



**UNIVERSITY OF THE PHILIPPINES
OPEN UNIVERSITY**

MASTER IN ASEAN STUDIES

MARK JOHN DE VERA ANTIPINO

ENHANCING ASEAN'S IMMEDIATE DISASTER MANAGEMENT RESPONSE

Thesis Adviser:

ALEXANDER G. FLOR, Ph.D.
Faculty of Management and Development Studies

31 October 2022

Permission is given for the following people to have access to this thesis, subject to the provisions of applicable laws, the provisions of the UP IPR policy and any contractual obligations:

Invention (I)	X Yes or ☐ No
Publication (P)	X Yes or ☐ No
Confidential (C)	X Yes or ☐ No
Free (F)	X Yes or ☐ No

Student's signature:

Thesis adviser's signature:

University Permission Page

ENHANCING ASEAN'S IMMEDIATE DISASTER MANAGEMENT RESPONSE

I hereby grant the University of the Philippines a non-exclusive, worldwide, royalty-free license to reproduce, publish and publicly distribute copies of this Academic Work in whatever form subject to the provisions of applicable laws, the provisions of the UP IPR policy and any contractual obligations, as well as more specific permission marking on the Title Page.

Specifically, I grant the following rights to the University:

- a. Upload a copy of the work in the theses database of the college/school/institute/department and in any other databases available on the public internet;*
- b. Publish the work in the college/school/institute/department journal, both in print and electronic or digital format and online; and*
- c. Give open access to above-mentioned work, thus allowing "fair use" of the work in accordance with the provisions of the Intellectual Property Code of Philippines (Republic Act No. 8293), especially for teaching, scholarly and research purposes.*

Mark John de Vera Antipino 31 October 2022
Signature over Student Name and Date

Acceptance Page:

This thesis titled: “**ENHANCING ASEAN’S IMMEDIATE DISASTER RESPONSE**” is hereby accepted by the Faculty of Management and Development Studies, U.P. Open University, in partial fulfillment of the requirements for the degree of Masters in ASEAN Studies.

DR. ALEXANDER G. FLOR
Chair, Thesis Committee

31 October 2022

DR. CONSUELO DL. HABITO
Member, Thesis Committee

31 October 2022

DR. MYRA D. ORUGA
Member, Thesis Committee

31 October 2022

DR. JOANE V. SERRANO

Dean

Faculty of Management and Development Studies

18 June 2024
(Date)

Biographical Sketch

Mark John de Vera Antipino obtained his Bachelor of Arts degree, Major in History from the College of Social Sciences and Philosophy, University of the Philippines, Diliman. He has a Graduate Diploma in Industrial Relations, from the School of Labor and Industrial Relations, from the same university. Currently, he is working at the Social Security Administration, U.S. Embassy, Manila. He is married to Sarah, and has two lovely daughters, Audrey and Quisha.

Acknowledgement

I would like to express my profound and heartfelt gratitude to all those people who have shared with me their time, talent, insights, guidance, support and assistance during the course of my thesis writing.

Foremost, I would like to thank my thesis advisers, Dr. Alexander Flor, Dr. Consuelo Habito and Dr. Myra Oruga, for the unwavering guidance and supervision they had extended to me during the course of my thesis.

I am also grateful to my colleagues at the American Citizens Services Unit, U.S. Embassy, Manila, for generously sharing their expertise and experiences on the field during the search and recovery phase in the Visayas region.

To my friends and colleagues, Leo Balantac, and Robert Jocson, for all the assistance.

My heartfelt gratitude and appreciation to Mr. Mark McGovern, Consul General, U.S. Embassy, Manila, for the time allotted and trust given for me to complete my study.

I would also like to express my deepest gratitude and appreciation for Atty. Andrea Leycano, Atty. Patrick Velez, Mr. Ramon Santiago, and Ms. Fauziah Zen for sharing their valuable expertise and insights on my paper.

To Program Chair, Dr. Jean Saludadez, PhD, for the guidance accorded to me throughout my years in the program.

Lastly, and most importantly, to my family, my wife, Sarah Amabelle Milla, two daughters, Margareth Audrey and Marquisha Arabella, and father, Domingo, for the love, support and understanding.

To God be the glory.

Dedicated to:

Sarah, Audrey and Quisha

TABLE OF CONTENTS

Title of Page	i
University Permission Page	ii
Acceptance Page	iii
Biographical Sketch	iv
Acknowledgment	v
Dedication	vi
Table of Contents	vii
List of Abbreviations	viii
List of Figures	xi
ABSTRACT	xii
CHAPTER I: INTRODUCTION	1
Background and Rationale of the Study	1
Objectives of the Study	3
Research Questions	3
Scope and Delimitation of the Study	4
CHAPTER II: REVIEW OF RELATED LITERATURE	6
Global Warming, a Catastrophe Already in a Making	6
The Association of the South-East Asian Nations (ASEAN)	13
ASEAN Disaster Risk Management and Cooperation	24
CHAPTER III: RESEARCH METHODOLOGY	30
CHAPTER IV: COUNTRY EVIDENCE	33
Country Brief: The Philippines and Disasters	33
The Perfect Storm: Super Typhoon Haiyan (Yolanda) Touched Down in PH	37
The Face of Regional Disaster Management Cooperation: ASEAN and Super Typhoon Haiyan	41
CHAPTER V: RESEARCH FINDINGS AND ANALYSES	44
CHAPTER VI: CONCLUSION AND POLICY IMPLICATIONS	65
Challenges and Prospects for the ASEAN Disaster Risk Management Framework Moving Forward	68
REFERENCES	72
APPENDICES	85

LIST OF ABBREVIATIONS

AADMER – ASEAN Agreement on Disaster Management and Emergency Response

ACDM – ASEAN Committee on Disaster Management

ACE – AHA Centre Executive

ADMER-Fund – ASEAN Disaster Management and Emergency Fund

AHA CENTRE – ASEAN Coordinating Centre for Humanitarian Assistance

AJDRP – ASEAN Joint Disaster Response Plan

APDC – Asian Disaster Preparedness Centre

APG – ASEAN Power Grid

ARDEX – ASEAN Regional Disaster Emergency Response Simulation Exercise

ASA – Association of South-East Asia

ASEAN – Association of South-East Asian Nation

CIQ – Customs, Immigration and Quarantine

COC – Command Operation Center

COP – Members of the Conferences to the Parties

COP21 – Climate Change Conference 21

CRED – Centre on the Epidemiology of Disasters

CRI – Global Climate Risk Index

DART – Disaster Assistance Response Team

DELSA – Disaster Emergency Logistics Systems for ASEAN

DMRS – Disaster Monitoring and Response System

ERAT – Emergency Response and Assessment Team

ERIA – Economic Research Institute for ASEAN and East Asia

E.U. – European Union

IFRC – International Federation of Red Cross and Red Crescent Societies

ICT – Information and Communication Technology

IMF – International Monetary Fund

INSARAG – International Search and Rescue Advisory Group

IPCC – Intergovernmental Panel on Climate Change

JOCCA – Joint Operation and Coordination Center of ASEAN

LHD – Learning House for Development

MAPHILINDO – Malaya, the Philippines and Indonesia

MMDA – Metropolitan Manila Development Authority

NATO – North Atlantic Treaty Organization

NDC – Nationally Determined Contributions

NDMO – National Disaster Management Organizations

NETS – Negative-Emissions Technologies

NGO – Non-Government Organization

NDRRMC – National Disaster Risk and Reduction Management Council

OA – Offer of Assistance

OCD – Office of Civil Defense

OCHA – UN Office of the Coordination of Humanitarian Affairs

PAG-ASA – Philippine Atmospheric Geophysical and Astronomical Services Administration

PAR – Philippine Area of Responsibility

PDC – Pacific Disaster Centre

PSA – Philippine Statistics Authority

RFA – Request for Assistance

SASOP – Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster and Emergency Response Operations

SEA – South-East Asia

SEATO – South-East Asia Treaty Organization

TAC – Treaty of Amity and Cooperation

USAR – Urban Search and Rescue

USAID – United States Agency for International Development

USAID/FFP – United States Agency for International Development Office of Food for Peace

USAID/OFDA – United States Agency for International Development Office of U.S. Foreign Disaster Assistance

U.K. – United Kingdom

U.N. – United Nations

UNISDR – United Nations Office for Disaster Risk Reduction

U.S. – United States

U.S. PACOM – U.S. Indo-Pacific Command

U.S.S. – United States Ship

WebEOC – Web Emergency Operations Centre

WFP – U.N. World Food Program

LIST OF FIGURES

- Figure 1. 10 ASEAN Member-States, p. 20
- Figure 2. ASEAN Community, p. 21
- Figure 3. Annual expected losses due to disaster of ASEAN and its member-countries per GNP, p. 24
- Figure 4. Number of incidents and deaths due to natural extreme events and disasters from 2010 to 2019, p.35
- Figure 5. ASEAN list of disaster responses, p. 36
- Figure 6. PAG-ASA Severe Weather Bulletin 6, p. 37
- Figure 7. Track of Typhoon Haiyan, p. 38
- Figure 8. Flowchart 1: Notification of disaster and Situation updates p. 56
- Figure 9. Flowchart 2: Request for assistance, p. 57
- Figure 10. Flowchart 3: Offer of assistance, p. 58
- Figure 11. Flowchart 4: Joint Assessment of required assistance, p.59
- Figure 12. Flowchart 5: Mobilisation of assets and capacities, p.60
- Figure 13. Flowchart 6: On-site development of assets and capacities, p, 61
- Figure 14. Flowchart 7: Direction and control of assistance, p. 62

Abstract

On November 8, 2013, super typhoon Haiyan (local name Yolanda) made history not only in the Philippines but in the field of meteorology. It was considered one of the most powerful typhoons ever recorded, with the highest wind speed at landfall. It was also unusual as it was formed so close to the equator. Haiyan affected 16 million people alongside estimated US\$15.2 billion (2017) damages to properties. Immediately after the havoc, the U.S. and various international organizations sent support and assistance. On the contrary, help from the ASEAN arrived five days later, and were on bilateral basis. This raises a fundamental question on the operationalization of the ASEAN's vision to forge into ONE COMMUNITY by 2025. While the notion of "one community" usually focuses on the economic sphere, strengthening ASEAN's immediate disaster response assistance to affected member-states should also be given equal importance, to create a deeper sense of integration. The ASEAN WAY and non-interference principles must be revisited to address the challenges associated with climate change, which now affects beyond each other's borders. The Association should push for stronger intra-regional cooperation, and deeper integration in disaster response, to mitigate the devastating effects of climate change. Making a stronger representation to the UN to be given a portion of the climate finance commitment fund for disaster and mitigation response can also be an option. Revisiting and refining the current ASEAN quick disaster response framework, incorporating lessons learned from Haiyan, will make the vision of "one community" more grounded and sustainable.

Chapter I

INTRODUCTION

Background and Rationale of the Study

On November 8, 2013 at 4:00 a.m. (Manila time), Super Typhoon Haiyan (with local name Yolanda) made a landfall in the central Visayan region of the Philippines and brought massive destruction to properties and lives. It was considered as one of the most powerful storms ever recorded in meteorological history of the world, a perfect storm as they call it, with 895 mb (barometric pressure¹), winds blowing up to 195mph (313kmh), affecting 16million people (with 28,000 reportedly injured and 6,300 deceased), and damages to properties estimated to be around \$15.2 billion (in 2017 U.S. Dollars) (Drye, 2018).

Within 12 hours after the havoc brought about by the super typhoon, the United States (U.S.), United Nations, and various international organizations provided affected families with immediate life-saving aid, monetary support, and man-power assistance. All of their personnel can be identified on the ground by their respective uniforms, insignias on their shoulders, as well as flags. But the ASEAN (Association of South-East Asian Nation) logo was never in sight.

It took the ASEAN member-states five days before sending assistance, and these were all done on bilateral basis, under their own respective colors, rather than as one regional body. Albeit, news agencies covering the event at that time reported that the assistance came from the ASEAN (Fan and Krebs, 2014, p. 11).

¹ In a normal calm weather, a barometer at sea level is estimated to be around 1013 millibars. The lower barometer reading, the stronger the typhoon is.

The U.S. government, through its military, was one of the first foreign nations that arrived at ground zero. They delivered round-the-clock relief goods, provided logistical support to the local government, and evacuated people from the areas inundated by the typhoon, to the capital - Manila.

The author was fortunate to be given the opportunity to be part of the humanitarian mission and head the local staff of the American Citizens Services Unit (ACS), U.S. Embassy, Manila, command center in locating and repatriating Americans, out of Tacloban and other devastated nearby areas. The author was also able to witness firsthand the destruction brought by the typhoon to the people's lives and properties through interviews with the survivors and pictures taken by the Embassy personnel from the ground.

The catastrophe that brought the Visayan people down to its knees had left a mark and scar to its affected residents to date. Many people in the affected area are still traumatized by this unprecedented event that took their properties and loved ones overnight. Nine years has passed since the tragic event occurred but the reconstruction, rebuilding and recovery remain yet to be completed. The Philippine government aims to completely deliver all the promised support and housing projects laid out for the Yolanda victims this year.

However, no major physical infrastructure can erase the dreams and lives shattered overnight by the typhoon. The survivors of Haiyan remain haunted by this dark past chapter in their lives. You can see through their eyes and hear through their trembling voices the trauma, when they are being interviewed by the news media regarding an upcoming typhoon going their way. According to Drs. Vujanoic and Gallagher (2017), being a survivor-victim of natural catastrophe is traumatic as they could have witnessed irreparable loss of their properties and a friend or loved ones

right before their eyes. *“For those directly impacted, the immediate aftermath of a disaster can be disorienting, marked with displacement, shock, and a strong need to restore order”* (Vujanoic and Gallagher, 2017).

Thus, providing immediate assistance and support to an affected individual or community after a devastating calamity lessens their feeling of isolation, foster camaraderie, build resilience and feeling of belongingness. It is in this light that the author undertook this study with the aim of determining immediate potential measures to make the Association’s presence felt and recognized by its constituents, especially those in the lower economic strata, particularly in times of grave need, towards its vision of becoming One Community.

Objectives of the Study

The main objective of this study is to identify the lessons learned from the super typhoon Haiyan, and to make feasible and workable recommendations on how to make the Association’s presence seen and felt by the affected, displaced and victims specifically during times of a wide scale (limited to) meteorological catastrophe striking any of its member-states, and in a timely manner.

Research Questions

Specifically, in line with the aforementioned objectives, this study endeavors to provide responses to the following questions:

- a) What were the assistance/aids extended by ASEAN to the Philippines before and after the aftermath of typhoon Haiyan?

- b) What were the lessons learned in providing assistance and pursuing rescue efforts to the areas devastated by super typhoon Haiyan in the Philippines?
- c) What are the measures that need to be implemented to further better-equip the Association's disaster management body to manage a similar or greater catastrophe in the event that it happens again to any of its member countries?
- d) In line with the vision of becoming an ASEAN Community, what actions and steps have to be put in place in order to provide immediate assistance to its devastated member/s, as one and united regional body and not through bilateral relations?

Scope and Delimitation of the Study

Disasters can be classified into four major categories. First on the list is the most common and obvious – natural disasters or acts of God. These refer to phenomena where no man and even its modern technologies, have control of. These include floods (hydrological), super typhoons (meteorological), drought spells (climatological), earthquakes, tsunamis, volcanic eruptions (geophysical), and plague (biological). Second, are those that are considered man-made. With man's growing dependency to its creations and inventions, the new and rising type of disaster refer to technological disasters. Among the concrete examples of this type include chemical spills, nuclear accidents (like the Chernobyl incident in Russia), the August 2020 nitrate explosion in Beirut, and transportation or vehicular accidents, among others. The other last two types of disasters, which are also man-made, can be classified as economic crises,

like the 1997 Asian Financial Crisis and the 2008 Global Financial Crisis; and human hazards through violence or war, like the 9/11 terrorist attacks in the U.S. (Sawada and Zen, 2014). A more recent example is the ongoing invasion of Ukraine by Russia.

Due to limited time and resources, the author delimits this study on natural disaster, particularly pertaining to the impact of and lessons learned from the super typhoon Haiyan that hit the Philippines in 2013.

Chapter II

REVIEW OF RELATED LITERATURE

A. Global Warming, a Catastrophe Already in a Making

A.1. Climate Change, Yesterday

A study conducted in 1807 by Joseph Fourier, who pioneered the study of heat, revealed that the Earth's atmosphere has a major role in keeping it warmer than it would have been if it was exposed directly to outer space. Then in 1860, John Tyndall, an Irish physicist, discovered that the gases in the atmosphere, including carbon-dioxide, plays a vital part in keeping the planet warm by allowing infrared radiation (in the form of sunlight) in and trapping the heat. By the turn of the 20th century, a Swedish chemist by the name of Svante Arrhenius, speculated that the both extreme levels of carbon-dioxide presence in the atmosphere have caused the ice ages and now global warming with the aid of coal and fossil fuels (The Economist, 2017, p. 20).

Perhaps it would be safe to say that no one has ever perceived the extensive use of fossil fuel and its damaging effect to the environment since the early 1800s. Today, it has been and remains to be the key driving force in the world's unprecedented economic growth, wealth, and technological development. It is only towards the end of the 21st century, when scientists and environmentalists came together to educate the world on the impending negative externalities brought about by carbon dioxide and other greenhouse gases, like methane and nitrous oxide, emissions.

Like economics, climate change can be characterized as a dismal science. Its wrath and effects are increasingly manifested in a vast number of countries and population that had never experienced unprecedented rise of super typhoons and floods. However, despite its destructive power and record-breaking effects, there are

still some policy-makers, politicians and even scientists, who are downplaying this reality. Superpower countries like China, Japan and the United States (who are the primary emitters of carbon dioxide) remain passive in adopting strong measures to reduce greenhouse gas emissions for economic gains. In addition, some authors argued that *“some corporations, whose revenues might be adversely affected by controls on carbon dioxide emissions, have also expressed alleged major uncertainties in the science”* (Oreskes, 2004, p. 76).

In 1988, the World Meteorological Organizations and the United Nations Environmental Programme (UNEP), created the Intergovernmental Panel on Climate Change (IPCC). Its purpose is,

“to evaluate the state of climate science as a basis for informed policy action, primarily on the basis of peer-reviewed and published scientific literature. In its most recent assessment, IPCC states unequivocally that the consensus of scientific opinion is that the Earth’s climate is being affected by human activities: Human activities are modifying the concentration of atmospheric constituents that absorb or scatter radiant energy. Most of the observed warming over the last 50 years is likely to have been due to the increase in greenhouse gas concentrations” (Oreskes, 2004, p. 75-76).

Some of the significant and notable findings made by the first IPCC Working Group in 1995, were as follows:

- 1) Greenhouse gas, such as carbon dioxide (CO₂), methane (CH₄) and nitrous oxide (N₂O), concentrations continued to grow significantly by 30%, 145% and 15%, respectively (values for 1992). These figures can be attributed to human economic activities, use of fossil-fuel, land-use change and agriculture.

- 2) Many of these greenhouse gases remain in the atmosphere for a long period of time from decades to centuries. Thus, greenhouse gases are synonymous to plastics which take up to 1000 years to decompose in landfills, and both are by-products of fossil-fuel (Greenlivingtips, n.d.).
- 3) *“A range of carbon-cycle models indicates that stabilization of atmospheric CO₂ concentrations at 450, 650 or 1,000 ppmv could be achieved only if global anthropogenic CO₂ emissions drop to 1990 levels by, respectively, approximately 40, 140 or 240 years from now, and drop substantially below 1990 levels subsequently”* (IPCC, 1995, p. 75-76).
- 4) Climate has changed over the past century. Global mean surface air temperature has increased by between 0.3 and 0.6 degrees Celsius since the late 19th century, despite the cooling effect of the Mt. Pinatubo eruption in 1991.
- 5) Regional rise in temperature is evident, particularly over the mid-latitude continents, such as the North Atlantic Ocean.
- 6) Precipitation has increased in high altitudes areas of the Northern Hemisphere, especially during the cold season.
- 7) The 1990 to mid-1995 persistent warm-phase of the El Nino Southern Oscillation (which causes drought and floods in many areas) was unusual in the context of the last 120 years.
- 8) Climate is expected to continue to change in the future if no action has taken place to address the issue at hand. Based on the models used, an increase in global mean surface air temperature relative to 1990 of about two degrees Celsius by 2100 would result to the following:

- a) Thermal expansion of the oceans and melting of glaciers and ice-sheet would result to average sea level rise of about 50 centimeters to 2100.
- b) Warmer temperatures would translate to higher precipitation and more vigorous hydrological cycle, causing more droughts, floods and extreme rainfall events (IPCC, 1995, p. 75-76).

A.2. Climate Change, Today and Tomorrow

The United Nations (U.N.) simply defines climate change as *“long-term shifts in temperatures and weather patterns. These shifts may be natural, such as through variations in the solar cycle”* (United Nations, n.d.).

Backed by scientific studies, the U.N. recognizes that these changes are brought about mainly by man’s economic activities such as but not limited to: use of fossil fuels for energy and transportation, clearing lands for building, landfills and human settlements, and agriculture (United Nations, n.d.).

Given the global exigency of the service to act on the effects of climate change, which affects beyond each other’s borders, world leaders and experts convened in Paris on December 12, 2015 for the U.N. Climate Change Conference (COP21). The consensus reached were: *“1) to substantially reduce gas emissions to keep global warming below 1.5°C to 2°C* (United Nations, n.d.); *2) review countries’ commitments every five years* (United Nations, n.d.), *and 3) provide financing to developing countries to mitigate climate change, strengthen resilience and enhance abilities to adapt to climate impacts”* (United Nations, n.d.).

The Philippines, being a member, committed to reduce carbon emission by 70% by the year 2030 as its nationally-determined contribution (NDC) (Enano, 2018). Meanwhile, Sweden parliament passed the most ambitious law in June 2017 which

committed to a “*no net emissions of greenhouse gases by 2045*” (The Economist, 2017, p. 20-22).

The historical Paris Agreement came into force on November 4, 2016, and has been a legally binding international treaty by 192 countries (United Nations, n.d.).

However, it appears that the target 1.5°C to 2°C is far-fetched from becoming a reality. A recent study revealed that the desired lower temperature could only be attained if worldwide emissions be “net zero” no later than 2090. Stopping carbon dioxide emissions in the atmosphere is not sufficient enough to curb global warming. The destructive gas has to be drained out of the planet to meet the desired target in 2100. That means, a total of 810 billion tons of carbon dioxide, equivalent to 20 years of emissions, has to be sucked out of the earth’s atmosphere (The Economist, 2017, p. 20-22).

One of the recommended negative-emissions technologies (NETS) that has been proven and tested was reforestation. The only issue with it is the vastness of the land area needed to be planted by trees. It is estimated that a total of 3.2m square kilometers (like the size of India) to 9.7m square kilometers (like the size of Canada) of land has to be planted with trees, which is equivalent to 23% to 68% of the world’s arable land. In addition, it would take decades before the trees can reach their carbon-sucking potential (The Economist, 2017, p. 20-22).

Considering that the need to flush out this carbon dioxide from the atmosphere is urgent, there are other less land-intensive and low-tech options available but is very expensive and still undergoing further tests (The Economist, 2017, p. 20-22).

The data had also shown that continued rise in the amount of carbon dioxide, methane, nitrous oxide and other greenhouse gases in the Earth’s atmosphere trap the heat coming from the sun and amplifies water vapor. Until scientists and

policymakers find and agree to a particular NETS, the number of super typhoons like Haiyan and Katrina, drought spells and flood throughout the world will continue to rise in the years to come (The Economist, 2017, p. 20-22). Countries that would greatly take the blunt of Mother Nature's fury are the developing countries located in the typhoon belt.

According to the U.N., the last decade of 2011-2020, has witnessed the warmest temperatures ever recorded. The earth is currently 1.1°C warmer than it was during the Industrial Revolution in the late 1800s to early 1900s. If this cannot be averted on time, global warming can reach up to 2.7°C by the end of the century. Thus, a new type of refugee, "climate refugees," is seen to be on the rise (United Nations, n.d.).

Another staggering recent study showed that climate change can also increase the risk of pandemics. According to Dr. Aaron Bernstein, Director of Harvard Chan C-Change (n.d.), Harvard University, as the planet heats up, animals migrate to cooler temperatures to the poles. As a result, they come in contact with other species that they do not normally do, creating an opportunity for bacteria or viruses to move to new hosts. Other human activities, such as deforestation for agricultural purposes, forces displaced animals to migrate, come in contact with other animals as well as people, and share pathogens (Bernstein, n.d.).

Thus, the pandemic we are now experiencing can somehow be attributed to climate change.

A.3. The World is Sinking

"In the beginning God created the heaven and the earth" (Geneses 1:1).

"And God said, let us make man in our image, after our likeness: and let them have dominion over the fish of the sea, and over the fowl of the air, and over

the cattle, and over all the earth, and every creeping thing that creepeth the earth. So, God created man in his own image, in the image of God created he him; male and female created he them. And God blessed them, and God said unto them, be fruitful, and multiply, and replenish the earth, and subdue it: and have dominion over the fish of the sea, and over the fowl of the air, and every living thing that moveth upon the earth” (Genesis 1:26-28).

From the above passage, it can be deduced that after the earth was created to its perfect beauty, man was given an important task. A task that should be delivered in obedience and as respect to the Great Architect, which is to replenish and subdue the earth; and have dominion over all its creatures (Genesis 1:26-28).

However, it appears that man inherently have a selective memory since time immemorial. Throughout time and history, he succeeded in becoming fruitful and multiplied its number, but disregarded the rest of the instruction. He greatly exercised his dominion and subdued the creation, but failed to replenish. He has forgotten that he is only a mere caretaker of this planet, and all its wonders. And just because he is on top of the food chain, he has blatantly and recklessly exploited the earth’s resources and creatures that move on the surface of the earth for economic and financial gain.

