

IORA Guidelines
for
Humanitarian Assistance and Disaster Relief
[HADR]



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Glossary

Terms	Descriptions
Affected Nation	The nation in which the disaster has occurred.
Assisting Nation	The nation which is rendering disaster response or recovery assistance to another nation.
Casualty Centre	The Casualty Centre is established ashore by the Assisting Nations within the relief camp to provide treatment to casualties occurring in the AO.
Control	The overall direction of management activities in an emergency situation. May include the tasking and coordinating of other organisations resources.
Coordination	The systematic acquisition and application of resources (workers, equipment, goods and services) to address the threat or impact of an emergency.
Defence Forces	A recognised term to explain Army, Navy and Air Force units.
Disaster ¹	Disaster means a catastrophe, mishap, calamity or grave occurrence in any area, arising from natural or man made causes, or by accident or negligence which results in substantial loss of life or human suffering or damage to, and destruction of, property, or environment, and is of such a nature or magnitude as to be beyond the coping capacity of the community of the affected area (India DM Act, 2005)
Disaster Management	Refers to a continuous and integrated process of planning, organizing, coordinating and implementing measures which are necessary or expedient for— <ul style="list-style-type: none"> • Prevention of danger or threat of any

	<p>disaster;</p> <ul style="list-style-type: none"> • Mitigation or reduction of risk of any disaster or its severity or consequences; • Capacity building • Preparedness to deal with any disaster; • Prompt response to any threatening Disaster situation or disaster; • Assessing the severity or magnitude of effects of any disaster; • Evacuation, rescue & relief • Rehabilitation, reconstruction and recovery <p>Disaster management can also be defined as the organization and management of resources and responsibilities for dealing with all humanitarian aspects of emergencies, preparedness, response and recovery in order to lessen the impact of disasters (DM Act, 2005).</p>
Disaster Relief	Goods and services provided to meet the immediate needs of disaster affected communities.
Humanitarian Assistance	Activities conducted to relieve or reduce human pain, disease, hunger or threats to human life and severe damage or loss of property.
Humanitarian Principles ²	Humanity - Human suffering is addressed wherever it is found, with particular attention to the most vulnerable in the population, such as children, women and the elderly. The dignity and rights of all victims must be respected and protected.

Terms	Descriptions
	<p>Neutrality - Humanitarian assistance must be provided without engaging in hostilities or taking sides in controversies of a political, religious or ideological nature</p> <p>Impartiality - Assistance is provided without discriminating as to ethnic origin, gender, nationality, political opinions, race or religion. Relief of the suffering must be guided solely by needs and priority must be given to the most urgent cases of distress.</p>
Liaison Officer	A person nominated to represent their organization for response and recovery operations. Liaison Officers provide advice about the resources of their organization, structure and capability and act as a conduit for information.
Management Authority	These are organizations that have responsibility for coordinating activities for identified hazards and risks across the Preventive, Preparedness, Response and Recovery (PPRR) spectrum.
Multi National Force	Broad overarching term that describes the multinational efforts of participating nations.
Navy	The term, in instances where there is no formally constituted Navy, automatically will mean the agency responsible for maritime security.
Preparedness	Measures taken so that communities and agencies have the capacity to cope with the effects of emergencies.
Recovery	Measures that support emergency affected individuals and communities, physical and emotional well-being, social and community networks, built and natural environment and economic activity/ viability. Recovery is a medium to long term disaster strategy.

Relief Operation Centre (ROC)	ROC is established ashore by the Assisting Nations to coordinate and control the activities of the Relief Teams operating in the AO.
Response	Measures that minimize the effect of an emergency through actions that resolve the threats to life, property and the environment. Typically 'Response' is a short term disaster strategy.

Terms	Descriptions
Staging Areas	A location where disaster responders prepare equipment, stores and personnel for response and recovery operations.
Standard Operating Procedure	A set of directions detailing what actions are to be taken, as well as how, when, by whom and why, for specific events or tasks.
Support Agency	Support agencies are responsible for maintaining specific capabilities that are likely to be called upon to assist a Management Authority. Support agencies command their own resources in coordination with the Management Authority where required.
Volunteer	A person who voluntarily undertakes or expresses willingness to undertake a service without pay.

