

CO-CHAIRS' SUMMARY REPORT
ASEAN REGIONAL FORUM DISASTER RELIEF EXERCISE (ARF DiREx) 2011
MANADO, INDONESIA, 15-19 MARCH 2011

INTRODUCTION

1. Pursuant to the decision of the 17th Ministerial Meeting of the ASEAN Regional Forum (ARF) held in Hanoi on 23 July 2010, the ARF Disaster Relief Exercise (ARF DiREx) was held in Manado, Indonesia, on 15-19 March 2011. The ARF DiREx was co-chaired by Indonesia and Japan. The ARF DiREx was opened by the Vice President of Indonesia, H. E. Boediono, on 15 March 2011.
2. Representatives from almost all ARF participants participated in the ARF DiREx. The representatives of the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre), United Nations Office for Coordination of Humanitarian Affairs (UNOCHA), United Nations Children Emergency Funds (UNICEF), the World Food Programme (WFP), the World Health Organization (WHO), the International Federation of Red Cross (IFRC) and ASEAN Secretariat were also present. Total number of participants was 4,334. The List of Participants is attached as **Annex 1**.

ARF DiREx ACTIVITIES

3. Three main activities were conducted during the ARF DiREx, namely Table Top Exercise (TTX), Field Training Exercise (FTX), and Humanitarian Civic Action (HCA). The TTX was held in Convention Centre of Novotel Hotel while the FTX and HCA were conducted in Manado city and the surrounding villages, the islands of Bunaken, Siladen and Mantehage, seaports as well as Sam Ratulangi international airport.
4. Co-Chairs also organized VIP/Observer/Press Tour to various locations of the Exercise, such as to Maasing Village (Tsunami Drill), Bunaken Island (Medical Civic Action Program (MEDCAP) and Water Purifier Engineering works) and USAR demonstration at Blue Bantar.

ARF PARTICIPANTS' CONTRIBUTIONS

5. Representatives from ARF participants and seven international organisations, namely, Australia, Bangladesh, Brunei Darussalam, Cambodia, Canada, China, European Union, India, Indonesia, Japan, Malaysia, Mongolia, Myanmar, New Zealand, Pakistan, Papua New Guinea, the Philippines, Republic of Korea, Russian Federation, Singapore, Sri Lanka, Thailand, Timor Leste, United States of America, Viet Nam, ASEAN Secretariat, AHA Centre, UNOCHA, UNICEF, WFP, WHO and IFRC contributed in the Exercise.

6. A large number of assets have been deployed to participate in the ARF DiREx, including ships and boats from the Indonesian and Indian Navy, helicopters from Indonesia, India and Singapore, and transport aircraft from the Indonesian Air Force.

OPENING SESSION

7. Before proceeding with his remarks, the Vice President of The Republic of Indonesia, H.E. Dr. Boediono, invited participants to join him to observe a moment of silence for the people of Japan and Aceh. As natural disasters pose a threat to human security, he highlighted the importance of addressing such common transnational challenges to human security together in the ARF as a group in a more effective manner. He also expressed that the ARF DiREx 2011 in Manado was aimed at improving and enhancing the professionalism of all participants in Disaster Relief operations and expressed his hope that all participants will maximize the opportunity to learn, share knowledge, and exchange experiences.
8. In her opening remarks, the parliamentary Vice-Minister for Foreign Affairs of Japan, Ms. Makiko Kikuta, extended her profound gratitude toward the message sent from all over the world regarding the Great East Japan Earthquake. She mentioned that Asian countries are situated in disaster prone region, She underscored the importance of the ARF as one of the most effective frameworks in tackling disasters and helping each other. In addition, she promised that Japan will continue to take leadership in further enhancing regional dialogue and cooperation in the political/security field under the ARF.

TABLE TOP EXERCISE (TTX)

The Table Top Exercise (TTX) activity was preceded by Opening Remarks ([Annex 2](#)) from Senior Controllers and Academic Session.

Academic Session

9. An academic session was held on the first and second day of the TTX. The academic session discussed the disaster response mechanisms at the national, regional and international levels. Representatives from the Indonesian National Agency for Disaster Management (BNPB) ([Annex 3](#)), the ASEAN Secretariat ([Annex 4](#)), the Ministry of Foreign Affairs of Indonesia ([Annex 5](#)), the Indonesian Armed Forces Headquarters ([Annex 6](#)), the UNOCHA ([Annex 7](#)), the IFRC ([Annex 8](#)), and Defense Imagery and Geospatial Organization of Australia ([Annex 9](#)) briefed the participants in the session.

