

8

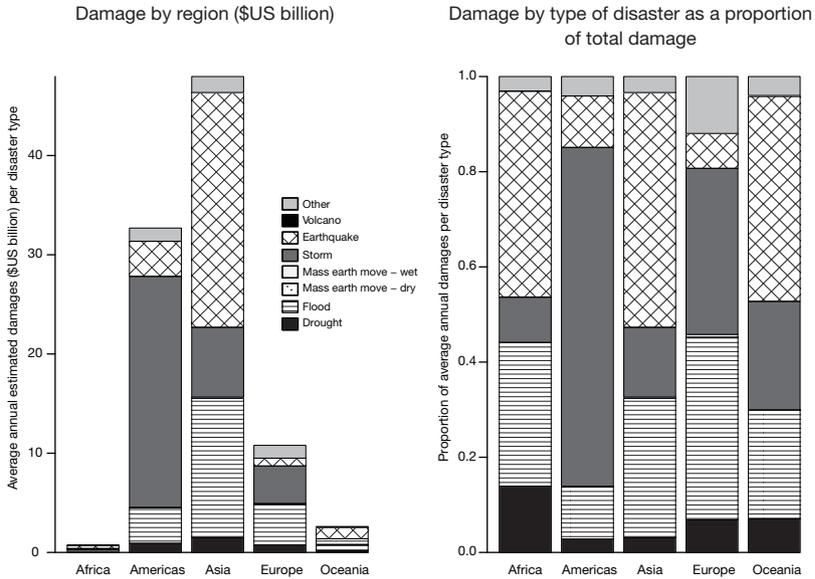
Disaster Relief and Risk Reduction in East Asia: The Role of Japan-ASEAN Cooperation

RYO SAHASHI¹

ASIA PACIFIC IS highly vulnerable to natural disasters. According to one report that examined disasters worldwide over a three-decade period (1979–2008), “Approximately 40% occurred in Asia, accounting for more than 90% of the people killed and affected and as much as 50% of the economic damage.”² As a region connected by an ocean, located on the edge of several tectonic plates, and having a substantial population residing in low-lying coastal areas, Asia Pacific’s geological conditions contribute to the large number of disasters it experiences and the severity of the damage they inflict on humanity—a situation likely to be aggravated by environmental disruption and climate change. To make matters worse, many countries in the region are undergoing a process of urbanization. When congested cities and towns are struck by disasters, huge impacts on human security result. Hence, disasters pose what has been described as “a major obstacle to sustainable development in Asia’s poorer countries as tremendous efforts to spur economic growth come to naught in the end.”³

Another vulnerability in Asia Pacific comes from the weakness of governance and community structures. In many cases, local governments do not have enough capacity or governance ability to cope with catastrophes, while even central governments often cannot easily make expeditious decisions. The 2010 earthquake in Haiti reminded us that the loss of government functions makes relief difficult, and Typhoon Haiyan (Yolanda), which hit the Philippines in 2013, highlighted the importance of local government capacity. Meanwhile, the 2011 Great East Japan Earthquake demonstrated that social resiliency at the community level is key to effective response and recovery from disasters. As one expert notes, “In many cases, the magnitude

Figure 1. Average annual damage caused by reported natural disasters, 1990–2011



Source: Centre for Research on the Epidemiology of Disasters (CRED), “Natural Disaster Trends,” EM-DAT: International Disaster Database, <http://www.emdat.be/natural-disasters-trends>.

and frequency of disasters overwhelm governments’ capabilities,”⁴ and therefore many actors, including foreign governments and militaries, international organizations, nongovernmental organizations (NGOs) working on humanitarian assistance, and various donors, must join the efforts of the affected country in response and recovery. Ironically, however, the coordination cost for affected governments to manage numerous external actors is very high.

Nobody can escape the threats posed by natural disasters. But it is possible to prepare for and manage responses effectively. This chapter explores the areas where Japan and ASEAN can prepare jointly for disaster relief and risk reduction and asks if this experience could be expanded to include other parts of Asia. Next, it looks at the challenges to ASEAN-Japan cooperation in carrying out disaster relief and risk reduction. Finally, it explores the role of international and local NGOs and military assets and explores how NGOs and militaries can effectively work together. Although undeniably important themes, this chapter does not address in detail donor coordination among governments, international organizations, and NGOs, nor does it consider responses to man-made disasters.

HUMANITARIAN ASSISTANCE AND DISASTER RELIEF (HA/DR) IN ASIA PACIFIC

Principles

Humanitarian assistance is requested when affected governments and their people do not have sufficient resources to respond to the damage wrought by natural disasters. Humanitarian assistance should follow international humanitarian and human rights law, and three principles should be obeyed: humanity, neutrality, and impartiality.

According to a guide by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) Regional Office for Asia and the Pacific (ROAP), humanity is defined as a duty “to protect life and health and ensure respect for human beings”; neutrality as a commitment to “not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature”; and impartiality as acting “on the basis of need alone, making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.”⁵

Independence is another important principle for humanitarian action. For example, the International Committee of the Red Cross (ICRC) states its mission as being “an impartial, neutral and independent organization whose exclusively humanitarian mission is to protect the lives and dignity of victims of armed conflict and other situations of violence and to provide them with assistance.”⁶ The ROAP guide also defines independence as being “autonomous from the political, economic, military or other objectives that any actor may hold in relation to areas where humanitarian action is being implemented.”⁷ For humanitarian activists, independence is an important principle in order to avoid hostility from affected people; they must keep their distance from any politically motivated state behaviors. On the other hand, since the major powers’ militaries have recently begun participating in disaster relief, critics at times use this principle as grounds for criticizing such “politicized” actions.

