



**MIC  
RAPID RECONNAISSANCE  
HANDBOOK  
FOR  
HUMANITARIAN/DISASTER  
RESPONSE**

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## **PREFACE**

The MIC Rapid Reconnaissance Handbook for Humanitarian/Disaster Response is published under the direction of the MIC Principals. It is a compilation of best practice general information on humanitarian/disaster reconnaissance fundamentals, methods, approaches, teams, planning, information management, basic assessment understanding of lifelines and critical facilities and lessons learned.

This handbook was developed by the MIC for commanders and staff at the strategic and higher operational levels as a reference tool for contingency and strategic/operational level reconnaissance planning in the event of or as a result of humanitarian/disaster relief. It was written with the assumption that national governmental decision making processes to commit military forces in support of such emergencies/crises have taken place and have been approved. It was also assumed that these types of operations would be undertaken within a permissive environment; that the host nation maintains law and order in the intended area of operations and that the host nation government has both the intent and capability to assist in the operation.

The concepts outlined in this handbook, as mentioned in the previous paragraph, are relevant to the strategic and operational levels of command in military operations other than war (MOOTW) and are applicable whether or not a lead nation has been identified or a coalition formed. In certain situations the approach in concepts within this handbook may not apply or may be modified to fit the circumstances of the emergency/crisis.

This is a living document that will change based on lessons learned from coalition and national operational experiences. Suggestions for amendments to this publication are to be sent to the Operations MIWG Secretary or the MIC Executive Secretariat at [mic.es@js.pentagon.mil](mailto:mic.es@js.pentagon.mil).

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## **SECTION 1 - INTRODUCTION**

### **What is Disaster Response?**

1.1 Disaster response is the sum total of actions taken by nations, non-governmental organizations (NGO) and international organizations (IO) in the face of a threat or occurrence of a disaster. These actions commence with the warning of an oncoming threatening event or with the event itself if it occurred without warning. Disaster response also includes aspects that may be in place prior to a disaster, i.e., the implementation of disaster plans and procedures. Response thus overlaps with disaster preparedness. The end of disaster response ostensibly comes with the completion of disaster rehabilitation programmes. Although the military plays a significant role in disaster response, civilian relief agencies will remain on the ground long after the military mandate has been met and forces have departed, ensuring that the rehabilitation programs are complete or well on their way to completion.

### **Scope of Natural Disaster Response**

1.2 Disaster response picks up where disaster preparedness leaves off. Nevertheless, response activities should be considered as inseparable from the planning for them. This means having preparedness plans in place, standing operating procedures developed, stockpiles identified, emergency facilities and their capacities lined up, and legal authorization and emergency funds to implement post disaster activities in place.

1.3 The first activity of a response program, however, will be the disaster warning. This may initiate military response planning and produce public announcements about what actions to take as final preparations and what to do immediately after the disaster has struck. In some cases, evacuation will be called for.

1.4 After the disaster has struck, response will continue with both civilian and military personnel conducting search and rescue for the victims and an immediate reconnaissance of the damages and needs. Further assessments will be made as the emergency passes and as more information becomes available.

1.5 Emergency recovery and long-term rehabilitation programs will be initiated in the various sectors of health, food, shelter, public services and facilities, and others. The implementation of these programs will require the operational support of communication and information flow, logistics and supplies and other resources. These programs will be linked to the long-term development of the community, either indirectly, or by design.

1.6 Lastly, but perhaps most importantly, military disaster response must include the integral involvement of the community population in the planning, and as disaster victims in the implementation of the response programs.

**Relationship of Response to Other Parts of the Disaster Continuum**

1.7 Disasters are now recognized as being one of the major contributors to underdevelopment. It has also been recognized that, if disaster response is mishandled, many years of development activities can be wiped out or the chances for further progress set back. Disasters can alter agricultural patterns, settlement patterns, patterns of migration, work habits, diets and even basic family structure. On the other hand, if the military response is well planned and takes a development approach in coordination with the host nation and other international response organizations, a disaster can provide opportunities for accelerating the pace of development, and allow for constructive changes to be made.

1.8 All disaster-related activities are divided into distinct stages. The length of time any one stage will last can vary greatly depending on the type of disaster and other factors. As well, the time periods of the stages are unlikely to be discrete and will often need to be undertaken concurrently, therefore requiring a flexible response. It is important that commanders and staff involved in disaster response recognize the different stages and the appropriate activities that occur in each.

1.9 In general, disaster response can be divided into three broad stages:

- a. Stage 1 – Immediate Life Saving Phase. Assessment, search and rescue, medical aid, delivery of water and emergency shelter;
- b. Stage 2 – Stabilisation Phase. Life preserving activities such as the ongoing delivery of food aid and the development of local capacity, assistance with water and sanitation, and the construction of emergency shelters; and
- c. Stage 3 – General Recovery Phase. Rehabilitation and reconstruction aimed at community self sufficiency and restoration of local/national governance.

**Definition of Reconnaissance**

1.10 NATO defines reconnaissance as: “A mission undertaken to obtain, by visual observation or other detection methods, information about the activities and resources of an enemy or potential enemy, or to secure data concerning the meteorological, hydrographic, or geographic characteristics of a particular area.” The overall purpose of a reconnaissance is to provide information and to make recommendations that will enable timely decisions for an appropriate response.

### **Definition of Assessment**

1.11 The term "disaster assessment" refers to the survey and information collection activities carried out to determine the effects of a disaster on disaster victims, the stricken community/area and the society in general. The purpose is to provide information that can guide emergency services and military support in search and rescue missions, pinpoint the location and nature of secondary threats that may continue to endanger survivors, provide information about the status of facilities needed to treat or support the survivors, and provide information about access to stricken communities. It is important to note that humanitarian/disaster assessment needs are primarily carried out by the host nation (HN) civilian aid agencies, governmental departments and civil facility authorities.

1.12 After the initial reconnaissance is completed, the assessment process continues with surveys designed to compile more detailed information about the extent of losses, and to provide operational planners with information needed to support relief and reconstruction programs. In this phase, damage is quantified and estimates of the impact of the disaster on the entire community and society are projected.

1.13 In long-term or continuing disasters, the disaster assessment process is first initiated to enable agencies and military support organizations to plan lifesaving activities, and then continues as a means of monitoring the situation and forecasting future needs of the victims and the supporting agencies.

### **Importance of Reconnaissance**

1.14 Humanitarian/disaster reconnaissance is a key element of successful disaster response. Evaluation of past disasters suggests that however urgent the crisis, time and effort spent on reconnaissance results in a better designed, coordinated and more cost effective relief support effort. A swift, accurate and credible reconnaissance will enable operational staff planners to proceed expeditiously with developing operational plans. Therefore, reconnaissance should be given a high priority in the initial stages of the planning process. Once political approval is given for detailed planning, subsequent reconnaissance visits should be planned frequently, and liaison teams from the designated HQ should be deployed to appropriate agencies within the affected area as soon as possible. Whenever possible, national reconnaissance should be coordinated internationally.

### **Coordination Requirement**

1.15 National bodies and recognized organizations such as the United Nations (UN), International Federation of Red Cross and Red Crescent Societies (IFRC), NGOs and a host of donor organizations, are likely to be involved in international relief efforts to mitigate the effects of humanitarian emergencies/disasters. Close and early coordination between civil and military authorities, in the affected country, is highly desirable, though

there will often be sensitivities involved, so every effort should be made to conduct, wherever possible, integrated planning with the different players. Coordination on the ground will depend on the experience and capability of the affected country and may, therefore, be erratic and confused, particularly in the first few days. Notwithstanding this, the pattern of operations is likely to be influenced significantly by the lead responding agency.

1.16 Although nations have the capability to operate unilaterally, the potential scale of any necessary humanitarian/disaster response is such that any national response is likely to be but part of a wider international relief effort. This international effort may include other nations' military forces to varying degrees. While potentially not part of a formal coalition, there may be opportunities to develop multinational support from and for other deployed forces, including Host Nation Support (HNS), logistic support and Memoranda of Understanding (MOU). Neighboring countries will have to be consulted over a range of issues such as over-flight rights or staging areas for national forces. All efforts on the 'ground' should be coordinated with other contributors in order to generate the desired unity of effort in addressing the needs of the stricken country.

### **Military Involvement**

1.17 The engagement of military forces in humanitarian/disaster relief operations is based on the necessity for speed of reaction, including proximity of suitable resources to the disaster area, the scale of effort required or specialist skills to deal with the consequences of a humanitarian emergency/disaster. Military forces will, therefore, normally only be engaged in response to rapid onset disasters and normally at the request of humanitarian organizations through official governmental channels. The magnitude of a disaster or the threat environment may also call for military involvement in the national response. National task forces will thus provide specific support to particular requirements in response to an acknowledged 'humanitarian gap' between the humanitarian emergency/disaster needs and relief community resources available to meet these needs. Disaster relief operations will, therefore, normally be limited in both scope and duration.

1.18 The role of military forces is not primarily humanitarian operations or disaster relief operations. However, military forces have an ability to quickly task organize to perform such operations and have unique capabilities that can complement the overall relief effort. In principle, military assets should be considered only when civilian capabilities have been or will become over-stretched or are unavailable, and in certain circumstances, where the use of military assets is determined to be more cost-effective in overall terms. The composition of the national task force (TF) committed in support of humanitarian/disaster relief will vary depending on the circumstances, the state of civilian coping mechanisms and the complexity of the disaster.