1 UN Office for Disaster Risk Reduction

2 UN General Assembly Resolution 46/182.

Acronyms & Abbreviations

Terms	Descriptions
ALG	Advanced Landing Ground Information
AO	Area of Operations
ASEAN	Association of South East Asian Nations
HADR	Humanitarian Assistance and Disaster Relief
IOR	Indian Ocean Region
LF	Landing Force
LFC	Landing Force Commander
LO	Liaison Officer
MNF	Multi National Force
NEO	Non-Combatant Evacuation Operations
ROC	Relief Operation Centre
ROE	Rules of Engagement
SOP	Standard Operating Procedure
UN	United Nations
WPNS	Western Pacific Naval Symposium
DRM	Disaster Risk Management

1.1 INTRODUCTION

1.2 General

1.2.1 An increasing number of natural hazards that have had disastrous impact on vulnerable populations have been witnessed in the IOR in the past decade with several IORA Member States being subjected to unprecedented devastation. These frequent disasters point to an urgent requirement to establish an arrangement of collective emergency response for disaster relief.

1.2.2 IORA has recognized DRM as one of its six Priority Areas. The Jakarta Concord, signed by the IORA Member States identifies the Sendai Framework for Disaster Risk Reduction 2015–2030, an international policy framework, as the guiding document for IORA to pursue Disaster Risk Reduction (DRR) in the region. IORA Member States must develop DRM toolkits based on national capacities and understandings. Development of Guidelines for Humanitarian Assistance and Disaster Relief (HADR) amongst the IORA members is the preliminary step that would facilitate coordinated responses and mutual assistance, in order to mitigate the effects of natural disasters.

1.2.3 HADR is, and should remain, a predominantly civilian function. However, humanitarian principles also dictate that all available resources, including military assets, should be utilized to minimize the human cost of a natural disaster. The experiences from the Asian Tsunami (2004), Cyclone ‘Sidr’ in Bangladesh (2007), Cyclone ‘Nargis’ in Myanmar (2008) and Cyclone Amphan in India (2020) highlight the potential benefits from the support by military forces for civilian led HADR missions, as also reaffirm their ability to muster assets and capacities to respond in a timely manner to ameliorate human sufferings by rendering effective relief efforts in the affected areas. As a corollary, the experiences gained from previous disasters indicate that militaries of IORA nations, including the navies, are very well placed to play an important role in HADR operations in the region.

1.3 Aim

The IORA Guidelines for HADR aims at providing guidelines for developing a speedy, responsive, coordinated and effective HADR for IORA members, if and when required, as also serve the purpose to have a common understanding of HADR Operations³

1.4 Scope

The IORA Guidelines for HADR have been outlined as under:

1.4.1 Part I - Principles, Stages and Effectiveness of Navies in Disaster Relief.

1.4.2 Part II - Mechanism for HADR Operations

3 These guidelines are voluntary in nature and not binding on countries. They will not, in any way, affect the rights, obligations or responsibilities of states and individuals under international law.

2.1 PRINCIPLES, STAGES AND EFFECTIVENESS OF NAVIES IN DISASTER RELIEF

2.2 Principles of HADR Operations

As HADR operations are not military operations in a conventional sense, they have a set of guiding principles that differ from conventional combat operations. These are as under:

2.2.1 Objective. All actions to be undertaken should be in support of clearly defined HADR objectives aimed at providing relief to population in disaster hit areas.

2.2.2 Unity of Effort. Since a large number of organizations (Navies, civil administration, volunteer, NGOs, etc) will be involved in HADR missions, unity of effort under civilian leadership is critical to the success of the mission.

2.2.3 Security. When forces are assigned to provide support in hostile environments, security must remain a primary concern at all times. Security includes protecting own forces, non-military personnel and recipients of the assistance.

2.2.4 Restraint. Forces involved in HADR operations need to act with extreme restraint as any incident which involves use of unprovoked/ perceived to be unprovoked force will be counter-productive to the success of the mission.

2.2.5 Legitimacy. Forces undertaking HADR missions will only ever support host government response efforts, respecting host government leadership and promoting and affirming the host government's ability to care for its people. Adhering to the principle of legitimacy will make it easier to accomplish the mission successfully.

2.2.6 Responsiveness. HADR missions are conducted to alleviate suffering and should, therefore, be conducted quickly and efficiently to provide rapid and tailored support to the recipient's needs. The speed of launching relief operations coupled with faster decision making is of paramount importance.

2.2.7 Simplicity. Focusing on essential matters fosters efficiency in planning and execution. Streamlining the HADR mission with simple standardized orders and procedures will enable better coordination with civilian agencies involved.

2.2.8 Flexibility. HADR missions are fluid in nature, therefore, forces must be able to quickly adapt to changing situations and requirements. Information is usually not needed. The speed of launching relief operations coupled with faster decision making is of paramount importance—as the situation on ground may not be apparent in the initial stages. Hence, the command and control set-up needs to be flexible with centralised command and decentralised execution being the best option.

2.2.9 Neutrality.⁴ Forces undertaking HADR missions need to maintain a neutral posture and must not be seen as aiding one party more than the other(s). This is also important for reasons of legitimacy.

