

AADMER WORK PROGRAMME **PHASE I**

ACCOMPLISHMENT *Report*



one vision
one identity
one community

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FOREWORD

ASEAN region has gone through significant challenges in view of mega disasters, notably the 2004 Indian Ocean Tsunami and the 2008 Cyclone Nargis in Myanmar, as well as multiple disasters that hit the region almost every year. ASEAN has shown its resilience by turning the challenges into opportunities, and came up with the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) in 2005. The ASEAN Committee on Disaster Management (ACDM) has been the main force behind the development of this Agreement. Following the entry into force of AADMER in December 2009, the ACDM came up with the AADMER Work Programme (2010-2015), to turn the commitment into actions.



On behalf of the ACDM, I am pleased to present the **AADMER Work Programme Phase I Accomplishment Report**. This Report portrays a summary of many activities that have been carried out by the ACDM, together with its partners, to implement AADMER during the period of 2010-2012. Among the most significant achievements during this period was the establishment of the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) in November 2011 as the operational engine under the AADMER. The Report also outlines strategies to address the gaps and challenges, and priorities for the remaining work under the Work Programme (Phase 2: 2013-2015).

I also wish to share this Report with our partners and stakeholders, who have provided tremendous support to the ACDM in implementing the AADMER Work Programme. It is my hope that our work through the AADMER Work Programme will benefit the ASEAN people and contribute to realising a safer and more disaster-resilient region by the year 2015.

A handwritten signature in black ink, consisting of stylized cursive letters, followed by a horizontal line.

Vu Van Tu (Mr)

Acting Director

Department of Dyke Management, Flood and Storm Control (DDMFSC)

Chief of Standing Office of Central Committee of Flood and Storm Control (CCFSC) of Viet Nam

Chairman of the ASEAN Committee on Disaster Management (ACDM), 2013



BACKGROUND

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BACKGROUND

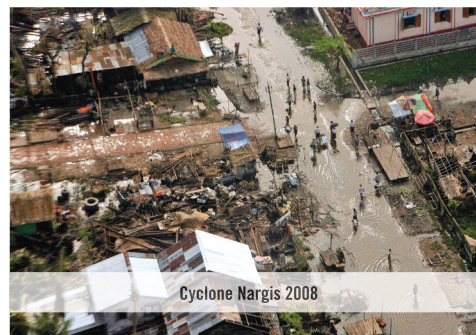
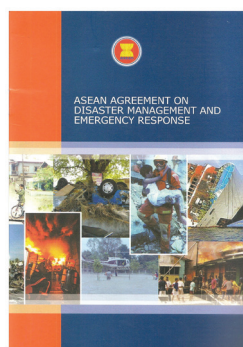
BACKGROUND

AADMER AND ITS INSTITUTIONAL ARRANGEMENTS

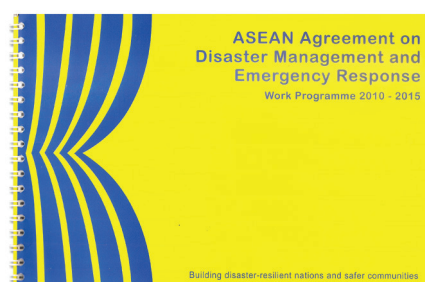
The ASEAN Agreement on Disaster Management and Emergency Response (AADMER) is a manifestation of ASEAN's strong commitment to reduce disaster losses in the region and to jointly respond to disaster emergencies. Signed by the Foreign Ministers of ASEAN in Vientiane, Lao PDR in July 2005, just a few months after the 2004 Indian Ocean Tsunami affecting four Member States of ASEAN, AADMER captured the enormous experience of the individual ASEAN Member States and ASEAN as a region in responding to the mega disaster.



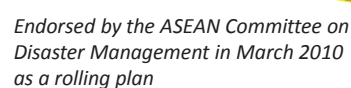
Providing the momentum for the development of AADMER



Institutionalising ASEAN's experience into AADMER Work Programme



The ACDM, which has been the key driving force in the implementation of AADMER, adopted the AADMER Work Programme (2010-2015) as a rolling plan at the 15th Meeting of the ACDM held in March 2010 in Singapore. Phase 1 (2010-2012) captured on-going activities from the previous cycle (i.e. the ASEAN Regional Programme on Disaster Management or ARPDM, 2004-2010) and those that were in the pipeline. Phase 1 also kick-started many strategic activities, such as the establishment of the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre). Phase 2 (2013-2015) activities are expected to sustain the momentum and further strengthen disaster management capacities, mechanisms and systems that have been put in place in Phase 1.



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The AADMER Work Programme outlines a detailed plan for four Strategic Components, and six Building Blocks (see figure below). The ACDM provides oversight to the implementation of the Work Programme, while the Working Groups (for the Strategic Components) and Lead Shepherd Countries (for the Building Blocks) take the lead in the implementation. The ACDM also serves as the Governing Board for the AHA Centre. AHA Centre serves the main operational engine for AADMER, while ASEAN Secretariat provides policy and strategic coordination support to the whole machinery, and assists in the Monitoring and Evaluation of the Work Programme. The ACDM reports directly to the Ministers in charge of Disaster Management, who also serve as Conference of the Parties (COP). COP provides the overall oversight and policy guidance.

Following the 16th Meeting of the ACDM in May 2010 in Makati, the Philippines, the ACDM launched the AADMER Work Programme (2010-2015) and announced the priorities for Phase 1 implementation at the first AADMER Partnership Conference held on the next day. The list of priorities under Phase 1 (also known as the 14 flagship projects) is shown below.

14 FLAGSHIP PROJECTS FOR AADMER WORK PROGRAMME PHASE 1 (2010-2012)

Preparedness and Response

1. Establishment of a Disaster Emergency Response Logistic System for ASEAN (DELSA) for the ASEAN Region
2. Establishment of a Fully-Functional ASEAN-Emergency Rapid Assessment Team (ERAT)
3. Finalisation and Institutionalisation of ASEAN Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP)

Risk Assessment, Early Warning and Monitoring

1. ASEAN-Wide Disaster Risk Assessment
2. Satellite-Based Based Disaster Monitoring System
3. GIS-Based Disaster Information Sharing Platform for Early Warning

Prevention and Mitigation

1. Building Disaster-Resilient ASEAN Cities
2. Capacity Building for Community-Based Disaster Risk Reduction (DRR)
3. Setting-up Mechanisms for Disaster Risk Financing

Recovery

1. Production of a Disaster Recovery Toolkit

Outreach and Mainstreaming

1. Building a Culture of Disaster-Resilience in ASEAN

Training and Knowledge Management Systems

1. Identification of Priority Training Needs
2. Training of ASEAN Trainers and Subject Matter Experts for AADMER
3. Setting up of the ASEAN Resource Centre

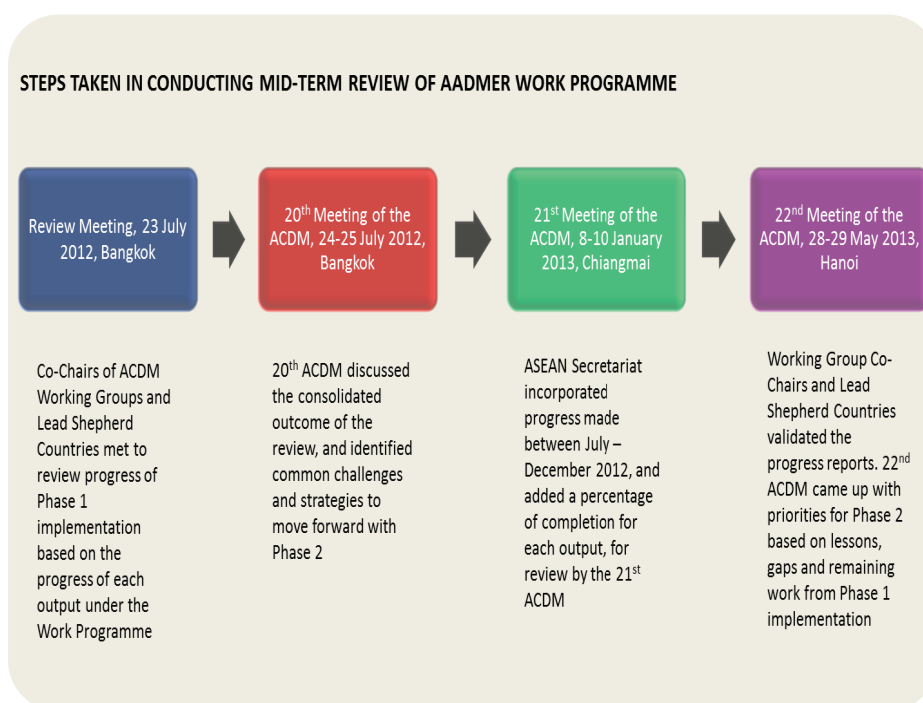
MID-TERM REVIEW OF THE AADMER WORK PROGRAMME

To review the progress and challenges in implementing the Work Programme, the ACDM conducted a Mid-Term Review during the period of July 2012 – January 2013. The process kick-started in Bangkok on 23 July 2012 through a Review Meeting involving Co-Chairs of the four Working Groups and Lead Shepherd Countries, the ASEAN Secretariat and the AHA Centre. The Meeting reviewed the matrices outlining the progress of every output and activity under the Work Programme. The outcome of the review was then presented to the 20th Meeting of the ACDM (24-25 July 2012, Bangkok), which then discussed the common challenges and proposed solutions in implementing the remaining work under the Work Programme.

