



# **2018 East Asia Summit International Disaster Assistance Workshop Outcomes Report**



Images: East Asia Summit flags, EAS Rapid Disaster Response Toolkit.



## 2018 EAS International Disaster Assistance Workshop Partners

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**Australian Government**  
**Department of Home Affairs**



**Government of Western Australia**  
**State Emergency Management Committee**  
**Department of Fire & Emergency Services**



**ONE ASEAN ONE RESPONSE**



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# Abbreviations and Acronyms

**ACDM** – ASEAN Committee on Disaster Management.

**ACMC** – The Australian Civil-Military Centre supports the development of national civil-military capabilities to prevent, prepare for, and respond more effectively to, disasters and conflicts overseas. ACMC supports Australian Government agencies, and non-government and international partners, on civil-military issues through advice, training and education programs, and research and lessons learned activities.

**ADF** – Australian Defence Force.

**AHA Centre** – The ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) is an inter-governmental organisation which aims to facilitate cooperation and coordination among ASEAN Member States and with the UN and international organisations for disaster management & emergency response in the ASEAN region.

**AGCC** – Australian Government Crisis Committee.

**AHPRA** – Australian Health Practitioner Regulation Agency (AHPRA) is responsible for the implementation of the National Registration and Accreditation Scheme across Australia.

**AJDRP** – ASEAN Joint Disaster Response Plan

**ARDEX** – ASEAN Regional Disaster Emergency Response Simulation Exercise

**ASEAN** – Association of Southeast Asian Nations

**AUSRECEPLAN** – Australian Government Plan for the Reception of Australian Citizens and Approved Foreign Nationals Evacuated from Overseas (AUSRECEPLAN) coordinates the Australian Government evacuating Australian citizens and approved foreign nationals following an emergency incident overseas.

**BoM** – Bureau of Meteorology.

**CIP** – Critical Infrastructure Protection.

**CIQ** – Customs, Immigration and Quarantine.

**COMDISPLAN** – Commonwealth Disaster Plan (COMDISPLAN) explains how the Australian Government responds to requests for assistance from state and territory governments responding to a disaster within Australia. This plan is managed by EMA.

**DACC** – Emergency Defence Assistance to the Civil Community (DACC) is support provided to the civil community where immediate action is necessary to save human life or alleviate suffering, prevent extensive loss of animal life, prevent widespread loss/damage to property or to prevent environmental damage, and when State/Territory resources are inadequate. It also encompasses assistance associated with the recovery from an emergency or disaster.

**DFAT** – Department of Foreign Affairs and Trade.

**DVI** – Disaster Victim Identification.

**EMA** – Emergency Management Australia (EMA) is Australia's National Disaster Management Organisation (NDMO). It is a division within the Department of Home Affairs, and is the Australian Government lead for disaster and emergency management. Working closely with state and territory governments and the international emergency management community, and guided by the National Strategy for Disaster Resilience, EMA ensures Australia is best placed to prevent, prepare for, respond to and recover from disasters and emergencies.

**ERAT** - ASEAN Emergency Response and Assessment Team

**GA** – Geoscience Australia.

**HK Logistics** – A private sector company engaged by the Department of Foreign Affairs to enable aid distribution and logistics.

**IFRC** – The International Federation of Red Cross and Red Crescent Societies is a worldwide humanitarian aid organisation that reaches 160 million people each year through its 190-member National Societies.

**INSARAG** – The International Search and Rescue Advisory Group (INSARAG) is a global network of more than 80 countries and organisations managed by UN OCHA. INSARAG deals with urban search and rescue related issues, aiming to establish minimum international standards for USAR teams and methodology for international coordination of USAR teams for deployment.

**NCCTRC** – The National Critical Care and Trauma Response Centre (NCCTRC), located in Darwin, is a key element of the Australian Government's disaster and emergency medical response to incidents of national and international significance. The function of the NCCTRC is to ensure enhanced surge capacity for Royal Darwin Hospital to provide a rapid response in the event of a mass casualty incident in the region.

**NSC** – National Security Committee. Coordinated through EMA.

**PM&C** – Department of Prime Minister and Cabinet.

**RDC** – The Reception Departure Centre functions as a coordinating body for international relief traffic. It is intended to support the airport authorities with these activities. As the RDC may be the first point of contact for relief teams when arriving in the affected country, it must be prepared to facilitate basic services such as situational updates, operational information, logistical support, and the facilitation of immigration/customs procedures for staff, equipment and humanitarian aid.

**SASOP** - ASEAN Standard Operating Procedures for Regional Standby Arrangements

**SPHERE** – The Sphere Handbook is one of the most widely known and internationally recognized sets of common principles and universal minimum standards for the delivery of quality humanitarian response. Because it is not owned by any one organization, the Sphere Handbook enjoys broad acceptance by the humanitarian sector as a whole.

**Status of Forces Agreements (SOFA)** – The understandings between federal governments regarding visiting military forces, also known as the Status of Visiting Forces Agreement. A SOFA is an internationally recognised means of handling the issues arising out of the presence of one country's visiting forces in the territory of another country. Australia has a SOFA concerning United States Forces in Australia, a reciprocal SOFA with Papua New Guinea, a SOFA with Singapore to complement the Five Power Defence Arrangements (FPDA) Agreement with Singapore (which provides many SOFA-type provisions for Australian forces in Singapore), a reciprocal SOFA with Malaysia and a SOFA with New Zealand.

**UNDAC** – The United Nations Disaster Assessment and Coordination is part of the international emergency response system for sudden-onset emergencies managed by UN OCHA.

**UN OCHA** – OCHA is the part of the United Nations Secretariat responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. OCHA also ensures there is a framework within which each actor can contribute to the overall response effort.

**Virtual OSOCC** – The Virtual On-Site Operations Coordination Centre was developed by UN OCHA and the International Search and Rescue Advisory Group network. It is designed to help local authorities in a disaster-affected country to coordinate international relief. Over the last decade, the OSOCC concept has been used during numerous disasters including floods, hurricanes, tsunamis and complex emergencies.

# Background

The East Asia Summit (EAS) Rapid Disaster Response Toolkit (the Toolkit) is a key product of the 2011 Australia-Indonesia EAS Disaster Management Initiative. The Toolkit was launched at the EAS Rapid Disaster Response Workshop in June 2015 as a reference guide for decision makers in sending and/or receiving international disaster assistance. The Toolkit also improved visibility of individual countries' arrangements and capabilities, to streamline disaster response amongst EAS participating countries.

At that 2015 Workshop, participants agreed to further socialise and operationalise the Toolkit with EAS member countries by exercising the Toolkit at the regional level. The 2015 Workshop participants also acknowledged the need to consider the Toolkit's utility in supporting collaborative disaster response in non-ASEAN EAS participating countries.

In November 2016, Indonesia, in partnership with Australia, conducted the Ambon Disaster Response Exercise (Ambon DiREx). The aim of the Ambon DiREx was to promote awareness and application of the Toolkit as a regional protocol in strengthening effective collaboration on disaster response and resilience in the region.

The 2018 EAS International Disaster Assistance Workshop series, based on an Australian disaster scenario, provided the opportunity for all EAS participating countries to explore how they would receive requests and make offers of disaster assistance. It also supported the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) to explore how it would facilitate ASEAN's collective assistance through 'One ASEAN, One Response', in conjunction with other EAS participating countries.

The Workshop series further enhanced awareness and application of the Toolkit, and promoted consistency of disaster response arrangements across the region, supporting individual countries to strengthen domestic arrangements for sending and receiving international disaster assistance.

The 2018 EAS International Disaster Assistance Workshop series was conducted between November 2017 and May 2018 by Emergency Management Australia (EMA), in partnership with the AHA Centre, Indonesian National Disaster Management Authority (BNPB), and the Government of Western Australia (WA).

## Need

In line with the agreed actions from the 2015 Workshop, there was an identified need to explore how the Toolkit might support rapid disaster response in non-ASEAN EAS participating countries. All EAS participating countries have different requirements in place in relation to requesting and accepting assistance. Tool 3 of the Toolkit illustrates the variety of arrangements.

A Workshop based on an Australian disaster scenario provided the opportunity for all EAS participating countries to explore how they would receive requests, and make offers in the broader EAS grouping of countries. This scenario also allowed the AHA Centre a chance to explore how it would facilitate ASEAN's collective assistance in conjunction with other EAS participating countries such as the United States or New Zealand. This is a priority action of the 'One ASEAN, One Response' X.0 stage to at a later stage.

Building on the good work of the Ambon DiREx, a Workshop based within Australia provided an opportunity to further enhance awareness and application of the Toolkit, and promote consistency of disaster response arrangements across the region. The Workshop also supported and encouraged individual countries to strengthen their domestic arrangements for sending and receiving international disaster assistance, including Australia.



Image: EAS Rapid Disaster Response Toolkit.



## Overview

The EAS International Disaster Assistance Workshop (the Workshop) explored regional and domestic arrangements in the context of a catastrophic disaster in a non-ASEAN EAS participating country. It focused on exploring policy and decision making processes, and lines of communications for requesting and offering international disaster assistance. The Workshop provided all EAS participating countries with the opportunity to strengthen their own application of the Toolkit in relation to regional and domestic arrangements for requesting and offering assistance.

## Workshop Aim

- To explore the application of the Toolkit for requesting and offering international disaster assistance in response to a catastrophic disaster in a non-ASEAN EAS participating country.
- To further strengthen rapid disaster response arrangements across the region.

## Workshop Objectives

1. Enhance EAS participating countries' awareness and understanding of the application of the Toolkit and to encourage regular updates to the Toolkit.
2. Explore arrangements in Australia for coordinating the requesting and accepting of international disaster assistance.
3. Explore the arrangements for coordinating a unified ASEAN's collective response through the AHA Centre and offers from other EAS participating countries.
4. Identify lessons that all EAS participating countries may apply, which will strengthen their own domestic arrangements.

## Sub-Objectives

### Australian Government

- Develop the mechanisms to process the request, receipt and deployment of international assistance at a national level.
- Establish Australia's approach to offers of aid, and who has the right/responsibility of assessing whether to accept offers of aid.
- Clarify national and international expectations of acceptance of aid offered.
- Determine linkages between national arrangements and the EAS Toolkit, identifying ways to improve the EAS Toolkit.

### AHA Centre

- Utilise the exercise to test the potential implementation of 'One ASEAN, One Response', particularly x.0 where ASEAN responds as one outside the region.
- Understand steps, mechanisms and tools that can be utilised and/or developed to collectively provide assistance outside the region.
- Come up with recommendations for the ASEAN Standard Operating Procedures for Regional Standby Arrangements (SASOP) and/or EAS Toolkit in terms of additional provisions or amendments to facilitate coordination of assistance outside ASEAN.

### Indonesia National Disaster Management Authority (BNPB)

- Indonesia to acquire practical inputs and suggestions on the regulation and needs of data in regard to the international assistance mechanism as a sending country.

## Government of Western Australia

- Identify opportunities to enhance the synergy between existing WA emergency management arrangements and the AHA Centre arrangements for the request, receipt and integration of international rapid disaster response teams when Australia's capacity to respond is exceeded.
- Defining thresholds for activating international assistance: activation triggers, event size, the nature and number of casualties, pattern of response to a natural hazard disaster versus act of terrorism.
- Further clarifying the terms of reference for activation: "Has WA exhausted all available resources?"
- Further clarify the engagement of specialised international capabilities versus broader offers of assistance.
- Developing lines of communication for the engagement of international aid.

## Scope

### In Scope

- Guidance and information provided (or referred to) in the Toolkit.
- ASEAN policy and procedures, including the SASOP and AHA Centre operating procedures.
- Processes, including lines of communication, for requesting and offering disaster assistance across the EAS.
- Baseline arrangements for requesting and offering international assistance.
- Australian and WA Government arrangements for managing the requesting and accepting of international assistance.
- All EAS participating countries and the AHA Centre.

### Out of Scope

In order to manage the range of discussions in the Workshop, the following issues are not in the scope of this event:

- Processes for sending and receiving assistance.
- Field deployments.
- International disaster assistance that can be provided by non-EAS participating countries.

## Evaluation

The evaluation incorporated:

- An assessment against each of the Workshop's objectives and the sub-objectives of the key partners.
- The identification of lessons and ideas to assist participants in strengthening their domestic arrangements for managing international assistance.

The evaluation team was led by the Australian Government and incorporated representatives of key partners with listed objectives.



## Preliminary Workshop Sessions

Two preliminary sessions were conducted in preparation for and to inform discussions at 2018 EAS International Disaster Assistance Workshop.