Actors

In disaster response, UN agencies work closely with member states and NGOs, the latter having now acquired the reputation as being “operational implementing partners.”⁸ OCHA is the coordinating body for UN humanitarian assistance. In 1991, the General Assembly adopted resolution 46/182,⁹ which called for the establishment of an Emergency Relief Coordinator post,

the Department of Humanitarian Affairs, and the Inter-Agency Standing Committee. In 1998, in the process of UN reform led by Secretary-General Kofi Annan, the functions of the Department of Humanitarian Affairs were enhanced and it was renamed as “OCHA.” Today, when serious disasters occur, OCHA’s UN Disaster Assessment and Coordination (UNDAC) teams will be dispatched anywhere in the world within 12 to 48 hours for assessment, coordination, and information management. When earthquakes occur, UNDAC sets up an On-Site Operations Coordination Centre (OSOCC) to help coordinate international urban search and rescue teams that converge from all over the world.

Foreign governments are important actors in providing relief assistance at the time of a disaster. The huge presence of the United States should be noted not only with its military forces but also with the presence of its assistance agency, USAID. Japan, as one of the countries most vulnerable to natural disasters, has also tried to contribute to disaster relief and risk reduction efforts through various initiatives. Japan Disaster Relief (JDR) teams, along with financial and material assistance, have been dispatched to affected areas around the world since 1987 under the Law Concerning Dispatch of the Japan Disaster Relief Team. By a revision of the act in 1992, Japan’s Self-Defense Forces (SDF) can now join a JDR team upon request. After the Great Hanshin-Awaji Earthquake (1995), Japan’s disaster management and risk reduction initiative was accelerated, leading to the establishment of the Asian Disaster Reduction Center (ADRC) in Kobe in 1998. The ADRC’s functions include disaster education, risk management, and capacity building.¹⁰

In Southeast Asia, in addition to individual governments’ efforts, ASEAN has assumed an important responsibility for disaster response. The ASEAN Committee on Disaster Management was established in 2003, involving the national disaster management organizations (NDMOs) of all 10 member states. Then, the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) was drafted in 2005, entering into force in December 2009.

International and local NGOs are active in disaster relief in Asia. Seven major NGOs and ASEAN formed the AADMER Partnership Group and a group of 34 NGOs have formed a consortium known as the Asian Disaster Reduction and Response Network.¹¹ In 2010, the Asia Pacific Alliance for Disaster Management (A-PAD) was founded at the initiative of a Japanese NGO, Civic Force, in order to link government, the private sector, and NGOs in Asia Pacific. A-PAD aims to ensure effective disaster response and relief by establishing cross-sectoral pre-arrangements of aid and assistance.¹²

While all of these developments represent positive steps, Yukie Osa, president of the Association for Aid and Relief, Japan, is concerned that many Asian NGOs have not committed to the Code of Conduct (COC) for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief. Among the 587 NGOs in the world that have signed this COC to date, a mere 50 are from East Asia (27 from Japan).¹³ Osa explains, “In most Asian countries, it can be said that disaster relief and humanitarian NGOs are not highly aware of the principles of humanitarian assistance and therefore are not particularly sensitive to the relationship between their aid and its political impact.”¹⁴ To be sure, the commitment to the COC alone should not be the criteria for evaluating the capacity of Asian NGOs, but at the very least, this fact implies that they might behave differently from NGOs that have committed to the code.

As figure 2 shows, there is a large number of guidelines in effect in the region, most of which are nonbinding or voluntary. Relevant agencies and NGOs are making efforts to publicize them and educate organizations about their implementation, but they have encountered a steady increase of new actors in disaster relief activities, making it a daunting task. Still, the compliance with the guidelines is essential for rules-based and efficient reactions to disasters.

Military Assets and Civil-Military Relations

In response to the 2004 earthquake and tsunami in the Indian Ocean, the US Pacific Command became the core mechanism for disaster relief operations. Humanitarian assistance for the areas hit by the tsunami was jointly undertaken by many international organizations, the military forces of over 30 countries, and about 400 NGOs. While it is clear that US government bodies such as USAID and the Office of US Foreign Disaster Assistance at the Department of State were among the quickest entities to respond to this disaster, an ad hoc and needs-based multilateral regional core group was quickly formed among Australia, India, Japan, and the United States to coordinate overall operations. US Pacific Command designated the core group’s activities “Operation Unified Assistance,” and this grouping took the lead to organize what became known as Combined Support Force 536. This force, together with its civilian counterpart, the Combined Coordination Center, was stationed in U-Tapao, Thailand. The two components worked together to coordinate a broad range of assistance activities and civil-military cooperation.¹⁵

A report by the Tsunami Evaluation Coalition evaluates this historical civil-military cooperation fairly, pointing out the weakness of vision and

Figure 2. Key Agreements and Guidelines for Disaster Relief in Asia Pacific

Binding Regulatory Agreements between States

1. ASEAN Agreement on Disaster Management and Emergency Response (AADMER)
2. South Asian Association for Regional Cooperation (SAARC) Agreement on Rapid Response to Natural Disasters (ARRND)