When man started, some 10,000 years ago, to learn how to harness the things this planet can offer, domesticated animals, and lived in small communities, everything around him was in perfect balance and bustling in life. But recent study revealed that for the past 50 years, or a span of a man’s lifetime, wildlife population went down to 60%. The planet is becoming warmer every year at a staggering rate. And the glaciers in the Arctic, that protects our planet from overheating, are now melting and releasing fresh water in the ocean twice as fast it did ten years ago. Sea levels have started to

rise, with changes in salinity of the ocean and disrupted ocean currents (Our Planet, 2020).

B. The Association of South-East Asian Nations (ASEAN)

B.1. Brief History of the Peoples of South-East Asia

The theory about the first inhabitants of South-East Asia (SEA) continues to change overtime and has been subject of debates among scholars even to date. With the advancement of technology and scientific tools, more and more archaeological sites are being discovered and excavated and thus, the search for the most accurate theory continues.

In 2018, about 57 stone artifacts and 400 animal bones, including a rhinoceros, were unearthed in the Province of Kalinga Apayao (which is known as the “Kalinga discovery”) suggested existence of early species of man as early as 709,000 years ago. The discovery of the “Callao Man” in Callao Caves, Cagayan, Philippines in 2007, dates back as early as 67,000 ago years, and the discovery of the 47,000-year-old Tabon Man in the Province of Palawan, showed that modern man had roamed the region even before the end of the Ice Age (PAREF, 2020).

At the moment, the current and generally accepted theory for the population of the SEA region is the “Out of Africa model,” where first modern humans originated and migrated from Africa throughout Asia about 50-70,000 years ago (Dorey, 2019).

The early inhabitants of the SEA region were believed to be nomads and hunter-gatherers. They foraged from the forest, rivers, and seas. And if the food or supplies were depleted, they moved out and relocated. Rice agriculture was only introduced by the Han people (ethnic Chinese) of southern China by the third millennium. But the shift from foraging to farming of early inhabitants was a long and slow process. Some

archaeological evidence from different sites in the region suggested that two means of livelihood continued to coexist within the same communities (Ricklefs, 2010).

Another common and accepted theory on the origin of the early modern man of SEA is through ethnohistory. The major linguistic families of the region are classified into two – Austronesian and Austroasiatic, which can be both linked to migration. The Austronesian speaking people, believed to have originated from the south-east China, migrated to Taiwan and spread further south to the Pacific Islands and as far as the west to the island of Madagascar about 4000-5000 years ago. While the Austroasiatic speaking people became the dominant group in mainland SEA (Ricklefs, 2010).

Thus, based on the numerous artifacts discovered, archaeological findings and rich ethno-linguistic history of the region, early European colonizers erred in their beliefs of bringing in civilization in the Asian region. SEA region has already its own distinct civilization and culture, which was further enriched by having trade relationships with China, Pacific Island, Madagascar, and as far as India and Arabia (Ricklefs, 2010).

The term or concept of SEA was first postulated by the Europeans (Solidum, 2003).

However, *“some writers from China, Arabia, Egypt, Rome and Greece had already identified the area due to the role played by the South-East Asia states in the international trading systems,”* even before the pre-colonial era (Solidum, 2003, p. 3).

China, as the Middle Kingdom, considered the areas to its south as *“barbarians,”* and referred to it as Nanyang. Later, it distinguished Burma, Laos, and Annam (now central Vietnam), from the rest of the region, due to its trade relationship with them. Japan referred to the region as *“Nan yo,”* while the Arabs called it *“Qumr”* and *“Zabog”* (Solidum, 2003).

B.2. Pre-History of ASEAN

The concept of having a regional cooperation in SEA region existed only in 1945. Prior to this, countries in this area had very little or even lack contact with each other. The key reasons were due to its geographical locations and the fact that majority of them were occupied by the West for centuries, with the exception of Thailand (Solidum, 2003). But the diversity and differences in languages, culture and religion, and internal disputes among others also played a major role in the natural progression of alienating and isolating themselves from each other, even before the arrival of the western colonizers.

However, it would be worthwhile to mention that there were a number of earlier attempts for a creation of a regional organization before the inception of the ASEAN – but all were short-lived. According to Dr. Estrella Solidum (2003), there were five variables that paved the way to the establishment of a regional organization in the SEA region. “*These were: 1) external threat, 2) internal stability, 3) economic development, 4) political elites’ ideologies and 5) member states integrative experiences.*” Amongst the five, the first three were the primary factors which the author believes led to the impetus and imperative desire to establish a regional organization in the Southeast Asian region.

The road to creating a unified South-East Asian body was tedious and full of roadblocks, as one can imagine. Unifying together all independent nation-states, distinctly diverse in all aspects and with less to no contact (due to their history, religion, language and Western colonizers), were the primary hindrances in creating a unified regional body.

The following section will discuss some of the precursors in the formation of ASEAN we have today, which is considered to be the latest and only successful attempt in forming a regional cooperation.

In March 1947 (The Asian Relations Conference, 28 March – 2 April 1947), the Indian Council of World Affairs convened 18 representatives from Asia and Africa in New Delhi, to discuss the idea of having a regional cooperation for the first time. Its success was identifying and highlighting the problems of having a regional cooperation, “*promoting Asian studies, greater cooperation, freedom for colonial areas, lifting the status of women in Asia, inter-Asian communication and economic progress.*” (Solidum, 2003, p.13)

It was followed by another conference on January 20, 1949 (New Delhi Conference), attended by Asian government officials in response to the Dutch invasion of Indonesia on December 18, 1948. The participants agreed “*to consult among themselves to explore ways and means of promoting consultation and cooperation within the framework of the United Nations*” (Solidum, 2003, p.14). One of its significant actions was unilaterally requesting the United Nations Security Council to return to Indonesia the control of its entire area by January 1, 1950 (Solidum, 2003, p.14).

Then on July 4, 1949 (Asia-Pacific Union), Philippine President Elpidio Quirino attempted to create an organization strictly limited only to Asian states, to preserve its sovereignty and combat the growing influence of communism. Unfortunately, it did not prosper as most Asian states did not want to participate in the union. After almost a year, May 26 – 30, 1950 (Baguio Conference), a new conference was again initiated by President Quirino. It was the first meeting convened and attended by government

officials from SEA and Western Pacific. The conference revealed many similarities and shared visions for the region by the delegates. (Solidum, 2003)

Due to the growing popularism and clout of Karl Marx' red book in Asia, eight countries (Philippines, Thailand, Pakistan, U.S., Britain, France, Australia, and New Zealand) established the South-East Asia Treaty Organization (SEATO) in September 1954. It was a military organization, similar to the North Atlantic Treaty Organization (NATO) of Europe. Its main objective was to militarily help Laos, Cambodia, and Vietnam (or so-called the Protocol States) fight communism. But, as expected, the organization failed and was referred to as a "*paper tiger*," due to the Western partners' fear of retaliation from China and the Soviet Union. Then, Pakistan opted out because it could not get the needed military arms to fight India. The Protocol States completely fell into the hands of the communist party when the U.S. withdrew its military presence under the Paris Agreement of 1973 (Solidum, 2003).

The Asian-African Conference (Bandung Conference, April 18-24, 1955), was spearheaded by the Prime Ministers of Burma, Ceylon, India, Indonesia. It was attended by the ministerial level of 25 other countries. Its objective was to promote goodwill and cooperation among Asia and Africa, consider social, economic, cultural, national sovereignty, racialism, and colonialism problems, and promote world peace and cooperation. However, its real objective and motive was in response to the creation of a military aggressive action of SEATO (Solidum, 2003).

The creation of the Association of South-East Asia (ASA) was considered to be main predecessor of ASEAN. It was the first successful structured organization formed by the governments of Thailand, Philippines, and the Federation of Malaya in 1961 but was considered, "*loosely structured*," (Hagiwara, 1973, p. 443). Nonetheless, its plans and projects had laid the groundwork for the foundation and establishment of the

ASEAN. Unfortunately, the ASA cooperation was suspended due to Indonesia's and the Philippine's opposition to the creation of Malaysia (Solidum, 2003).

On August 5, 1963, another regional grouping was forged by Malaya, the Philippines, and Indonesia known as (MAPHILINDO), through the initiative and efforts of Philippine President Diosdado Macapagal. It proposed to create a Greater Malayan Confederation of states and as an opposition to the British Plan for the formation of a new Federation of Malaysia. But before it could even operate, it suffered the same blow and fate with its early predecessors for a regional body. The Federation of Malaysia was still formed, Singapore separated and became an independent republic, and coup d'état erupted in Indonesia (Solidum, 2003).

B.3. The Birth of ASEAN and Beyond

On August 8, 1967, five original member countries, Indonesia, Malaysia, Philippines, Singapore, and Thailand, penned the Bangkok Declaration that paved the way for the birth of the ASEAN (ASEAN, 1978). The driving forces for its creation were economic cooperation and management of interstate problems. Its primary objectives were to accelerate economic growth, social progress, and cultural development of its member states (ASEAN, 1978).

In the words of ASEAN's first Secretary General, Umarjadi Njotowijono, the Association's *"main objective is to create a peaceful, prosperous, and resilient community through joint cooperation with the view of strengthening the economic progress and social stability as well as promoting closer cultural tie among the respective member countries"* (ASEAN, 1978).

Its inception was partly considered a strategic move by the five non-communist/original member states in the region to unite as one body to combat the growing influence and threat of Marx's ideology at the height of the Vietnam War and civil wars in Cambodia and South Vietnam. The threat became imminent when the Americans lost the war and the Cambodian and Laos' government fell into hands communist insurgents (Morada, 2008).

Looking back at the history of the early attempts to create a regional organization, ASEAN's founding fathers made it a point that the Association will not be misconstrued as a security alliance, like its earlier predecessor the SEATO, and no politics must be involved in its early years after its creation (ASEAN, 1978).

The principle of non-interference, which still holds to date, remains the main foundation upon which regional relations between ASEAN member countries were based and was included in the Bangkok Declaration in 1967 (Moltof, 2012). The original member-states also committed to prevent external interference in order to ensure domestic and regional stability. It was reinforced in the 1976 Treaty of Amity and Cooperation in SEA (TAC), and was reiterated in the Kuala Lumpur Declaration in 1997 (Moltof, 2012).

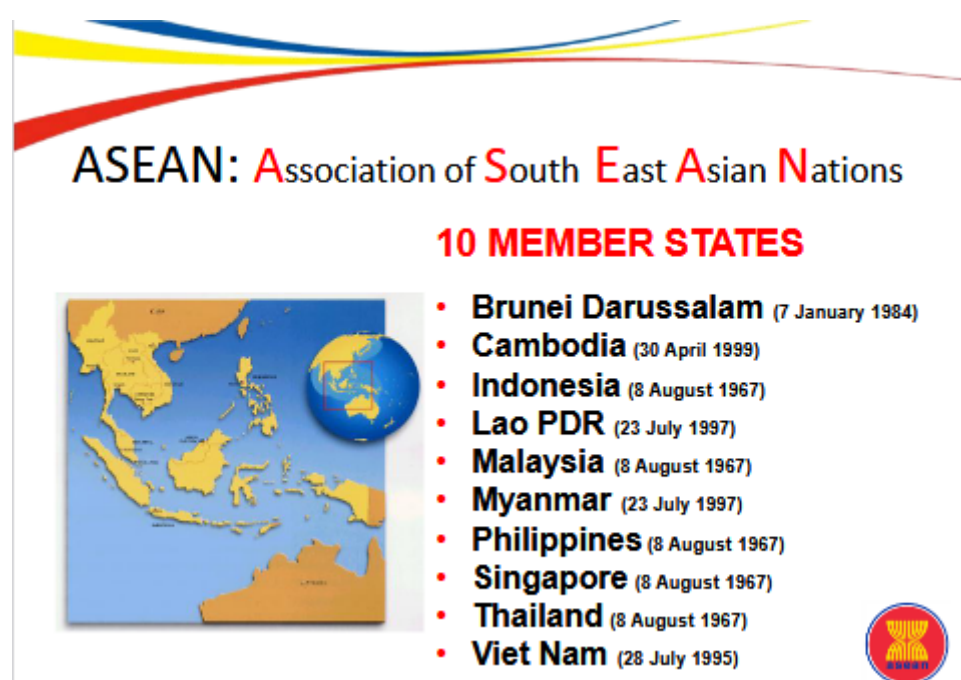
During the first decade of the Association's existence, its forefathers were looking for ways to build a community and what it should be like. *"The ASEAN community's character should be made clear to all sectors of society so that they could count themselves in as members of such a community and ASEAN should not be left out as an organization apart from the people of whom ASEAN aims to bring the blessings of their cooperation"* (Solidum, 2003). They were surprised to learn that as they work together toward a common goal, they were behaving as if they are one family or group with shared values. *"This shared behavior was happily recognized and named ASEAN*

WAY and the enthusiasm and commitment to project the ASEAN label in all their activities was called the ASEAN SPIRIT” (Solidum, 2003).

During the Association’s early existence, many sceptics predicted that it will only be short-lived like its predecessors due to various limitations, challenges, and differences, which still exist today. But the Association proved them wrong. Its membership grew from the original five to ten and is continuing to grow to become a significant player in the world’s economy and politics. Moreover, it can be considered to be the latest and only successful attempts in forming a regional cooperation in the SEA.

Thus, the ASEAN is relatively and comparatively a new supra-nation body situated in the SEA region. From the original five, its membership grew to ten independent nation-states namely (in alphabetical order): Brunei, Cambodia, Indonesia, Malaysia, Myanmar, the Philippines, Singapore, Thailand, and Vietnam (Mochtan, AKP, n.d.).

Figure 1. 10 ASEAN Member-States.



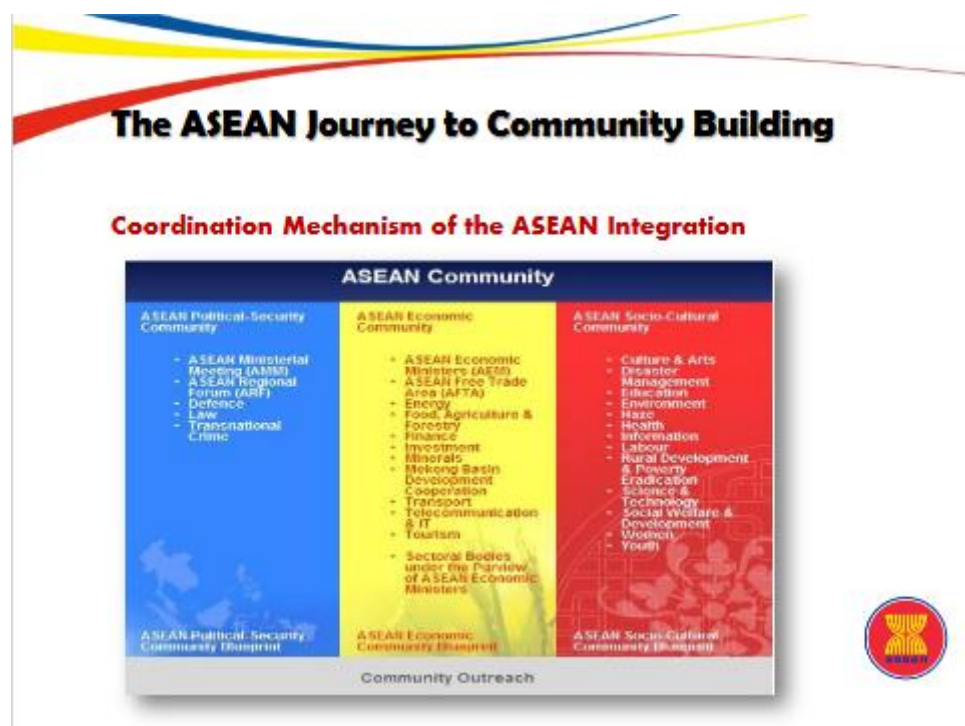
Source: Mochtan, AKP, n,d, *The 2015 ASEAN Community Building & Post-2016 ASEAN*.

If the Association is structured as one united country, having 10 different states, its economy would rank fifth in the world (Lee, 2018).

In 2003, ASEAN head of states issued the ASEAN Concord II, which affirmed the member's commitment to ASEAN Vision 2020 and creation of an ASEAN Community.

The essence of having a community is to have the three pillars (ASEAN Political-Security Community, ASEAN Economic Community, and ASEAN Socio Cultural Community), “*closely intertwined and mutually reinforcing for the purpose of ensuring durable peace, stability and shared prosperity in the region*” (Understanding the AEC, 2014).

Figure 2. ASEAN Community.



Source: AKP Mochtan. (n.d). *The 2015 ASEAN Community Building & Post-2016 ASEAN*.

Its main goal is to have *“a stable prosperous and highly competitive ASEAN economic region in which there is a free flow of goods, services, investment and freer flow of capital, equitable economic development and reduced poverty and socio-economic disparities”* (Understanding the AEC, 2014).

B.4. Snap-Shot of the ASEAN Economy

The year 2017 marks the Association’s 50th year anniversary since its inception under the August 8, 1967 Bangkok Declaration. It also in this year that region has showcased its economic strength and growth to the world with a combined gross domestic product amounting to \$2.73 trillion, which is higher than the United Kingdom with \$2.63 trillion and India with \$2.61 trillion, based on the latest International Monetary Fund (IMF) World Economic Outlook (WEO) figures. By the year 2050, the region’s economy is forecasted to rank as the fourth largest in the world (Lee, 2018).

Part of its economic growth is largely attributed to having the third largest work force with a total of 635.9 million inhabitants, closely trailing behind China and India though ahead of the U.S. and the European Union (E.U.) (Lee, 2018).

With the positive outlook and forecast on the regions’ robust economy, it can be deduced that the world’s arena is slowly changing, and the tides are now shifting to towards the East. The Association’s rapid economic growth, influence and presence can no longer be taken for granted.

Thus, the Association’s forefather’s vision for its future to be a world mover and shaker is now slowly coming to a reality. If the ten member states continue to be economically aggressive and strengthen its internal economic activity, it won’t be long that it would be a world shaker. Its economic presence and might will be influential to the same level the West is currently enjoying.

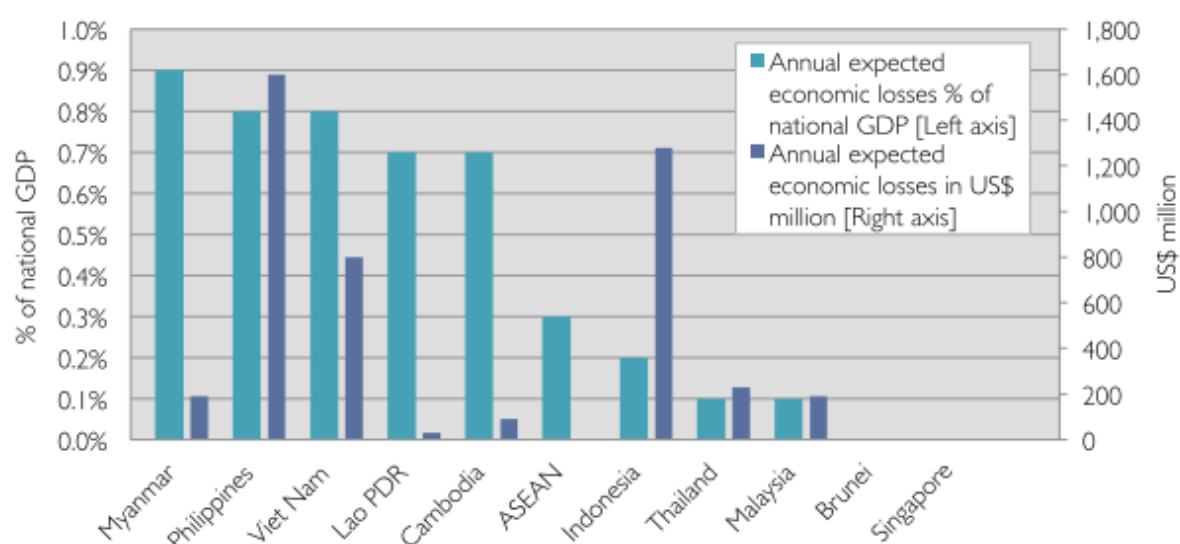
B.5. ASEAN and Natural Disasters

Even with the promising robust economy and lowering poverty incidence the SEA region is presently experiencing, it still cannot avoid the fact of being exposed to variety of disasters, such as natural, technological, man-made and war. Situated between the Pacific and Indian oceans, above the Pacific Rim of Fire, and having a diverse culture, religion and exposure, the region is considered to be one of the most disaster-prone in the world (Sawada and Zen, 2014).

From 2004 to 2014 alone, an equivalent of 50.5% or a little more than half of the disaster related mortalities, 354,000 of the 700,000 deaths reported in the world occurred in the SEA region. And it was estimated that the region loss around US\$91billion for the span of a decade. Two of the major large-scale disaster that hit the region from the said decade were the 2008 cyclone Nargis in Myanmar and the 2013 typhoon Haiyan in the Philippines (ASEAN, 2016).

The level of exposure and vulnerability to natural disasters vary from each member-states. This can be attributed to its geographic location and size of economy. Figure 3 below shows the expected losses of ASEAN and its member-countries per GNP due to disaster. The smaller the economy, the greater is the impact of disaster to its country and economy.

Figure 3. Annual expected losses due to disaster of ASEAN and its member-countries per GNP.



Source: ASEAN Disaster Recovery Reference Guide (April 2016)

C. ASEAN Disaster Risk Management and Cooperation

C.1. ASEAN Agreement on Disaster Management and Emergency Response (AADMER)

Countries in the SEA region is considered to be among the most disaster-prone regions in the world. Situated between the Pacific and Indian oceans and above the Pacific Rim of Fire, it frequently experiences destructive meteorological and geological disasters, to name a few.

Aware of the serious adverse impact of natural calamities to affected member-states' economic and social development, a regional cooperation for disaster risk management was established with the Declaration of the ASEAN Concord 1 on February 24, 1976, adopted in Bali, Indonesia, and the Declaration on Mutual Assistance on Natural Disasters, on June 26, 1976, adopted in Manila, Philippines (Petz, 2014).

These two legal binding documents recognized the need to extend assistance to an affected member, within its means, and led to the establishment of an expert working group on disaster management issues (Petz, 2014).

However, despite the frequency and gravity of disasters hitting the region, it still took the Association years before realizing the need to strengthen and institutionalize its regional cooperation by converting the expert working group into the ASEAN Committee on Disaster Management (ACDM) in 2003. The ACDM is comprised of the heads of each member-states' national disaster management agencies. Its primary objective was to establish the ASEAN Regional Programme on Disaster Management (APRDM) and served as a *“primary forum for exchanges on humanitarian actors, including outside governments, the U.N., the International Federation of Red Cross and Red Crescent Societies (IFRC), the Pacific Disaster Centre (PDC), and the Asian Disaster Preparedness Centre (APDC)”* (Fan and Krebs, 2014, p. 3-4).

In the wake of the December 26, 2004 Indian Ocean tsunami, which was due to what was considered the deadliest earthquake in the history, killing a staggering 230,000 in just an hour (Roos, 2020). The Association immediately adopted the comprehensive Agreement on Disaster Management and Emergency Response (AADMER) in July 26, 2005, in Vientiane, Lao. The 31-page document came into force in December 2009 after it has been ratified by all the member-states. It was the first legally binding multilateral agreement, with no punitive measures, on disaster response based on the U.N. Hyogo Framework² (Fan and Krebs, 2014).

² “In January 2005, 168 Governments adopted a 10-year plan to make the world safer from natural hazards at the World Conference on Disaster Reduction, held in Kobe, Hyogo, Japan. The Hyogo Framework is a global blueprint for disaster risk reduction efforts during the next decade. Its goal is to substantially reduce disaster losses by 2015 - in lives, and in the social, economic, and environmental assets of communities and countries. The Framework offers guiding principles, priorities for action, and practical means for achieving disaster resilience for vulnerable communities” (The United Nations Office for Disaster Risk Reduction. n.d. <https://eird.org/regional/hyogo-framework.html>).

The primary objective of the AADMER is stipulated in Article 2:

“xxx is to provide effective mechanisms to achieve substantial reduction of disaster losses in lives and in the social, economic and environmental assets of the Parties, and to jointly respond to disaster emergencies through concerted national efforts and intensified regional and international co-operation. This should be pursued in the overall context of sustainable development and in accordance with the provisions of this Agreement.”

C.2. ASEAN Coordinating Center for Humanitarian Assistance (AHA Centre)

The AADMER paved the way for the creation of the ASEAN Coordinating Centre for Humanitarian Assistance (the AHA Centre) in 2011. Located in the ASEAN headquarters in Jakarta, the AHA Centre serves as the disaster mitigation arm of the Association within under the framework of AADMER. (Fan and Krebs, 2014) It is also tasked *“to facilitate coordination and exchange of information among the member-states during emergency response”* (AHA Centre, n.d.) Its primary purpose is classified into three:

a) Disaster Monitoring

- The AHA Centre works hand-in-hand with the member-states' National Disaster Management Organizations (NDMOs) in monitoring and sharing information about hazards and disasters in the region. Information received are shared in a timely manner via its online-based

platform called the Web Emergency Operations Centre (WebEOC),
Flash Updates issued to all NDMOs and social media (AHA Centre, n.d.)

b) Preparedness and response

- The AHA Centre, as its mandate, has “*developed various tools and guidance to accelerate the mobilization of resources between ASEAN Member states and its partners in times of disasters*” (AHA Centre, n.d.).

The following are the tools and mechanisms used for disaster preparedness and response *(AHA Centre, n.d.):

- Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster and Emergency Response Operations (SASOP)
- ASEAN Joint Disaster Response Plan (AJDRP)
- Disaster Emergency Logistics Systems for ASEAN (DELSA)
- Emergency Response and Assessment Team (ERAT)
- ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX).

c) Capacity Building.

- The AHA Centre supports the member-states’ NDMO’s capacity building by providing six-month trainings to prospective ASEAN leaders in disaster management through its AHA Centre Executive (ACE) Programme and ASEAN-ERAT (AHA Centre, n.d.).