1.19 When military forces are involved in humanitarian/disaster relief operations their assets are provided primarily to supplement or complement the relief efforts of the affected country's civil authorities and/or of the humanitarian relief community. This

support may include but is not limited to logistics, transportation, airfield management, communications, medical support, distribution of relief commodities and security.

1.20 Notwithstanding specific missions, under all but exceptional circumstances, military forces will be deployed in support of disaster relief efforts and should normally not assume leadership of the overall disaster relief. This does not preclude supporting civil command and control (C2) or providing C2 infrastructure when necessary. However, wherever possible, maximum use of established infrastructure should be made in order to preclude the national TF from becoming a hub upon which other responding agencies become reliant, thereby creating the potential for longer-term dependency and making it more difficult to redeploy at the appropriate moment. The generic military role is to support and enable the effort to relieve emergency needs until such time as disaster coping capacities no longer require military support. This decision is taken by national government officials in consultation with their national ministry of defence. The senior national government representative and the national task force commander (TFC) will determine the direction of military activities on the ground.

1.21 Although it is the primary responsibility of national civilian aid agencies, governmental departments, civil facility authorities and international agencies to conduct disaster needs assessments, they may not have the ability to do so or capability to respond fast enough depending on the complexity, size and nature of the emergency/crisis. In such cases, along with multilateral and bilateral agreements, military forces may be requested to provide and/or assist in disaster needs assessments.

### **Civil - Military Cooperation (CIMIC)**

1.22 International operations have stressed the requirement for closer cooperation and coordination of CIMIC activities. The increasing complexity of international emergencies added to the number of stakeholders in a given area require task forces to synchronize military and civil phases of an operation and to consider associated strategic and operational factors which have a direct impact on command, control, communications and information systems. The national TFC and his staff, subordinate commanders as well as members of the force, must operate in a multidisciplinary environment to accomplish mission objectives. CIMIC activities in international operations are a command responsibility requiring leadership by all commanders. Prioritization of military and civil tasks will be based on mission objectives and the force's end-state, coupled with an effective and efficient civil-military resource allocation and management system, which should contribute to the elimination of duplication of effort among all stakeholders involved in the mission. The end result will be a reduction in the waste of civil-military resources earmarked for civil tasks. Cooperation and coordination of effort among all stakeholders are key to success in CIMIC activities and often, the mission cannot be achieved without significant progress in the civil phase of a military operation.

## SECTION 2 – FUNDAMENTALS OF RECONNAISSANCE

### Varying Assessments

2.1 Generally, three types of organizations carry out assessments: governments; relief and reconstruction agencies (both governmental and non-governmental); and lenders or organizations that provide economic assistance either directly to the victims or to the governments and relief agencies.

2.2 The information needs of a government are more comprehensive than those of the other two types of organizations. Governments need information not only about the impact of the disaster on individuals and families, but also about its impact on lifelines (water, sewerage, communications and transportation networks, and electrical systems); critical facilities such as hospitals and government facilities; transportation facilities such as ports and warehouses, airports, and fuel supplies; and finally on the economy and means of production.

2.3 Relief agencies are primarily concerned with collecting information that will enable them to respond more efficiently to emergency needs and provide the information needed to plan relief and reconstruction programs.

2.4 Lenders and donors normally require information about the overall extent of the disaster and its economic impact. This enables them to estimate the economic assistance requirements at both the family and community levels.

### Assessments

2.5 Evaluation of past disasters suggests that the time and effort spent coordinating activities based on initial assessment performed by an experienced disaster assistance team results in a more effective relief effort. Disasters often seriously disrupt local infrastructure such as transportation (including airport landing and cargo handling capacity), communications, food supply and shelter provision. Under these circumstances, relief supplies and personnel (often unfamiliar with the area) sent into a disaster zone without a plan based on a sound assessment can hinder rather than help the situation; this can cost further lives through enthusiastic, but possibly inappropriate or inadequate response. An early reconnaissance of the nature and extent of the disaster and the type of aid needed is an essential requirement not only for the initial response but also for its long-term consequences within the relief effort. Three types of information need to be collected:

- a. Situational Information. Situational information details the magnitude of the disaster, the extent of its impact on both the population and the infrastructure of society, and expectations of future events (possibility of aftershocks, ongoing flooding, population movement);

- b. Needs Information. Needs information identifies resources and services for immediate emergency measures to save and sustain the lives of the affected population; and
- c. Planning Information. Planning information on local capacities, the operations of local disaster management authorities, and the predicted international response of humanitarian agencies are required to assess potential courses of action.

### **Initial or Rapid Reconnaissance**

2.6 Initial or rapid reconnaissance comprises the gathering of both situational and needs assessment in the early critical stage of a disaster to determine the type of relief support required for immediate response. It also addresses diplomatic coordination focusing on status of forces, security, and coordination with the HN military, etc. Reconnaissance team members should also look for patterns and indicators of potential problems. The gathering of all this information must proceed rapidly. As such, initial reconnaissance aims to:

- a. Identify the impact a disaster has had on a society and its infrastructure, and the ability of that society to cope;
- b. Identify the extent of the damage and needs of the communities involved. This information is gathered from needs assessments, which are normally conducted by the HN civilian aid agencies and coordinated by a UN organization. Some of the assessment needs required are, but not limited to:
  - (1) Identifying the most vulnerable segments of the population that need to be targeted for assistance; and
  - (2) Identifying the most urgent relief needs and potential methods of providing them most effectively;
- c. Identify the level of response by the affected country and its internal capacity to cope with the situation;
- d. Identify the level of response from the international community;
- e. Identify recommendations which define and set priorities on the actions and resources needed for immediate response;
- f. Identify the resources required to support the relief response effort;
- g. Highlight special concerns regarding the development of the situation; and

- h. Determine the feasibility of the mission which is built on satisfying the pillars of health services support, logistics, force protection and determining the concept of operations.

### **Elements of Reconnaissance**

2.7 Humanitarian/disaster reconnaissance can be divided into six primary elements:

- a. Pre-disaster Planning. From a macro perspective, potential natural hazards can be identified well in advance; the means of collecting the necessary information and selection of formats for collection and presentation of the information should be established as part of general disaster preparedness activities;
- b. Information Collection. The gathering of the information must proceed rapidly and thoroughly. Standard reconnaissance techniques, questionnaires, checklists and procedures are needed to make sure that all areas are examined and the information is reported using standard terminology and classifications;
- c. Interpretation. Analysis of the information is the most critical part of the humanitarian/disaster reconnaissance. Those doing the analysis must be trained to detect and recognize indicators of problems, to interpret the information correctly, and to link the information to effective relief support plans;
- d. Forecasting. On the basis of an analysis of existing information, the national TF headquarters must estimate the entire situation within their area of operations and forecast resources and trends for the emergency and reconstruction periods;
- e. Reporting. Efficient reporting requires that the reconnaissance team present only essential information and structure the analysis so that the main patterns and trends are clear; and
- f. Monitoring. Humanitarian/disaster reconnaissance should not be seen as an end result; rather it is a process that continues throughout the disaster and well into its aftermath. The initial reconnaissance should provide baseline information and a basis for monitoring the situation to determine whether it is improving or deteriorating. It also provides a means of measuring the effectiveness of relief support activities.

### **Reconnaissance Methods**

2.8 There are generally four methods used for carrying out humanitarian/disaster reconnaissance. They are:

- a. Field Reconnaissance. Provides the most accurate and complete method by actual on-site inspection by trained technicians and observers;

- b. Over Flight Reconnaissance. Light aircraft and helicopters enable reconnaissance members to quickly fly over the area of operations to gather an accurate picture of the extent and magnitude of the disaster. However, over flights may also be misleading and therefore must be verified with information developed on the ground from reliable, qualified observers;
- c. Aerial Photography and Remote Sensing Reconnaissance. Aerial photography is a valuable tool for a disaster reconnaissance. Aerial photography methods range from simple, out-of-the-window photography of the damaged areas and facilities to precision oblique and vertical photography using special cameras and specially modified airplanes. Remote sensing is the science of deriving information about an object, area or phenomenon from a distance (i.e. satellite). Aircraft imagery provides detail that satellite imagery cannot yet provide; and
- d. Remote Reporting Systems. Remote reporting is a method used by governments to speed the initial reconnaissance. It is limited to reports on critical facilities, lifelines and other physical installations. Remote reporting uses a combination of electronic data transmission and field reports prepared by trained observers using standard reporting formats and damage classifications. Information is transmitted via radio, telephone, cell phone, Internet, courier, etc., to the national TF headquarters. Remote reporting speeds the reconnaissance process and allows the disaster response planning staff to commence immediate analysis and disaster relief planning for the area of operations. However, to be successful, the remote reporting system must be established as part of a comprehensive disaster preparedness effort.