Non-Binding Regulatory Agreements between States

1. United Nations General Assembly resolution 46/1824
2. International Federation of the Red Cross Red Crescent Societies (IFRC) Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance
3. World Customs Organization Resolution of the Customs Co-operation Council on the Role of Customs in Natural Disaster Relief
4. FRANZ (France, Australia and New Zealand) Agreement for the South Pacific Region

Voluntary Guidelines Governing Humanitarian Action

1. Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief
2. Sphere Handbook - Humanitarian Accountability Partnership Standard in Humanitarian Accountability
3. Inter-Agency Standing Committee (IASC) Operational Guidelines on the Protection of Persons in Situations of Natural Disasters
4. Guiding Principles on Internal Displacement
5. Oslo Guidelines on the Use of Foreign Military and Civil-Defence Assets in Disaster Relief
6. Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations
7. Management of Dead Bodies after Disasters Field Manual
8. Guidelines for Environmental Emergencies
9. IASC Guidelines for Gender-Based Violence Interventions in Humanitarian Settings
10. IASC Gender Handbook in Humanitarian Action

Source: OCHA ROAP, *Disaster Response in Asia and the Pacific—A Guide to International Tools and Services* (Bangkok: OCHA ROAP, 2013), 9–13.

approaches on the civilian side in terms of the usage of military assets. It states, “Most civil-military interaction concerned ad hoc tasking on logistics or security briefings but there was a need for greater strategic exchange to refine military planning and response and achieve a degree of synergy with humanitarian priorities and reflect its concerns.”¹⁶ The unpreparedness of OCHA’s civil-military coordination officers and inadequacies of different communication systems among militaries were also mentioned in this report.

The Stockholm International Peace Research Institute (SIPRI) also evaluated the effectiveness of military assets in disaster relief and response

and found that “in none of the four case studies did government of the affected country state a preference for civilian over military assets.”¹⁷ Since the scale of natural disaster relief and response in Asia Pacific tends to be massive, the necessity of military assets is widely perceived in the region, and many militaries regard disaster response as one pillar of their mission.

The SIPRI report further notes, “Air assets were in fact critical to the overall success of the operations. Airlift is also the one functional area where there has been considerable civil-military coordination ... Airlift is one of the less controversial functions carried out by foreign military assets, because it falls within the category of indirect assistance.”¹⁸ Kensuke Onishi, the CEO of Peace Winds Japan and founder of Civic Force, concurs with that assessment, admitting that NGO helicopters tend to be small and heavily oriented toward the task of transporting doctors. He insists, “When natural disasters happen, a thousand companies and NGOs are mobilized for operations, but putting to use the goods and financial support they provide requires transportation.”¹⁹

Compared to humanitarian assistance during wartime, disaster relief tends not to confront any serious problems in terms of civil-military cooperation since it is relatively easy to stick to the basic principles of humanity, impartiality, and neutrality, and military support is often indirect assistance. However, it should be noted, “Awareness of the guidelines and understanding about the conditions under which they apply are evidently still far short of what they should be . . . While the Oslo guidelines seem to be well known to policymakers, they are relatively unfamiliar to military commanders and others taking part in disaster relief operations.”²⁰ Without appropriate understanding of the guidelines on the use of military assets, it could possibly raise suspicions with regard to the motives of (particular) foreign militaries and lessen the effectiveness of their assistance. When military assets are employed, they should be mobilized on the basis of timeliness, appropriateness, coordination, and cost effectiveness, avoiding overlap with civilian humanitarian organizations.²¹

Other Challenges

The aftermath of Typhoon Haiyan, which struck in November 2013, served as a reminder of the importance of security issues for disaster relief teams. With the loss or deterioration of government functions, security-related information tends to be confused.²² According to a presentation by an official from Japan’s Ministry of Foreign Affairs Humanitarian Assistance and Emergency Relief Division, the first batch of medical personnel they

dispatched was confused by “fluctuating security information” in the earliest stage, when “collecting valid information, making appropriate assessment and rapid sound judgment were required.”²³ While it is crucial that there be information sharing among the various actors from abroad, the responsibility of the affected governments in this regard must be realized.

Stacey White, a specialist on the intersection between natural disaster risk management and governance, lists five dilemmas in disaster management in Asia:

1. While disaster risk in Asia has facilitated cooperation and trust across a number of action areas, the politicization of the humanitarian agenda risks diverting its primary objective of making communities safer.
2. Asian states are torn between committing themselves to more integral multilateral regional arrangements on the one hand and investing in their own disaster self-management tools on the other.
3. An uncoordinated donor environment has inadvertently encouraged the bankrolling of different, duplicative regional initiatives.
4. Given the central role of national military forces in responding to disasters, multilateral regional arrangements will need to enhance military capacity while tempering potential concerns about rising militarism.
5. Asia is called upon to synchronize its regional efforts with those of existing international mechanisms while ensuring that it moves beyond these instruments, some of which are proving less effective in addressing the challenges of the twenty-first century.²⁴

The first and fourth point on politicization raise a general concern with regard to humanitarian assistance, especially in terms of the use of military assets. Even though Asian nations tend to accept the reality and necessity of such assets, bilateral and multilateral security cooperation on disaster management should be designed inclusively, avoiding the political and diplomatic risks of great power politics. On the third point, the division of labor among coordinating bodies such as OCHA, ASEAN (both the Secretariat and the AHA Centre), and the affected governments should be guided by experience and developed through preparatory exercises.