Based on the author’s email exchanges with Ms. Intani Nur Kusuma, Senior Officer, ASEAN Secretariat, on March 8, 2020, the ASEAN has two mechanisms in terms of raising funds for emergency and disaster use. The first one is through the

ADMER-Fund, which is fully voluntary from the member-states, but is also open to other sources such as other Dialogue Partners outside the Association, subject to the approval of the Members of the Conferences to the Parties (COP) of AADMER.

Per Financial Rules of the ADMER-Fund, (as of March 14, 2021), it is a replenishment and not an endowment fund. Moreover, each member-state has the obligation to make sure that there are sufficient funds in the account to earn interest which will be used in implementing the agreements in the AADMER. The fund is administered by the ASEAN Secretariat under the guidance of the COP, who will then designate the ASEAN Committee on Disaster Management (ACDM) as its subsidiary to oversee the administration of the funds, and will encourage the member-states, international dialogue partners and donors to make contributions.

Furthermore, under the rules, the fund will serve as financial pool to support the implementation of the AADMER, in particular:

- (i) *to provide emergency funds for emergency relief purposes, including but not limited to, the deployment of rapid assessment teams;*
- (ii) *to support the implementation of activities under the AADMER, including its Work Programme, project-based activities, and any other activity contributing to the AADMER; and*
- (iii) *to provide necessary resources to support the operational activities of the AHA Centre on disaster management.*

The second financial mechanism is through the AHA Centre Fund, which is a mandatory annual and equal contribution from each ten member-states. The funds collected support the operations of the AHA Centre and ensure the Association's

emergency response operations. The mandatory contribution has increased starting 2019 from US\$50,000 to US\$90,000 per member-state per annum for five years.

Chapter III

RESEARCH METHODOLOGY

This paper mainly uses qualitative methods to address the research questions identified by the author, which include issues that hampered the immediate deployment of life saving support, and assistance to the victims of super typhoon Haiyan in the Visayas region, and to arrive at possible recommendations that the ASEAN may consider moving forward, should a similar unfortunate event happen again in any of its member states. Specifically, the author employed a combination of personal observation/account, interviews (both in-depth and semi-structured interviews), documentary research, as well as qualitative content analysis of various reports, documents, data, and statistics, gathered throughout the course of the author's research.

Foremost, this research study made use of the author's personal experience as well as ethnographic accounts during the Yolanda tragedy. Being assigned at the command center of the American Citizens Services Unit of the U.S. Embassy, Manila, days after the aftermath until the first week of December 2013, the author assisted the section in ascertaining the welfare and whereabouts of its constituents and their evacuation to the capital. He maintained a spreadsheet and a State Department program to record calls received from the U.S., visited and evacuated American citizens in the affected areas. He also provided updates to the Chief of the unit, for reporting to then Chargè de Affairs and the Department of State's Operation Center in Washington D.C. Other primary sources of information include mainly the personal account of the author's colleagues dispatched on ground zero, for four days, and rescued victims.

The author also conducted various in-depth and semi-structured interviews with subject matter experts on ASEAN-related matters/issues. These include interviews with Ms. Fauziah Zen, Senior Economist, Economic Research Institute for ASEAN and East Asia (ERIA), during her two-day visit to the country for the 50th ASEAN Foreign Ministers Meeting held on August 5, 2017 at Manila. She even personally handed the author two of the four books ERIA had published for the event, namely: ASEAN@50 Volume 2, Voices of ASEAN; What Does ASEAN Mean to ASEAN peoples, and ASEAN@50 Volume 4, Building ASEAN Community: Political-Security and Socio-cultural reflections; and other research studies she made about ASEAN's disaster response and management.

The author's email correspondence with Ms. Intani Nur Kusuma, Senior Officer, ASEAN Secretariat, on February 3, 2020, about ASEAN Disaster Management and Emergency Fund, was also integral in completing this study.

Another primary source was an interview made with Atty. Andrea B. Leycano, Foreign Service Officer II, Acting Director, Office of Treaties and Legal Affairs, Department of Foreign Affairs, Manila, on February 15, 2022. During her assignment as a Consular Officer in Tokyo, she was instrumental in processing the entry visas of Japanese military personnel that responded to the request of the Philippine government for assistance.

Telephone interview with Mr. Ramon Santiago, of the Office of Civil Defense, on October 5, 2022, about his experiences in conducting search and rescue operation in Tacloban, and earthquake in Nepal.

Interview with Atty. Patrick Velez, former Assistant Secretary, Department of Defense, on October 7, 2022, for corroborating Atty. Leycano's legal opinion on foreign military's egress into the country, for humanitarian reason, and experiences in dealing with them.

Primary written sources which were used in completing this study include ASEAN agreements, official statements, documents, declarations, and treaties. The use of related literature from other sources such as books, newspaper, electronic articles, tv documentary shows, and both unpublished and published thesis were also utilized to broaden the understanding of the author about the topic, and to be updated about climate change and Association's disaster risk management capability.

Chapter IV

COUNTRY EVIDENCE

A. Country Brief: The Philippines and Disasters

With the world's failure to curb global warming, it is expected that more lives will be lost, livelihoods destroyed, social fabric weakened, and governance will be challenged. To a nation devastated by a widescale weather catastrophe, recovery is daunting. It will require strong leadership, coordination, planning, communication, resources, partnership, and engagement of all levels of government, with non-governmental organizations, the public and private sector, communities, and international humanitarian assistance partners (USAID, 20-23 October 2015, p. 8).

The Philippines is an archipelago consisting of 7,641 islands but only 880 of which are inhabited (Country Reports, n.d.). It is located in SEA and is bounded by the Pacific Ocean in the east; South China Sea in the west, Celebes Sea in the south, and Taiwan in the north (Permanent Mission, n.d.). It has a total land area of approximately 300,000 square kilometers, including 298,170 square kilometers of land and 1,830 square kilometers of water (USAID, n.d.). It is sub-divided in three major island groups – Luzon in the north (accounting to 47% of the total land area), Visayas (accounting to 19% of the total land area) in the middle, and Mindanao (accounting to 34% of the total land area) in the south.

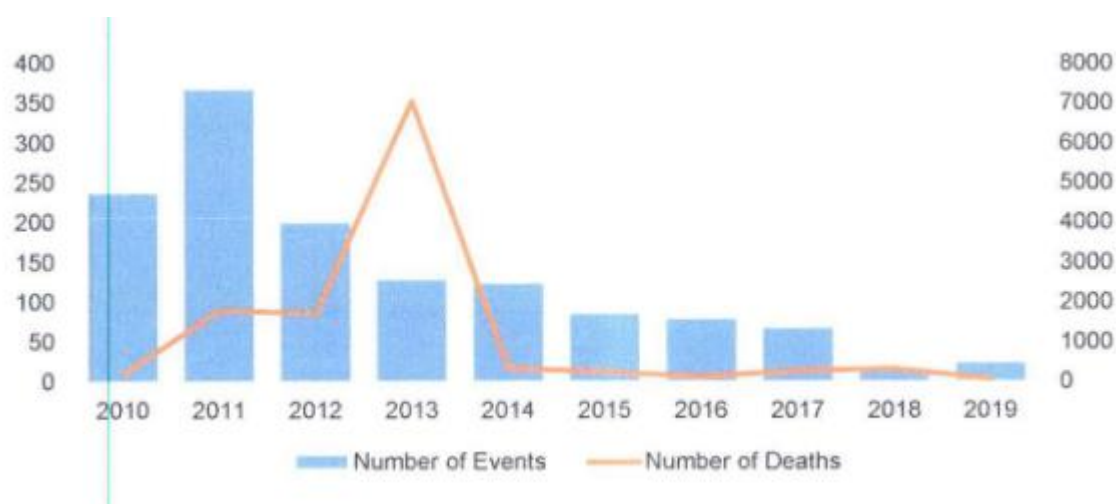
Situated along the Pacific Rim of Fire and the typhoon belt (area just above the equator), the Philippines is considered to be one of the disaster-prone countries in the world. Together with Indonesia, the Philippines are on the warmest ocean temperatures with 28°C. For typhoons to be formed an ocean temperature above 28°C is just what it needs (Vergano, 2013). Every year, the Philippines experience an

average of 20 typhoons, five of which are destructive (Asian Disaster Reduction Centre, n.d.).

In a 2016 study conducted by the United Nations Office for Disaster Risk Reduction (UNISDR) based in Geneva and the Centre on the Epidemiology of Disasters (CRED) in Belgium, it has reported that the Philippines endured a total of 274 natural calamities from 1995 to 2015, making it the fourth most disaster-prone country in the world (Santos, 2016). Other countries in the top five lists were the United States with 472, followed by China with 441, India with 288, and Indonesia with 163. (Santos, 2016) The report also placed the Philippines in the top ten lists of countries with the greatest number of people affected by disaster to be at an estimate of US\$130 billion (Santos, 2016).

Based on the statistical analysis and report made by Dennis Mapa, Undersecretary, National Statistician and Civil Registrar, Philippine Statistics Authority (PSA), on October 28, 2020, the Philippines has incurred a total of PhP463 Billion damages due to extreme natural disasters from 2010 to 2019. The greatest economic sector that took majority of the blunt was agriculture with PhP290 Billion or 62.7%, followed by infrastructure with PhP106 Billion or 23% and communications with PhP66 Billion or 14.3% (Mapa, 2020).

Figure 4. Number of incidents and deaths due to natural extreme events and disasters from 2010 to 2019.

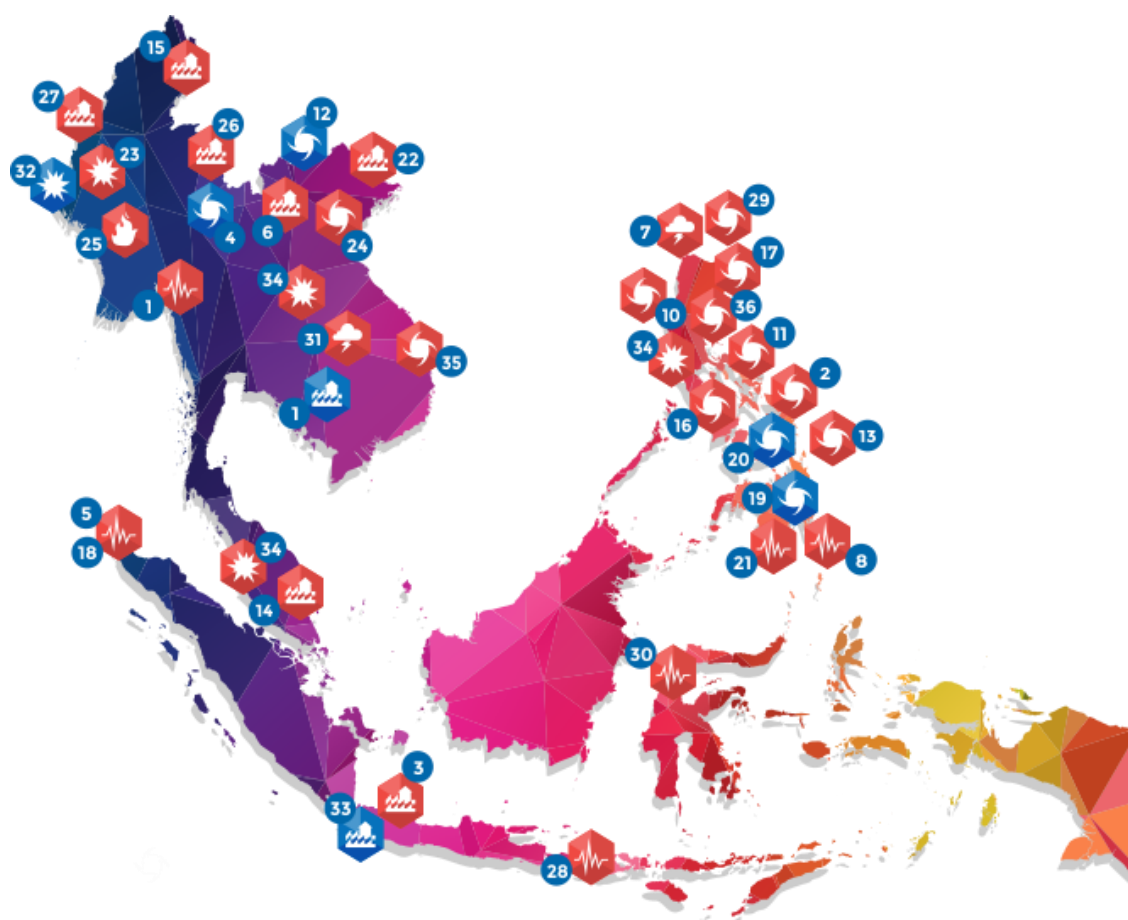


Source: Mapa, PSA

The Philippines recorded a total of 12,007 deaths from 2010 to 2019. Although the year 2011 had the highest number of natural disasters that struck the country at 327, the year 2013 had the record of having the greatest number of deaths at 59% or 7,056, when typhoon Haiyan struck the country and the Bohol earthquake incident, see Figure 4 (Mapa, 2020).

Meteorological disaster topped the list of the Philippines' major disaster at 120 incidents, followed by geophysical at 16 and climatological at 2 (Mapa, 2020).

Figure 5. ASEAN list of disaster responses.



Source: AHA Centre

Moreover, a majority of the 36 natural disaster responses by ASEAN for the span of eight years, from November 2012 to November 2020, was from the Philippines due to meteorological disaster, see Figure 5 (AHA Centre, n.d.).

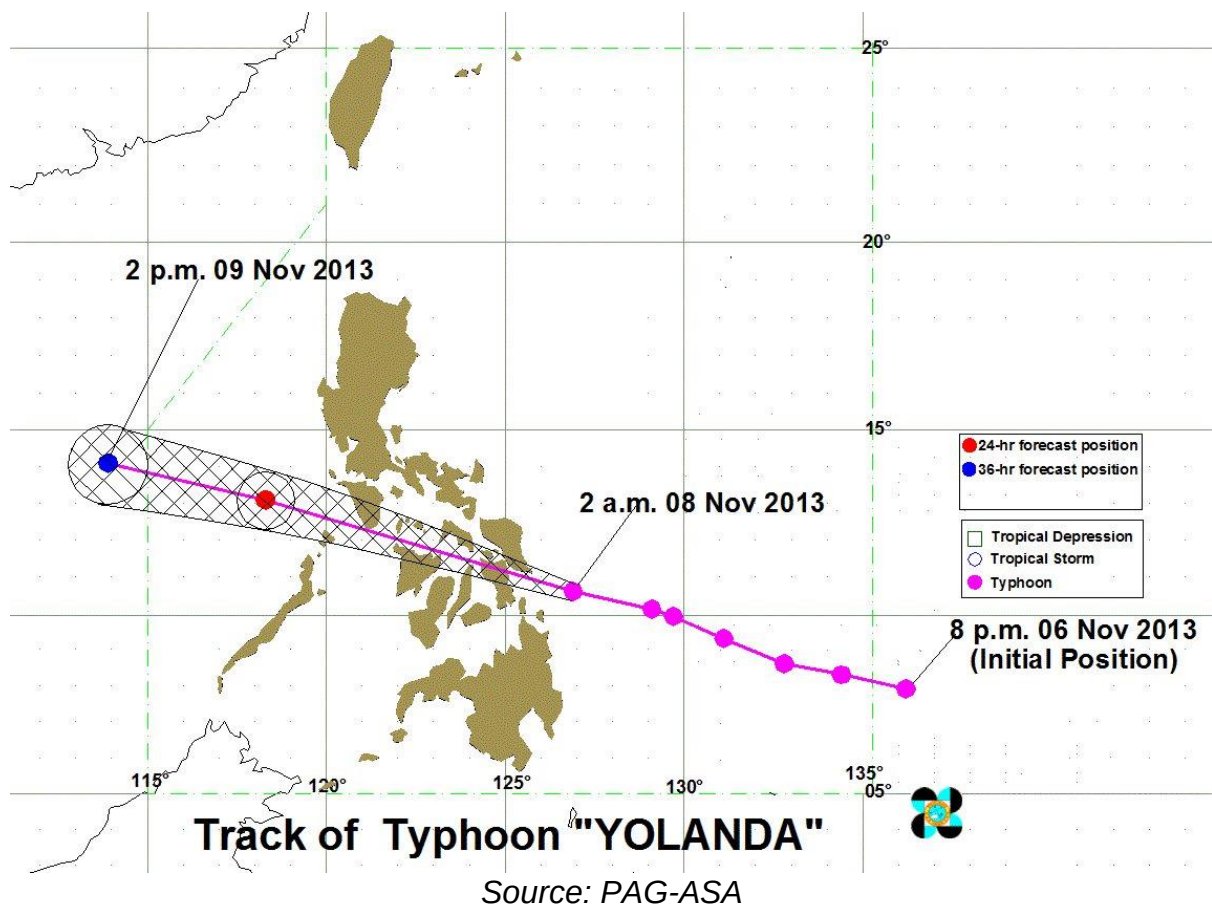
Surprisingly, in 2021, the Philippines was placed on the least affected country from extreme weather based on the Global Climate Risk Index (CRI)³. From 2nd in 2018, it went up to 17th with a score of 26.67 (using 2019 data) from 11.17 in 2018. Nevertheless, on the average, from 2000 to 2019, the Philippines have recorded a total of 317 weather-related events which is the highest among the 10 most affected

³ "The Global CRI is based on the impacts of extreme weather events and associated socio-economic data. It indicates the level of exposure and vulnerability to extreme events such as storms, floods, heat waves, among others. Countries with the lowest CRI scores are ranked high in the index as the most affected."

countries. As to the number of fatalities, the Philippines ranked 7th with an average of 859.35 death toll per year. As a result, the Philippines lost an average of US\$3.2 billion per year and ranked 8th in the index (House of Representatives, 2021).

B. The Perfect Storm: Super Typhoon Haiyan (Yolanda) Touched Down in PH

Figure 6. Severe Weather Bulletin 6.

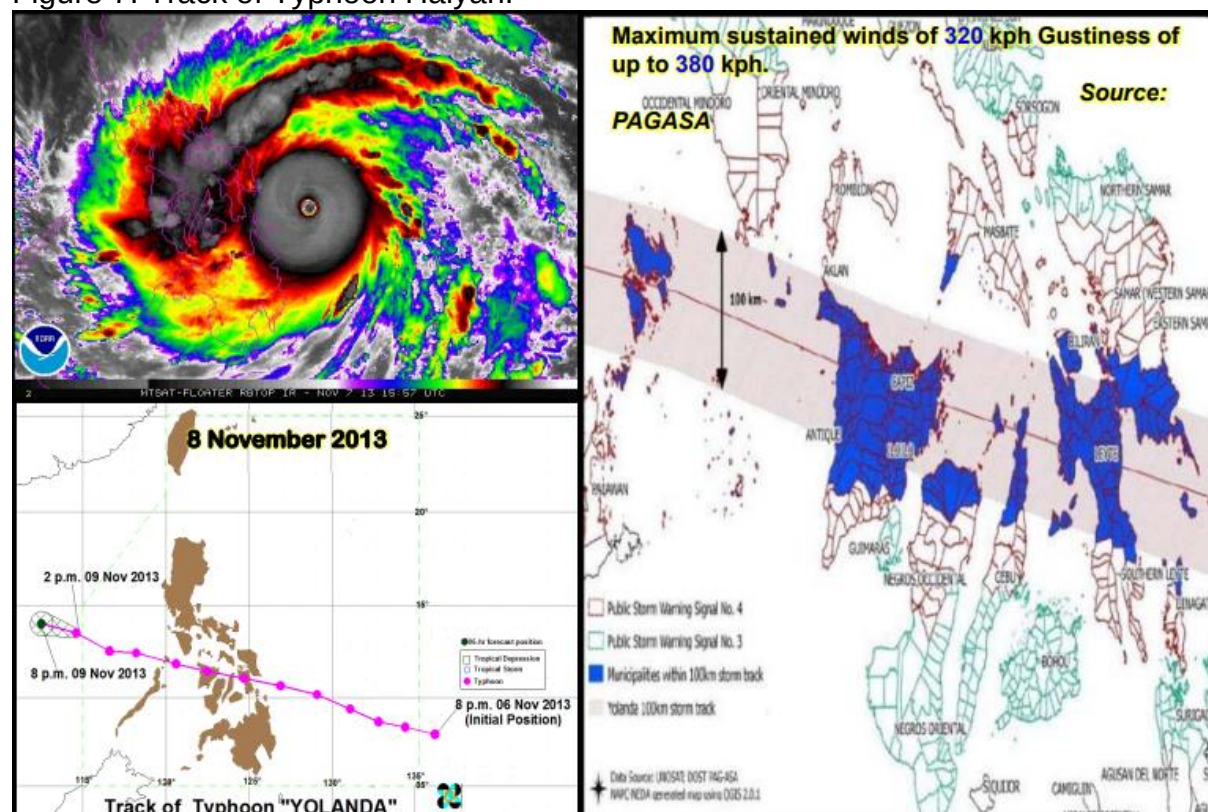


On November 6, 2013 at 11:00pm, the country's meteorological monitoring arm, the Philippine Atmospheric Geophysical and Astronomical Services Administration (PAG-ASA), issued its first Severe Weather Bulletin about its forecast and track of super typhoon Haiyan. At approximately 10:00pm, the eye of the typhoon was located at 1,110km East of Hinatuan, Surigao Del Sur (8.1°N, 135.5°E). It was estimated to

have maximum sustained winds of 195 kph near the center and gustiness of up to 230kph. It was forecasted to move West Northwest at 30kph. It was expected to be at 423km East of Southeast of Guian, Eastern Samar by the next day and at 55km Southeast of Romblon Island by Friday evening. By weekend, it is expected to be at 627 km West Northwest of Coron, Palawan. Public Storm Warning Signal No. 1 was raised to the Provinces of Samar, Leyte, Surigao, Agusan and islands of Biliran, Camotes, Siargao and Dinagat (Severe Weather Bulletin 1, 2013).

On PAG-ASA's second weather bulletin, on November 7, 2013, at 5:00am, the typhoon continued to its forecasted track and speed, but its maximum sustained winds continued to intensify to 215 kph near the center and gustiness of up to 250kph (Severe Weather Bulletin 2, 2013). It was surprisingly disturbing at that time that as the typhoon approached land, it was still picking up wind strength and speed.

Figure 7. Track of Typhoon Haiyan.



Source: Fajardo, Romeo (7-8 April 2015)

Then on November 8, 2013, at 4:40am, the inevitable happened. Super typhoon Haiyan made its 1st touchdown over Guiuan, Eastern Samar, with maximum sustained winds of 235kph and gustiness of 275kph near the center, and moving to the direction of West Northwest at 39kph. It made its 2nd and 3rd landfall on Tolosa, Leyte, by 7:00am, and Daanbatayan, Cebu, by 9:40am, respectively (Del Rosario, 2013).

The typhoon continued to move to the direction it was initially forecasted, and made its 4th landfall over Bantayan Island, Cebu and 5th landfall over Concepcion, Iloilo by noon. Then went further west on to the Calmanian Group of Island, before making its 6th and last landfall over Busuanga Palawan. It slightly weakened as it moved out the Philippine Area of Responsibility (PAR) to the West Philippine Sea (Del Rosario, 2013).

It was considered as one of the most powerful and destructive storms ever recorded in world history. Among the nine affected regions (4A, 4B, 5, 6, 7, 8, 10, 11, 13), regions 6, 7 and 8 were worst hit and devastated by this phenomenon (ASEAN, 2013).

Typhoon Haiyan was the 23rd tropical cyclone for the year 2013 and the 9th that made landfall in 2013 (Del Rosario, 2013). Based on the National Disaster Risk and Reduction Management Council (NDRRMC) records, from 1970-2013 a total of 720 tropical cyclones has entered the PAR, but typhoon Haiyan has topped its list to be the worst and destructive of all (Del Rosario, 2013).

The super typhoon claimed a staggering 6,300 lives. Its wrath was felt in 648 cities and municipalities in 44 provinces. It has affected the lives of 16 million people, displaced 800,000 individuals and registered about P90 billion worth of damages. Majority or 83% of the death toll came from the Province of Leyte (Santos, 2013).

Immediately after the havoc brought about by super typhoon Haiyan, the United States (U.S.), United Nations (U.N.) and various international organizations, provided humanitarian support in the affected regions either by aid, monetary support, and military assistance.

The author was part of the U.S. Embassy, Manila's, command center in locating and repatriating Americans, out of Tacloban. Based on the reports received from the personnel on the ground, the devastation brought by the typhoon was staggering. Days after the catastrophe, the city of Tacloban was literally flat out to the ground. Dead bodies were piled up everywhere and were starting to decompose. Supplies of body bags ran short. Travelling from one town to another was impossible due to debris scattered on the roads. Locals were begging for food, water, and help. About more than a kilometer of queues at the airport were hoping to get a ride with the U.S. military's dispatched C-130s and Ospreys to Manila. In short there was total chaos and nobody wanted to remain in the city.

Based on the account made by one of the victims, he said that the ceiling of their hotel was destroyed by the whirling wind and water from their own water fountain. The howling sound of the wind that fateful night is like an 18-wheeler truck running at 200kmh and ramming the walls and windows of their hotel. He felt like it was the end of the world for him, with no place to hide.

Thus, the havoc brought by typhoon Haiyan will forever leave a trauma to the locals and its survivors. Being one of the strong typhoons ever recorded in meteorological history, it is earnestly hoped that it will not happen again.

Environmentalists and scientists have been clamoring for the world to unite as one, to come up with a unified, acceptable, and equitable solution in reducing emissions of green gases for selfless economic reasons. If no consensus can be reached at the

soonest possible time, more super typhoons like Haiyan, or even stronger, are likely to come.

C. The Face of Regional Disaster Management Cooperation: ASEAN and Super Typhoon Haiyan

Three days before the landfall of typhoon Haiyan, its movement and path were already being monitored by the ASEAN's AHA Center, through its Disaster Monitoring and Response System (DMRS), in coordination with the Philippine's weather bureau, PAG-ASA, and disseminated the information received through social media and flash updates (ASEAN, 2013).