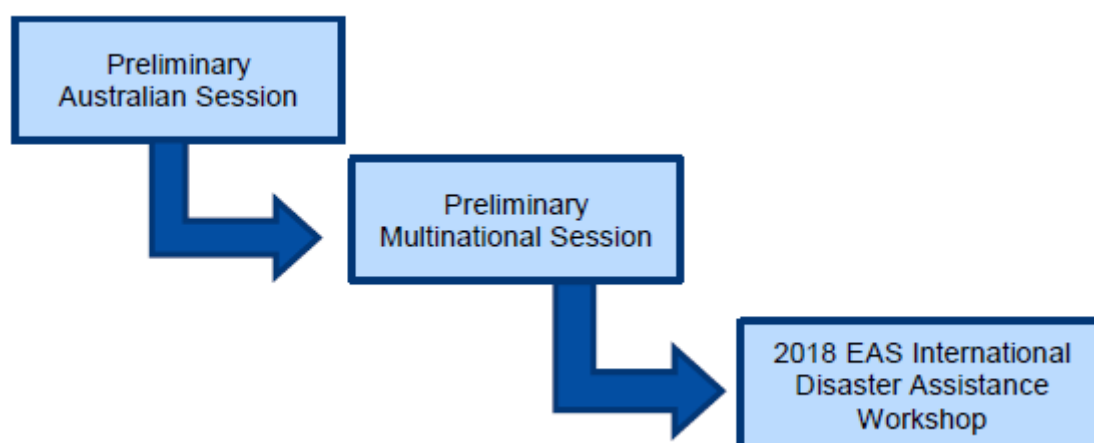
### ***Preliminary Australian Session***

In November 2017, EMA hosted the Preliminary Australian Session in Canberra, Australia. This session allowed Australian officials to explore Australia's arrangements coordinating requests and offers in the event of a national disaster requiring large-scale international disaster assistance.

### ***Preliminary Multinational Session***

In March 2018, EMA, BNPB and the AHA Centre hosted the Preliminary Multinational Session in Jakarta, Indonesia. This Session allowed EAS officials to explore what assistance the international community could provide to Australia in the event of a large scale disaster in Perth, Western Australia.

The outcomes of the two Preliminary Sessions provided the basis for the final Workshop, which brought together Australian Commonwealth, state and territory officials with counterparts from EAS participating countries to consider processes for requesting and offering international disaster assistance in response to catastrophic concurrent disasters in Australia.



# 2018 EAS International Disaster Assistance Workshop

The final event in the Workshop series was the 2018 East Asia Summit International Disaster Assistance Workshop (the Workshop), held from 8-10 May 2018 in Perth, Western Australia. The Program for the Workshop can be found at **Attachment A**.

The aim of the Workshop was to explore the application of the Toolkit for requesting and offering international disaster assistance in response to a catastrophic disaster in a non-ASEAN EAS participating country, and to further strengthen rapid disaster response arrangements across the region.

The Workshop was co-hosted by EMA, the Government of Western Australia, BNPB and the AHA Centre. The Workshop was attended by representatives from 16 of the 18 EAS participating countries, the International Federation of the Red Cross and Red Crescent, UN Office for the Coordination of Humanitarian Assistance and the Australian Red Cross. The list of participants can be found at **Attachment B**.

This report draws on the observations of the After Action Review (AAR) team. The AAR team consisted of representatives from the Australian Civil-Military Centre, the AHA Centre, BNPB, EMA and the WA Department of Fire and Emergency Services.

## Summary of Recommendations

Participants at the Workshop identified a number of recommendations to enhance the Toolkit.

The recommendations are summarised below:

- ❖ EAS participating countries should agree a mechanism for regularly updating the Toolkit and notifying stakeholders of changes.
- ❖ EAS participating countries should consider mechanisms for translating the Toolkit into the languages of each participating country to increase its visibility and utility.
- ❖ Where feasible the Toolkit should be built into existing exercise programs to ensure it is regularly tested, and to further promote awareness and understanding of the Toolkit and its application.
- ❖ Consideration should be given to the utility of developing a mobile phone app version of the Toolkit that includes the capacity to direct dial focal points.
- ❖ Relevant governments and National Disaster Management Offices (NDMOs) of non-ASEAN participating countries should explore the feasibility of formally linking with the AHA Centre's EOCs and disaster management data systems.
- ❖ Consideration should be given to expanding and further operationalising Tool 1 to enhance the coordination mechanisms for data sharing.
- ❖ EAS participating countries are encouraged to identify trigger points for communicating requests for assistance to international partners when a crisis of national significance occurs.
- ❖ Monitoring of available information sources could be enhanced by incorporating data management systems and tools into disaster response exercises to strengthen stakeholder familiarity and user experience.
- ❖ The updated ASEAN Standard Operating Procedures for Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP), which now includes Chapter VI Facilitation and Utilisation of Military Assets and Capacities, should be linked to the Toolkit to increase visibility across EAS.
- ❖ Consideration should be given to updating Tool 2 of the Toolkit to include more detailed information on prohibited items for each EAS participating country.

- ❖ EAS participating countries are encouraged to gain a strong understanding of the disaster response capabilities across the region to support specific requests for assistance in the instance of a disaster.
- ❖ Examination of how Tool 3 of the Toolkit could be updated and better linked with the mapping of ASEAN capabilities and the developments made in support of the 'One ASEAN One Response' since the Toolkit was developed.
- ❖ Consideration of updating Tool 3 of the Toolkit to include EAS International Search and Rescue Advisory Group (INSARAG) accredited Urban Search and Rescue (USAR) teams and classified Emergency Medical Teams (EMTs) that can be deployed for disaster assistance across the region.
- ❖ Consideration of incorporating case studies into Tool 3 of the Toolkit to better clarify understanding of arrangements and capabilities.



Images: EMA's Joe Buffone presents the disaster scenario, information booklets, Welcome to Country performance.

## Opening Session

The Workshop was officially opened by the Hon Angus Taylor MP, then Minister for Law Enforcement and Cyber Security via video message. In his opening remarks Minister Taylor highlighted the importance of the EAS in maintaining and building close relationships between all partners, and the improvements to disaster management made across the region over the last five years.

The Australia-Indonesia EAS Disaster Management Initiative, culminating in the Workshop, has played a key role in supporting those improvements. In conclusion, Minister Taylor stressed that the increasing frequency and scale of catastrophic disasters that could push resources to the limit, requires all EAS participating countries to continue to strengthen these robust partnerships and cooperative disaster management mechanisms to ensure effective, rapid and lifesaving regional responses.

Director General EMA Mr Rob Cameron stated in his opening remarks that Australia's existing disaster management arrangements have served us very well thus far. However, all EAS members are striving to understand the "new normal", as disasters increase in intensity and frequency. These disasters will inevitably go beyond the knowledge, skills and capacities of countries and will require additional capabilities and new thinking to ensure effective response. All participants have insights to share on what a response looks like once collective national capabilities are exceeded and current capacity is overwhelmed.

Mr Cameron highlighted that the Workshop would consider how disasters are managed outside ASEAN countries and would provide an opportunity for all EAS participating countries to consider their domestic arrangements around the request and reception of foreign disaster assistance. At the conclusion of the Workshop, participants would be able to take home new ideas to further enhance preparedness, response, and recovery arrangements.

Deputy Minister for Prevention and Preparedness BNPB, Mr Bernardus Wisnu Widjaja, highlighted that the Toolkit was a useful guide for decision makers in sending or receiving disaster assistance and had improved the visibility of individual country disaster management arrangements. The Toolkit was a key outcome of the Australia-Indonesia EAS Disaster Management Initiative, which has supported the strengthening of disaster preparedness for effective response at all levels through regional collaboration and joint operational mechanisms. Mr Wisnu Widjaja stressed that the Workshop came at a pivotal moment for BNPB to enhance its capacity and capability in providing disaster assistance, and that participants' contributions would provide alternative approaches and ideas to support this.

## Workshop Objectives

Following the Opening Session, the Workshop partners outlined their key objectives for the three days.

Australia emphasised that while the capacity of Australia to respond to national disasters is very high, the Workshop provided an opportunity to examine how a disaster response would be managed when collective national capabilities and capacity are overwhelmed, and international assistance is required. The Workshop would also strengthen understanding of the interplay between ASEAN Member States and broader EAS membership, and how assistance via bilateral arrangements might work within or alongside the 'One ASEAN One Response' approach.

Western Australia outlined that the Workshop would test policy and procedures for managing offers of disaster assistance from the international community and expose any gaps that might hinder response arrangements. The AHA Centre stated that the Workshop was unique. It was the first opportunity to consider the possibility of responding to a disaster outside the ASEAN region. The discussions would provide a better understanding of how the AHA Centre could facilitate the provision of a 'One ASEAN, One Response' to countries outside ASEAN.

BNPB highlighted that the Workshop would exercise the Toolkit in order to better understand how it supports ASEAN countries to provide disaster assistance outside ASEAN, and which elements required updating. The sharing of ideas and the experiences of participants would also enhance BNPB mechanisms for providing rapid assistance to other EAS participating countries.

# The Scenario

**Key Contributors: BoM, EMA, GA, WA DFES**

The following scenario was used to stimulate Workshop discussions and to address the Workshop Objectives. The scenario involved a series of four concurrent disaster events that combined exhausted Australia's capabilities and resources, requiring international disaster assistance to provide a timely and effective response to the crisis.

## Heatwave

From 22-24 January 2018, a severe heatwave occurs across South Australia, Victoria and New South Wales (South and South-Eastern Australia) with temperatures of 39-45 degrees Celsius.

As a result an unprecedented number of heat deaths occur and local hospitals are stretched by the number of patients arriving with heat-related issues. Patients are transported to non-affected capital cities to ease the pressure.

Some schools are closed and power systems' service is intermittent and severely stressed. Roads and rail systems are suffering from heat damage, and businesses, critical infrastructure and essential services are at reduced capacity because of staff absences. Communications start to breakdown due to overheating systems.

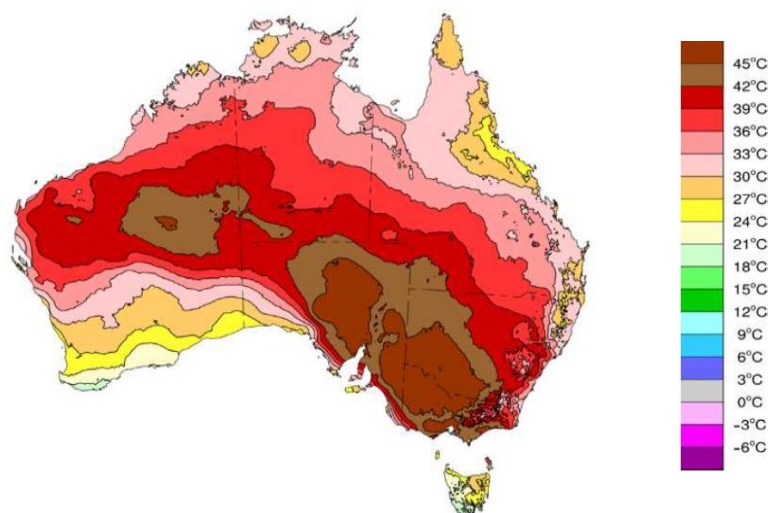


Image: Heatwave scenario. Credit: Bureau of Meteorology.

## Bushfires

From 23-24 January 2018, Severe to Catastrophic fire danger days occur across South Australia, Victoria and New South Wales with a variety of large-scale fires across the three states.

As a result there are a large numbers of fatalities and injuries, thousands of properties are destroyed, along with community assets and critical infrastructure. There is widespread damage to crops, farms and agriculture industries. Emergency services (especially fire fighters) are on heightened alert, pre-positioning around affected area, and state resources (both professional and volunteers) are committed to local fire events.

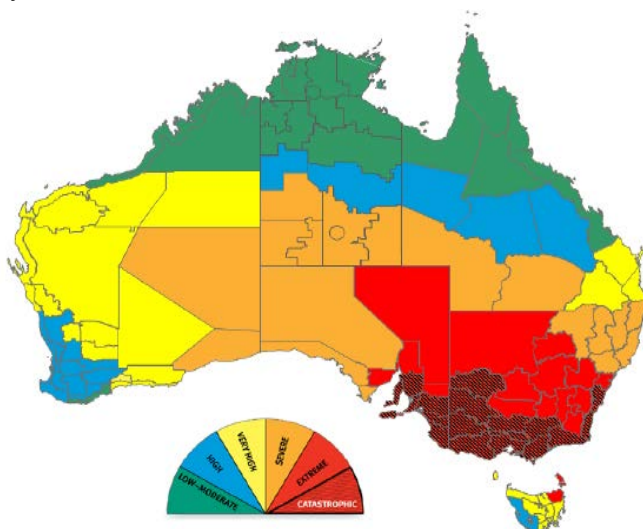


Image: Fire danger scenario. Credit: Bureau of Meteorology.

