

# International Peace & Security Symposium 2013

## Civil-Military Coordination in Relief of Large-scale Natural Disasters

Friday, 6 December, 2013

**BELLESALLE Shinjuku Ground Conference Center**  
(Sumitomo-Fudosan Shinjuku Tower 5F Room A·B·C)

**Japan Peacekeeping Training and Research Center**  
**Joint Staff College**

**The views expressed at the Symposium and in this publication are those of the participants, and do not necessarily represent the views of their Organizations.**

## Welcoming Remarks

Vice Admiral Toshiyuki ITO  
Commandant, Joint Staff College,  
Ministry of Defense



This “International Peace & Security Symposium” aims to share the challenges and opportunities of international peace and security by deepening the mutual understanding among Ministry of Defense or Self-Defense Forces, other government agencies, nongovernment bodies, and academia, in order to improve Japan’s contribution to international peace and security.

To this end, we have invited distinguished experts to the Symposium for insightful speeches and discussions. We believe discussions with experts from diverse fields will foster a profound outlook on the current and future activities for international peace and security.

In this year’s Symposium, our theme is “Civil-Military Coordination in Relief of Large-scale Natural Disasters.”

It is obvious that disaster relief operations are indispensable efforts of the international community as we saw last month in the Philippines.

However, disaster relief operations have various challenges. The framework for humanitarian assistance depends on if the government of affected country is willing to accept. In the case of the Philippines, military troops and private organizations from several countries have been dispatched to the affected area. But, in past cases, some countries have not accepted foreign aid, especially aid by military troops.

Moreover, even after deploying to the disaster-hit country, there is a problem of coordinating the various agencies. Our focus is on “civil-military coordination” in the disaster relief operations, because the functions unique to the military troops such as mobility, transportation, information gathering etc. are critical capabilities.

Although there is a guideline that military aid is a last resort, a viewpoint of effective use of the military may be meaningful for the original aim of disaster relief.

I would appreciate if we can contribute to the disaster relief operations and related studies through the keynote speech by Lieutenant General Rainer Korff, expert on international assistance and flexible civil-military coordination, followed by panel discussion among distinguished experts with various view points on civil-military coordination.

## Preface

It is a great honor and pleasure for all members of the Joint Staff College (JSC) to welcome you to the “International Peace and Security Symposium 2013”, hosted by Japan Peacekeeping Training and Research Center (JPC) under JSC. The JSC and JPC would also like to take this opportunity to express our heart-felt thanks to all of you for your great support given to us since the establishment of JPC in March 2010.

In recent years, massive earthquakes caused great disasters in many areas of the world such as ones occurred in the Indian Ocean in 2004, in Haiti in 2010 and in eastern Japan in 2011.

In addition, recent meteorological disasters, such as heavy rains and typhoons, caused greater damage and occurred more frequently than before because of the global warming. It is still fresh in our memory that we had serious disasters caused by heavy rains and big typhoons in Japan this year and by the super typhoon Haiyan in Leyte Island, the Philippines, last month.

Since the enactment of the International Disaster Relief Law in 1987, Japan has engaged in international disaster relief activities in response to request from affected countries. In 1992, the International Disaster Relief Law was amended to allow the Self Defense Forces to participate in international disaster relief operations in the area of medical support, transportation for relief goods and so on.

Recent international disaster relief operations have expanded in both scale and range as damage of natural disasters became devastating. Moreover, in many cases, assistance by foreign military are required as well as international organizations and NGOs due to enormous humanitarian needs that have to be met immediately. In today’s international disaster relief, effective operations are impossible unless these actors work together in cooperative manner.

In this year’s symposium, we will focus on disaster relief with the theme of “Civil-Military Coordination in Relief of Large-scale Natural Disasters.” To discuss this from various points of view of the United Nations, military on the field, humanitarian assistance organizations and academics, we invite Lieutenant General Rainer Korff from German Army, Mr. Kensuke Onishi from Civic Force, Ms. Kae Yanagisawa from

Japan International Cooperation Agency (JICA), Mr. Hugues Robert-Nicoud from Médecins Sans Frontières (MSF) and Mr. Masaki Watabe from the United Nations Office for the Coordination of Humanitarian Affairs (OCHA). And we also invite Prof. Toshiya Hoshino from Osaka University as the moderator in the panel discussion. Prof. Hoshino will give the concluding lecture and round up all aspects of presentations and discussions at the end of the symposium.