Disaster relief, as noted above, requires the principles of impartiality and neutrality. Humanitarian assistance, then, tends not to emphasize the importance of knowing the local community, culture, or traditions, and aims to rebuild what has been lost by the disasters. However, Rika Yamamoto, an experienced humanitarian assistance professional and chief of emergency operation at Peace Winds Japan, claims that regional studies are indeed very important. She points to a case study from Aceh, where foreign assistance

was used to build many houses in the affected areas, but a large portion of them were not used due to the mobility of people, who chose to move to other areas. She lamented that a knowledge of the local culture, community, and situation would have helped lessen such a loss of resources and would have resulted in more efficient support for the affected people.²⁵

Finally, since many Asia Pacific states are newly developing economies, the transition from disaster response and relief to development is also crucial for the success of recovery from disaster.²⁶

ASEAN-JAPAN DISASTER MANAGEMENT NETWORK

General Context

The Great East Japan Earthquake (2011) reminds us of the fact that disaster relief and response is a difficult task, even for an advanced economy with a long track record of planning various risk reduction projects. Japan, however, has strengthened its efforts on international cooperation since the March 11 disaster, viewing this as one of the most important contributions it can make to the world given its aid, technology, and know-how.

In 2011, Japan offered to host the 3rd World Conference on Disaster Risk Reduction, which was scheduled for (and subsequently held in) 2015—and that offer was accepted by the UN General Assembly. Japan's objective was to “spearhead . . . efforts to mainstream disaster risk reduction within the international community, including incorporating disaster risk reduction within discussions to draw up a post-HFA [Hyogo Framework for Action], and within the international development goals (post-MDGs) from 2015 onwards.”²⁷

In July 2012, at the World Ministerial Conference on Disaster Reduction in Tohoku, Prime Minister Noda declared that Japan would commit US\$3 billion from FY2013 to FY2015 in the area of disaster risk reduction.²⁸ In the chair's summary, it was noted that human security is a crucial foundation for disaster risk reduction efforts, and in fact in FY2012, the Japanese government paid out around US\$1.114 billion for such work, including relief and reconstruction in earthquake-hit Haiti and flood-hit Thailand.²⁹ Japan's aid to ASEAN on disaster management has been increased in this context.

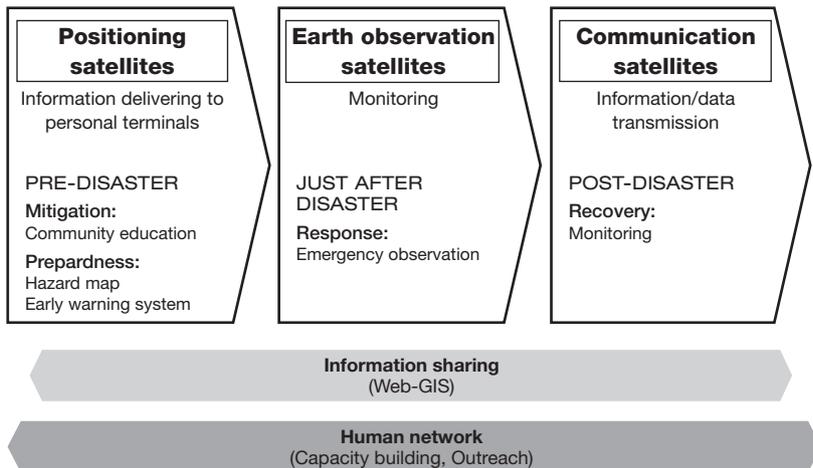
ASEAN-Japan Cooperation on Disaster Relief and Risk Reduction

In November 2011, Japan and ASEAN agreed on a Joint Declaration for Enhancing ASEAN-Japan Strategic Partnership for Prospering Together, the so-called “Bali Declaration.” That agreement committed the two sides to disaster management cooperation, stating that they would

enhance regional cooperation in the fields of emergency preparedness, humanitarian assistance and disaster relief, through the implementation of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), through inter alia, strengthening of the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre), sharing experiences and lessons learned, conducting training and capacity building and establishing a comprehensive information-sharing system, particularly through Japan’s initiative on Disaster Management Network for the ASEAN Region.³⁰

Even before that declaration, Japan supplied US\$300,000 from FY2010 for conferences and consultations to launch the ASEAN Coordinating Centre for Humanitarian Assistance on Disaster Management (AHA Centre). It also provided US\$1.6 million for ICT systems (phase one), and US\$12 million toward the establishment of a crisis-response logistics system.³¹

Figure 3. Concept of Sentinel Asia Step 3



Source: Adapted from Asia-Pacific Regional Space Agency Forum (APRSAP), “Sentinel Asia: Disaster Management Support System in the Asia-Pacific Region,” APRSAF website, http://www.aprsaf.org/initiatives/sentinel_asia/pdf/APRSAP_leaflet_sa.pdf.

Former Prime Minister Yoshihiko Noda and his foreign minister, Koichiro Gemba, introduced a slogan describing the Japanese contribution to ASEAN disaster management as being “from outer space to rural communities.” As figure 3 shows, this concept literally explains the scope of Japanese assistance to ASEAN.

