Civil-Military Cooperation on HADR & MSAR: Japan’s activities and lessons learned

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International Policy Div., Bureau of Defense Policy, Ministry of Defense, JAPAN
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5 Activities of ADMM-Plus HA/DR-EWG, etc
Kumamoto Castle partially destroyed

Large scale of landslides

Shopping arcade collapsed

Houses collapsed

Fallen Aso Bridge

[Damage since 14 APR 2016] * As of 1 MAY
Killed: 49    Injured: approx. 1,500
Damaged houses: approx. 18,000
Evac recommended: approx. 104,000

[JSDF DR OPs] * As of 1 MAY
Troops: approx. 24,000
Vessels: 12    Aircrafts: 79
Kumamoto Earthquake APR 2016 [2/3]

A female JGSDF member supports bathing in the ad hoc bathing facility

JGSDF distributes blankets for afflicted people

JGSDF supports transport of injured people

Close coordination with local GOVT, police and fire fighters

JGSDF providing food and water as well as relief goods
Kumamoto Earthquake APR 2016 [3/3]

JMSDF dispatching vessels for transportation of relief goods from northern / southern parts of Japan

JMSDF helicopters transporting the relief goods from the vessels to the landing spots closer the evacuation areas
MV-22 transporting relief goods: US Forces in Japan providing full support of disaster relief operations

ROK dispatched C-130 for transportation of relief goods

Foreign forces of the US and ROK providing assistance for Japan; RHCC in Singapore and ACMM in Thailand offering assistance as well
Kumamoto Earthquake APR 2016 [health promotion]

JSDF providing assistance of bathing in the ad hoc bathing facilities for evacuees

JSDF conducting medical activities of mobile clinic for evacuees

JSDF member lecturing physical exercise preventing from Economy-Class Syndrome

JSDF military bands holding small concerts for evacuees
Japan Self-Defense Forces supporting afflicted people in close coordination with civilian actors including local GOVTs, police and fire fighters.
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Overview: DR OPs for PHL affected by Typhoon Haiyan

- 2,646 people received medical care
- 11,924 people vaccinated
- Epidemic ops on about 95,600 m/s
- 630 tons of supply airlifted
- 2,768 afflicted people airlifted
DR activities for the Philippines

Medical activity

Vaccination campaign based on requirements from local governments

Epidemic prevention

Transportation of afflicted people

Transportation of relief goods
Mil-to-mil Cooperation in the MNCC, Camp Aguinaldo [1/2]

JPN’s Minister of Defense visited the MNCC, Camp Aguinaldo in DEC 2013

JSDF liaison officer to the MNCC made a briefing on JSDF activities in the Philippines

The MNCC and the foreign LOs to the Center

Mil-to-mil coordination among the officers of JPN, the US & AUS in Multi-National Coordination Center (MNCC)
Mil-to-mil Cooperation in the MNCC, Camp Aguinaldo [2/2]

National Disaster Risk Reduction Management Council (NDRRMC)
[Chair: Defense Secretary]

Each dept. and agencies
[Dept. of Social Welfare and Development, Dept. of Health, etc.]

HQ of Armed Forces of the Philippines

JTF-YOLANDA

US JTF-505

USAID

PHL Central Command [CENTCOM] in Cebu

JSDF Joint Operations Coordination Center LO

JSDF JTF Tacloban LO

International Organizations
[OCHA, WHO, WFP, etc.]

Multi National Coordination Center [MNCC] in Camp Aguinaldo, Manila

Needs to which Philippine forces cannot respond

Coordinating directly

Aid need
(Medical assistance/Transport of relief goods)

Needs to which Philippine forces cannot respond

Coordination directly

Each country’s force
On-Site Mil-to-mil Cooperation

Report by liaison officer of the Royal Navy on DDH ISE [dispatched from HMS ILLUSTRIOUS]

A PHL officer attending the MTG among COs of JMSDF and US Navy on DDH ISE

JASDF’s C-130H filled with liquid oxygen provided by the US

RAS bet. JS TOWADA and HMAS TOBRUK
Through the coordination and exchange of views in the embassy of Japan in PHL, the base on site and the meeting hosted by IOs, the JSDF provided support as below;

1. Support by JASDF C-130H for the deployment of JICA’s medical team between Manila and Tacloban

2. Support by JMSDF’s SH-60J Helicopter for air surveillance of JICA’s investigation team

* CIMIC activities conducted among JICA, NGOs and International Organizations
Overview: DR OPs for Nepal affected by earthquake