### **Security / Protection**

2.9 While humanitarian/disaster relief operations are conducted in a permissive environment, a by-product of the disaster may be increased civil tensions and the possibility of isolated civil unrest and criminal activity. Subject to agreed bi-lateral arrangements and the provision of security by the HN, there may be a need to provide suitable security arrangements to secure high value assets, mission critical equipment and supplies, and the immediate operating environment, e.g. deployed aircraft, ground support equipment, port facilities, and aircraft operating areas. As well, military forces may be required to assist in planning and providing advice on security measures for humanitarian/disaster relief operations. Security collaboration in the field between the HN, UN, NGOs, IOs and other military forces is important.

2.10 In accordance with the duties and responsibilities of sovereign states under customary international law and practice, and subject to the provision of any HN agreement or Status of Forces Agreement (SOFA), the primary responsibility for the security of deployed personnel, while deployed in a foreign country, is that of the government of that country. Accordingly, the authority to carry and use arms for the protection of the military personnel is a matter expressly dealt with in any agreement or SOFA that may be in place between the deploying nation and the host state. However,

without further written or oral direction military personnel are entitled to use force in self-defense (up to and including deadly force) to protect oneself, other members of the force, and non-military national personnel who are attached or seconded to a force against hostile act or hostile intent.

### **Key to a Successful Reconnaissance**

2.11 A reconnaissance that is improperly planned or handled can delay the support response and in some cases cause increased suffering and even death. Reconnaissance that tries to quantify every detail of a crisis/emergency will be completed too late to be of any good, and no matter how hard the reconnaissance team tries, the information will still be subjective. Therefore, it is of utmost importance that reconnaissance provides "best estimates" of the situation. Several key factors that contribute to the design of a successful humanitarian/disaster reconnaissance are:

- a. Identification of Users. Humanitarian/disaster reconnaissance should be designed to collect information for specific national TF headquarters staff planners;
- b. Defining the Information Needed for Appropriate Response. In designing a reconnaissance, it is extremely important to consider what information is required to assist national TF staff planners in identifying and responding to the various operational support requirements;
- c. Format. It is important that the information collected in the reconnaissance be organized and presented in such a way that its implications are clear and that it triggers immediate and appropriate staff action. This may mean breaking the overall reconnaissance information into a series of smaller, problem or situational focused reports;
- d. Timing. Situations and support requirements change dramatically from day to day, and the reconnaissance must be timed to collect relevant information at a time when the information is both available and will have an impact on response planning;
- e. Standardized Rating and Classification of Information. Numerous national military forces operating independently will invariably carry out humanitarian/disaster reconnaissance. Therefore, in order to reduce duplication of effort and provide a basis for evaluating the information, standardized forms, terminology, ratings and classifications should be established;
- f. Interpretation. Interpretation is the most crucial element of the humanitarian/disaster reconnaissance. It is important to design a reconnaissance that will distinguish between chronic and emergency support requirements. Reconnaissance team members must differentiate between what is normal for the location and what is a result of the disaster so that the supported relief effort can be directed to those most in need. They must also

be able to spot trends and determine whether the information collected is accurate or erroneous;

- g. Dissemination. Once the reconnaissance analysis is complete, it is important that the information get to the appropriate operational planners in a timely manor and in a useful form so that it will stimulate staff action and speed response. Failure to disseminate and share information derived from reconnaissance is one of the major problems in emergency response management; and
- h. Consider Country-Specific Sensitivities. The reconnaissance team must be sensitive to the community's own response to the crisis, and the impact of the disaster on the coping mechanisms and the social structure of the families, clans, tribes, villages and or other societies in the community. The team needs to structure its assessment questions so that expectations are not created.

## **SECTION 3 - RECONNAISSANCE TECHNIQUES**

### **Reconnaissance Techniques**

3.1 Although there are three general techniques used to collect information in disasters there is no one correct way of conducting a reconnaissance.

- a. Checklists. Checklists are the most common method used in humanitarian/disaster reconnaissance. Checklists should be organized according to the priorities of the national TF headquarters and structured so that more detail is obtained about those sectors of concern to the headquarters.
  - (1) Annex A, Pre-Reconnaissance Checklist, represents information that should be available to the reconnaissance team prior to departure. This information will form the baseline for initial assessment but will need updating on arrival in the country to determine the current gravity of the disaster situation (reducing/worsening) and the capacity of the relief effort (increasing/reducing) to cope in relation to the needs of the stricken population (increasing/decreasing). This information can be acquired from the Department of International Development (or equivalent) or the overseas post in the affected area.
  - (2) Annex B, Operational Area Reconnaissance Checklist, represents those issues/questions which must be answered/addressed for the national TF headquarters in determining the feasibility of the mission and the necessary support required within the area of operations;
  - (3) Annex C, Disaster Needs Assessment Checklist, represents nine needs assessment areas, which the reconnaissance team should gather from the appropriate host nation civilian authorities/relief organizations or must answer/address on behalf of the host national government should that government's internal agencies not have the ability to conduct the disaster needs assessments due to the complexity, size and nature of the disaster; and
  - (4) Although the checklists contain a lengthy list of questions/issues to be considered, they are to be addressed and staffed accordingly and not just identified as being in place or not. While not exhaustive, the checklists do provide a basis from which to work from.
- b. Questionnaires. Questionnaires appear to be a useful method for obtaining specific information for planning purposes in certain sectors, but not a good tool for collecting situational information in the immediate aftermath of the disaster. Questionnaires are most commonly used in needs assessments by

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the host nation or various civilian organizations to help determine the individual needs and priorities of the victims;

- c. Procedure Manuals. The purpose of the manual is to orient the reconnaissance team, provide information about how to conduct the reconnaissance and identify national TF headquarters staff or organizations that should be consulted. The procedures manual contains a combination of procedures, forms and specific instructions about how to obtain the information needed by the national TF headquarters.

## **SECTION 4 - COMMON APPROACHES TO RECONNAISSANCE**

### **Approaches**

- 4.1 There are two ways to approach humanitarian/disaster reconnaissance:
- a. Comprehensive or General Reconnaissance. This is the collection of information about every aspect of a disaster and as such requires an extensive information gathering capability and a large reconnaissance team. They are often conducted in phases, starting with the relief support requirements, resources and risks; and
  - b. Critical Sector Reconnaissance. Focuses on those sectors that are affected within the area of operations by specific types of disaster. Once the critical sectors have been identified, each sector can be reconnoitred to determine likely post-disaster support requirements. When examining critical sectors, it is important to remember that support requirements change with time.

### **Considerations**

- 4.2 There are several important considerations in understanding approaches to reconnaissance:
- a. Reconnaissance Priorities. Different types of disasters require different priorities in reconnaissance. Critical sectors will vary according to the disaster type;
  - b. Information Requirements. The manner in which a military force will respond to a disaster often helps define the information that should be collected in the reconnaissance;
  - c. Reconnaissance Timing. The planned response of the national TF headquarters also helps to determine the appropriate timing and location of the reconnaissance; and
  - d. Distinguishing Between Emergency and Chronic Support Requirements. Virtually all disaster-prone countries of the Third World have long-standing, chronic support requirements in most, if not all, sectors. One of the important tasks of reconnaissance is to distinguish between chronic and disaster related support requirements.

### **Credibility**

- 4.3 A major problem for operational planning staffs is establishing the credibility of other national reconnaissance information results. The reconnaissance must be thorough and provide information in such a way that it reduces the necessity for other military

forces or nations from conducting their own reconnaissance. In reality however, few military forces or nations accept the reconnaissance results of others because there seems to be a felt need for each national TF headquarters to assess the situation nationally in order to ensure that the reconnaissance is accurate. To some extent, this duplication of effort can serve as a means of verification. But if a reconnaissance is well planned, if the methodologies and procedures utilized provide an objective with a clear, concise and rapid picture of the situation, and if the reconnaissance reports describe the information gathering techniques, procedures and standards, the need for verification and follow up reconnaissance can be substantially reduced.

## SECTION 5 - RECONNAISSANCE TEAMS

### Team Models

5.1 There are many different ways that a disaster reconnaissance team can be structured. Several "models" have emerged as the most common:

- a. Disaster Area Survey Team (DAST) / Humanitarian Assistance Survey Team (HAST). DAST/HAST teams are comprised of trained specialists whose primary responsibility in case of disaster is disaster assessment. The teams are usually multi-disciplinary and are trained specifically for the disaster assessment role. Generally, DAST/HAST teams are used only by large governmental relief organizations in an international disaster assistance role. These teams may include but are not limited to; joint staffs J1 through to J9, medical personnel, engineering specialists, legal and political advisors, public affairs, special operations force staff, embassy/consulate liaison officers and a UN representative. They operate with their own equipment and can be inserted into a disaster area to develop a situation assessment. Military-based DAST/HAST teams have been especially criticized because their approach is too technical and they have often not recognized many fundamental societal problems and conditions that were endemic to the affected area prior to the disaster. The structure of a DAST/HAST is dependent on the mission, size, complexity, type, and location of the disaster and the needs of the affected country. The number of individuals assigned to a DAST/HAST is determined by how many people are required to perform the necessary activities to meet the strategic and operational objectives;
- b. Designated Specialists. A popular approach for governments and national TF headquarters with staff experienced in a variety of areas is to form stand-by teams of specialists who receive training in disaster assessment methods in addition to their normal assignments. These teams can range in size from four or five to as large as twenty personnel;
- c. Two-Person Teams. A two-person reconnaissance team has proven to be an excellent way of conducting a rapid reconnaissance for nations with predetermined approaches to disaster assistance. If the two are equipped with a systematic method of conducting the reconnaissance and standardized reporting forms or procedures, have access to the required transport and fuel, and have the generally required support of the host nation government, a two-person team can be very effective. Usually the team is composed of a specialist familiar with physical structures and an individual, who is familiar with public health, medical and nutritional aspects of disasters. Two-person teams are normally only used in Sector Reconnaissance rather than Comprehensive or General Reconnaissance; and

- d. One Person Team. National TF headquarters may consider using a single or “key man” approach with experienced disaster personnel on their staff, generally to assess conditions in one particular sector. The key man approach is dependent upon experienced and qualified staffs that are familiar not only with post disaster situations and support requirements, but also with the support, which the national TF headquarters plans to set up. The disadvantages are that one person may not be able to gather all the facts quickly and the process may be delayed, and that the single individual approach gives only one point of view so that the quality of the reconnaissance is totally dependent upon one person.