At the 21st Meeting of the ACDM held on 8-10 January 2013 in Chiangmai, the ACDM further reviewed the matrices, which incorporated progress of activities under various components during the period of July 2012 – December 2012. ASEAN Secretariat added a percentage of completion for each output to assist in the analysis of accomplishments made so far. After the meeting in Chiangmai, the ASEAN Secretariat then synthesised all inputs gathered since July 2012 into the Phase 1 Accomplishment Report. The Report was then reviewed by the 22nd Meeting of the ACDM held on 28-29 May 2013 in Hanoi, for submission to the Second Meeting of the Conference of the Parties (COP) to the AADMER.

BACKGROUND

The figure below provides a summary of steps taken in conducting the Mid-Term Review and coming up with this Phase 1 Accomplishment Report.





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This chapter highlights accomplishments that have been made in implementing the AADMER Work Programme. The table below provides the summary of progress for each of the 14 flagship projects identified under Phase 1 (2010-2012).

14 FLAGSHIP PROJECTS UNDER PHASE 1	PROGRESS
Preparedness and Response	
<ul style="list-style-type: none"> Establishment of a Disaster Emergency Response Logistic System for ASEAN (DELSA) for the ASEAN Region 	The project was launched in December 2012. Relief items from the DELSA have been mobilised to respond to actual disasters in the region.
<ul style="list-style-type: none"> Establishment of a Fully-Functional ASEAN-Emergency Rapid Assessment Team (ERAT) 	64 of ASEAN-ERAT have been trained. About 1/3 of them have been deployed to exercises and actual disasters. Procedures, systems and equipment are in place with the AHA Centre to support the deployments.
<ul style="list-style-type: none"> Finalisation and Institutionalisation of ASEAN Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP) 	SASOP Chapters I to V are finalised, and have been tested and validated in exercises and actual disasters. Work-in-progress in promoting civil-military coordination in HADR.
Risk Assessment, Early Warning and Monitoring	
ASEAN-Wide Disaster Risk Assessment	The ASEAN Strategy for Risk Assessment was developed in October 2011. AHA Centre has worked closely with partners to strengthen capacity in risk assessments. There are various models, tools and resources that could be utilised to complement current system and capabilities.

14 FLAGSHIP PROJECTS UNDER PHASE 1	PROGRESS
<ul style="list-style-type: none"> Satellite-Based Based Disaster Monitoring System 	AHA Centre has partnered with Sentinel Asia and others to utilise their web-based GIS and space-based technology. JICA is also providing capacity building on satellite-info analysis for the AHA Centre. Planned activities include enhancing partnership with regional/ international hazard monitoring agencies.
<ul style="list-style-type: none"> GIS-Based Disaster Information Sharing Platform for Early Warning 	Disaster Monitoring and Response System (DMRS) as a real-time disaster monitoring and decision support system is in place at the AHA Centre, and has been tested and used in exercises and real disasters. DMRS is used in conjunction with other tools such as Web EOC, ASEAN Disaster Information Network (ADINet), etc.
Prevention and Mitigation	
<ul style="list-style-type: none"> Building Disaster-Resilient ASEAN Cities 	As part of the efforts to build disaster resilient ASEAN cities, a three-year programme on ASEAN Safe School Initiative (ASSI) is currently on-going, with the support of AADMER Partnership Group (APG).
<ul style="list-style-type: none"> Capacity Building for Community-Based Disaster Risk Reduction (DRR) 	Training has not been conducted. However, there are partners in the region that have offered Community-Based DRR Training.
<ul style="list-style-type: none"> Setting-up Mechanisms for Disaster Risk Financing 	ASEAN Disaster Risk Financing and Insurance (DRFI) Roadmap was adopted by three sectors in November 2011. The ASEAN Cross-Sectoral Coordination Committee on DRFI was established in April 2013 the following decision of the 17th ASEAN Finance Ministers Meeting (AFMM).

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14 FLAGSHIP PROJECTS UNDER PHASE 1	PROGRESS
Recovery	
<ul style="list-style-type: none"> Production of a Disaster Recovery Toolkit 	Lack of progress is recorded in this component. However, there are available good practices, guidelines and training manuals that could be utilised and adapted for the Recovery Toolkit.
Outreach and Mainstreaming	
<ul style="list-style-type: none"> Building a Culture of Disaster-Resilience in ASEAN 	ASEAN Day for Disaster Management (ADDM) continues to be conducted on a yearly basis. Through the initiative conducted by the APG, ASEAN has reached out to the ASEAN-based CSOs to help in further outreach and mainstreaming of AADMER to the public and other stakeholders.
Training and Knowledge Management Systems	
<ul style="list-style-type: none"> Identification of Priority Training Needs 	Priority training and knowledge management needs have been identified and validated through a workshop in September 2011.
<ul style="list-style-type: none"> Training of ASEAN Trainers and Subject Matter Experts for AADMER 	Most of the priority training courses have been conducted. ASEAN Network of DMTIs was formed in February 2013. Efforts are underway to establish DMER pool of trainers and certification system.
<ul style="list-style-type: none"> Setting up of the ASEAN Resource Centre 	AHA Centre's website with some features and capabilities have been put in place. Work is in progress to achieve the goal of becoming the information gate for disaster management in ASEAN.

More descriptions of accomplishments (or lack of progress) in each of the Strategic Components and Building Blocks are provided below. The chapter also includes recent accomplishments made by the time this Phase 1 Accomplishment Report was finalised at the end of May 2013. More detailed descriptions of the progress of outputs in the form of matrices with percentage of completion can be made available upon request.

RISK ASSESSMENT, EARLY WARNING AND MONITORING

- Working Group Co-Chairs: Cambodia & Philippines
- Other Members: Indonesia and Viet Nam

The ACDM Working Group on Risk Assessment, Early Warning and Monitoring convened its inaugural meeting on 25 October 2010, Incheon, Korea, back to back with the Asian Ministerial Conference on Disaster Risk Reduction. The 2nd Meeting of the Working Group was held in April 2013 in Bogor, Indonesia, back to back with the AHA Centre Risk Assessment Workshop.

There are 22 outputs or 53 activities under this broad strategic component. ACDM in 2010 identified: (i) ASEAN-Wide Disaster Risk Assessment, (ii) Satellite-Based Based Disaster Monitoring System, and (iii) GIS-Based Disaster Information Sharing Platform for Early Warning, as flagship projects for Phase 1. The ASEAN Strategy for Disaster Risk Assessment was adopted in 2011 to provide a guide on ASEAN's work related to Risk Assessment.

There is good progress under Risk Assessment work, notably through the work of AHA Centre, support by JICA on data collection and development of guidelines for risk assessment, support by ASEAN-UNISDR for Risk Assessment scoping and the development of Risk Assessment strategy, and the initial work to develop earthquake and flood risk assessment products (modelling, tools and scenarios) through the ASEAN Earthquake Model (AEM) and ASEAN Flood Model (AFM) programmes supported by ASEAN-Australia Cooperation Programme. Risk Assessment work, however, requires tremendous efforts and resources, particularly since countries in the ASEAN region are exposed to different kinds of hazards and there is a lot of data to be gathered, studied, collected and disseminated at different levels, followed by implementation, training and institutionalisation. A Risk Assessment Forum, followed by a three-day training workshop, was held in March 2013 to deepen the understanding of the science behind risk assessment and to capacitate Member States on various risk assessment tools. JICA is also planning for a two-year study to conduct risk assessment and impact analysis of major industry agglomerated areas in ASEAN, formulate business continuity plan for these targeted industry agglomerated areas, and come up with a

ACCOMPLISHMENTS

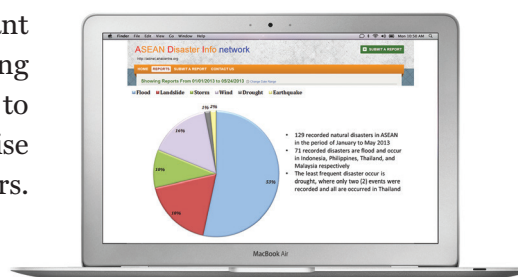
standardised methodology of risk assessment and business continuity planning for disaster mitigation of industry agglomerated areas in ASEAN.



Disaster Monitoring and Response System (DMRS) in AHA Centre's Operation Room

On Monitoring and Early Warning, the most significant achievement is the development of Disaster Monitoring and Response System (DMRS). The system is able to visually monitor, geographically detect and synthesise multiple streams of data on hazardous events or disasters.

DMRS as the region-wide multi-hazard event tracking and decision support tool will be connected to the disaster response tools of the AHA Centre (such as the Standby Arrangements), and complemented by other monitoring tools developed by AHA Centre, such as Web EOC, ASEAN Disaster Information (ADI) Network, etc. AHA Centre has also initiated collaboration with satellite data providers/projects, such as Sentinel Asia, UN ESCAP, etc. to beef up its satellite-based disaster monitoring system. JICA is planning to provide training for analysis of satellite information technology for AHA Centre and Member States through a two-year study project. The main challenge for this particular component would be on data sharing, and ensuring interoperability between AHA Centre and the Member States.



ADInet: ASEAN Disaster Information Network

Since Risk Assessment requires extensive resources, there are other efforts by partners and other organisations that can be utilised to complement the efforts of the AHA Centre.

Moving forward, AHA Centre will consolidate efforts with the Member States and relevant partners to leverage on models, tools and resources available in Risk Assessment, and build the capacity of ASEAN Member States and AHA Centre in this area; continue on-going discussions on data sharing and interoperability with Member States; and collaborate with other ASEAN's sectors (e.g. Committee on Science and Technology), ASEAN centres (i.e. ASEAN Specialised Meteorological Centre and ASEAN Earthquake Information Centre), as well as early warning/monitoring institutions to leverage resources, technology and expertise available within them.