The Governments of South Australia, Victoria and New South Wales are now fully committed to responding to the bushfires and heatwave conditions and emergency services fatigue is starting to commence. The consistent pressure put on the emergency services is now at the point that a key consideration of future planning relates to additional human and physical resources. Under well practiced arrangements, state governments look to unaffected states for additional resources. Publicly accessible information on the disasters is available on each state's website to generate situational awareness. The unfolding situation starts to generate international interest and media attention.



## Tropical Cyclone

On 25 January 2018, a Category 4 tropical cyclone forms off the coast of Queensland between Townsville and Mackay. Emergency services and the Australian Defence Force (ADF) in Queensland pre-position in readiness for the tropical cyclone making land-fall.

The INSARAG accredited Queensland Disaster Assistance Response Teams (DART) are put on stand-by. The owners and operators of critical infrastructure in Queensland prepare for impact and ready contingency plans.

State Emergency Services across Australia commence discussions about how to best provide inter-jurisdictional assistance without leaving other areas unsupported. Three hazards are now occurring across Australia and all operations centres are at capacity. The Australian disaster response system is still coping but is highly stressed.

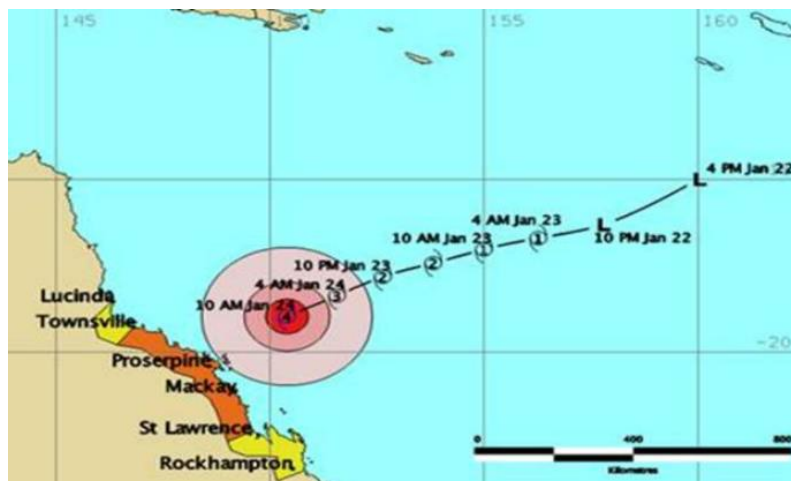


Image: Cyclone scenario. Credit: Bureau of Meteorology.

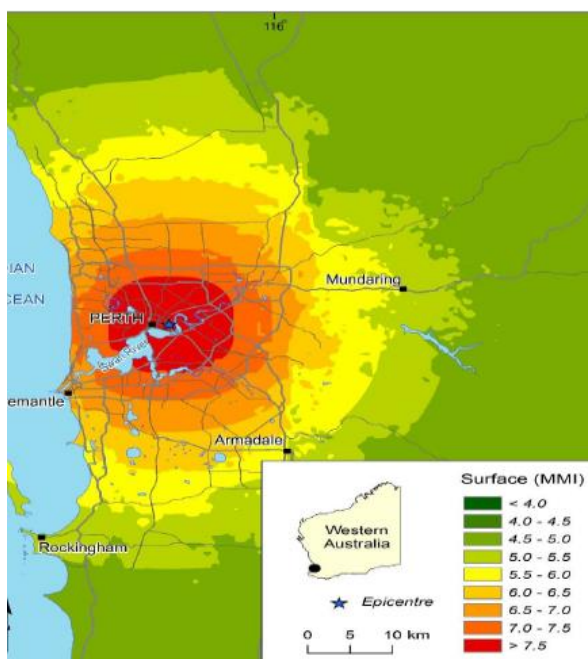


Image: Earthquake scenario. Credit: Geoscience Australia.

## Earthquake

On 25 January 2018 a 5.4 Magnitude earthquake at a depth of 15km hits the Perth Central Business District. The shaking greatly exceeds design levels for modern buildings and infrastructure. Severe damage impacts building in the central Perth area. Many older buildings (low to medium rise) collapse and critical infrastructure is extensively damaged. Liquefaction exacerbates damage to the buildings and infrastructure.

The immediate death toll exceeds 500 with many time critical injuries. Rescue and medical capacity is immediately overwhelmed. The disaster events occurring on Australia's east coast mean that there is very limited spare capacity to assist Western Australia's response.

While the ADF has resources available, the nature of the disaster means that many of the tasks require highly skilled first responders (e.g. INSARAG accredited DART). The WA strategic control priorities are protecting assets and property, supporting community's livelihood, and protecting environment and heritage values.



# The Immediate Response

**Key Contributors: AHA Centre, EMA, WA DFES**

Participants discussed key priorities and how they would respond to the scenario.

Australia provided an overview of the federated system of government and emergency management arrangements to support participants in considering how they would respond to the scenario.

There are three levels of government within Australia; local, state and territory, and national. Australia is made up of six states and two territories. Under the Australian Constitution the individual states and territories have primary responsibility for the protection of lives and property, and in a disaster they manage the first response and state disaster coordination. The national government provides overarching national coordination, and manages the national disaster policy, and will only assist a disaster affected state if requested.

WA highlighted the state's immediate needs and indicated that a disaster of this magnitude would require Commonwealth assistance. A state of emergency would be declared and the State Emergency Coordinator (Police Commissioner) would assume responsibility for emergency management.

Australia highlighted that the earthquake in WA would be the tipping point due to the cascading and concurrent disasters that have occurred in four eastern states. This would trigger requests for international disaster assistance and that Heavy Urban Search and Rescue (USAR) and Emergency Medical Teams (EMT) would need to be on the ground within the first 72 hours. Coordination of incoming assistance would be crucial for an effective response to the scenario, including the management of unsolicited assistance which may arrive outside established disaster management arrangements.

International assistance coming into Australia from EAS partners would need to meet Australian regulations and requirements, and inspections could not be waived for incoming international disaster assistance. For example, no foodstuffs would be permitted into Australia due to biosecurity and quarantine requirements, and in general, medicines and medical equipment would also not be permitted to enter. Incoming assistance from individuals and teams would need to work within Australia's legal, regulatory and emergency management framework and under the authority of the impacted jurisdiction.

The AHA Centre indicated that its disaster monitoring and response system would be tracking the situation and ASEAN Member States would be notified through Flash Alerts. The AHA Centre would then start to identify capabilities that could be provided to support the disaster response.

Participants highlighted that before EAS partners could respond key questions would need to be answered - 'Has Australia asked for international disaster assistance? Will international disaster assistance be accepted?' In this scenario foreign ministries would play a key role, assessing the situation and liaising directly with Australia to coordinate any requests for assistance through bilateral arrangements.

The lead agency for coordinating international disaster assistance in each country would coordinate planning meetings with their relevant response agencies to ensure situational awareness, and to determine available capacity and capabilities. EAS partners would be looking to Australia to identify required resources and capabilities as early as possible.



Image: Queensland's AUS-1 DART team responds to the Christchurch earthquake, 2011. Credit: QFES.

# The Toolkit

**Key Contributors: AHA Centre, EMA**

In response to the outlined scenario, Workshop participants considered the utility of the Toolkit through a series of presentations and open discussion.

The Toolkit, developed over three years by Australia and Indonesia, with the support and endorsement of the ASEAN Committee on Disaster Management and AHA Centre, is based on six key principles:

- Improving the effectiveness of rapid disaster response within EAS.
- Filling the gaps in the processes for making request and offers of assistance.
- Assisting decision makers ensure rapid provision and reception of assistance.
- Maintaining the centrality of ASEAN.
- Enhancing the understanding of national arrangements, procedures and first contact.
- Strengthening the planned and coordinated management of international assistance.



Image: EAS Rapid Disaster Response Toolkit.

The Toolkit is made up of three tools: Tool 1 - National Focal Points Table, Tool 2 - Guidance for Rapid Disaster Response, and Tool 3 - a detailed summary of EAS Country Disaster Response Arrangements.

Discussions raised awareness of how the Toolkit could be used to respond to a disaster outside ASEAN. Participants confirmed the Toolkit's utility and effectiveness, while highlighting a number of recommendations for further enhancement.

Overall, participants highlighted that the Toolkit should be considered a living document that is regularly updated to ensure currency of information, and that translation into other languages would further enhance understanding and awareness across the EAS. Where feasible the Toolkit should continue to be exercised, including within regular exercise programs such as the ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX). Participants also suggested that the development of a mobile phone app version of the Toolkit, that includes the capacity to directly call focal points, would increase its utility for responders and that a mechanism for notifying stakeholders of Toolkit updates be explored.

## Recommendations

- ❖ EAS participating countries should agree a mechanism for regularly updating the Toolkit and notifying stakeholders of changes.
- ❖ EAS participating countries should consider mechanisms for translating the Toolkit into the languages of each participating country to increase its visibility and utility.
- ❖ Where feasible the Toolkit should be built into existing exercise programs to ensure it is regularly tested, and to further promote awareness and understanding of the application of the Toolkit.
- ❖ Consideration should be given to the utility of developing a mobile phone app version of the Toolkit that includes the capacity to direct dial focal points.

# Tool 1:

## National Focal Point Table



**Key Contributors: AHA Centre, BNPB, DFAT, WA DFES**

Tool 1 contains contact details for the National Focal Points in each country. These are the points of contact that international partners need to know in the first instance when formally requesting, receiving or offering international disaster assistance.

Within the context of the scenario participants considered the requirements for communication and data flows and how Tool 1 could support these.

### Communication Flows

Australia outlined how information on the situation and the disaster response needs would be communicated to the international community. The affected state would provide information on their situation to Emergency Management Australia. If there is a need to request international assistance to support the disaster response, the Department of Foreign Affairs and Trade (DFAT) would communicate that information to EAS countries via the Embassies and High Commissions resident in Canberra.

If offers of assistance are made by EAS participating countries, the offering nation would communicate this through their Embassy or High Commission resident in Canberra to DFAT, who would advise EMA so a decision on acceptance could be made in consultation with the affected Australian state.

DFAT would also connect the appropriate Embassies and High Commissions with the relevant agencies or local authorities in the affected state, to enable them to provide assistance to their own nationals who may have been impacted by the disaster.

Australia highlighted five principles for how a national process for requests and offers of international disaster assistance should be managed:

- Additional red tape should not be introduced unnecessarily;
- DFAT would be the initial contact for all international requests and offers. They would initiate the request then step back once communication lines have been established with EMA and the affected state;
- Predictability using a consistent format when making requests and ensuring that unique requests are clearly articulated;
- Communication lines need to be open and to avoid duplication; and
- Leadership comes from the affected state authorities requesting assistance.

Indonesia shared their own experience, stressing that they will always look to respond to national disasters utilising their own capacity and capability in the first instance and only request international assistance if required.

Between 2010 and 2016, Indonesia provided international assistance to catastrophic disasters in Haiti, Nepal, Vanuatu, Fiji, Bangladesh, and Myanmar. Once a disaster occurs in the region, the BNPB provides a recommendation to the Indonesian Government on whether an offer of assistance should be made. The offer is then communicated to the affected nation through the Ministry of Foreign Affairs.

While Indonesia has substantive guidance to support the reception of international assistance, guidance for providing assistance is limited and will be developed in line with established practice built through the recent responses highlighted.

In discussion, participants highlighted the value of Tool 1. Put simply, in a single page it provides the 24 hour contact details of all relevant organisations, including the Foreign Ministry contacts for Australia and Indonesia, and those for each countries' NDMOs. Tool 1 could also be shared outside the EAS to support offers of assistance coming from non-member countries.

## Data Flows

Western Australia (WA) provided an overview of the State's disaster response mechanisms highlighting that within the scenario this would be a Level 3 Incident, characterised by high levels of complexity, and the need for significant multi-agency resources from other states and at the national level.

In managing a disaster response the State has three core roles: command, control and coordination. Command is legislated and occurs within an agency, control is legislated and works across agencies for tasking, coordination brings agencies together to manage resources, avoid duplication, and deliver an effective response. The role of the lead Hazard Management Agency, the Department of Fire and Emergency Services, is to deliver emergency response, inform the public, including via social media, undertake an initial rapid assessment and facilitate a comprehensive impact assessment. Where a disaster response requires international assistance, requests would be coordinated through the national government authority, EMA, in consultation with WA.

The AHA Centre outlined the importance of ensuring the right information is delivered to the right people at the right time and the requirement to ensure data is effectively organised, validated and prioritised to enable this. The AHA Centre provided an overview of its approach to data management, using five different sources of data to inform the disaster management community:

1. Official information sources, including from NDMOs and other relevant agencies. This information is aligned with government strategic response priorities but the release of this information can be slow and may not provide the full picture of a disaster.
2. Credible news sources, such as news reports, press briefings and media coverage on the ground. This information is released quickly but can be biased and localised in focus.
3. Reports from other responders, including disaster responders and humanitarian partners. This information is reliable and supports the development of a common operating picture but can be focused on a specific sector or function.
4. Crowd sourcing through social media monitoring. This information is high volume, full of inaccuracies and requires validation against other sources.
5. Academic and scientific sources, such as journal articles, publications and contributions from research institutions. This information is rigorous and robust but can be dated.