2.2.10 Assumption. The forces would be operating under prescribed operational plans and directives enforced by their own commands and would be directed by the limitations placed upon them by their respective governments. Host governments and forces may restrict the type, amount and location of assistance rendered by IORA member navies.

2.3 Stages of Response

Disaster Management has the following four sequential, though not necessarily exclusive stages:

2.3.1 Preparatory Stage. This corresponds to the pre-disaster period and includes disaster prediction, warning and alert systems, preventive and mitigation measures, capacity building, training, issue of contingency plans and checklists for potential disasters. This is a stage to determine the state of readiness by mobilising and organizing resources and to efficiently respond to any imminent or impending disastrous events.

2.3.2 Initial Response Stage. This stage commences from warning of disaster to the period immediately after the disaster and aims at providing immediate relief to the affected populace and bringing a semblance of normalcy in the affected area.

2.3.3 Sustenance/ Rehabilitation/ Recovery Stage. This period covers short term measures to restore normalcy in the affected area, restore essential services, communication and normal community life.

2.3.4 Stabilization/ Redeployment/ Reconstruction Stage. This is a medium to long term measure aimed at providing adequate relief to the affected people.

2.4 Effectiveness of Navies

2.4.1 As stated earlier, disaster relief operations are always to be controlled and coordinated by the local civilian administration. However, navies could be employed as a tool for complementing existing relief mechanism in order to provide specific support to specific requirements. Navies may be employed in response to the acknowledged humanitarian gap between the disaster-needs that the relief providing community is being asked to satisfy and the resources available to meet them.

2.4.2 The following aspects need to be addressed by the Assisting Nations, to make navies effective in providing immediate relief to afflicted populace in the event of a natural disaster:

a. Timeliness. Timeliness in deployment of navies for immediate relief response in the initial phase of a disaster largely determines its effectiveness.

b. Appropriateness. Navies need to be culturally sensitive when providing assistance in a region. Further, naval assets need to be withdrawn as soon as their requirement is over.

c. Efficiency. The efficiency of a naval force depends not only on its ability to perform the task assigned but also on its capacity to be utilised within the larger relief operation, which, to a large extent, depends on the ability of the foreign navies to submit itself to such coordination by civilian administration.

d. Absorptive Capacity. The effectiveness of naval assets is also affected by absorptive capacity of the affected region - the ability of local disaster management institutions to coordinate and effectively use the assets deployed. Individual naval assets should, however, be relatively self-reliant and thus place a lesser burden on the absorptive capacity of the affected region.

e. Coordination. Coordination between civilian humanitarian agencies and naval forces has been one of the greatest challenges in HADR operations. The differences of cultures, priorities and operating modes between naval personnel and civilian actors have an impact on information sharing between civilian and naval spheres. This aspect needs to be addressed by all participating members for effective HADR operations.

f. Cost. The cost of deploying military forces is generally higher than that for civilian assets. However, foreign military

assistance is to be provided at no cost to the Affected Nation, unless otherwise agreed upon* between the concerned states or regulated by international agreements.

*[Financial Model That underpins this plan must be drafted by all countries involved

g. Access. It is important for the affected nation to ensure effective access to port entry and clearance of equipment by their revenue services.

h. Exit strategy. It is important to ensure that a clear demobilisation and exit strategy is in place to enable the receiving country to take over the operations fully within its capacity and resources.

2.4.3 The potential value of deploying naval forces for providing rapid and immediate disaster response, while observing the factors for effectiveness, stated above, cannot be disputed. This is a humanitarian activity, which should override any differences amongst the member nations for agreeing to deploy highly trained, capable and disciplined naval forces to support civilian led disaster responses.

2.5 Actions by Navies in Various Stages of Disaster

2.5.1 Preparatory Stage. During this stage the following activities should be conducted:

- a. Establishment of liaison with local level authorities.
- b. Identification of possible areas of employment.
- c. Understanding the overall disaster relief plan and formulation of own contingency plan.
- d. Tasking and preparation for execution of contingency plans.
- e. Clear Incident Command Management/System in place
- f. Local level liaison and reconnaissance by own missions abroad with regard to establishment of liaison with local populace.
- g. Briefing of sailors/troops and rehearsals for those types of disaster which are recurring in nature.

2.5.2 Initial Response Stage. During this stage, in case magnitude of the problem warrants the requisitioning of military forces, the following activities should be carried out:

- a. On being directed, the sailors/ troops are warned and prepared for the task.
- b. Final tasking and co-ordination
- c. Move to disaster area.
- d. Establishment or integration of an HADR civilian or military coordination centre by the Affected Nation.
- e. Division of geographical area into various segments
- f. Briefing of sailors/troops and rehearsals for those types of disaster which are recurring in nature.
- f. Evacuation of victims to safer places.
- g. Provision of medical aid and other relief like food, water etc.