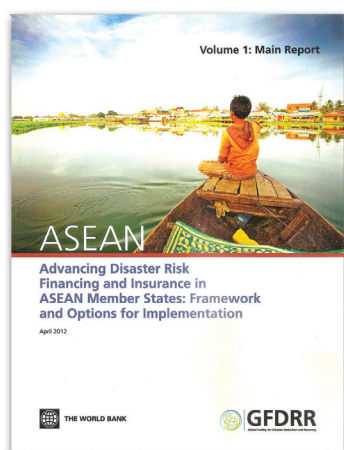
PREVENTION AND MITIGATION

- Working Group Co-Chairs: Lao PDR and Thailand
- Other Members: Brunei Darussalam, Cambodia, Malaysia, Viet Nam. Indonesia and Philippines joined in 2013

The ACDM Working Group on Prevention and Mitigation had its inaugural meeting in October 2012, during the week-long conduct of the 2012 ASEAN Day for Disaster Management in Bangkok. The Second Meeting of the Working Group was held in April 2013 in Bangkok.

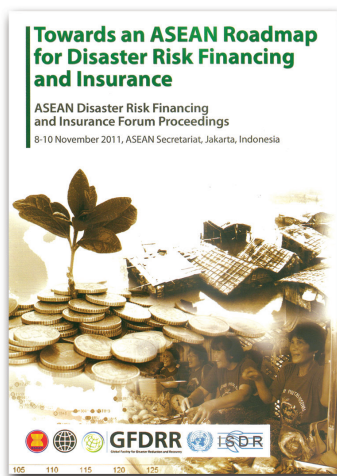
The Working Group has 43 outputs, which are categorised into 8 components, to be accomplished by the end of 2015. These represent over 40% of the total outputs under the Work Programme. Many of the activities under this component are national-level DRR efforts by the Member States that will have to be done at the national level. Regional activities are expected to facilitate and complement those activities at the national level. Challenges include: extensive coordination with various sectors (particularly in mainstreaming of DRR);

and reliance on technical assistance from partners. However, resources available are relatively small compared to support for other components/ building blocks. Prevention and Mitigation is currently not within the scope of AHA Centre. Therefore, activities under this component will have to be implemented through projects.



The most significant accomplishments under this component are two flagship projects under Phase 1, i.e. annual commemoration of the **ASEAN Day for Disaster Management** that has been done jointly with the International Day for Disaster Reduction; and setting up a **Disaster Risk Financing and Insurance (DRFI)** mechanism, with

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the adoption of ASEAN Roadmap for DRFI in November 2011 and the establishment of ASEAN Cross-Sectoral Coordination Committee on DRFI in April 2013 following the decision of 17th ASEAN Finance Ministers Meeting in April 2013. DRFI project has been supported by Global Facility for Disaster Reduction and Recovery (GFDRR) of the World Bank and UN International Strategy for Disaster Reduction. Another activity that is potentially going to be significant in Phase 2 is the **ASEAN Safe School Initiative (ASSI)**, which is part of Phase 1's flagship project on Building Disaster-Resilient ASEAN Cities, and is currently supported by the APG.

Moving forward, there is a need to utilise other partners' support, such as the Asian Disaster Preparedness Centre (ADPC) for training or workshops related to mainstreaming of DRR, and build on existing activities and accomplishments at the national level to spearhead implementation of the component. There are many activities and projects at the national level being carried out by Member States and their partner agencies that need to be further documented, particularly if these directly contribute to the implementation of the Work Programme. Collaboration with other sectors in ASEAN is necessary to bring in more resources and expedite implementation of activities. While AHA Centre is currently not focusing on Prevention and Mitigation, the Working Group can ride on their public awareness activities to support the implementation of this component.

To ensure successful accomplishment of this component by the end of 2015, the Working Group will focus on high-impact, multi-year projects with available/potential resources, and continue to implement those that have not been initiated or accomplished in Phase 1. At the strategic level, the ACDM will be gearing up to ensure ASEAN's prominent role in the 6th Asian Ministerial Conference on DRR in 2014 in Thailand so that ASEAN could shape the policy debates on post-Hyogo Framework for Action in the run-up to the Global Platform on DRR in 2015, and participate actively in the 2015 World Conference on DRR in Japan.

PREPAREDNESS AND RESPONSE

- Working Group Co-Chairs: Malaysia and Singapore
- Other Members: Brunei Darussalam, Lao PDR, Philippines and Thailand

The ACDM Working Group on Preparedness and Response had its inaugural meeting in

December 2009 and since then, has convened four meetings. The first three meetings involved only the Co-Chairs from Malaysia and Singapore, AHA Centre and the ASEAN Secretariat. The 4th and the latest meeting in Kuala Lumpur on 18-19 October 2012 included members of the Working Group, i.e. Brunei Darussalam, Lao PDR, Philippines and Thailand.

The Working Group has 16 outputs (or 70 activities) to be accomplished by the end of 2015. Most of the activities are regional in nature and are closely-linked with the AHA Centre as the main operational engine under the AADMER. The ACDM in May 2010 identified the following three projects as flagship projects under Phase 1 (2010-2012).

Establishment of a Disaster Emergency Response Logistic System for ASEAN (DELSA): Among the most notable achievements under this Working Group was the establishment of DELSA through the setting up of a regional stockpile of relief items and capacity building of the AHA Centre and the Member States. 7 December 2012 marked the official launch of the DELSA project that was held in a ceremony in Royal Malaysian Air Force Base in Subang, in conjunction with the First Anniversary of the AHA Centre. The project is supported by the Government Japan through Japan-ASEAN Integration Fund (JAIF) at the amount of USD12.2 million. The location of the regional stockpile is at the UN Humanitarian Response Depot (UNHRD) in Subang, managed by the World Food Programme (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 Memorandum of Understanding between the Executive Director of the AHA Centre and UNHRD/WFP was also signed on 7 December 2012, making ASEAN as one of the key UNHRD users in the region.



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Mobile Storage Unit (MSU) deployed by the AHA Centre. The MSU accommodated relief items not only from ASEAN, but also from other humanitarian responders

The regional stockpile has allowed the AHA Centre, as the manager of the regional stockpile, to mount its first ever humanitarian response on the ground, following a strong earthquake with magnitude of 6.8 Richter Scale on 11 November 2012 that affected over 6,000 people in Mandalay and Sagaing regions of Myanmar, and Typhoon Bopha that hit Mindanao in the Philippines in December 2012 and affected over 6 million people. Apart from the stockpile, AHA Centre also mobilised for the first time the

ASEAN Disaster Management and Emergency Relief (ADMER) Fund, a funding facility established by the AADMER COP in March 2012, to support disaster-relief operations in Myanmar and Philippines. The above efforts have enabled ASEAN's collective and rapid response to disasters.



AHA Centre at work: in disaster monitoring and emergency response

Moving forward, AHA Centre will launch an Executive Programme for the next three years. The Executive Programme aims to prepare selected officials from the National Disaster Management Organisations (NDMOS) as future leaders of ASEAN in the area of disaster management.

Establishment of a pool of trained and deployable ASEAN-Emergency Rapid Assessment Team (ERAT): One of the flagship projects identified under Phase 1 was the establishment of ASEAN-ERAT. ASEAN-ERAT will be deployed to support ASEAN Member States affected by disasters in the initial phase of disaster to conduct rapid assessments, coordinate with local authorities for the deployment of regional disaster management assets and provide logistic support to the affected countries.

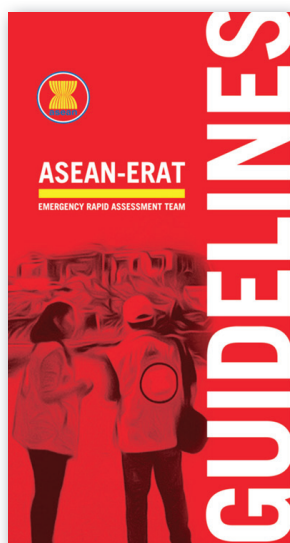


ASEAN Emergency Rapid Assessment Team (ASEAN-ERAT) at work in response to the flood in Thailand, October 2011

With the support of Australia, there were three induction courses held in Singapore in October 2010, February 2011 and April 2013, respectively. ASEAN-ERAT has also been deployed to real disaster emergencies, i.e. to Indonesia following the tsunami affecting Mentawai Islands in October 2010 and to Bangkok following the massive floods in October 2011. To test the deployment procedures and assessment methodologies,

ASEAN-ERAT has been deployed to three ASEAN-related exercises, i.e. the 5th ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX) in 2009 in Pattaya, Thailand; the 2nd ASEAN Regional Forum Disaster Relief Exercise (ARF DiREx) in March 2011 in Manado, Indonesia; and the 3rd ARF DiREx in Cha-am, Thailand in May 2013. As

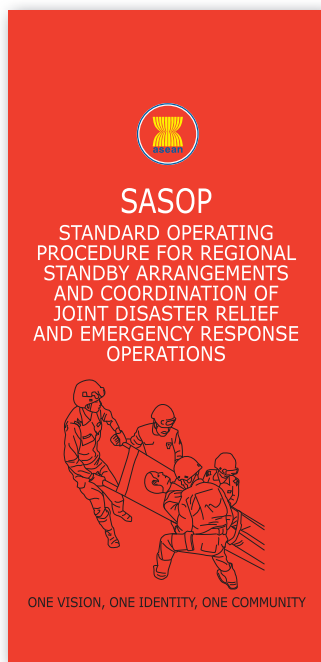
of April 2013, ACDM has 64 ASEAN-ERAT members trained, including staff of AHA Centre. ASEAN-ERAT has also worked in tandem with the UN Disaster Assessment and Coordination (UNDAC) Team, as practiced during the ARF DiREx in Cha-am, Thailand in May 2013.