By November 7, 2013, a day before the disaster, one Center Field Team Leader from AHA Centre in Jakarta, two Emergency Rapid Assessment (ERAT) members from Brunei, and a representative from an international NGO, were dispatched to Manila to coordinate with the National Disaster Risk Reduction Management Council (NDRRMC) about possible relief support and assistance. An ICT specialist was sent directly to Tacloban to set-up an emergency telecommunication between the local government and the NDRRMC (ASEAN, 2013). Making it the first organization to be present even before the disaster strike; and was the first entity to establish telecommunications between the local government of Tacloban and the NDRRMC (Fan and Krebs, 2014).

The day after the typhoon left, the four AHA Centre personnel flew from Manila to the main staging area in Cebu, and arrived in Tacloban on November 10, 2013 to assess the immediate assistance needed and coordinated it with the Office of Civil Defense (OCD)-Region 8. The results of their assessment were relayed back to the

ASEAN headquarters in Jakarta, to be shared to its member states and to help them decide the type of assistance that are needed to be provided (ASEAN, 2013).

Five days after, the following resources from ASEAN member states were mobilized (ASEAN, 2013):

- Malaysia – dispatched one C-130 each day from November 13 to 16, 2013, carrying food, tarpaulins, field hospital equipment and a total of 40 medical personnel. It also set up a field medical hospital at Tacloban airport and mobile medical service (ASEAN, 2013).
- Singapore – assigned two Singapore Civil Defense Force personnel to United Nations Disaster Assessment and Coordination team to assist with the search and rescue operation. On November 13 and 14, two C-130s delivered medical supplies, blankets, ground sheets. It also airlifted civilians and relief personnel between the affected areas in Visayas and Manila (ASEAN, 2013).
- Indonesia – gave US\$1 Million in cash to the Philippine Government; sent three flights of C-130 on November 14, 2013 to deliver 39 tons of relief items such as food, blankets, tents, generator, amounting to US\$1 Million to the Province of Cebu; sent three flights of C-130 on November 18, 2013, to deliver 11 tons of relief goods in the city of Roxas (ASEAN, 2013).
- Thailand – handed ThB2.7 million to the Philippine Embassy in Bangkok. Dispatched one C-130 to deliver relief bags, tents, and water purification powder; and two Navy ships carrying essential food and medicine supplies. Sent Royal Thai Army to assist in the recovery and reconstruction and medical personnel from the Ministry of Public Health (ASEAN, 2013).
- Vietnam – pledged US\$100,000 to the Philippine Government (ASEAN, 2013).

- Brunei Darussalam –dispatched its Navy Cargo Ship on November 18, 2013 carrying 27 tons of food, water, medicine, cooking tools to Tacloban (ASEAN, 2013).
- Cambodia – pledged a US\$100,00 cheque to the Philippine Government (ASEAN, 2013).
- Myanmar – on November 20, 2013, the Government of the Republic of the Union of Myanmar donated US\$100,000, through the Embassy of the Philippines in Yangon (DFA, 20 November 2013).
- Lao – representatives from Learning House for Development (LHD), a Non-Government Organization (NGO), handed cash donations from various accredited society organizations to the Philippine Embassy in Vientiane on November 28, 2013 (DFA, 5 December 2013).

Chapter V

RESEARCH FINDINGS AND ANALYSES

The planet we are living is like a supercomputer. All organisms and the physical environment in it are interrelated and intertwined; thus, the word “system” is found in the word eco-“system.” Synonymous to a computer, it only takes one of its components to not function properly for a disaster to strike.

United Nations International Strategy for Disaster Reduction, (UNISDR), has defined disaster as:

“A serious disruption of the functioning of a community or a society involving human, material, economic, or environmental losses and impacts, which exceeds, the ability of the affected community or society to cope using its own resources” (UNISDR, May 2009).

It further comments that,

“Disasters are often described as a result of the combination of: the exposure to a hazard; the conditions of vulnerability that are present; and insufficient capacity or measures to reduce or cope with the potential negative consequences. Disaster impacts may include loss of life, injury, disease and other negative effects on human physical, mental and social well-being, together with damage to property, destruction of assets, loss of services, social and economic disruption, and environmental degradation” (UNISDR, May 2009).

The world has failed. It is losing its fight against global warming. Many developed nations and multi-national companies continue to disregard the data warnings being provided by climate change advocates and scientists, in exchange for more profits and gain. During the recently concluded Glasgow, United Kingdom (U.K.) climate conference, in November 2021, U.N. Secretary General Antonio Guterres, himself, has openly expressed his dismay as he delivered his closing remarks saying that the conference has failed to deliver on its commitments during the U.N. Climate Change Conference (COP21) on December 12, 2015, in Paris. He reminded all world leaders, particularly the advanced and developed countries, to have a political will to curb climate change by bringing down the temperature to 1.5°C (34.7°C), as was initially agreed. This can and will only be achieved by 1) phasing out or putting a price on to the main culprit, carbon, 2) making good on the \$100 billion climate finance commitment, 3) ending deforestation, and 4) reducing methane emission. He ended his speech by challenging the world to act now before it's too late.

Based on the numerous research studies made, the planet continues to go warmer. The aim of reducing global temperature from 1.5°C (34.7°F) to 2°C (35.6°F) below preindustrial level by year 2090, as agreed during the U.N. COP21, now appears to be far fetch from becoming a reality. As a result, we could expect to see more and more hydrological, climatological, and meteorological catastrophes. Super typhoons like Haiyan, Katrina and Nargis, with wind speed of 200 to 300kmh, may eventually become regular phenomena. It only takes an ocean temperature above 28°C to brew a typhoon (Vegarno, 2013).

Climate change is real. It is unfortunate, however, that the brunt and blow of Mother Nature's fury and revenge will fall mainly on the SEA region, and majority of its member-states capital are coastal-cities and in the typhoon belt or just above the

equator. Countries in the SEA region is one of the most disaster-prone regions in the world. Situated between the Pacific and Indian oceans and above the Pacific Rim of Fire, it frequently experiences destructive meteorological and geological disasters, to name a few.

The Indonesian capital of Jakarta, home of the ASEAN Secretariat and 10 million people, is now cited as the fastest sinking city in the world. If nothing will be done, researchers say that 95% of North Jakarta will be submerged by 2050 (Lin and Hidayat, 2018). Currently, almost half of the Indonesian capital is now below sea level and continues to sink by an average of 1-15cm a year. This is due to “increased sea levels because of thermal expansion – the water expanding because of extra heat, and the melting of polar ice” due to climate change (Lin and Hidayat, 2018).

Accordingly, a recent parallel study done by the World Economic Forum’s Global Risks Report 2020, warned that the polar ice caps are melting faster than was initially predicted. It estimated that the rising sea levels will affect an estimate of 190 million people living in the coastal cities throughout the world. The 2050 Climate Change Index done by Nestpick, has identified four of the ASEAN’s member-state coastal capitals that will be underwater, with Bangkok (upper-middle-income) being the world’s most vulnerable to sea level rises at number one, followed by Ho Chi Minh (lower-middle-income) at number three, Manila (lower-middle-income) at number six, and Phnom Penh (lower-middle-income) at 17 (Nestpick, n.d.).

Three years from now, the world will witness the unveiling of the ASEAN Community 2025 which was formalized during the 27th ASEAN Summit in Kuala Lumpur, Malaysia, in 2015. With a vision for

“a peaceful, stable and resilient Community with enhanced capacity to respond effectively to challenges, and ASEAN as an outward-looking region within a

global community of nations, while maintaining ASEAN centrality. We also envision vibrant, sustainable and highly integrated economies, enhanced ASEAN Connectivity as well as strengthened efforts in narrowing the development gap, including through the Initiative for ASEAN Integration. We further envision ASEAN empowered with capabilities, to seize opportunities and address challenges in the coming decade” (ASEAN Community 2025, 2015).

However, in a survey done by the Economic Research Institute for ASEAN and East Asia (ERIA), participated by a total of 2,322 respondents, throughout the region, revealed that peoples’ awareness about the existence of the Association was related only to its economic pillar. Number of its respondents cannot even distinguish the difference of the AEC and ASEAN, and worst identify the other two-pillars – political and sociological (Intal, Jr. and Ruddy, 2017).

In engineering, all foundations/pillars must be equally strong to keep the building standing when tried by outside forces. A house that has a well-built foundation keeps the occupants safe in times of calamities. This analysis holds true to the three pillars of ASEAN towards its goal to be One Community by 2025.

From the words, of the 12th President of the Philippines, Fidel V Ramos:

“If the Southeast Asian peoples are to embrace ASEAN as their “Community,” they must see it as a pervading, beneficial influence on their daily lives. They must regard the ASEAN vision and mission as their own, being its most important stakeholders” (Intal, Jr and Ruddy, 2017).

With the world’s failure to curb global warming, the Southeast Asian region will be inundated with more super typhoons never been felt, and rising sea levels never seen before. Hence, the Association plays a vital role to mitigate the effects of these

meteorological catastrophes to its member-states towards its vision to be One Community.

For the vision of *One ASEAN Community* to have a strong buy-in from its populace, the ASEAN must have a good branding, more than a mere logo and colors or cultural presentation, to anchor its strong identity. An organization “that doesn’t really have any cohesive branding isn’t going to stay in someone’s mind for very long” (Jones, 2021). The key challenge for the Association is how to gain majority, if not all, of its constituents’ trust. It can start by being more proactive and faster in lending a hand to a member-state confronted with natural calamities.

Disaster regional cooperation is not a new concept to the Association. Eight years after its inception, it has made two legal binding documents which recognized the need to extend assistance to its affected members and established an expert working group on disaster management issues, Declaration of the ASEAN Concord 1, and the Declaration on Mutual Assistance on Natural Disasters, respectively (Petz, 2014).

However, it took almost three more decades before the Association realized the need to strengthen and institutionalized its disaster regional cooperation, by converting the expert working group to ACDM. Then the Indian Ocean Tsunami in 2004, which claimed tens of thousands of lives, had to happen before the Association adopted the comprehensive AADMER on July 26, 2005. It was only ratified by all member-states four years thereafter.

The exceptionally slow and reactionary response of the Association in its disaster risk management can be attributed on three major grounds – 1) the original intention for its inception was mainly to establish an interim arrangement to cope with functional demands (De Castro, 1989, p. 4); 2) the level of exposure and vulnerability to natural

disasters vary from each member-states, and 3) the ASEAN Way which focuses on “consensus-building”.

Comparing to other supra-national bodies in the West, the ASEAN is an association that are gathered as one collective body but has no desire to be fully integrated as one. It is openly decentralized because control is exercised from a variety of points and collaborative system (De Castro, 1989, p. 4).

The level of exposure to natural disasters and disparity in income likewise vary from each member-states. Ironically, member-states that have the greater impact of disaster to its economies, are the countries situated along the typhoon belt and the Pacific Rim of Fire, which also happens to be mostly the low-to-middle income economies.

The concept of ASEAN Way, which *“comprises the principle of informality, non-interference, musyawarah (consultation) and muafakah (consensus-building). This is characterized by compromise and consultation, consensus building, ambiguity, avoidance of strict reciprocity, and rejection of hard legalization”* (Ulfiana, n.d.). Thus, any decision made by consensus or political bargaining, for that, is time consuming and may not be the most effective in reaching a preferred objective (De Castro, 1989, p. 7).

While doing this research, many news articles and commentaries were written, and news reports uttered against the Association’s sluggish and slow reaction in extending humanitarian assistance to the Philippines after the devastation brought by one of the super typhoons in the history.

For the people affected by the typhoon Haiyan, the Association was conspicuously absent. Its response was sluggish and has failed to step up and lead in providing immediate humanitarian response and assistance to its affected member-state, even

with it being situated just right next door. *“Instead, that mantle has been seized by the United States and the U.N. Office for the Coordination of Humanitarian Affairs. Worse, beyond providing reporting and shuffling staffers through the ASEAN Coordinating Centre for Humanitarian Assistance (AHA), ASEAN has done comparatively little in any capacity”* (Keithley, 2013).

Immediately, when the sky cleared and opened, U.S. Chargé d’ Affaires, *a.i.*, Brian L Goldbeck, U.S. Embassy, Manila, declared disaster in the Philippines due to the vast devastation of super typhoon Haiyan in Central Visayas, on November 9, 2013. He established Task Force Yolanda within the Embassy community, represented by respective heads of all relevant departments, agencies, and sections to coordinate all U.S. activities. The Task Force met twice daily (0800 and 1500hours local time) to provide update with the Department of State’s Operation Center at 0930 and 1700hours local time.

In response, USAID immediately released \$10 million from the USAID’s Office of U.S. Foreign Disaster Assistance (USAID/OFDA) to support immediate procurement, transportation and delivery of relief goods to affected populations (USAID, 2013). USAID’s Office of Food for Peace (USAID/FFP) handed \$10 million to the U.N. World Food Program (WFP) for emergency food assistance (USAID, 2013). It supported the immediate airlift of 55 metric tons (MT) of emergency food products, from Miami, Florida, to feed 20,000 children under five years old and some 15,000 adults for five days; shipped 1,020 MT of rice from Colombo, Sri Lanka to feed 60,000 people for one month, and procured nutritious food commodities locally and regionally to be distributed in most-affected communities (USAID, 2013). It also shipped 1,000 rolls of plastic sheeting and 10,000 hygiene kits from its supply warehouse in Dubai, United Arab Emirates, for 10,000 families (USAID, 2013).

Then USAID Disaster Assistance Response Team (DART) deputy team leader, from the U.S. Embassy, Manila, immediately flew to the second-largest city heavily hit in the Province of Leyte, Ormoc, and conducted humanitarian assessment. Approximately 80-90 percent of houses in the city were damaged or destroyed. Downed power lines and uprooted trees blocked road access for the delivery of relief goods (USAID, 2013).

Upon receipt of request for humanitarian assistance of the Philippine government and directive from Washington, DC, the U.S. Indo-Pacific Command (PACOM) directed the Marine Corps Forces Pacific to lead military relief operations, with 3rd Marine Expeditionary Brigade (3rd MEB), serving as the tactical mission commander on the ground, and ordered deployment of the U.S.S. George Washington (CVN 73) and elements of Carrier Strike Group (CSG5) to the Philippines (Parker, Carroll, et. al., 2016).

By November 10, 2013, the 3rd MEB, headed by Brigadier General Paul Kennedy, Deputy Commanding General, arrived in Manila, and established a command operation center (COC) at Villamor Air Base. He assumed the command of the U.S. Department of Defense (DOD) support to USAID's Office of Foreign Disaster Assistance (USAID-OFDA) relief efforts, coordinated with the Armed Forces of the Philippines, and Joint U.S. Military Assistance Group-Philippines (JUSMAG). On the same day, the U.S. Joint Special Operations Task Force-Philippines (JSOTF-P), located in Mindanao, were the first military personnel to arrive on site. They conducted aerial surveillance, reconnaissance, assessed airports, ports, roads, distress signals, and obtained information for search and rescue operations in greatly affected areas in the provinces of Leyte, Samar and Western Visayan regions (Parker, Carroll, et. al., 2016).

The initial response of the Philippine national government was focused on clearing roads and maintaining rule of law. Debris and retrieval of remains in ground zero have not yet begun at this time.

The first shipment of USAID/OFDA relief commodities arrived in the Philippines on November 12, 2013. Four U.S. C-130s and four MV22 Ospreys begun transporting these supplies from Manila to Tacloban. The initial U.S. military already deployed on site began distributing them the next day, November 13, 2013. The additional support group from the U.S. George Washington (including four destroyers) from Japan arrived on November 14, 2013, to beef up and augment the on-going search and retrieval operations, evacuations, and delivery of supplies using its 21 helicopters. (Office of the Press Secretary, 2013)

On the other hand, the Department of State in Washington, D.C. has activated the Typhoon Haiyan Response Call Center to handle inquiries and calls about U.S. citizens who may be present in the areas affected by the typhoon. The American Citizens Services Unit, U.S. Embassy, Manila, with other various Consular sections, worked hand-in-hand in answering calls from all parts of the U.S., requesting to ascertain the welfare and whereabouts of their relatives in the affected areas. The author was fortunate to be given the opportunity to be part of this critical mission by heading local staff of the American Citizens Services Unit U.S. Embassy, Manila, command center in locating and repatriating Americans, out of Tacloban and other devastated nearby areas, and reporting to the State Department's Operation Center.

Embassy personnel were first dispatched to Tacloban on November 13, 2013, to conduct welfare search to its constituents and to screen possible U.S. citizens' evacuation to Manila, via U.S. military aircraft on a space available basis. The next day, four (4) additional Embassy teams arrived in Cebu City to assist in ascertaining

the welfare of its citizens up to Daangbayan, the northernmost-part of the province of Cebu.

People in the affected areas were left with nothing other than the clothes they were wearing when the super typhoon struck. Piles and piles of cadavers were everywhere and were starting to decompose. Many wanted to leave, as far as they could, just to be out of their flattened cities. Kilometers-long queues at Tacloban airport, hoping to get a chance to be airlifted and evacuated with U.S. C-130s and Ospreys to the capital. Due to the volume of people lining up, it would be arduous to identify as to who is an American citizen or not. Thus, it was decided that anyone who wishes to be evacuated was accommodated to board the military plane bound to Manila, American citizens or not. For the record, U.S. military aircrafts had logged some 945 flight hours (or 1,300 flights) in delivering 750,000 pounds of relief and supplies equipment, transporting more than 1,200 relief workers, including Embassy personnel into Tacloban and Cebu, and airlifted nearly 5,640 survivors, whom majority were locals, from the storm's affected areas (Office of the Press Secretary, 2013). All in all, the U.S. government has deployed more than 13,400 military personnel, 66 aircraft, and 12 naval vessels for the relief and recovery efforts (Office of the Press Secretary, 2013).

By November 26, 2013, the U.S. military has completed shipping relief goods and incrementally started withdrawing its personnel and assets on the ground. The remaining military personnel continued to assist transporting the Philippine Army's engineering equipment into the area.

Some Japanese 1,000 Japanese troops, aboard three vessels, docked at the central port in Cebu on November 14, 2013, to assist the huge numbers of international relief efforts to help the survivors. It was said to be the biggest overseas deployment of Japan after World War II (The Straits Times, 2013).

Surprisingly, it took five days (November 13, 2013) following the catastrophe, before help started to arrive from the Association's own member-states, with Singapore and Malaysia taking the lead. Moreover, assistance extended by its member-states were all on bilateral basis, under their own respective colors, rather than as one regional body. Albeit news agencies covering the event at that time reported it came from the ASEAN (Fan and Krebs, 2014, p. 11).

In October 2014, the Association published an article about the lessons it has learned from the catastrophe, *"Weathering the Perfect Storm, Lessons Learnt on the ASEAN's Response to the Aftermath of Typhoon Haiyan"* (Kamal et al., 2014). It recognized that the typhoon was one of the biggest disasters they had ever responded to. Not by the number of deaths, compared to the Indian Ocean Tsunami in 2004 and the Cyclone Nargis in 2008, but by the vast number of affected areas and individuals.

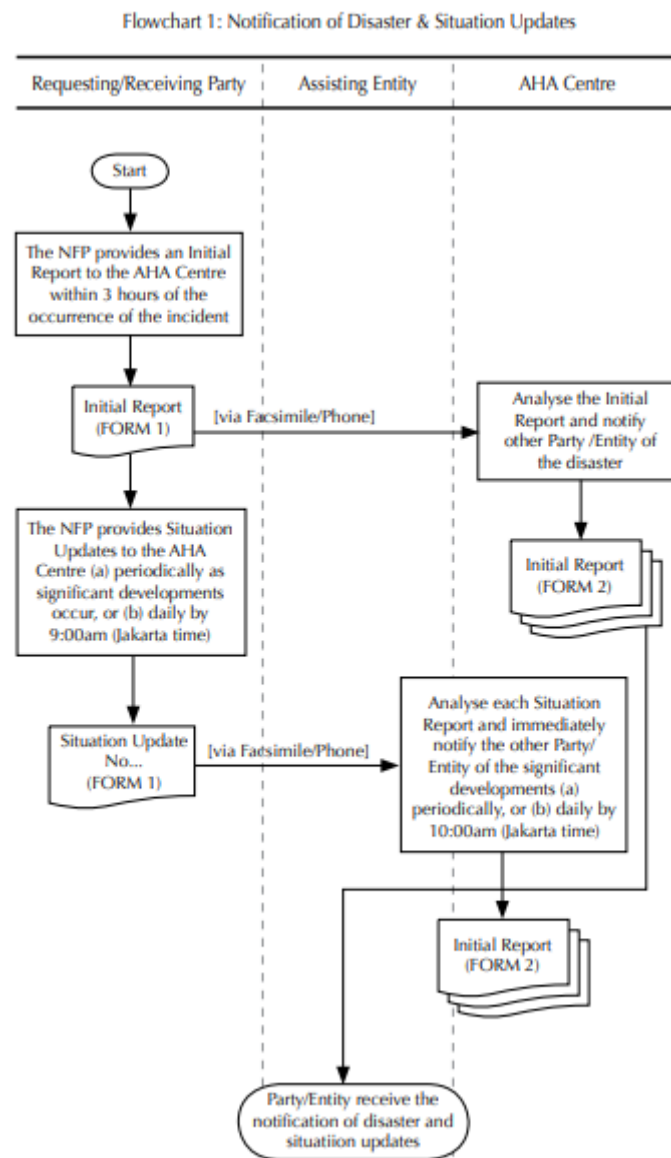
The 10 lessons learned from the aftermath of typhoon Haiyan from the 40-page publication were as follows:

- 1) *Be first on the ground.*
- 2) *ASEAN-ERAT is the backbone of ASEAN's operation.*
- 3) *Information sharing needs to be enhanced and expanded.*
- 4) *Coordination role of the AHA Centre needs to be enhanced.*
- 5) *Civilian-military coordination is essential.*
- 6) *Media relation is an important aspect of emergency response.*
- 7) *Collective response should be enhanced.*
- 8) *ASEAN Humanitarian Assistance Coordination plays a vital role.*
- 9) *Expectations-Resources match is imperative.*
- 10) *Early preparations for and mitigation of the next large-scale disaster.*

Nonetheless, the lessons outlined above failed to address the core of the issue for its slow response. Taking into consideration that the Association already had legal binding documents, standard operating procedure, capability, extensive experience, and institutional arm in mitigating disaster, it continued to fail to deliver the essence and spirit in the creation of AADMER.

Under the ASEAN's Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP), the AHA Centre, which serves as the central and operation hub system of AADMER, is tasked to monitor the situation and assess the information received from the affected member-state's (Requesting/Receiving Party) National Disaster Management Office (NDMO). It is also mandated to notify other member-states of the significant developments and effects of the disaster via Situation Updates, which is disseminated daily at 10:00am (Jakarta time), through ASEAN website and WebEOCs (see Figure 8) (ASEAN SASOP. 2022. p. 7).

Figure 8. Flowchart 1: Notification of disaster and situation updates.



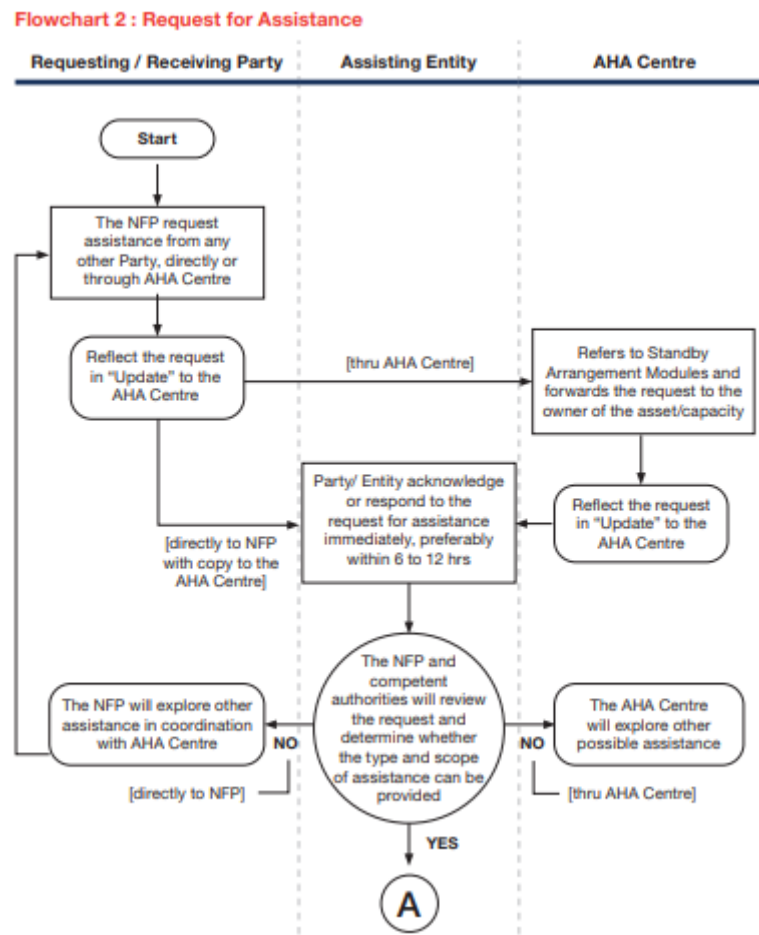
Source: ASEAN-SASOP Version 3.0 (February 2022)

Based on the SASOP, ASEAN's disaster response is categorized into three: 1) request for assistance (RFA), 2) offer of assistance (OA) and 3) joint assessment of required assistance (ASEAN SASOP. 2022. p. 7).