2.5.3 Sustenance/ Rehabilitation/ Recovery Stage. During this stage, the naval forces may be employed to assist the civil administration for:

- a. Restoration of essential services like communications, water and power supply.
- b. Assisting in provision of temporary shelter for victims and their assets.
- c. Disseminating information relevant to relief activities and rendering advice to victims where necessary.
- d. Keeping the affected populace motivated to obviate the impact of rumours.
- e. Ensuring participation of affected populace in their welfare activities like meetings, relief operations, decision making etc.
- f. Rendering medical aid to the injured and prevention of spread of diseases postdisaster.

2.5.4 Stabilization/ Redeployment/ Reconstruction Stage. The naval forces have limited role to play during this stage. The -armed forces need to be repatriated the moment a semblance of normalcy is restored.

2.5.5 Withdrawal/ Exit Stage

3.1 MECHANISM FOR HADR OPERATIONS

3.2 General. The use of naval forces and capacities of IORA member nations for disaster management is to be on a voluntary basis. The Affected Nation should communicate the requirement for assistance to the Coordination Centre (Refer Article 3.5). However, until the Coordination Centre is established, the assistance may be sought by the Affected Nation or offered by other IORA nations, either bilaterally or through the IORA Secretariat.

3.3 Guidelines for Deployment during HADR Operations⁶The following guidelines may be observed when naval forces are deployed for HADR operations in foreign waters/ land:

- a. Respecting national sovereignty, territorial integrity, national laws, customs and regulations of the Affected Nation, in accordance with the UN Charter. External assistance or offers of assistance may only be provided upon request, or with the consent of the Affected Nation.
- b. The duration of deployment of assets and capacities is to be mutually determined by the Assisting and the Affected Nations.
- c. The Affected Nation shall exercise the overall direction, control, coordination and supervision of assistance within its territory.
- d. The dignity and rights of all victims are to be respected and protected.
- e. Humanitarian assistance is to be provided without any prejudice and discrimination of the ethnic origin, gender, nationality, political opinions, race or religion of the affected population. The humanitarian principles of the UN Charter must be adhered to (Refer Glossary).
- f. The religious sentiments must be kept in mind while providing aid to the Affected Nation and should not be contrary to the receiving country's religion, culture and traditional values.

6 The Principles of HADR Operations (Article 2.1) are to be imbibed by naval forces deployed.

g. The assets deployed are to be withdrawn as soon as immediate relief has been provided and other agencies are ready to take over or as indicated by the Affected Nation.

3.4 Resources for HADR Operations. The type of military forces and capacities, organic to the navies that may be earmarked for HADR by IORA member nations are as follows:

a. **Type of Unit.** The unit could be a medical, engineer, infantry, ship, aircraft and so on from the Army, Navy, Air Force or nominated Disaster relief forces which may be carried on board or operate under overall control of the navy.

b. **Size/ Level of Unit.** It could be a unit, flight, company or battalion and so on, as part of the naval effort.

c. **Capabilities and Capacities.** This shall include making available own transportation in delivering HADR or deploying transportation assets and capacities in order to assist other Assisting Nations to transport their military assets and troops.

d. **Personnel.** experienced in HADR operations should be deployed. Specialised personnel may include medical officers, liaison officers, logistics crew, aircraft crew, legal officers, engineers, hydrographers, interpreters, wetland ecologists etc.

e. **Emergency stock of disaster relief items.** (Also refer to Article 3.8.3 (a)).

f. **Military assistance.** during HADR operations may include heavy lift, deployable engineering infrastructure, logistic support, evacuation, search and rescue, medical support, accommodation and provision of emergency supplies.

g. **Foreign military assets.** involved in international disaster response operations remain under their own national command and control, operating in support of the Affected State as coordinated by the MNF coordinator.

h. **Reserve.** Each IORA member nation may earmark appropriate resources for HADR, which could be deployed expeditiously in times of disaster/emergency.

3.5 Coordinating Centre. There would be a need to establish a full time Coordinating Centre (Civil-Military) through mutual consensus for dealing with all aspects of cooperation in HADR operations. The Affected Nation is to communicate the requirement of HADR assistance as required to this Centre. This Centre would interact

with other member nations, IORA Secretariat and other relevant organizations regarding the need for deployment of forces and undertake necessary actions thereof. The responsibility of managing this Centre could be rotated amongst the volunteer member nations or the Centre could be established within the geographical region of IORA under the overall guidance of the IORA Secretariat. Till such time a fully functional standing Coordination Centre is established at mutually agreed location, the tasks of the Centre will be carried out by the IORA Secretariat. On occurrence of a disaster, the IORA Secretariat may be called upon to inform all IORA nations, of the nature of the disaster and coordinate the initial response as well as monitor subsequent relief activities.