### **Skill and Competency Areas**

5.2 To ensure that the reconnaissance team is fully capable of providing an accurate and factual disaster reconnaissance report, Annex D, Potential Rapid Reconnaissance Team Members Checklist, should be considered when deciding on the composition of the team. Size of the team will be based on the mission, size, complexity, nature and location of the emergency/crisis.

### **Preparedness**

5.3 As it may be difficult to plan and prepare for every eventuality, most emergencies/crises share some common issues. It is these issues of commonality that should be planned for. As a minimum, consideration should be given to the development of standing operating procedures, standardization of reports and terminology, coordination activities, activation procedures, training, safety and security procedures, roles and responsibilities, and reporting channels. If these activities are to be effective they require training, planning and exercise beforehand with as wide a range of military and civilian actors as possible away from the immediate pressures of a crisis.

### **Autonomous Reconnaissance Team**

5.4 The amount of HNS that an assisted state is able to offer will depend on the type, extent, scale and impact of any humanitarian emergency/disaster. The requirement to support deployed forces should not impact on the stricken state’s mechanisms for coping with the humanitarian emergency/disaster situation. A deployed force may have to be self-sufficient or achieve the necessary support regionally. The provision, or lack, of HNS will affect the size and make-up of the deployed reconnaissance force and therefore raises ‘footprint’ and funding issues. The availability of HNS should be determined at an early stage. A consideration may be the deployment of a ship, which would require little HNS.

5.5 For a Reconnaissance team to be fully autonomous, they must be very much self-contained (including transport, food, water, communications, protection, power generation, fuel, etc) and with the appropriate staffs represented within their team. However, this alone will not suffice. It is envisioned that there will always be some

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requirement outside of the team's ability to handle. This is where the nation's embassy/consulate and military attaché, in the area of operations, come into use. Through the assistance of embassy/consulate staff and or military attachés, local arrangements can be made with civilian contractors in preparation of the team's arrival without having to burden HN governmental agencies. It is important to keep in mind that the larger the team gets, the harder it will become to be self-sufficient.

## SECTION 6 – RECONNAISSANCE PLANNING

### Steps In Planning Humanitarian/Disaster Reconnaissance Activities

6.1 When planning a humanitarian/disaster reconnaissance, it is important to remember that the information must trigger specific action and continue to feed information to the national TF headquarters and governmental departments throughout the emergency period and beyond. Thus, humanitarian/disaster reconnaissance must be developed as part of a comprehensive emergency preparedness activity and should reflect the information needs of the national TF headquarters and governmental departments receiving the reconnaissance reports.

6.2 The following steps may be used as a general checklist for planning any humanitarian/disaster reconnaissance activity:

- a. Step 1. Identify the users of the reconnaissance information and the sectors in which they operate both during emergencies and during "normal" times. The users are defined as the national TF headquarters planning staff, governmental departments, non-governmental organizations and national or international agency donors. It is important that the potential users of the information be consulted and involved in designing the reconnaissance;
- b. Step 2. Identify the information that is needed from each user area that will permit detection of specific problems and provide guidance for planning the relief support;
- c. Step 3. Determine which information identified in Step 2 can be obtained by observation and which require more detailed or more quantitative investigations;
- d. Step 4. Determine the most appropriate time or phase to collect the information. As part of this step, it is important to identify the information that must be collected prior to the reconnaissance, i.e. baseline information. This is especially vital so that chronic or endemic problems can be separated from emergency problems;
- e. Step 5. Identify both civilian and military skills sets and qualifications required for the reconnaissance team to collect all the necessary information. This will also assist in determining the size of the team;
- f. Step 6. Choose the reconnaissance method(s) most appropriate for the national TF headquarters, and decide which tools, techniques and equipment should be incorporated in the reconnaissance procedure in order to quantify or verify the information being gathered;

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- g. Step 7. Determine how the information is to be interpreted and disseminated;
- h. Step 8. Determine the most appropriate format(s) for presenting the analyzed reconnaissance information;
- i. Step 9. Formalize the plan; and
- j. Step 10. Once the reconnaissance plan has been accepted by all parties and approved, the reconnaissance team members should be identified and briefed on the reconnaissance plan and their individual responsibilities and duties. Again, it is especially important to focus on reporting and terminology to ensure that the information is collected, analyzed and transmitted in such a way that it triggers the appropriate staff action.

## **SECTION 7– INFORMATION MANAGEMENT**

### **Information Management**

7.1 The lack of information sharing, coordination and dissemination among national militaries and civilian relief agencies has been a recurring issue in all humanitarian/disaster lessons learned. Information sharing between all parties is critical to maximizing unity of effort. While total information sharing is neither practical nor desirable, the headquarters must take the initiative to ensure maximum information sharing with the humanitarian/disaster relief community (e.g. by providing unclassified security information). Security concerns may preclude the national TF headquarters from sharing complete operational information. Having said this, it is essential that a central focal point/coordination centre be established for the management of information. It is through this focal point/centre that information would be collected, analyzed, coordinated and disseminated both internally to the national TF headquarters and externally to the affected governmental departments and the various non-governmental organizations. As such, effective information management requires:

- a. Facilities to receive, display, collate and assess information;
- b. The capability for effective reconnaissance reporting;
- c. A systematic decision-making process into which the information is fed. Therefore, some system of routing information and assigning it appropriate priorities must be established;
- d. Feedback on the reliability/quality/usefulness of the information; and
- e. A capability to disseminate and share information derived from assessments to all concerned national military headquarters and relief agencies.

### **Communications and Information Systems (CIS)**

7.2 The combined nature of humanitarian operations, the intense media interest, the significant involvement of non-military agencies and their control by foreign government or international agencies make CIS a key element of any military contribution. Successful integration of military support to any international disaster relief effort will centre on information exchange and the need to communicate. Key issues will be effective and timely communicated back to national headquarters and between the elements of other national military forces. Information exchange requirements between agencies must be identified early. Military forces also can provide an effective short and long-range communication capability in the early stages of a relief effort. Although communications support to the operation will need to be robust and should take account of the depth and breadth of the potential operating area and the relative timeliness required of the various forms of communication, care must be taken to ensure that military communications are not made indispensable to a relief effort but are replaced

early on by civil or UN communications infrastructure. Commercial bearers, particularly within a disaster-stricken country should not be relied upon as the primary means of communication.

### **Sensitivity of Information**

7.3 While operational security will not normally be an issue in this type of permissive operation, there may be a need to pass sensitive data, particularly in less stable conditions. In addition to the need to communicate within and between military forces, there will be a critical need to be able to communicate with the civilian agencies with whom military forces will need to integrate in order to support the relief effort. The requirement to identify the sensitivity of the information exchanged is critical. This is because the sensitivity of information varies significantly between militaries, governments, UN agencies and NGOs. The requirement for impartiality and confidentiality that is the basis of the effectiveness of many NGOs is a key consideration and cannot be understated. If efforts to coordinate humanitarian/disaster operations are to be effective, they must be based on the trust that results from knowing that information provided to an organization will be safeguarded in accordance with the sensitivity accorded to it by the originating agency.

### **Centres**

7.4 Within humanitarian/disaster operations, military forces will be required to coordinate, plan and interact with a broad variety of agencies. Centres will be established by lead elements in the operation to coordinate the humanitarian activities. These could include On-site Operation Coordination Centres (OSOCC) – manned by the UN Humanitarian Coordinator’s staff, Humanitarian Operation Centres (HOCs) – normally, manned by civilian agencies, and Civil-Military Cooperation Centres – typically established by military forces. All these centres broadly serve the same purpose: the coordination of the humanitarian/disaster effort. This coordination enhances the ability of both civil and military leaders to prioritize, allocate, and undertake appropriate tasks, with a view to withdrawing military forces as soon as disaster coping mechanisms have recovered. This should help to keep the humanitarian operation limited to providing support to the relief effort and preclude the inadvertent creation of a parallel military relief effort setting its own priorities.