We would like to give our sincere thanks for your participation in this symposium.

6 December 2013

Organizing Committee Chair; MG Naohisa FUKASE  
Program Committee Chair; COL Fumiyuki KOBASHI  
Editorial Committee Chair; CAPT(Navy) Hideki HAYASHI

## Program

### “Civil-Military Coordination in Relief of Large-scale Natural Disasters”

- 10:00—10:35    Opening Remarks:  
                  Vice Admiral Toshiyuki ITO  
                  (Commandant, Joint Staff College, Ministry of Defense)
- 10:45—12:00    Keynote Speech:  
                  Lieutenant General Rainer KORFF (German Army)
- 13:30—15:10    Panel Discussion  
                  Moderator:  
                  Prof. Toshiya HOSHINO (Osaka University)  
                  Panelists:  
                  Mr. Hugues Robert-Nicoud  
                          (Médecins Sans Frontières(Doctors Without Borders))  
                  Mr. Kensuke ONISHI  
                          (Civic Force/ Peace Winds Japan )  
                  Ms. Kae YANAGISAWA  
                          (Japan International Cooperation Agency)  
                  Mr. Masaki WATABE (Kobe Office, UN OCHA)
- 15:30—16:00    Concluding Lecture:  
                  Prof. Toshiya HOSHINO (Osaka University)
- 16:00—16:20    Closing Remarks:  
                  Vice Admiral Toshiyuki ITO  
                  (Commandant, Joint Staff College, Ministry of Defense)

**Lieutenant General Rainer KORFF,  
German Army**



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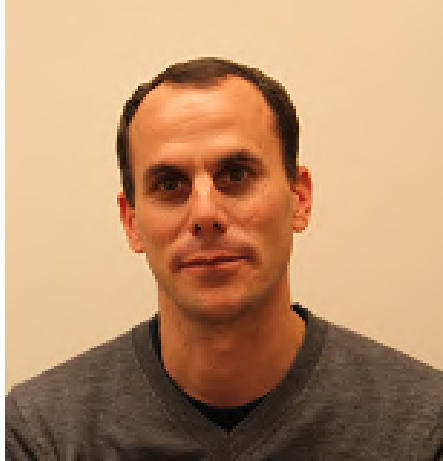
**Commander, DEU Elements MN Corps/  
Basic Military Organization at the German Army Headquarters**

Career Background :

- 1973 Air Defense Battalion 2, (Kassel)  
Officer Training, Army Air Defense Corps
- 1975 Platoon Leader, Air Defense Battalion 3/  
Air Defense Regiment 3 (Hamburg)
- 1979 S-2 Officer, Air Defense Regiment 3 (Hamburg)
- 1980 Battery Commander, 4<sup>th</sup>/Air Defense Regiment 11 (Achim/Bremen)
- 1985 Student, 28<sup>th</sup> Army Command and General Staff Officer Course,  
Command and Staff College (Hamburg)
- 1987 Assistant Branch Chief, Federal Ministry of the Defense  
(Personnel Management of General Staff Officers) (Bonn)
- 1989 Chief of Staff/ACOS G3, Armored Brigade 2 (Braunschweig)
- 1992 Assistant Chief of Staff/G1,  
4<sup>th</sup> Mechanized Infantry Division/ Air Mobile Command (Regensburg)
- 1993 Commander, Armored Air Defense Gun Regiment 11 (Achim/Bremen)
- 1995 Assistant Branch Chief, Federal Ministry of the Defense (Bonn)  
(Personnel Management of General Staff Officers and Army Colonels)
- 1998 Course Director/Lecturer in Command and Control  
40<sup>th</sup> Army Command and General Staff Officer Course  
Command and Staff College (Hamburg)
- 1999 Assistant Branch Chief, Federal Ministry of the Defense  
(Personnel Management of General Staff Officers/Line Officers  
-Army Colonels and Generals) (Bonn)
- 2001 Commander, Armored Brigade 18 "Holstein" (Neumünster/Boostedt)
- 2005 Chief, Army Enlisted Personnel Office/  
Bunderswehr Enlisted Personnel Office,  
(Personnel Management of NCOs) (Cologne)
- 2009 Commander, Multinational Corps Northeast (Stettin/Poland)
- 2013 Commander, DEU Elements Multinational Corps/ (Bonn/Strausberg)  
Basic Military Organization at the German Army Headquarters