The AHA Centre combines these data sources with primary data sets, including from community surveys, scientific measurements and interviews, and secondary data sets, including census and geospatial data. To inform situational awareness the AHA Centre uses the ASEAN Disaster Information Network (ADInet) and the Disaster Monitoring and Response System (DMRS) platforms, along with Web-EOC, to manage and analyse this data. From this analysis, four products are produced: a Flash Update, a Situation Update, a Weekly Update and a Monthly Outlook<sup>1</sup>. The data is also used to develop longitudinal studies such as the ASEAN Risk Monitoring and Disaster Management Review Report (ARMOR), supported by the ASEAN Science-based Disaster Management Platform. The AHA Centre builds familiarity with the data management systems by conducting workshops for Member States and Emergency Rapid Assessment Team (ERAT) members.

In discussion participants emphasised that to enable the effective management of international assistance, governments should clearly articulate what assistance they require and what they don't, and that pre-existing arrangements can increase the speed of information flows.

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<sup>1</sup> A further information product of the AHA Centre is the Flash Alert. However, the Flash Alert is automatically generated by the DMRS, once the system identifies that a particular hazard passes a certain threshold.

Where a significant disaster event occurs within Australia, partners within the region should actively seek available information to establish a state of readiness to respond, should international assistance be required. Representatives from the affected states confirmed that information on the disasters outlined in the scenario would be available as an open source on the websites of state emergency management authorities.

Data management continues to evolve and requires new and innovative approaches to ensure that data is used to its greatest potential in preparing for and responding to disasters. Tool 1 was identified as a good starting point for data sharing but participants highlighted that there was an opportunity to expand and operationalise the tool to enhance the use and coordination of accessible data. Consideration was also given to the feasibility of establishing a network of Emergency Operations Centres (EOCs) across the 18 EAS participating countries.

## Recommendations

- ❖ Relevant governments and National Disaster Management Offices (NDMOs) of the non-ASEAN EAS participating countries should explore the feasibility of formally linking with the AHA Centre's EOCs and disaster management data systems.
- ❖ Consideration should be given to expanding and further operationalising Tool 1 to enhance coordination mechanisms for data sharing.
- ❖ EAS participating countries are encouraged to identify trigger points for communicating requests for assistance to international partners when a crisis of national significance occurs.
- ❖ Monitoring of available information sources could be enhanced by incorporating data management systems and tools into disaster response exercises to strengthen stakeholder familiarity and user experience.

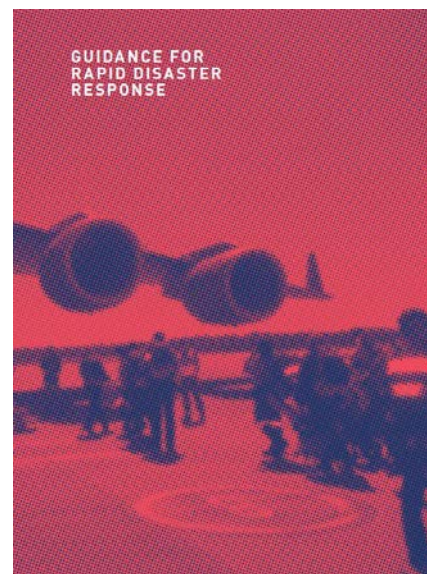


## Tool 2: Guidance for Rapid Disaster Response

**Key Contributors: ACMC, Defence, EMA, IFRC, NZ MCDEM, US**

Tool 2 is a reference guide. It provides information for EAS decision makers considering how to receive or provide assistance in times of natural disaster. It provides guidance on managing offers of assistance, and requesting, receiving and managing international disaster response.

Within the context of the scenario, participants considered the requirements for coordination of offers and requests and enabling mechanisms, and how Tool 2 could support these.



### Coordination of Offers and Requests

Australia outlined how it would manage offers from and requests to international partners within the existing all hazards approach to crisis management. Australia's existing crisis management framework outlines common high-level governance processes and provides for similar systems and information management arrangements across organisations.

Within the scenario EMA would be monitoring the situation and managing requests from WA, as well as considering the greater Australian environment and the needs created by the other emergencies occurring across the country. This would include identifying the surge capacity of other states to inform whether Australia is still able to manage all of these emergencies within national capacity and capability.

The Australian Government, at the national level through EMA, would lead the coordination and processing of international requests for assistance, based on need and the ability of the affected state and Australia to coordinate and utilise that assistance. However, states also have bilateral arrangements with international partners and these may be directly activated without national government support.

Australia would apply the existing mechanisms used by its internationally accredited USAR and medical team to establish reception, departure and coordination of incoming specialist teams.

New Zealand shared their experience in coordinating offers from and requests to international partners. Drawing on a range of disaster responses including the 2011 Christchurch earthquake, a number of lessons were highlighted, including:

- Offers of assistance always exceed the demand for assistance;
- The need to be prepared for direct offers of assistance between governments;
- That the decision to accept assistance may be guided by diplomatic considerations;
- Offers of assistance are not necessarily end-to-end solutions and may require substantive support from national resources;
- The need to review offers daily and to maintain communication with donors; and
- The importance of speeding up the process for requesting assistance.

These lessons have been incorporated into New Zealand's disaster management arrangements. The National Civil Defence Emergency Management (CDEM) Plan 2015 stipulates how requests for and offers of international assistance will be managed, with the National Controller responsible for coordinating both.



The National Crisis Management Centre (NCMC) supports this process, providing a point of contact for offers and requests, as well as ensuring that all international assistance is consistent with New Zealand's laws and regulations. The NCMC brings together all appropriate ministries and agencies along with the Non-Government Organisations (NGO) Disaster Relief Forum.

In accepting international assistance into New Zealand, deployed teams operate under the 'command' of national partner agencies and should be self-sufficient and internationally accredited to ensure they integrate into the operating environment effectively.

To speed up the process for requesting assistance, New Zealand agencies have identified the likely international assistance required for rapid onset, large-scale emergencies and the Ministry of Foreign Affairs is now working with countries to determine pre-approval for specific capabilities.

Participants determined that in regards to coordinating offers of and requests for assistance, Tool 2 provides the right level of information. All EAS participating countries had similar processes with regards to the role of foreign ministries as the key interlocutor for their country, for offers or requests for assistance. In response to catastrophic disasters, governments should strive to use existing arrangements for new purposes rather than establish new arrangements. However, consideration should be given to the utility of pre-approvals for specific capabilities to expedite international assistance and minimise the time required to mobilise a quick response.

## Enabling Mechanisms

Australia discussed the mechanisms for using foreign military assistance during a disaster response, emphasising that the Australian Defence Force (ADF) would be the primary military responder if military assistance was required. It was indicated that foreign military assistance would not be received as part of the initial international response. If foreign military assistance was required at a later point, the Department of Defence would engage with military counterparts to discuss support requirements in the first instance and then defer to EMA for the management of any requests. Australia highlighted that Status of Forces Agreements (SOFAs) are not necessarily the best arrangements to govern the operations of foreign militaries during a disaster response and that mechanisms such as Visiting Forces Agreements or Third Person Notes would need to be put in place quickly to enable assistance. It is important to remember that the military do not act as first responders for disasters in Australia, the local community will be the first responders, and then the local government, state government and then at a national level the ADF may become involved.

The Australian Civil-Military Centre discussed the importance of civil-military-coordination principles and best practices in relation to disaster assistance. ACMC emphasised that disaster responses should be as civilian as possible, with military assistance embedded in the disaster management architecture of the affected state. To ensure an effectively coordinated response agencies should plan collaboratively, resource appropriately and respond quickly through an integrated approach that is proportional and driven by need. Investment in preparedness activities that include all actors is essential to successful civil-military coordination in disaster response. Exercises and forums for exchanging information and lessons such as this Workshop have had a substantive impact on increasing capacity for the management of emergencies across the region.

The United States (US) shared their experience with managing offers of assistance during a national disaster, drawing on lessons from Hurricane Katrina in 2005. During that disaster, the US received 200 formal offers of assistance, and there were 151 instances of countries and international organisations offering money and material assistance. The response to Hurricane Katrina highlighted a number of challenges, including that;

- There was no mechanism for interagency coordination;
- Messaging to the global community on impact and needs was not coherent;
- Receipt of offers was not necessarily based on need leading to the acceptance of inappropriate assistance and the eventual non-use of that assistance; and
- There was no central mechanism for tracking the use or disposal of goods.

Building on these lessons the US developed the International Assistance System to provide policy and procedures for formally accepting or declining formal offers of assistance, to procure required resources that are not available, and to receive and distribute resources. The International Assistance System does not govern offers of money, offers that go directly to state, local or tribal governments and offers from private sources. Under the International Assistance System cash donations to NGOs are the preferred method for supporting communities impacted by a disaster, and all offers of assistance go through the US Department of State in the first instance.

During the 2017 Atlantic Hurricane Season when Hurricanes Harvey, Irma and Maria made landfall in the US, the International Assistance System was used to request international aid for the first time, with five countries and one international organisation supporting the response.

The International Federation of the Red Cross and Red Crescent highlighted the benefits of having pre-arranged legal structures to allow for rapid disaster response. International Disaster Response Law guidelines outline that:

- Domestic actors have the primary role and international assistance needs to be complimentary;
- International actors have responsibilities and must abide by minimum humanitarian standards;
- Approved international actors need legal facilities to do their job effectively including customs requirements and visas; and
- Some legal facilities are conditional and are only granted to agencies that meet minimum standards.

Research shows that a lack of legal preparedness hampers international disaster relief efforts as it can create barriers to entry into the affected country, lead to gaps in oversight and result in slower, more costly, and less effective aid delivery.

Participant discussions emphasised that disaster responses should be proportional and driven by need not by the desire to assist. International assistance teams contributing to a response should be embedded within the host nation's response arrangements. It was identified that incorporating more information on items prohibited in each country would strengthen the utility of Tool 2.

## Recommendations

- ❖ The updated ASEAN Standard Operating Procedures for Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP), which now includes Chapter VI Facilitation and Utilisation of Military Assets and Capacities, should be linked to the Toolkit to increase visibility across EAS.

## Tool 3: EAS Country Disaster Response Arrangements

EAS COUNTRY  
DISASTER RESPONSE  
ARRANGEMENTS

3

**Key Contributors:** AHA Centre, DART, EMA, NCCTRC, SCDF

Tool 3 provides a detailed inventory of each EAS country's specific disaster capabilities and arrangements.

Within the context of the scenario participants considered the requirements for capability mapping and acceptable capability standards and how Tool 3 could support these.

### Mapping

The AHA Centre discussed how the mapping of capabilities is done in a 'One ASEAN, One Response'. To strengthen interoperability among emergency responders in ASEAN there are seven principles of 'One ASEAN, One Response':

- One policy framework – the ASEAN Agreement on Disaster Management and Emergency Response (AADMER).
- One standard operating procedure – the SASOP.
- One response plan – the ASEAN Joint Disaster Response Plan (AJDRP).
- One policy body – the ASEAN Committee on Disaster Management (ACDM).
- One point of contact – the National Disaster Management Offices of each ASEAN member state.
- One field coordination centre – the Joint Operations Coordination Centre of ASEAN (JOCCA).

The AJDRP has been developed to increase the speed and scale of disaster response. Under the plan a database of civil and military capacities and assets have been developed and these capabilities have been mapped against three possible large scale emergencies; an earthquake in Metro Manila, a tsunami on the west coast of Sumatra, and a tropical cyclone in rural areas of Myanmar. The mapping identified 20 common gaps across the three countries and identified seven of these capabilities that could potentially be supported by non-ASEAN participating countries, including:

- Infant feeding and baby kits.
- Medicines.
- Field hospitals.
- Unmanned aerial vehicles.
- Amphibious transport.
- Disaster victim identification.
- Surveillance, satellite imaging and geospatial imaging.

As a result of the capability mapping, the AHA Centre has developed regional contingency plans for effective and targeted offers of assistance.

Participants identified that there was an opportunity to examine how Tool 3 could be linked with the mapping of ASEAN capabilities, and the developments made in support of the 'One ASEAN, One Response' since the Toolkit was developed.

## Acceptable Standards

Australia outlined the standards and accreditations that apply to incoming assistance.

Australia supports the International Search and Rescue Advisory Group (INSARAG) Guidelines which establish minimum international standards for USAR Teams. INSARAG operates under the United Nations umbrella and the guidelines create a common operating system and a universal language across accredited USAR teams. In a disaster response, a review of the qualifications of incoming teams is done at the first border crossing via a USAR Reception and Departure Centre established by the first team to arrive.

