal Points in these countries to identify possible areas of collaboration;

- Involving other CSOs in the project while retaining APG's current membership; and

- Helping to improve the role of media beyond merely reporting losses and damages by inculcating an understanding of disaster risk reduction and other AADMER concepts.[80]

ASEAN Regional Forum (ARF)

The ASEAN Regional Forum (ARF) is the primary platform for diplomatic security discussions between the ten ASEAN Member States and their 17 dialogue partners. ARF was established in 1994 with an initial ten dialogue partners: Australia, Canada, China, the EU, Japan, India, South Korea, New Zealand, Russia, and the United States. Since then, Bangladesh, North Korea, Mongolia, Pakistan, Papua New Guinea, Sri Lanka, and Timor Leste have joined ARF to create the 27 member body.[81] Located in the Political-Security Community of the ASEAN architecture, the forum addresses a variety of issues related to security, and considers disaster management and humanitarian assistance a

security concern. The ARF's stated objectives are to:

- Foster constructive dialogue and consultation on political and security issues of common interest and concern; and

- Create significant contributions to efforts towards confidence-building and preventive diplomacy in the Asia-Pacific region.[82]

The ARF is involved in multiple aspects of disaster management. The group hosts well attended exercises, has issued non-binding guidelines for cooperation, and sponsors regular meetings on disaster response. Overlap was created with disaster management efforts of the ASEAN structure which includes the Secretariat, the ACDM, and the AHA Center. Similarities also exist between other ASEAN related security focused groups such as the ASEAN Defense Minister Meeting Plus (ADMM Plus) and ARF. All groups have acknowledged the friction point and continue to work on coordination and cooperation. In particular, ARF's focus on security issues makes civil-military coordination issues a natural fit, and the larger group of 27 nations, many of which are regular donors in disaster, can approach issues from a broader perspective. However, the ARF lacks the binding force of a treaty the ASEAN groups have with AADMER.

The forum has extended efforts to coordinate and synchronize with other ASEAN bodies. In particular, ARF has tried to integrate its plans with AADMER. For example, the *ARF Work Plan for Disaster Relief* takes the *AADMER Work Program* into account and the AHA Center and ERAT are included in ARF Disaster Response Exercises (DiREx).[83]

The following sections detail key documents, meetings, and exercises associated with the ARF.

ARF Guidance on HADR

The ARF Strategic Guidance for HADR is the major ARF document designed to provide high level guidance for both civil and military actors engaging in humanitarian assistance and disaster relief. The authors wrote the document to provide a common point of reference for ARF members, and improve interoperability and cooperation, and reduce delays in disaster relief. One important note is the guidance is not legally binding unlike the AADMER, and not intended to address the recovery phase of disaster management in depth.

The impetus for the strategic guidance resulted from the ARF annual meeting. In July 2006, the Defense Ministers endorsed the *ARF Statement on Disaster Management and Emergency Response (DMER)* during their 12th Meeting. The statement "confirmed the commitment of ARF participating countries to support improved cooperation and coordination in disaster response, and also identified the need for a common understanding among ARF members of civil-military cooperation and coordination procedures."[84] The ministers acknowledged the important role of existing ASEAN organizations in the disaster management.

The *ARF General Guidelines for Disaster Relief Cooperation* were drafted in July 2007 by representatives from China, and adopted at the 14th ARF Ministerial Meeting in August 2007. The guidelines "established a basic framework for disaster relief cooperation among ASEAN Regional Forum participating countries to promote more effective cooperation and reduce the losses due to frequent disasters."[85] There are four basic principles:

- Mutual assistance on equal footing: ARF will respect the affected state's sovereignty; the affected state should ensure timely, fair, and transparent distribution of relief.

- Respect for the host nation's decisions: ARF will provide relief only with the affected state's consent, and all activities should be supportive of the guidance, coordination, and arrangements of the government of the affected state.

- Decision by mutual agreement: The affected state and the assisting state are ready to discuss and resolve differences that emerge during disaster relief operations.

- Enhancing coordination: Recognizing the central role of the United Nations, in particular the Office for the Coordination of Humanitarian Affairs (UNOCHA), in coordinating the international humanitarian assistance efforts, the ARF participating countries will enhance coordination among themselves and with the humanitarian disaster relief activities of the United Nations and other international, regional, and local governmental and non-governmental organizations.[86]

The document also provides guidance on

launching, managing, and costs for disaster relief operations. The general guidelines are interesting for what is incorporated and omitted. The principle on enhancing coordination specifies the United Nations' centrality in coordinating humanitarian assistance, however does not mention any of the mechanisms mandated in AADMER. The reason for this omission is unclear and could be due to a myriad of reasons such as coordination structures or barely formed ACDM capability.

Finally, the *ARF Strategic Guidance for Humanitarian Assistance and Disaster Relief* emerged. According to a briefing given at the Southeast Asia Disaster Management Cooperation (SEADMC) workshop in 2009, the guidance began as an effort to develop Standard Operating Procedures (SOPs) for disaster response which was called for in the earlier ARF DMER. The SOP concept was developed and tested, before being scrapped in 2008 in favor of strategic guidance. The purpose is to "promote a common understanding among ARF members of civil-military cooperation and coordination procedures to improve interoperability and reduce response time in disaster relief."[87] The ARF Strategic Guidance has seven parts:

1. The need for strategic guidance;
2. Characteristics of disasters;
3. Disaster relief;
4. Coordination and cooperation;
5. Logistics support for disaster relief;
6. Preparedness; and
7. Training.

The sections vary in the level of detail and originality and a few sections stand out for their concept of operations. For example, the *Disaster Relief* section is heavily based on established doctrine similar to the humanitarian principles and the Oslo Guidelines. However, the section includes a "lines of operations" concept that diagrams the relief decision making and provisioning process that does not appear in other publicly accessible documents.[88] Comparable to earlier ARF documents, the Strategic Guidance mentions the AADMER treaty and related groups only fleetingly. Coordination mechanisms with ASEAN's ERAT, ACDM, and the AHA Center are not mentioned.
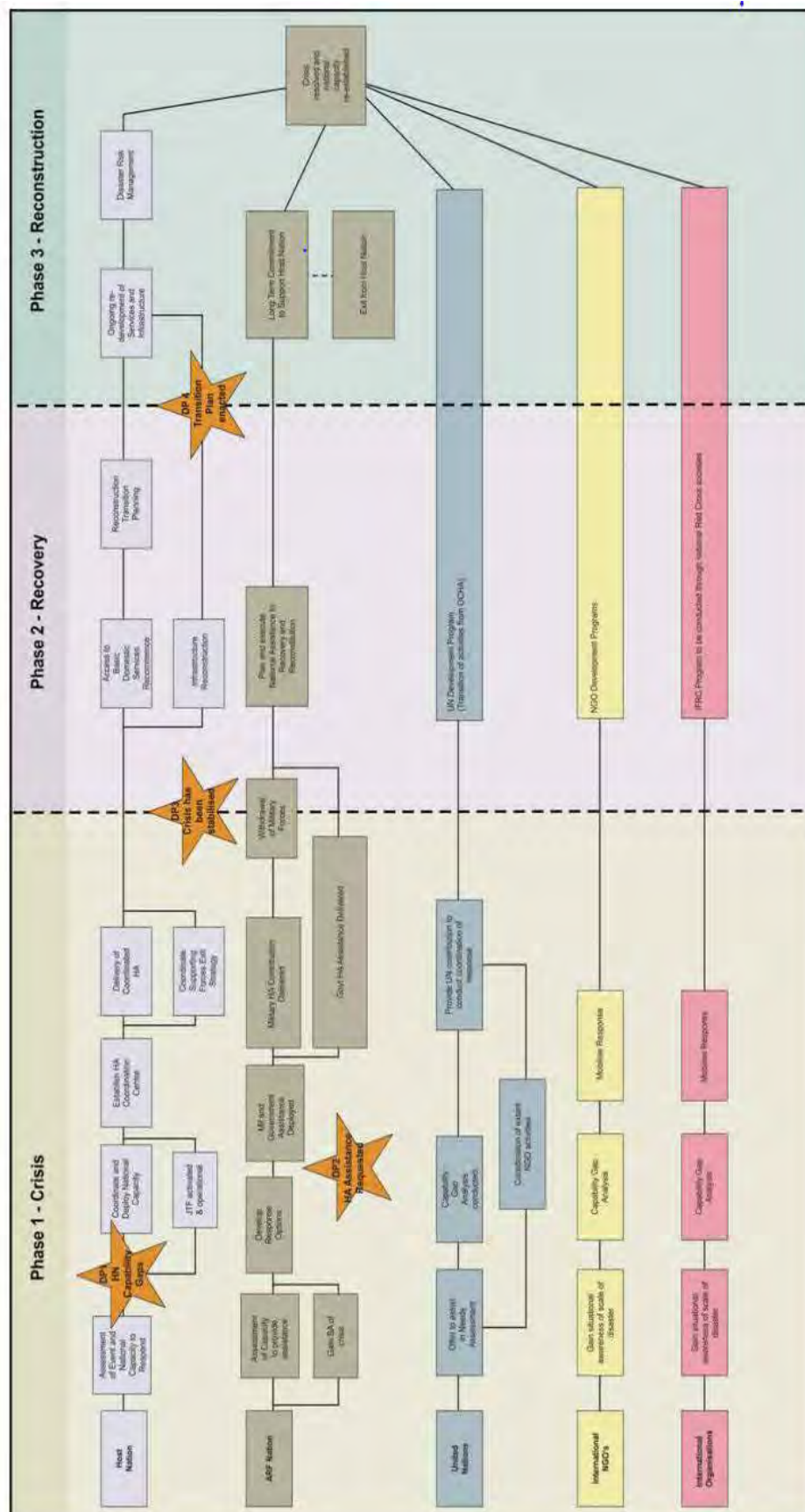
Figure 8: ARF Strategic Guidance Lines of Operation

ARF Work Plan for Disaster Relief

The ARF Work Plan for Disaster Relief is a document which aims to coordinate training for disaster preparedness in the region. The plan has gone through several time-bound iterations. The 15th ARF Ministerial Meeting asked the ARF Inter-Sessional Meeting (ISM) to develop the first work plan. The document spanned 2009-2011, and was adopted by the 16th ARF Ministerial Meeting in July 2009. The second work plan covered the years 2012-2014, and the 11th ARF ISM-DR drafted it. The second version of the work plan "covers activities relevant to early stages of the disaster management cycle (risk assessment, monitoring, early warning, rapid deployment and acceptance of assistance) as well as interoperability and coordination in disaster relief operations."[89] This iteration of the work plan also selected steps to better synchronize actions with the AADMER.

The key objective of the 2012-2014 iteration of the work plan is to ensure long-term coordination and comprehensive planning to:

- Assist in the coordination of regional and/or sub-regional capacity building exercises and trainings for disaster preparedness, risk reduction and response;

- Capture and build on shared experiences and lessons learned, including from joint exercises;

- Maintain and build on existing ARF government efforts in capacity-building endeavors, technical support and information exchange;

- Complement and coordinate with existing regional and international initiatives; and

- Strengthen existing government to government, regional and global disaster management networks.[90]

The ARF Work Plan for Disaster Relief is notable for the inclusion of the ASEAN disaster management mechanisms. Similar to the AADMER Work Program, the plan relies on priority areas which each have country leads. Under the plan, each priority area is co-led by an ASEAN Member State and a non-ASEAN country. The leads are expected to manage the projects within the stated priority areas. The 2012-2014 priority areas were:

- Promote Networking and Information Sharing to Enhance the Capacity of ARF Participants Particularly in the Areas of Risk Assessment, Monitoring and Early Warning

- Promote International Cooperation and Assistance in HADR Operations

- Promote Interoperability and Coordination in HADR Operations

However, there were no proposed projects listed under any of the priority areas in the publicly posted plan. The plan created an ARF Unit, which functions within the ASEAN Secretariat by providing continuity and coordination support. A work plan for 2015-2017 is currently being drafted. While it is not yet publicly available, it will likely incorporate themes emphasized at the 13th ARF ISM-DR in 2014. These may include disaster risk reduction, civil-military coordination, and better synchronization of regional disaster response mechanisms.[91]

ARF Inter-Sessional Meeting on Disaster Relief

The ARF Inter-Sessional Meeting on Disaster Relief (ISM on DR) is the ARF's annual venue for discussion of topics relating to disaster relief. The organizer's first convened the meeting in 1996, as the inter-sessional meeting on search and rescue. The activity continued for several years before the meeting was placed on hiatus from 2000 through 2004. The response to the Indonesian earthquake and tsunami in 2004 provided the impetus for restarting the meeting, with a new emphasis on disaster response vice search and rescue.

The ARF ISM on DR has continued annually since 2005. [92] Initially, the meeting ran in parallel to other disaster response focused meetings such as the annual ACDM meeting, the COP, and the ADMM Plus Experts' Working Group on Humanitarian Assistance and Disaster Response (ADMM Plus EWG on HADR). Recently, the ISM-DR has been opened to representatives from other key ASEAN groups in the interest of increasing coordination and cooperation.

The event had varied priority topics even over the last several years. For example, the 10th ARF ISM on DR was held in Bangkok, September 2010. The meeting underscored the need for the ARF to enhance cooperation in disaster management. A major outcome of the seminar included the recommendation for the closer alignment of the ARF Work Plan with AADMER. Proposals were also heard for

a disaster relief mapping service, integrating non-ASEAN ARF members into the conduct of ARDEX as observers, and the United States proposed a 'Model Arrangement'. The details on the Model Arrangement were not clear however it may have been an early version of the proposed Rapid Disaster Response (RDR) agreements. Attendees expressed interest in using the Model Arrangement to "help take forward discussions within ASEAN on Chapter VI of SASOP dealing with civil-military coordination."[93]

The 11th ARF ISM on DR was held in Brisbane, April 2012. The meeting emphasized lessons learned in light of the 2011 East Japan Earthquake, and synchronizing the ARF Work Plan with the AADMER Work Program. Notably, the DMHA Division of the ASEAN Secretariat presented updates on the AADMER Work Program and the AHA Center. The EAS also briefed at the meeting on their rapid disaster response initiatives, which were not yet coordinated with AADMER. For the second time, the United States spoke on a proposal to "establish an ARF RDR. The RDR was an evolution of the ARF Model Arrangements for the Use of Foreign Military and Civil Defense Assets (MCDA) in Disaster Relief (the Model Arrangements). The United States noted the RDR was not intended to be a multilateral agreement, but to provide a set of pre-negotiated and pre-concluded bilateral agreements between potential affected and assisting states that could be tailored to a country's needs."[94] Participants indicated they appreciated the proposal however thought a non-binding model used previously might also suit the region's needs.

The 12th ARF ISM on DR occurred in Padang, Indonesia in March 2013. The meeting again focused on regional coordination and synergy within the greater ASEAN community. The ACDM, ADMM Plus EWG on HADR, and EAS all delivered briefings which summarized their in-progress initiatives. Participants discussed the overlapping and numerous disaster response related exercises, expressing the hope "the operational tempo within disaster management in ASEAN should be organized so that there was one field exercise per year, should the frameworks be able to agree and coordinate amongst themselves."[95] The meeting appears to have hosted very robust dialogue on the existing friction between disaster management mechanisms within (ADDMER) and adjacent to (ARF, ADMM Plus) ASEAN. UNOCHA also cited the need for ASEAN and On-Site Operations Coordination Center (OSOCC) synchronization.

The 13th ARF ISM on DR convened in Chengdu, China in February 2014. The meeting appeared to concentrate on more technical aspects of cooperation including early warning, mapping, damage assessment, and stockpiles. The information was delivered mostly in the form of presentations from countries. Considerable time was also devoted to discussion of planning for DiREx 2015 and ERAT, and the AHA Center's integration into the exercise. Representatives of the ADMM Plus EWG on HADR briefed their proposal for a 2014-2016 Work Plan, further demonstrating a sustained attempt at de-confliction between the numerous groups.[96] The Director for Cross-Sectoral Cooperation of the ASEAN Secretariat also introduced the "creation of a Joint Task Force to promote synergy and coordination among the above mechanisms as well as the development of terms of reference to formalize the role of the ASEAN Secretary-General as the ASEAN Humanitarian Assistance Coordinator."[97] For more information, see the *Joint Task Force* section.

Finally, the 14th ARF ISM on DR met in Tokyo in February 2015. Minutes are not available at the time of this writing however the agenda included updating the ARF Work Plan on Disaster Relief, discussing the Hyogo Framework for Action (HFA), updates on rapid disaster response agreements, and final planning for the 2015 ARF DiREx.[98]

ARF Disaster Relief Exercise

The ARF Disaster Relief Exercise (ARF DiREx) is a regional bi-annual disaster response exercise which incorporates ASEAN's ten Member States with its 17 dialogue partners. The first ARF Disaster Relief Exercise (ARF DiREx) was held in Luzon, Philippines in May 2009, and was co-hosted by the United Sates and the Philippines. Since then, ARF has held DiRExs in 2011, 2013, and 2015.[99]

Planning for the second DiREx began in February 2010 at a Tokyo meeting of potential exercise co-sponsors. Participants agreed that the exercise would aim to "verify and improve the ARF Strategic Guidance for Humanitarian Assistance and Disaster Relief, and other relevant international and regional instruments."[100] Organizers also conceived of the exercise as a multi-venue event which encompassed exercises from table-top events to full scale training. Three more meetings were held the same year

to determine the size, scope, and participation levels of the exercise. Two meetings involved site walkthroughs and final planning. In March 2011, the exercise was held in Manado, Indonesia and co-chaired by Indonesia and Japan. The DiREx included participants from 25 of the 27 ARF countries, and only Lao PDR and the DPRK did not send representatives. Additionally, representatives from the ASEAN Secretariat, AHA Center, UNPCHA, UNCEF, WFP, WHO, and IFRC were present. Assets deployed included ships, helicopters, and planes from Indonesia, ships from India, and helicopters from Singapore. The exercise was composed of three sub-exercises: a table top exercise (TTX), and Field Training Exercise (FTX), and a Humanitarian Civic Action (HCA). The TTX scenario envisioned an earthquake and tsunami affecting North Sulawesi, Indonesia. Participants were asked to walk through the initial response and follow on support. The FTX used the same scenario and involved urban search and rescue and various land, marine, and air operations. Land operations involved simulated earthquake response, maritime operations involved moving water and patients, and air operations involved air-dropping supplies and transporting casualties. In all, 3,575 participants completed the FTX, with an overwhelming majority coming from Indonesia.[101] The earthquake and tsunami that affected Japan three days before the exercise's start greatly affected the exercise's conduct. It caused Japan, the United States, and Korea to vastly scale back their involvement in the DiREx, and it also underscored the importance of preparedness for disaster response. All involved participants agreed that the exercise's emphasis on civil-military coordination was a best practice and should be continued.[102]

The third ARF DiREx was hosted in May 2013 by Thailand and South Korea in Cha-am, Phetchaburi Province, Thailand. For this exercise, 24 of the 27 ARF nations participated while Mongolia, Papua New Guinea, and the DPRK did not attend. The same set of IOs and NGOs attended as before. However, the total personnel participating dropped by roughly two thirds to 1,671 participants. A TTX and

Figure 9: Conceptual Coordination System for DiREx 2013

an FTX again composed the main activities for the event. The participant scenario was comprised of events involving a building collapse, chemical leakage, rock slide, and a shipwreck.[103] Assets involved included "ships and boats from Thailand, the Republic of Korea, and the United States, helicopters from Thailand, and transport aircrafts from Thailand, Japan, Malaysia, ROK, and Singapore. Austria, Belgium, China, Japan, Indonesia, Luxembourg, Malaysia, ROK, Singapore, Thailand, the United States, UNOCHA, IFRC, and the WHO each contributed other types of assets such as medical, communications, canine, and Search and Rescue (SAR) equipment for the field training exercises."[104]

The DiREx exercised command and coordination is a multi-national civil-military environment. The chart from the final planning conference shows the attempt at de-confliction of roles: [105]

In a speech at the 13th ISM on DR, the head of the UNOCHA Regional Office for Asia and the Pacific noted the UNDAC and AHA Center/ ERAT teams worked alongside each other in the exercise, and made great progress. He also noted too much intersection and conflict between regional exercises continued to occur.[106]

The fourth DiREx took place in Kedah, Malaysia in May 2015 and was co-hosted by Malaysia and China. Preparations occurred throughout 2014 with initial and final planning conferences. The scenario involved a super typhoon making landfall in Malaysia. Expected damages included 60 percent of land inundated in the landfall area, 10,000 people homeless, and 1,500 people cut off from assistance.[107] The

DiREx had several objectives:

- To enhance confidence and mutual understanding among ARF participants in the context of multi-national disaster relief operations

- To encourage all humanitarian entities to be part of an organized coordination system in order to increase actual disaster response capabilities for future missions

- To improve civilian-led military-supported disaster response operations and coordination at operational and tactical levels.[108]

At the operational level, organizers sought to exercise the SASOP, multi-national maritime search and rescue, mass casualty management, consular assistance, and media management. The coordination framework below was shown at the IPC.[109]

The chairman's report is pending on the exercise and information from the after action report is unavailable. Overall, the DiREx series seems to be highly successful in exercising the regional coordination structure for disaster response. Documentation shows the exercise is a major force in disaster preparedness in the region. However, there are gaps in information that remain in the open source. Substantive after-action comments are unavailable, and the usefulness of the existing guidelines is unclear. For example, DiREx 2011 tested the ARF Strategic Guidance, however no results were released. Additionally, future exercises in

Figure 10: Conceptual Coordination System for DiREx 2015

2013 and 2015 used conceptual coordination

systems that are different from each other, and do not appear in any of the published guiding documents. Future progress for disaster relief in the region may depend on formalizing the findings and structures that come out of these exercises.