Leaders from ASEAN and Japan convened two summits in 2013. At the second gathering, the ASEAN-Japan Commemorative Summit Meeting held in December in Tokyo, the two sides agreed to adopt the Implementation Plan of the Vision Statement on ASEAN-Japan Friendship and Cooperation. Disaster management and relief are covered by the partnership for the purpose of ensuring peace and stability as well as for quality of life. It promises cooperation on AADMER “through activities such as risk identification and monitoring, regional standby arrangements, joint disaster relief and emergency response, to support enhanced interconnectivity and interoperability between AHA Centre’s ICT system with those of the National Disaster Management Offices (NDMOs) in the ASEAN Member States, as well as support for the Disaster Emergency Logistics System for ASEAN (DELSA).”³² This project to connect the AHA Centre and each NDMO is supported by Japanese ODA. The implementation plan also calls on the two sides to “contribute to the successful outcome of the Third World Conference on Disaster Risk Reduction in 2015.” These commitments were reconfirmed at the November 2014 ASEAN-Japan Summit, where Prime Minister Abe noted that approximately ¥60 billion of the amount committed for “ASEAN-Japan Disaster Management Cooperation” the previous year had already been implemented, while about 250 individuals had been trained.³³

Sentinel Asia, a disaster-mitigation initiative of the Japan Aerospace Exploration Agency in cooperation with the Asia-Pacific Regional Space Agency Forum and ADRC,³⁴ was the first project to share satellite information. It was initially advocated in 2005, and today 20 member countries (51 organizations) and 8 international organizations participate. The objective of Sentinel Asia is to promote cooperation to collect and share disaster information from earth observation satellites, covering typhoons, floods, earthquakes, tsunamis, volcanic eruptions, and wildfires. In phase three of the initiative, which began in 2013, Sentinel Asia aims to “establish a comprehensive, operational and enduring disaster management support system in the Asia-Pacific region,” especially through “utilizing many and varied satellites, such as earth observation, communication and navigation satellites,” and “better covering the entire disaster management cycle: the mitigation/preparedness phase and recovery phase as well as response phase.”³⁵

In addition, Japan's new meteorological satellites, Himawari Eight (launched in October 2014) and Himawari Nine (scheduled to be launched in 2016) are equipped with enhanced capacity to monitor the environment, such as ocean surface temperature, sea ice distribution, and yellow sand, and to observe disaster-related surface weather, such as typhoons and concentrated downpours.³⁶ And complementing that, JICA has started a training program on capacity development for immediate access and effective utilization of satellite information for disaster management, including utilization of satellite data for flood analysis, for representatives from each ASEAN NDMO.³⁷ Furthermore, in the Implementation Plan of the Vision Statement on ASEAN-Japan Friendship Cooperation, further discussion on the Quasi-Zenith Satellite System was also promised.

Other networking technology has also been sought to enhance disaster management connectivity. In Indonesia, a one-segment broadcasting system with a solar power generation system has been utilized to transfer disaster-related information to rural communities where no electricity is available. In addition, a new project using digital terrestrial broadcasting is being explored to establish an early warning system on natural disasters.

For the AHA Centre, Japan has also provided an initial US\$12 million to assist with the ASEAN emergency disaster/crisis response logistic system.³⁸ First of all, the AHA Centre, aiming at being a first responder for ASEAN, has prepared an emergency stockpile located at the UN's Humanitarian Response Depot (UNHRD) in Subang, Malaysia. Stockpiles and additional resources from the private sector will be delivered to affected areas through a prearranged transportation system. It is significant for ASEAN to have its own response stockpile. Aid from Japan supports this system both through stockpile supplies and human capacity building. Second, from 2014, two government officials from each ASEAN member are being trained for six months at the AHA Centre and in Japan for disaster management under its new AHA Centre Executive Programme.

Japan's bilateral ODA has been increased for disaster management. The projects cover everything from flood management to bridge and road construction, to capacity building for disaster risk reduction planning and observation. Cambodia, Indonesia, the Philippines, and Vietnam are the major recipients of this assistance.

The Self-Defense Forces and Disaster Relief

In addition to the provision of bilateral and multilateral ODA, including the transfer of technology and information, Japan has contributed to Asian

nations on disaster management through the dispatch of Japan disaster relief teams (JDR teams), composed of civilians and, when necessary, units from the SDF. The joint statement issued at the 2013 ASEAN-Japan Commemorative Summit confirmed Japan's interest in defense cooperation on disaster management, stating, "ASEAN welcomed Japan's interest in this area of cooperation and noted its offer to host an informal meeting between ASEAN and Japan involving ministers in charge of defense matters to discuss this issue and other non-traditional security challenges."³⁹ In 2014, Japan assumed the responsibility of co-chair of the ADMM-Plus Expert Working Group on HA/DR together with Laos.⁴⁰

Since the end of the Cold War, international cooperation by the SDF with other militaries on disaster relief has gradually gained momentum since it is unlikely to be criticized. The series of massive disasters that have occurred in the region in recent decades has given such efforts a sense of urgency. In addition, it is also noteworthy that disaster relief cooperation is easily established regardless of the general political atmosphere, and contributes to promoting positive sentiments on both sides.

The SDF has a substantial amount of its own assets for disaster management, with experience in HA/DR, military medicine, and peacekeeping operations. Its helicopter destroyers (DDH Hyuga Class and Izumo Class destroyers) are designed for multiple functions, including disaster relief. In addition to their function of carrying cargo and medicine, the ships feature large rooms for civil-military coordination.