Following the 3rd induction course in April 2013, the management responsibility of ASEAN-ERAT, including the database, guidelines, ICT equipment and other relevant tools, has been handed over from Singapore to the AHA Centre. Moving forward, AHA Centre is planning to conduct a refresher course in the third quarter of 2013 and another induction course in 2014. AHA Centre will further refine the existing ASEAN-ERAT Guidelines, particularly the part on the assessment methodologies, and consolidate lessons

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and good practices from previous deployments into an ASEAN-ERAT Manual.



ASEAN Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP)

Finalisation and institutionalisation of SASOP: The first five chapters of SASOP were adopted by the 11th Meeting of the ACDM in March 2008. Following the adoption, SASOP was used for the first time in response to Cyclone Nargis in 2008, and since then have been used in several other disasters in the region by the NDMOs, ASEAN-ERAT members, the search and rescue (SAR) teams from the ASEAN Member States, and the AHA Centre. SASOP has also been validated through ARDEX. Moving forward, familiarisation and capacity building on SASOP at the national level will be conducted regularly by the AHA Centre through ARDEX, workshops and tabletop exercises.

The ACDM in 2011 decided that Chapter VI of SASOP, i.e. Facilitation and Utilisation of Military Assets and Capacities, is deleted, considering that all the other chapters are relevant for both civil and military assets. However, ACDM did not preclude the inclusion of Chapter VI in the long run, as there may be new developments from the defence or military sector.

There have been positive developments with regard to **Civil-Military Coordination** in Humanitarian Assistance and Disaster Relief (HADR) during the past few years. The inaugural ASEAN Military HADR Table-Top Exercise (AHX) held in July 2011 deliberated on the AADMER, AHA Centre and the disaster response mechanisms under the AADMER as part of the scenario of the AHX. The ASEAN Chiefs of Defence Informal Meeting (ACDFIM)



adopted the “SOP for the Utilisation of Military Assets for HADR under the Framework of AADMER” in March 2012. The 2nd AHX scheduled in June 2013 in Brunei Darussalam intends to validate this SOP. While focusing on military-to-military coordination, the ADMM-Plus HADR/Military Medicine Exercise scheduled in June 2013 (back to back with 2nd AHX) in Brunei Darussalam

will include AADMER mechanisms into the exercise scenario. The ARF DiREx held in May 2013 in Cha-am, Thailand invited the mechanisms under AADMER (i.e. NDMOs, AHA Centre, ASEAN-ERAT and ASEAN Secretariat) to participate in the exercise.

The Workshops on the ASEAN Defence Establishments and CSOs Cooperation on Non-Traditional Security that have been organised in Thailand with the latest one conducted in 2011, invited members of the ACDM, ASEAN Secretariat and AHA Centre to give perspectives on civil-military coordination in HADR. The Chair of ASEAN Defence Senior Officials Meeting (ADSOM) under the ADMM was invited to attend the 20th Meeting of the ACDM in July 2011 in Bangkok to exchange views on ways to strengthen civil military coordination in HADR. Among the key steps agreed during the discussion with ADSOM Chair were observing each other's exercises, coming up with key points that could later on evolve into an SOP on civil-military coordination on HADR (perhaps for inclusion as Chapter VI under SASOP) taking into account the draft SOP developed by ACDFIM, and eventually explore a joint civil-military coordination exercise in 2015.

The above positive developments will pave the way for a more ASEAN's integrated approach on HADR. The need for greater civil military coordination has been mentioned by ASEAN Leaders through various ASEAN Summits in recent years. ASEAN Leaders through the Bali Concord III (released during the 19th ASEAN Summit on 17 November 2011), called for enhancing civil military coordination in HADR through "familiarisation of each other's model of operation as well as identified areas for improvement in HADR capacity building and improved military-to-military and civilian-military communication and coordination".

Other activities where there have significant achievements are introduction and adaptation of **Incident Command System (ICS)** in pilot countries of ASEAN and incorporation of Incident Management System into the regional disaster response mechanisms, in particular the AHA Centre, ASEAN-ERAT and SASOP. Implemented by the US Department of Agriculture Forest Service with funding from the US Government since 2004, the project has been one of the longest partnerships that the ACDM has with an external agency. Adaptation of ICS is on-going in pilot countries, namely Brunei Darussalam, Philippines and Thailand, and more recently other countries such as Indonesia.

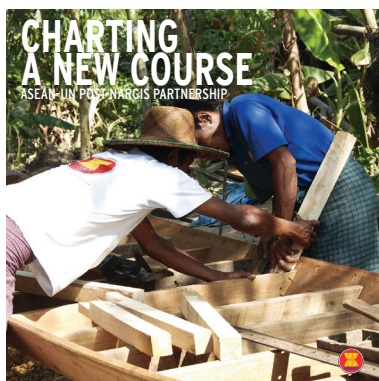
RECOVERY

- Working Group Co-Chairs: Indonesia and Myanmar
- Other Members: Brunei Darussalam and Philippines

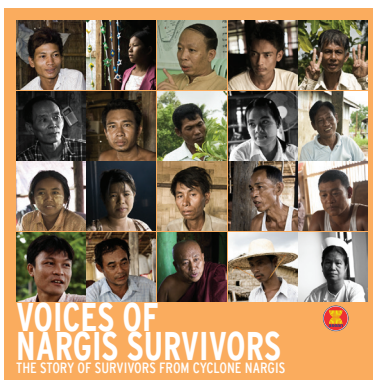
ACCOMPLISHMENTS

There are 15 outputs (or 36 activities) that will have to be accomplished by the Working Group by the end of 2015. The ACDM in May 2010 identified production of a **Disaster Recovery Toolkit** as a flagship project under Phase 1. Proposed activities include a Regional Recovery Forum to identify gaps and needs; development of guidelines for recovery planning and transition planning; compilation of best practices in the region; comparative analysis of different existing damage and loss assessment methodologies and adoption of the most applicable one for the region; and capacity building on damage and loss assessment. As of now, activities under the Work Programme have not been initiated.

While there is a low level of achievement under the Working Group, there are lessons learnt and good practices from the ASEAN's response following the Cyclone Nargis in Myanmar that could serve as inputs for the production of Disaster Recovery Toolkit. These lessons learnt and good practices are well documented in the ASEAN Book Series on Post-Nargis Response. There is also a good amount of experience and good practices in ASEAN Member States that are ready to be documented and utilised as part of the Disaster Recovery Toolkit. There are partners, such as the International Recovery Platform (IRP), and the ADPC, who have developed some guidelines on recovery planning and related training materials, which could also serve as inputs for the Disaster Recovery Toolkit.



ASEAN Book Series on Post-Nargis Response



To kick-start activities under the Working Group Co-Chairs have made plans to convene the First Meeting of the Working Group in 2013 to discuss the strategy to kick start activities under the Working Group. The Co-Chairs have also made plans to conduct a Regional Workshop on Recovery Management in Indonesia by the end of 2013, with the support of Australia

INSTITUTIONALISATION

- Lead Shepherd: ACDM Chair

Institutionalisation is a crucial building block in the implementation of the AADMER. While regional-level projects are implemented as part of the Work Programme, each Member State has the responsibility for institutionalising and implementing AADMER at the national level to ensure sustainability of regional efforts. Institutionalisation is defined as *“the process of absorbing or embedding AADMER within the disaster management systems in the ASEAN region and the society as a whole to implement and internalise AADMER towards reducing disaster losses and enhancing regional cooperation in disaster response”*.

As part of a strategy to institutionalise AADMER at the national level, the 18th Meeting of the ACDM in September 2011 agreed to a checklist developed by the ASEAN Secretariat, with the assistance by APG and International Federation of Red Cross and Red Crescent Societies (IFRC), which could be used to help identify good practices or lessons, review the needs, and identify specific support required for the institutionalisation of AADMER.

Another strategy for institutionalisation of AADMER is creating teams of **AADMER Advocates** within Member States to serve as resource persons in promoting and advocating AADMER. AADMER Advocates are proposed to become the “champions” of AADMER at the national level, equipped with in-depth knowledge of AADMER and SASOP, tasked to capacitate their peers, government agencies, CSOs, and stakeholders relevant to AADMER implementation in their respective home countries..

In line with the above, a series of workshops were conducted during the period of November 2012 and March 2013 to come up with a draft **Framework for AADMER Institutionalisation**. The latest workshop in March 2013 involving Co-Chairs of the Working Groups, Lead Shepherd Countries, the ASEAN Secretariat and AHA Centre with the support of Australia, finalised the draft Framework. The Framework could be used to equip AADMER Advocates with options and strategies to institutionalise and internalise AADMER at the national level. The 22nd Meeting of the ACDM held on 28-29 May 2013 adopted the Framework for AADMER Institutionalisation for further dissemination and implementation.

ACCOMPLISHMENTS



ASEAN Workshop on AADMER Institutionalisation and Development of M&E Indicators, Bangkok, March 2013

PARTNERSHIP AND RESOURCE MOBILISATION

- Lead Shepherd: ACDM Chair

There are 5 outputs (or 20 activities) under the Building Block on Partnership, and 3 outputs (11 activities) under the Building Block on Resource Mobilisation. The AADMER Partnership Conference held on 20 May 2010 in Makati under Philippines' chairmanship kick-started the Partnership Strategy under AADMER and the whole implementation of the AADMER Work Programme.