3.5.1 Charter of Duties – Coordination Centre.

- a. Coordination of HADR issues with IORA Secretariat, which would be coordinating with the Governments of the IORA nations.
- b. Monitor ongoing operations.
- c. Coordination for deployment of forces for HADR.
- d. Maintain and update database of HADR capabilities and assets available for relief operations of all member navies.
- e. Conduct safety briefings and site inductions
- f. Provide navigational advisory support to vessels transiting to and operate within the worksite
- g. Collaboration with member nation's marine coordination services

3.6 Interoperability. Organised multinational operations especially HADR, involve complex cultural issues, interoperability challenges, conflicting national command and control procedures, information sharing and other support issues. Hence, there is a need for consensus within the participating nations on the use of military personnel and for gaining cross cultural competence on a regular basis. This would require regular interactions and unity of effort to achieve success in HADR operations. Through interactions (exercises, courses etc), the navies must gain knowledge of capabilities for maritime surveillance and means for transfer of data in real time to a unit from another navy engaged in a cooperative activity at sea.

3.7 Employment of Navies for HADR Operations

3.7.1 Expected Tasks for the Navy. The navies may be called upon to carry out any one or more of the following tasks in case of a disaster:

- a. Establish infrastructure for Command and Control.
- b. Initial and subsequent surveillance of the affected areas.
- c. Deployment of relief teams to provide initial relief in areas inaccessible from land and establishment of relief camps.
- d. Medical aid, hospital ships and prevention of epidemics.
- e. Transportation of relief material, food and water.
- f. Maintenance of essential services and supplies.
- g. Evacuation of survivors to safer areas.
- h. Diving assistance.
- j. Damage control in the form of fire fighting, demolition of obstacles, provision of emergency lighting etc.

3.7.2 Organisation for HADR Operations. The organisation for conduct of HADR operations must be put in place well before the ship(s) reach the disaster port. This is important for ensuring that relief operations are commenced as soon as possible. The organisation and exact composition of the teams for HADR missions will depend on the various factors enumerated above at Article 3.7.1. The following teams may be constituted for undertaking an HADR mission:

- a Planning Team.
- b. Advance Team.
- c. Liaison Team.
- d. Reconnaissance Team.
- e. Medical Team.
- f. Logistics Team.
- g. Relief Camp Assistance Team.
- h. Relief Team (s).
- j. Aviation Team.
- k. Public Affairs Team.

i. Technicians and/ Engineers.

3.7.3 Tasking and Composition of Teams. When naval forces receive directions for a HADR mission and after initial planning by the Planning Team, an Advance Team is to be sent to assess the situation. The Advance Team may comprise one officer, a senior medical assistant, a senior electrical sailor, a senior communication sailor, a diving sailor, a survey sailor and a representative from the landing force, if embarked. The Advance Team's objective is to identify existing short falls in local government/ Affected Nation's capabilities for providing relief. Another important task of the Advance Team is to establish liaison with government officials, HADR participating nations, diplomatic personnel, NGOs and local authorities. The tasking and composition of the balance teams may be worked out subsequently based on the task at hand.

3.8 Conduct of HADR Operations

3.8.1 Command and Control. The MNF Coordinator, working under civilian leadership, should ensure that the missions assigned to nations within the IORA force, reflect specific capabilities and limitations of each contingent. The MNF Coordinator is expected to coordinate all actions at the disaster relief AO under the direction of local civilian authorities. The MNF Coordinator could be nominated from either of the following:

- a. Affected Nation.** Depending on the extent of damage and capacity to recuperate from the disaster, the Affected Nation may nominate the MNF Coordinator. As far as possible, the MNF Coordinator should be from the Affected Nation.
- b. Nation Reacting Earliest.** The MNF Coordinator could be selected from the nation reacting the earliest and the responsibility may be transferred later to another nation, if required.
- c. Capability/ Assets.** The nation with most capable assets and with majority participation may nominate the MNF Coordinator. On de-induction, the duties may be handed over to the Affected Nation.

3.8.2 Local Coordination Centre. A Local Coordination Centre should be established in the area where the disaster has occurred. It would operate under the MNF Coordinator. This Centre would act as an interface with all stakeholders who could facilitate relief operations, including political hierarchy, naval component,

civilians and NGOs. The suggested staffing of the Local Coordination Centre is recommended as under:

a. OIC Coordination Centre. Captain rank officer or equivalent (should be the senior most officer).

b. Staff.

i. Two x Commander rank officers or equivalent or as feasible (Affected Nation).

ii. **Military Point of Contact.** Lieutenant/ Lieutenant Commander or equivalent or as feasible from each IORA nation participating in relief operations.

iii. **Coordination Centre Manning Staff.** The manning staff for the Coordination Centre could be pooled in from the IORA nations participating contingents based on the magnitude of disaster and relief operations.