### **Military Coordination Centre**

7.5 Using a coordination centre is a proven means of enhancing stability and interaction between military and non-military organizations, providing a central focal point for the management of information and improving overall control within an area of operations. In situations combining a high number of humanitarian actors and a rapidly evolving emergency situation requiring a high degree of real time operational coordination, national forces should routinely create such a centre in the early stages of any military effort. To be fully effective it must also maintain close coordination with the HN, OSOCC and HOC operation centres.

7.6 Coordination centres will normally be activated at the supported Strategic Commander's headquarters (strategic level) and/or at the national TF headquarters (operational level). These centres facilitate strategic integration and operational level coordination of forces into the planning and execution process of the force. Coordination centres address the complexities of coordination across the broad spectrum of national interagency differences, national sovereignty issues, regional nations' bureaucratic institutions, major policy issues, national pride, historical and cultural issues, SOFA issues, diplomatic clearances, support issues, and operational employment coordination.

7.7 Initially, a coordination centre can be the focal point for support issues such as logistical and medical support, infrastructure engineering, HNS, movement control and CIMIC operations. However, as the operation matures, the centre's role can be expanded to include C2 activities.

7.8 To resolve the issue of the sharing of reconnaissance information with other national military headquarters agreement amongst national headquarters would have to be established. As the majority of the information would be of an unclassified nature this information should be shared freely amongst all nations.

#### **Civil-Military Cooperation (CIMIC) Centre**

7.9 The purpose of the CIMIC Centre is to coordinate and facilitate national and any multinational force's humanitarian operations with those of international and local relief agencies and with affected country authorities. The CIMIC Centre may also be involved in repairing infrastructure and supporting the reinstatement of civil administration such as a police force and a judicial system. While the establishment of the CIMIC Centre usually occurs following the deployment of forces to the area of operations consideration should be given to the early establishment of the centre prior to deployment. This has the potential of establishing the centre as the central focal point for the management and coordination of the humanitarian/disaster reconnaissance reports and for all follow on actions and support plans. Again, this decision would have to be considered with regards to the complexity, size, nature and location of the crisis.

#### **Host Nation / United Nations Coordination Centre**

7.10 HN / UN OSOCC's are designed to facilitate the coordination of the entire international humanitarian/disaster relief operation overseeing activities by the HN, non-governmental organizations and military forces. The OSOCC is designed as a rapid response tool. To be effective, it should be initiated in the immediate aftermath of a disaster/emergency and before, or simultaneously with, the arrival of international relief resources and maintain close coordination with the military coordination centres. It is expected that an OSOCC in some form would be operational during the first, relief phase of an emergency until the national/local authorities and/or the traditional UN structure can cope with the coordination of international resources or until the international relief resources meeting emergency requirements have been withdrawn. Each international

relief team within the area of operations has a responsibility towards the effective functioning of the OSOCC and the efficient coordination of its operation with those of local and national relief resources as well as with other international teams.

7.11 As the OSOCC becomes fully engaged in coordination, its role and activities are expanded to meet the requirements dictated by the situation, the authorities and/or the UN. The OSOCC, together with the local authorities, the Resident/Humanitarian Coordinator, international teams, relief agencies and military forces, will develop an operational plan of action, upgrade its communications and assessments, and introduce systems and procedures to sustain a prolonged commitment.

### **Liaison**

7.12 Regardless of the command structure, effective liaison is vital in any operation. Using liaison personnel/teams is an invaluable confidence-building tool between national forces, other government agencies, IOs, NGOs, etc. It also fosters a better understanding of the mission and facilitates the transfer of vital information, enhances mutual trust, and develops an increased level of teamwork. Liaison supplies significant information for the national TF headquarters about contributing nation and organizations readiness and capabilities. Early establishment reduces the fog and friction caused by incompatible communications systems and operating procedures.

7.13 Liaison should be established as early as possible between a command and its higher and subordinate headquarters, assigned forces, as well as other appropriate HN, IOs and NGOs. Differences in operating procedures, organization, equipment, and capabilities among these players demand a hardier liaison structure. Once liaison is established, liaison teams become the direct representatives of their respective commanders.

### **Embassies and Consulates**

7.14 National embassies, high commissions, consulate country offices and military attachés play a key role in providing early information of emerging crises and situation assessments following disasters. Their links with host governments and in country humanitarian/disaster agencies makes them an important information source and part of the coordination system in the affected country. They may also be able to facilitate some disaster response activities, including local procurement of relief goods and the administrative and logistical support for humanitarian/disaster reconnaissance teams.

7.15 The diplomatic post accredited to the country/region affected is responsible for implementing its emergency contingency plan(s) including: an assessment of the situation on the ground; serving as a focal point when the reconnaissance team is deployed; and providing logistical support for the delivery of national humanitarian assistance. The post also serves as the point of contact with local authorities, embassies, media, donor agencies and other organizations present in the field, including the UN High Commissioner of Refugees, Office of the Coordination of Humanitarian Affairs (OCHA),

Pan American Health Organization, World Food Programme and International Federation of the Red Cross and Red Crescent Societies.

**Web-Based Network**

7.16 The national TF headquarters must “plug into” or establish an unclassified web-based network, to include unclassified e-mail capabilities, to enable operational staff planners to pull information from the various relief organizations, and communicate directly with these same organizations.

7.17 OCHA, UN Joint Logistics Centre, Relief Web, and other relief organizations have web pages that post information on what NGOs and other relief agencies are doing, but this information is not necessarily “processed” or analyzed. Nonetheless, the operational staff planners need to be cognizant of the existing NGO information gathering/sharing system.

7.18 ReliefWeb is a key source of information on natural disasters and complex emergencies ([www.Reliefweb.int](http://www.Reliefweb.int)) where the international humanitarian community will post a wealth of information that can be sorted by country or emergency. There may also be a Humanitarian Information Centre ([www.humanitarianinfo.org](http://www.humanitarianinfo.org)) activated. The Virtual Operations On-Site Coordination Centre (OSOCC) is designed to facilitate the information exchange between responding governments and organizations during the initial emergency phase of a natural disaster (<http://ocha.unog.ch/virtualosocc/>).

## **SECTION 8 - ASSESSMENT OF DAMAGE TO LIFELINES AND CRITICAL FACILITIES**

### **Lifelines**

8.1 "Lifelines" are the public facilities that provide essential life support services to communities. These public facilities are called lifelines not only for their life supporting services, but also because they are linear systems. Being linear systems, they are easy to assess in the aftermath of a disaster as breaks in the system can be easily traced. Normally, the department, agency or authority that operates each system assesses damages to lifelines. It is therefore incumbent on the reconnaissance team to seek out the various disaster managers or the central disaster management agency to acquire the damage needs assessments. These lifelines include:

- a. Water Systems;
- b. Sanitation Systems;
- c. Electrical Power Systems;
- d. Communications Systems; and
- e. Transportation Systems.

### **Critical Facilities**

8.2 Governmental disaster management authorities need to have reports about the status of other facilities and systems that will be critical for emergency response. Responsibility for assessing and reporting on the status of these facilities usually falls on the agency or organization that operates each facility. During the emergency phase, the civilian disaster manager only needs to know whether or not the facilities are operating and, if not, what actions are being taken to bring the facilities back into operation and when the repairs will be completed. These facilities and systems include:

- a. Shelters (to include housing and evacuation shelters);
- b. Ports, Airports and Railroads;
- c. Radio and Television Stations;
- d. Fuel Storage Facilities (to include gas and liquid fuels, and refineries);
- e. Hospitals; and
- f. Key Government Facilities (concerned with emergency services).

## **SECTION 9- LESSONS LEARNED**

9.1 A review of humanitarian/disaster reconnaissance indicate the following lessons learned:

- a. Humanitarian/disaster reconnaissance operation requires forethought and planning to determine critical information support needs. Headquarters should review their information needs and prepare assessment plans as part of their general disaster preparedness activities;
- b. Reconnaissance should provide information upon which to evaluate appropriate relief support options;
- c. Assessment of risks caused by the disaster is critical;
- d. Sophisticated reconnaissance methods, such as remote sensing aerial photography, can yield useful information for long-term planning but are usually of only limited value for emergency assessment because the time required for data processing and interpretation can take far longer than the time requirements for appropriate response; and
- e. Disaster victims must be consulted and community social structures and coping mechanisms must be reviewed to assess a community's own response to the disaster. This will provide important information about how to provide relief support to the community;
- f. Include representatives from all appropriate areas in the humanitarian/disaster reconnaissance planning and assessment process;
- g. Include Military/Police involvement during the reconnaissance process;
- h. Reconnaissance must be carried out as early as possible and must be widely shared with all national and international agencies;
- i. All multiple options for information sharing among responders (both national and international) must be exploited;
- j. Disaster victims must be involved in all aspects of reconnaissance, planning and implementation of relief support;
- k. A common approach and shared understanding of terminology, definitions and standards must be observed;
- l. The role of the foreign militaries is generally considered as positive, however, efforts regarding coordination among the militaries themselves, between the militaries and the national government and between the militaries and the humanitarian agencies must continually be emphasized;

- m. Militaries of countries offering international assistance should enhance their coordination, particularly through simulation exercises. Civilian counterparts (governments of affected states and international humanitarian agencies) should be associated with such exercises in order to improve civil-military coordination;
- n. Militaries should also acquire a better understanding, possibly through specific training, of the culture and modus operandi of the humanitarian community;
- o. Militaries should be more sensitive to protection needs and deploy more female staff, particularly to Muslim countries;
- p. Existing interagency coordination arrangements should be further strengthened, particularly concerning the sharing of information in the early phases of humanitarian/disaster response;
- q. There should be a better understanding of civil military relations with all players including the military; and
- r. Those military forces that intervene in humanitarian/disaster relief operations must be trained in cultural sensitivities and best disaster relief support practices.

