

**Co-Chairs' Summary Report**  
**ARF Workshop on Consular Contingency Planning and Crisis Management**  
**Bali, Indonesia, 20-21 May 2014**

**Introduction**

1. Pursuant to the decision of the 20<sup>th</sup> Ministerial Meeting of the ASEAN Regional Forum (ARF) held in Bandar Seri Begawan on July 2013, the ARF Workshop on Consular Contingency Planning and Crisis Management was convened in Bali, Indonesia on 20-21 May 2014. The Workshop was co-chaired by Mr. Tri Tharyat, Director for Consular Affairs, Ministry of Foreign Affairs of the Republic of Indonesia and Ms Suzanne Stein, Director Consular Operations (Pacific and Asia), Department of Foreign Affairs and Trade, Australia.
2. The Workshop was attended by representatives from all ARF participants except Bangladesh, China, the Democratic People's Republic of Korea, India, Japan, Mongolia, Pakistan, Papua New Guinea, the Philippines, and Thailand. The Workshop was also attended by representatives of World Health Organization (WHO), the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) and the ASEAN Secretariat. The List of Participants is attached as **ANNEX A**.

**Opening Ceremony – Welcome and Opening Remarks**

3. Mr. Tri Tharyat, Director of Consular Affairs, Ministry of Foreign Affairs of the Republic of Indonesia, delivered the first keynote address. He welcomed all delegates in Bali, and stressed that in the past few years, the ARF has learned on how countries responded to emergency situations that happened in their country or another country. He gave a brief explanation on Indonesia's experience in dealing with emergency situations, such as the 2011 Arab Spring, and how Indonesia managed to save its citizens during that time. He also noted that the ARF had adopted a Work Plan on Disaster Relief in 2009. He also stressed that there are four key items in Consular Contingency and Crisis Management, such as Planning, Approach to crisis management, communication and social media, and case studies.
4. In her opening remarks, Ms. Suzanne Stein welcomed all the delegates and noted the success of the previous Consular Contingency Planning and Crisis Management workshop with East Asia Summit member countries in December 2012. She welcomed the co-hosting by Malaysia and the People's Republic of China (PRC) of the next ASEAN Regional Forum Disaster Relief Exercise (ARF DiREx) scheduled for February 2015 in Sintok, Malaysia and the concept paper from the United States and Malaysia for an ARF workshop on a multi-year exercise plan to consolidate exercise planning norms. She noted the importance of ARF members in the region working and communicating together on contingency planning and response.

**Agenda 1 - Planning For Crisis**

5. Ms. Sanchi Davis from the Consular and Crisis Management Division at the Australian Department of Foreign Affairs and Trade (DFAT), delivered a presentation about crisis contingency planning. She remarked that DFAT, in a crisis situation, would chair an Interdepartmental Emergency Task Force (IDETF) and manage a whole-of government response to international crises. She outlined six challenges in managing crisis situations including public expectations, limited resources, communication outages, challenges that stem from working in a foreign country, intense media interest, and the real-time situation. Australia typically applies three principles in a crisis, namely Whole of Crisis, Whole of Government, and Clarity of Purpose. She further outlined that in managing crises, management is structured into two parts - Overseas and Central (Canberra). Overseas there are usually two teams, namely the Post Crisis Team and depending on the incident an Emergency Response Team. Canberra on the other hand is tasked with coordinating the government response. She outlined the necessity for a country to have robust consular contingency planning in place, particularly a plan to outline the consular response for its nationals, business continuity, better understanding of all countries of responsibility including accreditation/non resident accreditation countries, to help mitigate identified risks (Risk Register), encourage cooperative arrangements with others in the region, and to prepare for a wide range of crises. Her second presentation focused on Australia's Crisis Action Plan (CAP), which looked at the Activation of a Plan (through three stages of crisis), Designing Exercises, Training of Staff, Emergency Response Teams, and other Government Deployments. At the end of the presentation, she stressed the need for better regional cooperation on consular crises, as she noted that every country had comparative advantages and different experiences to help others in the region improve their own efficiency and effectiveness in their consular response to their own nationals. Her presentation appears as **ANNEX B**.