Having international standards and an accreditation process for USAR teams promotes confidence in their management of major emergencies, and ensures the way they work is adaptable to any type of emergency; providing for timely support in times of crisis.

In an Australian disaster requiring international assistance, requests for USAR capabilities will be focused on nations that are INSARAG affiliated and maintain accredited teams.

Australia also supports the World Health Organisation (WHO) EMT Initiative which has established the Global EMT Registry. Via the Registry, EMTs can be classified against minimum standards for deployment, ensuring they are well trained and properly equipped. The EMT Initiative is also expanding global and regional coordination and partnerships, developing standard operating procedures, collecting best practices, and implementing capacity building and training. Australia highlighted that there is significant EMT capability across EAS nations and that classified teams will only respond when requested and will coordinate with the Ministry of Health in the affected country.

For EMTs, the receiving country is in charge of the management and coordination of the international teams that respond, and it is important to invest in preparedness to ensure familiarity with an affected country's guidelines and law.

Singapore spoke to their significant investment in encouraging and enabling globally acceptable standards and accreditation for deployable capabilities. The Singapore Civil Defence Force (SCDF) is a member of INSARAG with an accredited Heavy USAR team, and supports the training of ERAT members, as well as maintaining 19 trained ERAT members on 24/7 standby. The SCDF is a foundational member of the Asia-Pacific Humanitarian Partnership (APHP), which is recognised as a support partner of UN Disaster Assessment and Coordination (UNDAC) system. Under the auspices of the APHP Singapore has deployed to five missions to support UNDAC and has hosted the APHP Support Staff Course. Singapore reinforced that the regular enhancement of skills and capabilities is essential for the future effectiveness of international support and assistance arrangements.

Participants highlighted the importance of understanding the capability of deployed teams and the important role standards play in enabling this.

## Recommendations

- ❖ Examination of how Tool 3 of the Toolkit could be updated and better linked with the mapping of ASEAN capabilities and the developments made in support of 'One ASEAN, One Response' since the Toolkit was developed.
- ❖ Consideration of updating Tool 3 of the Toolkit to include EAS International Search and Rescue Advisory Group (INSARAG) accredited Urban Search and Rescue (USAR) teams and classified Emergency Medical Teams (EMTs) that can be deployed for disaster assistance across the region.
- ❖ Consideration of incorporating case studies into Tool 3 of the Toolkit to better clarify understanding of arrangements and capabilities.
- ❖ Consideration should be given to updating Tool 3 of the Toolkit to include more detailed information on prohibited items for each EAS country.
- ❖ EAS participating countries are encouraged to gain a strong understanding of the disaster response capabilities across the region to support specific requests for assistance in the instance of a disaster.

## Small Group Discussions

On the final day of the Workshop, participants engaged in small group discussions to further explore the scenario. They considered how a response would be managed if the impact of the earthquake in WA resulted in the closure of the state's land border and airports.

Each group had a robust discussion on how this situation could be managed under the auspices of the Toolkit.

Halim International Airport in Jakarta was identified as the most suitable hub for incoming international assistance under the coordination of BNPB and the Indonesian military, with support from ERAT. A formal arrangement between Australia and Indonesia would need to be established regarding the usage of the airport as the staging area. As there is no disaster in Indonesia, a state of emergency cannot be declared and normal customs, immigration and quarantine processes would apply to all incoming assistance.

Indonesian authorities would coordinate closely with the Australian Embassy and EMA would be the main point of contact in Australia. The AHA Centre would issue regular updates of the disaster situation through its Flash Updates and Situation Updates that will be available on the website, social media, and to the mailing list. The AHA Centre would also undertake joint update briefings on the situation with EMA via video link.

Coordination by Indonesia, of incoming assistance to the hub in Jakarta, should only be temporary. A Reception and Departure Centre should be established by Australia at the airport, as soon as possible, to support the prioritisation of accepted capabilities and the assessment of prohibited goods, including food and medication. A joint Australia-Indonesia command centre could also be established to facilitate coordination between normal airport operations and the management of international assistance for Australia.

Participants identified that the management of unwanted assistance would be extremely difficult under these arrangements and should be a shared responsibility between Indonesia and Australia.

In due course, the Jakarta facility could be shut down; however Australia should play a substantial role in clean-up operations at the site.

The discussions and solutions identified to address the scenario demonstrated the partnerships, understanding and cooperative disaster management arrangements across EAS that have been strengthened through the Australia-Indonesia EAS Disaster Management Initiative.



Image: Presentation from IFRC's Julia Hartelius.

## Closing Session

In the closing session, the AHA Centre highlighted that this Workshop supported the next stage of development for ASEAN disaster management, as it explored for the first time the provision of assistance outside the ASEAN group of nations. Responding to disasters outside ASEAN was no longer an aspiration, it was an instruction from ASEAN leadership and the AHA Centre was therefore committed to preparing guidelines and regulations for sending disaster assistance to EAS participating countries.

There is strong investment in the further development and improvement of the Toolkit now and into the future and the ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX) in November 2018 will further test the Toolkit.

The AHA Centre officially thanked the Australian Government for hosting the Workshop, stating the exchanges of ideas, and open and frank discussions enabled by the Workshop would ensure the improvement of disaster management processes into the future.

Australia outlined the Catastrophic Disaster Planning Capability Roadmap and its nine priority areas:

- National Capabilities Framework.
- Review of existing national, state and territory plans.
- Information and intelligence systems.
- Crisis leadership.
- Learning Frameworks for catastrophes.
- Exercising and stress-testing plans and systems.
- Rapid capacity expansion.
- Supply chain partnerships.
- National communications and warning capabilities.

The Roadmap will support the development of guidelines on requesting and managing international assistance in support of existing systems, and will support a better understanding of how domestic arrangements can be repurposed. Australia emphasised that the knowledge and lessons gained from the 2018 EAS International Disaster Assistance Workshop series are directly informing the development of the roadmap.

The final closing address was delivered by Western Australia State Emergency Management Committee Chair Dr Ron Edwards. Dr Edwards stated that WA was focused on the central values of emergency management; the way we treat each other, seek to support each other, and respect each other. These values are the key to community resilience. All EAS participating countries are partners in a global world and we can all learn from each other. The Workshop had provided new perspectives on managing catastrophic disasters. Disaster management is our shared responsibility and we can respond more effectively together.



## A. Workshop Program

DAY 1 – Tuesday, 8 May 2018		
Time	Item	Who
0830	<b>Registration</b>	
0900	<b>Opening Administration</b>	MC (Simon Moffat)
0905	<b>Welcome to Country</b>	Dr Richard Walley OAM
0930	<b>1. Welcome address:</b> <ul style="list-style-type: none"> <li>- Federal Minister (video)</li> <li>- A/g Director General EMA</li> <li>- Deputy Minister for Prevention and Preparedness BNPB</li> </ul>	Hon Angus Taylor MP Mr Rob Cameron Mr Bernadus Wisnu Widjaja
1000	<b>2. Photo Session:</b> <ul style="list-style-type: none"> <li>- Family photo</li> <li>- Heads of delegation</li> </ul>	
1030	MORNING TEA	
1100	<b>3. Introductory Session</b> <ul style="list-style-type: none"> <li>- Program outline <ul style="list-style-type: none"> <li>o Preliminary Sessions</li> <li>o Workshop</li> </ul> </li> <li>- Objectives <ul style="list-style-type: none"> <li>Australian Government</li> <li>ASEAN</li> <li>Indonesia</li> <li>Western Australia</li> </ul> </li> <li>- After Action Review</li> </ul>	Facilitator  EMA (Rob Cameron) AHA Centre (Adelina Kamal) BNPB (Bernadus Wisnu Widjaja) DFES (Commissioner Darren Klemm) ACMC (Amanda Coghlan)
12:00	LUNCH	
13:00	<b>4. EAS Rapid Disaster Response Toolkit</b>	EMA
14:00	AFTERNOON TEA	
14:30	<b>5. Scenario</b> <ul style="list-style-type: none"> <li>- Video presentation</li> <li>- WA scenario and explanation of impacts</li> <li>- What assistance is required</li> <li>- Key considerations for EAS countries to know about Australia</li> </ul>	EMA (Joe Buffone) Geoscience Australia (Martin Wehner)  WA DFES (Gary Gifford) EMA (Rob Cameron)
16:00	<b>Summary of Day Program - Day 2</b>	EMA Facilitator
1630	CLOSE	

## DAY 2 – Wednesday, 9 May 2018

Time	Item	Who	Comment
09:00	<b>Recap - Day 1</b>	Facilitator	Scenario
09:15	<b>6. Communications Flows (Tool 1):</b> This session will discuss the formal and informal lines for communicating with international counterparts for situational awareness, and requesting and accepting assistance. It will ask participants to validate (or not) the material found in Tool 1 of the Toolkit.		
	Australia	DFAT (Craig Kentwell)	How we communicate our situation and needs to the international community
	EAS	BNPB (Dicky Fabrian)	Indonesian experience communicating with the international community
10:00	<b>7. Data Flows:</b> To consider provision of reliable sources of event data and how they can be accessed throughout the region to facilitate the identification of possible needs of the affected country by international stakeholders		
	Australia	WA DFES (Gary Gifford)	What data would be made available, how would it be provided
	EAS	AHA Centre (Qingyuan Pang)	What information would be required in relation to the scenario and how would it be accessed.
10:45	MORNING TEA		
11:15	<b>8. Coordination of Offers and Requests (Tool 2)</b> To consider existing domestic and regional arrangements to ensure that they include provision for managing offers and requests for disaster assistance from international partners. Participants will be asked to reflect on the usefulness of Tool 2 of the Toolkit		
	Australia	EMA (Joe Buffone)	How would Australia manage offers and requests with international partners
	EAS	NZ MCDEM (David Coetzee)	NZ experience in coordinating offers and requests
12:00	LUNCH		
13:00	<b>9. Enabling Mechanisms</b> To consider the role, and importance, of pre-existing agreements (SOFAs, bilateral or multilateral) that would facilitate the acceptance, and provision of international assistance.		
	Australia	Defence (GPCPT Nick Hogan)	Mechanisms that might be applied when using military capabilities in relation to international assistance
		ACMC (Alan Ryan)	Civil-military principles and best practices in relation to international assistance.
	EAS	US (Joe James)	Mechanisms by which other countries might offer assistance – the US experience.
		IFRC (Julia Hartelius)	Benefits of having pre-arranged legal structures to allow for rapid disaster response, and methods to encourage this practise.

## DAY 2 – Wednesday, 9 May 2018 (continued)

Time	Item	Who	Comment
1400	<b>10. Mapping (Tool 3)</b> <ul style="list-style-type: none"> <li>To discuss how to map availability and interoperability of capabilities across the region to facilitate effective targeting of request and offers of assistance.</li> <li>Explore the continued utility of Tool 3 of the Toolkit.</li> </ul>		
	Australia	EMA (Rob Cameron)	Understanding of available capabilities and their interoperability against requirements of the scenario
	EAS	AHA Centre (Janggam Adhityawarma)	How mapping of capabilities and interoperability is done in a One ASEAN response
14:30	AFTERNOON TEA		
1500	<b>11. Acceptable Standards (Tool 3)</b> <ul style="list-style-type: none"> <li>To highlight the importance of globally acceptable standards to conducting disaster response operations.</li> <li>To explore the expectations different countries have around the conditions connected to providing assistance.</li> </ul>		
	Australia	DART (Paul Bailey)	What standards and accreditations apply to incoming assistance, why?
	Australia	NCCTRC (Dr Peter Archer)	Standards and accreditations of incoming assistance – AUSMAT/EMT
	EAS	SCDF (MAJ Eugene Phng)	SCDF's efforts in humanitarian assistance, disaster relief and disaster management
16:00	<b>Wrap up – Day 2</b>	EMA, Facilitator	
16:30	CLOSE		
19:30	EAS Official Reception		The Pan Pacific Hotel, Perth
21:30	CLOSE		

## Day 3 – Thursday, 10 May 2018

Time	Item	Who
0900	<b>1. Open discussion / Reflections</b>	All
0945	<b>2. Small group discussions</b>	Facilitator
1015	MORNING TEA	
1045	<b>3. National Capability Roadmap</b>	EMA (Joe Buffone)
1115	<b>4. ASEAN – the way ahead – One ASEAN response in the broader region</b>	AHA Centre (Adelina Kamal)
1145	<b>5. Closing address</b>	WA SEMC (Dr Ron Edwards)
1200	CLOSE	