## **Hugues Robert-Nicoud**



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**Hugues Robert-Nicoud**  
**Programme Manager- Emergency Cell**  
**Médecins Sans Frontières (MSF)**

**Hugues Robert-Nicoud** is Programme Manager for Emergency Cell, currently in charge of managing a team of 40 expatriates responding to the recent cyclone in the Philippines which is actively working in Panay Islands.

Hugues has been working with MSF since 1997 in various locations in Africa, Asia and Central America as Emergency Co-ordinator or Head of Mission. In particular, he has a wide range of experience in natural disaster response management both in the field and at Headquarters and dealt with Bam earthquake (2004); Sri Lanka tsunami (2005), Pakistan earthquake (2005), floods in Mozambique and Mexico (2007), Cyclone Nargis in Myanmar (2008), and floods in Sri Lanka (2010).

He studied architecture at the EIG Geneva, then specialised in water & sanitation in emergencies at the University of Neuchâtel. He has also completed a course in humanitarian assistance at Fordham University in New York.

As of 29 November 2013

## Kensuke ONISHI



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**CEO, Peace Winds Japan**  
**Chairperson, Civic Force**  
**Director, Japan Platform**  
**CEO, Asia Pacific Alliance for Disaster Management**

The Chief Executive Officer of Peace Winds Japan (PWJ), one of the largest Non-Governmental Organizations in Japan. Established in 1996, PWJ has conducted relief activities in over 15 countries. Throughout his career, Mr. Onishi has sought to develop partnerships between NGOs/NPOs and private corporations as a part of his goal to develop civil society in Japan. He also took a leading role in founding “Japan Platform,” an innovative mechanism in which members of various sectors of society cooperate to provide humanitarian aid. He is currently a board member. In 2009, Mr. Onishi established Civic Force, an organization that responds to large-scale natural disasters in Japan. It was established to promote more effective and prompt disaster relief by cooperating closely with NGOs, the business community and the government. Currently, Civic Force is providing relief services in the hardest-hit isolated areas of Northeast Japan, following the massive earthquake and tsunami on March 11. He is currently appointed as CEO of Asia Pacific Alliance, founded by 5 country representatives in Philippines, Indonesia, Sri-Lanka, Korea and Japan.

Mr. Onishi earned a BA from Sophia University in Tokyo and an MA from the Department of Peace Studies at Bradford University.

### **Professional Career:**

Apr. 2008-	Chairman, Civic Force
Nov. 2002-	Member of Board, Japan Platform
Aug. 2000 - Nov. 2002	Elected Chairperson, Japan Platform

Feb. 1996  
1994 - 1995

Established Peace Winds Japan, CEO  
Coordinator in Northern Iraq, The Foundation for Human  
Rights in Asia

**Education:**

M.A. International Politics and Security Studies, Department of Peace Studies,  
University of Bradford.

Postgraduate Diploma in Development Studies, School of Development Studies,  
University of East Anglia.

B.A. Department of Journalism, Faculty of Humanities Sophia University

## Dr. Toshiya HOSHINO



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**Professor and the Dean at Osaka School of International Public Policy (OSIPP),  
Osaka University.**

Dr. Toshiya Hoshino is presently a Professor and the Dean at Osaka School of International Public Policy (OSIPP), Osaka University. As for August 2011, He assumes the position of the Advisor to the President of Osaka University in charge of international affairs.

From August 2006 to August 2008, he served as a Minister-Counselor in charge of political affairs at the Permanent Mission of Japan to the United Nations (UN). At the UN, he was a principal advisor to the Chair of the UN Peacebuilding Commission (PBC) when Japan assumed its Chairmanship.

He graduated from Sophia University, Tokyo, completed a Master's at the University of Tokyo, and Doctorate (Ph.D.) from Osaka University.