## **Agenda 2 – Approaches to Crisis Management**

6. Mr. Tabrani from Indonesia's Disaster Management National Agency (BNPB) delivered a presentation about the role of BNPB in crisis management. He outlined his presentation into three parts, namely Risk Management, Crisis Management and Disaster Management. Risk Management, he explained, is the identification, assesment, and prioritization of risks followed by coordination of resources to minimize, monitor and control the impact of potential event. Risk Management can be divided into four parts, namely Risk Identification, Risk Analysis, Risk Response Planning and Risk Monitoring and Control. Crisis Management, on the other hand, is the process by which and organization deals with a major event that threatens to harm the organization, its stakeholders, or the general public. According to Mr. Tabrani, there are three types of crisis, namely Natural Crisis, Technological Crisis and Man-made Disasters. Crisis management deals with three issues, such as crisis management planning, contingency planning and business continuity planning. There are also three elements of a crisis response, such as Operational, Management and Communications. The key, Mr. Tabrani stressed, is effective coordination of those three elements. The last point, on Disaster Management, he explained

about Indonesia's shift of paradigm through national laws, from reactive to proactive, from emergency response to risk reduction, from centralized approach to decentralized approach, etc. Indonesia's policies on disaster management in 2010-2014, he remarked, are mainstreaming disaster risk reduction at the national level, strengthening disaster management capacity at central and local level, encourage community involvement in disaster risk reduction, etc. His presentation appears as **ANNEX C**.

7. Mr. Kadek Bayu and Mr. Noviandik from Garuda Indonesia delivered a presentation about the Company's Emergency Response Plan (ERP). They used a scenario which included an aircraft getting into trouble and how Garuda Indonesia would respond to it. They explained the chain of command in an emergency situation. The objective of the ERP, they remarked, is to ensure the safety and well being of Garuda's passengers, employees, customers, and the environment and to minimise the financial impact on Garuda Indonesia. Garuda Indonesia also conducted a short Table Top Exercise, demonstrated their Table Top Exercises using Social Media, Hijacking response drills, and how they would actively participate in a National Emergency Response. Their presentation appears as **ANNEX D**.

### **Agenda 3 – Challenges in a Crisis and Lessons Learned**

8. Dr. Lalu Muhamad Iqbal, Deputy Director of the Protection of Indonesian Citizens and Legal Entities Abroad, from Indonesia's Ministry of Foreign Affairs outlined Indonesia's approach to dealing with consular crises, consisting of Institutionalisation (establishment of Directorate for Protection of Indonesian Citizens and Legal Entities Abroad), Command and Control (Situation Room), Strengthening Indonesian Missions abroad (29 of Indonesian Missions abroad are now given Citizen Service status), Operational Reference (template of contingency plan in all scenario), and Monitoring Missions abroad (monitoring and evaluation on regular basis). For Indonesia, there are four types of Consular Crises, namely natural disasters (Japan, 2011), man-made disasters/conflicts (Arab Springs, 2010-2011), mass deportation (Saudi Arabia, 2011-2013), and death penalty cases (Saudi Arabia, 2011 and 2013). He then outlined the three levels of a consular crisis adopted by Indonesia, Green Level (Preparatory Level), Yellow Level (Indonesian Missions will start evacuating Indonesian citizens), and the third Red Level (evacuation being mandatory.)
9. Dr. Lalu then briefed the group on Indonesia's experiences with evacuating Indonesian citizens abroad in the four cases above. He explained how the different situations affected the way Indonesia dealt with consular crises. There were also challenges, he noted, including unpredictable situations, lack of knowledge of consular crisis management of diplomatic missions, data on Indonesians overseas, mechanisms for defining emergencies abroad, and finally the financing mechanism. Lessons learned from these experiences included equipping all diplomatic and consular staff with sufficient know-how in consular contingency planning and response, the need for all Indonesian Missions to develop contingency plans on all types of crisis scenarios, develop a special technical assistance team to deliver protection in complex humanitarian

situations, develop mechanisms to define a “crisis for Indonesian Overseas abroad”, establish cooperation with relevant international organizations, and develop clear financing mechanisms. His presentation appears as **ANNEX E**