## B. Participant List

### Domestic Attendees

Jurisdiction	Name	Organisation
<b>ACT</b>	LHUEDE, Mr. Nick	Emergency Services Agency
<b>NSW</b>	BAILEY, Mr. Paul	Fire & Rescue
<b>NSW</b>	LINDSAY, Mr. Philip	Fire & Rescue
<b>NSW</b>	HAYES, Mr. Steven	Fire & Rescue
<b>NSW</b>	FELTON, Mr. David	Fire & Rescue
<b>QLD</b>	STAFFORD, Mr. Adrian	Fire & Emergency Services
<b>SA</b>	McLOUGHLIN, Mr. Antony	Fire and Emergency Services Commission
<b>SA</b>	DIPPY, Mr. Russell	South Australia Police
<b>VIC</b>	MURPHY, Mr. Greg	Emergency Management Victoria
<b>WA</b>	KLEMM, Mr. Darren	Department of Fire & Emergency Services
<b>WA</b>	BAILEY AFSM, Mr. Lloyd	Department of Fire & Emergency Services
<b>WA</b>	EDWARDS, Dr. Ron	State Emergency Management Committee
<b>WA</b>	CRONSTEDT, Mr. Malcolm	Department of Fire & Emergency Services
<b>WA</b>	RYAN, Mr. Paul	Department of Fire & Emergency Services
<b>WA</b>	GIFFORD, Mr. Gary	Department of Fire & Emergency Services
<b>WA</b>	JOSKE, Mr. Steve	Office of Emergency Management
<b>WA</b>	SIMPSON, Mr. Richard	State Emergency Management Committee
<b>WA</b>	DAWSON, Mr. Chris	Western Australia Police
<b>WA</b>	VASSILIOU, Mr. Mark	Main Roads Western Australia
<b>WA</b>	JOLLY, Mr. Brad	Department of Communities
<b>WA</b>	TANG, Ms. Jackie	Department of Communities
<b>WA</b>	WILLIAMS, Mrs. Steph	Department of Communities
<b>WA</b>	ROBERTSON, Dr. Andy	Department of Health
<b>WA</b>	HEFFERNAN, Mr. Scott	Department of Primary Industries & Regional Development
<b>WA</b>	BURGES, Ms. Ricky	WA Local Government Association (WA SEMC)
<b>Federal</b>	RYAN, Dr. Alan	Australian Civil Military Centre
<b>Federal</b>	COGHLAN, Ms. Amanda	Australian Civil Military Centre
<b>Federal</b>	RATH, Mr. Darren	Australian Federal Police
<b>Federal</b>	QUAN, Mr. Anthony	Department of Agriculture
<b>Federal</b>	KENTWELL, Mr. Craig	Department of Foreign Affairs & Trade
<b>Federal</b>	PARKER, Mr. Julian	Department of Foreign Affairs & Trade - WA State Office
<b>Federal</b>	THURSBY-PELHAM, Mr. Charles	Department of Foreign Affairs & Trade, Jakarta
<b>Federal</b>	PIRADE, Mr. Henry	Department of Foreign Affairs & Trade, Jakarta
<b>Federal</b>	HOGAN, GPCPT Nick	Department of Defence
<b>Federal</b>	BROWN, Mr. Luke	Emergency Management Australia
<b>Federal</b>	BUFFONE, Mr. Joe	Emergency Management Australia
<b>Federal</b>	CAMERON, Mr. Rob	Emergency Management Australia
<b>Federal</b>	WEHNER, Mr Martin	Geoscience Australia
<b>Federal</b>	ARCHER, Dr. Peter	National Critical Care & Trauma Response Centre
<b>Federal</b>	VERMEULEN, Ms. Lisa	National Critical Care & Trauma Response Centre
<b>Federal</b>	SEKULICH, Ms. Hollie	National Critical Care & Trauma Response Centre

## International Attendees

Country	Name	Organisation
<b>ASEAN</b>	EKAWATI, Ms. Adelina Dwi	AHA Centre
<b>ASEAN</b>	ADHITYAWARMA, Mr. Janggam	AHA Centre
<b>ASEAN</b>	PANG, Mr. Qing Yuan	AHA Centre
<b>ASEAN</b>	SUMMA, Mr. Dipo Djungdjungan	AHA Centre
<b>Brunei</b>	ISMAIL, Mr. Abdul Rahim	National Disaster Management Centre
<b>Brunei</b>	NORDIN, Mr. Mohamad Syazwan	National Disaster Management Centre
<b>Cambodia</b>	MA, Mr. Norith	National Committee for Disaster Management
<b>Cambodia</b>	PRAK, Mr. Kim Hong	National Committee for Disaster Management
<b>Cambodia</b>	CHHAY, Ms. Raksmei	Ministry of Foreign Affairs & International Cooperation
<b>Cambodia</b>	CHEA, Mr. Pranith	National Committee for Disaster Management
<b>China</b>	GUAN, Ms. Yan	National Disaster Reduction Center of China
<b>China</b>	WANG, Mr. Chenglei	Department of Disaster Relief, Ministry of Emergency Management
<b>India</b>	KUMAR, Mr. Sanjay	National Disaster Response Force
<b>India</b>	MARWAH, Mr. Naresh Chandra	National Disaster Management Authority (NDMA)
<b>Indonesia</b>	WIDJAJA, Mr. Bernardus Wisnu	National Disaster Management Authority (BNPB)
<b>Indonesia</b>	HERLIANTO, Mr. Medi	National Disaster Management Authority (BNPB)
<b>Indonesia</b>	FABRIAN, Mr. Dicky	National Disaster Management Authority (BNPB)
<b>Indonesia</b>	PANJAITAN, Mr. Berton	National Disaster Management Authority (BNPB)
<b>Laos</b>	DOUANGSAVANH, Mr. Sombath	Social Welfare Department
<b>Laos</b>	SISOMVANG, Mr. Vilayphong	Social Welfare Department
<b>Malaysia</b>	BINTI MOHD YUSOF, Ms. Zuraini	National Disaster Management Agency of Malaysia
<b>Malaysia</b>	BIN BORHAN, Mr. Farhan Sufyan	National Disaster Management Agency of Malaysia
<b>Myanmar</b>	MAUNG GYI, Mr. Maung	Department of Disaster Management
<b>Myanmar</b>	HLAING, Mr. Soe	Department of Disaster Management
<b>New Zealand</b>	GUARD, Ms. Jo	Ministry of Civil Defence & Emergency Management
<b>New Zealand</b>	COETZEE, Mr. David	Ministry of Civil Defence & Emergency Management
<b>The Philippines</b>	SOMIDO, Ms. Maria Grace	Office of Civil Defense Operations Centre
<b>The Philippines</b>	CHATTO, Mrs. Riezel Joy	Office of Civil Defense Region XII
<b>Singapore</b>	PHNG, Mr. Eugene	Singapore Civil Defence Force
<b>South Korea</b>	KIM, Ms. Hyunjoo	Ministry of Foreign Affairs
<b>Thailand</b>	THANYALAKMETHA, Ms. Sophita	Department of Disaster Prevention & Mitigation
<b>Thailand</b>	NUNTATIKUL, Ms. Thanchanok	Department of Disaster Prevention & Mitigation
<b>United States</b>	JAMES, Mr. Joe	U.S Consulate General, Perth
<b>Vietnam</b>	VU, Mr. Xuan Thanh	Ministry of Agriculture and Rural Development
<b>Vietnam</b>	TRAN, Miss Viet Kim Chi	Ministry of Agriculture and Rural Development
<b>IFRC</b>	HARTELIUS, Miss Julia	Asia Pacific Regional Office
<b>ARC</b>	FUERY, Ms. Erin	Australian Red Cross
<b>UN OCHA</b>	WERNE, Mr. Markus	Regional Office for Asia and Pacific

## C. Preliminary Australian Session Report

### Introduction

In November 2017, Emergency Management Australia held the Preliminary Australian Session. This session allowed Australian officials to understand their requirements in the event of a disaster requiring large-scale international disaster assistance. The outcomes of the Preliminary Australian Session informed the work of the Preliminary Multinational Session which was held in Jakarta on 22 March 2018. The purpose of the Multinational Session was to bring together a sample of EAS countries to explore how international assistance could be delivered to Australia. The outcomes of both events will inform discussions at the 2018 EAS international Disaster Assistance Workshop (the Workshop).

### Aim of the 2018 EAS International Disaster Assistance Workshop

The Workshop had the following aims:

- Explore the application of the Toolkit for requesting and offering international disaster assistance in response to a catastrophic disaster in a non-ASEAN EAS country.
- Further strengthen rapid disaster response arrangements across the region.

### Aim of the Preliminary Australian Session

The Preliminary Australian Session had the following aims:

- Explore policy and regulatory issues related to activation/engagement of international assistance.
- Consider when international assistance becomes necessary or appropriate in the context of a severe to catastrophic circumstance.
- Outline the mechanism to process the request, receipt and deployment of international assistance at a national level.
- Outline Australia's approach to offers of aid, and who has the right/responsibility of assessing whether to accept offers of aid.
- Clarify national and international expectations of automatic acceptance of aid offered.
- Understand federal position on offers of international military assistance.
- Identify linkages and/or gaps between national arrangements and the EAS Toolkit.

### The Scenario

Participants were provided with a comprehensive exercise scenario which exhausted Australia's domestic capacities and challenged preconceived ideas of participants.

The scenario involved a series of four events. In the Australian context, this scenario is plausible. The only 'wild-card' was the earthquake which is within scope of expected hazards in Australia.



**Table 1: Disaster assistance scenario exercised at the Preliminary Australian Session**

Date	Event
22-24 Jan 2018	<p><b>Natural Hazard: HEATWAVE</b></p> <p>A severe heatwave (39°C–45 °C+) occurs across South Australia, Victoria and New South Wales (South and South-Eastern Australia).</p> <p><b>Impact:</b></p> <ul style="list-style-type: none"> <li>Local hospitals are stretched with patients arriving with heat-related issues</li> <li>Patients are transported to other capital cities to ease the burden</li> <li>Some schools are closed</li> <li>Power systems are intermittent and severely stressed</li> <li>Roads and rail systems are suffering from heat damage</li> <li>Businesses, critical infrastructure and essential services are at reduced capacity because of staff absences (sick or taking care of family)</li> </ul>
23-24 Jan 2018	<p><b>Natural Hazard: BUSHFIRES</b></p> <p>Severe to Catastrophic fire danger days across South Australia, Victoria and New South Wales with a variety of large-scale fires across South Australia, Victoria, NSW. These fires are of similar intensity to 2009 fires in Victoria.</p> <p><b>Impact:</b></p> <ul style="list-style-type: none"> <li>Large numbers of fatalities and injuries, thousands of properties destroyed, community assets and critical infrastructure destroyed.</li> <li>Emergency services (especially fire fighters) are on a heightened alert, pre-positioning around affected area occurs.</li> <li>Large scale fires mean that state resources (both professional and volunteers) are committed to local events.</li> <li>Under well practiced arrangements, state governments look to unaffected states for additional resources.</li> <li>These states are fully committed to these fires and the heat wave conditions.</li> </ul>
25 Jan 2018	<p><b>Natural Hazard: TROPICAL CYCLONE</b></p> <p>A Category 4 tropical cyclone forming off the coast of Queensland (QLD) between Townsville and Mackay.</p> <p><b>Impact:</b></p> <ul style="list-style-type: none"> <li>Emergency services and the Australian Defence Force in QLD pre-position in readiness for the tropical cyclone making land-fall</li> <li>QLD Disaster Assistance Response Teams (DART) drawn from Urban Search And Rescue teams are put on stand-by.</li> <li>Owners and operators of critical infrastructure in QLD prepare for impact and have contingency plans at the ready.</li> <li>State emergency services across Australia commence discussions about how to best provide inter-jurisdictional assistance without leaving other areas unsupported.</li> </ul>
25 Jan 2018	<p><b>Natural Hazard: EARTHQUAKE</b></p> <p>A 5.4 Mag earthquake in Perth CBD at a depth of 15km.</p> <p><b>Impact:</b></p> <ul style="list-style-type: none"> <li>Shaking greatly exceeds design levels for modern buildings and infrastructure. Severe damage impacts building in the central Perth area, many older buildings (low to medium rise) collapse. Liquefaction exacerbates damage to the buildings and infrastructure.</li> <li>Immediate death toll exceeds 500 with many time critical injuries. Critical infrastructure extensively damaged.</li> <li>Rescue and medical capacity is totally overwhelmed.</li> <li>Events on Australia's east coast mean that there is very limited spare capacity.</li> <li>Australian Defence Force is available, but the nature of the disaster means that many of the tasks require highly skilled first responders (e.g. INSARAG accredited DART).</li> </ul>

## Relevant Facts about Australia

- Australia has never needed large-scale international disaster assistance.
  - In the past Australia has accepted international assistance from one country at a time (typically New Zealand, USA or Canada). This has usually been done through bilateral arrangements and on a cost recovery basis.
- Australian Government operates according to a 'federal' model.
  - Each jurisdiction is a sovereign political unit for many matters including emergency management issues.
  - The Australian Government has no national legislation on disaster management and will only ever work in support of, or on behalf, of the affected state.
- Australia has very well practised arrangements for providing interstate assistance of emergency service resources to affected states.
  - Australia also has very well practised arrangements whereby the Australian Government provides assistance in the form of the Australian Defence Force, and other 'national' assets to affected states.