ASEAN Defense Ministers' Meeting (ADMM) and ADMM Plus

The ASEAN Defense Ministers' Meeting (ADMM) and ADMM Plus are security oriented, defense-led meetings which devote some of the efforts to humanitarian assistance and disaster management. The ADMM is comprised of the Defense Ministers of the ten ASEAN Member States. This annual meeting has been held since 2006, and is the highest defense consultative and cooperative mechanism in ASEAN. The ADMM's objectives are as follows:

- To promote regional peace and stability through dialogue and cooperation in defense and security;

- To give guidance to existing senior defense and military officials dialogue and cooperation in the field of defense and security within ASEAN and between ASEAN and dialogue partners;

- To promote mutual trust and confidence through greater understanding of defense and security challenges as well as enhancement of transparency and openness; and

- To contribute to the establishment of an ASEAN Security Community (ASC) as stipulated in the Bali Concord II and to promote the implementation of the Vientiane Action Program (VAP) on ASC.[110]

ADMM counts a number of HADR initiatives among its successes. For example, the "ASEAN Defense Ministers have adopted various concept papers to advance cooperation in HADR. Follow-up workshops on the ASEAN Defense Establishments and CSOs Cooperation in Non-Traditional Security, and on the Use of ASEAN Military Assets and Capacities in HADR as well as a Table-Top Exercise on HADR, were subsequently conducted in view of implementing these initiatives."[111]

ADMM Plus consists of the core ADMM members and the defense ministers of eight dialogue partner countries: Australia, China, India, Japan, New Zealand, Korea, Russia, and the United States. The forum of eighteen countries was first convened in Vietnam in 2010. ADMM created ADMM Plus to serve "as a platform for ASEAN and its eight Dialogue Partners to strengthen security and defense cooperation for peace, stability, and development in the region."[112] While not identical, ADMM Plus' objectives are similar to those of ADMM. ADMM Plus meets formally only once every three years. However, less formal meetings and working groups are held in the intervening years.[113] For example, one of the most practical areas of cooperation which has come out of ADMM Plus is a group of six Experts' Working Groups (EWGs). These EWGs create sustained progress on specific security related issues in the ASEAN region by undertaking work plans on three year cycles. The chairmanships for the plans group last for the duration of the cycle. The ADMM Plus EWG on Humanitarian Assistance and Disaster Relief (EWG on HADR) is one such group.

Due to their similar nature, there is some potential for overlap between ADMM-Plus and ARF. Both hold multi-lateral dialogues and exercises on HADR from a security perspective. Given this, participants have made concerted efforts to distinguish lines of activity between the two groups. For example, Thailand prepared a discussion paper on aligning ARF and ADMM Plus initiatives. In it, the authors observed "the ADMM Plus could focus on more specialized defense issues [where] defense agencies have a more direct role" such as "defense policies and modernization of defense forces as well as regional trends which affect these policies. (Since) ARF has progressed in developing policy frameworks for cooperation, the ADMM Plus could focus on operational aspects of dealing with non-traditional security challenges such as developing defense capacities for dealing with humanitarian assistance and disaster relief (HADR)."[114] Overlap in exercises has also been a problem in recent years. For now, observers generally agree that ADMM Plus focuses on military to military coordination in HADR, while ARF focuses on civil-military coordination in HA/DR. However, further intersection and redundancy is likely as the groups work through disaster relief in the ASEAN region.

The following section will highlight important ADMM and ADMM Plus initiatives relating to disaster management.

Concept Paper on the use of ASEAN Military Assets and Capacities in HA/DR

One of ADMM's earliest efforts at defining its role in disaster response occurred in 2009, at the group's third meeting in Pattaya, Thailand. The ADMM adopted a concept paper on *The Use of ASEAN Military Assets and Capacities in Humanitarian Assistance and Disaster Relief.* While this paper does not address military assets outside of the ASEAN Member States, it does lay out an early framework for cooperation between militaries of the Member States. The concept paper echoes AADMER's guiding principles and emphasizes the voluntary nature of disaster assistance – both in the provision and acceptance of such aid. There are few specifics presented in the concept paper that are not contained in AADMER. However, the concept paper appears to be the first mention of "National Military to Military Contact Points" as a key to facilitating information exchange. Finally, the concept paper communicates intent, as the ADMM tasked itself to "establish the SOP of the use of military assets and capacities in HA/DR."[115]

This SOP is often referred to as *Chapter VI of the SASOP*. Multiple groups have attempted to draft this section of the document however no efforts have reached the point of publishing but this might be changing. In March 2015, the ASEAN Defense Ministers released the Joint Declaration of the ADMM on Maintaining Regional Security and Stability for and by the People. In the documentation, the Ministers "endorsed the SOP for the Utilization of Military Assets for HA/DR and subsequently transmit (ted) it to the ACDM as a constructive input for Chapter VI of SASOP in providing more systematic utilization of militaries' capacities in joint disaster relief operations."[116] The SOP is not available yet for review; however, this appears to be the closest the SOP has come to publication. Additionally, the ARF DiREx IPC listed a draft version of SASOP Chapter VI as a reference.[117]

ASEAN Defense Ministers Meeting Plus Experts' Working Group on HA/DR

The ADMM Plus Experts' Working Group on Humanitarian Assistance and Disaster Relief (EWG on HA/DR) has consistently moved discussions between ASEAN and its Dialogue Partners forward. While it is not clear, the group's

creation may have been precipitated by remarks at the 9th Shangri-La Dialogue in 2010.[118] [119] The group first met in November 2011 in Beijing, China. The meeting limited discussion to "familiarizing all member countries on respective nations' HA/DR organizational structure and experience with emphasis on military's functions, missions and relations to other government agencies."[120]

The second EWG on HA/DR met in Vietnam in August 2012, and focused on identifying principles to provide guidance for the armed forces participation in disaster response. Participants also proposed several initiatives. The initiatives included establishing a legal mechanism for cooperation in HA/DR operations, setting criteria for defining a common understanding of issues among ADMM Plus countries, and promoting future joint exercises to strengthen multilateral relationships.[121]

The third EWG on HA/DR met in January 2014 in Nha Trang, Vietnam, and was the third meeting in the three-year cycle of co-chairmanship for Vietnam and China. According to a summary produced by Brunei's Ministry of Defense, the meeting discussed progress made in the ADMM Plus Humanitarian Assistance and Disaster Relief/Military Medicine Exercise, and handed over chairmanship of the EWG on HA/DR to Lao PDR and Japan. [122]

The fourth and fifth EWGs on HA/DR met in July and December 2014, and were chaired by Lao PDR and Japan. The meetings started a new three year cycle of meetings and work plans. So far, the meetings have included discussion of "legal issues of foreign forces; exchang(ing) of views on countries' processes and procedures on the reception of foreign forces in times of natural calamities and emergencies; as well as the development of an ADMM-Plus Standard Operating Procedures (SOPs)."[123]

The 'three pillars' concept is an interesting aspect to the current EWG on HA/DR 2014 to 2016 work plan. The pillars are:

1. Swift response: First 72 hours after a disaster;
2. Shared assessment and seamless support: 72 hours to 2 weeks after a disaster; and
3. Smooth handover to reconstruction players: More than 2 weeks after a disaster.[124]

Each pillar has several key issues, objectives, and possible measures to achieve the objectives and resolve the issues. For example, an issue within the swift response pillar is "swift acceptance of foreign rescue unit including military where necessary." The identified objective is to enable the affected government to make requests and accept assistance. The measures identified include developing and improving SOPs and resolving procedural limitations.[125] Using this framework to track important issues and progress made towards addressing them appears promising, especially if other ASEAN affiliated groups like ACDM, ARF, and EAS adopt similar frameworks.

ADMM-Plus Humanitarian Assistance and Disaster Relief/Military Medicine Exercise

Exercise planning has played a major role in EWG on HA/DR discussions. Under Vietnam and China's leadership, Brunei hosted the first ADMM Plus HA/DR/Military Medicine joint exercise in 2013.[126] The exercise involved more than 3,000 troops from the United States, China, Japan, India, Vietnam, and Indonesia.[127] This exercise was important for several reasons. First, it conducted multinational military to military disaster response between militaries that do not often get to collaborate. Second, it integrated the activities with those of the EWG on Military Medicine. The synergy gained from combining these exercises has been hailed as a best practice and a model for future ADMM-Plus cooperation.[128] Under Lao PDR and Japan's leadership, the exercise program is likely to be expanded as members embrace table top exercises in addition to the traditional field training exercises, and celebrate the success found thus far.[129]

ASEAN Militaries Ready Group

Under Malaysia's ASEAN chairmanship in 2015, new initiatives have taken place. One such initiative is the vision of Malaysia for greater cooperation between the ASEAN militaries for humanitarian and disaster relief efforts.[130] During the 9th ASEAN Defense Ministers Meeting (ADMM) held in Langkawi on 16 March 15, the Defense Ministers determined the need to create an ASEAN Militaries Ready Group. The purpose of the establishment of the group is to prepare for an ASEAN military team for quick deployment to areas of crises in a coordinated manner.[131] The meeting concluded with the Defense Ministers signing a Joint Declaration

on Maintaining Regional Security and Stability. The Ministers adopted the Concept Papers on ASEAN Militaries Ready Group on HA/DR, and the establishment of the ASEAN Center of Military Medicine in conjunction with the existing arrangements under the AADMER, through coordination of the AHA Center and in cooperation with other relevant regional and international HA/DR partners.[132]

The guiding principles according to the final version of the Concept Paper are:[133]

- Respecting national sovereignty, territorial integrity and national unity of the affected State, in accordance with the United Nations and ASEAN Charter;

- Affected State shall have the primary responsibility to respond to a disaster occurring within its territory. External assistance or offers of assistance may only be provided upon the request or with the consent of the affected State;

- Affected State shall exercise the overall direction, control, coordination and supervision of assistance within its territory;

- Participation in the ASEAN Militaries Ready Group shall be flexible, ***non-binding*** and voluntary, and shall be consistent with the rights and obligations of the ASEAN Member States' under any existing agreements to which they are parties;

- Contributing ASEAN Member States' military personnel and assets involved in HA/DR operations remain under their own national command and control. The final decision whether to deploy resources by the AMS remains a national decision.

The deployment of the Group is based on three priorities or phases:

- Urgent – Deploy a needs-assessment team (in this case ERAT could be utilized with addition of military specialists);

- Immediate – Deploy among others carrier and mobile air movement, forklift and fuel, search and rescue team (including dogs and medical rescuers), temporary shelter and field kitchen;

- Middle and Long-term – Deploy among others damage assessment team, engineers and heavy machinery.

In the Joint Declaration of the ADMM on Maintaining Regional Security and Stability for and by the People, the Defense Ministers stated that the ASEAN Ready Group would be an "implementing instrument to provide for a more coordinated and concerted quick deployment of the militaries in facilitating disaster relief, and task(ed) the ASEAN Defense Senior Officials' Meeting (ADSOM) to work out the operational details and modalities for implementation."[134]

The operationalization of the Concept Paper and success of the ASEAN Military Ready Group in support of an HA/DR event has yet to be determined. Challenges of working under a One ASEAN umbrella and ASEAN banner will continue to exist if:

- If the guiding principles continue to be non-binding;

- If military personnel will still ultimately answer to their respective national command and control elements and;

- If the Ready Group command and control element does not expand.

East Asia Summit

The East Asia Summit (EAS) is an annual leader's meeting for regional strategic cooperation. Since 2005, ASEAN heads of state have gathered with dialogue partners to discuss ongoing challenges and opportunities. The forum has expanded since its inception and now consists of the ten ASEAN Member States and the leaders of Australia, China, India, Japan, New Zealand, Russia, South Korea, and the United States. The membership is the similar to the ADMM Plus, however the focus of cooperation is at a much more strategic level and not founded exclusively in security.

The EAS has demonstrated steady engagement in disaster management cooperation. In 2009, the heads of state signed the Cha-am Hua Hin Statement on EAS Disaster Management. In it, they affirmed AADMER's centrality and declared their support for a range of disaster response groups and mechanisms including the AHA Center, the SASOP, and ARDEX. The leaders declared their intent to encourage capacity building and the development of further guidelines for international response.[135]

In 2011, Australia and Indonesia began driving interest in facilitating disaster response through streamlined mechanisms. The two countries released an information paper titled

"A Practical Approach to Enhance regional Cooperation on Disaster Rapid Response."[136] The paper identified three clusters of issues to be addressed including information-sharing, overcoming bottlenecks, and capacity building and promoting collaboration partnerships in disaster response. [137] The paper advocated for a stronger EAS role in disaster response, and it was quickly picked up in that forum. In 2012, EAS executed several events including an "EAS Seminar on Capacity Building on Disaster Preparedness (held in China) and the EAS Workshop on Building a Regional Framework on Disaster Management (held in India)."[138]

The 2012 EAS Seminar on Capacity Building on Disaster Preparedness focused on policy development and organizational management in disaster preparedness. Organizers highlighted several major outcomes. The seminar facilitated better understanding among EAS members. More importantly, attendees "agreed to enhance cooperation for improving disaster preparedness capacity in the future."[139] The EAS Workshop on Building a Regional Framework on Disaster Management focused on risk management, with special acknowledgement of earthquake risk in the region.[140] Organizers endeavored to "discuss issues pertaining to the countries in the region to enable development of regional approach towards coordination of logistics, response, rescue, relief and recovery to minimize the impact on lives and assets."[141]

In 2013, the ACDM held several sessions on EAS cooperation in disaster management. The working group meetings held in Thailand and Vietnam allowed participants to exchange views on relevant EAS activities on disaster management. The meetings were held in conjunction with AADMER Partnership Conferences, where ASEAN states and dialogue partners "expressed their interest or offered their assistance to projects" in the AADMER Work Program.[142] The gatherings appear to have served as a forum for discussion of cooperation frameworks and as a 'match-making' service with projects for ASEAN Member States and dialogue partners to work together. The progress made on these smaller projects has strengthened relationships and increased the relevance of the EAS-ACDM partnership.[143]

There has been significant recent interest in disaster response within EAS. A 2013 workshop report identified the following key issues in ASEAN disaster response, and stated their intent to address them as possible:

- Requests for, and offers of international assistance may be delayed or inappropriate, due to a lack of institutional awareness and coordination

- The need for greater understanding between EAS countries about existing national, regional and coordination arrangements

- Methods for matching needs with available assistance may be too slow or ineffective

- Mobilization and deployment time of personnel, equipment and goods may be too slow

- Lack of coordination between sectoral, national and international players in a disaster affected country may lead to inefficient disaster assistance

- Lessons observed in providing and receiving assistance may not be learned, and policies and procedures may not be improved, and

- Personnel may not have required and recognized skills, knowledge experience and fitness for disaster medical assistance.[144]

Indonesia hosted a Disaster Relief Exercise (abbreviated DiREx in the same style as the ARF exercises) in March 2014 under the auspices of the EAS.[145] Known as the "Mentawai Megathrust" exercise for the major earthquake and tsunami scenario, the five day civil-military exercise included 3,700 personnel from 10 EAS Member States, the AHA Center, UNOCHA, the International Federation of Red Cross and Red Crescent Societies (IFRC), and Mercy Corps.[146] Participants responded to a fictional 8.9 magnitude earthquake, and a resulting 10 meter tsunami that affected 1.3 million people.[147] The command post exercise (CPX) portion of the event provided an "opportunity to evaluate individual capabilities, national policies and procedures, specifically the incident command system, and the contingency plans for West Sumatra, Padang City and Mentawai district."[148] The exercise appeared to test both WebEOC and

DisasterAWARE common operating picture systems.[149] [150]

In August 2014, the EAS Foreign Ministers' Meeting expressed support for an EAS Rapid Disaster Response Action Plan.[151] Two months later, the EAS heads of state adopted the EAS Statement on Rapid Disaster Response. In it, they advocated for "prioritize(ing) preparedness in developing emergency plans and standard operation procedures, training of personnel, exercises, purchasing and maintenance of equipment, and undertaking community awareness."[152] They also advocated for establishing pre-arranged customs, immigration, and quarantine (CIQ) arrangements for international disaster response and designating national focal points (NFPs), "an entity authorized as the single point of contact, who has the role of processing requests and offers of assistance."[153]

In June 2015, the EAS released the Rapid Disaster Response Toolkit after a multi-year drafting process.[154] The toolkit attempts to fulfill the terms envisioned in the EAS Statement on Rapid Disaster Response. Emergency Management Australia and Indonesia's NDMO, BNPB, developed the toolkit with input from EAS participating countries. The toolkit is a three-part document consisting of a national focal point table, guidance for rapid disaster response, and EAS country disaster response arrangements.[155] The document bases the framework in the AADMER and the SASOP, linking them with UN coordination systems. It is too early to assess the usefulness of the toolkit and it has not yet been used in a response. However, EAS leaders support and clearly defined linkages to the binding AADMER so that ASEAN Member States and non-ASEAN states have a set of guidelines for coordination in disaster response.

The 2015 EAS Indonesia-Australia Rapid Disaster response Workshop in Indonesia saw the launch of the East Asia Summit Rapid Disaster Response Toolkit (the Toolkit). Delegates applauded the release of the Toolkit and welcomed its very useful content and unique design. Delegates spoke to how the Toolkit will streamline disaster response amongst EAS Participating Countries and noted that it has been structured with decision makers in mind. Delegates were honored to welcome H.E. Dr. Syamsul Maarif, Minister, National Disaster Management Authority, Indonesia, to officially launch the Toolkit.

Delegates discussed the application of the Toolkit – within the context of other regional and global initiatives – and agreed:

- Participating Countries should socialize the Toolkit within their individual systems and consider ways to appropriately test and integrate it into their domestic arrangements

- In order to appropriately socialize the Toolkit domestically, it should be made as accessible as possible through translation, hard copy distribution and targeted multimedia platforms

- Testing of the Toolkit at the regional level would be an appropriate step to follow domestic socialization. Any testing should consider incorporation into an existing regional exercise or exercises, be appropriately targeted and be planned in collaboration with the AHA Center, ASEAN Secretariat and other inter-governmental and non-government organizations. The testing of the Toolkit may also consider non-ASEAN member-based scenarios

- The Toolkit should be periodically updated to reflect current practice and evolving national arrangements to ensure it remains of utility. Participating Countries should give further consideration to the Toolkit's ongoing maintenance; and

- Into the future, the EAS should give consideration to consultation with other regional bodies to strengthen inter-regional cooperation on rapid disaster response.

Lower Mekong Initiative

The Lower Mekong Initiative (LMI) is a United States initiative and an essential mechanism and forum to build cooperation and capacity in order to narrow the development gap for those ASEAN Member States in the Lower Mekong sub-region.[156] Through the US Department of State, the LMI was established in response to a July 2009 meeting between then Secretary of State Hillary Clinton and the Foreign Ministers of the Lower Mekong Countries (Cambodia, Lao PDR, Thailand, and Vietnam). Subsequently, Myanmar (Burma) formally joined LMI in July 2012.[157]

Since then, with funding from the United States and its role as an active Dialogue Partner, the five countries have sought to strengthen

cooperation addressing various trans-boundary challenges using six pillars: Agriculture and Food Security, Connectivity, Education, Energy Security, *Environment and Water*, and Health.[158]

Within the Environment and Water pillar, the United States, co-chaired with Vietnam is developing a regional approach to sustainable environmental management with an emphasis on cross-cutting and transnational issues through: 1) Disaster Risk Reduction, understanding and mitigating the risks associated with water-related extreme events; 2) Water Security, increasing access to safe drinking water and sanitation and improving the productivity of water (for food and energy) in a reliable and sustainable manner; and 3) Natural Resources Conservation and Management, maintaining the integrity of ecosystem services and sustainable economic growth.[159] Within the *2011-2015 Plan of Action (PoA)* to implement *the LMI,*[160] improving capacity in Disaster Risk Management (DRM) practices include:

- Strengthen techniques and procedures along internationally accepted standards and conforming to AADMER;

- Build capacity to enhance DRM efforts, including promoting regular training and exercises; and

- Build upon currently bilateral activities to expand into all LMI countries;

- Enhance monitoring and early warning systems and preparedness in disaster management and share best practices; and

- Share environmentally friendly disaster management technologies.