3.8.3 Preparatory Activities. The preparatory activities that need to be undertaken prior conduct of HADR missions are asunder:

a. Assessment of Resources Available. On receipt of orders for conduct of HADR mission, an assessment of resources available should be made immediately by the Relief Force/ Naval Commander on the scene. The assessment may broadly cover the following aspects:

i. Manpower.

ii. Stores.

iii. Victuals.

iv. Water.

v. Medical supplies.

vi. Communication facilities.

vii. Equipment for repair and rehabilitation.

viii. Aviation

assets.

b. Preliminary Reconnaissance. Notwithstanding the information obtained by the Advance Team, a survey by the ship(s) would provide a true picture of the situation on ground. Therefore, it is imperative that a preliminary reconnaissance/ survey of the affected areas are carried out at the earliest available opportunity by the Reconnaissance Team. A helicopter, if embarked onboard, is the best platform for conduct of the survey. Key information that needs to be obtained by the preliminary reconnaissance/ survey includes the following:

- i. Extent of damage.
- ii. State of harbour facilities, installations and navigable channel.
- iii. Landing sites, dumping area (sea port/ airport) and areas for boats and craft.
- iv. Condition of roads and buildings.
- v. Likely sites for construction of camps and ALGs.

c. Detailed Information Requirements. In addition to the information gained through the Advance Team and Reconnaissance Team, detailed information covering all aspects of the mission is required to enable effective planning and conduct of the HADR mission. Information requirements that need to be addressed prior to undertaking a mission are placed as Appendix.

3.8.4 Action on Arrival. The following actions may be undertaken on arrival at the disaster site:

a. Approaching an Anchorage or Berth. On arrival in the disaster area, the ship should consider 'Sounding' her way into the selected anchorage near shore, or the alongside berth if available, with extreme caution as there is a possibility that the characteristics of the sea bed may have altered. This is particularly important after an earthquake or severe cyclone

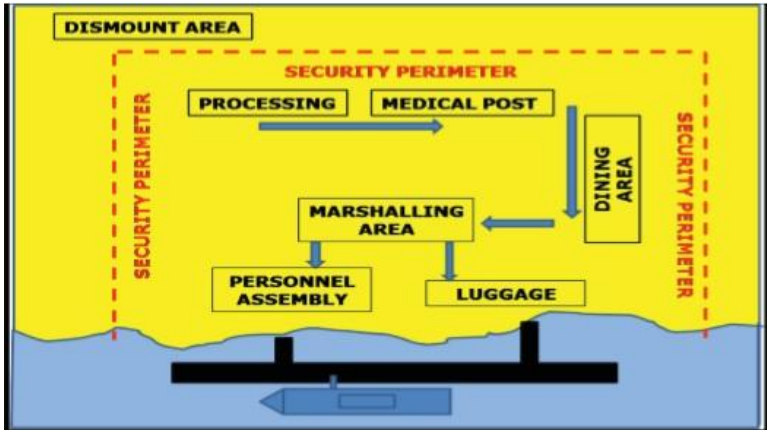
when large number of small craft may have sunk or are adrift. It should be borne in mind that navigational buoys may have shifted position post the disaster and may not be reliable.

b. Liaison with the Local Authorities and NGOs Operating in the Area. A small Liaison Team under an officer should be sent ashore to carry out the liaison work whilst preparation continues onboard for delivery of aid and assistance. A conference must also be held onboard the ship, if feasible, to co-ordinate the relief activity of all the agencies involved.

c. Control Ashore. The Relief Team is to be made responsible for setting up of the ROC ashore. The location of ROC should facilitate:

- i. Exercise of centralised control of all parties working ashore.
- ii. The site should be close to, but distinctly apart from, the local civilian Relief or Administrative Office.
- iii. Maintenance of accurate records of narrative.
- iv. Establish communication with the MNF Coordinator.

3.8.5 Embarkation Point. If the HADR mission involves civilian/NEO operations, then an Embarkation Point needs to be set up in vicinity of the location where ships have been berthed. The Embarkation Point should be large enough to enable screening, medical check up and treatment, processing of papers, baggage identification, messing etc to be carried out prior embarkation on to the ships. The selection of the site for the Embarkation Point needs to take into consideration the security situation, quantum of embarkation to be carried out, characteristics of the port and it's adjacent areas, connectivity by road etc. The suggested layout of an embarkation point is shown below:



3.8.6 Reconnaissance. Irrespective of the amount of information obtained during the preliminary reconnaissance or provided by the local authorities, it is important that a thorough reconnaissance of the disaster area is carried out by the Reconnaissance Team as soon as possible on arrival of the ships. The Officer-in-Charge of the operations ashore should, with representatives of local authority, if feasible, tour the area and assess the situation on which priorities of aid can be based.