Table Top Exercise (TTX)

10. The TTX was based on a hypothetical scenario of earthquake followed by tsunami which hit the area of Wori District, North Sulawesi. The TTX discussion was conducted in a plenary format moderated by five facilitators. Responses to various phases of the disaster were examined from the perspectives of the local government, regional and international communities. The participants of the TTX were guided by a set of questions that were structured in four exercise moves, namely: i) initial response, ii) disaster plus 2-4 days, iii) disaster plus 5-7 days and iv) disaster plus 2-4 weeks. The scenario and the questions were developed in advance by the senior

controllers and scenario manager. The sets of questions were structured according to the phases of disaster. The scenario brief appears as **Annex 10 and Exercise Move 1-4 appears as Annex 11.**

FIELD TRAINING EXERCISE (FTX)

11. FTX consisted of an Urban Search and Rescue (USAR), Land Operations, Maritime Operations, Air Operations. The Field Training Exercise (FTX) was held from March 16th to 18th and the demonstration of FTX was implemented on the 15th at North Sulawesi Province, following the opening ceremony. In total 3.575 personnel (3.530 Indonesian participants, and 455 personnel from other ARF Participants) were involved in FTX and HCA. The Exercise has been successfully conducted and the principle of “safety first-zero accident” was achieved.

Urban Search and Rescue (USAR)

Six countries (Australia, India, Indonesia, Japan, Mongolia and Singapore) and two organizations (ASEAN’s Mechanisms and European Union) participated in Urban Search and Rescue (USAR) exercises. USAR exercise consisted of four parts of training: Reception and Departure Centre (RDC)-move, Field Assessment, Search and Detection, and Rescue operations (e.g. shoring, breaching, and height rescue). Each training is controlled by sub On-Site Operations Coordination Centre manned by Exercise-Controllers, Indonesian National Search and Rescue Agency (Basarnas), ASEAN-ERAT and APHP.

Land Operations

Based on the scenario, the participants, mainly from the Indonesian military (TNI) and Provincial Government of North Sulawesi, engaged in Land Operation, among others, Tsunami Drill which involved the local community of Maasing Village, Land Medical Evacuation, Field Hospital, and Land Transportation for injured victims and logistics. In total of 88 activities were carried out in land operations.

Maritime Operations

Indonesian National Search and Rescue Agency (Basarnas), Indian Navy, and TNI participated in Maritime Operations in which they delivered water to five exercise areas, and implemented maritime search and rescue as well as transferring victims to Navy Hospital of KRI Suharso for further medical treatment. The Maritime operations engaged 18 ships.

Air Operations

Meanwhile, Indian Navy, Singaporean Air force and TNI participated in Air Operations which included air-dropped supplies by TNI’s C-130 for the disaster affected people, and casualties transportation by Singapore’s CH-47 and TNI’s NAS-330. India’s Chetak and TNI’s BO-105 implemented air search and rescue at the offshore of Manado city. Meanwhile, Singaporean CH-47 and TNI NAS-330 transported supplies from Manado airport to Mantehage Island, from Wori Village to Megamall area and to the airport, as well as from the airport to Wori back and forth. During the FTX, TNI’s C-212 implemented the Mapping exercise. The operations engaged 10 aircrafts including helicopters.

HUMANITARIAN CIVIC ACTION (HCA)

12. HCA consisted of a Medical Civic Action Programme (MEDCAP) and Engineering Civic Action Programme (ENCAP). MEDCAP projects included General Practice, Dental, Cataract, Circumcision, Family Planning, Nutrition Supplement and Minor Surgery. China, Indonesia, the Philippines, Singapore, Timor-Leste, and EU took part in MEDCAP from 15th to 18th at Maasing Village, Wori Village, Bunaken Island, Mantehage Island by providing free medical service and a floating hospital on board KRI Soeharso. Indonesia, Japan and the Philippines participated in ENCAP by conducting reconstruction of dirt roads, repairs of water sanitation facilities in Wori, Minaesa and Kimabajo villages and in Bunaken, Siladen and Mantehage islands.

JOINT OPERATION CENTRE (JOC), COMBINED COORDINATION CENTRE (CCC), AND MAIN COMMAND POST (MCP)

13. Three Centres for Coordination Mechanism was established to ensure the well coordinated activities during the Exercise, namely Joint Operation Centre (JOC), Combined Coordination Centre (CCC) and Main Command Post (MCP).

Joint Operation Centre (JOC)

JOC oversees the activities of Combined Coordination Centre (CCC), Main Command Post (MCP) as well as Element Support Group (ESG) and Table Top Exercise (TTX).

Combined Coordination Centre

For the safe and appropriate operation of the entire exercise, the CCC (Combined Coordination Center) coordinates the activities of players from ARF Participants, or among military and civil operations, when necessary, and share information. CCC also demonstrates the example of post disaster Multi-National Coordination. CCC's roles are to obtain the daily update of the FTX and daily coordination of FTX.

Main Command Post (MCP)

Main Command Post (MCP) carries out coordination with Combined Coordination Centre (CCC) on plans, staffs, operations and resources. Based on such coordination, MCP gives instructions to Indonesian FTX players and received reports from them.