Previous US Pacific Command (USPACOM) support to the LMI pillars, specifically disaster risk reduction and disaster management for Water and Environment include the US Army Pacific (USARPAC) Disaster Response Exercise & Exchange (DREE) program. LMI DREEs include civil and military representatives focused on opportunities and solutions to enhance regional disaster response and water cooperation within the Mekong floodplain. In 2013, Cambodia hosted a DREE followed by Thailand in 2014. Through the LMI Environment & Water Pillar Working Group planners continue to enhance emergency preparedness within the Lower Mekong Basin and look to identify additional regional mechanisms to promote

disaster risk reduction and water cooperation.[161]

In conjunction with ASEAN, the US intends to continue to enhance cooperation in the United States-Lower Mekong Initiative to promote cooperation in the areas of environment, health, education and human resources development, and infrastructure development among others.[162]

ASEAN
Membership and ASEAN Communities

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Membership and ASEAN Communities

ASEAN Member Countries

Brunei Darussalam

Capital: Bandar Seri Begawan
Population: 417,784 (2013, World Bank)
Natural Hazards: Fairly safe; tropical climate with high humidity, outside of the typhoon belt and unaffected by earthquakes
Interesting Fact: Smallest country in Southeast Asia
Joined ASEAN: 1984
ASEAN Chair: 2001, 2013
Note: A Member State assuming the Chairmanship shall chair the ASEAN Summit and related summits, the ASEAN Coordinating Council, the three ASEAN Community Councils, relevant ASEAN Sectoral Ministerial Bodies and senior officials, and the Committee of Permanent Representatives.
Former Secretaries-General of ASEAN: Roderick Yong (1986-1989)
ASEAN Centers and Facilities: ASEAN-EC Management Center (AEMC) established in 1991

Cambodia

Capital: Phnom Penh
Population: 15.14 million (2013, World Bank)
Natural Hazards: Floods, storms and typhoons regularly affect country during monsoonal rains (June-November)
Interesting Fact: Half of the population is under the age of 15
Joined ASEAN: 1999
ASEAN Chair: 2002, 2012
Former Secretaries-General of ASEAN: N/A
ASEAN Activities: Initiative for ASEAN Integration (IAI); Community Based Disaster Risk Reduction

Indonesia

Capital: Jakarta
Population: 249.9 million (2013, World Bank)
Natural Hazards: Constant risk of volcanic eruptions, earthquakes, floods and tsunamis
Interesting Fact: Has three time zones (western, central, eastern)
Joined ASEAN: 1967 (founding member)
ASEAN Chair: 1976, 1996, 2003, 2011
Former Secretaries-General of ASEAN: H.R. Dharsono (1976-1978); Umarjadi Notowijono (1978); Rusli Noor (1989-1993)
ASEAN Centers and Facilities: ASEAN Center for Energy (ACE) established in 1999; ASEAN Center for the Development of Agricultural Cooperatives (ACEDAC); ASEAN Earthquake Information Center (AEIC) established in 2000; ASEAN Secretariat established in 1976; ASEAN Coordinating Center for Humanitarian Assistance (AHA Center)
ASEAN Activities: ASEAN Disaster Management Training Institutes Network; ASEAN Disaster Recovery Toolbox; ASEAN Disaster Risk Insurance Program

Lao PDR

Capital: Vientiane
Population: 6.77 million (2013, World Bank)
Natural Hazards: Flooding, drought, earthquakes, typhoons and infectious disease epidemics
Interesting Fact: Contains the largest waterfall in Southeast Asia
Joined ASEAN: 1997
ASEAN Chair: 2004
ASEAN Activities: Initiative for ASEAN Integration (IAI); Community Based Disaster Risk Reduction; Disaster and Climate Resilient Cities

Malaysia

Capital: Kuala Lumpur
Population: 29.72 million (2013, World Bank)
Natural Hazards: Floods are the primary hazard
Interesting Fact: Sarawak Chamber is the largest underground cave in the world
Joined ASEAN: 1967 (founding member)
ASEAN Chair: 1977, 1997, 2005, 2015
Former Secretaries-General of ASEAN: Datuk Ali Bin Abdullah (1978-1980); Dato Ajit Singh (1993-1997)

ASEAN Centers and Facilities: ASEAN Insurance Training and Research Institute established in 2002; South East Asian Central Banks (SEACEN) established in 1982
ASEAN Activities: ASEAN Regional Disaster Emergency Response Exercises; Disaster Emergency Response Logistic System for ASEAN; Disaster and Climate Resilient Cities

Myanmar (Burma)

Capital: Nay Pyi Taw
Population: 53.26 million (2013, World Bank)
Natural Hazards: Floods, typhoons, earthquakes, landslides and tsunamis
Interesting Facts: One of three countries in the world not to adopt the metric system of measurement
Joined ASEAN: 1997
ASEAN Chair: 2014
ASEAN Activities: Initiative for ASEAN Integration (IAI); ASEAN Disaster Recovery Toolbox

Philippines

Capital: Manila
Population: 98.39 million (2013, World Bank)
Natural Hazards: Typhoons, landslides, volcanoes, earthquakes, tsunamis
Interesting Facts: World's leading producer of coconuts
Joined ASEAN: 1967 (founding member)
ASEAN Chair: 1987, 1999, 2006
Former Secretaries-General of ASEAN: Narciso G. Reyes (1980-1982); Rodolfo C. Severino Jr. (1998-2002)
ASEAN Centers and Facilities: ASEAN Center for Biodiversity (ACB) established in 2005
ASEAN Activities: ASEAN Disaster Management Training Institutes Network

Singapore

Capital: Singapore
Population: 5.399 million (2013, World Bank)
Natural Hazards: Two distinct monsoon seasons (2015 CIA World Fact Book)
Interesting Facts: One of three surviving city-states in the world
Joined ASEAN: 1967 (founding member)
ASEAN Chair: 1992, 2000, 2007
Former Secretaries-General of ASEAN: Chan

Kai Yau (1982-1984); Ong Keng Yong (2003-2007)
ASEAN Centers and Facilities: ASEAN Specialized Meteorological Center (ASMC) established in 1993
ASEAN Activities: ASEAN and AHA Knowledge Management; ASEAN Disaster Management Training Institutes Network; ASEAN Regional Disaster Emergency Response Exercises; Disaster Emergency Response Logistic System for ASEAN

Thailand

Capital: Bangkok
Population: 67.01 million (2013, World Bank)
Natural Hazards: Droughts and floods cause the greatest threat
Interesting Facts: Fifth friendliest country in the world
Joined ASEAN: 1967 (founding member)
ASEAN Chair: 1995, 2008, 2009
Former Secretaries-General of ASEAN: Phan Wannamethee (1984-1986); Dr. Surin Pitsuwan (2008-2012)
ASEAN Centers and Facilities: ASEAN Council on Petroleum (ASCOPE) established in 2004; ASEAN University Network (AUN) Secretariat established in 1995
  ASEAN Activities: ASEAN Disaster Management Training Institutes Network; Disaster and Climate Resilient Cities

Viet Nam

Capital: Ha Noi
Population: 89.71 million (2013, World Bank)
Natural Hazards: Highly exposed to tropical cyclones, tornadoes, landslides and droughts
Interesting Facts: An estimated ten million motor bikes travel on the road daily
Joined ASEAN: 1995
ASEAN Chair: 1998, 2010
Current Secretary-General of ASEAN: H.E. Le Luong Minh (2013-2017)
ASEAN Activities: Initiative for ASEAN Integration (IAI)

ASEAN Communities

The ASEAN Member States have strengthened bonds of co-operation and solidarity for nearly four decades since the 1997 Summit in Kuala Lumpur. ASEAN seeks to create an environment of peace, stability, and prosperity through

partnerships in development and the community. The ASEAN Heads of States/Governments adopted the Declaration of ASEAN Concord II (Bali Concord II) in 2003 to establish the ASEAN Community by 2020. The ASEAN Political-Security Community (APSC), ASEAN Economic Community (AEC), and the ASEAN Socio-Cultural Community (ASCC) comprise the three pillars of the ASEAN Community. At the 12th ASEAN Summit held in the Philippines, the ASEAN leaders decided to accelerate the time frame for the ASEAN Community to 2015. The ASEAN Charter signed by the ASEAN Heads of States/Governments at the 13th ASEAN Summit in Singapore signified their commitment to deepen community-building through regional cooperation and integration.

ASEAN Political-Security Community[163]

Deputy Secretary-General of ASEAN for ASEAN Political-Security Community: H.E. Hirubalan V P (2015-2018)

As one of the three pillars of the ASEAN Community, the ASEAN Political-Security Community (APSC) strives to ensure that the regional countries co-exist peacefully and with the world in a just democratic and harmonious environment. The APSC members vow to depend on peaceful practices in the settlement of intra-regional differences, and deem their security interconnected and bound by geographic location, mutual vision and objectives. Components of the community involve political development, shaping and sharing of norms, conflict prevention, conflict resolution, post-conflict peace building and implementing mechanisms.

The major guidelines influencing APSC include the ASEAN Charter, APSC Blueprint, and the ASEAN Human Rights Declaration (AHRD). The ASEAN Blueprint is based upon the principles and objectives of the ASEAN Charter. The Blueprint is the roadmap and timetable to establish APSC by 2015; however, the programs and activities are flexible enough for the document to be utilized beyond 2015.

Three key characteristics are envisioned by APSC:

1. A rules-based Community of shared values and norms
2. A cohesive, peaceful, stable, and resilient region with shared responsibility for comprehensive security and

3. A dynamic and outward-looking region in an increasingly integrated and interdependent world

ASEAN adopted its own human rights mechanism as realized in the AHRD. The Declaration represents the first regional human rights instrument in the Asia Pacific region, and embodies the pledge of the ASEAN members to safeguard the human rights and fundamental freedoms of the people of ASEAN. While AHRD came into being sixty years later than the United National Universal Declaration of Human Rights (UDHR), it emulates and enhances the global standards set by UDHR.

ASEAN Economic Community

Deputy Secretary-General of ASEAN for ASEAN Economic Community: H.E. Dr. Lim Hong (2012-2017)

The ASEAN Economic Community (AEC) is one of the three pillars in the ASEAN Community as established by the adoption of the Declaration of ASEAN Concord II (Bali Concord II) in 2002. The AEC endeavors to accomplish regional economic integration of the ten economies of the ASEAN Member States of Brunei Darussalam, Cambodia, Lao PDR, Indonesia, Malaysia, Myanmar (Burma), the Philippines, Singapore, Thailand and Vietnam. The intent of the community is to foster an environment with transparency, predictability, and consistency for businesses to flourish which benefits the consumers with access, a wider range of goods and services together with more consumer protection. The production networks developed by AEC and emphasis on best practices will provide more opportunities and increase productivity for the newer ASEAN Member States of Cambodia, Lao PDR, Myanmar (Burma), and Viet Nam. The economic community focuses on reducing the cost of doing business and narrowing the development gap within and between the Member States by facilitating free flow of goods, services, investments and skilled labor and capital free flow, and building physical, institutional, and people connectivity.

Key characteristics of the AEC involve:

- Single market and production base

- Competitive economic region

- Equitable economic development

- Integration into the global economy

In November 2007 at the 13th ASEAN Summit, the ASEAN leaders adopted the ASEAN Economic Blueprint as the master plan to guide the establishment of the AEC. [164]

ASEAN Socio-Cultural Community

Deputy Secretary-General of ASEAN for ASEAN Socio-Cultural Community: H.E. Alicia Rosa Bala (2012-2017)

The ASEAN Socio-Cultural Community (ASCC) is one of the three pillars of the ASEAN Community as founded by Bali Concord II in 2003. The goal of the ASCC is to promote a people-centric and socially responsible ASEAN Community. The socio-cultural aspect focuses on building a caring, sharing, and inclusive society which endeavors to enhance the quality of life of the people. The framework provided by the ASCC Blueprint reinforces the community's belief in the people, appreciation of the shared cultural heritage, upholding of shared values, and strengthening of their institutions' effectiveness and capacities. Strategic direction is described in key focus areas that involve:

1. **Human Development:** Equitable access to human development opportunities by promoting and investing in education and life-long learning, human resource training and capacity building, encourage innovation and entrepreneurship, promote the use of English language, ICT and applied science and technology in socio-economic development activities.
2. **Social Welfare and Protection:** Alleviation of poverty, ensuring social welfare and protection, building safe, secure and drug free environment, enhancing disaster resilience and addressing health development concerns.
3. **Social Justice and Rights:** Promotion of social justice and mainstreaming people's rights into its policies and all spheres of life – including the rights and welfare of disadvantaged, vulnerable and marginalized groups such as women, children, the elderly, persons with disabilities and migrant workers.
4. **Ensuring Environmental Sustainability:** Protection of natural resource for economic and social development including the sustainable management and conservation of soil, water, mineral, energy, biodiversity, forest, coastal and marine resources as well as the improvement in water and air quality for the ASEAN region.
5. **Building ASEAN Identity:** Mainstream and promote greater awareness and common values in the spirit of unity in diversity at all levels of society in ASEAN.
6. **Narrowing the Development Gap:** Reduction of development gaps in particular the social dimensions of development between the ASEAN-6 and the CLMV countries and within ASEAN where some isolated pockets of under development persist.

In regard to the protection of rights, the ASEAN Member States have sanctioned the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC). [165]

ASEAN
Guiding Documents

ASEAN Disaster Management Reference Handbook | 2015

Guiding Documents

During the previous nearly four decades, the ASEAN Member States have evolved their Humanitarian Assistance and Disaster Management planning through a series of concords (i.e., agreement or harmony between and among peoples or groups), declarations, treaties and legally binding resolutions. It is essential to an understanding of the ASEAN disaster response posture today to understand this evolution. The key documents have been reviewed and analyzed for specific references to disaster management in policy and guidance as presented in this section.

Chronology of Relevant Disaster Response/Humanitarian Assistance Guidance	
YEAR	TITLE
1976	Bali Concord I (BCI)
1976	ASEAN Declaration on Mutual Assistance on Natural Disasters
1976	Treaty of Amity and Cooperation in Southeast Asia (TAC)
1998	Hanoi Plan of Action (HPA)
2003	Declaration of ASEAN Concord II (Bali Concord II or BCII)
2004	Vientiane Action Program (VAP)
2007	ASEAN Economic Community Blueprint
2007	Guidelines on the Use of Foreign Military and Civil Defence Assets (MCDA) in Disaster Relief – "Oslo Guidelines"
2009	ASEAN Agreement of Disaster Management and Emergency Response (AADMER)
2009	Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP)
2009	ASEAN Regional Forum(ARF) Work Plan for Disaster Relief
2009	Cha-am Hua Hin Declaration on the Roadmap for an ASEAN Community
2009	Initiative for ASEAN Integration (IAI) Strategic Framework and IAI Work Plan 2
2009	ASEAN Political-Security Community Blueprint
2009	ASEAN Social-Cultural Community Blueprint
2010	Bandar Seri Begawan (Brunei) Plan of Action to Strengthen the ASEAN-EU Enhanced Partnership
2010	ASEAN-United Nations Strategic Plan for Cooperation on Disaster Management
2011	Bali Declaration on ASEAN Community in a Global Community of Nations, Bali Concord III (BCIII)
2011	South Asian Association for Regional Cooperation Agreement on Rapid Response for Natural Disasters
2012	Joint Statement of the 4th ASEAN-US Leaders Meeting
2013	Disaster Response in Asia and the Pacific: A Guide to International Tools and Services
2014	Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets (FMA) in Natural Disaster Response Operations

Table 4: HA/DR Guidance

ASEAN Declaration on Mutual Assistance on Natural Disasters

Complementing BCI was the ASEAN Declaration on Mutual Assistance on Natural Disasters adopted in June 1976 at the 9th Ministerial Meeting in Manila, Philippines. The document identifies four declarations regarding establishing cooperation, designating individual national government agencies as the internal coordinating body of each Member State, identifying Member State assistance and response when requested in a major calamity, and responsibilities of a Member State requesting assistance.

Intra-ASEAN cooperation includes four elements:

1. Improving disaster warning communication

2. Exchanging experts and trainers in disaster management disciplines

3. Exchanging disaster management information and documents

4. Identifying the logistics chain for distributing medical supplies, services and relief assistance

The declaration also outlines the requirement for each Member State to:

- Designate a national government agency as the coordinating agency to gather, collate and exchange disaster management data

- Extend needed assistance within their capability and capacity as requested

- Establish processes to (when notified in advance) facilitate transit of vessels, aircraft, authorized people, supplies and equipment consistent with its laws

- Establish processes to facilitate entry of vessels, aircraft, authorized people, supplies and equipment for rescue and relief free from taxes and other duties or charges166

ASEAN pursued broader cooperation in the region through signing onto the Treaty of Amity and Cooperation in Southeast Asia, following BCI and adoption of the ASEAN Declaration on Mutual Assistance on Natural Disasters.

ASEAN Agreement on Disaster Management and Emergency Response

The ACDM developed the AADMER through a series of ACDM meetings, following the 2004 Indonesian earthquake and tsunami."

The basis for the agreement is derived from the following documents:

- Bangkok Declaration, August 1967

- ASEAN Agreement for the Facilitation of Search for Aircrafts and Distress and Rescue of Survivors of Aircraft Accidents, April 1972

- ASEAN Agreement for the Facilitation of Search of Ships in Distress and Rescue of Survivors of Ship Accidents, May 1975

- Declaration of ASEAN Concord I, February 1976

- ASEAN Declaration on Mutual Assistance on Natural Disasters, June 1976

- Agreement on the ASEAN Food Security Reserve, October 1979

- Treaty of Amity and Cooperation in Southeast Asia, 1998

- UN General Assembly Resolution 46/182, December 1991 (UN call for an integrated approach to disaster management and a culture of prevention)

- ASEAN Agreement on Trans-boundary Haze Pollution, June 2002

- UNM General Assembly Resolution 57/578, December 2002 (UN encouragement for increased regional and sub-regional cooperation in disaster preparedness and response to include capacity building)

- Declaration of ASEAN Concord II, October 2003

- ASEAN Regional Program on Disaster Management, December 2003 (2004-2010)

- Vientiane Action Program, November 2004 (2004-2010)

- Declaration on Action to Strengthen Emergency Relief, Rehabilitation, Reconstruction and Prevention in the Aftermath of the Earthquake and Tsunami

Disaster, December 2004

- UN General Assembly Resolution 59/279, January 2005 (UN Response to the Indonesia earthquake and tsunami. i.e., emergency relief, rehabilitation, reconstruction and prevention)

- Hyogo Declaration and Framework for Action, January 2005

The AADMER is the first legally-binding Hyogo Framework of Action (HFA)-related instrument in the world, which establishes regional policies, and operational and logistical mechanisms for ASEAN Member States to seek out and extend assistance in disaster response. However, the AADMER neither sets specific targets as measures of successful implementation nor is there any mechanism to enforce compliance. The document relies on promoting Member States collaboration in pursuing disaster mitigation, prevention, preparedness, response, recovery and rehabilitation. The HFA 2005-2015: Building the Resilience of Nations and Communities to Disasters, promotes a strategic and systematic approach to characterizing hazards, identifying vulnerabilities capable of being exploited by various hazards, consequences of a hazard exploiting a vulnerability, and mitigation to reduce risk. It underscored the need for, and identified ways of, building the resilience of nations and communities to disasters.[167] The HFA grew out of the 1994 Yokohama Strategy for a Safer World: Guidelines for National Disaster Prevention, Preparedness, and Mitigation.[168] A review of the details of the HFA and Yokohama Strategy is beyond the scope of this analysis. However, it is important to know of these documents as they inform the policies ASEAN adopted in the AADMER.

The AADMER identifies the following six General Aims:

1. Improve the capacities of ASEAN for effective and efficient regional early warning and monitoring, preparedness, emergency response, and disaster reduction in the region establishing supportive policies, systems, plans, procedures, mechanisms, and institutional and legal frameworks, at both regional and national levels.

2. Enhance humanitarian assistance and emergency response coordination to provide efficient, timely, and reliable response to major disasters through common implementation of operational procedures and mechanisms and rapid mobilization of resources.

3. Strengthen technical and institutional capacities of Member States through the provision of capacity development and training programs for disaster management, disaster risk reduction, and emergency response; through active exchange of knowledge, experience and expertise using various sharing and learning modes; and through the facilitation of information and data sharing for integrated disaster preparedness and risk reduction capacities.

4. Assist Member States and promote regional collaboration in mainstreaming disaster risk reduction into national development policies, plans and sectoral programs and in formulating and implementing risk reduction measures that link climate change adaptation to ensure sustainable development.

5. Foster closer partnerships and more collaborative initiatives on disaster preparedness and response, disaster risk reduction and recovery and rehabilitation with partner organizations, international organizations, civil society organizations, academia, military and United Nations specialized agencies, among others.

6. Support community-based approaches in disaster management and enhance disaster consciousness of the peoples in ASEAN to instill a culture of safety and resilience.

The four strategic components of the AADMER supporting the General Aims are Risk Assessment, Early Warning and Monitoring; Prevention and Mitigation; Preparedness and Response; and Recovery.[169] ASEAN describes six building blocks supporting these Strategic Components. These building blocks are Institutionalizing the AADMER; Partnership Strategies; Resource Mobilization; Outreach and Mainstreaming; Training and Knowledge Management, and Information Management; and Communication Technology.[170]

The AADMER Work Programs go on to identify 31 implementation priorities establishing

the support for the General Aims and the Strategic Components. These priorities are further categorized as 14 flagship programs in Phase 1, and 17 additional programs in Phase 2.[171]

The AADMER is comprised of 11 Parts and supported by 36 Articles. Of these said sections, this analysis addresses only those relevant to a more comprehensive understanding of the objective of the AADMER.

Part I General Provisions

Defines terms and sets the AADMER's objective, principles, and general obligations.

Article 2, Objective:

The AADMER objective is to reduce disaster losses including not only lives but also social, economic, and environmental resources. It includes the objective of coordinating joint responses nationally, regionally, and internationally.

Article 3, Principles:

Key elements of the principles include maintaining the sovereignty, territorial integrity and national unity of nations providing or receiving disaster relief. It establishes that the nation requesting assistance is responsible for direction, control, coordination and supervision of this assistance within its sovereign territory. The agreement emphasizes partnering, cooperation and coordination in preparing for, responding to and recovering from a disaster. The agreement's priority is on disaster mitigation to include monitoring, and prevention. The agreement encourages sustainable broad development policies, planning and programming. Finally, pursuing the aims of the AADMER requires engagement of all stakeholders including various communities, NGOs, and the private sector with a focus on community-based solutions.

Article 4, General Obligations:

These obligations extend placing the need for cooperation in developing and putting into effect solutions to reduce disaster impacts, and develop monitoring and early warning systems. Further, and perhaps

most significantly, the agreement requires developing standby arrangements for disaster relief and emergency response. This requirement is manifested in the Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP) described in more detail later in this analysis.

Additional obligations include a Member State responding immediately to disasters within their territory and mitigating possible impacts to other Member States to include information sharing. Member States are also required to respond promptly to assistance requests from other Member States. Finally, the agreement identifies the requirement for Member States to pursue legislative, administrative and any other appropriate actions necessary for them to meet their obligations as outlined in the AADMER.

Part II Disaster Risk Identification, Assessment and Monitoring

Stipulates each Member State must monitor risk in its territory and transmit this information to the AHA Center via a National Focal Point. The AHA Center will review, analyze, and re-transmit this information.

Article 5, Risk Identification and Monitoring:

This article outlines detailed actions Member States are expected to pursue. These actions include identifying disaster risks in their sovereign territory, including natural and human-made hazards; risk assessment; vulnerability identification and monitoring; and identifying Member State's capacity for executing appropriate Disaster Management actions. Member States are also expected to assign risk levels to known hazards consistent with ASEAN criteria. Each Member State is required to establish a National Focal Point (NFP) responsible for regular status updates to the ASEAN Humanitarian Assistance Center (AHA Center). Details of instituting the Center and its functions are spelled out in the AADMER, Article 20, and the ANNEX, which founds the AHA Center and identifies its 16 primary functions.[172] Article 20, referenced later in this analysis, creates the AHA Center and outlines its role and responsibilities. These responsibilities

including receiving and consolidating status reports, making recommendations regarding risk level, occasional risk independent risk analysis, and communicating the analyzed data and risk level back to the NFPs.

Part III Disaster Prevent and Mitigation

Directs Member States to strengthen national disaster risk reduction programs and develop a regional program.

Article 6, Prevention and Mitigation:

This Part and Article ascertain the need for Member States to develop strategies to identify, prevent and reduce disaster risk and losses. This development effort extends to prevention and mitigation legislation, regulations, policies, plans, programs and strategies. The effort includes better local and national disaster management capability and coordination, promoting public awareness through education and community participation, and leveraging local knowledge and practices. Finally, regional planning must complement national planning efforts.

Part IV Disaster Preparedness

Directs Member States to establish early warning systems and prepare SASOP arrangements. Prepare procedures for use of military and civilian goods, equipment, and personnel, along with preparing procedures for joint disaster relief and emergency response operations.

Article 7, Disaster Early Warning:

This Part and Article requires the Member States to regularly assess risks, review early warning information systems, ensure communication networks provide timely information delivery, and gauge public awareness and preparedness to act in the event of a disaster. Member States are also required to cooperatively monitor potential trans-boundary hazards to improve early warning arrangements.