The requesting/receiving party, if needed, can RFA from any other member-states directly or through AHA Centre. The Assisting Entity must acknowledge and respond to the request within six to 12 hours (see Figure 9) (ASEAN SASOP. 2022. p. 9). The AHA Centre on the other hand, can also offer assistance on the premise that the

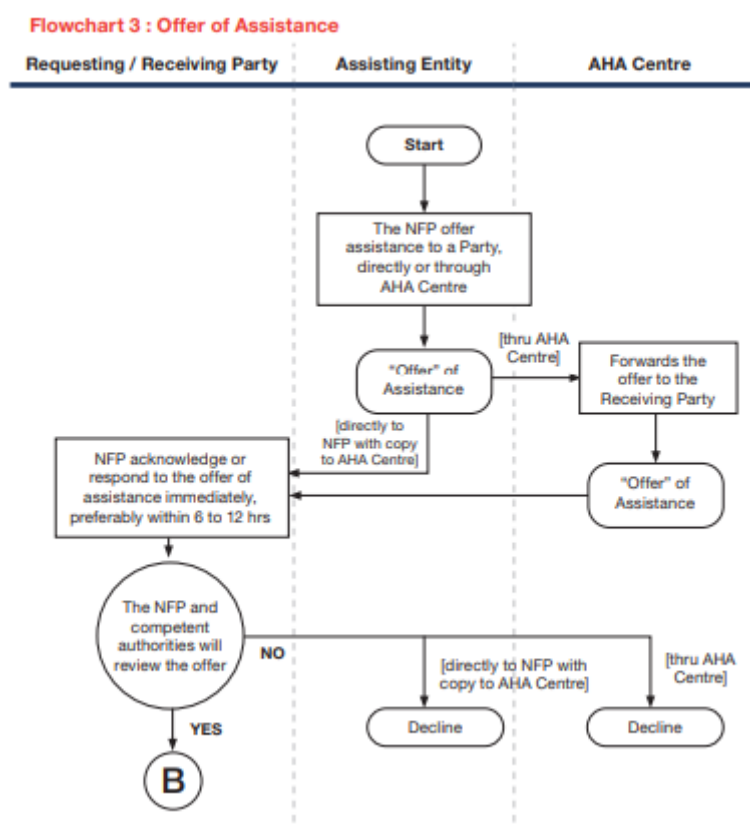
affected country's NDMO has already managed and responded to the disaster (see Figure 10) (ASEAN SASOP. 2022. p. 10-11).

Figure 9. Flowchart 2: Request for assistance.



Source: ASEAN-SASOP Version 3.0 (February 2022)

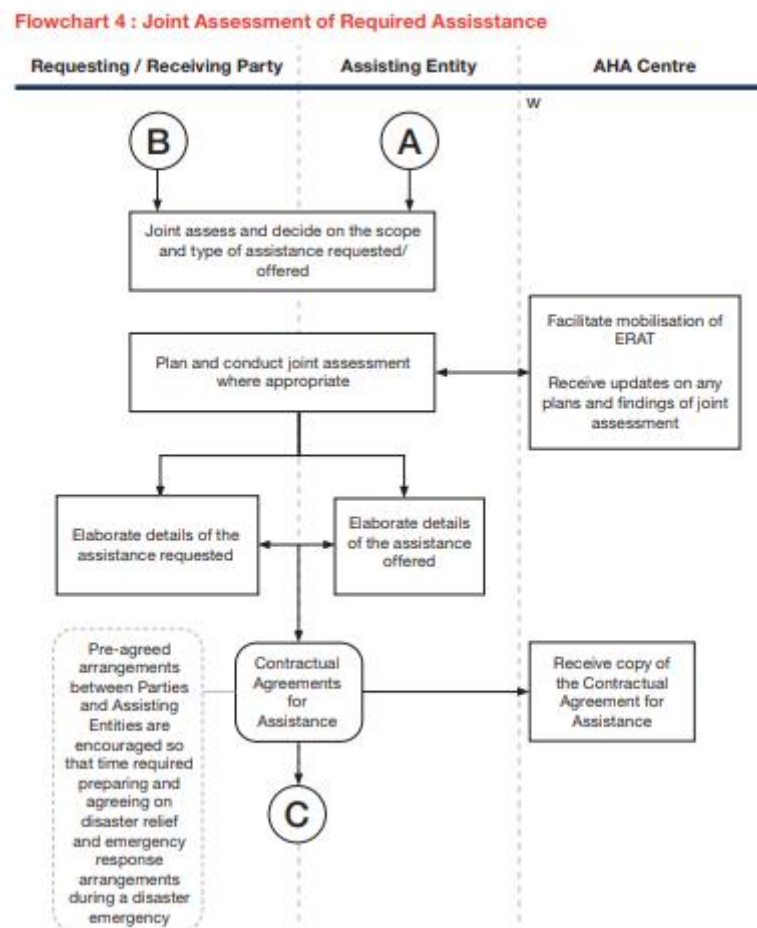
Figure 10. Flowchart 3: Offer of assistance.



Source: ASEAN-SASOP Version 3.0 (February 2022)

The other approach in sending assistance per SASOP is by joint assessment. Wherein, an assessment needs to be conducted to ascertain the nature and extent of the disaster, and type of assistance required to mitigate its effect. If warranted, the AHA Centre can dispatch Emergency Rapid Assessment Team (ERAT), upon request of the affected member-state, to facilitate and expedite the joint assessment. If the requesting party cannot identify the assistance it needs, the AHA Centre and other member-states can jointly assess and decide upon the scope and type of assistance required (see Figure 11) (ASEAN SASOP. 2022. p. 12-14).

Figure 11. Flowchart 4: Joint assessment of required assistance.

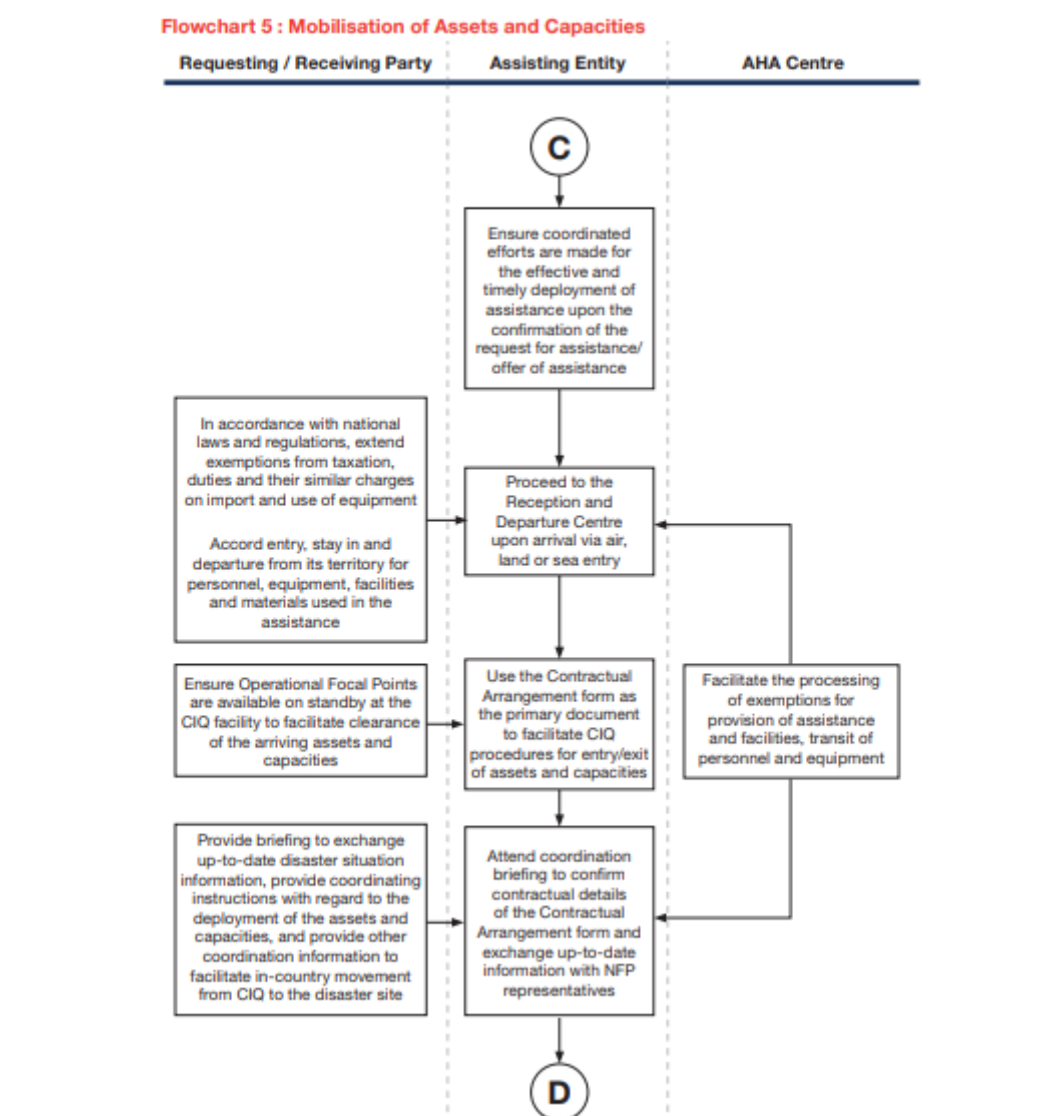


Source: ASEAN-SASOP Version 3.0 (February 2022)

Upon confirmation of the RFA/OA, the assisting member-state shall coordinate directly with the affected member-state or through the AHA Centre for immediate deployment of its assets and capacities. The mobilization of an assisting entity's heavy capacity Urban Search and Rescue (USAR) team, shall be done in accordance with the UN Office of the Coordination of Humanitarian Affairs (OCHA) International Search and Rescue Advisory Group (INSARAG) guidelines. The team arriving on the site via air, land or sea entry checkpoints, shall immediately proceed to the Customs, Immigration and Quarantine (CIQ) facility for the necessary immigration procedures, customs clearance and quarantine checks. With the consent of the affected member-state, the AHA center can establish the Joint Operations and Coordination Center of

ASEAN (JOCCA) for support and coordination of the Association's response (see Figure 12) (ASEAN SASOP. 2022. p. 16-17).

Figure 12. Flowchart 5: Mobilisation of assets and capabilities.

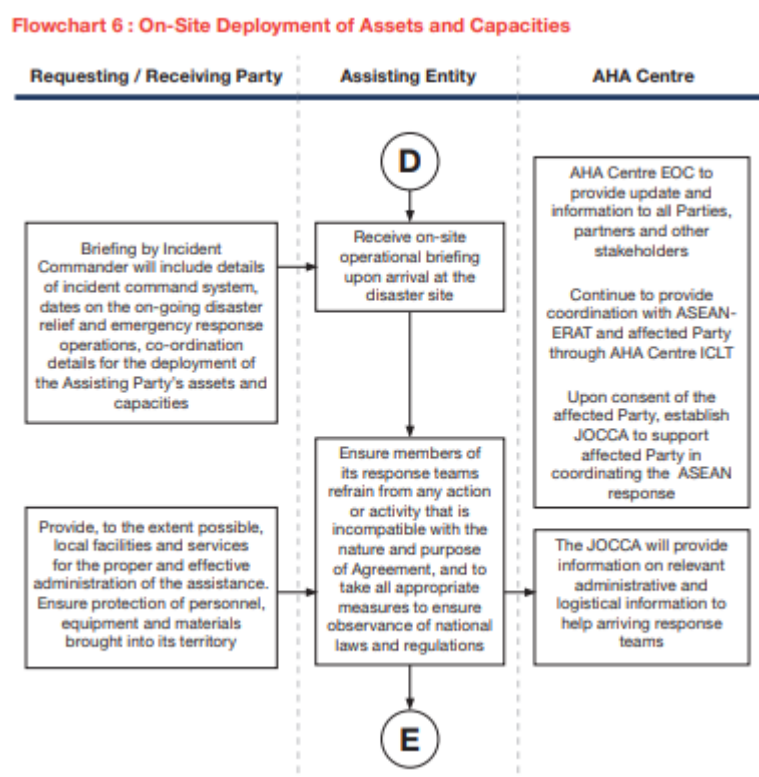


Source: ASEAN-SASOP Version 3.0 (February 2022)

The affected member-state shall exercise the overall direction, control, coordination and supervision of the assistance within its territory. It has to convey clearly to the assisting member-state the various components and roles and functions of various actors of the incident command system, including frontline response,

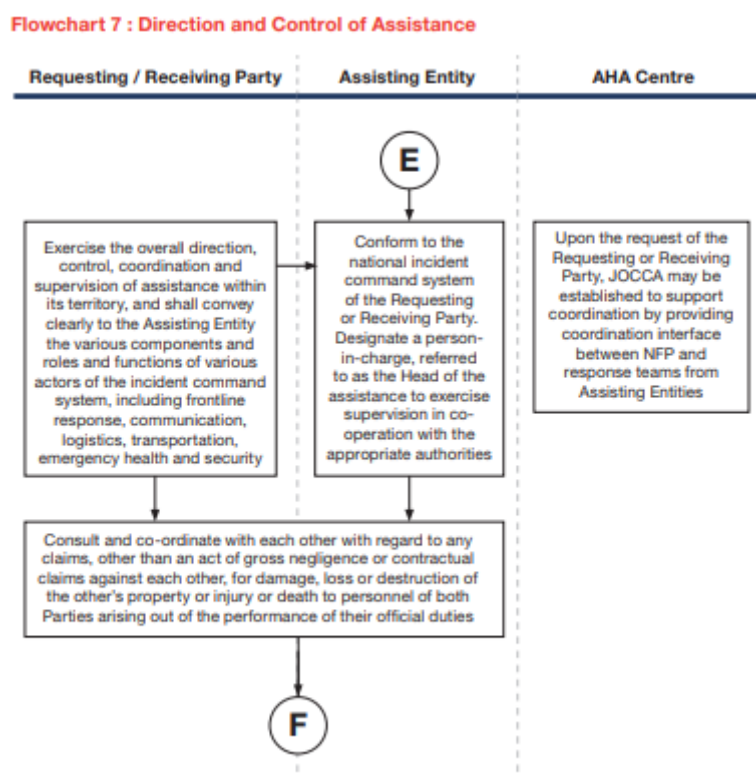
communication, logistics, transportation, emergency health and security (see Figures 13 and 14) (ASEAN SASOP. 2022. p. 18-19).

Figure 13. Flowchart 6: On-site deployment of assets and capacities.



Source: ASEAN-SASOP Version 3.0 (February 2022)

Figure 14. Flowchart 7: Direction and control of assistance



Source: ASEAN-SASOP Version 3.0 (February 2022)

On September 6, 2016, the 10 heads of states issued a declaration of One ASEAN, One Response: Responding to Disaster as One in the Region and Outside the Region. It was inspired by and united under One Vision, One Identity, and One Caring and Sharing Community. As response to the thousands of lives lost and devastation brought about by three large-scale disasters, for just a span of close to a decade, such as the Indian Ocean Tsunami in 2004, Cyclone Nargis in 2008, and Typhoon Haiyan in 2013, and the increasing frequency and scale of disasters that continue to threaten the wellbeing of our peoples and communities. The declaration affirmed that the AADMER is the main regional policy backbone, with the SASOP as the main standard operating procedure to be used in mobilizing its civilian and military response, on voluntary basis, in materializing One ASEAN, One Response.

Thus, based on the foregoing, it may be deduced that the primary contributory factor for the tremendously slow response of ASEAN to the victims of super typhoon Yolanda, was the “waiting game” – waiting for the RFA from the NDRMMC and result of the assessment of ASEAN-ERAT. Moreover, since help was on voluntary basis only, it shows that the ASEAN’s agreed disaster response and mitigation appears merely as an interim arrangement to cope with functional demands, with really no desire to be fully integrated as one. The other compelling reason was the principle of ASEAN Way. An organization whose decision is based on consensus is time consuming. As earlier stated, time is of the essence in disaster response, more lives could have been saved, if help arrived on a timely manner.

Moreover, the needed bureaucratic processes and paperworks in facilitating entry of the Association’s or its member-country’s support can also cause delay in the provision of assistance. According to Atty. Andrea B. Leycano, Foreign Service Officer II, Acting Director, Office of Treaties and Legal Affairs, Department of Foreign Affairs, Manila, which was corroborated by Atty. Patrick Velez, former Assistant Secretary, Department of Defense, the absence of a treaty among each member-states to allow its respective military entry can also cause for delay in bringing in the life saving support and aid. The 1987 Philippine Constitution specifically states that:

“Article XVIII, Section 25, ... foreign military bases, troops, or facilities shall not be allowed in the Philippines except under a treaty duly concurred in by the Senate and, when the Congress so requires, ratified by a majority of the votes cast by the people in a national referendum held for that purpose, and recognized as a treaty by other contracting State” (Philippine Constitution, 1987).

For a foreign military (with the exception of the United States) to enter the Philippines for humanitarian reason, after the onslaught of super typhoon Haiyan, they had to do the necessary paperwork to secure appropriate visas from the Philippine Embassy; and all personnel to be dispatched must be vouched by an official of the Philippine Department of National Defense. The absence of such treaty among the Association's member-states hampers the immediate delivery of needed humanitarian aid among member-states in a timely and speedy manner, even if they are situated just next door.

Lastly, funding constraints is also a big factor for the Association's AHA Centre's sluggish response. With a mandatory contribution of merely \$30,000 per member-state per annum and a total of \$5.8 million annual budget, the AHA Centre was limited on focusing on disaster monitoring and response. As a result, each member-state's NDMO executed their own policy and guidelines in sending assistance to the Philippines (Hughes, 25 December 2013, p. 12).

Thus, the Association must revisit its declarations and disaster operation manual to provide a concrete and immediate disaster response to a disaster affected member-state in a timely manner. It is high time for the Association to end its talk-shop but instead walk its talk towards One ASEAN, One Community.

From the words of Thailand Foreign Minister Surapong Tovichakchaikul "*a quick response team is needed for ASEAN, the 10 countries have human resources and enough equipment, so it is time to share and cooperate*" (Graham, 2013).

Chapter VI

CONCLUSION AND POLICY IMPLICATIONS

Undeniably, super typhoon Haiyan was a perfect storm and it being hailed as one of the most destructive typhoons in history is fitting. Other than flattening everything in its path and bringing the people in Visayas to its knees, it has likewise magnified the ASEAN's slow response in extending life-saving assistance to the affected population in its member-states, and the absence of centrality. According to Ms. Joyce Teodoro, *"ASEAN centrality is defined as ASEAN's role in the regional security architecture, regional order and the power dynamics between and among external powers that have interests in the region"* (Teodoro, 2016). Thus, with the advent of ASEAN community, the Association needs to have a more unified stand in providing immediate lifesaving assistance to a devastated member-state struck by wide-scale natural calamity.

With the world's failure to curb global warming, we can expect more and more super typhoons, probably strong than Haiyan or Katrina, that would wreak havoc to any of the Association's member-states. Therefore, it is high time for ASEAN to stand-up and be the leader in providing and extending assistance to its member-states in times of a vast natural calamity.

Overall, among the key findings as well as key take-aways from this the paper include:

- a) While indeed there were assistance/aids extended by ASEAN to the Philippines before and after the aftermath of typhoon Haiyan, these came in days later compared to assistance provided on bilateral basis by other countries. Days before the typhoon Haiyan made landfall, its path were already being monitored by the ASEAN's AHA Center,

through its Disaster Monitoring Response System (DMRS), in coordination with the Philippine weather bureau, PAG-ASA. By November 7, 2013, four ASEAN personnel were dispatched to Manila to coordinate with the National Disaster Risk Reduction Management Council (NDRRMC) and one ICT specialist to Tacloban to set-up emergency telecommunications between the NDRMMC and local government unit. When the typhoon struck the region, the only communication used in providing updates to the national government were the equipment set-up by the ASEAN lone ICT personnel in Tacloban. Lifesaving relief goods, supplies, military personnel and cash assistance from ASEAN member-states only started to arrive five days after the catastrophe. Help extended by these countries were mostly done on bilateral basis, rather than as one regional body.

- b) There are a number of lessons that can be learned based on the experience of providing assistance and rescue efforts to the areas devastated by super typhoon Haiyan in the Philippines, which merit reiterations. In October 2014, the Association published an article about the lessons it has learned from the catastrophe, “Weathering the Perfect Storm, Lessons Learnt on the ASEAN’s Response to the Aftermath of Typhoon Haiyan” (Kamal et al., 2014). The 10 lessons learned from the aftermath of typhoon Haiyan from the 40-page publication were as follows:

- 1) *“Be first on the ground.*
- 2) *ASEAN-ERAT is the backbone of ASEAN’s operation.*
- 3) *Information sharing needs to be enhanced and expanded.*

- 4) *Coordination role of the AHA Centre needs to be enhanced.*
- 5) *Civilian-military coordination is essential.*
- 6) *Media relation is an important aspect of emergency response.*
- 7) *Collective response should be enhanced.*
- 8) *ASEAN Humanitarian Assistance Coordination plays a vital role.*
- 9) *Expectations-Resources match is imperative.*
- 10) *Early preparations for and mitigation of the next large-scale disaster.”*

- c) It is imperative to further equip the Association’s disaster management body in the event that a similar or greater catastrophe happens again in the near future to any of its member country, a number of workable actions can be explored. The AHA Center must have additional funding and manpower from all member-states. To provide immediate life-saving assistance, each member-states, should allocate an equal number of its military personnel that will only be dispatched immediately to a wide-scale devastation cause by a natural calamity. These personnel when dispatched should be wearing the insignia of the ASEAN and be under the command of the AHA Center.
- d) In line with the vision of becoming an ASEAN Community, there are several actions and steps that can be done in order to provide immediate and long-lasting assistance to its devastated member/s, as one and united regional body and not through bilateral relations. First, all reliefs goods and assistance sent by each member-states must be centralized and be brought to the ASEAN-DELSA for single dispatch. Second, the assigned number of military personnel

must be immediately dispatched, under the command of the ASEAN AHA. Third, increase the budget and funding of AHA Centre and ADMER contribution, pro-rated based on the size of the economy.

A. Challenges and Prospects for the ASEAN Disaster Risk Management Framework Moving Forward

For the ASEAN community to be viable, the Association must be visible by being physically and visually present in extending assistance to a disaster struck member-country as one organizational body and a group. It is during these tough and hard times that the displaced people will easily remember the nations and organizations that helped them, by their colors that are being hoisted in their land and by their insignias printed in every bag of goods handed to them. If the Association wants to make the vision of having a one community a success, it must make this vision be felt and understood from the lowest strata of a community. And to make the Association's vision to become an economic and successful powerhouse in the world, it must also give emphasis to the disaster management in the Socio-Cultural Community pillar, by being present in time of dire need.

Disaster risk management, while not a totally new concept in Southeast Asia, has only started gaining prominence as a topic of interest to policymakers and the academe in recent years. The Declaration of the ASEAN Concord and Declaration on Mutual Assistance on Natural Disasters, on February 24, 1976 and June 26, 1976, respectively, were among the early agreements inked related to disaster risk management. Nonetheless, the super typhoon Haiyan experience has highlighted the

need to revisit and refine, as possible, these documents to ensure their responsiveness to the needs of the time.

Thus, based on the research and findings of the author, the following are the policy recommendations to strengthen the ASEAN's disaster response:

- 1) To achieve the vision to have an ASEAN Community in 2025, each member-states must slowly lower down their defenses and start trusting each other. The principle of non-interference, as the main foundation for its inception, must be revisited and a more circumspect view must be taken. With the world's failure to address climate change, the Association should push for more intra-regional cooperation on this area.
- 2) According to Mr. Ramon Santiago of the OCD, they are proposing to the ASEAN and other international organizations not to wait for the RFA in the event of the anticipated "big one" striking the Philippines' capital. This can also be applied to the Association's assistance to a country that will be struck by a Category 5 typhoon like Haiyan. This will save the affected NDMO's time from doing needed paperwork to request for help from the Association, and can instead focus on pursuing urgent and critical rescue efforts and clearing the grounds.
- 3) Remove the assisting entity from the SASOG, but instead centralize the request and dispatch of assistance from the AHA Centre. All personnel and assistance to be sent by each member states to the affected country must be coordinated with the AHA Center.
- 4) All member-states must have a treaty allowing each other's military personnel free ingress and egress strictly to deliver humanitarian assistance, under the auspices of the AHA Centre, to a wide-scale natural calamity affected member-

state. They will be immediately dispatched to the severely damaged or affected member-state, to assist in search and rescue operations, among others.

- 5) All member-states must allocate a fix number of its military personnel to be part of the quick-response team to assist the AHA-ERAT team in times of disaster response; akin to the peacekeeping forces of the U.N. These identified men-in-uniform need not to pass by the affected member-states' CIQ.
- 6) Upon arrival of the Associations rescue team, the JOCCA must be set-up at the headquarters of the affected country's NDMO right away for support and coordination of assets deployed and will be deployed.
- 7) ASEAN should reconsider tagging assistance sent by a member-state to an affected country, bilaterally, as from the Association. It is highly suggested that a centralized dispatch system be instituted where all aid and assistance to be sent by a member-country be routed to the ASEAN's Disaster Emergency Logistical System (DELSA). This will not only streamline the delivery of relief goods to the affected country but would make the ASEAN's presence more visible before the eyes of the victims.
- 8) Increase the budget and funding of AHA Centre and ADMER contribution, pro-rated based on the size of the economy. While this may be challenging since per discussion with Ms. Fauziah Zen, Senior Economist, ERIA, she stated that the less disaster prone/affected member-states, which also happens to be the rich ones, are likely to find it not equitable to pay higher premia, this option may still be explored under the principle of corporate social responsibility.
- 9) The ASEAN, through its ACDM should try to make stronger representation to the UN and appeal to be given a portion of U.N.'s \$100-billion climate finance commitment fund for disaster mitigation and response.

While some of these recommendations may raise issues, overall, these are deemed workable and could pave way for a deeper, wider, and more meaningful discussions and policies in ensuring a better and quicker response by the ASEAN to the needs of its member states that may be hit by natural calamities such as super typhoon Haiyan. Lessons have already been learned, now actions should be taken.