3.9 Working Guidelines for Conduct

a. Force Protection and Crowd Control. Security is of vital importance to the conduct of HADR missions. Measures need to be taken in consultation with the Affected Nation to ensure that adequate security is provided to both the personnel involved in the HADR effort, as well as, the HADR recipients. However, this may not always be possible. The onus of providing security to personnel and aid sites rests with the local authorities. Direction by the local administration and law enforcement agencies needs to be taken. A separate provost organisation may be detailed, in coordination and with permission of the competent local authority, for crowd control at the aid site.

b. Use of Force. Use of force is to be strictly avoided during conduct of HADR operations. Armed personnel must be employed ashore only at the specific request of the Affected Nation. Nothing in the employment of armed/ unarmed naval personnel employed on shore duties will abrogate the inherent right of self defence.

c. Communications. Standard communication procedures need to be promulgated. Provision of mobile satellite phones to shore/ reconnaissance/support force will be required as they may move out of VHF/UHF range. Feasibility of creation of an open source, internet based communication system for real time information between IORA members involved in HADR may also be assessed. Voice communication needs to be maintained at all times between the ship, the relief camp and all detached parties. Extensive use must be made of portable VHF/HF and handheld communication sets. No party should be deployed without communication sets and additional batteries irrespective of distance from the camp/ship. Ships should also be ready for operating any frequencies that have been promulgated by the local government/ Affected Nation for conduct of operations. Development of regional maritime awareness needs to be progressed.

d. Airspace Management. During HADR, air assets on board/ ship bound will play a pivotal role in smooth and effective conduct of relief operations. To facilitate movement of air assets an 'Adhoc Air Traffic Control' may be established. It shall perform the tasks of monitoring and controlling the air space and cross deck operations by on board air resources. MNF Coordinator will nominate a suitable platform for carrying out airspace management in conjunction with the relevant agency of the Affected Nation, depending upon the availability of a suitable ship and the situation on ground.

e. **Transportation.** Local transportation, if available should be used for ferrying personnel/ disaster relief stores to/ from remote and isolated areas. Use must be made of the knowledge of local drivers to access these remote areas. Transport from the LF, should as far as possible, be only used for transportation of relief stores between the ship and the relief camp and for movement of relief parties and service personnel. All transport being used for relief operations are to be clearly marked for easy identification and provided with armed escorts, if required (only after consultation with the Affected Nation).

f. **Rehabilitation, Reconstruction and Demolition.** All rehabilitation, reconstruction and demolition work undertaken as part of the relief operations should be conducted after due concurrence of the local administration has been obtained. Work, especially demolition, should as far as possible be conducted in presence of representatives from the local government. Safety aspects should always be borne in mind to avoid possible exacerbation of an existing sensitive situation.

g. **Medical Aid.** The Medical Team will function under the senior-most Medical Officer present in the relief force. A Casualty Centre should be established at a suitable location within the relief camp. If a large number of casualties are present, triage must be carried out. Help of locally available medical practitioners and personnel qualified in medical care must be taken to augment the limited medical resources that would be available. A working party to aid in movement of medical stores and patients also needs to be provided to the Casualty Centre that has been established. Only under exceptional circumstances or on order from higher authorities should a casualty be embarked onboard the ship for treatment. Medical records should also be maintained to the extent

feasible. All necessary medical precautions must be taken by the Service personnel of the participating nations against diseases like Malaria, Cholera, enteric group etc.

h. Priority of Aid. It is vital to establish priority of aid with respect to the aim of the mission, early in the planning process. The priority established would be based on the situation on ground, inherent capability of the HADR force and directives received from higher authorities. Once the priority of aid has been established, all personnel must be briefed accordingly and the organisation must be set-up to achieve the aims in order of the established priority. Aid must be delivered as per the necessity on the ground and as directed by the local authorities. The Local Coordination Centre and the ROC of Assisting Nations are to coordinate activities in a timely and responsive manner in order to deliver aid as per envisaged priority.

i. Public Affairs. Media interaction is a high priority area as far as HADR operations are concerned. The Captain of the ship and/ or an officer specifically nominated from the Public Affairs Team as the Media Liaison Officer should be the only personnel authorised to speak to the media. All possible assistance must be provided to the media as long as the assistance provided does not prejudice the ongoing operation. Only factually correct information is to be provided by the authorised personnel. The ship's company must also be sensitised to the fact that their actions will be under scrutiny of the media personnel during the conduct of HADR operations. Personnel must come across as being sensitive to the needs of the HADR recipients at all times. Care must also be exercised to ensure that no classified information is inadvertently provided to the mediapersonnel.