Article 8, Preparedness:

Article 8 focuses on loss reduction in the event of a disaster which requires development of regional cooperation and national action SOPs. The associated SOPs include standby arrangements for

disaster relief and emergency response, use of military and civilian transportation, communications, facilities, goods and services to result in efficient trans-boundary logistics support, and coordination of disaster relief and emergency response operations between and among Member States. These efforts involve growing organic response capacities and capabilities. Complementing the enhanced capabilities and capacities is coordination with the ASEAN Food Security Response Research Board for release of rice from the ASEAN Emergency Rice Reserve. It also includes regularly conducting training and exercises to attain, maintain and validate SOPs. Again, the AHA Center is the repository for information regarding the SOPs.

Article 9, ASEAN Standby Arrangements for Disaster Relief and Emergency Response:

In support of this Article, the Member States developed the Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP).

Part V Emergency Response

Specifies legal mechanisms to obtain and provide assistance between Member States. Parties can communicate directly or through the AHA Center. The articles listed below cover control of assisting assets, requirements to observe the assisted state's laws, identification requirements, and transit/entry facilitation.

Article 10, National Emergency Response

Article 11, Joint Emergency Response through the Provision of Assistance

Article 12, Direction and Control of Assistance

Article 13, Respect of National Laws and Regulations

Article 14, Exemptions and Facilities in Respect of the Provision of Assistance

Article 15, Identification

Article 16, Transit of Personnel, Equipment, Facilities and Materials in Respect of the Provision of Assistance

The SASOP is the Member States codification

of the requirements outlined in these Articles. To avoid redundancy, the requirements of these Articles are not otherwise detailed here.

Part VI Rehabilitation

Post-disaster rehabilitation and assistance between Member States.

Article 17, Rehabilitation:

This Part and Article requires individual and joint development of rehabilitation strategies and programs to recover from a disaster through bilateral, regional and international cooperative efforts.

Part VII Technical Cooperation and Scientific Research

Specifies Member States will cooperate on information exchange, research, training, and technical capacity enhancement.

Article 18, Technical Cooperation:

This Part and Article identify areas of cooperation that can serve to improve preparedness and mitigation efforts. These areas include resource mobilization internal to ASEAN as well as with non-ASEAN states. It promotes standardizing data and information and reporting formats to facilitate exchanging information, expertise, technology, techniques, procedures and organic know-how. Raising public awareness through training and education regarding disaster prevention and mitigation is also required. Training and education extends to local, national and regional policy makers, disaster managers, and disaster responders. All these efforts are focused on growing overall technical capacity within ASEAN Member States. The AHA Center serves as the information exchange for these efforts.

Article 19, Scientific and Technical Research:

The primary focus is on protection of Intellectual Property rights of the Member States as they engage and cooperate with non-ASEAN entities in pursuing scientific and technical research programs related to means, methods, techniques and equipment for risk reduction. The AHA Center serves as the information broker for these efforts.

Part VIII ASEAN Coordination Center for Humanitarian Assistance

AHA Center established for facilitating cooperation between parties to the agreement and between Member States, the UN, and international organizations.

Article 20, ASEAN Coordinating Center for Humanitarian Assistance on disaster management (AHA Center):

This Part and Article creates the AHA Center, and outlines its roles and responsibilities in facilitating cooperation and coordination between the Member States and extends to the United Nations and other international states and organizations. The AHA Center also serves as the focal point for requesting outside assistance in responding to a disaster that has overwhelmed a Member State's capability and capacity to respond.

A feature of the AHA Center is the ASEAN Emergency Response and Assessment Team (ERAT). The ERAT is organized to support the Member States NDMO in the initial phases of a disaster. In these early stages of a disaster, the ERAT conducts rapid assessment, coordinates mobilization and deployment of regional disaster management resources, and facilitates incoming assistance from ASEAN Member States. The team is managed by the AHA Center so the ERAT is quickly deployable. The AHA Center will activate and mobilize the ERAT following an Affected Member State requesting assistance from other Member States, or following the Affected Member State accepting another Member States assistance offer. [173] The ASEAN ERAT's training and response actions are guided by the Rapid Damage Assessment and Needs Analysis (DANA) Manual, December 2008. This manual is a quick reference guide for ASEAN ERAT members, and can serve in the capacity of a checklist.[174]

There is also an ANNEX to the AADMER that is a recapitulation of the 16 functions for which the AHA Center is responsible as outlined in the included Article summaries (i.e., Relevant Articles 5.4, 8.4, 8.6, 9.1, 9.2, 10.2, 11, 14.c, 16.2, 18.2, 19.2, 22.2 and 22.3 are each paraphrased in this analysis of the AADMER.)

Part IX Institutional Arrangements

Establishes the Conference of the Parties (COP) to review and evaluate the implementation of the AADMER.

Article 21, Conference of the Parties:

Establishes the governing body roles, responsibilities, policies and procedures with regard to the AADMER.

Article 22, National Focal Point (NFP) and Competent Authorities:

Identifies the requirement for each Member State to identify to the AHA Center the initial NFP and one or more competent authorities, and any future changes to these designations, for implementing the agreement. The AHA Center will make these designations available to the Member States and relevant international entities.

Article 23, the Secretariat and Article 24, Financial Arrangements:

Provide administration details essential to the agreements implementation. Important to understanding the ASEAN disaster response process is knowing the agreement establishes the ASEAN disaster management and emergency relief Fund financed with voluntary contributions of the Member States as well as contributions from other sources subject to approval by the Member States.

Part X Procedures

Specifies procedures and requirements for changes to the AADMER.

Article 25; Protocols

Article 26, Amendments to the Agreement

Article 27, Adoption and Amendment of Annexes

Article 26, Rules of Procedures and Financial Rules

Article 29, Reports

Article 30, Relationship with Other Instruments

Article 31, Settlement of Disputes

Part XI Final Clauses

Are administrative in nature and not further described in this analysis. [175]

Article 32, Ratification, Acceptance, Approval and Accession

Article 33, Entry into Force

Article 34, Reservations

Article 35, Depository

Article 35, Authentic Text

SASOP and Coordination of Joint Disaster Relief and Emergency Response Operations

At the 11th ACDM meeting, the committee adopted the Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP). The SASOP emerged from the AADMER requirement (Article 9) to establish ASEAN Standby Arrangements for Disaster Relief and Emergency Response. Included in the SASOP is guidance regarding the formation and activation of the AHA Center. These standby arrangements are expected to identify and earmark assets, capabilities and capacities available to be deployed in support of disaster relief and emergency response efforts following a disaster.

In general, the previously described AADMER identifies two levels of action for the Member States. First, working to create regional capacity in preparedness and response as characterized in the Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP) collaboration document. The second responsibility is support to Member States' governments and their NDMOs to improve disaster risk management systems across all disaster management stages. These stages are characterized in AADMER as the time prior to a disaster, during a disaster, and following a disaster.

All of the previously cataloged documents fully characterize the ASEAN Member States aspirational goals regarding initiating, establishing and improving disaster management and emergency response. The publication of the November 2009 SASOP translates these aspirations into required, but voluntary and non-binding actions. These actions are detailed in a series of annexes to the SASOP,

providing detailed templates for completing all the identified requirements. Of all the various ASEAN disaster management and emergency response documents, the SASOP is the one document establishing a concrete way ahead for the Member States.

The SASOP is comprised of four key elements informing the overall document content:

1. Guides and templates initiating and establishing the ASEAN standby arrangements for Disaster Relief and Emergency Response

2. Procedures for joint disaster relief and emergency response operations

3. Procedures for facilitating and using military and civilian capabilities (faculties, features, functions, processes, or services) and capacities (the ability or power to use capabilities)

4. Methodologies for periodically conducting an ASEAN regional disaster emergency response simulation exercise (ARDEX) testing the SASOPs effectiveness

The SASOP also more fully characterizes the role of the AHA Center, the establishment of NFPs as the single point of contact for each Member State, and incorporates the requirement for formal designation of a Competent Authority (CA,) who can speak on behalf of the individual Member State leadership to the AHA Center. The NFPs are further established as 24/7 operational centers for receiving and transmitting initial disaster reports and situation updates between and among the AHA Center, NFPs, and other entities.

Interestingly, the SASOP's only reference to external assistance occurs on Page 6, in Paragraph C. Network of Predesignated Areas, sub-paragraph 16, footnote 12 as follows:

"Assisting Entity is a State, international organization, and any other entity or person that offers and/or renders assistance to a Receiving Party or a Requesting Party in the event of a disaster emergency (AADMER, Article 1). While the procedure in the SASOP is only applicable to Parties, Assisting Entities outside ASEAN are encouraged to follow the procedure

in the SASOP if they find it useful. ASEAN would explore the possibility of making NGOs as recognized partners of ASEAN, and that these partners should follow the procedures as stipulated in the SASOP."[176]

Despite this relatively thin guidance regarding non-ASEAN entities, the US Department of State has engaged ASEAN since mid-2011 with the support of a full-time, resident Advisor to the ASEAN Secretariat's ASEAN Regional Forum (ARF) Unit and to broader Disaster Management efforts through the ASEAN Secretariat and AHA Center. The Advisor works closely with ASEAN officials and Dialogue Partners overseeing the:

- Installation in the AHA Center of a multi-hazard Disaster Monitoring and Response System. With Japan, the United States is providing hardware and software in the interest of improving response times and optimizing use of relief resources.

- Building of ASEAN Member States search and rescue capacity.

- Creation of guidelines for asset mobilization in providing regional disaster relief.

Additionally in 2011, the United States Pacific Command (USPACOM) assigned a Liaison Officer to the U.S. Mission to ASEAN. The objectives of this liaison position include encouraging information-sharing between DoD and other U.S. agencies on multi-national security programs in Southeast Asia, and encouraging deepening and sustained engagement by DoD in ASEAN defense-related fora such as the ASEAN Defense Ministers Meeting (ADMM) Plus (ADMM+) ADMM+ includes the 10 Dialogue Partners.[177]

Use of Foreign Military and Civil Defense Assets in Disaster Relief – "OSLO Guidelines"

The "Guidelines on the Use of Foreign Military and Civil Defense Assets (MCDA) in Disaster Relief" was originally crafted in Oslo, Norway, in a series of conferences from 1992 to 1994. More than 180 delegates from 45 States and 25 organizations attended the conferences which developed these non-binding guidelines. Lessons learned from the Foreign Military Assistance (FMA) response to the Indonesia earthquake and tsunami, led to the series of conferences

convened by UNOCHA and the Norwegian Foreign Ministry update the Guidelines. A revised version of the Guidelines was the end result and another updated version (1.1) was released November 2007.

The Oslo Guidelines address the need to institute principles and standards for improving effectiveness and efficiency in coordination of MCDA resources for response to natural, technological, and environmental emergencies in peacetime. There are several important elements to the Oslo Guidelines that inform the Asia-Pacific Regional Guidelines for the Use of FMA in Natural Disaster Response Operations (APC MADRO) just described.

MCDA asset should be requested only where there is no comparable civilian alternative and only the use of military or civil defense assets can meet a critical humanitarian need. Uniqueness of MCDA capability and/or capacity is a defining feature for requesting these assets as a last resort alternative. These forces and resources must complement existing response assets. MCDA resources are only deployed at the request of the Affected State in the overall setting of an appeal for international assistance. UN humanitarian agencies are encouraged not to become dependent on MCDA, and the guidelines encourage Member States to invest in increased internal capability and capacity. The Oslo Guidelines stress conforming to the Humanitarian Principles previously described to include state sovereignty.

Asia-Pacific Regional Guidelines for the Use of FMA in Natural Disaster Response Operations 2014

In December 2005, the Indian Armed Forces of New Delhi hosted the International Seminar on Disaster Management – Emerging Challenges to the Armed Forces. The seminar was a follow-up to the experiences of the armed forces responders to the 2004 Indonesia earthquake and tsunami. Through 2010, the Asia-Pacific Military Assistance to Disaster Relief Operations (APC-MADRO) organized an annual conference with the Civil-Military Coordination Section (CMCS), based in Geneva and the Regional Office for the Asia-Pacific (ROAP) of the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) Regional office for Asia. The conference endeavored to develop collaborative

guidelines in planning for FMA in responding to disasters in the Asia-Pacific region. Out of this series of conferences emerged the "Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations-APC MADRO Guidelines" (Version 8.02, October 2014).

The Guidelines establish voluntary, non-binding recommendations for Member States in deploying their armed forces in response to international disasters and requests for Humanitarian Assistance. These guidelines contextualize "The Use of Foreign Military and Civil Defense Assets in Disaster Relief", also known as the "Oslo Guidelines" for use in the Asia Pacific region.

The APC MADRO Guidelines do not apply to complex emergencies. The UN Inter-Agency Standing Committee of the UNOCHA defines complex emergencies as:

"…a humanitarian crisis in a country, region or society where there is total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single and/or ongoing UN country program."[178]

FMA in response to a disaster or humanitarian crisis occurs only with the consent of the affected country on the basis of a request by that country. FMA services are provided at no cost to the requesting state. All FMA responses are governed by the UN Humanitarian Principles. UNOCHA derived these principles from core principles that have long guided the International Committee of the Red Cross and the national Red Cross/Red Crescent Societies. UN General Assembly resolution 46/182 endorsed the first three principles of humanity, neutrality and impartiality in 1991. Additionally, the resolution established the Emergency Relief Coordinator (ERC) concept. In 2004, General Assembly resolution 58/114 added the fourth key principle independence.

The FMA Asia-Pacific guidelines add the principle Do No Harm. This principle recognizes the risk of unintended consequences resulting from a FMA response. The guidelines form the expectation that Member States will undertake pre-disaster preparedness regarding seeking and offering assistance, exercising plans, developing SOPs, and identifying all internal resources

that could be brought to bear in responding to a disaster. Other resources with disaster SOPs, guidelines, and other resources to support preparedness planning include: ASEAN (Jakarta, Indonesia), the ASEAN Regional Forum (ARF) (Jakarta, Indonesia); South Asian Association for Regional Cooperation (SAARC) (Kathmandu, Nepal); the Secretary of the Pacific Community (SPC) (Noumea, New Caledonia), the Pacific Islands Forum (PIF) (Suva, Fiji) and the Multinational Planning and Augmentation Team (MPAT)(Camp H.M. Smith, Hawaii).

FMA resources are only intended to be used to complement existing relief efforts that are experiencing capability and/or capacity shortfalls in saving lives and mitigating undue human suffering. In the guideline, the expectation is that a FMA response should be used after all other civilian disaster response resources have been exhausted. Any FMA response must be limited in duration and scale of the effort, and must have an exit strategy identifying what constitutes mission success as a trigger for withdrawal. The Guidelines also state that the structure of the coordination mechanism will be dependent on the Affected State's national structure and unique circumstances. Responding foreign militaries will need to remain flexible in integrating with existing structures. Depending on the operational context, the establishment of an integrated Humanitarian-Military Operations Coordination Centre (HuMOCC) led by the NDMO, might be appropriate and represent the preferred option. The organizational structure for FMA coordination and collaboration in responding to a disaster must be flexible as a result of the very nature of the unpredictability of the situation on-the-ground following a disaster.

Success for an FMA response requires distinct lines of communication, timely information sharing, a collective and coordinated team effort, and mutual trust. Mutual trust should be developed prior to mounting an FMA response through civil-military coordination, joint exercises, conferences, workshops, and other fora and information exchanges. Mutual trust is maintained during a response through transparency regarding critical response activities such as security, logistics and life sustaining services.

The APC MADRO Guidelines classify three response categories: Direct Assistance (i.e., "face-to-face distribution of goods and services"),

Indirect Assistance, at least one step removed from the population (i.e., logistics support short of the impact area), and infrastructure support (general services that facilitate relief, but are not necessarily visible to, or solely for, the benefit of the affected population [i.e., roads repair, air traffic control, power generation]). Consistent with the Oslo Guidelines, an FMA response does not typically provide direct assistance, however unique circumstances in the Asia-Pacific region may require a case-by-case assessment regarding this limitation. There may be circumstances where an FMA response may require direct assistance. In these circumstances, it is essential for the military forces to pursue the advice and counsel of the national authority identified as the point of contact in the humanitarian community for the military forces.

Humanitarian Assistance from all entities is generally delivered through the Cluster Approach. These clusters will typically have a lead agency, who are responsible for ensuring that response capacity is in place and that assessment, planning and response activities are carried out in collaboration with partners and in accordance with agreed standards and guidelines. The cluster lead will also work with UNOCHA in assuring inter-cluster coordination and collaboration. Identified clusters include:

- Camp Management and Coordination – UN High Commissioner for Refugees (UNHCR) and International Organization for Migration (IOM)

- Early Recovery – UN Development Program (UNDP)

- Education – UN Children's Fund (UNICEF) and Save the Children

- Emergency Shelter – UNHCR and International Federation of Red Cross and Red Crescent (IFRC)

- Emergency Telecommunications – World Food Program (WFP)

- Food Security – WFP and Food and Agriculture Organization (FAO)

- Health – World Health Organization (WHO)

- Logistics – WFP

- Nutrition – UNICEF

- Protection – UNHCR

- Sanitation, Water and Hygiene – UNICEF

These clusters execute across the spectrum of disaster response, recovery and reconstruction.

Roles and Responsibilities of the Affected State

In addition to the routine requirements to care for their citizens and other victims within their territory following a disaster, the affected state is responsible for initiating, organizing, coordinating, implementing, regulating, and monitoring assistance provided by both internal and external entities. Through their National Disaster Management Office (NDMO), states are expected to develop their national disaster response plan, identify a Local Emergency Management Authority (LEMA), and processes and procedures for receiving and using FMA resources. The NDMO will, as the situation demands, establish field offices and emergency operations centers as the focal points for coordinating all relief efforts. The Civil-Military Operations Center (CMOC) and HuMOCC directly support the LEMA working under their direction.

Roles and Responsibilities of the Assisting State

Assisting States must be invited participants to respond to a disaster. They must respect the Affected States sovereignty, territorial integrity, cultures, religions and other sensitivities, and comply with the previously described Humanitarian Principles. Of course, they must comply with applicable domestic and international laws, Status of Forces Agreements (SOFAs), Visiting Forces Agreements (VFAs) and other legally binding requirements. Armed forces resources remain under the command and control of their respective national military authority. The Agreement regarding the status of FMA forces in a disaster response is detailed in Annex I of the Oslo Guidelines. Additional guidance, primarily applicable to humanitarian organizations, is identified in the IFRCs Guidelines on International Disaster Response Laws, Rules and Principles (IDRL). Other resources for insight into establishing status agreements include the ARF Model Agreement, MPAT Multi-National Force (MNF) SOP, the Republic of the Philippines (RP)-US Military HA/DR Concept of Operations (CONOPS), and

the ASEAN Model Agreement.

The guidelines further establish the additional expectation that the FMA leadership will provide liaison officers (LNOs) and/or planning teams to coordinate and collaborate with the Affected State national authority, domestic military, UN entities (such as cluster leads previously described), other foreign militaries, and regional organizations such as those previously noted. The military-to-military LNO plays a key role in developing and using one common set of practices and procedures in executing their response. This LNO role contributes to reducing confusion that could result in duplication of efforts or, perhaps worse, support gaps. FMA forces should only provide specific support to the explicit requirements for assistance as previously requested. The FMA forces must be self-sustaining in order to prevent placing additional demands on already over stressed local resources and infrastructure.

Roles and Responsibilities of Transit States

Transit States are expected to facilitate logistics support to transporting personnel, equipment, and supplies from Assisting States to Affected States.

Roles and Responsibilities of the UN

The UN Resident Coordinator (RC), who also heads the UN Country Team (UNCT), is also typically identified as the Humanitarian Coordinator (HC) for the overall international disaster response. The RC/HC reports to, and collaborates and coordinates with, the Emergency Relief Coordinator (ERC) who is also usually the Head of UN OCHA and the UN Under-Secretary-General for Humanitarian Affairs. The UNOCHA Regional Office for Asia and the Pacific (UNOCHA ROAP) is headquartered in Bangkok, Thailand.

The UN offers a range of assistance across local, national, and regional levels to include direct and indirect aid. They can mobilize and coordinate international assistance to include seeking donor support and in-kind donations of resources. A UN Disaster Assessment and Coordination (UNDAC) team will deploy and establish an On-Site Operations Coordination Center (OSOCC). The OSOCC facilitates on-site cooperation, coordination and information management between international responders

and the Government of the affected country. Additionally, the OSOCC establishes a physical space to act as a single point of service for incoming response teams, notably in the case of sudden-onset disaster where the coordination of many international response teams is critical. The UN also supports an Affected State in developing strategies for rehabilitation and reconstruction.

Adherence to the previously identified Humanitarian Principles is enforced by the UN. A Humanitarian Information Center may also be established as a clearing house for the deluge of reporting likely to emerge from the event. Supporting the potential daunting information requirements of a disaster are UN developed web-based coordination applications including the Global Disaster and Alert Coordination System (GDACS http://www.gdacs.org), Virtual On-site Operations Coordination Center (VOSOCC http://ocha.unog.ch/virtualosocc) and Relief Web (http://www.reliefweb.int). There are also locally developed information management applications such as the All Partners Access Network (APAN https://community.apan.org).

Roles and Responsibilities for the Humanitarian Community

The humanitarian community typically includes entities such as the Red Cross/Red Crescent Movement., NGOs, International Organizations (IOs), and others. These entities will work with the UN in coordinating their independent response operations consistent with supporting the overall UN humanitarian response operations plan and in coordination with other participants. The NDMO, UNOCHA/ UN Humanitarian Civil-Military Coordination (UN-CM Coord) Officers are a key resource in integrating the efforts of the humanitarian community and FMA forces.

Roles and Responsibilities of Regional Organizations

Most regional organizations have previously established disaster response SOPs, guidelines, mutual support agreements and other documents. One example is the AHA Center.