REFERENCES

Books:

- Baviera, Aileen and Maramis, Larry (eds.). (2017). ASEAN @ 50, Volume 4, Building ASEAN Community: Political-Security and Socio-Cultural Reflections. Jakarta, Indonesia: Economic Research Institute for ASEAN and East Asia.
- Casis, Rommel and Cembrano-Mallari, Celeste Ruth (eds.). (2018). ASEAN 50 Years Hence. University of the Philippines Law Center, Institute of International Legal Studies, Diliman, Quezon City.
- Chantararat, Sommarat. Natural Disaster Risk Financing and Transfer in ASEAN Countries. Australia: The Australian National University.
- Chua, Daniel and Lim, Eddie. (2018). ASEAN 50 Regional Security Cooperation Through Selected Documents. Singapore: World Scientific Publishing Co. Ptc. Ltd.
- Co, Edna E.A. and Tabunda, Jr., Carlos C. (eds.). (2017). The ASEAN Drama Half Century and Still Unfolding. Quezon City and Pasig City, Philippines: University of the Philippines Center for Integrative and Development Studies and Development Academy of The Philippines, respectively.
- Coppola, Damon. (2015). Introduction To International Disaster Management. Third Edition. Oxford, U.K.: Butterworth-Heinemann Is an Imprint of Elsevier.
- Das, Sanchita Basu, Menon, Jayant, Severino, Rodolfo, et. al. (eds). (2013). The ASEAN Economic Community A Work in Progress. Singapore: ISEAS.
- De Castro, Renato. (1989). Decision Making in Regional Organization: The EC and ASEAN Experiences. Research Development Center, Foreign Service Institute. Manila, Philippines.

- Gill, Indermit and Kharas, Homi. (2007). *An East Asian Renaissance (Ideas for Economic Growth)*. Washington, DC, U.S.A.: The International Bank for Reconstruction and Development/ The World Bank.
- Intal, Ponciano and Ruddy, Lydia (eds.). (2017). *ASEAN @ 50, Volume 2, Voices Of ASEAN; What Does ASEAN Mean to ASEAN Peoples?* Jakarta, Indonesia: Economic Research Institute for ASEAN and East Asia.
- IPCC Working Group I. Summary for Policymakers. (2012). *The Science of Climate Change. The Global Warming Read*, Edited by Bill McKibben. Penguin Book, New York, New York. p. 55-67.
- Living With the Risk: A Global Review of Disaster Reduction Initiatives, 2004 Version – Volume 1. (2004). Geneva, Switzerland: United Nations, International Strategy for Disaster Reduction.
- Mahbubani, Kishore and Sng, Jeffery. (2017). *The ASEAN Miracle (Catalyst for Peace)*. Singapore: Ridge Books.
- Mahiwo, Sylvano., et. al. (2013). *ASEAN Studies I*. Quezon City, Philippines: University of the Philippines Open University.
- McKibben, Bill (ed.). (2011). *The Global Warming Reader*. New York, U.S.A.: Penguin Group (USA) Inc.
- Melieres, Marie-Antoinette and Marechal, Chloe. (2015). *Climate Change: Past, Present and Future*. West Sussex, United Kingdom: John Willey & Sons Ltd.
- Natalegawa, Marty. (2018). *Does ASEAN Matter? A View from Within*. Singapore: ISEAS Publishing.
- Okuyama, Yasuhide. *Exploratory Methodology to Estimate Impact of Disaster at Macro Level*. Kitakyushu, Japan: Graduate School of Social Systems Studies, University of Kitakyushu.

Oreskes, Naomi. (2012) The Scientific Consensus on Climate Change. The Global Warming Read, Edited by Bill McKibben. Penguin Book, New York, New York, p. 75-78.

PAREF Woodrose School. (n.d.). Social Studies 5. Muntinlupa, Philippines.

Ricklefs, Merle Calvin (ed.). (2010). A New History of Southeast Asia. London, U.K.: Palgrave Macmillan.

Solidum, Estrella. (2003). The Politics of ASEAN (An Introduction to Southeast Asian Regionalism). Singapore: Eastern Universities Press.

Understanding the ASEAN Economic Community (A Primer). 1st Edition. (2014). Jakarta, Indonesia: ASEAN.

Venzke, Ingo and Thio, Li-Ann. (2016). The Internal Effects of ASEAN External Relations. Cambridge, U.K.: Cambridge University Press.

Weatherbee, Donald. (2015). International Relations in Southeast Asia (The Struggle for Autonomy). Third Edition. Maryland, U.S.A.: Rowman & Littlefield.

10 Years ASEAN, Association of South East Asian Nations. (1978). Jakarta: Indonesia: ASEAN.

Articles:

ASEAN's Humanitarian Response Following Typhoon Haiyan in the Philippines (as of 2013, Nov 18). Powerpoint Presentation.

<https://slideplayer.com/slide/10459420/>

Asian Disaster Reduction Center (ADRC). (n.d.) Philippines. Information on Disaster Risk Reduction of the Member Countries.

<https://www.adrc.asia/nationinformation.php?NationCode=608&Lang=en>

- Bernstein, Aaron. Coronavirus, Climate Change, and the Environment: A Conversation on Covid-19 with Dr. Aaron Bernstein, Director of Harvard Chan C-Change. <https://www.hsph.harvard.edu/c-change/subtopics/coronavirus-and-climate-change/>
- Broom, Douglas. (2021, December 2) Around the world, these are just some of the cities at risk of rising sea level. <https://www.weforum.org/agenda/2021/12/coastal-cities-underwater-climate-change/>
- Country Report. (n.d.) Philippine Geography. <https://www.countryreports.org/country/Philippines/geography.htm>
- Department of Foreign Affairs. (2013, November 13) Myanmar Government Extends Sympathies to the Philippines Due to Typhoon Yolanda Loss. <https://dfa.gov.ph/authentication-functions/148-typhoon-yolanda/1341-myanmar-government-extends-sympathies-to-the-philippines-due-to-typhoon-yolanda-loss>
- Department of Foreign Affairs. (2013, December 5) Lao Non-Profit Associations Donate to Haiyan Survivors. <https://dfa.gov.ph/authentication-functions/148-typhoon-yolanda/1596-lao-non-profit-associations-donate-to-haiyan-survivors>
- Dilley, Maxx. (2006, August 15). Setting Priorities: Global Patterns of Disaster Risk. *Philosophical Transactions: Mathematical, Physical and Engineering Sciences*, Vol. 364, No. 1845, Extreme Natural Hazards, pp. 2217-2229. <http://www.jstor.org/stable/25190323>
- Dorey, Fran. (2019, April 4). The First Modern Human in South-East Asia. <https://australian.museum/learn/science/human-evolution/the-first-modern-humans-in-southeast-asia/>

Drye, Wilie. (2018, October 12). The Strongest Hurricanes in Recorded History – see how Michael stacks up. National Geographic.

<https://www.nationalgeographic.com/environment/2018/10/strongest-hurricanes-in-history/>

Fan, Lillianne and Krebs, Hanna. (2014, September). Regional Organisations and Humanitarian Action: The Case of ASEAN. Humanitarian Policy Group. London, United Kingdom. <https://lawsdocbox.com/Immigration/76758405-Hpg-regional-organisations-and-humanitarian-action-the-case-of-asean-hpg-working-paper-lillianne-fan-and-hanna-b-krebs.html>

Fajardo, Romeo. (2015, April 7-8). TY “Haiyan” Lessons Learned. ARF Workshop on Multi-Year Strategic Exercise Plan. Kuala Lumpur, Malaysia. <https://aseanregionalforum.asean.org/wp-content/uploads/2019/10/Annex-6-Lessons-Learned-from-Typhoon-Haiyan-presentation-by-Philippine-Office-of-Civil-Defense.pdf>

Graham, Euan. (2013, November 25). Super Typhoon Haiyan: ASEAN’s Katrina Moment. No. 213/2013, RSIS Commentaries. S Rajaratham School of International Studies. <https://www.rsis.edu.sg/rsis-publication/idss/2101-super-typhoon-haiyan-aseans/#.YnDWNydBzrc>

Gregory, W. J. & Midgley, G. (2000, March). Planning for Disaster: Developing a Multi-Agency Counselling Service. The Journal of the Operational Research Society, Vol. 51, No. 3, pp. 278-290. Palgrave Macmillan Journals on behalf of the Operational Research Society. <http://www.jstor.org/stable/254086>

Greenlivingtips.com. How Long Does It Take For Garbage to Decompose? http://storage.neic.org/event/docs/1129/how_long_does_it_take_garbage_to_decompose.pdf

Hagiwara, Yoshiyuki. (1973, December). Formation and Development of the Association of Southeast Asian Nations.

<https://onlinelibrary.wiley.com/doi/epdf/10.1111/j.1746-1049.1973.tb01135.x>

Hughes, Major Shane D. (2015, December 25). ASEAN's Role in Regional Natural Disaster Response. ASEAN in World Politics. Course Number: 2402659.

Faculty of Political Science, Department of International Relations, Chulalongkorn University. <https://www.rcrc-resilience-southeastasia.org/wp-content/uploads/2018/01/2015-Chulalongkorn-University-ASEANs-Role-in-Regional-Natural-Disasters.pdf>

Jones, Kristopher. (2021, March 24). The Importance of Branding in Business.

<https://www.forbes.com/sites/forbesagencycouncil/2021/03/24/the-importance-of-branding-in-business/?sh=44dde25e67f7>

Keithley, Steven. (2013, November 23). ASEAN Slowly Gets Up to Speed on Haiyan. <https://thediplomat.com/2013/11/asean-slowly-gets-up-to-speed-on-haiyan/>

Lee, Xin En. (2018, April 26). ASEAN: What you need to know about the globally important group. <https://www.cnbc.com/2018/04/26/asean-what-you-need-to-know-about-the-globally-important-group.html>

Lin, Mayuir Lei and Hidayat, Rafki (2018, August 13). Jakarta, the fastest-sinking city in the world. <https://www.bbc.com/news/world-asia-44636934>

Mapa, Dennis. (2020, October 28). Damages Due to Natural Extreme Events and Disasters Amounted to PhP463 Billion. Reference number: 202-327.

<https://psa.gov.ph/sites/default/files/attachments/ird/specialrelease/2.%20Signed%20Press%20Release%20-%20Component%204.pdf>.

- Metro Manila Earthquake Vulnerability Assessment. (2014, November). Pacific Strategies & Assessments (PSA Group).
<https://psaintelligence.com/product/metro-manila-earthquake-vulnerability-assessment-2014/>
- Molthof, Mieke. ASEAN and the Principle of Non-Interference. (2012, February 8).
<http://www.e-ir.info/2012/02/08/asean-and-the-principle-of-non-interference/>
- Morada, Noel M. (2008, June 12) ASEAN at 40: Prospects for Community Building in Southeast Asia. *Asia-Pacific Review*, Vol. 15, No. 1, pp. 36-55.
<https://www.tandfonline.com/toc/capr20/15/1>
- Moroney, Jennifer D.P., et. al. (2013). Chapter Title: Cyclone Nargis (Burma). Lessons from the Department of Defense Disaster Relief Efforts in the Asia-Pacific Region. RAND Corporation.
<http://www.jstor.org/stable/10.7249/j.ctt4cgdkv.10>
- Moroney, Jennifer D.P., et. al. (2013). Chapter Title: Findings and Recommendations. Lessons from the Department of Defense Disaster Relief Efforts in the Asia-Pacific Region. RAND Corporation.
<http://www.jstor/stable/10.7249/j.ctt4cgdkv.14>
- Moroney, Jennifer D. P., et. al. (2013). Chapter Title: Padang Earthquake, West Sumatra (Indonesia). Lessons from the Department of Defense Disaster Relief Efforts in the Asia-Pacific Region. RAND Corporation. <http://www.jstor/stable/10.7249/j.ctt4cgdkv.11>
- Our Planet. (2020). Netflix Series.
- Parker, Thomas, Carroll, Sean, Sanders, Greg, King, Jason and Chiu, Imee (2016, July 1). The U.S. Pacific Command Response to Super Typhoon.

<https://ndupress.ndu.edu/JFQ/Joint-Force-Quarterly-82/Article/793262/the-us-pacific-command-response-to-super-typhoon-haiyan/>

Permanent Mission of the Republic of the Philippines to the United Nations. (n.d.)

The Philippines at a Glance.

<https://www.un.int/philippines/philippines/philippines-glance>

Perrings, Charles. (2003, July 22). The Economies of Abrupt Climate Change.

Philosophical Transaction: Mathematical, Physical and Engineering Sciences, Vol. 361. No. 1810, pp. 2043-2059. The Royal Society Publishing.

<http://www.jstor.org/stable/3559159>

Petz, Daniel. (2014, November 5). Strengthening Regional and National Capacity for

Disaster Risk Management: The Case of ASEAN. Brookings Institution,

Washington, DC. [https://www.brookings.edu/wp-](https://www.brookings.edu/wp-content/uploads/2016/06/Strengthening-Regional-and-National-Capacity-for-DRM-Case-of-ASEAN-November-5-2014.pdf)

[content/uploads/2016/06/Strengthening-Regional-and-National-Capacity-for-DRM-Case-of-ASEAN-November-5-2014.pdf](https://www.brookings.edu/wp-content/uploads/2016/06/Strengthening-Regional-and-National-Capacity-for-DRM-Case-of-ASEAN-November-5-2014.pdf)

Roos, Dave. (2020, September 18). The 2004 Tsunami Wiped Away Towns with

Mind-Boggling Destruction. <https://www.history.com/news/deadliest-tsunami-2004-indian-ocean>

Sawada, Yasuyuki and Zen, Fauziah. (2014, January). Disaster Management in

ASEAN. ERIA Discussion Paper Series. ERIA-DP-2014-03.

<https://www.eria.org/ERIA-DP-2014-03.pdf>

Simpson, N. C. and Hancock, P. G. (2009, May). Fifty years of Operational Research

and Emergency Response. The Journal of the Operational Research Society, Vol. 60, Supplement 1: Milestones, pp. s126-s139.

<http://www.jstor.org/stable/40206731>

- Teodoro, Joycee. (2016, December). Distracted ASEAN? Where To For ASEAN Centrality. Center for International Relations & Strategic Studies (CIRSS) Commentaries. Volume III, No. 15. <https://fsi.gov.ph/distracted-asean-where-to-for-asean-centrality/?msclkid=913540b1d14c11ec9ff47886b66820f9>
- The Straight Times. (2013, November 22). Typhoon Haiyan: Japan's biggest overseas military deployment since WWII arrives in Philippines. <https://www.straittimes.com/asia/se-asia/typhoon-haiyan-japans-biggest-overseas-military-deployment-since-ww-ii-arrives-in>
- Tol, Richard S. J. (2009, Spring). The Economic Effects of Climate Change. The Journal of Economic Perspectives, Vol. 23, No. 2, pp. 29-51. American Economic Association. <https://www.jstor.org/stable/27740523>
- USAID. (n.d.) Philippines. Landlinks. <https://www.land-links.org/country-profile/philippines/>
- USAID. Disaster Recovery. ASEAN Training of Trainers (TOT) on Disaster Recovery. (2015, October 20-23). Yangon, Myanmar.
- Vujanovic, Anka and Gallagher, Matthew. (2017, September 6). Psychological Impact of Natural Disasters in Adults. <https://www.uh.edu/class/news/archive/2017/august-september/natural-disasters-impact-adults/>.
- Wassenhov, L. N. Van. (2006, May). Humanitarian Aid Logistics: Supply Chain Management in High Gear. The Journal of the Operational Research Society, Vol. 57, No. 5, pp. 475-489. Palgrave Macmillan Journals on behalf of the Operational Research Society. <http://www.jstor.org/stable/4102445>
- 2050 Climate Change City Index. <https://www.nestpick.com/2050-climate-change-city-index/>

Newspapers and News Magazines

Anonymous. (2017, September 2-8). Floods How to Deal With Them. The

Economist, Volume 424, No. 9056, P. 10.

Anonymous. (2017, November 18-24) What They Don't Tell You About Climate

Change. The Economist. Volume 425 No. 9067, p. 11.

Anonymous. (2017, November 18-24) Sucking up Carbon. The Economist. Volume

425 No. 9067, p.20-22 & 32.

Anonymous. (2018, August 4). The World is Losing the War Against Climate

Change. The Economist, Volume 428 No. 9103, p. 7.

Anonymous. (2018, August 4). The Politics of Climate Change A Slow Thaw. The

Economist, Volume 428, No. 9103, p. 25.

Enano, Jhesset O. (2018, December 1). No More 'Business as Usual ': Climate

Change Requires PH to Walk the Talk. Philippine Daily Inquirer, p. A4.

Santos, Elmor CNN Philippines (2016, January 21). Philippines among world's most disaster-prone countries. CNN Philippines.

<http://cnnphilippines.com/news/2015/11/25/philippines-fourth-most-disaster-prone-country.html>

Tuyay, Francisco. 13 Countries Send Troops to Help in Yolanda Rehab. Manila

Standard. <https://manilastandard.net/news/-main-stories/133741/13-countries-send-troops-to-help-in-yolanda-rehab-.html>.

Vergano, Dan. (2013, November 12). 5 Reasons the Philippines Is So Disaster

Prone. National Geographic.

<https://www.nationalgeographic.com/science/article/131111-philippines-dangers-haiyan-yolanda-death-toll-rises>.

ASEAN Declarations, Official Documents and Press Releases:

AHA Centre. (n.d.). List of Disaster Response. ASEAN. <https://ahacentre.org/list-of-disaster-responses/>

AHA CENTRE. (n.d.). What Do We Do? <https://ahacentre.org/what-we-do/>

ASEAN COMMUNITY VISION 2025. (2015, November 22). Kuala Lumpur, Malaysia. <https://www.asean.org/wp-content/uploads/images/2015/November/aec-page/ASEAN-Community-Vision-2025.pdf>

ASEAN Declaration on Natural Disasters. (1976, June 26) Manila, Philippines. <http://www.ifrc.org/docs/idrl/N81EN.pdf>

ASEAN Disaster Recovery Reference Guide. (2016, April) <https://asean.org/asean2020/wp-content/uploads/2021/01/ASEAN-Disaster-Recovery-Reference-Guide-Final-Version-as-of-5-NOV-2016.pdf>

ASEAN SASOP (Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations Version 3.0. (2022, February). East Jakarta, Indonesia. https://ahacentre.org/wp-content/uploads/2022/05/SASOP-V3_approved.pdf

ASEAN to strengthen its health response to disaster. (2016, September 29). <https://asean.org/asean-to-strengthen-its-health-response-to-disasters/>

Bangkok Declaration. (1967, August 8). <https://agreement.asean.org/media/download/20140117154159.pdf>

Treaty of Amity and Cooperation (TAC) in Southeast Asia. (1976, February 24) Bali, Indonesia. <https://asean-aipr.org/wp-content/uploads/2018/07/Treaty-of-Amity-and-Cooperation-in-Southeast-Asia-1976-TAC.pdf>

- Karral, Adelina, et. al. (2014, October). Weathering the Perfect Storm - Lessons Learnt on the ASEAN's Response to the Aftermath of Typhoon Haiyan. Jakarta, Indonesia: ASEAN Secretariat
- DelRosario, Eduardo Del Rosario. (2013, November 6-9). National Disaster Risk & Reduction Management Council.
https://ndrrmc.gov.ph/attachments/article/1329/FINAL_REPORT_re_Effects_of_Typhoon_YOLANDA_HAIYAN_06-09NOV2013.pdf
- Guterres, Antonio. (2021, November 13). Secretary-General's Statement on the Conclusion of the U.N. Climate Change Conference COP26. Glasgow, United Kingdom. <https://www.un.org/sg/en/node/260645>
- House of Representatives. (2021, February). Global Climate Risk Index 2021. Facts in Figures. Congressional Policy and Budget Research Department. House of Representatives. (No. 09).
https://cpbrd.congress.gov.ph/images/PDF%20Attachments/Facts%20in%20Figures/FF2021-09_Global_Climate_Risk.pdf.
- Mahiwo, Sylvano. ASEAN in the Meta-Nation State. Los Banos, Laguna: U.P. Open University. <https://www.youtube.com/watch?v=iEdeDJ8C1So>
- Mochtan, AKP. (n.d.) The 2015 ASEAN Community Building & Post-2016 ASEAN. <https://asean.org/wp-content/uploads/images/resources/2014/Feb/asean%20community%20building%20%20-%20akpm%20-%20lecture%20%20acj%20-%20feb%202014.pdf>
- Office of the Press Secretary, The White House. (2013, November 13). <https://obamawhitehouse.archives.gov/the-press-office/2013/11/19/fact-sheet-us-response-typhoon-haiyan>

United Nations. (n.d.) What is Climate Change?

<https://www.un.org/en/climatechange/what-is-climate-change>

The United Nations Office for Disaster Risk Reduction. (n.d.). What is the Hyogo

Framework for Actions? <https://eird.org/regional/hyogo-framework.html>

PAG-ASA. (2013, November 6). Severe Weather Bulletin Number One. Tropical

Cyclone Warning: Typhoon Yolanda (Haiyan).

PAG-ASA. (2013, November 7). Severe Weather Bulletin Number (Erratum) .

Tropical Cyclone Warning: Typhoon Yolanda (Haiyan).

PAG-ASA (2013, November 8) Severe Weather Bulletin Number Six. Tropical

Cyclone Warning: Typhoon Yolanda (Haiyan).

[https://www.facebook.com/PAGASA.DOST.GOV.PH/photos/severe-weather-](https://www.facebook.com/PAGASA.DOST.GOV.PH/photos/severe-weather-bulletin-6tropical-cyclone-warning-typhoon-yolandaph-haiyanissued/475004425942805/)

[bulletin-6tropical-cyclone-warning-typhoon-yolandaph-](https://www.facebook.com/PAGASA.DOST.GOV.PH/photos/severe-weather-bulletin-6tropical-cyclone-warning-typhoon-yolandaph-haiyanissued/475004425942805/)

[haiyanissued/475004425942805/](https://www.facebook.com/PAGASA.DOST.GOV.PH/photos/severe-weather-bulletin-6tropical-cyclone-warning-typhoon-yolandaph-haiyanissued/475004425942805/)

2009 UNISDR Terminology on Disaster Risk Reduction. (2009, May). United Nations

International Strategy for Disaster Reduction (UNISDR). Geneva, Switzerland.

https://www.unisdr.org/files/7817_UNISDRTerminologyEnglish.pdf

APPENDICES

THE ASEAN DECLARATION (BANGKOK DECLARATION)
BANGKOK, 8 AGUSTUS 1967

The Presidium Minister for Political Affairs/Minister for Foreign Affairs of Indonesia, the Deputy Prime Minister of Malaysia, the Secretary of Foreign Affairs of the Philippines, the Minister for Foreign Affairs of Singapore and the Minister of Foreign Affairs of Thailand:

MINDFUL of the existence of mutual interest and common problems among countries of South-East Asia and convinced of the need to strengthen further the existing bonds of regional solidarity and cooperation;

DESIRING to establish a firm foundation for common action to promote regional cooperation in South-East Asia in the spirit of equality and partnership and thereby contribute towards peace, progress and prosperity in the region;

CONSCIOUS that in an increasingly interdependent world, the cherished ideals of peace, freedom, social justice and economic well-being are best attained by fostering good understanding good neighbourliness and meaningful cooperation among the countries of the region already bound together by ties of history and culture;

CONSIDERING that the countries of South-East Asia share a primary responsibility for strengthening the economic and social stability of the region and ensuring their peaceful and progressive national development, and that they are determined to ensure their stability and security from external interference in any form or manifestation in order to preserve their national identities in accordance with the ideals and aspirations of their peoples;

AFFIRMING that all foreign bases are temporary and remain only with the expressed concurrence of the countries concerned and are not intended to be used directly or indirectly to subvert the national independence and freedom of States in the area or prejudice the orderly processes of their national development;



DO HEREBY DECLARE:

FIRST, the establishment of an Association for Regional Cooperation among the countries of South-East Asia to be known as the Association of South-East Asian Nations (ASEAN).

SECOND, that the aims and purposes of the Association shall be:

1. To accelerate the economic growth, social progress and cultural development in the region through joint endeavours in the spirit of equality and partnership in order to strengthen the foundation for a prosperous and peaceful community of South-East Asian Nations;
2. To promote regional peace and stability through abiding respect for justice and the rule of law in the relationship among countries of the region and adherence to the principles of the United Nations Charter;
3. To promote active collaboration and mutual assistance on matters of common interest in the economic, social, cultural, technical, scientific and administrative fields;
4. To provide assistance to each other in the form of training and research facilities in the educational, professional, technical and administrative spheres;
5. To collaborate more effectively for the greater utilization of their agriculture and industries, the expansion of their trade, including the study of the problems of international commodity trade, the improvement of their transportation and communication facilities and the raising of the living standards of their peoples;



6. To promote South-East Asian studies;
7. To maintain close and beneficial cooperation with existing international and regional organizations with similar aims and purposes, and explore all avenues for even closer cooperation among themselves.

THIRD, that to carry out these aims and purposes, the following machinery shall be established:

- (a) Annual Meeting of Foreign Ministers, which shall be by rotation and referred to as ASEAN Ministerial Meeting Special Meetings of Foreign Ministers may be convened as required.
- (b) A Standing Committee, under the chairmanship of the Foreign Minister of the host country or his representative and having as its members the accredited Ambassadors of the other member countries, to carry on the work of the Association in between Meetings of Foreign Ministers.
- (c) Ad-Hoc Committees and Permanent Committees of specialist and officials on specific subjects.
- (d) A National Secretariat in each member country to carry out the work of the Association on behalf of that country and to service the Annual or Special Meetings of Foreign Ministers, the Standing Committee and such other committees as may hereafter be established.

FOURTH, that the Association is open for participation to all States in the South-East Asian Region subscribing to the aforementioned aims, principles and purposes.



FIFTH, that the Association represent the collective will of the nations of South-East Asia to bind themselves together in friendship and cooperation and, through joint efforts and sacrifices, secure for their peoples and for posterity the blessings of peace, freedom and prosperity.

DONE in Bangkok on the Eighth Day of August in the Year One Thousand Nine Hundred and Sixty-Seven.