## Key Findings

The following information reflects the key findings of the Preliminary Australian Session. During the Session, participants discussed:

- Australia's existing disaster management arrangements.
- How those arrangements could be applied to the scenario.
- What information Australia needs from the international community.

Participants approached the objectives through a series of topics.

- Activation triggers.
- Australian mechanisms for requesting and accepting international assistance.
- Australian mechanisms for coordinating offers of international assistance.
- Making decisions about requesting and accepting offers of international assistance.
- Coordinating deployment of accepted international assistance.
- Coordinating unsolicited assistance that arrives at the border.

## Activation triggers

### Australian Arrangements

The Australian Government defines a catastrophic disaster in the following way.

**A catastrophic disaster is what is beyond our current arrangements, thinking, experience and imagination (i.e.: that has overwhelmed our technical, non-technical and social systems and resources, and has degraded or disabled governance structures and strategic and operational decision making functions).**

The following list provides a sample of situations where states might seek the assistance of other states or international partners:

- Systems within one or multiple jurisdictions are sufficiently overwhelmed.
- Resources are expended or insufficient to cope with the event.

- Hospital systems are overwhelmed by mass casualties, mass injuries, insufficient mortuary facilities etc.
- Water and sewerage systems are offline.
- Critical infrastructure has been severely impacted (power, gas, communication etc.).
- Large numbers of displaced persons need of shelter, food, water and immediate resource allocation.
- Large numbers of casualties and people that require rescuing that overwhelm first responders.

### Findings from the Scenario

The participants in the Session agreed that in a scenario of a heatwave, bushfires and tropical cyclones, emergency service resources would be able to cope but would be stretched very thinly across the east coast of Australia.

The workshop participants agreed that an earthquake would be a trigger for seeking broad international disaster assistance.

### Questions for the International Community

Please describe how the international community might try to be pro-active about understanding Australia's situation and preparing to help Australia ahead of any request

## Australian mechanisms for requesting and accepting international assistance

### Australian Arrangements

The Australian Government would take the lead in requesting and processing international assistance. This is because the Australian Government:

- Is responsible for diplomatic relations for all Australian jurisdictions.
- Controls entry into the country at the border.
- Coordinates the assistance from the other jurisdictions and the use of the Australian Defence Force through COMDISPLAN.

All formal requests for international assistance would be processed by the Australian Government via the Department of Foreign Affairs and Trade (DFAT) diplomatic channels.

Operational agencies and jurisdictions can communicate with international partners to prepare the details of a formal request. For instance, Australian USAR teams would be providing information about requirements through the Virtual OSOCC environment, managed by UN OCHA via the United Nations Disaster Assessment and Coordination (UNDAC).

**NB.** Any state can make requests for assistance under existing bilateral agreements

DFAT would play a pivotal role as the 'reverse consular' channel for incoming offers of foreign aid, allowing offers to be presented to the Australian Government. DFAT would also play a crucial role in limiting offers of unsolicited or inappropriate foreign aid and assistance.

### Findings from the Scenario

The participants agreed that it would be appropriate for the Australian Government to take the lead on making requests for international assistance. It would allow the Australian Government to be the central coordinating point for both domestic and international assistance.

The participants noted that any Australian state is entitled to enter into arrangements with partner agencies overseas.

#### Questions for the International Community

Please describe how the international community would use Tool 1 of the EAS Rapid Disaster Response Toolkit - National Focal Points to communicate with Australia in this scenario. Would it be used to coordinate across assisting countries?

## Australian mechanisms for coordinating offers of international assistance

### Australian Arrangements

The Australian Government takes the lead in processing all offers of international assistance. All (in-scope) offers will be communicated to the affected jurisdiction/s.

Emergency Management Australia (within the Department of Home Affairs) is the national coordination point for offers of assistance.

Impacted jurisdiction/s can make direct requests, accept or decline offers of international assistance (including industry-led arrangements). The jurisdiction should communicate its decisions to the Australian Government (through EMA). This communication will assist the Australian Government coordinate, diplomatic, customs, immigration and quarantine (CIQ) matters.

The Australian Government will publish a list of aid items and assistance likely to be required as well as the minimum acceptable standards.

### Findings from the Scenario

Participants agreed that giving the Emergency Management Australia the job of being the central coordination point for international offers of assistance avoided duplication and took the pressure off the affected jurisdiction.

#### Questions for the International Community

Australia has strict rules around what international assistance it would accept (for example its quarantine rules). How would the international community decide what to offer? Does Tool 2 of the EAS Rapid Disaster Response Toolkit provide enough guidance?

## Making decisions about requesting and accepting offers of international assistance

### Australian Arrangements

The Australian Government will always reserve the right to accept, coordinate and regulate all international assistance. All offers of assistance must conform to Australia's legal, regulatory and emergency management frameworks. All people providing assistance are expected to accept the authority of the impacted jurisdiction and form part of that state's response.

The Australian Government would first seek disaster assistance from those countries it knows has the right response capabilities. Australia benefits from open-source information such as Part 3 of the Toolkit or a database which outlines international capabilities.

International assistance should not displace Australian response, relief and recovery efforts. Australian-based resources should be utilised before offers of goods and services are accepted.

Australia recognises the enduring goodwill of the international community and the desire to help. Australia will prioritise response and recovery ahead of facilitating or coordinating international assistance.

Australia will only accept international assistance from organisations and personnel which meet agreed international standards of quality, and services.

### Findings from the Scenario

Participants in the Session noted that all personnel assisting in a disaster in Australia (both domestic and international) must meet minimum standards of proficiency. Minimum standards of proficiency may be demonstrated by:

- INSARAG accreditation.
- Emergency Medical Team (EMT) World Health Organisation (WHO) accreditation.
- Internationally recognised professional accreditations - This will apply to medical professionals (doctors, surgeons, nurses, paramedics, and pharmacists), engineers, fire and rescue personnel, mortuary technicians including DVI experts, pilots, machinery operators etc.
- Agreed standards of training.
- Licencing.
- Quarantine and biosecurity standards.

The participants discussed the importance of knowing the terms and conditions under which international assistance arrives. For instance, is Australia being asked to accept help on a commercial or cost recovery basis, or do the personnel require equipment or logistical support (transport, food, shelter) once in country?

All international response personnel will come under the authority of the jurisdiction to which they have been deployed. International first responders would need to follow the directions of the state disaster coordinator in all matters. International first responders would also be subject to the laws of Australia.

Tool 3 of the EAS Toolkit states that Australia will not accept international military assistance except where providing air-lift / logistical support to civilian capabilities. Australia is considering whether this should be amended.

The Australian Government does have Status of Forces Agreements (SOFAs) with various countries who have personnel deployed in Australia. While each SOFA is different, some SOFAs do allow for foreign military personnel to support the Australian Defence Force to provide disaster assistance. In the future, the Australian Government should explore the possibility of embedding foreign defence personnel into wider ADF DACC domestic disaster operations.

Australia has very strict customs and quarantine controls. These controls do not cease when a disaster occurs. Guidance in Tool 3 of the Toolkit explains that Australia will not accept consignments of food, search dogs, or medicines etc.

### Questions for the International Community

What impact will Australia's strict customs, immigration and quarantine controls have on the international community's ability to provide assistance?

## Coordinating deployment of accepted international assistance

### Australian Arrangements

Australia is relatively inexperienced when it comes to accepting large amounts of international disaster assistance from multiple countries and does not have standing arrangements.

### Findings from the Scenario

Participants in the Session explored several ideas that could be used in such a large scale disaster.

#### Use of the cluster model

In the instance of a catastrophic domestic disaster, a national coordination model should be considered for a more streamlined and effective response.

The current AIMS mode does have some limitations and there is the opportunity to incorporate the SPHERE handbook's principles into any potential national framework.

An operational "cluster" model could be utilised to support national coordination of domestic and international resources. This would enable central prioritisation of resources. This model would be government lead and the clusters or sectors would also be government led or leads may be appointed by the Government.

#### Using the private sector

Australia should consider adopting a national logistics system to reduce duplication of resources, and monitor state-based stores inventory stock levels. The DFAT Palladium framework could provide a good example for developing a domestic arrangement.

Australia should consider how to better use the owners and operators of critical infrastructure and services. This could include reaching out to private sector partners across the Asia Pacific.

### Reception Departure Centres

'One stop shop' Reception Departure Centres (RDC), in line with the INSARAG model, could effectively manage the receipt of incoming international teams into a disaster area.

By hosting an RDC outside the affected jurisdiction (in another state of Australia), disaster managers may be able to minimise additional drain on localised resources. However, this would depend on the disaster.

### Use of the Virtual OSOCC

The Virtual OSOCC environment, managed by UN OCHA via the United Nations Disaster Assessment and Coordination (UNDAC), provides an opportunity to direct the type of aid offered by international partners, including INSARAG accredited DART.

Minimal acceptable standards for incoming assistance teams should be fed into the Virtual OSOCC request. Australia needs to consider how UNDAC would be connected into the national framework for disaster response.

### Questions for the International Community

What lessons can the international community share with Australia about how to coordinate large amounts of incoming international assistance?



## Coordinating unsolicited assistance that arrives at the border

### Australian Arrangements

The Australian Government recognises that in times of great need, the international community will want to help Australia. Incoming international assistance needs to be coordinated and targeted to avoid unwanted or inappropriate aid.

### Findings from the Scenario

Session participants agreed that a number of strategies would be necessary to limit the amount of unwanted assistance. Possible strategies would include:

- A clear and coordinated media strategy explaining Australia's needs to the international community (including NGOs and civil society).
- The use of Australia's CIQ provisions and food safety standards to restrict entry into Australia.
- Positioning the RDC a long way from the disaster site (another jurisdiction) in order to control the ingress and exiting of responders and supplies.

### Questions for the International Community

What lessons can the international community share with Australia about how to handle unrequested assistance?

## Summary of Questions for the International Community

### Activation triggers

- Please describe how the international community might try to be pro-active about understanding Australia's situation and preparing to help Australia ahead of any request.

### Australian mechanisms for requesting and accepting international assistance

- Please describe how the international community would use Tool 1 of the EAS Rapid Disaster Response Toolkit - National Focal Points to communicate with Australia in this scenario. Would it be used to coordinate across assisting countries?

### Australian mechanisms for coordinating offers of international assistance

- Australia has strict rules around what international assistance it would accept (for example its quarantine rules). How would the international community decide what to offer? Does Tool 2 of the EAS Rapid Disaster Response Toolkit provide enough guidance?

### Making decisions about requesting and accepting offers of international assistance

- What impact will Australia's strict customs, immigration and quarantine controls have on the international community's ability to provide assistance?

### Coordinating deployment of accepted international assistance

- What lessons can the international community share with Australia about how to coordinate large amounts of incoming international assistance?

### Coordinating unsolicited assistance that arrives at the border

- What lessons can the international community share with Australia about how to handle unrequested assistance?

## Guiding principles of managing incoming international offers of assistance

In order to develop the Arrangements, principles which outline the key concepts to be adhered to, should first be agreed. The following are suggested guiding principles:

### Governance

1. Australia will exercise at all times its sovereign right to accept, coordinate and regulate all international assistance provided.
2. Requests for, and acceptance of, offers of assistance must take into consideration and operate within Australia's legal, regulatory and emergency management frameworks.
3. International assistance from individuals and teams are expected to accept the authority of the impacted jurisdiction and form part of that state's response.

### Criteria for requesting or accepting offers of international assistance

4. Unless the impacted jurisdiction is completely overwhelmed it will be involved in decision-making about the offered assistance to be accepted or declined and the assistance to be requested.
5. International assistance should not displace Australian response, relief and recovery efforts. Domestic resources should be utilised before offers of goods and services are accepted (while needing to take into consideration urgent life-saving and property protection need, likely time span of response and recovery activity, and need for contingency / redundancy).
6. While acknowledging that the international community wishes to offer practical assistance and convey their deep concern, Australia's capacity to facilitate, coordinate and oversee the response and relief effort must take priority.
7. International assistance must be provided in accordance with agreed international standards of quality, and services must be provided by competent and adequately trained personnel. If Australia deems that this is not the case, then it will seek to immediately terminate the assistance.

### Administration

8. Processes for requesting and accepting offers of international assistance must be efficient and enable timely, targeted and quality response, relief, and initial recovery, without creating undue red-tape.
9. Pro-active steps should be taken to minimise the number of unsolicited offers of both goods and services.
10. Response and initial recovery effort must take precedence over visiting dignitaries (particularly in the initial effort, given the resource diversion that occurs).