10. Dr. Nirmal Kandel from World Health Organization delivered a presentation on Pandemic Management. A disease is categorized as a “pandemic” when it is formally recognised by the Director General of WHO, who receives recommendations from the Emergency Committee of International Health Regulations. He noted there were many effects from a Pandemic including increased medicinal consumption, increased absenteeism of the workforce, thus hampering the economy, and threats to law and security. He underlines the importance of communicating risk as part of health promotion by the centre for public communication. The lessons learnt from pandemics are the need for Pandemic Response Plans and Coordination, Investment in pandemic preparedness and planning, a science-driven and adaptable response plan, and inclusion of other sectors for pandemic preparedness and response activities. His presentation appears as **ANNEX F**
11. Ms Halia Haddad, Second Secretary from the New Zealand Embassy Jakarta delivered a short presentation about New Zealand’s consular contingency experiences and lessons learned following the Christchurch Earthquake in 2011. Her presentation appears as **ANNEX G.**
12. Ms. Nguyen Thi Huong Lan from Viet Nam delivered a short presentation about Vietnam’s experience with evacuating 10.000 Vietnamese workers from Libya during the Arab Spring. When the crisis first broke out, the Ministry of Foreign Affairs of Vietnam actively coordinated with relevant ministries to convey recommendations to the Prime Minister. In February 2011, the Vietnamese PM established a Steering Committee, headed by the Vice Minister and chaired by the Foreign Minister, with other ministries and Viet Nam Airlines. They also worked closely with international organisations. After the Committee was established, they built frontline headquarters in Tunisia to work on the evacuation process. At the end of the operation, 10, 082 workers were evacuated from Libya. At the end of her presentation, Viet Nam identified key factors from their experiences in Libya, namely forecasting the crisis, coordination among relevant ministries, and actively mobilizing support from international organizations. Her presentation is attached as **ANNEX H**

#### **Agenda 4 - Communications and Social Media in Crisis**

13. The first presentator under Agenda 4 was Ms. Mary Colls from the Australian Department of Foreign Affairs and Trade. She gave a brief history on how Australia used social media in dealing with its consular matters, such as the Arab Spring in 2011. She talked about Australia’s Consular Brand “SMARTRAVELLER”, which aimed to help Australians abroad on consular matters and help prevent consular issues. There were three uses of Social Media in consular affairs - quiet (Monitoring and Chasing [searching for Australian who are in a crisis affected area]); vocal (responding to direct questions and providing information to the public); and monitoring the social media sphere. Social media

is also used to respond to direct enquiries (media enquiries and requests for consular assistance). The information that is conveyed via social media includes instructions to Australians in crisis areas, instructions to their families, regular situation updates to quell rumors and misinformation and also to help reduce public criticism and misunderstandings. All of this, she added, required excellent coordination, including a clear approval process. Participants were particularly interested in Australia's @Smartraveller Twitter account launched in October 2013 which during Typhoon Haiyan allowed DFAT to use its Smartraveller Twitter and Facebook accounts to broadcast information to Australians in the Philippines and families in Australia. Member countries also wanted to emulate the use of Twitter Alerts which allows countries to broadcast and highlight critical, time sensitive emergency messages to members of the public via the Twitter network. Her presentation is attached as **ANNEX I**