AFTER ACTION REVIEW (AAR)

14. As an evaluation of the Exercise, which serves as a basis for future follow up actions, the ARF DiREx 2011 After Action Review (AAR) was convened on 19 March 2011. In the AAR, representatives of the ARF Participants involved shared feedbacks and recommendation on the lessons learned based on the Exercise scenario. The ARF Participants also delivered their country presentations and comments. The ARF DiREx 2011 After Action Review Executive Summary is attached as **Annex 10**.

RECOMMENDATIONS FOR FUTURE ARF COOPERATION

15. The Exercise (DiREx) was successfully conducted and has advanced the multinational disaster response simulated during the first ARF VDR Exercise in the Philippines in May 2009. The DiREx participating countries gained confidence in the field of disaster relief operation, throughout the policy coordination and international cooperation during the Exercise. Despite the encouraging undertakings, there are also some constraints and shortcomings which need to be taken into full attention and improved in organizing the Exercise. This could be seen in particular in relation with planning and operational aspects. We note that the Exercise was affected by the shocking earthquake and tsunami happened in Japan on 11 March 2011 (3 days before the Exercise). As a logical consequence, this unanticipated disaster has forced some countries (Japan, the United States and the Republic of Korea) to pull back their personnels and assets that were planned to participate in the Exercise. It ultimately required us to make some adjustments in the scenario. In the operational aspect, we have faced some considerable technical problems such as coordination, logistics, human resources, security, organizational and Standard Operating Procedures. It is therefore highly important to also conduct follow up activities in the field of disaster management to improve and utilize the progress made during the ARF DiREx 2011. Lessons learned from both VDR and AAR of this exercise, we suggest that we hold such Exercises with an interval of two years, while conducting TTX and other relevant activities in between, as extensive Exercises take more than a year to be well prepared.
16. The ARF DiREx 2011 has contributed to strengthening cooperation and enhancing interoperability among ARF nations' civilian and military agencies at the strategic, operational and tactical levels. Effectiveness of civil-military cooperation among nations and agencies at all those levels is the key to improve disaster relief capacity. We recommend that we continue to conduct such exercises and to call for more participation and contribution in terms of assets, given that a comprehensive approach would make an exercise more realistic and effective.
17. Through ARF DiREx 2011, we shared the view on how to effectively conduct disaster relief operations among not only participating countries and organizations but also UN agencies and other international institutions and/or local institutions. In order to consolidate what we gained through DiREx, we suggest that TTX be elaborated in a way that the command and coordination aspect of the exercise correspond further to the real situation. From this perspective, with respect to the possibility of conducting Command Post Exercise (CPX), we recommend to use role-play methods in dealing with specific cases with a well defined scale and scope.
18. Briefing sessions on the TTX and FTX were held during the ARF DiREx 2011 and explained about several disaster relief mechanisms in example the ARF Strategic Guidelines for Humanitarian Assistance and Humanitarian Assistance and Disaster Relief, ASEAN Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations and relevant Indonesian Laws on disaster relief. It is important for countries and agencies in the region to share views on disaster relief policy in an affected country, in order to effectively and rapidly address disasters. For a more effective and coordinated disaster relief operation in the South East Asia region, we also recommend to strengthen the function of the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) located in Jakarta, Indonesia.

19. Through ARF DiREx 2011, participating countries have enhanced their ability to provide assets and personnel in a coordinated manner. This kind of ability needs to be further developed. This could be achieved through the introduction of role playing methods as referred to in (3) above, given that these methods require cooperation between civilian and military agencies as well in working in a multilateral setting.
20. Indonesia, the DiREx co-hosting country, successfully enhanced its ability to meet the expected needs in case of disaster in a timely and appropriate manner. Especially, the coordination of national and international dimensions by JOC, CCC and MCP and lessons learned through an effective TTX has greatly contributed to the enhancement of Indonesia's capacity to encounter disasters. The coordination between the Central Government of Indonesia and the Local Government of Sulawesi Utara, while gaps were still found, was enhanced as a result of this Exercise. It is hoped that the Indonesian government will use the valuable lessons learned to further consolidate its disaster relief mechanism. We recommend that any future exercise of this kind be made even more effective, by analyzing the various lessons learned from countries who have experienced large scale disasters, and countries and international organizations providing humanitarian assistance under disaster relief operations.
21. There is a need to ensure that similar Exercises from other existing regional mechanisms are not duplicating each other, and therefore should be mutually complementary and reinforcing each other.

CLOSING REMARKS

22. ARF Participants thanked the Co-Chairs for the effective chairmanship and productive discussion and expressed gratitude to the Government of Indonesia as well as the Provincial Government of North Sulawesi for the warm hospitality and excellent arrangements.

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