His previous positions include: Senior Research Fellow at the Japan Institute of International Affairs (JIIA); Guest Scholar at the School of International and Public Affairs, Columbia University; Fellow at Stanford Japan Center, Stanford University; Visiting Fellow, Woodrow Wilson School, Princeton University; Visiting Fellow, the United States Institute for Peace (USIP); Vising Fellow, The University of Woolongong, Australia; Consultant to the United Nations University; and a Special Assistant (Political Affairs) at the Embassy of Japan to the United States.

Currently, he is serving as a board member of the United Nations Association of Japan, the Japan Association for UNHCR, the Japan Association for United Nations Studies, the Okinawa Peace Cooperation Center, respectively and a visiting professor at the Inner Mongolia University, China, as well as a member of International Advisory Panel of Experts of the Global Peace Index (GPI), among others.

He is a specialist in UN peace and security policies (conflict prevention, peacemaking, peacekeeping, and peacebuilding), human security and humanitarian issues, security in the Asia-Pacific region, and Japan-U.S. relations.

His recent publications include:

- (with Haruko Satoh) "Japan and an emerging approach to human security: a 'Tokyo consensus'?", David Walton, William T. Tow and Rikki Kersten (eds.) *New Approaches to Human Security in Asia* (Ashgate: forthcoming, 2012), pp.93-115.
- (with Weston Konishi) *U.S.-Japan Peacebuilding Cooperation: Roles and Recommendations toward a Whole-of-Alliance Approach* (Co-edited: Institute for Foreign Policy Analysis, 2012).
- (with Haruko Satoh) "Through the looking glass? China's rise as seen from Japan," *Journal of Asian Public Policy*, Vol.5 No.2 pp.181-198, 2012.
- Heiwakochiku Nyumon (Introduction to Peacebuilding) (Yuhikaku, 2012).
- "How We Can Share Hope with Africans," *Japan Echo*, No.9 (December-January 2011/2012).

Japan needs to provide support for South Sudan and Somalia

- *Nanbu Asia (Southern Asia)* (Minerva Shobo, 2011).
- *Regional Dynamics and Institution Building in East Asia* (co-authored, Kyung Hee University Press, Seoul, Korea, 2010).
- "Peacebuilding & Human Security in Fragile States," *Japan Spotlight*, Vol.28-No.6 (November/December 2009, Japan Economic Foundation).
- "Funsoyobo to Kokuren—Kokuren Heiwa-kochiku-iinkai no Katsudo wo chushintoshite (Conflict Prevention and the United Nations, with particular reference to the work of the UN Peacebuilding Commission)" in *Kokusai Kyoryoku Kenkyu (International Cooperation Studies)* Vol.24-No.1 (Japan International Cooperation Agency, 2008).
- "Global Governance, Japan and the United Nations" in Glenn D. Hook and Hugo Dobson, *Global Governance and Japan: The International Architecture* (Routledge, 2007).
- "The Peacebuilding Equation: Human Security and Rebuilding the Functions of Government" in *Gaiko Forum*, Vol.6 No.4 (Winter 2007).
- "Japan's Approach to Comprehensive Collective Security: The Current Policy and Practices and the Idea of 3-D Peacebuilding Strategy" in *Korean Journal of International Organizations*, Vol.1 No.1 (September 2006).
- "Beigun Saihen to Okinawa no Transufomeishon (The Restructuring of US Forces and Transformation of Okinawa)," *Sekai Shuho*, April 2005.
- "Japan in an East Asia Community," in Hoon and Morii eds., *Cooperation Experiences in Europe and Asia* (Tokyo, DESK, the University of Tokyo, 2004).
- *Nihon no Anzenhosho (Japan's Security)* (co-authored in Japanese) (Tokyo, Yuhikaku, 2004).
- *Nihon no Higashi-Ajia Koso (Japan's Conception for East Asia)* (co-authored in Japanese) (Tokyo, Keio University Press, 2004).

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As of October 31, 2013

## Kae YANAGISAWA



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**Director General, East and Central Asia and the Caucus Department, Japan  
International Cooperation Agency (JICA)  
Visiting lecturer, Meiji University**

Ms. Kae Yanagisawa was born in Nagano Prefecture. She earned Master of Arts in International Studies from the School of Advanced International Studies, Johns Hopkins University.