South Asian Association for Regional Cooperation Agreement on Rapid Response for Natural Disasters

Although not an ASEAN document, a supplementary legally binding agreement useful for crisis planning is the South Asian Association for Regional Cooperation (SAARC) Agreement on Rapid Response for Natural Disasters (ARRND). The 2011 ARRND is a regional disaster management agreement reinforcing the application of existing tools and services in a disaster response. SAARC Member States include Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka. As was learned in the 2004 Indian Ocean earthquake and tsunami, disasters do not respect human identified boundaries. Consequently, the SAARC and ASEAN are two separate geo-political entities with overlapping responsibilities in preparing for, responding to and recovering from regional disasters. The SAARC ARRND describes a series of principles, general obligations, SOPs, standby arrangements, emergency response provisions, assistance direction and control, respect for sovereignty, exceptions, responder's identification, resource movement and accountability, NFPs and competent authorities, financial arrangements and supporting administrative clauses. In most regards it is similar to the AADMER in its spirit and intent.[179] In January 2015 policy level officials from SAARC and ASEAN met as part of a one-week study exchange to discuss cooperation on disaster management issues. [180]

Bali Concord I (BC I)

Recognizing the importance of regional political stability, the ASEAN Member States crafted the Bali Concord (BCI) at the First ASEAN Summit in 1976. BCI identified eight objectives and principles in pursuit of the regional political stability. Member States documented their earliest formal recognition of the regions disaster risk in BCI Principal 4. ASEAN cooperation shall take into account, among others, the following objectives and principles in the pursuit of political stability:

"4. Natural disasters and other major calamities can retard the pace of development of Member States. They shall extend, within their capabilities, assistance for relief of Member States in distress."[181]

Treaty of Amity and Cooperation in Southeast Asia (Also known as the Bali Treaty)

The Treaty of Amity and Cooperation (TAC) in Southeast Asia formally adopts the universal principles of cooperation and peaceful coexistence between the Southeast Asia nations. The document establishes a regional commitment to peacefully resolve differences, disputes, and conflicts. The heads of state of the original ASEAN Member States signed the first version of this treaty in February 1976. As a step in joining ASEAN, additional Member States desiring to become part of ASEAN had to join the treaty.[182] The treaty amendment in December 1987 was important to the United States as it permitted countries outside of Southeast Asia to join the treaty.[183] The amendment in July 1998 added the required consent of all ASEAN Member States, before permitting countries outside the Southeast Asia region to join the treaty.[184] In 1989, Papua New Guinea became the first non-Southeast Asia state to join the treaty. Since 1992, Lao People's Democratic Republic (1992), Socialist Republic of Vietnam (1992), Kingdom of Cambodia (1995), Union of Burma (Myanmar) (1995), the People's Republic of China (2003), India (2003), Japan (2004), Pakistan (2004), the Republic of Korea (2004), the Russian Federation (2004), New Zealand (2005), Mongolia (2005), Australia (2005), France (2006), East Timor (2007), Bangladesh (2007), Sri Lanka (2007), Democratic People's Republic of North Korea (2008), the United States (2009), and the European Union (2012) have all joined the treaty.[185]

For U.S. entities supporting Humanitarian Assistance and Disaster Relief efforts in Southeast Asia, and specifically ASEAN, the key element of this treaty is the emphasis on mutual cooperation. The mutual cooperation definition is consistent with the spirit and principles of the United Nations, "Ten Principles" adopted by the Asian-African Conference, April 1955,[186] the 1967 declaration forming the ASEAN, and the Kuala Lumpur declaration of November 1971.[187] Specifically in the TAC, Chapter III, Cooperation, Article 12, states in part that cooperation to promote regional resilience, self-confidence, self-reliance, mutual respect, cooperation and solidarity forms the basis for coordinating consultations and contact amongst the treaty signatories for sharing views, actions and policies consistent with Article 9 for fostering cooperation. The U.S. signature to the treaty establishes the basis for consultation with ASEAN regarding sharing views, actions and policies in preparing for, responding to, and recovering from regional disasters.[188]

Hanoi Plan of Action (1998-2004)

The Member States adopted the Hanoi Plan of Action (HPA) at the 6th ASEAN Summit in Hanoi, Vietnam on December 1998. The HPA covers a six-year period from 1998 to 2004 and places into effect the ASEAN Regional Forum (ARF) Vision Statement adopted July 2009. While primarily focused on financial and economic issues, the HPA documents the ARF vision for ASEAN Member States out to 2020. The HPA establishes policy in developing and implementing concrete actions in maturing areas of cooperation. In Section VII Strengthen Regional Peace and Security, Sub-paragraphs 7.3 and 7.4, the HPA reiterates the importance of fully ratifying the TAC, and encourages Dialogue Partners[189] and other countries to adopt the TAC as a code of conduct for relationship building with, between and among Southeast Asian States. As a Dialogue Partner the HPA is inclusive of the U.S. in addressing Section 1. Areas of Cooperation, paragraph 1 Disaster Relief. This paragraph states that the ASEAN Regional Forum (ARF) plan of action to the year 2020 includes coordinating disaster management and relief responses for the region and strengthening interoperability between military and civilian relief operations. These two major thrusts are supported by five actions:

1. Support to the ARF Inter-Sessional Meeting (ISM) framework on disaster relief. These ISMs began in 1997 in Wellington, Australia, and continued through the 13th session completed February 2014 in Chengdu, China. The framework defined over the intervening 17 years, resulted in publication of the ARF Work Plan for Disaster Relief, 2012-2014.

2. Support and contribute concrete and practical actions in implementing the AADMER described more fully later in this analysis.

3. Support civil-military coordination for more effective and timely responses to include regular exercises.

4. Develop and refine tools such as:

- Regional protocols

- A standby arrangement system

- A model legal arrangement for foreign military assistance

- Common standard operating procedures (SOPs)

- Sharing best practices

- A voluntary registration process for documenting civilian and military capabilities.

- An effective regional disaster response framework consistent with international guidelines

5. Establish complementary coordination and shared fora with international and regional entities including the UN system, East Asia Summit (EAS), Asia-Pacific Economic Cooperation (APEC), Asia-Europe Meeting (ASEM), and Asia-Pacific Conference on Military Assistance to Disaster Relief Operations (APC-MADRO)[190]

Declaration of ASEAN Concord II

In 2003, ASEAN issued the "Declaration of ASEAN Concord II (Bali Concord II or BCII). BCII is a framework for ASEAN Member States to identify a strategy for achieving a more dynamic, resilient and cohesive regional association. BCII stresses the importance of strengthening regional economic and social stability free of external interference.

The Humanitarian Assistance and Disaster Management aspect of BCII is the formation of the ASEAN Socio-Cultural Community (ASCC) to elevate the importance of partnerships forming a community of caring societies.

Declaration 6 within the BCII ASCC states:

"The Community shall intensify cooperation in addressing problems associated with population growth, unemployment, environmental degradation and trans-boundary pollution as well as disaster management in the region to enable individual members to fully realize their development potentials and to enhance the mutual ASEAN spirit."[191]

Vientiane Action Program (2004-2010)

The Member States adopted the Vientiane Action Program (VAP) at the 10th ASEAN Summit in Vientiane, Laos on November 2004. The VAP replaced the 1998 Hanoi Plan of Action. The VAP identifies medium-term strategic thrusts for the ASEAN Political-Security Community, ASEAN Economic Community, ASEAN Socio-Cultural Community, Goals and Strategies for Narrowing the Development Gap, Implementation Mechanisms, and a set of annexes formally establishing Action Programs for the ASEAN Security Community, ASEAN Economic Community, and ASEAN Socio-Cultural Community. In Section 3, The ASEAN Socio-Cultural Community, Paragraph 3-1, Building a Community of Caring Societies, Sub-paragraph IX, reiterates ASEAN's commitment of creating regional disaster resilience. This resilience will result from minimizing disaster effects, creating safer communities, and pursuing sustainable development. The VAP also emphasizes the inextricable link between and among the Economic and Security pillars with the Socio-Cultural pillar. Further, Annex 3, ASEAN Socio-Cultural Community, Reference Number 3.1, Building a Community of Caring Societies, Sub-Reference Number 3.1.9, Disaster Management identifies the following objectives and supporting actions:

- Implementation of the ASEAN Regional Program on Disaster Management (2004-2010)

- Establish a regional mechanism for disaster management, response and relief

- Institutionalize programs to enhance building the capacity (resources) and capability (skills) in disaster management

- Establish a process for disaster information sharing and a communication network

- Promote disaster management research

- Promote public disaster management awareness and preparedness programs[192]

ASEAN Economic Community Blueprint

The Economic Community Blueprint contains only one reference related to disaster management under B4, No. 55, the documents states:

While ASEAN strive towards accelerating the establishment of an ASEAN Community by 2015, it is important to ensure that such development is sustainable through, among others, mitigating greenhouse gas emission by means of effective policies and measures, thus contributing to global climate change abatement. [193]

ASEAN Regional Forum Work Plan for Disaster Relief (2012-2014)

The 15th ARF Ministerial meeting held on July 2008 in Singapore identified the need to create the first ARF disaster relief work plan. The plan is directed at coordinating disaster preparedness ASEAN-wide. Importantly, the Framework is aimed at organizing ASEAN-wide and sub-regional disaster preparedness training. The 2009-2011 work plan was formally adopted at the 16th ARF Ministerial meeting on July 2009 in Thailand. The Hanoi Plan of Action approved at the 17th ARF on July 2010, forms the policy and specific actions for work plan implementation. The HPA disaster relief framework targets improving regional coordination, and strengthening interoperability of Military and Civil Defense Assets (MCDA) and civilian resources. Subsequent meetings assigned additional responsibility to update and revise the ARF work plan for 2012-2014. The update and revision is focused on the early stages of a disaster (i.e., risk assessment, monitoring, early warning, rapid deployment and assistance acceptance) as well as interoperability and disaster relief operations coordination.

The work plan's key objective is the continuation of long-term coordination and comprehensive planning in pursuit of improved synchronization of regional and/or sub-regional capability building exercises and training, and capturing and sharing lessons learned and best practices. Additionally, there is an emphasis on maintaining and building capacity through technical support and information exchange. The work plan also stresses organization between and among existing regional and international initiatives, and reinforcing government-to-government and global disaster management networks.

The work plan is comprised of an overall concept paper and supporting annex for implementation. The concept paper provides context, objectives, the framework, leadership (one ASEAN and one non-ASEAN country), management and resourcing structure, the relationship to other regional and international efforts, priority areas and project types. Priority areas include networking and information sharing to enhance capacity to conduct risk assessment, early warning and monitoring, rapid assessment, deployment and assistance acceptance, and operational interoperability and coordination. Project types include capacity-building workshops, ARF pilot projects for technical assistance or capacity building projects, and multi-lateral tabletop or field exercises. The implementation annex is organized by priority area and within priority area by key components: scope, potential project themes, lead countries, proposed projects, references and past relevant activities.

Overall, the work plan is intended to synchronize with the efforts and initiatives of the ACDM, the Asia-Pacific Economic Cooperation (APEC) Emergency Preparedness Working Group, AHA Center, SAARC Disaster Management Framework, UNOCHA, UN International Strategy for Disaster Reduction (UNISDR), EAS, ADMM, and the ADMM-Plus and disaster centers throughout the region. Finally, ARF activities are undertaken in the context of the HFA and International Disaster Law Guidelines, and the AADMER. There are identified actions to implement the work plan include collaboration and coordination through appropriate participants attending meetings, conference, workshops, and other fora, information sharing, and consultation focused on Humanitarian Assistance and Disaster Relief.[194]

At the time of this analysis, the overall work plan remains a work in progress.

Cha-am Hua Hin Declaration on the Roadmap for an ASEAN Community (2009-2011)

At the 14th ASEAN Summit in Cha-am, Thailand on March 2009, the Member States adopted the Declaration on the Roadmap for an ASEAN Community (2009-2011). This brief Declaration is focused on adopting the Initiative for ASEAN Integration Initiative (IAI) Strategic Framework and IAI Work Plan 2, as the ASEAN community way ahead for 2009-2015. It further states that the IAI strategy replaces the Vientiane Action Program (VAP) adopted in 2004.[195]

Initiative for ASEAN Integration (IAI) Strategic Framework and IAI Work Plan 2 (2009-2015)

The IAI Framework and Work Plan are focused on leveraging the economic value to the region with the more developed ASEAN nations helping the less developed ASEAN Member States. The IAI Framework and Work Plan are complemented by the Hanoi Declaration on Narrowing the Development Gap (NDG) for Closer ASEAN Integration. The overall goal of the NDG is to promote cooperation and mutual assistance in the interest of narrowing the development gap within ASEAN as well as out to non-ASEAN nations. This Framework and Work Plan are aligned to the ASEAN Economic Community Blueprint, ASEAN Political-Security Community Blueprint and ASEAN Social-Cultural Community Blueprint. Of these Blueprints, the latter two are more focused on disaster management efforts.[196]

ASEAN Political-Security Community Blueprint

The ASEAN Political-Security Community Blueprint provides a way ahead with timelines, to formally establish the APSC by 2015. Additionally, it reinforces the democratic principles of the rule-of-law, good governance, human rights protection and promotion, and freedom fundamentals such as benefit accruing to all ASEAN citizens regardless of gender, race, religion, language, or social or cultural background.

The Blueprints Section B, A Cohesive, Peaceful and Resilient Region with Shared Responsibility for Comprehensive Security, Sub-paragraph B-5, Strengthening ASEAN Cooperation on Disaster Management and Emergency Response identify five actions:

1. Optimize activation of the ASEAN disaster management arrangements for assisting affected countries in the event of a major disaster
2. Enhance civilian-military coordination to ensure effective and timely disaster responses.
3. Finalize the SASOP consistent with the AADMER
4. Enhance ASEAN disaster management capacities through more effective collaboration and coordination between ASEAN and related bodies such as the ASEAN Regional Forum (ARF), ASEAN

Plus Three (i.e., China, Japan, and Republic of Korea), and East-Asia Summer (EAS)
5. Develop ARF strategic cooperation guidelines for disaster relief and Humanitarian Assistance[197]

ASEAN Socio-Cultural Community Blueprint

The 2009 ASEAN Socio-Cultural Community Blueprint creates specific actions to promote people-centered, socially responsible solidarity and unity by establishing the ASEAN Member States common identity. This common identity includes forming an inclusive and harmonious sharing and caring society emphasizing the people's well-being, livelihood and overall welfare. The document aspires to extend the building of a culture of resilience, principles, cooperation, and responsibility.

This blueprint goes on to make several important references regarding ASEAN's intentions for disaster management. Section B, Social Welfare and Protection, paragraph 18 states that ASEAN is committed to enhancing disaster resilience. Also, paragraph 20, Sub-paragraph VI, identifies an action to undertake a "Study on enhancement of support for natural disaster risk safety mechanism in agriculture, forestry and fisheries." Sub-paragraph ix, identifies an additional action to strengthen cooperation through information sharing including best practices/lessons learned in preventing and controlling infectious diseases in the context of global warming/climate change, and natural and man-made disasters.

Section B.7 Building Disaster-Resilient Nations and Safer communities contain the core mandates regarding the ASEAN disaster management philosophy. The primary objective pinpointed in this section is to improve existing capabilities and increase capacity to prevent and reduce disaster losses, including not only lives but also social, economic, and environmental resources. This objective includes cooperative responses to disaster emergencies nationally, regionally, and internationally.

The Blueprint includes 12 actions aimed at bringing this strategic objective to fruition.

1. Implement the AADMER by 2015.
2. Establish and operationalize the AHA Center.
3. Increase the capacity and capability of Member States to respond to disasters and

reduce disaster losses by 2015. This action includes robust technical cooperation, joint research and networking.

4. Establish the ASEAN Disaster Information Sharing and Communication Network by 2010.[198] This action is focused on promoting information sharing to optimize decision making and to more widely communicate best practices/lessons learned.

5. Pursue broader public awareness of disaster management through education including public participation in disaster risk reduction and emergency response programs promoting community resilience.

6. Pursue partnerships with relevant non-ASEAN communities, NGOs and the private sector, and strengthen UN and international organization cooperation.

7. Deploy both individual national and ASEAN flags when responding to a humanitarian or disaster event to promote ASEANs visibility as a viable first responder in Humanitarian Assistance missions.

8. Minimize disaster risks and enhance community capacity for survival through promoting sustainable livelihood options by pursuing socio-economic development activities.

9. Promote knowledge and practices developed within ASEAN in strengthening community/public disaster preparedness awareness and participation through education and sharing best practice/lessons learned.

10. Promote the services of regional capabilities including the ASEAN Specialized Meteorological Center (ASMC) and ASEAN Earthquake Information Center (AEIC).

11. Establish an ASEAN-wide program for volunteers to respond to disasters.

12. Promote coordination and planning across all sectors for regional planning for Pandemic Preparedness and Response to include developing a formal response plan.[199]

Bandar Seri Begawan (Brunei) PoA to Strengthen the ASEAN-EU Enhanced Partnership (2013-2017)

At the 18th ASEAN-EU Ministerial meeting held on May 2010 in Madrid, Spain, participants renewed their commitment to strengthening the ASEAN-EU Dialogue Relations partnership consistent with the 2007 Nuremberg Declaration on ASEAN-EU Enhanced Partnership and its Plan of Action. The Plan of Action identifies steps ASEAN intends to take regarding political/security, economic/trade, and socio-cultural implications of ASEAN's relation with the EU. The Plan of Action identifies the need for encouraging more substantial EU contribution in several areas including Humanitarian Assistance and Disaster Relief and military medicine. Section 3 Socio-Cultural Cooperation, sub-section 3.3, Building together disaster-resilient communities, identified specific actions for enhancing the ASEAN-EU partnership. These actions include:

3.3.1 Increased cooperation in implementing the Work Program for AADMER, including the AHA Center, through EUs sharing disaster management set-up knowledge, participation in joint exercises and networking.

3.3.2 Jointly continue promoting public disaster management awareness and education and sharing best practices/lessons learned based on the HFA.

3.3.3 Encourage increased ASEAN-EU cooperation, and other Dialogue Partners, in promoting ASEANs disaster management, emergency response, and post-disaster measures.

3.3.4 Increase EU cooperation with the ACDM regarding best practices/lessons learned focused on preventing and mitigating impacts, enhancing preparedness, and restoring normalcy following a major disaster event.

3.3.5 Promote military-to-military and civilian-to-military exchanges of best practices/lessons learned on risk reduction and emergency response.

3.3.6 Promote partnering with local communities, NGOs, civil society organizations, the private sector and other relevant stakeholders in pursuing disaster-resilient ASEAN Member States.[200]

ASEAN-United Nations Strategic Plan OF ACTION on Disaster Management (2011-2015)

In October 2010, ASEAN Heads of State and the UN Secretary General entered into an agreement to jointly prepare the ASEAN-United Nations Strategic Plan of Action on Disaster Management (2011-2015). The strategic plan is aligned to the previously identified General Aims of the AADMER (Risk Assessment, Early Warning and Monitoring; Prevention and Mitigation; Preparedness and Response; and Recovery) with additional detail unique to ASEANs partnership with the UN:

- Operational issues

- Capacity building including establishing the AHA Center

- Risk and vulnerability assessment and risk reduction

- Preparedness, early warning and monitoring

- Prevention and mitigation, response and recover

- Reconstruction and development

This joint ASEAN-UN declaration resulted in codification of the AADMER General Aims and 14 Flagship Programs into a series of activities with UN agency partnerships identified, along with projected budgets for these activities as well as addressing implementation arrangements.[201]

The 2010 activity was the beginning of a UN effort to more effectively communicate to entities outside the ASEAN Member States, a standard set of tools and services for disaster response in the Asia-Pacific region.

In 2014, ASEAN and the UN undertook a series of workshops to update the ASEAN-UN Strategic Plan of Action on Disaster Management to reflect the goals and priorities of the second phase of the AADMER Work Program, as laid out at the May 2014 ACDM and AADMER Partnership meeting in Brunei Darussalam. The revised ASEAN-UN Strategic Plan of Action on Disaster management is thus aligned to areas in which the UN can add value against the 21 concept notes for the 2nd phase of the AADMER Work Program implementation. Its implementation runs through the end of

2015. Preparation of the second ASEAN-UN Strategic Plan of Action on Disaster Management is expected to be initiated in late 2015, once ASEAN is ready to present the second AADMER Work Program (2016-2020)

Subsequently, the ASEAN Directorate issued the Bali Declaration on ASEAN Community in a Global Community of Nations (BCIII). BCIII adopts a common platform for ASEAN regarding:

- A coordinated, cohesive, coherent, common voice on global issues relevant to ASEAN

- Increased capacity for ASEAN to respond globally where ASEAN Member States have a common interest

- Strengthened ASEAN Member States as rules-based global participants with common fundamental principles, values and norms

- Strengthened ASEAN Secretariat reflecting the ASEAN Member States as active members of the global community

The document further details these global engagement strategies in the context of Political-Security Cooperation, Economic Cooperation and Socio-Cultural Cooperation. In Section C. Socio-Cultural Cooperation, paragraph 1, Disaster Management, there is an expansive description of the expectations for ASEAN members including their militaries, Dialogue Partners, United Nations members, non-governmental organizations (NGOs), civil society organization, and private enterprises in partnering to respond to regional disasters.

Complementing the BCIII emphasis on improved partnering to respond to regional disasters, ASEAN members used the ASEAN Summit to establish the AHA Center. The AHA Center is chartered as the regional hub for information and knowledge for disaster management. Secondarily, the facility is the central point for mobilizing resources to respond to disaster-affected areas. The Center also serves in the capacity of coordinating rapid and collective disaster responses in the region. The AHA Center is governed by the ACDM. ACDM membership is comprised of the Heads of the National Disaster Management Offices (NDMOs) of the ASEAN Member States. The Center is hosted by the Government of Indonesia

in a Jakarta office.[202]

At the "2011 Regional Humanitarian Partnership Workshop for the Asia-Pacific Region" in Shanghai, China, there was a call by UN Member States, and other Humanitarian Assistance stakeholders, for development of a handbook to guide disaster managers in their understanding of Asia-Pacific national, regional, and international humanitarian response mechanisms and interactions. This call for action resulted in the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), in collaboration with 75 Asia and Pacific government officials and more than 50 intergovernmental organizations, the Red Cross and Red Crescent Movement (RCRCM), national and international NGOs, donors and other key agencies, to develop the "Disaster Response in Asia and the Pacific: A Guide to International Tools and Services." The handbook is described in more detail later in this analysis, distinguishes three broad topic areas: International Humanitarian Architecture, Tools and Services for Disaster Response, and Tools and Services for Disaster Response Preparedness. Each of these major categories has several sub-categories providing the details supporting the broader topic.