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
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<tbody>
<tr>
<td>2015, Apr 25&lt;sup&gt;th&lt;/sup&gt;</td>
<td>7.8M earthquake occurred in Nepal</td>
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<tr>
<td>Apr 26&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Dispatch MOD recce Team</td>
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<td>Apr 28&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Dispatch First Response Team</td>
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<td>Apr 29&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Airlift by C-130 (Japan to Katmandu)</td>
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<td>Apr 30&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Dispatch Medical Unit (approx. 110 members)</td>
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<td>Apr 30&lt;sup&gt;th&lt;/sup&gt;-May 19&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Started the Medical Activity</td>
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<td>May 15&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Medical Activity (Mainly IVO Katmandu)</td>
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<td>May 17&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Epidemic Prevention</td>
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<td>May 19&lt;sup&gt;th&lt;/sup&gt;</td>
<td>Lecture on PTSD in local university</td>
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<td>Withdraw to Japan</td>
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**Activity (Apr 30<sup>th</sup>-May 19<sup>th</sup>)**

**Health**
- Treatment: Approx. 2,900 patient
- Epidemic: Suburb of Nepal
- Med Lecture: On PTSD (Tribhuvan University)

**Air lift [C-130]**
- Personnel: 4 (Medical Unit)
- Material: About 9.5t (Med materials)

**Location**
- CP of Med Unit
- Coord Center
- Activity area
- MNCC

**Activity of Air Trans Unit**
- Katmandu
- Naha
- Kolkata
- Utapao

**Structure**
- Minister of Defense
- Coordination Center
- Central Readiness Force
- Air Support Command
- Air Transport Unit
- Medical support Unit
- Approx. 110
- Approx. 160

**Overview:** DR OPs for Nepal affected by earthquake
DR activities for Nepal

Relief facility in the field

Mobile Clinic

Cooperation in the MNCC

Airlift activity by C-130H
Lessons Learned: DR OPs for the Philippines and Nepal

Cooperation method:
- JSDF sent an officer to Multi-National Coordination Center (MNCC) established by affected countries of the Philippines and Nepal (mil-mil coordination)
- JSDF members had several opportunities for information exchange with UNOCHA, WHO and other actors in the regional level where they are deployed (civil-mil coordination).

- An MNCC is a body for mil-to-mil coordination
- Some kind of Civil-Mil coordination mechanism is necessary

An MNCC is a good model for mil-to-mil coordination; Civil-Military coordination expected through HuMOCC, e.g.
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5. Activities of ADMM-Plus HA/DR-EWG, etc
Overview: SAR OPs for MH370 in Malaysia & Australia

- **P-3C** from JMSDF
- **C-130H** from JASDF

**[ MAR-APR 2014 ]**
- P-3C x 2; C-130H x 3
- Approx. 400 hours
- 46 sorties

Activity area of March 13-15
Activity area of March 17
Activity area of March 20-24
Activity area from March 28
Activity area from March 24-27

Diagram showing SAR Ops Area in Malaysia and Australia with respective activity areas.
Cooperation: SAR OPs for MH370 in Malaysia & Australia

JASDF officers coordinating the SAR areas with RMAF officers in Subang Airport

JMSDF crews talking with RAAF officers

JMSDF & RAAF officers talking in RAAF Pearce Base

A JMSDF crew with RAAF officers
Lessons Learned: SAR OPs for MH370

- **Coordination method in Subang / MYS:**
  - P-3Cs JMSDF and C-130Hs JASDF coordinated well with their counterparts of RMAF (*mil-to-mil coordination*)
  - In addition, the relevant staff of the Department of Civil Aviation supported their activities and made them smooth and effective (*civil-mil coordination*)

- **Coordination method in RAAF Pearce Airbase / AUS:**
  - P-3Cs JMSDF coordinated well with their counterparts of RAAF (*mil-to-mil coordination*); RAAF coordinated with relevant organizations including AMSA (Australian Maritime Safety Authority)

- **RMAF & the Department of Civil Aviation are key actors**
- **RAAF is a single key actor for mil-to-mil coordination**

2 typical good examples of Civil-Military Coordination
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Overview: SAR OPs for QZ8501 in Indonesia

- Vessels x 2
- 4 victims & belongings found

[ DEC 2014 - JAN 2015 ]
Cooperation: SAR OPs for QZ8501 in Indonesia

A JSDF officer talking with RAAF LO in IDN National SAR Agency (BASARNAS)