Based on its experience with Typhoon Haiyan, at which time it dispatched a JDR team and about 1,200 SDF officers, MOFA pointed out that regular peacetime dialogues among JDR civilian teams, the SDF, other foreign civil and military teams, and the UN serve to facilitate closer contact and coordination during an emergency. The same document further emphasized the usefulness of the OCHA International Search and Rescue Advisory Group's field training exercises and table-top exercises, as well as the ARF Disaster Relief Exercises.⁴¹

The SDF has been endeavoring to develop capacity through its own bilateral and multilateral frameworks. The Multinational Cooperation Program in the Asia-Pacific (MCAP), for example, an annual event held by the Ground Self-Defense Forces (GSDF) that stresses the importance of civil-military coordination efforts even during peacetime, drew participants from 25 countries and about 10 NGOs to its 2013 meeting.

The GSDF's Tohoku headquarters also held Michinoku Alert 2014, which was convened with participation from local governments, the private sector, and media and took the form of a disaster relief command post and field training exercise. On August 2015, the GSDF held another

exercise called Northern Rescue, with participation from the US Armed Forces and the Australian Defence Force. The uniqueness of these exercises was the participation of people from many sectors, and the lessons they provided, coupled with those from the Great East Japan Earthquake, are expected to also be useful for international capacity development. Observers were initially to be invited, but for the Northern Rescue exercise, there were no foreign military observers other than those from the participating nations.

Similar capacity-building efforts have been provided for East Timor. From 2012, the SDF started training automobile mechanics in that nation for the purpose of developing their HA/DR capacity. And as part of the Australian-led Exercise Long Reach 2013, a GSDF colonel delivered a lecture on the lessons from the Great East Japan Earthquake.

The Japanese SDF is thus taking on a more prominent role in disaster relief in Asia Pacific through bilateral and multilateral cooperation. No one disaster experience or single multilateral platform, however, can fit all. In this vast area of the Asia Pacific, there are many variations of potential disasters, which will require different combinations of amphibious, naval, air, and surveillance forces. Moreover, even though Asia Pacific nations, compared to those in other regions, tend to accept the necessity of the massive use of military assets for disaster relief, sensitivities to such operations still exist. Hence, it is essential to avoid a politicized image of civil-military activities for disaster relief. Inclusive and functional mechanisms would soften such an image, and further study is required to ensure a smooth process from the usage of military assets to the reconstruction phase.

RECOMMENDATIONS

Based on the above discussion, the following recommendations offer areas where ASEAN-Japan cooperation could usefully be initiated or strengthened.⁴²

AHA Centre

1. Japan and ASEAN should review the functions of the AHA Centre in light of the experience with Typhoon Haiyan in terms of the provision of emergency stocks and coordination among governmental and non-governmental actors.
2. Japan and ASEAN should smoothly manage the second phase of the AHA Centre's ICT project and provide ICT support for disaster management agencies in Cambodia, Laos, and Myanmar. They should also discuss the

necessity of a continuity plan for the AHA Centre in case the center itself is struck by a disaster.

3. The AHA Centre should receive more support for its communications with member states and foreign militaries.

Civil-Military Cooperation

4. In general, Japan and ASEAN should seek ways to make optimal use of their military assets because the natural disasters in Asia Pacific tend to involve quite a large number of people suffering from a loss of shelter, food, and clothing, and a loss of effective governance.
5. During their informal defense ministers meetings, Japan and ASEAN should discuss further efforts on military training for disaster management that involves civilian-sector representatives from international organizations and NGOs. They should also review the disaster relief mechanisms for transportation, search and rescue, and medical cooperation.
6. As noted above, the GSDF has been conducting a series of disaster relief exercises in Tohoku known as Michinoku Alert in cooperation with local governments, corporations, the media, and hospitals, and a similar exercise was held in Hokkaido in 2015. These types of exercises present an excellent opportunity to invite observers from the ADMM-Plus countries, and their participation should be actively encouraged in the future. The GSDF has also held the MCAP since 2002 and has added participants from international organizations and domestic and international NGOs. MCAP should play a role in developing guidelines and plans for civil-military collaboration.
7. The finalizing of the Asia-Pacific Regional Guidelines for the Use of Foreign Military Assets in Natural Disaster Response Operations (APC-MADRO), led by the efforts of OCHA, is a welcome step. It is crucial to encourage a broad understanding of these guidelines throughout the region, and Japan and ASEAN must share the responsibility in this effort.
8. The SDF experience in Japan's disasters, including the multiple disasters entailed in the Great East Japan Earthquake, should be widely shared. The know-how gained in terms of protecting citizens and providing crucial early-stage support to sustain people's lives offer good examples. Educational exchanges among officials from the SDF and ASEAN militaries should be enhanced to achieve a basis for the standardization of operations and better communication in a crisis.
9. Japan and ASEAN, along with other ADMM-Plus members, should consider the necessity of discussing a rapid disaster response agreement that would provide a better legal foundation for the operations of foreign militaries when providing disaster relief. Also, it would be desirable for Japan

and ASEAN to seek better ways to ensure the protection of forces engaged in disaster relief, including through the provision of necessary intelligence.

Development

10. Japan and ASEAN should explore ways to smooth the transition from disaster recovery to development, since many of the most heavily affected areas are apt to be those that are less developed. For this, Japan and ASEAN should promote regional academic studies that can inform that process. It is also necessary that when foreign militaries withdraw from an affected area, they maintain contact with development agencies and organizations during the transition phase.