Joint Statement of the 4ᵗʰ ASEAN-US Leaders' Meeting November 2012

The Joint Statement of the 4th ASEAN-US Leaders' Meeting held November 2012 in Phnom Penh, Cambodia, reaffirms the strong bonds between the ASEAN Member States and the United States across a number of key areas. These areas include the enduring importance of the global economic impact of the ASEAN and the United States, increasing trade and investment ties, especially the Trade and Investment Framework Arrangement (TIFA), and mutual interests in energy, intellectual property rights, protectionism and growth, agriculture, climate change, and other regional, global and state-to-state opportunities. An opportunity relevant to this analysis is the establishment of formal relationship between the United States and ASEAN, regarding disaster management and humanitarian assistance. In the Joint Statement, paragraph 21 reaffirms previous United States' support in the region and notes the United States proposed Rapid Disaster Response (RDR) Agreement Concept.

The agreement outlines an approach to a legal and procedural bilateral framework for optimizing acceptance of and deployment for personnel, supplies and services in the event of a disaster.[203] As recently as July 2014, Daniel R. Russel Assistant Secretary, Bureau of East Asian and Pacific Affairs addressed the Commonwealth Club in San Francisco, CA and made it that clear that the ASEAN RDR remains a work in progress.[204] In November 2014 in Nay Pyi Taw, Myanmar (Burma), the EAS issued a statement encouraging adopting RDR within a specific set of detailed guidelines, and consistent with each countries laws, rules and regulations. The ASEAN Heads of State and Member States stressed that the AADMER remains the platform and policy to which any ASEAN humanitarian assistance and disaster management effort must conform.[205]

Disaster Response in Asia and the Pacific: A Guide to International Tools and Services 2013

Disaster Response in Asia and the Pacific: a Guide to International Tools and Services" was published by OCHA in 2013, as the primary outcome of the 2011 Regional Humanitarian Partnerships Forum for Asia and the Pacific. Seventy-five government officials from across the Asia-Pacific region and staff from more than 50 international organizations, the International Red Cross and Red Crescent Movement, national and international NGOs, donors and other stakeholders worldwide contributed to the Guide's contents. Designed to help disaster managers in national Governments gain basic knowledge of how to use international tools and services, the Guide responds to the changing environment in Asia and the Pacific, where a growing number of middle income countries are investing in building national capacity for disaster preparedness and response management and leadership in the coordination of international responses. The Guide is not prescriptive. It aims to support the growing disaster response and disaster response preparedness capabilities that exist at national level across Asia and the Pacific. Its primary audience is national disaster management organizations (NDMOs) and line ministries involved in disaster response and disaster response preparedness in the region. It is also a reference document for representatives of intergovernmental organizations, civil- society actors and disaster-affected people.

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Trans-National Disaster Risk & Responses

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The guide concentrates on key tools and services that can be helpful to disaster managers during the response and response preparedness phases of the humanitarian program. It does not include tools and services that are support disaster risk reduction (DRR) efforts, nor does it cover longer-term disaster recovery instruments. The guide includes some entries relevant to conflict situations, but is primarily focused on disaster settings.

The Guide is intended to be used to:

- Create a common understanding of the tools and services available in the region.

- Support emergency decision-making in small, medium and large-scale disasters.

- Help locate international technical expertise before and at the onset of a disaster.

- Facilitate partnerships between humanitarian actors.

- Inform academic curricula at national and regional learning institutions.

A second, revised edition of the Guide is expected to be released by OCHA in the first half of 2016.[206]
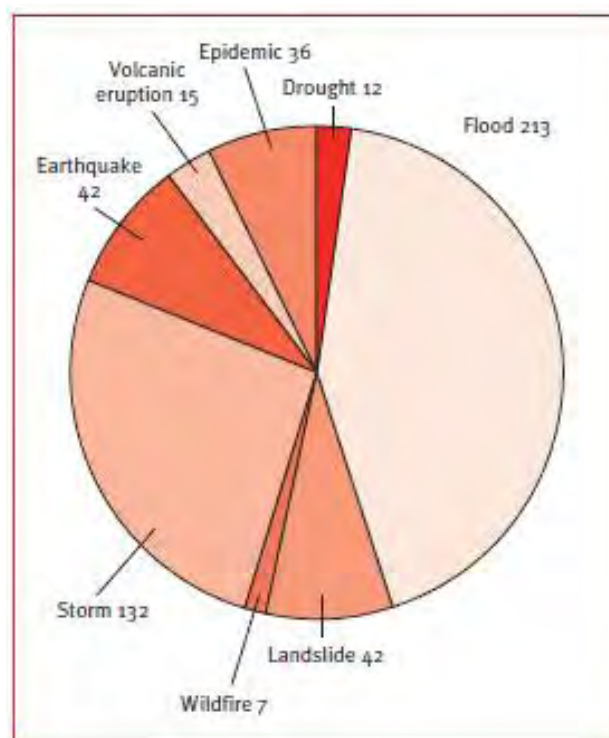
Figure 11: Number of Occurrences By Hazard Type, 2001-2009

	Cambodia	Indonesia	Laos	Malaysia	Myanmar	Philippines	Singapore	Thailand	Vietnam	Total
Earthquake (seismic activity)	0	174,921	0	80	71	15	0	8,345	0	183,432
Epidemic	189	1,190	46	62	30	35	35	112	105	1,804
Flood	455	2,790	33	112	102	489	0	968	2,000	6,949
Mass movement dry	0	0	0	0	0	11	0	0	0	11
Mass movement wet	0	1,026	0	10	41	1,727	0	38	109	2,951
Storm	19	4	16	3	138,636	7,141	0	27	1,319	147,165
Volcano	0	2	0	0	0	0	0	0	0	2
Total	663	179,933	95	267	138,880	9,418	35	9,490	3,533	342,314

Source: EM-DAT, www.emdat.be.

Table 5: Deaths from Natural Disasters in Southeast Asia, 2000-2009

Trans-National Disaster Risks and Responses

Southeast Asia is the most disaster prone region in the world. Many more people died as a result of natural disasters from 2001 to 2010 than during the previous decade, mainly because of two extreme events: the Indian Ocean earthquake and tsunami of 2004 and Cyclone Nargis in Myanmar (Burma) in 2008.

In the late 1990s, ASEAN began to engage on more non-traditional security threats such as natural disasters and environmental hazards. Emergencies and crises, including the 1997 Indonesia forest fires, 2003 SARS epidemic and the 2004 Indian Ocean tsunami generated a greater need for regional solutions to regional problems.

To address these challenges, the ASEAN ACDM established ASEAN's Coordinating Center for Humanitarian Assistance (AHA Center). The AHA Center is the trans-national Center for information sharing and coordination during a disaster impacting one or more of the Member States. From its location in Jakarta, Indonesia, the Center promotes advanced disaster management tools, training, and action plans in support of its 10 Member States.

In March 2008, the ACDM decided to create the ASEAN Emergency Response Assessment Team (ASEAN ERAT). The team is managed by the AHA Center and can be deployed on short notice anywhere in the ASEAN region to support disaster-affected ASEAN Member States. The ASEAN ERAT is deployed after the AHA Center receives a request for assistance from the affected Member State or the affected Member State accepts the offer of assistance from the supporting Member States. The main role of the ASEAN ERAT is to support the national disaster management offices (NDMO) of the affected Member State in the initial phases of disaster to conduct:

- Rapid Assessment

- Coordinate mobilization and deployment of regional disaster management capacity, and

- Facilitate the incoming relief assistance from the ASEAN Member States

There are approximately 90 trained ASEAN-ERAT members. The ASEAN-ERAT members are experienced disaster and emergency management responders from the ASEAN Member States, ASEAN secretariat, AHA Center, and Civil Society Organization. Each member completes an induction course to receive training on standardized methodology and enhance their rapid assessment, logistics, and on-site coordination skills. The first deployment of the ASEAN ERAT was in response to Cyclone Nargis in Myanmar (Burma). Other deployments are shown in the table below. [207] [208] [209] [210] [211] [212] [213]

ASEAN-ERAT Deployments		
Event	Location	Month/Year
Cyclone Nargis	Myanmar	May 2008
Floods	Laos	Sep 2009
Tsunami	Mentawai Islands, Indonesia	Oct 2010
Floods	Thailand	Aug 2011
Typhoon Bopha	Philippines	Dec 2012
Bohol Earthquake	Philippines	Oct 2013
Typhoon Haiyan	Philippines	Nov 2013
Typhoon Hagupit	Philippines	Dec 2014

Table 6: ASEAN-ERAT Deployments

Trans-National Issues

Haze

Southeast Asia has more than 25 million hectares (61.8 million acres) of peatlands, comprising 60 percent of the global tropical peatland resource. The peatlands have significant importance for socio-economic development and support for the livelihoods of local communities. However, drainage and unsustainable management practices have made the peatlands vulnerable to fire. Currently, peatland fires are a major problem of regional and global significance. These fires negatively impact human health, food production and contribute to global climate change.

Smoke haze affected Southeast Asia countries during the 1991, 1994, and 1997 dry seasons.

Figure 12: Mekong Mainstream Dams [225]

Cooperation Plan on Transboundary Pollution relating to atmospheric pollution. The Task Force is chaired by Indonesia and comprised of senior officials from Brunei Darussalam, Indonesia, Malaysia, and Singapore.

The haze pollution triggered a number of plans and initiatives. In December 1997, ASEAN Member Countries approved an ASEAN Regional Haze Action Plan to provide a framework for cooperative action to prevent and control future fires. The plan was followed by the ASEAN Agreement on Transboundary Haze Pollution in 2002 to reduce haze pollution in Southeast Asia. The agreement recognizes that transboundary haze pollution which results from land and/or forest fires should be mitigated through concerted national efforts and international cooperation.

The ASEAN Peatland Management Initiative (APMI) was developed with various partners and endorsed by Senior Officials in February 2003. Under the APMI, the ASEAN Peatland Management Strategy (APMS) covering the period 2006-2020 was created to guide the countries to sustainably manage peatlands and reduce fires and associated haze within the framework of the ASEAN Agreement on Transboundary Haze Pollution. In November 2006, the APMS was endorsed by the ASEAN Environment Ministers in Cebu, Philippines. Despite their efforts, the agreements and strategies failed to prevent the annual return of the haze between 2004 and 2010, and again in 2013.

In October 2013, ASEAN leaders approved a joint haze monitoring system, known as the ASEAN Haze Action Online. The USD

From July to October 1997, Brunei Darussalam, Indonesia, Malaysia, and Singapore, were seriously affected by smoke haze caused by fires which burnt more than 1.5 million hectares of peatlands. The Philippines and Thailand were also affected to a lesser degree. The crisis was mainly caused by land clearing for agricultural uses via open burning on the Indonesian island of Sumatra.

The severity and extent of the 1997 haze pollution caused significant health impacts throughout the region. The economic losses suffered by the affected countries were enormous as their air, water and land transport, shipping, construction, tourism, forestry and agriculture sectors were severely degraded.

A Haze Technical Task Force was set up in 1995 to operationalize and implement the measures recommended in the ASEAN

$100,000 monitoring system was developed by Singapore and uses land concession maps from each country, hot-spot data and high resolution satellite images to pinpoint companies responsible for burning land illegally. [214] [215] [216] [217] [218] [219] [220] [221]

Mekong Water Dispute

Transboundary economic and environmental issues have developed over the construction of dams located on the Mekong River. The necessity for water and electricity has raised concern over downstream water quality and quantity as well as potential impacts on agriculture, fishing, and transportation.

The Mekong River runs for approximately 2,600 miles from its origin in Qinghai Province, China through Yunnan Province and southward through Myanmar (Burma), Laos, Cambodia, Thailand and Vietnam. In 1995, Cambodia, Laos, Thailand, and Vietnam signed a treaty to promote cooperation in the use and management of the Lower Mekong River Basin. The countries formed the Mekong River Commission (MRC) to assist in implementing the treaty and agreed to notify each other of planned projects. As part of the treaty, each government agreed to consult with one another on proposals for Lower Mekong Dams.

China is not a part of the MRC instead China is a "dialogue partner" which provides data during the wet season to aid downstream countries manage flooding. China is not required to seek approval from the downstream nations on its hydroelectric development of the Upper Mekong. Along the Upper Mekong, five dames have been completed, eight are under construction, and several more are being planned in Tibet and Qinghai. Thus far, the completed Lancang dams include the Dachaoshan (2003), Manwan (2007), Jinghong (2009), Xiaowan (2010), and Nuozhadu (2012). Plans are in place for nine dams in Lao PDR and two dams in Cambodia. The Xayabouri Dam in Lao PDR is currently under construction. [222] [223] [224]

In 2010, the MRC published a Strategic Environmental Assessment which examines what would occur if the eleven proposed Lower Mekong Dams were built. The assessment concluded the eleven dams would turn more than half of the free-flowing Lower Mekong River into stagnant reservoirs. The proposed dams would block the migration of fish and change their natural habitats. The change would reduce fish species by an estimated 26-42 percent, resulting in losses of USD $500 million per year. Over 100 species would be at risk of extinction. An estimated 106,000 people would be evicted from their homes, and the food security of over two million people would be threatened. Millions more would suffer impacts to their food, sources of income, and ways of life.

Agriculture would also be affected. The dams' reservoirs would flood over half of all riverbank gardens, many cultivated by subsistence farmers. Nutrients and sediments which flow down the river would be blocked by the dams, affecting the fertility of the region's agricultural land. According to the Strategic Environmental Assessment, China's upstream dams are expected to reduce the flow of sediments by an estimated 50 percent, and the number would be halved again if the Lower Mekong Dams were built, leaving about 25 percent of the original levels. In turn, the coastlines and flood plains of the Mekong Delta would destabilize, threatening Vietnam's rice and agricultural fields.

Reports indicate Chinese dams are drastically altering the Lower Mekong River's natural flood-drought cycle. The Chinese dams are reportedly reducing the amount of water, sediments, and nutrients that flow into the river basin and surrounding coastal areas. Impacts to water levels and fisheries have already been recorded along the Laos-Thailand border.

Overall, the population for mainland Southeast Asia is projected to rise from its current 232 million to 292 million by 2050. The population growth will require increased agricultural output across the region and thus increased reliance on the waters of the Lower Mekong.

Transboundary Risk Monitoring and Situational Awareness

ASEAN has focused efforts on strengthening regional cooperation and is utilizing technology for damage assessment and situational awareness. The AHA Center is the trans-national Center for information sharing and coordination during a disaster impacting one or many of the Member States. From the Center's location in Jakarta, Indonesia, it promotes advanced disaster management tools, training, and action plans in support of its Member States.

When hazards threaten or a disaster strikes in any community, accurate and timely information

is essential to disaster-response coordination. Information sharing and coordination become even more complex and more important when these threats and impacts cross national borders. The 2004 Indian Ocean Tsunami revealed Southeast Asia's vulnerability to such widespread disasters. [226]

Disaster Monitoring and Response System

To enhance the Center's disaster monitoring and early warning capabilities, the AHA Center worked with the Pacific Disaster Center (PDC) to develop and deploy the Disaster Monitoring and Response System (DMRS). The DMRS is based on PDC's DisasterAWARE platform and was established through funding from the U.S. Agency for International Development (USAID).

DMRS provides situational awareness, early warning, and decision support capabilities encompassing the entire ASEAN region. The system consolidates hazard data from international and regional sources in a single near real-time system, providing a "snapshot" of events and possible impacts. This collaborative project increases stakeholders' capacity to share a common, trans-national operating picture, which improves emergency coordination among ASEAN Member States and between the international communities.

ASEAN Disaster Information Network

ASEAN developed a crowd mapping resource called ASEAN Disaster Information Network (ADINET) which allows the reporting of incidents via the internet and/or iPhone/Android mobile devices. The network (http://adinet.ahacentre.org/main) allows users to view other reports and receive alerts.

Indian Ocean Tsunami Warning System

ASEAN, South Asian countries and other countries within the Asia Pacific region are actively participating in the Indian Ocean Tsunami Warning System (IOTWS). Indian Ocean Member States requested the Intergovernmental Oceanographic Commission of United Nations Educational, Scientific and Cultural Organization (IOC-UNESCO) to form the Intergovernmental Coordination Group (ICG) to implement an Indian Ocean Tsunami Warning and Mitigation System (IOTWOS) in response to the 2004 Indian Ocean tsunami.

The response included the establishment of an Interim Advisory Service to issue information bulletins concerning risks in the region. The Interim Advisory Service was provided through the Japan Meteorological Agency (JMA) and the Pacific Tsunami Warning Center (PTWC) in Hawaii beginning in April 2005. While the Regional Tsunami Service Providers (RTSP) in Australia, India, and Indonesia have been the primary source of tsunami advisories for the Indian Ocean since 12 October 2011, the PTWC and JMA continued to operate a parallel service until 31 March 2013.

National governments have the main responsibility for outlining and implementing national preparedness procedures, UNESCO supports the development of technical, educational and communication plans.

The activities of the Intergovernmental Coordination Group for the Indian Ocean Tsunami Warning and Mitigation System (ICG/IOTWS) continue IOC-UNESCO's leadership. The ICG helps organize a full scale tsunami exercises every 2 years and includes Working Groups focusing on:

- Tsunami Risk Assessment and Reduction

- Tsunami Detection, Warning and Dissemination, and

- Tsunami Awareness and Response.

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Way Ahead

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ASEAN Way Ahead

Past As Prologue

ASEAN's accomplishments and body of work over the nearly last four decades is a prologue to the way ahead for ASEAN's HA/DR endeavors. The preceding analysis of the ASEAN HA/DR Declarations, Concords, policies, guidelines, handbooks, and other enabling documents creates the basis for informed speculation by subject matter experts regarding prospective approaches and the way ahead.

National Level Achievements

Since ASEAN's establishment in 1967 individual Member States have effectively pursued their national interests regarding HA/DR planning. One example is the outcome of the October 2014 Asian Crisis Management Conference in Kuala Lumpur, attended by ASEAN Member States, Dialogue Partners, the EU, and others. At this meeting, the participants emphasized resilience as the essential next step in HA/DR efforts. Advancing resiliency as a primary focus will concomitantly result in reducing the impact of disasters. The adverse effects of hazards will be mitigated by improving building and construction codes and standards, enforcement of these codes and standards, fortifying infrastructure, and instituting risk financing solutions.[227]

The pursuit of resilience as future actions highlights the importance of the ASEAN Member States developing robust HA/DR response planning. Southeast Asia lives every day in the shadow of an impending disaster. Fortunately, the ASEAN Member States recognize there is inherent risk with the current HA/DR planning process. These processes could result in sub-optimized responses to disasters. Responding to this risk, ASEAN has been working collaboratively in binding each Member State to the other in preparing for, responding to and recovering from an HA/DR event as explained in the guidance analysis. As the Center for Security and International Studies (CSIS) has pointed out, ASEAN has experienced only limited success in establishing international economic agreements.[228] The international HA/DR agreements could face similar challenges. Despite the individual, and now mutually, collaborative success in maturing their HA/DR planning, ASEAN has experienced limitations in establishing agreements with external HA/DR response resources. The literature is clear in noting that ASEAN, along with many other individual nations and regions worldwide, has neither the personnel, physical assets, nor funding to mount a comprehensive, unilateral HA/DR regional response to a major disaster. Despite the evidence of ASEAN's likely need for external assistance in a significant HA/DR response, consistent with what other nations and regions experience in a major disaster, planning has not achieved a level of maturity that would optimize any international interventions.

Regional Level Achievements

There is ample evidence that ASEAN takes UN models for humanitarian coordination and response and adapts them for use in the ASEAN context.[229][230] ASEAN has begun to engage with regional responders, such as the ASEAN Dialogue Partners Australia and Japan, which have demonstrated capabilities and capacity for responding to a regional d event. Despite Japan's overtures to ASEAN, the complexities of executing a formal mutual support agreement with Japan have delayed putting it in effect. Similar complexities exist in pursuing agreements with Australia and Canada.[231] In early 2015, other Dialogue Partners reached out to ASEAN in this regard including the United States and Canada.[232][233] The United States, in particular, has patiently pursued establishing a Regional Disaster Response (RDR) agreement concept with ASEAN, and has faced the same delays resulting from the complexities of developing these kinds of specific agreements.[234]

People's Republic Of China: A Regional Factor In A HA/DR Response

The People's Republic of China (PRC) plays an important role in responding to a regional HA/DR event. While China is not an ASEAN member, the nation is a stakeholder in the region due to bi-lateral relationships with ASEAN Member States. The PRC is a major "first responder" to Southeast Asia regional HA/DR events by convenience of geography. The PRC

has significant resources which can be brought to bear quickly in responding to a regional HA/DR event. Few nations in and near Southeast Asia can respond with the level of resources and speed of China. It is likely that a regional response to and recovery from an HA/DR event that does not include the PRC will be less than optimal.

Recognizing this potential risk, in October 2014 ASEAN and the PRC entered into a Memorandum of Understanding (MOU) on Disaster Management Cooperation. Under this MOU the PRC will provide ¥50.0M CNY (USD $8.1 million) in pursuit of enhancing ASEANs capabilities and capacity to respond to a HA/DR event. This funding agreement makes a strong statement regarding the PRC's interest in building regional resiliency for responding to a major disaster event.[235]

Guidelines For The Domestic Facilitation And Regulation Of IDRL And Initial Recovery Assistance – Humanitarian Policy Group Perspective

ASEAN has been enthusiastic in their interest in establishing a legal basis for responding to a regional HA/DR event. This enthusiasm has manifested itself in ASEAN's AADMER drawing heavily on the IFRC "Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance" (IDRL Guidelines). Recent inconsistent regional responses (e.g., Cyclone Nargis (2008), Typhon Haiyan (2014) have created an increased sense of urgency in ASEAN working more closely with the IFRC. Closer cooperation involves incorporating the IDRL Guidelines in planning, exercises, and regional collaboration for conducting HA/DR activities. The Humanitarian Policy Group (HPG), in their working paper "Regional Organizations and Humanitarian Action: The Case of ASEAN" has identified eleven actions focused on strengthening ASEAN's HA/DR role in the region.

1. Create an information-sharing system for cataloging, and expanding availability of, policies, operational resources, best practices, and other practical knowledge applicable to a HA/DR event.

2. Improve access for humanitarian assistance. A "best practice" is the Philippines use of multi-sector receiving stations at their key airports. These stations included government staff to process aid workers' visas; expedite customs for relief supplies, and the other numerous bureaucratic tasks which often sub-optimize the international HA/DR response.

3. Sustain military-to-military coordination and collaboration. Establish joint training in the form of a Joint ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX). This collaboration creates the opportunity to more fully integrate the SASOP.