JSDF officers coordinating the SAR areas with an IDN officer in BASARNAS

A JSDF officer consulting with Air Marshal Sulistyo

Officers of the IDN, USN & JSDF in Pangkalan Bun / Iskandar Airbase
Lessons Learned: SAR OPs for QZ8501

- JSDF sent 3 officers directly to IDN National SAR Agency (BASARNAS) and arranged the SAR OP areas with the staff there and the crews on 2 vessels of JS Onami and JS Takanami; The RAAF also sent their officers (civil-mil coordination)

- Singapore sent their civilian staff from Civil Aviation Authority to BASARNAS (civil-civil coordination)

BASARNAS is a single key actor for the coordination

A good example that GOVT’s SAR Agency played a key role for Civil-Military Coordination
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5  Activities of ADMM-Plus HA/DR-EWG, etc
Activities of ADMM-Plus HA/DR-EWG [1/3]

- Work plan and the sequent activities in HADR EWG

**Swift Response**
- To deploy a certain scale of assisting entities such as military org. to affected areas as quickly as possible.
- Need to improve readiness to receive them, information gathering capabilities, decision-making process, and transportation capabilities.
- To establish more efficient domestic procedures for deploying and accepting assistance troops.

**Shared Assessment and Seamless Support**
- To make all players share the accurate needs of affected areas.
- To maintain effective supply cycle under cooperation with local govt., civilians, to deliver proper assistance to right areas, at the right time.
- To avoid duplication, waste of labor

**Smooth hand-over to Reconstruction players**
- To realize smooth hand-over of military relief operations to civilian sectors that can be engaged with recovery efforts for a longer time.
- Need to closely collaborate with NGOs and UN agencies.

**Immediately after disasters happened (-72hrs)**

**Intermediary stage (72hrs-2 Weeks, e.g.)**

**Recovering period (2weeks-, e.g.)**

**Considering relevant legal issues by assisting foreign forces**

**Development of SOP focusing on the MNCC**

**“Best practices” booklet on the withdrawal phase of the HA/DR operations**
* Standard structure of MNCC
48. **The Assisting Entity shall begin the withdrawal process** from the disaster site **when the Incident Manager of the Requesting or Receiving Party has determined and declared** that either/or **the critical situation** arising from the disaster emergency **is over**, **the risks** faced by the Party arising from the disaster **has been overcome**, **there is no subsequent immediate hazard foreseeable** and **when all or most of the victims of the disaster has been rescued**.

49. **The Assisting Entity shall also liaise** with the Incident Manager of the Requesting or Receiving Party for the withdrawal of its team/s from the operations **when its resources and assets available for effective disaster relief and emergency response have been depleted due to prolonged use during the relief operations**. The Assisting Entity shall update the AHA Centre of this development through the NFP.

**Guidelines on The Use of Foreign Military and Civil Defence Assets In Disaster Relief [Oslo Guideline]**

99. When military forces have assumed responsibility for vital civilian functions, such as delivery of water, provision of power, or the safe operation of an airfield, regardless of how this responsibility was acquired, **they will facilitate a smooth transfer of these functions to the appropriate civilian authority**, in coordination with the UN Humanitarian Coordinator/Resident Coordinator and/or Local Emergency Management Authorities (LEMA), and **as soon as possible**. This will be done in a timely manner, well prior to terminating this support, to ensure that any disruption of services will not have an adverse impact on relief and recovery activities.

**Asia-Pacific Regional Guidelines For The Use Of Foreign Military Assets In Natural Disaster Response Operations [APC-MADRO]**

8. **Military Assistance**: Foreign military assets should be seen as a tool complementing existing relief mechanisms in order to provide specific support. Therefore, **they will normally be used when there is no comparable civilian alternative assistance available at the time and location needed** and when only the use of military assets can meet a critical humanitarian need. In addition, **any use of foreign military assets should be clearly limited in time and scale and present an exit strategy**.
[ A proposed idea ]
- Wider promotion of common rules and laws at sea and in the air in the region
- Maritime and aerospace security
- **Improvement of our disaster response capability**

“Japan attaches great importance to enhancing disaster response capability of the region as a whole, by synergizing the regional disaster prevention bases”

“we believe we need our military authorities to study how we can further streamline procedures for rapid deployment of aircraft carrying emergency relief to disaster-stricken”

**“New forms of security collaboration in Asia”: 14th Asia Security Summit, the IISS Shangri-La Dialogue (30 May 2015)**