**ANNEX A**

**PRE-RECONNAISSANCE CHECKLIST**

**GENERAL INFORMATION**

1. Type of disaster (earthquake, typhoon, etc.)?
2. Are there expected developments/likely secondary hazards (landslides, floods, fire, release of toxic substances, civil unrest, conflict, landmines) in the affected area?
3. At what time did the disaster occur (local)?
4. What areas were affected (geographic)? GIS/map coordinates?
5. Estimated total population in affected area?
6. Does the Department/Agency of International Development have any programmes in the affected area?
7. If so, what are they and are all national and local staff accounted for?
8. What population density/settlement pattern building types are in that area?
9. What are the current and forecasted local weather conditions?
10. Has the government (or is it likely to) formally requested international assistance (for what)?

**INITIAL ESTIMATE OF IMPACTS**

**Population Affected**

1. How many reported: deaths, injured, missing, displaced, homeless?
2. What is the situation of those affected: coping mechanisms, accommodation, etc?

**Public Health**

1. What diseases are endemic, any outbreaks reported?
2. What percentages of hospitals are functioning and what are their capacities?

**Shelter**

1. What is the extent of housing/shelter damaged?
2. What housing type is specific to the affected area? (mud, stone, high-rise, etc).

**Water and Sanitation**

1. What are the effects on water supply, waste disposal, and availability of drinking water?

**Transportation Infrastructure**

1. What are the means of access to the affected areas, road/bridge damage?
2. Which is the nearest functioning airport(s): what is the handling capability (type specific)?
3. Which is the nearest functioning seaport(s): what is the handling capability (type specific)?

**Food**

1. What is the impact on food availability and access?

**Communications and Power Supply**

1. What are the impacts on power supply?
2. Do local facilities (hospitals/water pumping stations, etc.) have back up generators?
3. Are land-lines/mobile phones functioning?
4. Are satellite communication assets available?

**Search and Rescue (SAR) Requirements**

1. Has the disaster caused structural collapse (percentage)?
2. What types of structures have collapsed (e.g. hospitals, schools, government buildings, multi-story housing units)?
3. What types of materials are they constructed from (concrete/brick etc)?
4. Are the local authorities requesting assistance with SAR?
5. Who is conducting/coordinating the present rescue effort, and for how long has this been underway?

**INFORMATION ON INITIAL RESPONSE**

**Assessments**

1. What assessments have been made/planned?
2. By whom, what outcome?

**Government Response**

1. What has been the Government response so far?
2. Which is the lead Government ministry/body?
3. Is there a well-established in-country emergency response mechanism? Was it effective in previous disasters?
4. What is the role of other relevant structures (Military, Emergency Committee, Civil Defense Structure)?
5. What are the capabilities of the above to respond?

**Other Responses**

1. What is the response to date of the humanitarian community (UN/Red Cross/Donors/NGOs/Other)?
2. What are the capabilities of those responding? What are the gaps (food, water, shelter, clothing)?
3. Which is the lead UN agency?
4. Is the UN Disaster Management Team present/have they met/is a disaster plan in place/has it been activated?
5. Have any 'situation reports' been issued? Has any other information on the disaster been shared?

**Coordination**

1. What coordination structures are in place for the disaster (Government/UN/local community)?

**Factors Affecting Response**

1. What is the security situation? Is the disaster site(s) safe for personnel to operate in?
2. What other country specific factors may affect response (e.g. public holidays)?
3. How is the situation being reported in the local and national media? Are they reliable?

**KEY IN COUNTRY CONTACTS**

1. This information is required in order to liaise directly and discuss response support needs and options with relevant in country contacts among governmental, UN, Red Cross and non-governmental agencies. Overseas posts can play a key role in providing this information.

**ANNEX B**

**OPERATIONAL AREA RECONNAISSANCE CHECKLIST**

**MISSION ANALYSIS**

1. What and how much of the affected nation's infrastructure should be restored?
2. How will our projected actions solve the long-term problem of the mission area?
3. What recommendations can be made to the national TF headquarters to control mission creep?
4. What is "one thing" the national TF can do to stabilize the situation?
5. What tolerance should the national TF have for violence?

**J2 - INTELLIGENCE ISSUES**

1. What links should be established with civilian agencies, to include the media? Have efforts been made to pool information with applicable civilian agencies?
2. What links should be established to local authorities (e.g. police) to gather information about the civilian criminal threat?
3. What infrastructure exists that could result in low-level radiation or toxic industrial chemical hazards, such as nuclear power plants, chemical industries, hospital radiotherapy sources?
4. Who are the host nation, civilian agency (i.e. government, information, communications, social services agencies, etc), and media contacts?

**J3 - OPERATIONS ISSUES**

1. What is the current situation in the AO?
2. What are the special customs and courtesies of the population in the AO?
3. What areas are affected?
4. What is the estimated total population in the affected area?
5. Has the disaster caused structural collapse? What types of structures have collapsed?
6. Who is conducting/coordinating the present rescue effort?
7. What is the in country's emergency response mechanism?
8. What is the role of other relevant structures (military, emergency committee, civil defense structure, etc)?
9. What is the response to date of the humanitarian community?
10. What local emergency services are present?
11. What is the security situation?
12. What are the key welfare agencies, institutions, and programmes in place?
13. Who are the key officials and business leaders? Industry leaders?
14. Is rationing in place and on what?
15. What local monuments, institutions, and artifacts are valued?
16. How is the government structured and what is its relation to the local government in the area of responsibility?

17. Describe the armed forces and local and or regional and or national militias and paramilitaries?
18. Are the attitudes of the population cooperative or uncooperative regarding our presence? From which of the subcultures, ethnicities, or religions?
19. Do non-governmental organizations and civil-military cooperation activities affect the ground, sea and aviation plan?
20. What are the coordinating provisions for the HN aircraft / shipping services?
21. What are the HN perceptions and cultural issues that will likely impact aircraft / maritime operations?
22. What infrastructure exists that could result in low-level radiation or toxic industrial chemical hazards, such as nuclear power plants, chemical industries, hospital radiotherapy sources?

#### **J4 - LOGISTICS ISSUES**

##### **Support and Capabilities**

1. What areas will remain national issues?
2. What logistics support is available?
3. How will the national TF headquarters ensure compatibility and interoperability of communications and information systems, to include automated data processing interfaces, between other military forces, civilian aid agencies and national support systems?
4. What is the relationship between other supporting nations, national and HN logistics elements?
5. What is the division of responsibilities between national, and HN logistics support?
6. What are the in-theatre capabilities and resources of civilian agencies in the AO?
7. What in-theatre staging, national command element and national support element areas, have been identified?
8. What is the projected logistics budget?

##### **Host Nation Support**

1. What HN logistical support is available for law enforcement, sanitation, medical services, facilities, power, water, transportation, rations, storage, and materiel?
2. What are the capabilities of existing infrastructure, to include water treatment plants, power stations, reservoirs, and bulk and retail fuel storage?
3. What support negotiations have been established or completed?
4. What is the impact of obtaining HN support on the host country's national economy?
5. What are the possible environmental impacts on the HN providing this support?
6. What specific technical agreements—such as environmental clean-up; customs duties and taxes; and hazardous material and waste storage, transit, and disposal—must be developed to augment agreements that may have been concluded with HN support?
7. What HN legal considerations are there when contracting with HN suppliers?
8. Is there a requirement to establish multiple sources of supply to guarantee support?
9. What specific technical agreements such as environment clean up, customs duties and taxes, hazardous material and or storage, transit and disposal must be developed to augment agreements that have been concluded with the HN?

**Medical**

1. What medical facilities have been identified to support the operation?
2. Are chemical threats known, and are troops and medical facilities capable of coping with their possible use?
3. What graves registration and mortuary procedures have been put in place to service casualties to include recognizing cultural differences in dealing with casualties and procedures and policies for local civilians?
4. What is the public health policy?
5. What resources are available for hygiene and sanitation with regard to water, living conditions, food, refuse management, industrial pollution and post-operation pollution?
6. What are the animals of medical significance with regard to snakes, venomous arthropods, insects and stray animals?
7. What civilian health services are in the area of operations?
8. What non-governmental organizations are in the area of operations?
9. What infrastructure exists for assisting national task forces to deal with low-level radiation or toxic industrial chemical hazards like medical treatment facilities or detection equipment supply houses?
10. How will medical regulations, both in and out of theatre, be affected?
11. How is the area of responsibility set up for its own medical equipment and supplies?