Working in JICA, her major tasks had been the development of country assistance strategies and the monitoring of projects in developing countries. In October 2009, she was appointed as Director of the Secretariat of the Japan Disaster Relief Team. Since then, she led the Secretariat in providing relief to disaster affected countries through material and personnel assistance. She also participated in a number of discussions among humanitarian actors including the UN, to strengthen partnership and coordination in relief operations. When the Great East Japan Earthquake and Tsunami occurred in 2011, she coordinated with OCHA and hosted the UN Disaster Assistance and Coordination Team that was deployed to Japan. Her duty continued until July 2012 when she assumed current post.

Based on the lessons learned in the Great East Japan EQ and Tsunami, she organized a group of like-minded people specialized in humanitarian assistance and is developing proposals to improve Japan's domestic disaster response.

### Publications

- “ 30 years of Japan's disaster relief team”, *Foreign Affairs, (Ministry of Foreign Affairs)*, Vol.7, pp.56-63, May 2011.

- “Humanitarian assistance from overseas – its operations and coordination”, *Saving lives – record of medical care in Minami-Sanriku-Cho*, (Health Shuppan), pp.138-143, 2012.
- “Coping with major disasters - experience of Japan and the world to promote international cooperation in disasters”, (Saiki Printing. Inc.), 2012.

## **Masaki WATABE**



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**Head, Kobe Office**

**United Nations Office for the Coordination of Humanitarian Affairs (OCHA)**

Prior to joining OCHA, Masaki Watabe worked for the Overseas Economic Cooperation Fund of Japan (now Japan International Cooperation Agency – JICA), the Office of the United Nations High Commissioner for Refugees (UNHCR), and the Office of the United Nations High Commissioner for Human Rights (OHCHR). Since May 2008, he covered complex emergencies in Sri Lanka and the Great East Japan Earthquake from OCHA’s Headquarters in New York. He is heading OCHA’s Kobe Office since January 2012. Co-translation: *New and Old Wars* (written by Mary Kaldor, published by Iwanami Shoten)



## **The Roles of Bundeswehr and NATO in Disaster Relief**

Lieutenant General Rainer KORFF

Natural disasters are tremendous events having devastating effects on our way of life. Despite our modern technology we are unable to control them. Well aware of this fact, Lieutenant General Rainer Korff will outline the role of the Bundeswehr in disaster relief operations in Germany and abroad.

Employment of the Bundeswehr for disaster relief started already more than 50 years ago: The North Sea flood of February 1962 which affected in particular the city of Hamburg was the first disaster relief operation of the Bundeswehr. More than 25,000 German soldiers were involved as well as NATO forces from Belgium, the Netherlands and the United Kingdom.

By the examples of the North Sea flood where the Bundeswehr was able to rescue more than 1,100 persons from mortal danger, the forest fire in the Lüneburg Heath in 1975 burning down more than 8,000 hectares of forest- moor-, and heathland, and the snow disaster in Schleswig-Holstein around the turn of the years 1978/79 which due to the extreme weather situation with storm and huge amounts of snow necessitated employment of the armed forces, Lieutenant General Rainer Korff will elucidate how the Bundeswehr together with authorities, relief organizations and the population counter all kinds of disasters in the Federal Republic of Germany.

By reference to the train disaster of Eschede in 1998 killing 101 people and the Elbe flood of 2002 he will also shine a light on the special constraints Germany is bound to in particular concerning armed forces employment in disaster relief operations.

In the second part of his presentation, Lieutenant General Rainer Korff will describe the response options of NATO and its allies within the context of international disaster relief operations.

By the example of the disastrous earthquake in Pakistan in 2005 with a death toll of more than 70,000 the consequences of which the Pakistani authorities were not able to master, he will look into the question as to the unique feature of NATO concerning disaster assistance.

He will highlight the significance of the Euro-Atlantic Disaster Response Coordination Centre (EADRCC) as a NATO agency in the context of disaster assistance, how disaster relief can work at NATO level, and which challenges it entails.

How can disaster relief operations proceed, who will provide forces, how will relief supplies be transported, and who will pay for the employment of international armed forces? The international community is facing great - not least financial - challenges.