Food Reserve

11. Japan should establish a medical and food (rice) supply network with ASEAN. When Typhoon Haiyan struck, the ASEAN Plus Three Emergency Rice Reserve was activated, and this experience should be reviewed with an eye to future arrangements.

Finance

12. Japan should consider establishing a fund aimed at providing loans for speedy reconstruction financing. This fund should coordinate its functions with the equivalent programs of the Asian Development Bank and the World Bank.

Infrastructure

13. The Japanese government should assist ASEAN countries in developing more resilient infrastructure against disasters including typhoons, storm surges, earthquakes, tsunami, volcanic eruptions, and landslides.
14. Japan should assist in disaster risk reduction through the provision of ICT, support for early warning and surveillance systems, and human resource development in central and local governments.

Nongovernmental Organizations

15. Japan and ASEAN should facilitate the networking of HA/DR-related civil society organizations. The 3rd World Conference on Disaster Risk Reduction, held in 2015 in Japan, provided one such opportunity to develop the network among Asian NGOs, and similar opportunities should be explored in the future.
16. The Asia Pacific Alliance and other efforts should help in the capacity development of NGOs through the sharing of experiences and education on the commitment to international guidelines.

Space and Broadcasting Technology

17. Japan and ASEAN should help promote the phase three activities of Sentinel Asia to complete the comprehensive mechanism for utilizing satellite information for disaster management and relief activities.
18. Japan and ASEAN should also seek ways to utilize the data from Japanese meteorological satellites Himawari Eight and Himawari Nine, which have enhanced capacity to monitor the earth's environment and disaster-related surface weather, to improve the Japan-ASEAN disaster management network.

NOTES

1. In writing this article, the author conducted separate interviews with Japanese government officials and NGO representatives on humanitarian assistance schemes, civil-military relations, Japan's contributions to ASEAN, and defense diplomacy and drills, all in the context of disaster management and risk reduction. The author also served as the co-principal investigator for the Japan-US Alliance and Disaster Relief project with the National Bureau of Asian Research. See Thomas Fargo, Noboru Yamaguchi, Ryo Sahashi, Kei Koga, and Alison Szalwinski, *Special Report 52: Preparing for Future Disasters: Strategic Assistance and the U.S.-Japan Alliance* (Seattle, WA: National Bureau of Asian Research, 2015).
2. Adilet Sekimov, "Comparative Study of Disaster Management of Japan and Kyrgyz Republic" (final research paper for the Asian Disaster Reduction Center, November 19, 2012), http://www.adrc.asia/aboutus/vrdata/finalreport/2012A_KGZ_fr.pdf.
3. Yukie Osa, "The Growing Role of NGOs in Disaster Relief and Humanitarian Assistance in East Asia," in *A Growing Force: Civil Society's Role in Asian Regional Security*, ed. Rizal Sukma and James Gannon (Tokyo and NY: Japan Center for International Exchange, 2013), 66–89.
4. Osa, "The Growing Role of NGOs," 67.
5. OCHA ROAP, *Disaster Response in Asia and the Pacific—A Guide to International Tools and Services* (Bangkok: OCHA ROAP, 2013), 8.
6. International Committee of the Red Cross, "Mandate and Mission," <http://www.icrc.org/eng/who-we-are/mandate/index.jsp>.
7. OCHA ROAP, *Disaster Response in Asia and the Pacific*, 8.
8. Osa, "The Growing Role of NGOs," 67.
9. United Nations, "A/RES/46/182, 78th Plenary Meeting, 19 December 1991," <http://www.un.org/documents/ga/res/46/a46r182.htm>.
10. The Asian Disaster Preparedness Center in Bangkok was founded in 1986 and also aims to promote disaster awareness and management capacity with wide participation from regional governments.
11. Asian Disaster Reduction and Response Network member NGOs include organizations in Afghanistan, Bangladesh, India, Maldives, Nepal, Pakistan, and Sri Lanka in addition to Asia Pacific nations.