ASEAN Cross-Sectoral and Multi-Stakeholder Consultation on Disaster Management and Humanitarian Assistance held at the ASEAN Secretariat in June 2012

Cross-Sectoral Cooperation: The ASEAN Cross-Sectoral and Multi-Stakeholder Consultation Workshop organised by the ASEAN Secretariat in June 2012, kick-started some cross-sectoral dialogues and partnership mechanisms. As presented to the workshop, there are more than 20 sectors in ASEAN that should be engaged in the implementation of the Work Programme. The ASEAN Secretariat further identified 15 related thematic areas, which are grouped into three clusters:

THEMATIC AREAS	SECTORS
Cluster A: Addressing Underlying Risk Factors	
• Environmental emergencies	Environment, Disaster Management
• Transboundary haze pollution	Environment, Disaster Management, Science & Technology
• Early warning and monitoring	Disaster Management, Science & Technology
• Climate change adaptation	Environment, Disaster Management, Agriculture and Forestry, Energy, Science & Technology
Cluster B: Building Community Resilience	
• Mainstreaming DRR in health	Disaster Management, Health
• Mainstreaming DRR in education	Disaster Management, Education
• Disaster risk financing and insurance	Disaster Management, Finance, Insurance
• Addressing the needs of vulnerable groups (social protection)	Disaster Management, Social Welfare
• Public education, awareness and advocacy	Disaster Management, Information

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<ul style="list-style-type: none"> Participation of youth 	Disaster Management, Youth, Rural Development
Cluster C: Promoting Seamless Movement in Emergency Response	
<ul style="list-style-type: none"> Civil military cooperation in HADR 	Disaster Management, Defence/Military
<ul style="list-style-type: none"> Pandemic preparedness and response 	Disaster Management, Health
<ul style="list-style-type: none"> Cross border movement (CIQ) 	Disaster Management, Transnational Crime, Customs, Immigration
<ul style="list-style-type: none"> Information management and communication technology (ICT) 	Disaster Management, Telecom and ICT
<ul style="list-style-type: none"> Search and rescue 	Disaster Management, Transport



AADMER Partnership Group (APG)

Out of these 15 thematic areas, the ACDM has initiated coordination or collaborated with the other sectors in eight thematic areas through joint programmes and undertakings.

Partnership with the Civil Society: There has been significant progress in ACDM's partnership with the civil society, particularly through engagement with the AADMER



AADMER Orientation Workshop in Myanmar, facilitated by the APG

Partnership Group (APG). ACDM's partnership with the APG has benefited ACDM tremendously as it gives ACDM with the opportunity to conduct multi-stakeholder consultations and promote AADMER among the civil society and other stakeholders through APG's vast network of INGOs and national/local NGOs. The AADMER COP in March 2012 endorsed the APG's programme



APG's Dr Heng Aik Cheng and Ms Lan Mercado chairing the ACDM-CSO Partnership Dialogue held in Bangkok on 28-29 March 2013. The Dialogue led to the development of ACDM-CSO Partnership Framework (ACPF).

and regional civil society representatives, and finally a partnership dialogue between ACDM and civil society representatives held in March 2013 in Bangkok. The consultation process has led to the development of the draft **ACDM-CSO Partnership Framework (ACPF)**, which is now being considered by the ACDM. ASEAN's model of partnership with civil society for the implementation of AADMER has been widely recognised as a high point worth learning by other sectors in ASEAN and other regional bodies/organisations.



Partnership with Other Humanitarian Actors: The **ASEAN-UN Strategic Plan on Disaster Management**, adopted in March 2012, provides a platform for cooperation with various UN agencies in a more coordinated manner, under the framework of the AADMER Work Programme. Cooperation has been most effective when the concept of '**Dynamic Simplicity**' in partnership is used, whereby the two would continue to work together through practical and concrete activities (such as joint training and exercises) based on our respective technical competence, but be flexible to adapt based on needs and through continued dialogues. This is in view of the changing humanitarian landscape in the region, and the stronger role of regional organisations like ASEAN, and the enhanced

ACCOMPLISHMENTS

capacities of Member States in leading their own disaster response operations.

Partnerships with the **Red Cross and Red Crescent Movement**, including the National Societies in ten ASEAN Member States, IFRC and ICRC, have been done through joint exercises in ARDEX and ARF DiREx, and joint workshops and undertakings. ACDM has used IFRC's International Disaster Response Law (IDRL) Guidelines as reference materials for AADMER, the Work Programme and SASOP as well as reference for the checklist that has been developed to identify gaps and needs in institutionalisation of AADMER at the national level. IFRC has proposed a draft framework for cooperation to establish linkages between ACDM and the vast network of Red Cross and Red Crescent Societies in Southeast Asia.

Mobilising Resources for AADMER Implementation: There has been good progress following the adoption of Financial Rules for the ASEAN Disaster Management and Emergency Relief (ADMER) Fund by the AADMER COP in March 2012. The Financial Rules provide further clarity on the funding modalities for AADMER implementation. Since then, **ADMER Fund** has been utilised to respond to three disasters during the period of November 2012 - May 2013. ADMER Fund welcomes voluntary contributions from Member States, as well as external parties' contributions.

The ACDM has also established the **AHA Centre Fund**, which provides predictable source of funds for the operationalisation of AHA Centre. There is strong Dialogue Partners' support for the AHA Centre, and this has provided further assurance for the sustainability of the Centre.

INFORMATION AND COMMUNICATION TECHNOLOGY

- Lead Shepherd: Singapore

There is single output (or nine activities), whereby all of the activities scheduled in Phase 1 has been completed and the remaining work under Phase 2 has been initiated. The big project under this building block is the **Establishment of an Integrated ICT System to Strengthen the Operation of the AHA Centre**. Phase 1 of the project was completed in November 2011, in time for the launch of the AHA Centre by the ASEAN Leaders during the 19th ASEAN Summit on 17 November 2011. The project, funded by JAIF at the amount of USD1.6 million, aimed to put in place adequate ICT infrastructure for the Operation Room of the AHA Centre and ensure connectivity with each NMDO. Government of Indonesia as host of AHA Centre also provided technical support for the establishment of the Operation Room. Based on the ICT surveys to Member States, the Government of Japan has also been providing support



to some NDMOs to fill their ICT capacity gaps. Phase 2 of the project, at the amount of USD4.9 million, was approved in April 2013 and the first steering committee was held in mid-May 2013 to kick-start the project. Phase 2 will focus on further enhancement of the current ICT infrastructure with a better system reliability, and full application of Web EOC (i.e. incident information and management system) for data information and exchange. Phase 2 will also ensure sustainable

connectivity and communication with the NDMOs of Member States, and provide a foundation for enabling a wider connectivity and networking with the global community.

Apart from the Web EOC, the ICT architecture of the AHA Centre also consists of a system known as **Disaster Monitoring and Response System (DMRS)**, supported by the United States through the Hawaii-based Pacific Disaster Centre (PDC). DMRS was operational since November 2012, and has served as AHA Centre's key platform for real-time, multi-hazard, situational awareness and decision making support. The use of the system has been tested in exercises as well as actual disasters, such as Typhoon Bopha in December 2012 in the Philippines and Typhoon Mahasen in May 2013. A particular challenge for Phase 2 will be on coming up with the agreed data and information exchange mechanisms and protocols to feed more real time data for the DMRS.

OUTREACH AND MAINSTREAMING

- Lead Shepherd: Thailand

There is only one major output under this building block, i.e. development of a communication strategy on AADMER and its mechanisms. The output consists of five activities, which include production of Education and Communication Material (IEC) materials on AADMER, dissemination of the materials, formal launch of AADMER and the Work Programme, AADMER orientations with different sectors (at regional and national level), local governments and the civil society, and development of the AHA Centre's / AADMER's webpage. ACDM in May 2010 identified "**Building a culture of disaster resilience in ASEAN**", through

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The then Secretary-General of ASEAN, Dr Surin Pitsuwan attended the Regional Commemoration of the ASEAN Day for Disaster Management (ADDM) and the International Day for Disaster Reduction (IDDR) 2010

promotion of AADMER, continuation of the ASEAN Day for Disaster Management (ADDM) and production of IEC materials, as a flagship project under Phase 1.

ASEAN Day for Disaster Management (ADDM):

Following the entry into force of AADMER in 2009 and the adoption of the Work Programme in 2010, there has been an extensive effort on outreach and mainstreaming

activities, notably through the commemoration of the ADDM in conjunction with International Day for Disaster Reduction. Partnership with the UNISDR and APG that has helped to reach out to a wide range of stakeholders and other sectors in the government. The ADDM, a signature event of the ACDM, has been conducted since 2005 through various formats, such as regional drawing competitions involving school children, regional essay competitions involving the youth, exhibitions, etc. Starting in 2012, ADDM was transformed into a weeklong commemoration to ensure the involvement of civil society, universities and different stakeholders. Moving forward, ADDM events will also be used to institutionalise AADMER among the different sectors in the government.



The winning drawings of the Regional Drawing Competition on DRR 2011, in commemoration of the ASEAN Day for Disaster Management 2011



Speech by Margareta Wahlstrom the Special Representative of the UN Secretary General for Disaster Risk Reduction at the Regional Commemoration of the ASEAN Day for Disaster Management 2012

In view of the large audience (600 million people with different languages across the ten Member States and different sectors that need to be engaged), outreach and mainstreaming efforts need to be done on a continuous basis. Advocacy programmes need to be done both at regional and national levels. Moving forward, AADMER's communication strategy will be strengthened so that activities such as the

annual commemoration of ADDM will have a wider coverage and bring long-lasting impact to the public. ACDM will continue to leverage networks of its partners in particular the APG and the ASEAN-based civil society, Red Cross and Red Crescent Movement, other sectors in ASEAN (such as Information sector) to help reach out more to the public.