## **Civil-Military Coordination in Relief of Large-scale Natural Disasters**

### **Abstract of presentation by Médecins Sans Frontières (MSF)**

Host governments have the foremost responsibilities of law and order in their own countries and as such have key responsibilities in these field are beyond the competencies of international agencies. In most countries MSF has operated to respond to natural disasters, national armed forces are one of the primary agencies in charge of dealing with immediate relief and rescue operations.

In the aftermath of the 3.11, the SDF immediately mobilized its massive resources and specialists, which any civilian organizations would not be able to deploy, and stayed in the affected areas for many months. National armed forces also have legitimacy in their own countries, as their troops are part of the same society and sometimes the same communities affected. However, this legitimacy is not automatic when they are deployed abroad.

MSF is in general very cautious when engaging with armed actors: we refuse to do so in context of complex emergencies, as armed forces have different agendas and objectives from those of humanitarian organizations.

Nevertheless, MSF recognizes that armed forces have capabilities and capacities beyond standard humanitarian organizations. At the same time, MSF believes that humanitarian organizations should be allowed to have access to affected areas at the same time. There are needs to maintain order and security, but life saving and relief needs must be put high on priorities, too. Humanitarian agencies, especially those undertaking life saving medical interventions, must have access to patients in early hours (cf Tacloban and Haiti) .

Natural disasters are often used as part of reinforcing policies of foreign governments (e.g.; winning hearts and minds). As a result, responses to natural disasters are not always designed to meet the real needs of the victims. The Philippines typhoon response is a good example. If a similar disaster occurs in a place without geopolitical interest, the international community would not have paid that level of attention. Proportionality in response is something that needs to be considered.

## Experience and challenge in response to large-scale disasters

Kensuke ONISHI

During the Niigata Chuetsu Earthquake of 2004 in Japan, Peace Winds Japan has operated a shelter project in cooperation with the AEON group, Japanese major supermarkets as our first domestic disaster relief operation. We faced two major challenges. The first challenge was lack of coordination in advance with local government agencies, and the second challenge was lack of mechanism to cooperate with corporate sector.

Based on this experience, Civic Force was established as an organization responsible for coordinating activities between the various sectors including governments and companies. By each sector's pooling funds, human resources, materials, and information with cooperation on an equal footing, Civic Force aims at enabling more speedy and effective emergency assistance. In addition, Civic Force has explored the possibility of cooperation with U.S. forces and the Self-Defense Forces. Civic Force's participation in *Pacific Partnership 2010* was one step.

In the course of preparing ourselves for domestic disaster response, the Great East Japan Earthquake occurred. Civic Force and Peace Winds Japan started field assessments by helicopters from the next day of the earthquake on the basis of prior agreement with a helicopter company. Then, 380 tons of relief supplies were delivered to the affected areas of the Sanriku coast with logistic assistance of private transportation companies. Among other assistance, we helped restart of operations of ferry boats for residents on Oshima island, off Kesenuma, Miyagi Prefecture.

Through the experience of the Great East Japan Earthquake, we saw the new challenges. The emergency disaster response headquarters, which were led by the central and local government, did not have satisfactory disaster response plan. They also did not have any plan to coordinate with private organizations like us in terms of providing assistance for people who suffered from the earthquake. Furthermore, when the U.S. troops rushed to provide assistance, the emergency disaster response headquarters and even the Self-Defense Forces could not do necessary information sharing and coordination because of their lack of sufficient English communication

skills. If NGOs with high English communication skills play a role in coordination in future disaster responses, the cooperation between the public and private sectors as well as between Japan and the United States could go more smoothly.

Now, turning to the Asia-Pacific region, we have been trying to build a disaster response system within the region. Asia is a disaster-prone area in the world. Many of the victims of disaster are concentrated in the region. Thus, the "Asia Pacific Alliance for Disaster Management" (<http://apadm.org>) was established in the autumn of 2012. This is a regional alliance that facilitates mutual cooperation among platforms which consist of government, business sectors and NGOs within the country in the Asia-Pacific region. Founder countries are Japan, South Korea, Indonesia, Philippines and Sri Lanka. Its headquarters is initially located in Japan with aim of operating as a new international organization.

“Asia Pacific Alliance for Disaster Management” is currently operating as a private organization, but it has desire to explore the possibility of cooperation with military in terms of transportation of goods and personnel, use of hospital ships and so forth in the future. Civil-military cooperation was one of the challenges in humanitarian assistance. And a large-scale disaster response is the theme of looking to advance the cooperation.