FOR THE REPUBLIC OF INDONESIA

ADAM MALIK

**Presidium Minister for Political Affairs/
Minister for Foreign Affairs**

FOR MALAYSIA

TUN ABDUL RAZAK

**Deputy Prime Minister,
Minister of Defence and
Minister of National Development**



FOR THE REPUBLIC OF THE PHILIPPINES

NARSISCO RAMOS
Secretary of Foreign Affairs

FOR THE REPUBLIC OF SINGAPORE

S RAJARATNAM
Minister of Foreign Affairs

FOR THE KINGDOM OF THAILAND

THANAT KHOMAN
Minister of Foreign Affairs

Copy naskah resmi

Certified true Copy

**Direktur Perjanjian Internasional
Departemen Luar Negeri**

**Director, Legal and treaties Affairs
Department of Foreign Affairs.**



TREATY OF AMITY AND COOPERATION
IN SOUTHEAST ASIA

P R E A M B L E

The High Contracting Parties :

CONSCIOUS of the existing ties of history, geography and culture, which have bound their peoples together;

ANXIOUS to promote regional peace and stability through abiding respect for justice and the rule of law and enhancing regional resilience in their relations;

DESIRING to enhance peace, friendship and mutual cooperation on matters affecting Southeast Asia consistent with the spirit and principles of the Charter of the United Nations, the Ten Principles adopted by the Asian-African Conference in Bandung on 25 April 1955, the Declaration of the Association of Southeast Asian Nations signed in Bangkok on 8 August 1967, and the Declaration signed in Kuala Lumpur on 27 November 1971;

CONVINCED that the settlement of differences or disputes between their countries should be regulated by rational, effective and sufficiently flexible procedures, avoiding negative attitudes which might endanger or hinder cooperation;

BELIEVING in the need for cooperation with all peace-loving nations, both within and outside Southeast Asia, in the furtherance of world peace, stability and harmony;

SOLEMNLY AGREE to enter into a Treaty of Amity and Cooperation as follows :

CHAPTER I
PURPOSE AND PRINCIPLES

Article 1

The purpose of this Treaty is to promote perpetual peace, everlasting amity and cooperation among their peoples which would contribute to their strength, solidarity and closer relationship.

Article 2

In their relations with one another, the High Contracting Parties shall be guided by the following fundamental principles :

- a. Mutual respect for the independence, sovereignty, equality, territorial integrity and national identity of all nations;
- b. The right of every State to lead its national existence free from external interference, subversion or coercion;
- c. Non-interference in the internal affairs of one another;
- d. Settlement of differences or disputes by peaceful means;
- e. Renunciation of the threat or use of force;
- f. Effective cooperation among themselves.

CHAPTER II
A M I T Y

Article 3

In pursuance of the purpose of this Treaty the High Contracting Parties shall endeavour to develop and strengthen the traditional, cultural and historical ties of friendship, good neighbourliness and cooperation which bind them together and shall fulfil in good faith the obligations assumed under this Treaty. In order to promote closer understanding among them, the High Contracting Parties shall encourage and facilitate contact and intercourse among their peoples.

CHAPTER III
COOPERATION

Article 4

The High Contracting Parties shall promote active cooperation in the economic, social, cultural, technical, scientific and administrative fields as well as in matters of common ideals and aspirations of international peace and stability in the region and all other matters of common interest.

Article 5

Pursuant to Article 4 the High Contracting Parties shall exert their maximum efforts multilaterally as well as bilaterally on the basis of equality, non-discrimination and mutual benefit.

Article 6

The High Contracting Parties shall collaborate for the acceleration of the economic growth in the region in order to strengthen the foundation for a prosperous and peaceful community of nations in Southeast Asia. To this end, they shall promote the greater utilization of their agriculture and industries, the expansion of their trade and the improvement of their economic infra-structure for the mutual benefit of their peoples. In this regard, they shall continue to explore all avenues for close and beneficial cooperation with other States as well as international and regional organisations outside the region.

Article 7

The High Contracting Parties, in order to achieve social justice and to raise the standards of living of the peoples of the region, shall intensify economic cooperation. For this purpose, they shall adopt appropriate regional strategies for economic development and mutual assistance.

Article 8

The High Contracting Parties shall strive to achieve the closest cooperation on the widest scale and shall seek to provide assistance to one another in the form of training and research facilities in the social, cultural, technical, scientific and administrative fields.

Article 9

The High Contracting Parties shall endeavour to foster cooperation in the furtherance of the cause of peace, harmony and stability in the region. To this end, the High Contracting Parties shall maintain regular contacts and consultations with one another on international and regional matters with a view to coordinating their views, actions and policies.

Article 10

Each High Contracting Party shall not in any manner or form participate in any activity which shall constitute a threat to the political and economic stability, sovereignty, or territorial integrity of another High Contracting Party.

Article 11

The High Contracting Parties shall endeavour to strengthen their respective national resilience in their political, economic, socio-cultural as well as security fields in conformity with their respective ideals and aspirations, free from external interference as well as internal subversive activities in order to preserve their respective national identities.

Article 12

The High Contracting Parties in their efforts to achieve regional prosperity and security, shall endeavour to cooperate in all fields for the promotion of regional resilience, based on the principles of self-confidence, self-reliance, mutual respect, cooperation and solidarity which will constitute the foundation for a strong and viable community of nations in Southeast Asia.

CHAPTER IV
PACIFIC SETTLEMENT OF DISPUTES

Article 13

The High Contracting Parties shall have the determination and good faith to prevent disputes from arising. In case disputes on matters directly affecting them should arise, especially disputes likely to disturb regional peace and harmony, they shall refrain from the threat or use of force and shall at all times settle such disputes among themselves through friendly negotiations.

Article 14

To settle disputes through regional processes, the High Contracting Parties shall constitute, as a continuing body, a High Council comprising a Representative at ministerial level from each of the High Contracting Parties to take cognizance of the existence of disputes or situations likely to disturb regional peace and harmony.

Article 15

In the event no solution is reached through direct negotiations, the High Council shall take cognizance of the dispute or the situation and shall recommend to the parties in dispute appropriate means of settlement such as good offices, mediation, inquiry or conciliation. The High Council may however offer its good offices, or upon agreement of the parties in dispute, constitute itself into a committee of mediation, inquiry or conciliation. When deemed necessary, the High Council shall recommend appropriate measures for the prevention of a deterioration of the dispute or the situation.

Article 16

The foregoing provisions of this Chapter shall not apply to a dispute unless all the parties to the dispute agree to their application to that dispute. However, this shall not preclude the other High Contracting Parties not party to the dispute from offering all possible assistance to settle the said dispute. Parties to the dispute should be well disposed towards such offers of assistance.

Article 17

Nothing in this Treaty shall preclude recourse to the modes of peaceful settlement contained in Article 33 (1) of the Charter of the United Nations. The High Contracting Parties which are parties to a dispute should be encouraged to take initiatives to solve it by friendly negotiations before resorting to the other procedures provided for in the Charter of the United Nations.

CHAPTER V
GENERAL PROVISIONS

Article 18

This Treaty shall be signed by the Republic of Indonesia, Malaysia, the Republic of the Philippines, the Republic of Singapore and the Kingdom of Thailand. It shall be ratified in accordance with the constitutional procedures of each signatory State.

It shall be open for accession by other States in Southeast Asia.

Article 19

This Treaty shall enter into force on the date of the deposit of the fifth instrument of ratification with the Governments of the signatory States which are designated Depositories of this Treaty and of the instruments of ratification or accession.

Article 20

This Treaty is drawn up in the official languages of the High Contracting Parties, all of which are equally authoritative. There shall be an agreed common translation of the texts in the English language. Any divergent interpretation of the common text shall be settled by negotiation.

IN FAITH THEREOF the High Contracting Parties have signed the Treaty and have hereto affixed their Seals.

DONE at Denpasar, Bali, this twenty-fourth day of February in the year one thousand nine hundred and seventy-six.

Untuk Republik Indonesia
Bagi Pihak Republik Indonesia
Para sa Republika ng Indonesya
สำหรับสาธารณรัฐอินโดนีเซีย
For the Republic of Indonesia

.....
Soeharto,
President

Untuk Malaysia
Bagi Pihak Malaysia
Para sa Malaysia
สำหรับมาเลเซีย
For Malaysia

Datuk Hussein Onn,
Prime Minister

Untuk Republik Pilipina
Bagi Pihak Republik Filipina
Para sa Republika ng Pilipinas
สำหรับสาธารณรัฐฟิลิปปินส์
For the Republic of the Philippines

Ferdinand E. Marcos,
President

Untuk Republik Singapura
Bagi Pihak Republik Singapura
Para sa Republika ng Singapore
สำหรับสาธารณรัฐสิงคโปร์
For the Republic of Singapore

Lee Kuan Yew,
Prime Minister

Untuk Kerajaan Thailand
Bagi Pihak Thailand
Para sa Kaharian ng Thailand
สำหรับราชอาณาจักรไทย
For the Kingdom of Thailand

Kukrit Pramoj,
Prime Minister

ASEAN DECLARATION FOR MUTUAL ASSISTANCE
ON NATURAL DISASTERS

Manila, 26 June 1976

The Foreign Ministers of the Republic of Indonesia, Malaysia, the Republic of the Philippines, the Republic of Singapore and the Kingdom of Thailand:

REPRESENTING the Member Countries of the Association of South East Asian Nations (hereinafter referred to as ASEAN):

DESIRING to accelerate and intensify the implementation of the aims and purposes of the Association as embodied in the Bangkok Declaration of 1967 and the Declaration of ASEAN Concord of 1976;

AWARE of the serious consequences of natural disasters on the economic and social development of countries especially those of the region:

CONSIDERING that the capacity of each Member Country may be *inadequate* to provide relief in calamities of major magnitude:

BEARING IN MIND that there may arise an urgent need for mutual assistance in the mitigation of the effects of natural disasters and for speedy action for the rescue and relief of victims of natural disasters;

AND INVOKING the ASEAN spirit of mutual help and cooperation;

DO HEREBY DECLARE THAT:

I

The Member Countries shall, within their respective capabilities, cooperate in the

- a. improvement of communication channels among themselves as regards disaster warning;
- b. exchange of experts and trainees
- c. exchange of information and documents; and
- d. dissemination of medical supplies, services and relief assistance.

II

Each Member Country shall designate a national government agency to be its internal coordinating body which will gather, collate and

exchange data pertaining to natural disasters, and that these agencies will be principally responsible for implementing the cooperation envisioned above;

III

Each Member Country shall:

- a. in cases of calamities of major magnitude, upon the request from an affected Member Country, within its capability extend such assistance as may be needed;
- b. on prior notification, undertake immediate internal arrangements to facilitate the transit, through their respective territories, of vessels, aircraft, authorized personnel, supplies and equipment bound for the territory of a distressed Member Country, subject to compliance of such requirements or formalities as may be prescribed by its laws:

IV

A Member Country requesting assistance shall undertake internal administrative arrangements necessary to facilitate the entry of necessary vessels, aircraft, authorized personnel, supplies and equipment free from government taxes and any other duties or charges for the purpose of rescue and relief.

DONE in Manila on the twenty-sixth day of June, 1976.



ASEAN AGREEMENT ON DISASTER MANAGEMENT AND EMERGENCY RESPONSE

The Parties to this Agreement,

REAFFIRMING their commitment to the aims and purposes of the Association of Southeast Asian Nations (ASEAN) as set forth in the Bangkok Declaration of 8 August 1967, in particular, to promote regional co-operation in Southeast Asia in the spirit of equality and partnership and thereby contribute towards peace, progress and prosperity in the region;

REAFFIRMING ALSO the objectives and principles of the Declaration of ASEAN Concord I of 24 February 1976, *inter alia*, declaring that within their capabilities Member Countries shall extend assistance for relief of Member Countries in distress, and the Declaration of ASEAN Concord II of 7 October 2003 where ASEAN shall, through the ASEAN Socio-Cultural Community, intensify co-operation in addressing problems associated with, *inter alia*, disaster management in the region to enable individual members to fully realise their development potentials to enhance the mutual ASEAN spirit;

REAFFIRMING ALSO the provisions of the Vientiane Action Programme 2004-2010 to pursue the comprehensive integration of ASEAN towards the realisation of an open, dynamic and resilient ASEAN Community by 2020 as envisioned in the Declaration of ASEAN Concord II through the action plans of the ASEAN Security Community (ASC), the ASEAN Socio-Cultural Community (ASCC) and the Recommendations of the High-Level Task Force on ASEAN Economic Integration;

RECALLING the Declaration on Action to Strengthen Emergency Relief, Rehabilitation, Reconstruction and Prevention in the Aftermath of the Earthquake and Tsunami Disaster of 26 December 2004, adopted at the Special ASEAN Leaders' Meeting on the Aftermath of Earthquake and Tsunami held in Jakarta on 6 January 2005;

RECALLING ALSO the ASEAN Declaration on Mutual Assistance on Natural Disasters of 26 June 1976, which calls on Member Countries to, *inter alia*, co-operate in the improvement of disaster management capacities, and in case of calamities, to extend assistance as may be needed upon the request from an affected Member Country;

RECALLING ALSO the ASEAN Agreement on Transboundary Haze Pollution of 10 June 2002, which provides the co-operative framework to prevent, monitor, mitigate and respond to trans-boundary haze pollution in the overall context of sustainable development;

RECALLING ALSO the ASEAN Agreement for the Facilitation of Search for Aircrafts in Distress and Rescue of Survivors of Aircraft Accidents of 14 April 1972 and the ASEAN Agreement for the Facilitation of Search of Ships in Distress and Rescue of Survivors of Ship Accidents of 15 May 1975, which call on ASEAN Member Countries to, *inter alia*, provide measures of assistance to aircrafts and ships in distress in their territories and to ensure entry and co-ordination of qualified personnel required for search and rescue operations;

RECALLING ALSO the Agreement on the ASEAN Food Security Reserve of 4 October 1979, which calls for effective and concerted effort to establish a food security reserve among ASEAN Member Countries to strengthen national and regional resilience and solidarity by, *inter alia*, establishing the ASEAN Emergency Rice Reserve for the purpose of meeting emergency requirements;

RECALLING ALSO United Nations General Assembly Resolution 59/279 of 19 January 2005 to strengthen emergency relief, rehabilitation, reconstruction and prevention in the aftermath of the Indian Ocean tsunami disaster; United Nations General Assembly Resolution 46/182 of 19 December 1991 to adopt an integrated approach for disaster management in all its aspects and to initiate a process towards a global culture of prevention; United Nations General Assembly Resolution 57/578 of 10 December 2002, which, *inter alia*, encourages the strengthening of co-operation among States at the regional and sub-regional levels in the field of disaster preparedness and response with particular respect to capacity-building at all levels;

RECALLING ALSO the Hyogo Declaration and the Hyogo Framework for Action set out by the World Conference on Disaster Reduction in January 2005, which, among others, stress the need to strengthen and when necessary develop co-ordinated regional approaches, and create or upgrade regional policies, operational mechanisms, plans and communication systems to prepare for and ensure rapid and effective disaster response in situations that exceed national coping capacities;

DETERMINED to give effect to the ASEAN Regional Programme on Disaster Management 2004 - 2010, which calls for the implementation of various project proposals and priority project proposals including the establishment of an ASEAN Response Action Plan;

CONCERNED by the increasing frequency and scale of disasters in the ASEAN region and their damaging impacts both short-term and long-term;

CONVINCED that an essential means to achieve such collective action is the conclusion and effective implementation of this Agreement;

Have agreed as follows:

PART I. GENERAL PROVISIONS

Article 1 Use of Terms

For the purposes of this Agreement:

1. "Assisting Entity" means a State, international organisation, and any other entity or person that offers and/or renders assistance to a Receiving Party or a Requesting Party in the event of a disaster emergency.
2. "Competent Authorities" means one or more entities designated and authorised by each Party to act on its behalf in the implementation of this Agreement.
3. "Disaster" means a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses.
4. "Disaster management" means the range of activities, prior to, during and after the disasters, designed to maintain control over disasters and to provide a framework for helping at-risk persons and/or communities to avoid, minimise or recover from the impact of the disasters.
5. "Disaster risk" means the probability of harmful consequences, or expected losses in terms of deaths, injuries, property, livelihoods, economic activity or damage to the environment resulting from interactions between natural or human-induced hazards and vulnerable conditions.
6. "Disaster risk reduction" means a conceptual framework of elements considered with the possibilities to minimise

vulnerabilities and disaster risks throughout a society, to avoid through prevention or to limit through mitigation and preparedness the adverse impacts of hazards, within the broad context of sustainable development.

7. "Disaster emergency" means a situation where a Party declares that it is unable to cope with a disaster.
8. "National Focal Point" means an entity designated and authorised by each Party to receive and transmit information pursuant to the provisions of this Agreement.
9. "Hazard" means a potentially damaging physical event, phenomenon and/or human activity, which may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.
10. "Member State" means a Member Country of the Association of Southeast Asian Nations.
11. "Party" means a Member State that has consented to be bound by this Agreement and for which the Agreement is in force.
12. "Receiving Party" means a Party that accepts assistance offered by an Assisting Entity or Entities in the event of a disaster emergency.
13. "Requesting Party" means a Party that requests from another Party or Parties assistance in the event of a disaster emergency.

Article 2

Objective

The objective of this Agreement is to provide effective mechanisms to achieve substantial reduction of disaster losses in lives and in the social, economic and environmental

assets of the Parties, and to jointly respond to disaster emergencies through concerted national efforts and intensified regional and international co-operation. This should be pursued in the overall context of sustainable development and in accordance with the provisions of this Agreement.

Article 3 Principles

The Parties shall be guided by the following principles in the implementation of this Agreement:

1. The sovereignty, territorial integrity and national unity of the Parties shall be respected, in accordance with the Charter of the United Nations and the Treaty of Amity and Cooperation in Southeast Asia, in the implementation of this Agreement. In this context, each affected Party shall have the primary responsibility to respond to disasters occurring within its territory and external assistance or offers of assistance shall only be provided upon the request or with the consent of the affected Party.
2. The Requesting or Receiving Party shall exercise the overall direction, control, co-ordination and supervision of the assistance within its territory.
3. The Parties shall, in the spirit of solidarity and partnership and in accordance with their respective needs, capabilities and situations, strengthen co-operation and co-ordination to achieve the objectives of this Agreement.
4. The Parties shall give priority to prevention and mitigation, and thus shall take precautionary measures to prevent, monitor and mitigate disasters.

5. The Parties shall, to the extent possible, mainstream disaster risk reduction efforts into sustainable development policies, planning and programming at all levels.
6. The Parties, in addressing disaster risks, shall involve, as appropriate, all stakeholders including local communities, non-governmental organisations and private enterprises, utilising, among others, community-based disaster preparedness and early response approaches.

Article 4

General Obligations

In pursuing the objective of this Agreement, the Parties shall:

- a. co-operate in developing and implementing measures to reduce disaster losses including identification of disaster risk, development of monitoring, assessment and early warning systems, standby arrangements for disaster relief and emergency response, exchange of information and technology, and the provision of mutual assistance;
- b. immediately respond to a disaster occurring within their territory. When the said disaster is likely to cause possible impacts on other Member States, respond promptly to a request for relevant information sought by a Member State or States that are or may be affected by such disasters, with a view to minimising the consequences;
- c. promptly respond to a request for assistance from an affected Party; and

- d. take legislative, administrative and other measures as necessary to implement their obligations under this Agreement.

PART II. DISASTER RISK IDENTIFICATION, ASSESSMENT AND MONITORING

Article 5 Risk Identification and Monitoring

1. Each Party shall take appropriate measures to identify disaster risks in its respective territories covering, among others, the following aspects:
 - a. natural and human-induced hazards;
 - b. risk assessment;
 - c. monitoring of vulnerabilities; and
 - d. disaster management capacities.
2. The Parties shall assign risk levels to each identified hazard according to agreed criteria.
3. Each Party shall ensure that its National Focal Point, at agreed regular intervals, communicates the above information to the ASEAN Co-ordinating Centre for Humanitarian Assistance on disaster management, hereinafter referred to as "the AHA Centre", established in accordance with Article 20 of this Agreement.
4. The AHA Centre shall receive and consolidate data as analysed by and recommendations on risk level from the National Focal Points. On the basis of such information, the AHA Centre shall disseminate to each Party, through its National Focal Point, the analysed data and risk level arising from the identified hazards. The AHA Centre may

also, where appropriate, conduct analysis on possible regional-level implications.

PART III. DISASTER PREVENTION AND MITIGATION

Article 6 Prevention and Mitigation

1. The Parties shall, jointly or individually, develop strategies to identify, prevent and reduce risks arising from hazards.
2. Each Party shall undertake measures to reduce losses from disasters which include:
 - a. developing and implementing legislative and other regulatory measures, as well as policies, plans, programmes and strategies;
 - b. strengthening local and national disaster management capability and co-ordination;
 - c. promoting public awareness and education and strengthening community participation; and
 - d. promoting and utilising indigenous knowledge and practices.
3. The Parties shall co-operate in developing and implementing regional disaster prevention and mitigation programmes to complement national-level efforts.

PART IV. DISASTER PREPAREDNESS

Article 7 Disaster Early Warning

1. The Parties shall, as appropriate, establish, maintain and periodically review national disaster early warning arrangements including:
 - a. regular disaster risk assessment;
 - b. early warning information systems;
 - c. communication network for timely delivery of information; and
 - d. public awareness and preparedness to act upon the early warning information.
2. The Parties shall co-operate, as appropriate, to monitor hazards which have trans-boundary effects, to exchange information and to provide early warning information through appropriate arrangements.

Article 8 Preparedness

1. The Parties shall, jointly or individually, develop strategies and contingency/response plans to reduce losses from disasters.
2. The Parties shall, as appropriate, prepare Standard Operating Procedures for regional co-operation and national action required under this Agreement including the following:
 - a. regional standby arrangements for disaster relief and emergency response;

- b. utilisation of military and civilian personnel, transportation and communication equipment, facilities, goods and services and to facilitate their trans-boundary movement; and
 - c. co-ordination of joint disaster relief and emergency response operations.
- 3. The Parties shall, jointly or individually enhance their national capacities, as appropriate, inter alia, to:
 - a. facilitate mobilisation of national resources to support such regional standby arrangements for disaster relief and emergency response;
 - b. co-ordinate with the ASEAN Food Security Reserve Board to facilitate release of rice from the ASEAN Emergency Rice Reserve; and
 - c. conduct training and exercises to attain and maintain the relevance and applicability of such Standard Operating Procedures.
- 4. Each Party shall regularly inform the AHA Centre of its available resources for the regional standby arrangements for disaster relief and emergency response.
- 5. The AHA Centre shall facilitate the establishment, maintenance and periodical review of regional standby arrangements for disaster relief and emergency response.
- 6. The AHA Centre shall facilitate periodic review of regional standard operating procedures.

Article 9
**ASEAN Standby Arrangements for Disaster Relief and
Emergency Response**

1. On a voluntary basis, each Party shall earmark assets and capacities, which may be available for the regional standby arrangements for disaster relief and emergency response, such as:
 - a. emergency response/search and rescue directory;
 - b. military and civilian assets;
 - c. emergency stockpiles of disaster relief items; and
 - d. disaster management expertise and technologies.
2. Such earmarked assets and capacities shall be communicated to each Party as well as the AHA Centre and updated as necessary by the Party concerned.
3. The AHA Centre shall consolidate, update and disseminate the data on such earmarked assets and capacities, and communicate with the Parties for their utilisation.
4. To facilitate the utilisation of assets provided for in paragraph 1, each Party shall designate a network of pre-designated areas as entry points for supplies and expertise from Assisting Entities.

PART V. EMERGENCY RESPONSE

Article 10
National Emergency Response

1. Each Party shall ensure according to their national legislation that the necessary measures are taken to

mobilise equipment, facilities, materials, human and financial resources required to respond to disasters.

2. Each Party may forthwith inform other Parties and the AHA Centre of such measures.

Article 11

Joint Emergency Response through the Provision of Assistance

1. If a Party needs assistance in the event of a disaster emergency within its territory, it may request such assistance from any other Party, directly or through the AHA Centre, or, where appropriate, from other entities.
2. Assistance can only be deployed at the request, and with the consent, of the Requesting Party, or, when offered by another Party or Parties, with the consent of the Receiving Party.
3. The Requesting Party shall specify the scope and type of assistance required and, where practicable, provide the Assisting Entity with such information as may be necessary for that Party to determine the extent to which it is able to meet the request. In the event that it is not practicable for the Requesting Party to specify the scope and type of assistance required, the Requesting Party and Assisting Entity shall, in consultation, jointly assess and decide upon the scope and type of assistance required.
4. Each Party to which a request for assistance is directed shall promptly decide and notify the Requesting Party, directly or through the AHA Centre, whether it is in a position to render the assistance requested, and of the scope and terms of such assistance.
5. Each Party to which an offer of assistance is directed shall promptly decide and notify the Assisting Entity, directly or

through the AHA Centre, whether it is in a position to accept the assistance offered, and of the scope and terms of such assistance.

6. The Parties shall, within the limits of their capabilities, identify and notify the AHA Centre of military and civilian personnel, experts, equipment, facilities and materials which could be made available for the provision of assistance to other Parties in the event of a disaster emergency as well as the terms, especially financial, under which such assistance could be provided.

Article 12

Direction and Control of Assistance

Unless otherwise agreed:

1. The Requesting or Receiving Party shall exercise the overall direction, control, co-ordination and supervision of the assistance within its territory. The Assisting Entity shall, where the assistance involves military personnel and related civilian officials, designate in consultation with the Requesting or Receiving Party, a person who shall be in charge of and retain immediate operational supervision over the personnel and the equipment provided by it. The designated person, referred to as the Head of the assistance operation, shall exercise such supervision in co-operation with the appropriate authorities of the Requesting or Receiving Party.
2. The Requesting or Receiving Party shall provide, to the extent possible, local facilities and services for the proper and effective administration of the assistance. It shall also ensure the protection of personnel, equipment and materials brought into its territory by or on behalf of the Assisting Entity for such purposes. Such military personnel and related civilian officials are not to carry arms.

3. The Assisting Entity and Receiving Party shall consult and co-ordinate with each other with regard to any claims, other than an act of gross negligence or contractual claims against each other, for damage, loss or destruction of the other's property or injury or death to personnel of both Parties arising out of the performance of their official duties.
4. The relief goods and materials provided by the Assisting Entity should meet the quality and validity requirements of the Parties concerned for consumption and utilisation.