TRAINING AND KNOWLEDGE MANAGEMENT

- Lead Shepherd: Singapore

There are five outputs (or 11 activities) under Training, and five outputs (or nine activities) under Knowledge Management (KM). The ACDM in May 2010 identified three flagship projects under Training and KM, i.e. (i) Identification of priority training needs through **Regional Training and KM Needs Assessment** (RTKNA) covering the needs of NDMOs, local governments and civil society within the region; (ii) Training of ASEAN Trainers and Subject Matter Experts for AADMER, including formation of the AADMER Trainers' Pool; and (iii) Setting up of the online ASEAN Resource Centre within the AHA Centre.

Training: The work in Phase 1 was initiated with a mapping on training needs, followed by the conduct of ASEAN RTKNA Workshop in September 2011 in Jakarta to validate the training needs. Following the Workshop, a number of priority training courses have been conducted throughout the Phase 1 period. These include: AADMER national orientations involving government and civil society in ASEAN Member States through the initiative of the APG; a series of ASEAN-ERAT induction courses in Singapore and deployments to exercises and real disaster situations, with the support of Australia; a regional training course on

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3rd ASEAN Emergency Rapid Assessment Team (ASEAN-ERAT) Induction Course, April 2013, Singapore



3rd ASEAN Exercise Design Workshop, April, Singapore

Urban DRR and CCA involving local government representatives from 24 cities of 8 Member States in March 2013 in Manila with the support of UNISDR; and the ASEAN Exercise Design Course (in preparation for ARDEX) held in April 2013 in Singapore with the support of Australia. Other activities being planned include the AHA Centre's Executive Programme to be conducted annually for three years, and training for AADMER Advocates to support institutionalisation at the national level.

Singapore as the lead shepherd with the help of ASEAN Secretariat and APG conducted a mapping of **Disaster Management Training Institutes or DMTIs** in December 2012, and presented the results of the mapping at the inaugural Core Group Meeting for the ASEAN Network of DMTIs in February 2013 in Singapore. The Meeting agreed to the creation of a network of DMTIs in ASEAN to serve as a centre for education, information and training on DRR and CCA; a repository for disaster science, technology and knowledge; and a hub for DRR institutionalisation within the region. The network is also expected to work on the accreditation and certification process, and organise demonstration sites of scenario-based multi-disciplinary/multi-tiered drills and exercises. It is proposed that the DMTI Network would consist of four Member States that have existing or DMTIs in progress, namely Singapore, Thailand, Indonesia and the Philippines, the AHA Centre and the ASEAN Secretariat, and that the AHA Centre will be the host of this DMTI Network.

Moving forward, the focus for Phase 2 will be institutionalisation work in the form of Disaster Management and Emergency Response (DMER) Training Certification, and Establishment of a DMER Trainers' Pool. The work on certification system will incorporate the formation of Trainers' Pool. The technical study on certification systems and a Conference on DMER Training Certification (including the formation of the Trainers' Pool) are scheduled in the second half of 2013.

Knowledge Management: As in the case of Training, the KM work under Phase 1 was initiated with a mapping on KM needs, followed by the conduct of ASEAN RTKNA Workshop in September 2011 in Jakarta to validate the KM needs. The RTKNA Workshop came up with a KM structure, which serves as the basis for the development of the **AHA Centre's website**. The AHA Centre, based on the KM structure, has developed some components of the KM structure. Among the KM features that have been developed by the AHA Centre are the Web EOC for SASOP application, DMRS for real-time incident monitoring, ADINet, which is an interactive community-based network system containing disaster database, ASEAN DRR Portal containing DRR-related news and documents, and social media such as Facebook and Twitter. Moving forward, AHA Centre will continue to improve its website, to serve as the "information gateway" and "knowledge centre" of ASEAN in disaster management by the end of 2015. AHA Centre is scheduled to organise a KM workshop sometime in November 2013 for the above purpose.

MONITORING AND EVALUATION

- Lead Shepherd: ASEAN Secretariat

As a Secretariat to the COP and ACDM, the ASEAN Secretariat has been tasked under the AADMER Work Programme to design a system and methodology for conducting Monitoring and Evaluation (M&E) on a regular basis. In early 2011, the ACDM agreed to use the Hyogo Framework for Action (HFA) Monitor as outcome-based indicators in evaluating the achievements of AADMER particularly with respect to assessing the progress on reduction of disaster losses. This is also in view of the fact that AADMER was developed in consonant with the HFA, and individual Member States have used the HFA Monitor in evaluating the progress of HFA implementation at the national level.

For the Mid-Term Review of the AADMER Work Programme, the ACDM has used an output-based monitoring system, which includes a percentage rating, to assess the progress of implementation, accomplishments and gaps. In January 2013 with the support of Regional EU-ASEAN Dialogue Instrument (READI), the ACDM initiated the development of indicators for the AADMER Work Programme. The process was continued with a workshop on M&E in March 2013 involving Co-Chairs of the Working Groups, Lead Shepherd Countries, AHA Centre, ASEAN Secretariat and APG. The workshop came up with proposed indicators for each of the Strategic Components and Building Blocks. Further discussions and pilot testing to refine the indicators will be part of the work plans of ACDM for Phase 2.



GAPS AND CHALLENGES

3

GAPS AND CHALLENGES

GAPS AND CHALLENGES

The chapter describes some gaps and challenges that have identified by the ACDM in the implementation of the different Strategic Components and Building Blocks under the AADMER Work Programme Phase 1 (2010-2012).

INSTITUTIONALISING AADMER AT THE NATIONAL LEVEL

Ratification process of AADMER by Member States reflects strong efforts to institutionalise AADMER at the national level. However, institutionalisation of AADMER at the national level will require not only compliance to AADMER provisions but also active engagement of the Member States in the implementation of AADMER and the Work Programme. Institutionalisation of AADMER also requires the ACDM Focal Points as the AADMER National Focal Points to work closely with other government agencies, civil society and relevant stakeholders to introduce AADMER and mainstream AADMER into the policies, programmes, and practices. Strengthening institutional capacity of the NDMOs and supporting them to be able to perform the above functions becomes critical. Therefore, institutionalisation has become a critical building block for successful implementation of AADMER and the Work Programme.

MAINSTREAMING AADMER INTO OTHER SECTORS IN ASEAN

AADMER provides a comprehensive regional framework to strengthen preventive, monitoring and mitigation measures to reduce disaster losses in the region. Past agreements, plans of actions and declarations in the past worked in silos, whereas AADMER promotes cross-sectoral coordination. AADMER Work Programme also encourages linkages between AADMER and other related thematic programmes of ASEAN. Based on a stocktaking conducted by the ASEAN Secretariat in June 2012, there are more than 20 sectors in ASEAN that should be engaged in the implementation of the Work Programme. Collaboration with other sectors in ASEAN could bring in more resources and expedite the implementation of the Work Programme. However, while there are mutual interests from many of the sectors to collaborate and there has been significant progress in promoting linkages with these other sectors, cross-sectoral coordination requires a considerable amount of time and resources to plan and coordinate.

DETERMINING THE SCOPE OF AADMER

AADMER provides a broad definition of a disaster. AADMER defines disaster as “serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses”. Article 5 of AADMER also indicates that Member States should identify disaster risks, and these include not only natural but also human-induced disasters. This broad definition has allowed interpretation for inclusion of other types of disasters into the AADMER.

In view of the above, there are other sectors in ASEAN, such environment and health, which had proposed using AADMER as the framework for responding to other types of disasters, such as environmental emergencies, technological disasters and pandemics.

It is encouraging to see that other sectors in ASEAN consider AADMER as the suitable framework for other types of disasters. However, since the current arrangements of AADMER are not designed with pandemics and other extreme, catastrophic, complex, slow-onset events in mind, modifications or additional tools need to be developed. Expanding the scope to cover other types of disasters will also require additional resources. Therefore, financial arrangements for these additional resources need to be developed carefully.

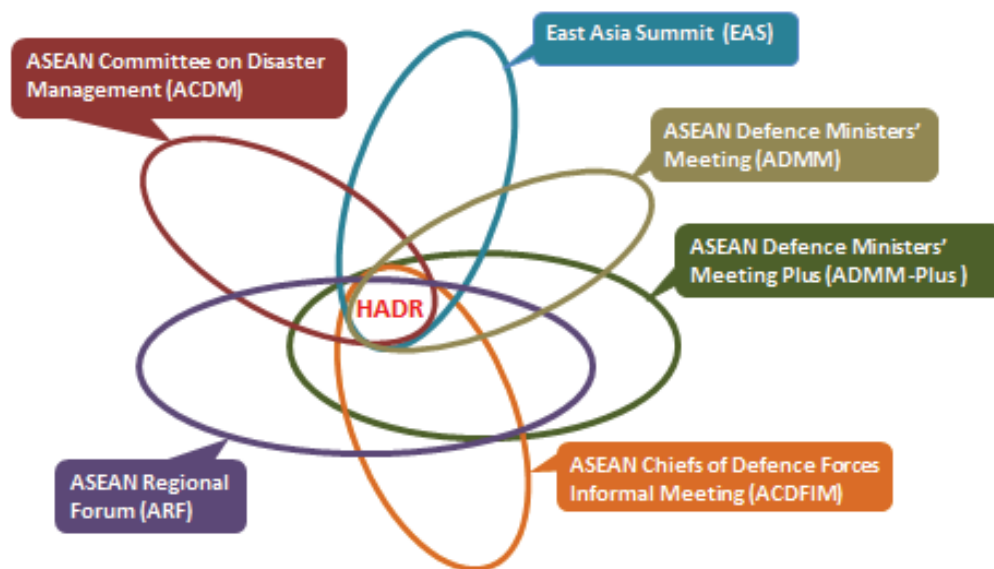
In line with the guidance of the AADMER COP in March 2012, it is recommended that those other sectors that wish to utilise the mechanisms under the AADMER should conduct a feasibility study to develop the justification and suggest appropriate arrangements, including financial implications and resource mobilisation strategy.