j. Interpreter. Personnel with knowledge of the local language or even an English/ local language dictionary would be extremely useful to meet the requirements to communicate

with the local authorities and populace. Utilisation of IT tools like Google Translate is also recommended to overcome, to the extent feasible, language barriers. However, care must be taken of possible misinterpretation in using such tools.

l. Identification and Security. Recommended identification and security measures are as follows:

i. Personnel of Assisting Nations should wear their respective national military uniform and be identified by appropriate markings. Fluorescent jackets, prominently displaying the respective naval emblem, may be worn along with arm-bands or some other means of identification such that the party to which they belong, can be easily recognised.

ii. The military personnel deployed in HADR operations are not to carry weapons while performing HADR duties, unless otherwise agreed upon with the Affected Nation.

iii. Adequate security for the authorised foreign military support is to be the responsibility of the Affected Nation.

m. Op Diary/ Narrative. An Op Diary/ Narrative should be maintained by the Local Coordination Centre and the respective ROCs to record all demands received, tasks carried out and any other occurrence of special importance.

3.10 Detailed Instructions. The IORA members may promulgate detailed instructions in accordance with these guidelines for the use of naval assets and capacities for HADR operations.

4.1 CONCLUSION

4.2 The frequency of disasters has seen a manifold increase in the last few years and is of relevance to us in IORA countries as sixty percent of these occur in our region. The scale and intensity of disasters are increasing and disasters like Tsunamis and the Typhoon Haiyan are a grim reminder of this fact. Maritime forces due to their reach, sustenance and endurance are ideally suited to cover the gap, and provide relief in a timely manner. They have the capability to arrive with critical mass quickly, commence relief support immediately and sustain operations over prolonged duration.

4.3 Through these guidelines, an attempt has been made to lay down a common operational philosophy for IORA Nations for undertaking HADR operations effectively. There is a further need to integrate our strengths to develop a credible capability and capacity to provide HADR within our region and may be beyond. We need to build on this base to ensure that response to any future disaster is swift and well coordinated.

4.3 It will be a working guideline and it may be amended, time to time, for the greater interest and mutual benefit of the member states to fulfill the purpose of IORA accordingly.

DETAILED INFORMATION REQUIREMENT FOR CONDUCT OF HADR

1. General Information.

- a. Type of disaster (earthquake, cyclone etc).
- b. Expected developments/ likely secondary hazards (landslides, floods, fire, release of toxic substances, civil unrest, conflicts) in the affected area.
- c. Time the disaster occurred (local).
- d. Areas that are affected.
- e. Estimated total population in the affected area.
- f. Estimation of key infrastructure damaged
- g. Current and forecasted local weather conditions.
- h. Has the government (or is it likely to) formally requested international assistance (if so for what specific purpose)?.

2. Initial Estimate of Impact.

a. Population.

- i. The number reported dead, injured, missing, displaced and homeless.
- ii. Situation of those affected with respect to coping mechanisms, accommodation etc.

b. Public Health.

- i. Diseases that are endemic and any outbreaks reported.
- ii. Percentage of hospitals that are functioning and their capacity

c. Shelter. Extent of housing/ shelter that is damaged.

d. Water and Sanitation. The effects on water supply, waste disposal and availability of drinking water.

e. Transport and Infrastructure.

- i. Means of access to affected areas.
- ii. Extent of damage to roads and bridges.
- iii. The nearest functioning airport.
- iv. Nearest functioning seaport and it's handling capability.

f. The impact on food availability and its access.

g. Communications and Power Supply.

- i. Availability of power supply.
- ii. Availability of generators with local facilities (hospitals/ water pumping stations etc).
- iii. Functioning of landlines/ mobile phones.

3. Information on Initial Response.

a. The Government response sofar.

b. The lead Government Ministry/Body.

c. Availability of a well established emergency response mechanism and its effectiveness in previous disasters.

d. The role of other relevant structures (Military, Emergency Committee, Civil Defence Structure etc).

e. Capabilities and Capacities of concerned agencies.

f. The response of humanitarian community (UN, Red Cross, Donors, NGOs etc).

4. Coordination. The type and level of coordination structure in place for the disaster.

Document Disclaimer

This document suggests working guidelines for conduct of HADR operations as part of the IORA in the IOR. The ground level operating procedures would be based on the situation, ROEs and directions promulgated by the MNF Coordinator under direction of civilian administration of the host country. This publication is promulgated on the terms and understanding that the content remains dynamic and lessons learnt will continuously be incorporated. The reader may contact the IORA Secretariat for any query with respect to the contents of the publication.