4. Transfer the military-to-military coordination and collaboration methodology to a similar civil-to military effort.

5. Catalog military and civilian Member States resources. This effort is an ongoing AHA Center task as outlined in the AADMER and other implementing guidance. ASEAN Member States would also benefit from the AHA Center taking a more active role in documenting nation's contributions to a HA/DR response, reinforcing the "One Vision, One Identify, One Community" concept.

6. Pursue stronger relations with civil society organizations. (e.g., ASEAN Ports Association, Medical Association of Southeast Asian Nations, ASEAN NGO Coalition on Ageing, etc.)

7. Support Member States directly through the ASEAN Directorate taking a lead role in HA/DR response coordination.

8. Establish a standard needs assessment monitoring and impact process applicable to the region. A standardized post disaster needs assessment and evaluation process could better match needs to resources. Further, it would provide improved situational awareness regarding the progress of the response

9. Develop a Subject Matter Expert (SMEs) directory of vetted regional professionals. These SMEs could be made available to Member States, businesses, aid organizations and others in providing informed guidance and recommendations.

10. Escalate the emphasis on preparing for, responding to and recovering from a pandemic. Pandemics do not respect human established borders; consequently a regional response is essential to stemming the tide of an emerging infectious disease outbreak. (e.g., Ebola, Bird Flu, MERS, etc.)

11. Pursue discussions regarding increased funding for the AHA Center, and a plan of action and milestones for it to become self-financed by not only the Member States but also include business interests.[236]

Japan, United States And Australia: Trilateral Civil-Military HA/DR Cooperation

The research project of the Association for Cooperation between Japan, United States, and Australia; The Asia-Pacific Center for Security Studies (APCSS), and Queensland University of Technology (QUT) creates further opportunities for disaster risk reduction in ASEAN countries.

The primary findings of the research include:

- The rapid expansion of the Asia-Pacific region's economies, combined with the increased reliance of these economies on infrastructure, creates vulnerabilities. The necessity of, and potential for, cooperation among Japan, the United States and Australia in consonance with Asia-Pacific nations, is a potential platform for regional security cooperation in mitigating these economic risks.

- Japan, the United States and Australia arguably comprise a triumvirate of the greatest HA/DR response capabilities and capacity in the region. The United States is especially well positioned to provide a comprehensive, rapid response due to the extent of its capabilities in the region, and the projection of its forces in Asia (e.g., Republic of Korea, Japan, and Guam). This statement is not intended to in any way denigrate the capabilities and capacities of Japan and Australia who have the additional benefit of geographic proximity in quickly mounting a disaster response using their equally extensive capabilities.[237]

- Trilateral HA/DR cooperation also serves the interests of reassuring the three nations commitment to Southeast Asia in responding to HA/DR events. This reassurance is reinforced through political commitment to, and military presence in, the region.

- HA/DR regional cooperation also provides a path to build, maintain and potentially improve relations with the PRC. The analysis recognizes the risk that the PRC may misinterpret this trilateral arrangement as part of the assumed "containment" strategy. Trilateral and bilateral HA/DR regional training and exercises military-to-military; especially with the People's Liberation Army (PLA), is an essential element in mitigating the PRCs perception of a "containment" strategy. This approach is consistent with the collegial, collaborative response the PRC demonstrated in responding to Haiti with both security forces and humanitarian aid following the 2010 earthquake.

- Finally, effective communication strategies prior to, during, and following a disaster are essential to insuring response resources are applied appropriately. This strategy includes not just military-to-military, but perhaps, more importantly, civil society to military. Military resources must deploy consistent with the "Oslo Guidelines" in order to prevent inadvertent sovereignty violations. Civil society will be reassured of the trilateral intent of this relationship in the context of the "Oslo Guidelines" if they are included in the communication strategy.[238]

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Appendices

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Appendices

ASEAN Quick Facts

ASEAN Motto: "One Vision, One Identity, One Community"

ASEAN Flag: The ASEAN Flag is a symbol of Member States' unity and support for the principles and endeavors of ASEAN and is a means to promote greater ASEAN awareness and solidarity. The colors of the Flag – blue, red, white and yellow – represent the main colors of the flags of all the ASEAN Member States. The blue represents peace and stability. Red depicts courage and dynamism, white shows priority and yellow symbolizes prosperity.

ASEAN Emblem: The ASEAN Emblem represents a stable, peaceful, united and dynamic ASEAN. The stalks of the padi in the center of the Emblem represent the dream of ASEAN's Founding Fathers for an ASEAN comprising all the countries in Southeast Asia, bound together in friendship and solidarity.

ASEAN Day: August 8th is observed as ASEAN Day.

ASEAN Anthem: "The ASEAN Way" is an expression of ASEAN unity. It also strengthens the sense of ASEAN identity and belonging among the peoples of the region.

> *Raise our flag high, sky high*
> *Embrace the pride in our heart*
> *ASEAN we are bonded as one*
> *Look-in out to the world.*
> *For peace, our goal from very start*
> *And prosperity to last.*
> *We dare to dream we care to share.*
> *Together for ASEAN.*
> *We dare to dream,*
> *We care to share for it's the way of ASEAN.*

Current ASEAN Activities

ASEAN and AHA Knowledge Management

Lead Shepherd: Singapore

The project aims to develop a comprehensive ASEAN Knowledge Management (KM) hub to allow the AHA Center to document, disseminate and institutionalize knowledge on disaster management in the ASEAN region. The goal is to strengthen the AHA Center website to serve as the main regional information gateway on disaster management in the ASEAN region. The AHA Center website is not intended to be the dominant site which would supersede or supplant the many other resource and data Center's in the region.

The current Knowledge Management structure and the AHA Center website were developed from a region wide mapping of KM needs in 2011. Features include: Web Emergency Operations Center (Web-EOC) for Standby Arrangements and Standard Operating Procedure (SASOP) application, Disaster Monitoring and Response System (DMRS) for real-time incident monitoring, ASEAN Disaster Information Network (ADInet), ASEAN Disaster Risk Reduction (DRR) Portal, and social media such as Facebook and Twitter.

The objectives and expected outputs of the project are listed below.

Objectives:
1. Determine the knowledge and information needs of the ASEAN region's related to disaster management and emergency response;
2. Establish a resource center as well as an online knowledge and information portal for disaster management and emergency response in Southeast Asia; and
3. Build mechanisms that ensure the active use and application of knowledge and information down to the community level.

Expected Outputs:
1. Handbooks based on Knowledge Needs Assessment results;
2. ASEAN DMER Resource Center

3. On-line knowledge and information center (website/portal); and
4. Knowledge and information centers in each Member State, operated by the national disaster management office.

This project, which began in 2014, is targeted for completion by the end of 2016. The first two years were focused on development of the AKM-Hub, while the third year will be devoted to dissemination, institutionalization, maintenance, and improvement. [239] [240] [241]

ASEAN Disaster Management Training Institutes Network

Lead Shepherds: Singapore, Thailand, Indonesia, Philippines

In December 2012, Singapore, with the aid of the ASEAN Secretariat and ASEAN Partnership Group (APG), conducted a mapping of the Disaster Management Training Institutes (DMTI). The results were presented during the inaugural core group meeting for the ASEAN Network of DMTIs in February 2013. It was agreed to create a network of ASEAN DMTIs to serve as centers for education, information, and training on Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA); repository for disaster science, technology, and knowledge; and a hub for DRR institutionalization within the region. In October 2013, the core group produced a two year plan to build a regional DMTI network which would be called the ASEAN Disaster Management Training Institutes Network (ADTRAIN).

The objectives of ADTRAIN are to:

1. Find ways in which existing disaster management training institutes in the region can support ASEAN's capacity-building efforts in emergency response and disaster risk reduction within the context of AADMER;
2. Create an environment and a mechanism of knowledge-sharing through exchanges of materials, technology, and resources; and
3. Foster cooperation among disaster management training institutes, ASEAN Member States, civil society, donors, and other stakeholders towards building disaster-resilient communities.

The network is expected to perform

the following tasks:

- Serve as a recognized center for excellence in disaster management training, education, and information in the ASEAN region. It is expected to facilitate capacity building and sharing of knowledge and resources, and can develop the pool of subject matter experts;

- Serve as a repository for disaster science, technology and knowledge. It can also maintain and update the DMTI database, including the facilities, trainers, and courses;

- Work on the accreditation and certification process for disaster training and education, including facilitating recognition for ASEAN-level corporate branding;

- Organize demonstration sites of scenario-based multidisciplinary/multi-tiered drills and exercises on disaster management; and

- Serve as the hub of Disaster Risk Reduction institutionalization in the ASEAN region, supporting sustainable development (where DRR is development investment). [242] [243] [244]

ASEAN Disaster Recovery Toolbox

Lead Shepherds: Indonesia and Myanmar (Burma)

Regional standards in ASEAN do not exist for conducting needs assessments, planning and coordination, and monitoring and evaluation of recovery programs. Guidelines and checklists are available from international and non-governmental organizations, however most have not been adapted to country and regional needs.

The ACDM formed a Working Group on Recovery comprising Myanmar (Burma) and Indonesia as co-chairs and Brunei and Philippines as members. The working group is charged with building an ASEAN Disaster Recovery Toolbox (ASEAN-DRT) to strengthen the capacity of Member States in conducting effective needs assessments, planning and coordination, and monitoring and evaluation of their recovery programs.

The toolbox is envisioned as (i) repository of practices and experiences on recovery of ASEAN Member States; (ii) compilation of best practices and other related resources; (iii) recovery guidelines; (iv) capacity building tools and activities; and (v) mechanisms for coordination and resource mobilization. The ASEAN-DRT

will provide a menu of options (such as good practices, assessment guidelines, action plan guidelines, database of experts, etc.), available in the Knowledge Management system in AHA Center which can be used by Member States as a reference.

Expected outputs:

1. Identification of gaps and needs as well as recommendations for the development of the Disaster Recovery Toolkit in the three areas of needs, i.e. Post-Disaster Needs Assessment, Planning and Coordination, and Monitoring and Evaluation of Recovery Programs.
2. A Disaster Recovery Toolbox providing a menu of options.
3. Well-trained ASEAN Member States through provision of a series of capacity building program in the above three areas of needs.
4. Showcase of rehabilitated critical facilities post-disasters, such as schools, shelters, earthquake resilient hospitals, etc. to demonstrate the principle of build-back-better after a disaster.

The ASEAN-DRT is expected to be completed by the end of 2015. A showcase of rehabilitated critical facilities (post-disaster) and capacity building programs are part of this project and is expected to occur throughout 2016 and possibly beyond. [245] [246] [247]

ASEAN Disaster Risk Insurance Program

Lead Shepherd: Indonesia

ASEAN Member States are exposed to a wide range of adverse natural hazards which has affected approximately 100 million people within the region since 2000. In the aftermath of a disaster, affected Member States may not have a sufficient financial response capacity to reduce the economic and fiscal burden of the disaster. The need to develop financial programs which provides immediate liquidity to governments for post-disaster recovery and reconstruction is critical due to the rising trend of disaster losses and inefficiency of existing financial programs.

The ASEAN Strategy on Disaster Risk Financing and Insurance (DRFI) is a flagship project in the AADMER Work Program and is in adherence to the Hyogo Framework for Action priorities. The ASEAN Disaster Risk Insurance

Program (ADRIP) is a disaster risk management strategy aligned with DRFI, which is designed to advance cooperation in disaster risk financing and insurance, and enhance financial and fiscal resilience against disasters.

The project is targeted for a seven-year implementation starting from 2004 to the end of 2020 and is divided into three phases.

Phase 1 – Capacity building for Member States in pursuit of the DRFI Roadmap (2014-2015).

- Efforts are underway to establish historical disaster damage and loss databases with a minimum 30 years of data.

- Developing an estimate of the government's contingent liability for different events related to the loss of public assets and infrastructure.

- Baseline survey on disaster risk financing and insurance to aid assessment of status and gaps for disaster risk identification, financial risk management, and collaboration with international reinsurance and capital markets.

- Review of disaster risk financing policy and regulatory frameworks to identify gaps or barriers to the development of risk financing solutions.

- Promote experience and education on disaster risk financing, insurance, and fiscal risk management. Conduct training needs assessment and design and deliver regional training seminars and workshops.

- Facilitate information sharing through development, production, and dissemination of information-education-communications material through appropriate media.

Phase 2 – Advocacy and legal preparedness, including legislative, policy, and regulatory reforms for strengthening national systems and facilitating cooperation in regional arrangements for disaster risk financing and insurance (2016-2018).

- Senior level regional advocacy for DRFI to convey purpose and benefits and secure high level support, includes promoting legal preparedness and legislation and policy reforms.

- Meeting, hearings, and policy research studies to craft legislation and introduce

policy reforms. Includes technical activities related to review national fiscal management, develop national risk financing strategies and programs, and strengthen post disaster budget execution mechanisms.

- Forums to facilitate exchange of information on best practices for risk financing and transfer, insurance, and legal preparedness.

Phase 3 – Cooperation for the development of the ADRIP (2019-2020) to craft legislation and introduce policy reforms

- Collaboration with development partners and international reinsurance and capital markets on the development of catastrophic risk transfer and reinsurance arrangements for the region.

- Feasibility study for a regional disaster risk pooling and insurance program based on prevailing policy and market conditions.

- Initiate development and establishment of the ADRIP as a regional cooperation program. [248]

ASEAN Regional Disaster Emergency Response Exercises

Lead Shepherds: Singapore and Malaysia

The ASEAN Regional Disaster Emergency Response Exercise (ARDEX) is an ASEAN annual disaster exercise intended for ASEAN Member States (AMS) to practice, evaluate and review the ASEAN Standby Arrangements and Standard Operating Procedures (SASOP), in facilitating an effective collaboration amongst ASEAN Member States in responding to major disasters in the region. ARDEX is an exercise platform to practice at the strategic, operational and tactical levels, including interoperability of response entities. Recently, ARDEX has become a regional response exercise with participants from a wide variety of organizations. [249]

Year	Location	Scenario Type
ARDEX-05(first simulation exercise) 250	Selangor, Malaysia	Earthquake
ARDEX-06	Kein Svay District and Takhmau City, Kandal Province, Cambodia	Flood disaster
ARDEX-07251	Mandai Training Village (MTV), Singapore	Urban search and rescue involving collapsed structures and mass casualties
ARDEX-08252	Map Ta Phut Industrial Estate in the Rayong Province, Thailand	Simulated typhoon disaster
ARDEX-09253	Philippines	Cancelled due to Philippines' response to Tropical Storm Ketsana and Typhoon Parma
ARDEX-10254	Indonesia	Cancelled due to the Merapi eruption and tsunami impacting Mentawai Island
ARDEX-13 (first time the AHA Center co-organized the event)255	Ba Vi District, Hanoi, Vietnam	Typhoon with landfall in the Vietnam Northern Delta Provinces

Table 7: ARDEX Exercise Platform

According to the AADMER Work Plan, the following are concentration areas for future iterations of ARDEX:

- Coordinating the request and offer of

assistance involving the ACDM Focal Points, Emergency Operation Centers of AMS, and relevant UN and international organizations;

- Synchronizing response mechanisms

with relevant international guidelines and practices, cross-border movement of disaster response assets of AMS and relevant international organizations;

- Testing the entry and facilitation processes at the entry points; and

- Review the current SASOP version.[256]

Participants in ARDEX exercises include:

- Host country disaster response agencies;

- ASEAN Member States disaster response agencies; and

- Invited teams and observers from the UN and other international organizations.

The project promotes interoperability of response entities for the next 3 years, marking the five years of AHA Center since its establishment in November 2011. ARDEX exercises comprise the following elements:

- Pre-Exercise: exercise scenario, concept paper, exercise referees, exercise control checklist, conduct of Exercise Planning Team (EPT) Meetings;

- Actual Exercise: coordination (offer & request of assistance, interoperability of response mechanisms;

- Post-Exercise: de-briefing, review performance, improvements of SASOP[257]

ARDEX was conducted on an annual basis from 2005 to 2008, and ARDEX 2009 and 2010 were cancelled due to actual disaster responses in the host country. ARDEX was not executed in 2011 and 2012, and shifted to a bi-annual basis from 2013.[258]

ARDEX-13 was hosted by Vietnam. The October 2013 exercise was the first to test the AHA Center's operational readiness and its ability to coordinate a disaster response. The exercise used a scenario based around a super typhoon making landfall in Vietnam's northern delta provinces. In the fictional scene-setter, the typhoon caused water to breach the dike system, killing more than 1,000 people and leaving 10,000 affected by collapsed houses and flooding. ARDEX-13 was comprised of a series of related exercises which included a communication exercise to verify the request for assistance

process, an exercise to test the procedure for search and rescue forces and equipment, a series of workshops related to the AHA Center, the AADMER Work Program, and the ERAT. The capstone to the exercise was a two day simulation of search and rescue and ERAT operations.[259]

The next ARDEX will be held in 2016, and will be held every year moving forward[260]. In a message delivered at the UN World Conference on Disaster Risk Reduction. According to this note, the exercise "seeks to evaluate and review the regional mechanism for mutual assistance and response procedures as well as ensuring synergy in responses from relevant stakeholders."[261]

Expected Outputs

The following are expected outputs from the project:

1. ARDEX Manual developed and disseminated;
2. SASOP and other guidelines related to AADMER practiced, evaluated and reviewed;
3. Identified lessons learnt from other exercises as a result of benchmarking and recommendations for areas of improvements for ARDEX.

The future of ARDEX is unclear given many recent cancellations and an increasingly crowded disaster response exercise landscape in Southeast Asia. For example, the ASEAN Regional Forum's (ARF) Disaster Response Exercise (DiREx) has grown into a huge annual event that competes with ARDEX for participants. The project is targeted for a three-year implementation, starting from 2014 with ending date of end of 2016, marking the five year operationalization of the AHA Center.

Disaster and Climate Resilience

ASEAN is committed to promote a culture of disaster resilience and awareness on AADMER through annual commemoration of the ASEAN Day for Disaster Management (ADDM), high-impact outreach events involving civil society, media and relevant stakeholders, and advocacy programs at the regional and national levels. Building Disaster–Resilient Cities and Capacity Building for Community-Based Disaster Risk Reduction are flagship projects of the AADMER Work Program.[262] [263] [264]

During the 26th ASEAN Summit in Kuala

Lumpur, Malaysia, on 27 April 2015, the Heads of States/Governments of ASEAN reemphasized their commitment to implementation of the ASEAN Agreement on Disaster Management and Emergency Response, ASEAN Climate Change Initiative, ASEAN Action Plan on Joint Response to Climate Change, and ASEAN Declaration on Environmental Sustainability.[265]

At the ASEAN Ministerial Meeting on Disaster Management in December 2004, the Ministers agreed to celebrate the ASEAN Day for Disaster Management as part of the UN International Day for Disaster Reduction on every 2nd Wednesday of October. Past themes are:[266]

- **2014:** Resilience is for Life Promoting Involvement of Older People

- **2013:** Living with Disabilities and Disasters

- **2012:** Women and Girls: The Visible Force of Resilience

- **2011:** Step Up for Disaster Risk Reduction! Making Children and Youth Partners in Disaster Risk Reduction

- **2010:** Making Cities Resilient

- **2009/2008:** Hospitals Safe from Disaster

- **2007/2006:** Disaster Risk Reduction Begins at School

- **2005:** Invest to Prevent Disaster

- **2004:** Today's Disasters for Tomorrow's Hazards

- **2003:** Turning the Tide on Disasters towards Sustainable Development

Disaster and Climate Resilient Cities

Lead Shepherds: Phase 1 – Laos and Thailand; Phase 2 – Malaysia

The growth of cities and urbanization pose development challenges to national and local governments. Urban agglomerations with its concentration of population and assets in confined areas represent high exposure to hazards and vulnerability. This project is targeted for implementation by the end of 2016.

Overall this project aims to increase resilience of ASEAN cities to disasters through:

- Establishment of a collaborative mechanism at the regional level to facilitate partnerships

among stakeholders in urban development planning a disaster and climate risk management.

- Integration of disaster risk reduction and climate change adaptation in urban development, land use planning processes, and building regulations.

- Improve the capacities of Member States to assess urban disaster and climate risk management policies and measures.

Implementation strategies:

- Establishment of regional collaborative mechanisms to increase urban resilience in ASEAN.

- Urban development plans, investment programs, and land use management of cities integrate disaster risk reduction and climate change adaptation measures.

- Capacity building of local and national governments in Member States to enhance urban resilience.

Community Based Disaster Risk Reduction

Lead Shepherds: Cambodia and Laos

Member States recognize the importance of community-based disaster risk reduction as a way of dealing with local risk patterns and trends. Community involvement is important to build their capacities in managing disaster risk. Projected completion is the end of 2015.

Objectives:

1. Exchange knowledge and promote good practices to provide guidance in undertaking effective and socially inclusive Community Bases Disaster Risk Reduction (CBDRR) programs.
2. Facilitate the exchange of innovative training methodologies and approaches among DRR training institutions.
3. Further support, strengthen, and scale up CBDRR implementation of Member States.
4. Promote effective partnerships among national and local governments, NGOs and civil society organizations at the sub-national and national levels to implement CBDRR.

Expected outcomes:

1. Scaled up initiatives, socially inclusive CBDRR Programs in Member States.
2. Increased partnerships among stakeholders at sub-national and national levels in implementing CBDRR.
3. A regional center for knowledge generation, management and dissemination on CBDRR.
4. Increased and improved CBDRR trainings in Member States.

Disaster Emergency Response Logistic System for ASEAN

Lead Shepherds: Malaysia and Singapore

ASEAN has established the Disaster Emergency Response Logistic System (DELSA) which can immediately serve disaster-affected Member States during the emergency response. The system is carried out by the establishment of a regional stockpile of relief items and pre-arrangements with potential suppliers and transporters. A Memorandum of Understanding (MOU) between the Executive Director of the AHA Center and United Nations Humanitarian Response Depot/United Nations World Food Program (UNHRD/WFP), signed on 7 December 2012, designates ASEAN as one of the key UNHRD users in the region.

DELSA was launched on December 12, 2012 and has been supported by the Japan-ASEAN Integration Fund (JAIF). The regional stockpile is located at the UNHRD in Subang, Malaysia and is managed by the WFP. The regional stockpile consists of, mobile storages, office and living prefabs, generators, family tents, ASEAN Family Kits, shelter toolkits, rescue boats, ready-to-eat meals, office supplies and ICT support.