Considering the complexity and evolving nature of this field, this does not preclude the ACDM, with the guidance of the COP, to continue deliberating with other sectors in ASEAN on this particular issue.

GROWING NUMBER OF ASEAN-RELATED MECHANISMS ON HADR

The evolving regional architecture in ASEAN has resulted in a growing number of other ASEAN-related mechanisms, simulation exercises, and standard operating procedures. As reflected in the figure below, apart from the ACDM, there are five other ASEAN-related mechanisms on HADR.

GAPS AND CHALLENGES




Various ASEAN-related mechanisms on Humanitarian Assistance and Disaster Relief (HADR)

ASEAN's progressive developments in the past few years have transformed the state of humanitarian landscape in the region. Disaster management has therefore become an issue of concerns not only for disaster management practitioners, but also those in the political and security track. Disaster management, in particular HADR, has been considered as a non-traditional security issue and can provide a platform for dialogues to promote political security cooperation in the region.

The ARF, which is an ASEAN-initiated mechanism involving the ten ASEAN Member States and 17 other participants, decided in December 2005 to revive its Inter-Sessional Meeting on Disaster Relief (ISM on DR). ARF has come up with several documents related to HADR. The most recent ones are: the ARF Strategic Guidance on HADR, and the Rapid Disaster Response Agreement for the Use of Military and Civil Defence Assets in Disaster Relief. The ARF DiREx, which has been conducted twice (i.e. March 2011 in Manado, Indonesia; and May 2013 in Cha-am, Thailand), is so far the most inclusive HADR simulation exercise in the Asia Pacific region involving multiple agencies from the ARF participants, the civilian and military actors and international humanitarian players.

Another ASEAN-related mechanism is the ASEAN Defence Ministers Meeting (ADMM), which has now expanded to include defence establishments from eight ASEAN Dialogue Partners (i.e. Australia, China, India, Japan, ROK, New Zealand, Russia, and United States). The ADMM Plus has established the Expert Working Groups (EWGs). Two of them, i.e. the ADMM Plus EWG on HADR, and the ADMM Plus EWG on Military Medicine, are working



on HADR-related issues. ADMM Plus will conduct the inaugural ADMM-Plus HADR and Military Medicine Exercise in Brunei Darussalam in June 2013 to strengthen military-to-military coordination among the defence establishments.

The ADMM has recognised the role of civilian actors and civil societies (CSOs) in HADR, and organised three Workshops on the ASEAN Defence Establishments and CSOs Cooperation on Non-Traditional Security. The last workshop was conducted in 2011 in the form of a tabletop exercise to test coordination between military and CSOs. Another related mechanism is the ASEAN Chiefs of Defence Forces Informal Meeting (ACDFIM), which has also organised tabletop exercises, and produced an SOP for the Utilisation of Military Assets for HADR.

The East Asia Summit (EAS), which is a Leaders' initiated mechanism involving ASEAN and eight ASEAN Dialogue Partners, has also put disaster management as one of its priority areas. The most recent development was the adoption of Australian-Indonesian Joint Paper on "A Practical Approach to Enhance Regional Cooperation on Disaster Rapid Response", adopted by the EAS Leaders in 2011. The Indonesian Mentawai Megathrust Disaster Relief Exercise is one of the efforts to implement the Joint Paper. The exercise consists of a tabletop exercise, held in April 2013, and a field exercise, scheduled in 2014 in West Sumatra, Indonesia.

The ASEAN Leaders at the 19th ASEAN Summit in November 2011 encouraged these various sectors and mechanisms to synchronise their policies using AADMER as the common platform to ensure the principle of ASEAN Centrality. This decision was reiterated by the ASEAN Leaders at the 21st ASEAN Summit in November 2012 and the 22nd ASEAN Summit in April 2013.

There is a clear direction from the ASEAN Leaders on the need for better synergy and coordination among the mechanisms. There have also been some efforts by these mechanisms to implement the above direction. More, however, needs to be done. There is a need to clarify the linkage or establish coordination among these mechanisms, so that they do not create further confusion.

ENSURING SUSTAINABLE RESOURCES FOR AADMER'S IMPLEMENTATION

AHA Centre Fund provides a predictable source for the AHA Centre in the form of annual contributions from the Member States. Support of ASEAN Dialogue Partners to the AHA Centre remains strong. Australia has been instrumental in filling up the gaps in the operationalisation of the Centre. Japan has provided generous support for the establishment of the regional stockpile, capacity building, and ICT capabilities. United States has provided

GAPS AND CHALLENGES

support in the form of DMRS, experts and ICT equipment. In the beginning of AHA Centre's operation, New Zealand provided support in terms of advisors and is planning to provide more in near future. EU is also planning to provide significant support for institutional strengthening of the AHA Centre. There is a need to generate a more sustainable resource for the AHA Centre to ensure that it will be financially sustainable, particularly when the AHA Centre is tasked to assume more responsibilities.

There are available funds from voluntary contributions of Member States in ADMER Fund that can be used to support the Work Programme. There have also been generous contributions and interests from ASEAN Dialogue Partners and other partners to support the implementation of the Work Programme. The amount of support available, however, has not covered all resources needed for the implementation of the Work Programme. There is no proportional emphasis of funding among the Strategic Components and Building Blocks. The Recovery component, for example, remains unfunded. Many partners focus on providing assistance for the operational aspects while a few focus on strategic and policy aspects. Coordination to ensure complementarity among assistance by partners remains a challenge. There are also funding gaps and limited delivery capacity for components currently not covered by the AHA Centre, in particular Prevention & Mitigation, and Recovery.



STRATEGIES TO ADDRESS GAPS AND CHALLENGES

4

STRATEGIES TO ADDRESS
GAPS AND CHALLENGES

STRATEGIES TO ADDRESS GAPS AND CHALLENGES

Here are five strategies to address current gaps and challenges in the implementation of the AADMER Work Programme:

STRENGTHENING AADMER'S INSTITUTIONAL CAPACITY

The AHA Centre is in the second year of its operation, and is putting in place necessary mechanisms, procedures and systems to ensure institutional stability. There has been tremendous progress in the operationalisation of the AHA Centre, particularly on the operational and technical side, considering that it is only in the second year of its operations. As a new institution, some of the corporate functions of AHA Centre are currently being supported by the ASEAN Secretariat. However, the intention is to achieve corporate independence and financial sustainability when the Centre is reaching the third year of its operations in 2014. By the end of 2014, the Governing Board of the AHA Centre will review the operational and financial requirements to ensure that the Centre can reach its institutional stability in 2015.

To ensure that the AHA Centre, being the operational engine of AADMER, is operationally and institutionally strong, the ACDM decided in 2010 that the current mandate of the Centre for the first three years should focus on Monitoring, and Preparedness & Response. Therefore, there are other aspects under the Work Programme, in particular Prevention & Mitigation, and Recovery, that have not been covered in the current mandate of AHA Centre.

For this purpose, the ACDM has formed a Task Force, consisting of Working Group Co-Chairs, Lead Shepherd Countries, ASEAN Secretariat and AHA Centre, to oversee the delivery and monitor the implementation of activities, particularly those not being covered by the AHA Centre. A pool of experts will be formed by the ASEAN Secretariat to serve as the delivery engine and continuously monitor the implementation. Arrangements for on-going projects and those in the pipeline will be linked to the Task Force to ensure coordination of efforts.

Strengthening AADMER's institutional capacity will also include strengthening the institutional capacity of the NDMOs, and supporting them to actively engage in the implementation of the Work Programme, and be able to perform institutionalisation of AADMER at the national level.

IMPLEMENTING A MORE AGGRESSIVE RESOURCE MOBILISATION STRATEGY

In view of gaps in funding and capacity in implementing the Work Programme, the Task Force, consisting of Working Group Co-Chairs, Lead Shepherd Countries, ASEAN Secretariat and AHA Centre, has also been tasked to implement a more aggressive resource mobilisation strategy. Among the immediate tasks of the Task Force is to prepare for the 2nd AADMER Partnership Conference, scheduled in November 2013 in Hanoi, Viet Nam. In preparation for the Partnership Conference, the Task Force, assisted by the experts, will scan and map the interests and resources of existing and potential donors, identify potential support from non-traditional partners and other stakeholders that have not been fully tapped (such as the private sector, civil society and academic sector), and develop a clear resource mobilisation and reporting mechanism for donors/partners to promote accountability. Resources to be mobilised will include not only funds but also personnel, facilities, materials, technical capabilities and services and other assets that are considered valuable for AADMER implementation. The Task Force will also look into mobilising resources for strengthening NDMOs' institutional capacity as well as supporting their efforts in institutionalising AADMER at the national level.

FOCUSING ON ACTIVITIES WITH HIGH IMPACT AND SUSTAINABLE OUTCOMES

In view of the funding and capacity gaps, the focus will be given on implementing activities in Phase 1 that have not been initiated or fully accomplished, and implementing Phase 2 priorities that would deliver high impact and sustainable outcomes. Focus will be on those that have available or potential resources. Any new activities proposed by external parties and other sectors of ASEAN must be able to show concrete contributions to the Work Programme. Support should be provided using a programmatic and multi-year approach, rather than a one-off activity. Sustainability will be a key factor in designing new programmes. Ensuring sustainability of current activities that have generated concrete and tangible outcome will also be the focus for Phase 2 implementation.