14. Mr Danial Izwan Phua, Assistant Director from the Consular Directorate, Ministry of Foreign Affairs, Singapore, delivered a presentation on Singapore's perspective on Crisis Management. In Singapore, Crisis Management is largely state-driven, with a whole-of-government approach. This multi-agency approach provides the policy, legal and institutional framework to handle crises. An integral part of Singapore's crisis management mechanism is the Homefront Crisis Management System (HCMS), consisting of a Ministerial Committee, Executive Group, and Crisis Management Groups. He presented on a crisis in Singapore, namely the Nicoll Highway Collapse in 2004. There were two key efforts undertaken by the Government of Singapore, specifically the Rescue Operations Effort and Public Communications Effort. The Public Communication effort was done to assuage public anxiety and build public confidence. At the end of his presentation, he stressed the need for Singapore to shift from a whole-of-government approach to whole-of-community approach. His presentation appears as **ANNEX J**
15. Mr. Scott Corcoran, Deputy Director of Emergency Planning from the Canadian Department of Foreign Affairs, Trade and Development delivered a presentation on Canada's Emergency Management Processes. Canada categorises Emergencies into three types- natural, human-induced and technology-based disasters. When incidents occur, he stressed the importance of four organisatory efforts including operations, planning, logistics and finance and from that Canada has created an Incident Command System (ICS). He then went on to explain 13 (thirteen) principles of the ICS, such as interoperability, standardisation, management by objectives etc. The ICS itself serves five primary functions including Incident Commander (with optional support staff such as Security, Information, and Liaison), Operation, Logistics and Finance/Administration. In the next part of the presentation, he discussed Canada's consular partnerships namely the Non-combatant Consular Group (NCG) and the Global Consular Forum (GCF). The GCF has a number of objectives, including developing a common understanding of consular services, identifying challenges and identifying shared and differing interests. His presentation appears as **ANNEX K**
16. Mr. Basil Constantinescu from the European External Action Service (EEAS) delivered a presentation about Consular Cooperation in the EEAS Context. He

explained that EEAS coordinates consular assistance for EU citizens, should there be a consular crisis in countries outside EU borders. The basic principles are solidarity, non-discrimination, and citizenship of the Union. He then explained the consular functions of the EU, such as assisting EU Member States (MS), providing infrastructure (web page Consular On Line (CoOL) and ad hoc teleconferences), maintaining and developing contacts with third countries, and so forth. He also explained the bigger role of consular cooperation such as hosting member states' diplomatic/consular staff, facilitating the conclusion of burden sharing arrangements between locally represented and unrepresented MS to ensure consular assistance, organising consular crisis response workshops, and also monitoring and reporting on local consular cooperation arrangements. To fulfill their roles, EEAS organised Consular Cooperation Exercises were conducted in Beijing (January 2013) and Beirut (November 2013). For the case study, Mr. Constantinescu used the example of the consular crisis in South Sudan and Libya. His presentation appears as **ANNEX L**

17. Mr Agostinho Cosme from Timor Leste's Department for Peace Building and Social Cohesion delivered a brief presentation on their experiences with consular crisis management. He acknowledged they were still very much in the development stage of their consular crisis and contingency planning and therefore appreciated the information sharing and opportunity to identify potential areas for future cooperation at the workshop. They continued to develop their monitoring and response capacity and were working closely with local communities to mitigate risks.

18. The final presentation in this workshop was delivered by Mr. Janggam Adhityawarma from the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre). He started his presentation by outlining disaster management mechanisms in South East Asia, citing the Indian Ocean Tsunami in 2004, which prompted ASEAN to establish the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), signed on 26 July 2005, and entered into force on 24 December 2009. Based on the AADMER, the AHA Centre was established. AHA Centre is a governing board, and the focal points are National Disaster Management Agencies of AMS. Although AADMER outlined four pillars in disaster management, the AHA Centre reiterated that they only have a mandate for preparedness and disaster monitoring. They spoke about their methods of disseminating information via social media and the ASEAN information channel. Participants were interested to learn that prior to Cyclone Haiyan making landfall, an AHA Centre representative had been deployed to Tacloban to assist. During Haiyan, the AHA Centre focused on managing information, facilitating assistance from ASEAN, supporting the National Disaster Management Office (NDMO) of the Philippines and supporting the local population. His presentation appears as **ANNEX N**

## **Closing Remarks**

19. The Co-Chairs stressed the need for capacity building and to identify future challenges. Canada expressed their hope that ARF can work together with the

GCF, while Malaysia stressed the need for ASEAN to cooperate with its Dialogue Partners in cooperation in crisis-affected area outside of ASEAN borders.

20. In closing, the Co-Chairs conveyed their deep appreciation to all participants, speakers and the ASEAN Secretariat for their cooperation and invaluable contribution to the Workshop. The Co-Chairs looked forward to further discussions on this issue by the ARF in the near future.

21. The Workshop expressed gratitude to Indonesia and Australia for their effective co-chairmanship. The participants also thanked the Government of the Republic of Indonesia for their warm hospitality and excellent arrangements in hosting the ARF Workshop on Consular Contingency Planning and Crisis Management.

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