**Transportation**

1. What are the requirements for and capabilities, limitations, and availability of airfields, railways, seaports, and inland transportation systems in the departure, intermediate staging, and objective areas? What resources are required for new construction or necessary improvements to existing facilities?
2. What is the ability of the HN to receive personnel and equipment at ports and airfields?
3. What are the access rights in the AO? The command must coordinate diplomatic efforts to arrange for support, country, and diplomatic clearances, over flight rights, and basing for forces in transit from one locality to another.
4. What is the capability of transportation systems to move forces once they arrive in theatre?
5. How will the movement into and out of airfields and seaports be controlled?
6. What are the customs, immigration and health requirements for movement in and out of the area of operations?
7. What fuel types are available?
8. How will transportation facilities be shared with other nations, civilian agencies and contractors?
9. What air transport agencies exist?

**TRANSITION PLANNING ISSUES**

1. What are the customs, immigration, and quarantine implications for the incoming and outgoing forces?

**J6 - COMMUNICATIONS ISSUES**

1. What areas remain national issues?
2. Will commercial companies establish telephone service for use by other national forces?
3. Do national laws require agreements defining payments for using the information systems networks or military satellite communication assets?
4. Have arrangements been made to allow contract host nation employees to work on C2 staffs without exposing them to automated data processing and classified information used in daily operations?
5. What are the key laws governing communications?
6. Will commercial companies provide Internet access?

**J8 – FINANCE**

1. How are financial government institutions organized from the national to regional to local level?
2. What are the key applicable laws and regulations?

**J9 - CIVIL-MILITARY COOPERATION ISSUES**

1. What are the civil centres of gravity that need to be addressed? What are the associated decisive points?
2. What key civil organizations will be operating in the AO? Has an analysis been conducted on their respective end states, culture, objectives, and methods? How will they affect a military operation?
3. Where the national TF commander is to be reliant on HN support, are sufficient resources available to sustain his force and are memorandum of understandings and technical agreements in place? What will be the impact on the local economy as human and personnel resources are drawn to military HN support?
4. What national civil-military plan(s) have been coordinated with the other governmental departments?
5. Is the civil administration sound, or will one be established? If the latter, what resources will be required?
6. What are the requirements for restoring, or rebuilding the local infrastructure?
7. What are the requirements for restoring or providing essential services in the short, medium, and long term? The short-term tasks may become military tasks, and the military will need to plan accordingly—such as urgent provision of shelter, water, sanitation, and power.
8. What national TF support is required to assist or establish the HN civilian law and order system?
9. What IO, NGOs, and international and national donor agencies will be operating in the operational area?
10. What do the NGOs, IOs and donor agencies anticipate wanting from us?

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11. What is the relation of the community as to the political, trade, school, and religious areas with that of the adjoining communities?
12. How do the inhabitants, groups, organizations, and governmental entities communicate within the community and with other communities?
13. What are the economic, religious and political situations?

### **LEGAL ISSUES**

1. What areas remain national issues?
2. Do legal advisors understand national policies?
3. Has the SOFA been established with the receiving nation? Who has been designated to negotiate technical agreements to implement SOFA's?
4. What are the environmental constraints and factors that may affect the conduct of operations?
5. What are the legal and fiscal restraints involving logistic assistance to non-military organizations and other nations' forces?
6. What are the force's obligations to the HN police forces, international police force, or both forces deployed within the AO?
7. What are the estimated bounds of civil rights in the AO?
8. Is the HN military judicial infrastructure intact? If so, has liaison been affected? If not, what resources and procedures are required to establish them?
9. What are the systems of civil and criminal law?
10. Describe the administration of justice (i.e. The judicial system in place or lack thereof?)
11. What is the relationship between HN MP and civilian police with MP and national civilian police forces?
12. What is the present status of civil authority?
13. What information is available on the criminal threat?

### **ENGINEERING ISSUES**

1. What capabilities is the HN providing?
2. What are the unique area of operations characteristics that affect interoperability, such as severe climactic conditions?
3. What are the humanitarian and national assistance engineering requirements?
4. Are there any specific engineer contracts with the HN or other contractors?
5. What is the HN actually providing in terms of engineer services?
6. What, if anything, is the impact of non-governmental organizations (NGO) and CIMIC activity in-theatre on the engineer plan?
7. What are the in-theatre engineer coordination mechanisms? Are they capturing lessons learned and informing all nations to allow in-theatre adaptations to doctrine and new problems?
8. Are there any HN cultural constraints and restrictions that are or could impact on engineer operations?
9. Describe the current interagency cooperation and coordination in the area of responsibility?

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10. What sustainment capabilities are foreseen by the NGOs?
11. What do the NGOs anticipate wanting from us?
12. What are the environmental considerations?

### **PUBLIC AFFAIRS AND MEDIA ISSUES**

1. What areas remain national issues?
2. What are the main local and national media organizations operating in and around the area of operations?
3. What is the broadcasting situation?

## ANNEX C

### **DISASTER NEEDS ASSESSMENT CHECKLISTS**

#### **Water System Checklist**

1. Determine the amount of water available per person per day.
2. Determine the source and quality of the water.
3. Determine how long the daily amount has been available.
4. Determine the evidence of water related diseases.
5. Determine the length of time users wait for water.
6. Determine whether there is safe access to water for vulnerable groups.
7. Determine the types of wells, transportation, and or storage systems used.
8. Determine if there are problems with well repair/rehabilitation.
9. Determine if there is equipment/expertise onsite, on order, or available for repair.
10. Determine the availability of additional sources of safe water if required.
11. Determine the need for water engineers to assist with evaluating requirements.
12. Describe the types of systems and sources that existed prior to the disaster in the affected areas (treatment facilities, mains, pump stations and distribution network).
13. Specify how many people have been deprived of a functional water supply.
14. Determine who is in charge of the local water system(s) (community group, committee, and national authority).
15. Determine whether the system is still functional or what the requirements for repair are.
16. Estimate the number of people who depend on the water sources by type (river, city water system).
17. Outline the impact of water loss on key facilities and on individual users.
18. Determine how quickly the responsible ministries can be expected to restore services.
19. Describe options for restoring minimum essential services.

#### **Sanitation Checklist**

1. Determine the placement, number and cleanliness of latrines.
2. Determine if the design and placement of latrines are affecting their use because of cultural taboos.
3. Determine if there is a sanitation plan if the population increases.
4. Determine if there is safe access to latrines for women and girls.
5. Determine the evidence of water related disease.
6. Determine the proximity of latrines and refuse areas to water sources, storage areas and distribution points.
7. Determine the placement and plan for the disposal of copses.
8. Determine if there is a plan for the collection and disposal of garbage.
9. Determine if there is an insect and rodent control plan.
10. Determine the need for a specialist to assist with evaluating requirements.

11. Determine the adequacy of sewage disposal facilities in any public buildings or other areas being used to temporarily shelter homeless people.
12. Determine if waste disposal/sewage is forming ponds in public areas.

### **Electrical Power Checklist**

1. Describe the complete power system.
2. Inventory auxiliary equipment that may be available locally.
3. Determine why power is not available.
4. Ascertain the condition of generating units.
5. Check the integrity of the fuel system.
6. Determine whether towers, lines and or ground lines are down.
7. Assess the condition of substations.
8. Outline the impact of power loss on key facilities.
9. Describe the options for restoring minimum essential services.
10. Ascertain whether load shedding and or switching to another grid can restore minimal services.
11. Identify local/regional suppliers of equipment and materials.
12. Determine the local/regional availability of technical services available for repair.
13. Describe the function of the facilities, their proximity to the stricken area and their relationship to the disaster itself.
14. Identify the host country organization that controls and operates the facilities.
15. Identify the suppliers, contractors and or donors that built the facilities.
16. Check on any proposed assistance from the original donors of the facilities.
17. Describe any damage to the system.
18. Check the soundness of the structures, outlet works and whether the reservoirs are watertight.
19. Identify any immediate or near term safety risks.
20. Assess the condition of canals or downstream channels.
21. Identify any changes in watershed conditions.
22. Evaluate the management of the facilities.
23. Determine whether storage and outflow quantities are being managed in accordance with prescribed curves.
24. Identify preparations for follow on storm conditions.
25. Describe the probable impact of discharging on downstream damage and or relief efforts.
26. Outline the repair plans of the host country officials.

### **Communications Checklist**

1. Describe where the system's facilities are located.
2. Determine the broadcast/reception area or zone of influence.
3. Identify the organization/firm that is responsible for the operation and maintenance of the system.
4. Determine if there is a disaster response plan with identification of priority facilities, material supply and priority screening of messages.

5. Obtain technical information, such as broadcast power, operating frequencies, call signs, relay/transmission points, hours of operation, standby power sources, mobile capacity, and repair/maintenance facilities and language of transmission.
6. Identify key personnel.
7. Determine the degree of integration of military and civilian communications networks.
8. Determine what communications facilities exist that are operable or easily repaired and could be used to pass on assessment information and assist in coordination of life saving responses.
9. Identify the type of system assessed.
10. Describe specific reasons why a system is not operating.
11. Outline options for restoring minimum essential services.
12. Identify local/regional suppliers of communications equipment and materials available for repair.
13. Determine the local/regional availability of technical services available for repair.