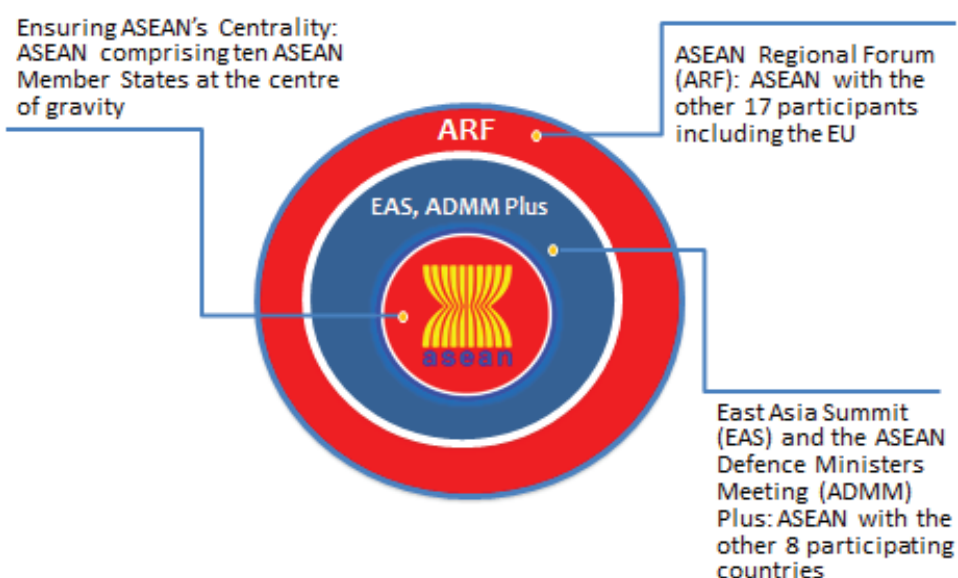
MAINTAINING ASEAN'S CENTRALITY IN AN EVOLVING REGIONAL ARCHITECTURE

In view of the growing number of other ASEAN-related mechanisms on HADR, the ACDM with the guidance of Ministers in charge of Disaster Management will continue to maintain ASEAN's Centrality by actively promoting the use of AADMER as a common platform for HADR in ASEAN. These will include pursuing dialogues among the internal ASEAN's

STRATEGIES TO ADDRESS GAPS AND CHALLENGES

mechanisms to accelerate efforts for ASEAN's integrated approach on HADR, and conducting studies to determine how the other mechanisms would bring comparative advantage and added values to AADMER. The objective is to clarify the linkage or establish coordination among these mechanisms, including the various documents and systems produced; and to streamline (and if necessary rationalise) the number of HADR simulation exercises in the long run.

MAINTAINING ASEAN'S CENTRALITY





PRIORITIES FOR PHASE II

5

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In determining priorities for Phase 2, the ACDM uses three criteria, i.e. (i) **GAPS** (activities that have not been initiated or fully accomplished in Phase 1 and are considered crucial for the AADMER), (ii) **IMPACT** (activities that will bring high impact and sustainable/tangible outcomes for the AADMER, and (iii) **RESOURCES** (activities that have available or potential resources). The following is the list of priorities for Phase 2:

RISK ASSESSMENT, EARLY WARNING AND MONITORING

Co-Chairs: Cambodia & Philippines

1. Further develop systems and capacities in conducting **ASEAN-WIDE DISASTER RISK ASSESSMENTS** through establishment of institutional and technical mechanisms for Regional Risk Assessment, identification and collection of datasets, identification of risk information systems currently in use that facilitate risk data sharing and establishment of a regional risk assessment system
2. Strengthen **DISASTER MONITORING AND RESPONSE SYSTEM** and other monitoring tools of AHA Centre, and collaborate with Member States, other ASEAN centres and sectors, and relevant disaster early warning and monitoring institutions to leverage their resources, technology and resources to complement the AHA Centre's system and enhance decision-making for response

PREVENTION AND MITIGATION

Co-Chairs: Lao PDR & Thailand

3. **BUILD DISASTER RESILIENT ASEAN CITIES** by building institutional linkages and collaboration to support Urban DRR and ensure disaster safety of educational facilities through the implementation of ASEAN Safe School Initiative
4. Strengthen **INSTITUTIONAL AND POLICY FRAMEWORKS AND ENHANCING INTEGRATED PLANNING FOR DRR** through implementation of national development plans and action plans that integrate DRR and Climate Change Adaptation (CCA) at all levels, building partnership to link DRR and CCA at all levels, and supporting community-based DRR through capacity building and partnership

PREPAREDNESS AND RESPONSE

Co-Chairs: Malaysia & Singapore

5. **FURTHER STRENGTHEN ASEAN'S RESPONSE MECHANISMS** that have been put in place (i.e. AHA Centre, ASEAN-ERAT, ASEAN-SASOP, ASEAN Standby Arrangements, Disaster Emergency Logistic System for ASEAN (DELSA)) to ensure ASEAN's collective, fast and reliable response to disasters within the region
6. Strengthen **CIVIL-MILITARY COORDINATION IN HADR**, using AADMER as the regional policy backbone and common platform
7. Strengthen **WORKING MECHANISMS IN RESPONDING DISASTERS WITH OTHER ACTIVE AND RELEVANT HUMANITARIAN ACTORS IN THE ASEAN REGION**

RECOVERY

Co-Chairs: Indonesia & Myanmar

8. Produce a **DISASTER RECOVERY TOOLKIT**, based on available good practices, existing training manuals, guidelines and other tools, and adapt and modify them to suit ASEAN's needs;
9. Strengthen ASEAN's role and capacity in **MOBILISING RESOURCES FOR POST-DISASTER RECOVERY**, particularly following large-scale disasters

INSTITUTIONALISATION

Lead Shepherd: ACDM Chair

10. Set up teams of **AADMER ADVOCATES** in ASEAN Member States to serve as champions in institutionalising AADMER at the national level, and facilitate sharing of good practices among Member States to support the institutionalisation efforts

PRIORITIES FOR PHASE II

PARTNERSHIP AND RESOURCE MOBILISATION

Lead Shepherd: ACDM Chair

11. Develop **PARTNERSHIP FRAMEWORKS** considered necessary to forge collaboration with key partners, using AADMER Work Programme and its priorities as the basis for developing the frameworks and enhancing the collaboration
12. Implement **AADMER'S RESOURCE MOBILISATION STRATEGY** to mobilise sufficient resources for timely and effective implementation of the Work Programme

INFORMATION AND COMMUNICATION TECHNOLOGY (ICT)

Lead Shepherd: Singapore

13. Strengthen **ICT'S CONNECTIVITY AND INTEROPERABILITY** between AHA Centre and the NDMOs through full utilisation of ICT hardware and software
14. Put in place **COMMUNICATION SYSTEMS AND TOOLS** and test them through regular exercises to ensure sustainable communication between AHA Centre and the Member States

OUTREACH AND MAINSTREAMING

Lead Shepherd: Thailand

15. Promote a culture of disaster resilience in ASEAN 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 programmes at the regional and national levels

TRAINING AND KNOWLEDGE MANAGEMENT

Lead Shepherd: Singapore

16. Establish **ASEAN NETWORK OF DISASTER MANAGEMENT TRAINING INSTITUTES** (DMTIs), **CERTIFICATION SYSTEM** and **TRAINERS' POOL** to enhance ASEAN's technical capacities in Disaster Management and Emergency Response (DMER) and professionalise ASEAN's DMER training programme
17. Strengthen **AHA CENTRE'S WEBSITE** and its Knowledge Management tools to enable the AHA Centre to serve as regional information gateway for disaster management in ASEAN



ASEAN COMMITTEE ON DISASTER MANAGEMENT (ACDM)

FOCAL POINTS



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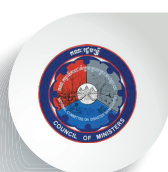
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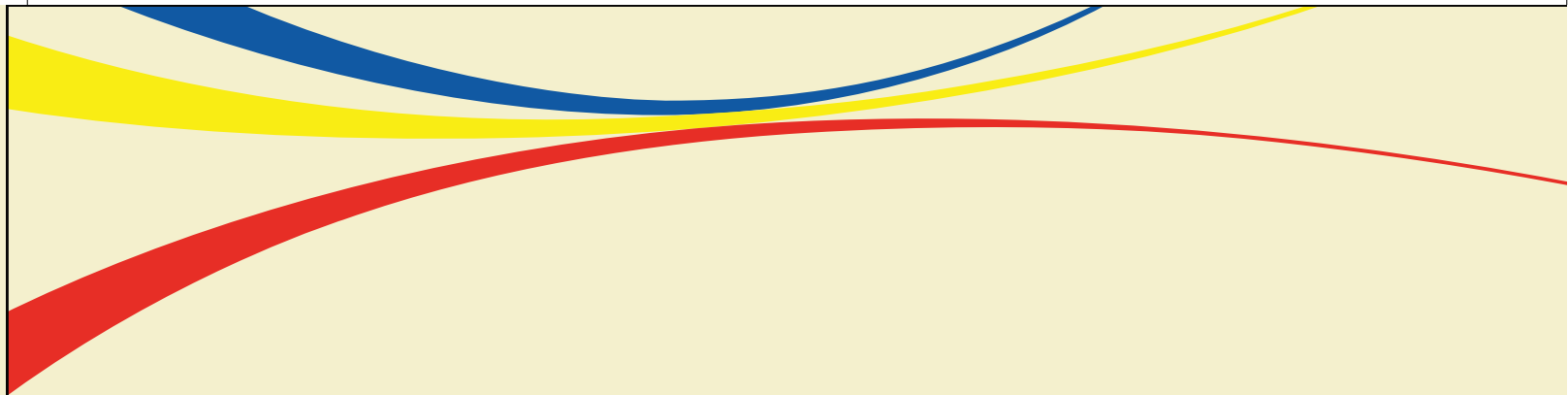
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one vision
one identity
one community