## **Civil-Military Coordination in Disaster Relief**

### **– From the Perspective of the Implementation Agency of the Japanese Government –**

Kae Yanagisawa, Japan International Cooperation Agency

#### **1. An overview of international disaster relief by the Government of Japan**

- It started in 1979 in response to the outflow of refugees from Cambodia. Current structure was established through several modifications.
- It is extended through three channels; direct assistance, through UN and international organizations, and through financial support to Japanese NGOs. Direct assistance of the GOJ comprises relief personnel, goods and finance.
- Relief personnel are deployed in line with a specific law. The law stipulates that deployment should be based on the request of the affected country or the appeal of international organizations. (The legislation was made before the UNGA resolution 46/182)

#### **2. Experiences in civil-military coordination in the past disaster relief**

- The decision of deploying the JSDF is made through consultations between the Ministers of Foreign Affairs and Defense. After a decision is made, the Minister of Defense has sole authority of ordering mobilization and the forms of operations of the JSDF. Organizations and mechanisms for civil-military coordination inside Japanese Government are yet to be established.
- In actual disaster cases, coordination between GOJ's civilian relief teams and the JSDF has so far been made on an ad-hoc basis. There were cases of joint needs assessment, transport of civilian relief teams by the JSDF and transfer of medical assistance from civilian to the JSDF medical teams.
- GOJ's civilian relief teams have at times been provided force protection by foreign militaries when security situations in affected areas were not favorable.

#### **3. Some observations on the use of foreign militaries and civil-military coordination**

- Excessive expectation towards the JSDF does exist among Japanese politicians, the media and the general public. This expectation has been formed through recent major disasters including the Hanshin-Awaji Earthquake and the East-Japan Earthquake and Tsunamis in which the JSDF played remarkable roles. However, overemphasis on the role of the JSDF may lead to the underestimation of the capabilities of civilian relief experts.
- It is not uncommon that civilian relief workers have distrust of militaries, and this distrust tends to be amplified as the role of militaries is played up. Civilians may feel that the militaries are competitors, rather than partners. The lack of mutual understanding between civilians and militaries on the

capabilities and functions of each other, and the differences in organizational culture are major impediments of civil-military collaboration.

- In fact, common understanding on the use of foreign militaries in disaster relief has not been developed in international community. The “Oslo Guidelines” articulate the role of militaries in cases where they support the relief operations of the UN but not necessarily in other cases. There are variations of interpretation of what role foreign militaries should or should not play. The specific concept of the “last resort” may also have different implications; sequential, functional, etc.
- It seems civil-military coordination does not have a single format; there are variations in different disaster scenes, depending on the capacity of the affected states. In the floods of Pakistan in 2010, the host government and military played a leading role in coordinating foreign militaries. In the case of the earthquake in Haiti in the same year, the UN and foreign militaries coordinated with each other in the absence of the strong ownership of the host government. The question of whether militaries should present in cluster meetings does not have a single answer, too.

#### **4. In the world of intensifying disasters: how we can better respond?**

- As shown in the case of the Typhoon Haiyan that hit the Philippines, the magnitude of natural hazards is intensifying due to climate change and causing serious damages to countries vulnerable to disasters. Civilians and militaries should join forces to better cope with these situations.
- Firstly, civilians and militaries should interact with each other in peace time and deepen understanding on the capabilities and culture of each side. Human network developed through these exchanges can make a difference in disaster scenes.
- Secondly, international community should develop standardized technical guidelines for various aspects of relief operations (quick recovery of devastated infrastructure, logistics, disease surveillance, food distribution, water supply and sanitation, etc.) and disseminate them to both civilians and militaries. Civilians and militaries should not rely on their existing operation tools but continue to expand functions in accordance with their roles.
- Thirdly, relations with affected countries should be strengthened. Joint exercise among assisting countries, UN organizations and disaster prone countries organized in peace time will contribute to the smooth coordination and operations in actual disaster cases.
- Lastly, “education” of politicians and the media is necessary. In many cases militaries are deployed in expectation that the action would promote political and diplomatic relations with affected countries. However, it should also be

noted that militaries are one of the important inputs of humanitarian assistance that contribute to the relief of affected population.