### **Health / Medical Checklist**

1. Ascertain demographic information (total number affected, age sex breakdown, identification of at risk population, average family or household size, and number of female headed households).
2. Determine background health information (main health problems in the area, previous sources of health care, important health beliefs and traditions, social structure, strength and coverage of public health programs in the area).
3. Mortality rate.
4. Morbidity rate.
5. Determine the need for immunization programs.
6. Determine the capability of relief officials to begin or sustain an immunization program.
7. Determine or estimate the number of major injuries.
8. Determine the number and locations of health facilities that existed prior to the disaster.
9. Determine the number of facilities that are still functioning and the total number of usable beds.
10. Determine the number of indigenous health personnel who are available.
11. Determine the amount and type of medical supplies and drugs that are available onsite or in country.
12. Determine additional amounts and types of medical supplies and drugs needed immediately from sources outside the stricken area.
13. Determine what additional medical equipment is needed and can be readily obtained to deal with major injuries.
14. Identify water sources.
15. Ascertain the local disease epidemiology.
16. Assess local availability of materials for shelter and fuel.
17. Assess existing shelters and sanitation arrangements.

18. Determine if a health information system is in place to monitor the affected population and provide surveillance and intermittent population based sample surveys.
19. Determine if the affected country has in place or plans to begin various health programs.
20. Determine the pre-disaster conditions of the health/medical infrastructure.
21. Ascertain from the affected government the minimum needs for health/medical infrastructure recovery.

### **Transportation Checklist**

1. Describe the road networks in the affected area by type.
2. Determine load capacity of bridges.
3. Identify the responsible ministries and district offices and constraints on operations.
4. Describe any damage to the network.
5. Determine which segments are undamaged, which can be traveled on with delays, and which are impassable.
6. Describe any damage by type.
7. Identify alternate crossing and or routes.
8. Evaluate the importance of the road network to the relief effort and rehabilitation.
9. Outline the options for restoring minimum essentials services.
10. Determine which elements must be restored first.
11. Describe the need for traffic control on damaged or one-way segments.
12. Determine how long the emergency repairs can accommodate relief traffic.
13. Determine if there is a requirement for emergency maintenance and fuel points in remote areas.
14. Identify the host country agencies, military and or civilian forces that are available to make repairs.
15. Identify whether these forces have the required equipment, spare parts and maintenance support.
16. Determine whether local or expatriate construction companies can loan equipment and or expertise.
17. Determine if regional sources of equipment and or expertise is available for repair.
18. Ascertain that arrangements can be made for standby forces, at damaged sections, to keep roads open.

### **Housing / Shelter Checklist**

1. Determine the number of people requiring shelter and whether the need for shelter is temporary or if it is a displaced population requiring shelter for an indeterminate time.
2. Determine the average number of people in an individual dwelling.
3. Identify obstacles that prevent victims from meeting their own needs, both for temporary and permanent shelter.
4. Determine the area affected.
5. Approximate the number of private dwellings and public buildings damaged or destroyed by city, village or region.

6. Determine the number of damaged dwellings that are habitable without immediate repair, that are habitable only after repair, and that are not habitable and must be destroyed.
7. Inventory existing structures and public facilities that can be used as temporary shelters, giving careful consideration to access to sanitation and water.
8. Damage assessment data to be collected during the disaster assessment are as follows:
  - a. Identification of the common types of buildings, building trends and housing preferences;
  - b. Determination of the patterns of failure of each building type;
  - c. Identification of sighting problems;
  - d. Identification of urban design problems;
  - e. Determination of material needs;
  - f. Determination of the local building process;
  - g. Identification of issues affecting program management;
  - h. During the damage assessment, it is important that adequate photographs be taken of both damaged and non-damaged structures. It is especially important to photograph new buildings under construction to determine whether people are making any adaptations on their own to improve the performance of buildings;
  - i. It is important to quantify some of the data collected in the assessment, including:
    - (1) Estimates of the number of buildings damaged and destroyed;
    - (2) Estimates of material needs; and
    - (3) Estimates of the stock of building materials already on hand in the project area;
  - j. Determination of whether local material suppliers will be able to obtain replacement material stocks;
  - k. Determination of the amount of materials that will be supplied by other donors;
  - l. Determination of extent of insurance coverage for housing within the affected area;
  - m. Determination of the cost of materials;

- n. Determination of the production capacity of local material producers;
- o. Determination of the shortage and handling capacity of ports, airports and warehouses in the project area;
- p. Determination of the transport capacity of local trucking firms, and of the availability of fuel and usable roads;
- q. Estimates of the cost reductions that could be made through local production of building materials; and
- r. Determine the capacities, efficiency, credibility and commitment of each agency that might be involved. A unified approach by government and non-governmental organizations in regard to rehabilitation greatly enhances individual agency efforts to assist the victims.

### **Food Source Checklist**

1. Describe the normal consumption pattern of the affected population, any taboos and acceptable substitutes.
2. Describe the normal food marketing system (including government involvement, imports, subsistence).
3. Indicate what food aid programs, if any, exist and describe them.
4. Outline the indigenous food processing capacity.
5. Ascertain the disaster's effect on actual food stocks and standing crops.
6. Determine if access to food has been disrupted and, if so, how long it is likely to remain disrupted.
7. Check market indicators of food shortages.
8. Check nutritional indicators of food shortages by sex.
9. Check social indicators of food shortages.
10. Determine how much food can be expected from future and or specially planted, quick maturing crops.
11. Determine where in the production cycle was the affected area when the disaster struck.
12. Estimate the local government stocks on hand and those scheduled to arrive.
13. Estimate the local commercial stocks on hand and scheduled to arrive.
14. Estimate the local PVO/NGO/IO stocks on hand and scheduled to arrive.
15. Determine regional availabilities.
16. Canvass other donors to find out what they expect to contribute.
17. Estimate how much food aid would be required during specific time periods.
18. Describe existing food aid distribution systems.
19. Describe the effectiveness of the distribution system.
20. Describe the role of women in the distribution system.
21. Describe government-marketing mechanisms.
22. Judge the capacity of the above to expand/begin emergency aid.

23. Explain the country's previous experience with mass feeding.
24. Determine the availability of facilities and materials, including fuel.
25. Determine whether repackaging facilities exist.
26. Analyze the likely price impact on normal food suppliers.
27. Decide whether food aid would free cash and labour for other aspects of relief, or divert labour and create a dependent attitude.

### **Displaced Population Checklist**

1. Determine the approximate number of displaced people.
2. Determine their location, movements.
3. Determine how many are arriving per week and how many more could come.
4. Determine how they are arriving (scattered individuals or families, clans, tribal, ethnic or village groups) and by what means.
5. Determine the approximate number and ages of men, women and children.
6. Identify ethnic/geographic origin (urban or rural).
7. Determine their health status.
8. Determine the percentage of the male/female population that is literate.
9. Determine what emergency related skills are represented in the population that could be drawn upon by relief organizations.
10. Determine what the displaced population has as personal property and what was lost as a result of the disaster.
11. Estimate the number and types of blankets needed.
12. Identify what blankets are available within the country from personal, commercial, UN/NGO/IO, or government stocks.
13. Determine what is needed from external sources for blankets.
14. Describe the clothing traditionally worn, by season and area.
15. If clothing is needed, estimate the amount by age group and sex.
16. Determine if used clothing is acceptable, and if so, for which groups.
17. Describe normal heating/cooking practices.
18. Determine whether heating equipment and/or fuel is required.
19. Estimate the types and quantities of heating equipment and fuel needed over a specific time period.
20. Determine appropriate fuel storage and distribution mechanisms.
21. Identify what fuel is available locally.
22. Identify what is needed from external sources.
23. Determine if other personal effects, such as cooking utensils, soap, and small storage containers, are needed.
24. Determine if the displaced personnel brought any financial assets. Determine if those assets could be converted to local currency.
25. Determine if livestock was brought along.
26. Determine if shelter materials were brought along.
27. Determine if other possessions, such as cars, bicycles, or boats, were brought along.

## ANNEX D

### POTENTIAL RAPID RECONNAISSANCE TEAM MEMBERS CHECKLIST

- A. Team Leader
- B. Linguists/Interpreters
- C. Legal Planners
- D. Political Military Representative
- E. Foreign Affairs Representative
- F. United Nations Representative (as coordinated through the national UN military representative if appropriate to the mission)
- G. Public Affairs/Information Planners
- H. Personnel Planners (J1)
- I. Human Resources Planner (gender requirements)
- J. Intelligence Planners (J2)
- K. Operational Planners (J3)
- L. Engineer Planners
- M. Military/Civilian Police Planners
- N. Force Protection Unit
- O. Special Operations Force Planners
- P. Psychological Operations Representative
- Q. Information Operation Planners
- R. Air/Aviation Operation Planners
- S. Maritime Operation Planners
- T. Logistic Planners (J4)
- U. Medical Planners
- V. Movement Planners
- W. Plans (J5)
- X. Communication Planners (J6)
- Y. Financial Planners (J8)
- Z. CIMIC Planners (J9)
- AA. Education Planners
- BB. Embassy/Consulate LO
- CC. Local/Regional Planners (as coordinated through the national embassy/consulate officials with the HN if appropriate to the mission)
- DD. Public Work Planners
- EE. Food/Nutritionists Planners

**Note.** Although a somewhat comprehensive list, representatives can be added or subtracted as required depending on the mission, size, complexity, nature and location of the emergency/crisis.