## D. Preliminary Multinational Session Report

### Introduction

In March 2018, Emergency Management Australia (EMA), the Indonesian National Board for Disaster Management (BNPB), and the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (**AHA Centre**) held a Preliminary Multinational Session. This Session allowed officials from around the EAS to discuss what assistance the international community could provide Australia in the event of a large scale disaster in the city of Perth (Western Australia).

The outcomes of the Preliminary Multinational Session and the Preliminary Australian Session will inform discussions at the 2018 EAS International Disaster Assistance Workshop (the Workshop).

### Aim of the 2018 EAS International Disaster Assistance Workshop

The Workshop had the following aims:

- Explore the application of the Toolkit for requesting and offering international disaster assistance in response to a catastrophic disaster in a non-ASEAN EAS country, and
- Further strengthen rapid disaster response arrangements across the region.

### Aim of the Preliminary Multinational Session

The Preliminary Multinational Session had the following aim:

- Explore the arrangements for coordinating a unified ASEAN response through the AHA Centre and offers from other EAS countries.

### Attendees

The Preliminary Multinational Session was attended by:

AHA Centre	Laos (via VTC)
ASEAN Secretariat	Malaysia (via VTC)
Australia (EMA, DFAT)	New Zealand (MOFA)
Brunei (via VTC)	Philippines (via VTC)
Cambodia (via VTC)	Republic of Korea (KOICA)
Indonesia (BNPB, MOFA)	Thailand (via VTC)
Japan (JICA)	Vietnam (via VTC)

### The format of the Session

During the course of the Preliminary Multinational Session participants addressed the key issues from the perspective of their organisation. Time was given at the end of each presentation for questions, answers and discussion.

Participants approached the objectives through a series of presentations covering:

- BNPB Roles on EAS Toolkit and international disaster assistance.
- The Australian disaster scenario and the outcomes of the Preliminary Australian Session.
- Exploring 'One ASEAN, One Response'.
- Exploring responses from other countries providing disaster assistance.

## Key Findings

Throughout the Preliminary Multinational Session some key findings were raised:

- Countries offering assistance will wait for the government of the affected country to tell them what disaster assistance is needed.
  - Systems like the UNOCHA Virtual OSOCC are good portals for developing an understanding of requirements but they do not replace the official information coming from the government of the affected country.
- Each country will still hold onto their sovereignty and will respect the sovereignty of the affected country when offering disaster assistance.
- Information flows and situational awareness tools are important enablers of disaster assistance.
- The deployable capabilities of the AHA Centre produces a very self-sufficient humanitarian response 'force multiplier' for the ASEAN region, In the future when AHA Centre is ready to respond outside the ASEAN region, this will be an important capability for international disaster response in the EAS region.

## BNPB Roles on EAS Toolkit and international disaster assistance

BNPB reminded the group of the strong history of cooperation through the development of the Toolkit including the 2016 Ambon DiREx hosted by Indonesia with the aim to promote awareness and understanding of the Toolkit, as another mechanism for effective collaboration for disaster response for the region.

BNPB spoke to the group about how there has been a fundamental shift within Indonesia's Disaster Risk Management sector. When Indonesia experienced the tsunami in Aceh in 2004, followed by eruption of Mount Merapi in 2007, and then the earthquake in Padang in 2010, Indonesia was not prepared to face disasters. Indonesia is now providing Humanitarian Assistance to other countries in need. BNPB provided three reasons why this big shift is happening:

1. Compared to a decade ago, Indonesia is now more prepared in anticipating crises domestically.
2. Indonesia is now member of G-20, meaning that the nation has improved economically and considers itself an equal partner to the G-20 countries.
3. Indonesia uses humanitarian assistance as a tool of soft diplomacy.

BNPB explained that over the last decade, Indonesia has been providing humanitarian assistance to number of countries and is currently discussing how it can support Papua New Guinea.

BNPB noted that the decision to provide humanitarian assistance to another country should come from the President through Foreign Affairs Ministry. BNPB may run the operation in coordination with other relevant government agencies.

## The Australian disaster scenario and the outcomes of the Preliminary Australian Session

EMA explained to the group that it doesn't have a history of receiving international assistance. The May Workshop is pushing Australia out from its comfort zone. Australia feels that it is an important undertaking because it helps Australia understand the challenges it will face. It will help Australia to understand better what they already know as well as areas where there is knowledge lacking. It will be an opportunity for Australia to learn from other experiences.

The questions being covered by the Preliminary Session and the Perth Workshop are not just relevant to Australia. The central question is how the East Asia Summit countries will provide international assistance to a non-ASEAN country. As such, it is also applicable to countries such as New Zealand, the United States, the Republic of Korea, Japan, China, India and Russia.

The Australian presentation included an explanation of the scenario that will be the focus of the Perth Workshop. Australia explained how the scenario was originally provided to participants of the Preliminary Australian Session in the form of scripted questions designed to help the participants understand the challenges faced by the scenario.

Those scripted questions addressed the following topics:

- Activation triggers.
- Australian mechanisms for requesting and accepting international assistance.
- Coordinating the receipt and deployment of requested international assistance.
- Australian mechanisms for coordinating offers of international assistance.
- Deciding to accept or decline offers of international assistance.
- Coordinating deployment of accepted international assistance.
- Coordinating unrequested assistance arriving at border.

The Session was very useful because it gave the participants a chance to deal with issues that had never been tackled before.

Australia explained its understanding of a catastrophic disaster. For Australia, a catastrophic disaster is not determined by numbers. A disaster is an event that is beyond our current arrangement, thinking, experience, and imagination (that is overwhelmed our technical non-technical and social systems and resources, and has degraded or disabled governance structures and strategic and operational decision making functions).

Participants were provided with the exercise scenario and a summary of the Session findings (see the section on the Preliminary Australian Session).

### **Discussion Points**

The need to localise the Toolkit to ensure that it is fit for purpose. The group noted that in this case 'one size does not fit all'.

The group recognised the different mechanisms in different countries for coordinating international disaster assistance. For instance, in Japan coordination would be through the Ministry of Foreign Affairs whereas in Australia it would be EMA. The group also noted that in Australia, collaboration and coordination are key enablers of achieving outcomes.

Australia also shared with the group that existing Australian mechanism for coordinating offers of international assistance can be overwhelmed if requests are coming in large numbers. Australia is looking at better decision making processes.

A key issue for Australia is the importance of only accepting assistance that is properly certified such as the INSARAG accreditation for USAR/ DART teams.

## Exploring ‘One ASEAN One Response’

The AHA Centre spoke about the importance of the Workshop as being a place to realise their own mandate on the ‘One ASEAN One Response’ declaration. The current Workshop is in-line with the ASEAN X.0 where ASEAN will be responding outside the region. The AHA Centre has developed the ASEAN Joint Disaster Response Plan (AJDRP) with aims to increase the speed and scale of response. The AJDRP identifies three possible large-scale emergencies as a basis to develop the response plan: a large earthquake in Metropolitan Manila, a tsunami on the west coast of Sumatra, and a tropical cyclone in rural areas of Myanmar.

The AHA Centre aims to be the hub for responses by ASEAN member states, the private sector, civil society and international NGOs

THE AHA Centre provided a clear explanation of the capabilities that the ASEAN member states bring to international disaster assistance.

**ASEAN SASOP:** All ASEAN member states that respond to a disaster would do so according to the ASEAN SASOP (Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations).

**ASEAN Situational Awareness:** The AHA centre provides the common platform for information exchanges among ASEAN Member States, using the Disaster Monitoring and Response System (DMRS) and the WebEOC for an online portal across ASEAN.

**ASEAN Emergency Response Assessment Teams:** The ASEAN Emergency Response Assessment Teams (ERAT) is also one of the ASEAN capacities that can be mobilised quickly. This is a Self-sufficient, free-of-charge service. It will do three functions: assessment, facilitate incoming relief assistance, coordination. The ERAT can also provide information management and emergency telecommunication. ERAT can be mobilised within 24 hours upon request or consent of the affected state. The ERAT will be embedded into the local structure. At the moment there are 222 ERAT members.

**JOCCA:** ASEAN can deliver a Joint Operational Coordination Centre of ASEAN (JOCCA). The JOCCA is the location of the ASEAN solidarity in an operation. The purpose of the JOCCA is to:

1. Act as an on-site coordination system to enhance ASEAN collective response during large scale disaster emergency.
2. Provide direct coordination interface between NDMO of the affected country.
3. In the spirit of solidarity and collective response, JOCCA is a functional symbol of the home of ASEAN on the ground.

**Logistics:** ASEAN can also provide the Disaster Emergency Logistics System.

### Discussion Points:

The possible future role of the AHA Centre as not only a Disaster Risk Management hub for ASEAN but also for all of the EAS region. The group noted that while the AHA Centre had the professional standing to perform the job, there was a lot of uncertainty around how the AHA Centre could integrate the very different disaster management approaches of the non-ASEAN EAS countries. The AHA Centre also highlighted how a whole of EAS coordination role was not within the remit or scope of the Centre.

The group agreed on the important of maintaining the currency of the information of the Toolkit and the regularly revise the elements of the Toolkit to ensure that they remain fit for purpose.



## Exploring responses from other countries providing disaster assistance

In the last session of the day, the other non-ASEAN countries provided their own insights into the situation. The presentations looked both at experiences in receiving and offering disaster assistance.

### New Zealand

The New Zealand representative discussed their domestic disaster management arrangements, specifically how The Ministry of Civil Defence and Emergency Management (MCDEM) is the key agency in managing disaster response. Its role is to provide close coordination and alignment within the government and the other agencies. They will have the overview of all disaster agencies involved in emergency response. They will coordinate the regional and international response. They are responsible for the national emergency operation centre.

Most emergencies in New Zealand are managed at the local level. However, control can be elevated to national level, when under the Emergency Act, the national government can begin to assign responsibilities and roles for emergency response. A national controller within MCDEM will be established to coordinate incoming international assistance and will use existing channels through the various embassies.

In terms of providing international disaster assistance internationally, New Zealand noted that key considerations for responding outside the country include:

- Whether the affected government needs the support from the government. Whenever NZ receives a request of assistance, the MOFA will establish an EOC, and this will be self-sufficient and consist of representatives from the relevant ministries. New Zealand will wait for the affected government to indicate what they need.
- Whether the assistance is part of the international system, including the UN cluster system. A case study is the Super Typhoon Haiyan. Through this New Zealand understood the need to have coordination by the international community. New Zealand sent food and water assistance including approximately 500 tonnes of assistance sent by aircraft. The assistance was well coordinated with the international partners, especially with Australia. New Zealand ensures that there is strong coordination with partners, including the Red Cross, and other countries.

For New Zealand, coordination is key to emergency response, and also guidance by the affected government who will identify their needs.

### Japan

Japan noted that with its domestic arrangements each prefecture is in charge of its own disaster management. There is no disaster management agency in the country, instead, the Prime Minister is in charge of coordinating emergency response. Offers of assistance are received by embassies around the world and then sent to the Cabinet Office who will then forward it to the prefectures, who will decide whether they need assistance.

During the Fukushima tsunami disaster of 2011, assistance was only accepted from four countries China, US, New Zealand and Korea. Japan noted, however, that eventually many more countries were eventually accepted with 13-17 USAR teams finally accepted. Japan noted that many of the arrangements were diplomatic in nature.

Japan noted some other considerations based on the Japanese experience:

1. Emergency Medical Teams were not needed because the Japanese system is capable of handling matters itself. Also, in Japan only Japanese certified medical doctors can perform medical assistance.
2. USAR – search dogs. With quarantine processes taking over one week, a special reception system for search dogs was established.
3. Assistance from foreign military personnel. Japan usually only accepts assistance from the US military assets in Japan. Japan does not accept military assistance from other countries.

4. When sending assistance internationally, Japan needs to have consent from the affected country. The embassies in the affected country will contact the MOFA to seek information whether the affected country seeking support or not.
5. Japan noted that while it does use the Virtual OSOCC, Japan does not consider it an authoritative source. Rather it will still rely on the government of the affected country for official information.

## **Republic of Korea**

KOICA noted that it provided assistance to humanitarian activities around the world. Korean Disaster Relief Teams have been sent to three countries since 2013, to respond to disasters such as typhoons. KOICA's strategic plan for 2018 is to have reserve relief supplies in warehouses both at home and abroad.

KDRT is the official overseas emergency relief team of the Korean government. It was established in 2007, certified by the INSARAG in 2011, and designed to rescue human lives. The KDRTs will have a preparatory team for swifter emergency measures against natural disasters and will participate at international training. KDRT has been dispatched to 7 countries including: Nepal, Haiti, Indonesia, China, Sierra Leone, and Myanmar.



2018 East Asia Summit  
International Disaster Assistance Workshop  
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Australian Government  
Department of Home Affairs

Image: Participants of the 2018 EAS International Disaster Assistance Workshop, 8–10 May, Perth, Western Australia