12. Asia Pacific Alliance for Disaster Management, “Charter of the Asia Pacific Alliance for Disaster Management,” <http://apadm.org/common/pdf/chapter.pdf>.
13. As of May 2015. The list of signatories to the Code of Conduct is available on the International Federation of Red Cross and Red Crescent Societies website, <http://www.ifrc.org/en/publications-and-reports/code-of-conduct/signatories-of-the-code-of-conduct/>. The breakdown in this report was calculated by the author based upon this list as of November 1, 2015.
14. Osa, “The Growing Role of NGOs,” 73. All NGOs are required to sign the Code of Conduct when they become members of Japan Platform.
15. For a US perspective, see James L. Schoff, *Tools for Trilateralism: Improving U.S.-Japan-Korea Cooperation to Manage Complex Contingencies* (Boston: Institute For Foreign Policy Analysis, 2005). Other lessons from the cases of US DOD operations in Asian disasters are analyzed in Jennifer D. P. Moroney, et al., *Lessons from Department of Defense Disaster Relief Efforts in the Asia Pacific* (Santa Monica: RAND Corporations, 2013).
16. Jon Bennett, et al., *Coordination of International Humanitarian Assistance in Tsunami-Affected Countries* (London: Tsunami Evaluation Coalition, July 2006), 46.
17. Sharon Wiharta, et al., *The Effectiveness of Foreign Military Assets in Natural Disaster Response* (Stockholm: Stockholm International Peace Research Institute, 2008), 48. Case studies include the floods and cyclones in Mozambique (2000), the floods and tropical storm Jeanne in Haiti (2004), the Indian Ocean earthquake and tsunami on Aceh (2004), and the Pakistan earthquake (2005).
18. Wiharta, et. al., *The Effectiveness of Foreign Military Assets*, 48–50. This SIPRI report raises the question of the military asset as the last resort. It argues that there needs to be clarity on the question of “whether the emphasis should be on the assets’ unique availability (i.e., the ability to deploy before an equivalent civilian asset) or on unique capability.”
19. Interview by author with Mr. Kensuke Onishi, chairman and founder of Civic Force, in Washington DC, September 12, 2013.
20. Wiharta, et. al., *The Effectiveness of Foreign Military Assets*, 49. The report notes the problem of the Register of Military, Civil Defence and Civil Protection Assets (MCDA Register) maintained by OCHA, stating, “The contributing countries prefer to channel military assets to the affected country bilaterally or, to a lesser extent, through standby agreements with some of the UN agencies rather than OCHA’s MCDA Register... OCHA needs to review its operations and consider how it can better fulfill its coordination mandate.”
21. Tomoya Ueno, “Self-Defense Forces and Civil-Military Relationship in International Humanitarian Assistance,” *International Security* 38, no. 4 (2014): 76–89. [In Japanese]
22. Interview by author with an anonymous director-level official, Japan Ministry of Foreign Affairs (MOFA), January 2014.
23. The lesson is adopted from MOFA, “Typhoon Haiyan Japan’s Disaster Response Lessons Learned, Perspectives on Japan Overseas Aid” (presented at Japan-US-Philippines Civil-Military Disaster Preparedness Workshop: Lessons Learned from Typhoon Haiyan, Tokyo, January 22–23, 2014), <http://peacewindsamerica.org/readiness/civil-military-initiative/january-disaster-preparedness-workshop/>.
24. Stacey White, “Disaster Management in Asia: the Promise of Regional Architecture,” in *Asia’s Response to Climate Change and Natural Disasters Implications for an Evolving*

- Regional Architecture* (Washington DC: Center for International and Strategic Studies, 2010), 79–84.
25. Mika Yamamoto, “Lessons from Sumatra Should Be Applied to Haiti,” *JCAS Review* 11, no. 2: 62–76. [In Japanese]
 26. Megumi Kuwana, “From Emergency Humanitarian Assistance to Developmental Assistance,” in *A New Approach to International Cooperation*, ed. Mitsuru Yamada (Tokyo: Akashi Shoten, 2010), 175–208. [In Japanese]
 27. MOFA, *Japan’s Official Development Assistance White Paper 2012: Japan’s International Cooperation*, Tokyo, 2012.
 28. Ibid.
 29. Ibid.
 30. Joint Declaration for Enhancing ASEAN-Japan Strategic Partnership for Prospering Together (November 18, 2011), <http://www.asean.org/archive/documents/19th%20summit/JP-JD.pdf>.
 31. Mission of Japan to ASEAN, “Ambassador Aiboshi’s Visit to AHA Centre and Attendance of the Memorial Event for Great East Japan Earthquake,” http://www.asean.emb-japan.go.jp/release/release14_20.html.
 32. Implementation Plan of the Vision Statement on ASEAN-Japan Friendship and Cooperation (ASEAN-Japan Commemorative Summit Meeting, December 2013, Tokyo), <http://www.mofa.go.jp/files/000022447.pdf>.
 33. MOFA, “17th ASEAN-Japan Summit Meeting,” http://www.mofa.go.jp/a_o/rp/page3e_000260.html.
 34. Japan Aerospace Exploration Agency, “Sentinel Asia,” http://www.jaxa.jp/article/special/sentinel_asia/index_e.html.
 35. Asia Pacific Regional Space Agency Forum (APRSF), “APRSF 20- Concept Paper,” http://www.aprsf.org/annual_meetings/aprsaf20/pdf/initiatives/Sentinel_Asia_proposed_outline.pdf.
 36. Japan Meteorological Agency, “Outline of Himawari Eight and Nine Project,” <http://www8.cao.go.jp/space/committee/yusou-dai3/siryou2-5.pdf>. [In Japanese]
 37. Takaaki Abe, “JICA Report on Training FY2013: Training Program on Capacity Development for Immediate Access and Effective Utilization of Satellite Information for Disaster Management, Component 1: Utilization of Satellite Data for Flood Analysis,” <http://thesis.ceri.go.jp/center/doc/geppou/kasen/00160991001.pdf>.
 38. Mission of Japan to ASEAN, “Ambassador Aiboshi’s Visit to AHA Centre.”
 39. “Hand in Hand, Facing Regional and Global Challenges” (joint statement of the ASEAN-Japan Commemorative Summit, December 14, 2013), <http://www.asean.org/news/asean-statement-communiques/item/hand-in-hand-facing-regional-and-global-challenges>.
 40. From 2012 to 2013, Japan was the co-chair of the Military Medicine EWG.
 41. MOFA, “Typhoon Haiyan Japan’s Disaster Response Lessons Learned.”
 42. It should be noted that since this paper was submitted, Japan has undertaken a number of initiatives as part of its “disaster relief diplomacy,” including the hosting in 2015 of the 3rd World Conference on Disaster Risk Reduction.