

## Beyond the Rubble

### 1. Background

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The discussion about using existing capabilities deployed by IER/C classified USAR teams in natural disasters started 2010 at the AEME Regional Meeting, launched at that time by D-A-CH (Germany-Austria-Switzerland). There was not much interest and no follow up.

2013 the GRG was tasked to examine this topic and to include it into the revision of the INSARAG Guidelines. Unfortunately there was no time and no capacity to study and to develop a concept paper. End January 2016 the D-A-CH-L (including Luxembourg) prepared this option paper for discussion at the ISG 16.

The “beyond the rubble”-->”INSARAG+” approach intends to optimize the assistance to victims of natural or human made disasters. The USAR teams are part of the first responders. They are often the first on site to support the local authorities to overcome the disastrous consequences.

But a disaster implies many more assistance activities than USAR. There are further support activities needed for the victims going from relief, early recovery up to the phase of reconstruction and finally to the prevention and preparedness support.

**These support activities must be needs driven and within the existing capabilities and capacities of the USAR Team present onsite. This means that “beyond the rubble/INSARAG+” must not determine in any case the structure of a USAR Team and create duplications with already existing capabilities.**

1. Following fields of engagement could be considered:

- In an earthquake to smoothen the transition phase
- In a disaster other than earthquake (typhoon, flooding, manmade disaster e.o.)

2. Following capabilities of USAR teams could be of benefit:

- Logistical support
- Management-, coordination- and communication-support
- Assessment
- Technical support
- Health- and medical-support

The engagement in the field of “beyond the rubble/INSARAG+” must not be mandatory for the USAR teams and must not be a part of the IEC/R process.

## 2. Analysis

Strengths	Opportunities
<ul style="list-style-type: none"> <li>• Capabilities are already on site</li> <li>• Multiple use of existing capabilities</li> <li>• Existing network is onsite and known</li> <li>• Based on INSARAG Methodology</li> <li>• First-hand information are available</li> <li>• Large scale of assessment results obtained can be shared</li> <li>• Different background of USAR team structure (multidimensional flexibility)</li> </ul>	<ul style="list-style-type: none"> <li>• Efficient response to needs</li> <li>• Cost effectiveness</li> <li>• Facilitate the set-up of incoming humanitarian actors</li> </ul>
Weaknesses/Limitations	Threats
<ul style="list-style-type: none"> <li>• USAR Mandate</li> <li>• Limited resources</li> <li>• Limited timeframe (not sustainable)</li> </ul>	<ul style="list-style-type: none"> <li>• Perception of our intentions by other humanitarian actors (competition?)</li> <li>• Additional allocation of resources</li> <li>• Deliver a false justification to deploy USAR teams more frequently and/or longer</li> <li>• Possible divergence from mandate</li> <li>• Create duplications in the humanitarian global response (investment – result relationship is out of balance)</li> </ul>

## 3. Possible Discussion Points

1. What is your understanding of “beyond the rubble/INSARAG+”?
2. How does the USAR teams fit in in the transition between the ‘rescue phrase’ and ‘relief phase’?
3. What are possible limitations for this engagement?
5. What is the way ahead?

## 4. Way forward

The key discussion points at ISG 2016 are:

1. Recognised as a complimentary process to existing USAR activities, and not be part of the INSARAG classification process. The key purpose of ‘beyond the rubble’ is to ensure that there are no gaps between the ‘rescue’ phrase and the ‘recovery’ phase. ‘Beyond the rubble’ is a process that requires cooperation and coordination with UN agencies and clusters.

2. There is a need to define the boundaries of ‘beyond the rubble’ so to avoid duplication with other humanitarian actors.
3. ‘Beyond the rubble’ could be renamed to ‘INSARAG+’ or ‘USAR+’.
4. USAR teams do not need to receive additional training but should be able to support relevant tasks beyond USAR.
5. USAR teams should not extend their stay in the receiving country to address humanitarian needs outside of immediate search and rescue, if not requested to do so. However, during their stay, USAR teams could utilize humanitarian assessment reports and guidance from the affected governments, to identify areas of assist, taking into account local / national context requirements and needs i.e. gaps.
6. Need to strengthen transparent information management on incoming teams on GDACS and VO by making it more available.

The ISG 2016 has agreed to follow up the option of “beyond the rubble/INSARAG+”, and it is recommended that, in consultation with other regions and relevant stakeholders, it should be brought up at the regional level for strategic discussion and at the team leader’s meeting at the tactical level. The Transitional GRG should qualify, cluster, record and process the questions arising for the next GRG 2018-2010.