The regional stockpile allowed the AHA Center to mount its first ground humanitarian response following a 6.8 magnitude earthquake on 11 November 2012 in Mandalay and Sagaing regions of Myanmar (Burma). Phase II of the project will establish satellite warehouses in several of the most disaster-prone countries to complement the regional warehouse and improve response and deployment of relief items. [267 268 269 270]

Rapid Disaster Response Concept

Natural disasters may exceed any single country's capacity to respond in an effective and timely manner, and foreign military and civil defense assets (MCDA) may be requested by the affected government to fill gaps in the response. Effective and timely disaster response requires the removal of bottlenecks and legal hurdles, which are identified and dealt with prior to a disaster event.

The Rapid Disaster Response Concept was proposed by President Obama during the November 2011 East Asia Summit, as a potential method to address issues and faciitate timely deployment of MCDA. A proposed agreement document was provided which is an evolution and operationalization of the ASEAN Regional Forum Model Arrangement. The proposed document addresses:

- Conduct and Maintenance of Discipline
- Privileges and Immunities
- Identification and Arms
- Cost Requirements
- Movement within the Affected State and Interaction with its Local Economy
- Dispute Settlement
- Status of the Agreement

Features of the Rapid Disaster Response Concept are:

- May eliminate the requirement for negotiation of complicated issues in the immediate aftermath of a disaster event.
- Can effect faster deployment and acceptance of MCDA following an extreme disaster.
- Pre-event bilateral agreement with pre-negotiated terms between the potential affected and assisting states.
- Flexible and tailorable to each country's needs.
- Remains in effect for a limited period of time and is not a standing agreement. [271]

School and Hospital Safety Programs

The School and Hospital Safety Programs fall under the Prevention and Mitigation Strategic Component of the AADMER Work Program 2010-2015. [272]

ASEAN Safe Schools Initiative

Lead Shepherds: Thailand and Laos

The goal of ASEAN Safe Schools Initiative (ASSI) is for children in ASEAN countries to become more resilient to disasters and have a safe and secure learning environment. ASSI is a three year program (2013-2016) which supports the flagship project, Building Disaster Resilient ASEAN Cities, and advances Integration of DRR in School Curriculum and Promoting Safety of Educational Facilities, Public Awareness and Advocacy.

Specific objectives

1. Increased funding tools, local expertise and guidance for Safe Schools Initiatives in ASEAN region.
2. Improved capacities at national level through inter-agency collaboration and the use of Comprehensive School Safety Framework. [273]

Integrating Disaster Risk Reduction (DRR) in School Curriculum

Lead Shepherds: Cambodia and Laos

Reducing the vulnerability of children to disaster by incorporating disaster risk reduction into school curriculum to ensure the safety of children and increase resilience of communities.

Objectives:

1. Facilitate the institutionalization of DRR in the education sector of Member States.
2. Promote sharing of experiences, sound practices, and innovative approaches on DRR integration in the curriculum.
3. Deepen the collaboration among key stakeholders in each Member State to initiate or upscale DRR integration in the curriculum and teacher training system.

Expected Outcomes:

1. Integration of DRR in the education sector development agenda of Member States.
2. Upscaling of initiatives on DRR mainstreaming in the school curriculum in Member States, i.e. increased budget, partnerships for implementation.
3. Institutionalization of DRR curriculum in the education program of universities.

4. Integration of DRR and school safety in the teacher training system. [274]

Disaster Safety of Educational Facilities

Lead Shepherd: Vietnam

Strengthening school buildings and facilities before a disaster strikes protects children from injury, mitigates long term costs, and ensures continuity after a disaster event.

Objectives:

1. Promote the integration of safe school construction in the education sector agenda of Member States.
2. Share disaster resilient school construction practices and safe school models that use locally sourced material and scientific knowledge.
3. Enable Member States to undertake vulnerability assessment of existing schools.
4. Provide guidance to Member States on ensuring safe school construction.
5. Assist Member States in developing a nation action plan for safe schools.

Expected Outcomes:

1. Integration of safe school construction in the education agenda of Member States.
2. Integration of DRR in national school construction guidelines of Member States.
3. Undertaking of vulnerability assessment and strengthening of existing schools by Member States.
4. Development of a national action plan for safe schools by Member States. [275]

Hospital Networking for Resilience Initiative

Lead Shepherd: TBD

Hospitals are essential to sustainable recovery from disasters. The political and social obligation to ensure hospitals and health facilities are safe and resilient is the collective responsibility of all sectors involved. Also, it is critical to strengthen the structural integrity, capacity, and disaster resilience of hospitals.

Objectives of the Project:

1. Establish a collaborative network of disaster and climate resilient hospitals and health facilities through multi-stakeholder

cooperation and partnership at the local, national and regional level.
2. Build hospitals which are safe, resilient, and capable of delivering medical care and life saving services during and after a disaster through structural and non-structural disaster mitigation measures.
3. Reduce the disaster losses of the hospital and health sector in Member States.

Expected outcomes:
1. Integration of disaster safe hospitals in the national health agenda of Member States.
2. Conduct of vulnerability and risk assessments of hospitals by Member States.
3. Select pilot hospitals retrofitted to withstand the probable impact of earthquake and other natural hazards.
4. A collaborative network of hospitals for building disaster and climate resilience in the region.
5. National action plan on safe hospital developed by Member States.

Expected outputs:
1. Baseline risk profile of the hospital sector in Member States.
2. Documentation of good practices, common approaches, and recommendations on ensuring disaster resilience of hospitals.
3. Collaborative agreements on sister hospital partnerships and hospital networking for resilience.
4. Pilot hospital demonstrations on risk assessment, retrofitting, and contingency planning.
5. National action plans on resilient hospitals.
6. Regional forums on resilient hospitals. [276]

Disaster Safety of Health Facilities

Lead Shepherd: TBD

Hospitals are one of the critical facilities which can be damaged or destroyed when a disaster

strikes. Disaster damage to hospitals may reach millions of dollars, and retrofitting has been shown to be a cost effective measure to protect medical facilities and the capability to save human lives.

Objectives:
1. Facilitate the institutionalization of disaster safe hospitals in the health sector agenda of Member States.
2. Share current practices in making hospitals safe from disasters covering construction, functional continuity, and preparedness.
3. Enable Member States to undertake vulnerability assessment of existing hospitals.
4. Support Member States in the development of a national action plan for safe hospitals.

Expected outcomes:
1. Integration of disaster safe hospitals in the national health agenda of Member States.
2. Conduct of vulnerability assessment of hospitals by Member States.
3. National action plan on safe hospitals developed by Member States. [277]

ASEAN Points of Contact

The following contact list is included with the intent to provide planners and deploying personnel initial contacts for ASEAN. Out of consideration for privacy concerns, this list does not contain individual contact information, but instead has email addresses and telephone numbers for offices.

Office/Facility	Address	City	Country	Phone	Email
U.S. Mission to ASEAN	Jl. Medan Merdeka Selatan 5	Jakarta 10110	Indonesia	62 21 3435 9000	usasean@state.gov
ASEAN Secretariat	Jl. Sisingamangaraja 70A	Jakarta 12110	Indonesia	62 21 7262 991	public@asean.org
ASEAN Coordinating Center for Humanitarian Assistance (AHA Center)	Lantai 20, Gedung BPPT 1, Jl. M.H. Thamrin No.8, Kota Jakarta Pusat	Daerah Khusus Ibukota Jakarta 10340	Indonesia	62 21 3168735	info@ahacentre.org
ASEAN Center for Energy (ACE)	6th Floor, ACE Building Directorate General of Electricity and Energy Utilization Complex Jl. H.R. Rasuna Said, Block X-2, Kav. 07-08	Kuningan, Jakarta 12950	Indonesia	62 21 527 9332	secretariat@aseanenergy.org
ASEAN Center for the Development of Agricultural Cooperatives (ACEDAC)	Jl. HR. Rasuna Said Kav. 3-5	Jakarta Selatan	Indonesia	62 21 5290 2014	adrilapradja@yahoo.co.id
ASEAN Council on Petroleum (ASCOPE) Secretariat	PTT Public Company Limited (Head office), 20th floor, Building 1 555 Vibhavadi Rangsit Road, Chatuchak	Bangkok 10900	Thailand	66 2537 3941	
ASEAN Earthquake Information Center (AEIC)	Jl. Angkasa I No 2 Kemayoran	Jakarta	Indonesia		
ASEAN-EC Management Center (AEMC)			Brunei		
ASEAN Insurance Training and Research Institute (AITRI)			Malaysia		
ASEAN-Japan Center (formerly known as the ASEAN Promotion Center)	Shin Onarimon Bldg. 1F, 6-17-19 Shimbashi	Minato-ku, Tokyo 105-0004	Japan		http://www.asean.or.jp/en
ASEAN Center for Biodiversity (ACB)	3F ERDB Bldg. Forestry Campus	College Laguna, 4031	Philippines	634 9536 2865	http://www.aseanbiodiversity.org/
ASEAN Specialized Meteorological Center (ASMC)- Co-located with the Meteorological Service Singapore	P.O. Box 8 Singapore Changi Airport Post Office	Singapore 918141	Singapore		http://www.weather.gov.sg/wip/web/ASMC
South East Asian Central Banks (SEACEN)	Level 5, Sasana Kijang Bank Negara Malaysia 2 Jalan Dato' Onn	50480 Kuala Lumpur	Malaysia	603 9195 1888	info@seacen.org
ASEAN University Network (AUN) Secretariat	Office of the AUN Secretariat Jamjuree 1 Bld., Chulalongkorn University Phyathai Road, Phathumwan	Bangkok 10330	Thailand	662 215 3640	aun@chula.ac.th

Table 8: ASEAN Contact Information

HFA Country Progress Report

The United Nations International Strategy for Disaster Reduction's (UNISDR) 10-year Hyogo Framework for Action (HFA) ended in early 2015. The framework is an international disaster risk reduction plan, which focusing on enhancing resilience of populations to disasters. The Association for Southeast Asian Nations (ASEAN) Regional HFA report is based on the national progress reports of each ASEAN Member State's self-evaluation implementation of the HFA. The ASEAN Member States (AMSs) executed best in priority 1 and weakest in priorities 3 and 4.

life of local communities. Another area where the Member States scored well was Priority 4, reducing the underlying risk factors. Each government identified that there was insufficient progress in reducing the core causes of disaster risk and mitigation measures.

Overall, ASEAN made significant progress in disaster response and humanitarian assistance such as the AHA Center's response to Typhoon Hagupit in the Philippines. Moving forward, ASEAN can look into regional activities to encourage Member States to enhance coping and adaptive capacities, mainly dealing with climate change. [278] [279]
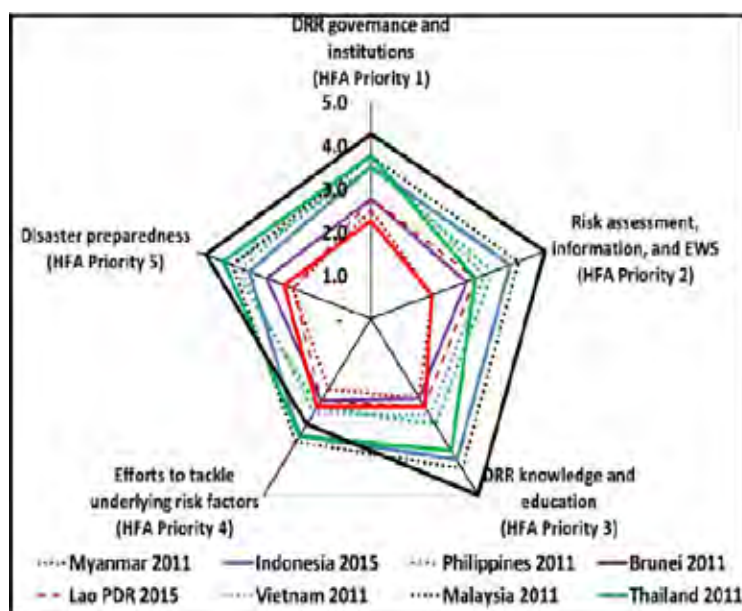
Figure 13: Disparity in HFA Progress of ASEAN Member States
Note: 1 is the lowest measure while 5 indicates the highest value

Each of the ASEAN Member States demonstrated achievement in Priority 1 which is to ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation. Examples include, Lao PDR's establishment of a new National Disaster Prevention and Control Committee based on Prime Ministerial Decree 220/PM; Philippines' enactment of the Disaster Risk Reduction and Management Act; and Indonesia's enactment of Law No.24 on Disaster Management.

The countries did not score as well in priorities 3 and 4. Priority 3 deals with the use of knowledge, innovation, and education to build a culture of safety and resilience at all levels. Additional work needs to be accomplished to integrate national frameworks into the way of

ASEAN Regional Progress Report On The Implementation Of HFA (2011-2013)

Many countries around the world are committed to taking action to reduce disaster risk. The Hyogo Framework for Action (HFA) was adopted as a guideline to reduce vulnerabilities to natural hazards. The HFA assists the efforts of these countries to become more resilient to, and manage better the hazards that threaten their development. The full report is available at http://www.preventionweb.net/files/39137_39137aseansubregionalreport20112013.pdf [280]

Below are the 2011-2013 results of the Regional HFA for ASEAN:

(Sub-) Regional Indicator	(Sub-)Regional Indicator Description	Level of Progress Achieved*
Priority for Action #1: Ensure disaster risk reduction is a national and local priority with a strong institutional basis for implementation		
1	A (sub-) regional framework, strategy or action plan for disaster risk reduction exists.	4
2	A multi-sectoral (sub-) regional institutional mechanism exists.	4
3	Institutional mechanism in place to monitor risk reduction status and progress at (sub-) regional level.	4
4	(Sub-) regional training/capacity building programs/institutions exist to support capacity building for DRR at national/regional levels.	4
Priority for Action #2: Risk assessment and early warning systems		
5	Institutional mechanism and procedures are in place to carry out trans-boundary risk assessments.	4
6	(Sub-) regional early warning systems exist.	3
Priority for Action #3: Use knowledge, innovation and education to build culture of safety and resilience at all levels		
7	(Sub-) regional information and knowledge sharing mechanism available.	4
8	(Sub-) regional research institutions for disaster risk reduction exist.	4
Priority for Action #4: Reducing underlying risk factors		
9	DRR is an integral objective of (sub-) regional policies and plans.	4
10	(Sub-) regional infrastructure projects have processes to assess disaster risk impacts.	3
Priority for Action #5: Strengthen disaster preparedness for effective response at all levels		
11	(Sub-) regional response mechanism in place to address disaster preparedness, emergency relief and rehabilitation issues across borders.	4
12	(Sub-) regional contingency mechanism exists to support countries in post disaster recovery.	2
13	(Sub-) regional catastrophe risk pooling facility available.	3
14	(Sub-) regional information exchange mechanism in place for effective communication during trans-boundary disasters.	4

Table 9: Results of ASEAN Regional HFA, 2011-2013

*Level of Progress:
1 – Minor progress with few signs of forward action in plans or policy
2 – Some progress, but without systematic policy and/ or institutional commitment
3 – Institutional commitment attained, but achievements are neither comprehensive nor substantial
4 – Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities
5 – Comprehensive achievement with sustained commitment and capacities at all levels

APPENDICES

Acronyms and Abbreviations

Acronym	Definition
AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACB	ASEAN Center For Biodiversity
ACDM	ASEAN Committee On Disaster Management
ACE	AHA Center Executive
ACE	ASEAN Center For Energy
ACEDAC	ASEAN Center For the Development of Agricultural Cooperatives
ADDM	ASEAN Day For Disaster Management
ADINET	ASEAN Disaster Information Network
ADMM	ASEAN Defense Ministers Meeting
ADPC	Asia Disaster Preparedness Center
ADRIP	ASEAN Disaster Risk Insurance Program
ADSOM	ASEAN Defense Senior Officials' Meeting
ADTRAIN	ASEAN Disaster Management Training Institutes Network
AEC	ASEAN Economic Community
AEIC	ASEAN Earthquake Information Center
AEMC	ASEAN-EC Management Center
AHA	ASEAN Humanitarian Assistance
AHRD	ASEAN Human Rights Declaration
AITRI	ASEAN Insurance Training and Research Institute
AMMDM	ASEAN Ministerial Meeting On Disaster Management
AMS	ASEAN Member States
APADM	Alliance For Disaster Management
APC-MADRO	Asia-Pacific Conference On Military Assistance To Disaster Relief Operations
APCSS	Asia-Pacific Center For Security Studies
APEC	Asia-Pacific Economic Cooperation
APG	AADMER Partnership Group
APMI	ASEAN Peatland Management Initiative
APMS	ASEAN Peatland Management Strategy
APSC	ASEAN Political-Security Community
ARDEX	ASEAN Disaster Response Exercises
ARF	ASEAN Regional Forum
ARG	ASEAN Militaries Ready Group
ARPDM	ASEAN Regional Program On Disaster Management
ARRND	Agreement on Rapid Response for Natural Disasters
ASA	Association of Southeast Asia
ASC	ASEAN Security Community
ASCC	ASEAN Socio-Cultural Community
ASCOPE	ASEAN Council On Petroleum
ASEAN	Association of Southeast Asian Nations
ASEAN-DRT	ASEAN Disaster Recovery Toolbox
ASEAN-ERAT	ASEAN Emergency Rapid Assessment Team
ASEAN-OCHA	ASEAN-United Nations Office For the Coordination of Humanitarian Affairs

Acronym	Definition
ASEM	Asia-Europe Meeting
ASMC	ASEAN Specialized Meteorological Center
ASSI	ASEAN Safe Schools Initiative
AUN	ASEAN University Network
BCI	Bali Concord I
BNPB	Badan Nasional Penanggulangan Bencana (Indonesian NDMA)
CA	Competent Authority
CBDRR	Community Based Disaster Risk Reduction
CCA	Climate Change Adaptation
CCFSC	Committee of Flood and Storm Control
CEDAW	Forms of Discrimination Against Women
CF	Civic Force
CIQ	Customs, Immigration, and Quarantine
CMOC	Civil-Military Operations Center
CMCS	Civil-Military Coordination Section
CONOPS	Concept of Operations
COP	Conference of Parties
CPX	Command Post Exercise
CSIS	Center For Security and International Studies
DANA	Damage Assessment and Needs Analysis
DDPM	Disaster Prevention and Mitigation
DELSA	Disaster Emergency Logistic System For ASEAN
DMER	Disaster Management and Emergency Response
DMRS	Disaster Monitoring and Response System
DMTI	Disaster Management Training Institutes
DREE	Disaster Response Exercise & Exchange
DRFI	Disaster Risk Financing and Insurance
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EAS	East Asia Summit
EPT	Exercise Planning Team
ERAT	Emergency Rapid Assessment Team
ERC	Emergency Relief Coordinator
FAO	Food and Agriculture Organization
FMA	Foreign Military Assistance
FTX	Field Training Exercise
GDP	Gross Domestic Product
HA/DR	Humanitarian Assistance/Disaster Relief
HC	Humanitarian Coordinator
HCA	Humanitarian Civic Action
HuMOCC	Humanitarian-Military Operations Coordination Center
HFA	Hyogo Framework For Action

Acronym	Definition
HPA	Hanoi Plan of Action
HPG	Humanitarian Policy Group
IAI	Initiative For ASEAN Integration
ICG	Intergovernmental Coordination Group
ICT	Information and Communication Technology
IDRL	International Response Laws, Rules and Principles
IFRC	International Federation of Red Cross and Red Crescent Societies
IOC-UNESCO	Intergovernmental Oceanographic Commission of United Nations Educational, Scientific and Cultural Organization
IOM	International Organization For Migration
IOTWS	Indian Ocean Tsunami Warning System
ISM	Inter-Sessional Meeting
JAIF	Japan ASEAN Integration Fund
JMA	Japan Meteorological Agency
JOCCA	Joint Operations and Coordination Center of ASEAN
JTF	Joint Task Force
KM	Knowledge Management
LEMA	Local Emergency Management Authority
LMI	Lower Mekong Initiative
MCDA	Military and Civil Defense Assets
MKN	Malaysia's National Security Council
MNF	Multi-National Force
MOU	Memorandum of Understanding
MPAT	Multinational Planning and Augmentation Team
MRC	Mekong River Commission
MTV	Mandai Training Village
NATO	North Atlantic Treaty Organization
NCDM	National Committee For Disaster Management
NDG	Narrowing the Development Gap
NDMO	National Disaster Management Office
NDRRMC	National Disaster Risk Reduction and Management Council and Administrator
NFP	National Focal Point
NZ	New Zealand
OSOCC	Onsite Operations and Coordination Center
P&R	Preparedness and Response
PDC	Pacific Disaster Center
PIF	Pacific Islands Forum
PLA	People's Liberation Army
PRC	People's Republic of China
PTWC	Pacific Tsunami Warning Center
QUT	Queensland University of Technology
RAP	Response Action Plan

Acronym	Definition
RC	Resident Coordinator
RCRCM	Red Cross and Red Crescent Movement
RDR	Rapid Disaster Response
RDR	Regional Disaster Response
ROAP	Regional Office For the Asia-Pacific
ROE	Rules of Engagement
RTSP	Regional Tsunami Service Providers
SAARC	South Asian Association For Regional Cooperation
SAR	Search and Rescue
SASOP	Standby Arrangements and Standard Operating Procedures
SCDF	Singapore's Civil Defense Force
SEACEN	South East Asian Central Banks
SEADMC	Southeast Asia Disaster Management Cooperation
SOM	Senior Officials' Meeting
SOMHD	Senior Officials' Meeting On Health Development
SOMSWD	Senior Officials' Meeting On Social Welfare and Development
SOP	Standard Operating Procedure
TAC	Treaty of Amity and Cooperation
TIFA	Trade and Investment Framework Arrangement
TTX	Table Top Exercise
UDHR	Universal Declaration of Human Rights
UNCT	UN Country Team
UNDAC	United Nations Disaster Assessment and Coordination
UNDP	United Nations Development Program
UNHCR	United Nations High Commissioner For Refugees
UNHRD	United Nations Humanitarian Response Depot
UNHRD/WFP	United Nations Humanitarian Response Depot/United Nations World Food Program
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy For Disaster Reduction
UNOCHA	United Nations Office For the Coordination For Humanitarian Affairs
USAID	United States Agency For International Development
USARPAC	United States Army Pacific
USPACOM	United States Pacific Command
VAP	Vientiane Action Program
WFP	World Food Program
WHO	World Health Organization

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