Article 13

Respect of National Laws and Regulations

1. Members of the assistance operation shall refrain from any action or activity incompatible with the nature and purpose of this Agreement.
2. Members of the assistance operation shall respect and abide by all national laws and regulations. The Head of the assistance operation shall take all appropriate measures to ensure observance of national laws and regulations. Receiving Party shall co-operate to ensure that members of the assistance operation observe national laws and regulations.

Article 14

Exemptions and Facilities in Respect of the Provision of Assistance

In accordance with its national laws and regulations, the Requesting or Receiving Party shall:

- a. accord the Assisting Entity exemptions from taxation, duties and other charges of a similar nature on the

importation and use of equipment including vehicles and telecommunications, facilities and materials brought into the territory of the Requesting or Receiving Party for the purpose of the assistance;

- b. facilitate the entry into, stay in and departure from its territory of personnel and of equipment, facilities and materials involved or used in the assistance; and
- c. co-operate with the AHA Centre, where appropriate, to facilitate the processing of exemptions and facilities in respect of the provision of assistance.

Article 15

Identification

1. Military personnel and related civilian officials involved in the assistance operation shall be permitted to wear uniforms with distinctive identification while performing official duties.
2. For the purpose of entry into and departure from the territory of the Receiving Party, members of the assistance operation shall be required to have:
 - a. an individual or collective movement order issued by or under the authority of the Head of the assistance operation or any appropriate authority of the Assisting Entity; and
 - b. a personal identity card issued by the appropriate authorities of the Assisting Entity.
3. Aircrafts and vessels used by the military personnel and related civilian officials of the Assisting Entity may use its registration and easily identifiable license plate without tax, licenses and/or any other permits. All authorised foreign military aircrafts will be treated as friendly aircrafts

and will receive open radio frequencies and Identification Friend or Foe (IFF) by the Receiving Party authorities.

Article 16

Transit of Personnel, Equipment, Facilities and Materials in Respect of the Provision of Assistance

1. Each Party shall, at the request of the Party concerned, seek to facilitate the transit through its territory of duly notified personnel, equipment, facilities and materials involved or used in the assistance to the Requesting or Receiving Party. The Party concerned shall exempt from taxation, duties and other charges of a similar nature for such equipment, facilities and materials.
2. AHA Centre, where possible and appropriate, shall facilitate the processing of transit of personnel, equipment, facilities and materials in respect of the provisions of assistance.

PART VI. REHABILITATION

Article 17 Rehabilitation

For the purpose of the implementation of this Agreement, the Parties shall, jointly or individually, develop strategies and implement programmes for rehabilitation as a result of a disaster. The Parties shall promote, as appropriate, bilateral, regional and international co-operation for rehabilitation as a result of a disaster.

PART VII. TECHNICAL CO-OPERATION AND SCIENTIFIC RESEARCH

Article 18 Technical Co-operation

1. In order to increase preparedness and to mitigate disasters, the Parties shall undertake technical co-operation, including the following:
 - a. facilitate mobilisation of appropriate resources both within and outside the Parties;
 - b. promote the standardisation of the reporting format of data and information;
 - c. promote the exchange of relevant information, expertise, technology, techniques and know-how;
 - d. provide or make arrangements for relevant training, public awareness and education, in particular, relating to disaster prevention and mitigation;
 - e. develop and undertake training programmes for policy makers, disaster managers and disaster responders at local, national and regional levels; and
 - f. strengthen and enhance the technical capacity of the Parties to implement this Agreement.
2. The AHA Centre shall facilitate activities for technical co-operation as identified in paragraph 1 above.

Article 19
Scientific and Technical Research

1. The Parties shall individually or jointly, including in co-operation with appropriate international organisations, promote and, whenever possible, support scientific and technical research programmes related to the causes and consequences of disasters and the means, methods, techniques and equipment for disaster risk reduction. In this regard, the protection of the Intellectual Property Rights of the Parties concerned must be respected.
2. The AHA Centre shall facilitate activities for scientific and technical research as identified in paragraph 1 above.

**PART VIII. ASEAN CO-ORDINATING CENTRE FOR
HUMANITARIAN ASSISTANCE**

Article 20
**ASEAN Co-ordinating Centre for Humanitarian
Assistance**

1. The ASEAN Co-ordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) shall be established for the purpose of facilitating co-operation and co-ordination among the Parties, and with relevant United Nations and international organisations, in promoting regional collaboration.
2. The AHA Centre shall work on the basis that the Party will act first to manage and respond to disasters. In the event that the Party requires assistance to cope with such a situation, in addition to direct request to any Assisting Entity, it may seek assistance from the AHA Centre to facilitate such request.

3. The AHA Centre shall carry out the functions as set out in **ANNEX** and any other functions as directed by the Conference of the Parties.

PART IX. INSTITUTIONAL ARRANGEMENTS

Article 21

Conference of the Parties

1. A Conference of the Parties is hereby established. The first meeting of the Conference of the Parties shall be convened by the Secretariat not later than one year after the entry into force of this Agreement. Thereafter, ordinary meetings of the Conference of the Parties shall continue to be held at least once every year, as far as possible, in conjunction with appropriate meetings of ASEAN.
2. Extraordinary meetings shall be held at any other time upon the request of one Party provided that such request is supported by at least one other Party.
3. The Conference of the Parties shall keep under continuous review and evaluation the implementation of this Agreement and to this end shall:
 - a. take such action as is necessary to ensure the effective implementation of this Agreement;
 - b. consider reports and other information which may be submitted by a Party directly or through the Secretariat;
 - c. consider and adopt protocols in accordance with Article 25 of this Agreement;
 - d. consider and adopt any amendment to this Agreement;

- e. adopt, review and amend as required any Annexes to this Agreement;
- f. establish subsidiary bodies as may be required for the implementation of this Agreement; and
- g. consider and undertake any additional action that may be required for the achievement of the objective of this Agreement.

Article 22

National Focal Point and Competent Authorities

1. Each Party shall designate a National Focal Point and one or more Competent Authorities for the purpose of implementation of this Agreement.
2. Each Party shall inform other Parties and the AHA Centre, of its National Focal Point and Competent Authorities, and of any subsequent changes in their designations.
3. The AHA Centre shall regularly and expeditiously provide to the Parties and as necessary to relevant international organisations the information referred to in paragraph 2 above.

Article 23

The Secretariat

1. The ASEAN Secretariat shall serve as the Secretariat to this Agreement.
2. The functions of the Secretariat shall include the following:
 - a. arrange for and service meetings of the Conference of the Parties and of other bodies established by this Agreement;

- b. transmit to the Parties notifications, reports and other information received in accordance with this Agreement;
- c. consider inquiries by and information from the Parties, and consult with them on questions relating to this Agreement;
- d. ensure the necessary co-ordination with other relevant international bodies and, in particular, to enter into administrative arrangements as may be required for the effective discharge of the Secretariat functions; and
- e. perform such other functions as may be assigned to it by the Parties.

Article 24

Financial Arrangements

1. A Fund is hereby established for the implementation of this Agreement.
2. It shall be known as the ASEAN Disaster Management and Emergency Relief Fund.
3. The Fund shall be administered by the ASEAN Secretariat under the guidance of the Conference of the Parties.
4. The Parties **shall**, in accordance with the decisions of the Conference of the Parties, make voluntary contributions to the Fund.
5. The Fund shall be open to contributions from other sources subject to the decision of or approval by the Parties.

6. The Parties may, where necessary, mobilise additional resources required for the implementation of this Agreement from relevant international organisations, in particular, regional financial institutions and the international donor community.

PART X. PROCEDURES

Article 25 Protocols

1. The Parties shall co-operate in the formulation and adoption of protocols to this Agreement, prescribing agreed measures, procedures and standards for the implementation of this Agreement.
2. The text of any proposed protocol shall be communicated to the Parties by the Secretariat at least sixty days before the opening of a Conference of the Parties.
3. The Conference of the Parties may, at ordinary meetings, adopt protocols to this Agreement by consensus of all Parties to this Agreement.
4. Any protocol to this Agreement adopted in accordance with the previous paragraph shall enter into force in conformity with the procedures as provided for in that protocol.

Article 26 Amendments to the Agreement

1. Any Party may propose amendments to the Agreement.
2. The text of any proposed amendment shall be communicated to the Parties by the Secretariat at least sixty days before the Conference of the Parties at which it

is proposed for adoption. The Secretariat shall also communicate proposed amendments to the signatories to the Agreement.

3. Amendments shall be adopted by consensus at an ordinary meeting of the Conference of the Parties.
4. Amendments to this Agreement shall be subject to ratification, approval or acceptance by the Parties to this Agreement. The Depositary shall circulate the adopted amendment to all Parties for their ratification, approval or acceptance. The amendment shall enter into force on the thirtieth day after the deposit with the Depositary of the instruments of ratification, approval or acceptance of all Parties.

Article 27

Adoption and Amendment of Annexes

1. Annexes to this Agreement shall form an integral part of the Agreement and, unless otherwise expressly provided, a reference to the Agreement constitutes at the same time a reference to the annexes thereto.
2. Annexes shall be adopted by consensus at an ordinary meeting of the Conference of the Parties.
3. Any Party may propose amendments to an Annex.
4. Amendments to an Annex shall be adopted by consensus at an ordinary meeting of the Conference of the Parties.
5. Annexes to this Agreement and amendments to the Annexes shall be subject to ratification, approval or acceptance. The Depositary shall circulate the adopted Annex or the adopted amendment to an Annex to all Parties for their ratification, approval or acceptance. The Annex or the amendment to an Annex shall enter into

force on the thirtieth day after the deposit with the Depositary of the instruments of ratification, approval or acceptance of all Parties.

Article 28

Rules of Procedure and Financial Rules

The first Conference of the Parties shall by consensus adopt rules of procedure for itself and financial rules for the ASEAN Disaster Management and Emergency Relief Fund to determine, in particular, the financial participation of the Parties to this Agreement.

Article 29

Reports

The Parties shall transmit to the Secretariat reports on the measures taken for the implementation of this Agreement in such form and at such intervals as determined by the Conference of the Parties.

Article 30

Relationship with Other Instruments

The provisions of this Agreement shall in no way affect the rights and obligations of any Party with regard to any existing treaty, convention or instrument to which they are Parties.

Article 31

Settlement of Disputes

Any dispute between Parties as to the interpretation or application of, or compliance with, this Agreement or any protocol thereto, shall be settled amicably by consultation or negotiation.

PART XI. FINAL CLAUSES

Article 32 Ratification, Acceptance, Approval and Accession

This Agreement shall be subject to ratification, acceptance, approval or accession by the Member States. Instruments of ratification, acceptance, approval or accession shall be deposited with the Depositary.

Article 33 Entry into Force

This Agreement shall enter into force on the sixtieth day after the deposit of the tenth instrument of ratification, acceptance, approval or accession.

Article 34 Reservations

Unless otherwise expressly provided by this Agreement no reservations may be made to the Agreement.

Article 35 Depositary

This Agreement shall be deposited with the Secretary-General of ASEAN, who shall promptly furnish each Member State a certified copy thereof and certified copies of protocols, annexes and amendments.

Article 36 Authentic Text

This Agreement shall be drawn up in the English language and shall be the authentic text.

IN WITNESS WHEREOF the undersigned, being duly authorised by their respective Governments have signed this Agreement.

DONE at Vientiane, Lao PDR, this Twenty-Sixth Day of July in the Year Two Thousand and Five, in a single copy in the English Language.

For Brunei Darussalam:

MOHAMED BOLKIAH
Minister of Foreign Affairs

For the Kingdom of Cambodia:

HOR/NAMHONG
Deputy Prime Minister and Minister of
Foreign Affairs and International Cooperation

For the Republic of Indonesia:

DR. N. HASSAN WIRAJUDA
Minister for Foreign Affairs

For Lao People's Democratic Republic:

SOMSAVAT LENGSAVAD

Deputy Prime Minister and Minister of Foreign Affairs

For Malaysia:

DATO/ SERI SYED HAMID ALBAR

Minister of Foreign Affairs

For the Union of Myanmar:

NYAN WIN

Minister for Foreign Affairs

For the Republic of the Philippines:

ALBERTO G. ROMULO

Secretary of Foreign Affairs

For the Republic of Singapore:

GEORGE YONG-BOON YEO
Minister for Foreign Affairs

For the Kingdom of Thailand:

DR. KANTATHI SUPHAMONGKHON
Minister of Foreign Affairs

For the Socialist Republic of Viet Nam

NGUYEN DY NIEN
Minister for Foreign Affairs

ANNEX

TERMS OF REFERENCE OF THE ASEAN CO-ORDINATING CENTRE FOR HUMANITARIAN ASSISTANCE (AHA CENTRE)

The ASEAN Co-ordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) shall be established for the purpose of facilitating co-operation and co-ordination among the Parties, and with relevant United Nations and international organisations, in promoting regional collaboration. To this end, it shall perform the following functions:

- (i) receive and consolidate data as analysed by and recommendations on risk level from the National Focal Points (Article 5.4);
- (ii) on the basis of such information, disseminate to each Party, through its National Focal Point, the analysed data and risk level arising from the identified hazards (Article 5.4);
- (iii) where appropriate, conduct analysis on possible regional-level implications (Article 5.4);
- (iv) receive information regarding available resources for the regional standby arrangements for disaster relief and emergency response (Article 8.4);
- (v) facilitate the establishment, maintenance and periodical review of regional standby arrangements for disaster relief and emergency response (Article 8.5);
- (vi) facilitate periodic review of regional standard operating procedures (Article 8.6);
- (vii) receive data on earmarked assets and capacities, which may be available for the regional standby arrangements for disaster relief and emergency response, as communicated by each Party, and their updates (Article 9.1);
- (viii) consolidate, update and disseminate the data on such earmarked assets and capacities, and communicate with the Parties for their utilisation (Article 9.2);

- (ix) receive information on measures taken by the Parties to mobilise equipment, facilities, materials, human and financial resources required to respond to disasters (Article 10.2);
- (x) facilitate joint emergency response (Article 11);
- (xi) where appropriate, facilitate the processing of exemptions and facilities in respect of the provision of assistance (Article 14.c);
- (xii) where possible and appropriate, facilitate the processing of transit of personnel, equipment, facilities and materials in respect of the provisions of assistance (Article 16.2);
- (xiii) facilitate activities for technical co-operation (Article 18.2);
- (xiv) facilitate activities for scientific and technical research (Article 19.2);
- (xv) receive from each Party information on designated National Focal Point and Competent Authorities and any subsequent changes in their designations (Article 22.2); and
- (xvi) regularly and expeditiously provide to the Parties and, as necessary, to relevant international organisations, information referred to in paragraph (xv) above (Article 22.3).

■ ■ ■

**FINANCIAL RULES FOR THE
ASEAN DISASTER MANAGEMENT AND EMERGENCY RELIEF
(ADMER) FUND**
(As of 14 March 2012)

A. REFERENCE

1. Article 24 of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) specifies, among others, that:

- that a Fund known as the ASEAN Disaster Management and Emergency Relief (ADMER) Fund will be established for the implementation of the Agreement;
- ASEAN Secretariat will administer the Fund under the guidance of the Conference of the Parties (COP);
- the Parties shall make voluntary contributions to the Fund;
- the Fund shall be open to contributions by other sources subject to the decision of the Parties; and
- where necessary, the Parties may mobilise additional resources from relevant international organisations, in particular regional financial institutions and the international donor community.

2. Article 28 of the AADMER indicates that the financial rules for the ADMER Fund shall be adopted by consensus by the first COP.

B. PURPOSES OF THE FUND

3. The ADMER Fund shall serve as a pool of financial resources to support the implementation of AADMER, in particular:

- (i) to provide emergency funds for emergency relief purposes, including but not limited to, the deployment of rapid assessment teams;
- (ii) to support the implementation of activities under the AADMER, including its Work Programme, project-based activities, and any other activity contributing to the AADMER; and
- (iii) to provide necessary resources to support the operational activities of the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre).

C. CONTRIBUTIONS TO THE FUND

4. Following the entry into force of the AADMER, each Party (i.e. ASEAN Member State) shall make initial voluntary contribution to the ADMER Fund. The initial amount should provide sufficient impetus to initiate and sustain the implementation of AADMER. This will demonstrate the Parties' commitment to the implementation of AADMER. The Parties, at any time, are encouraged to make additional voluntary contribution(s) in any amount in addition to their initial contributions.

5. Any unused Parties' contribution(s) provided to the AHA Centre will not be returned to the Parties. The utilisation of such funds will be decided by the Governing Board.

6. The ADMER Fund shall be open to contributions from other public and private sources, such as ASEAN Dialogue Partners, other donor countries, international organisations, funding agencies, and private sector. However, as far as possible, no restrictions or conditions shall be imposed by other public and private sources with regard to the use of their contributions. Any additional sources of funding shall be deemed supplementary to ASEAN's contribution, unless a generous donor/ source is identified.

D. MODALITIES OF THE FUND

7. The ADMER Fund is a replenishment fund, not an endowment fund. Otherwise, the Parties will have to make sure that there is sufficient amount in the capital account to generate an annual interest income that will be used to fund the proposed three components.

8. The ADMER Fund shall be administered by the ASEAN Secretariat under the guidance of the COP. The COP shall appoint the ASEAN Committee on Disaster Management (ACDM) as its subsidiary body to regularly oversee the administration of ADMER Fund.

9. The ACDM shall encourage all Parties, international organisations, Dialogue Partners, and other donors to make contributions for the ADMER Fund to provide resources required for implementing the above two components.

E. ARRANGEMENTS FOR UTILISING THE ADMER FUND

10. The COP shall have the overall responsibility on policy matters relating to the ADMER Fund.

11. The ACDM shall regularly oversee the administration of the ADMER Fund and give advice on matters relating to the administration of the Fund to the COP.

12. The Executive Director of the AHA Centre shall be responsible for the use of funds entrusted to the AHA Centre for emergency relief purposes and for the operational budget of the AHA Centre.

13. ASEAN Secretariat shall be responsible for the use of the ADMER Fund for AADMER Work Programme and its related activities under the direction of the ACDM.

14. Report on the utilisation and balance of ADMER Fund should be shared to all Member States every six months.

15. The ADMER Fund shall follow similar rules and conditions that are applied to the ASEAN Secretariat's Financial Rules and Procedures with regard to investment, disbursement, accounting and auditing procedures.

F. EXECUTIVE DIRECTOR OF THE AHA CENTRE

16. With regard to the ADMER Fund, the Executive Director shall have the following responsibilities:

- (i) Manage the utilisation of ADMER Fund for emergency relief purposes and for the operational budget of the AHA Centre;
- (ii) Report to the ACDM by preparing six-monthly reports on the financial utilisation of the ADMER Fund;
- (iii) Keep and maintain a reliable system of financial records based on the guidelines prescribed by the ACDM which could be examined by the ASEAN Audit Committee and the COP;
- (iv) Prepare work schedules of activities and financial requirements as basis for timely completion of the Centre' activities as well as timely submission of request for budget releases to the ACDM.

17. The Executive Director of AHA Centre shall be given a discretionary authority to release the disbursement of up to USD10,000 per incident for emergency relief purposes upon receiving a request from Party(ies). This shall be reported to the next meeting of the ACDM.

18. The Executive Director of AHA Centre may use the ADMER Fund as bridging funds, as necessary, for the operational budget of the AHA Centre in case the contribution from a Party is received late. The proposal for such bridging funds shall be approved by the Chair of the ACDM.

G. PROGRAMMING OF PROPOSED COOPERATION PROJECTS

19. Projects seeking ADMER Fund shall directly support the implementation of the AADMER Work Programme. Agreed projects will be included into the yearly plan of the AADMER Work Programme.

20. The yearly plan of the AADMER Work Programme shall be approved by the COP upon recommendation from the ACDM.

21. The ACDM shall meet at least once a year to review the utilisation of ADMER Fund for the AADMER Work Programme. Parties may also use this opportunity to inform all donors on the utilisation of ADMER Fund on a yearly basis.

H. REPORTING OF COOPERATION PROJECTS

22. All implementing agencies receiving ADMER Fund for projects with duration longer than six months are required to submit six-monthly financial reports to the ASEAN Secretariat for further submission to the ACDM.

23. At the end of the project, a project completion report, including a full accounting of all funds received from the ADMER Fund, shall be submitted by the project implementing agency within 60 days of project completion. Any excess funds unutilised by the project shall be returned by the project implementing agency to the ASEAN Secretariat within 90 days of project completion.

I. AMENDMENTS

24. The ACDM and ASEAN Secretariat may propose amendments at any time to the Financial Rules and submit them for consideration by the COP.

ASEAN VISION 2025 ON DISASTER MANAGEMENT



one vision
one identity
one community



ASEAN VISION 2025 ON DISASTER MANAGEMENT

Table of Contents

FOREWORD iii

1 EXECUTIVE SUMMARY

INTRODUCTION 4

7 INSTITUTIONALISATION AND COMMUNICATIONS

FINANCING AND RESOURCE MOBILISATION 12

17 PARTNERSHIPS AND INNOVATIONS

CONCLUSION 21

FOREWORD



Being the most natural disaster-prone region in the world, it is fundamental for ASEAN to continue to enhance our regional mechanisms for cooperation, coordination, technical assistance and resource mobilisation in all aspects of disaster management under the framework of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER).

Last year, as we moved towards becoming an ASEAN Community, ASEAN was at a critical juncture where we needed to reflect on our collective achievements, and find solutions to address our challenges, in order to further strengthen ASEAN's regional capacity in reducing disasters losses and strengthening our collective response to disasters. To address the current risks and future threats and to adapt to the changing humanitarian landscape, the ASEAN Committee on Disaster Management came up with

the "ASEAN Vision 2025 on Disaster Management", which was endorsed by the 3rd ASEAN Ministerial Meeting on Disaster Management (AMMDM) and the 4th Conference of the Parties (COP) to AADMER in December 2015 in Phnom Penh, Cambodia.

As we move forward with this new Vision, ASEAN will need to invigorate existing regional mechanisms embodied in the AADMER accordingly to ensure that AADMER would still be as relevant as it has been over the past 10 years and would continue to serve as a comprehensive regional framework and policy backbone for disaster management and emergency response in ASEAN.

The ASEAN Vision 2025 on Disaster Management charts the strategic direction that ASEAN needs to embark on in the next 10 years, and identifies the key areas to move the implementation of AADMER forward to a people-centred, people-oriented, financially sustainable, and networked approach by 2025. These include further strengthening the AHA Centre's role as the main coordinating body for disaster management, and to realise the vision of 'One ASEAN One Response'.



I would also like to commend the collective efforts of the ACDM and its Working Groups, the ASEAN Secretariat and the AHA Centre, and the valuable insights and support provided by S. Rajaratnam School of International Studies – Nanyang Technological University, Singapore, in the development of this document.

Let us continue to work together to build a safer and resilient ASEAN Community where people and communities thrive and are able to withstand the onslaught of disasters and the adverse effects of climate change.



WILLEM RAMPANGILEI

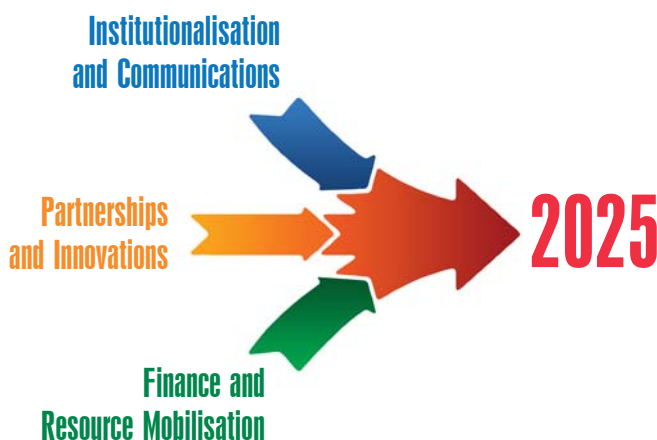
Chief of Indonesian National Disaster Management Authority (BNPB)
as Chair of ASEAN Ministerial Meeting on Disaster Management (AMMDM) and AADMER
Conference of the Parties (2016)

Executive Summary

The ASEAN Agreement on Disaster Management and Emergency Response (AADMER), which came into force in December 2009, set the foundation for regional cooperation, coordination, technical assistance, and resource mobilisation in all aspects of disaster management and emergency response. The Agreement supports ongoing and planned national initiatives of ASEAN Member States, and with supporting and complementing national capacities and existing work programmes. Since its inception and through various initiatives, ASEAN through AADMER has managed to increase both regional and national capacities for responding to disasters in Southeast Asia.

However, the region faces a continued evolution of the humanitarian landscape and nature of disasters. While ASEAN has progressed in terms of cooperation and collaboration, it is evident that the mechanisms to respond to these new challenges need to be further developed. Moving towards 2025, ASEAN will need to recognise these changes and adapt the implementation of AADMER accordingly to ensure a comprehensive and robust disaster management and emergency response system is in place. This strategic policy document outlines the directions that may be considered by ASEAN in the next 10 years, and identifies the key areas to move the implementation of AADMER forward to a people-centred, people-oriented, financially sustainable, and networked approach by 2025. There are a multitude of tasks that need to be implemented as the region moves forward to meet emerging challenges. Three mutually-inclusive strategic elements – Institutionalisation and Communications, Finance and Resource Mobilisation, and Partnerships and Innovations – were identified that may guide the direction of the implementation of AADMER to 2025.

The further institutionalisation of AADMER is a strategic element that identifies the need for a multi-layered and cross-sectoral governance approach driving the integration of the ASEAN Socio-Cultural Community, the ASEAN Economic Community and the ASEAN Political Security Community on disaster management and emergency response. It further determines that the strategy moves beyond the regional and global levels and develops disaster management and emergency response strengths at the national and sub-national (city, provincial and community) levels. This will also be crucial to determine the impact on future generations. It also highlights the importance of communication exchange between all stakeholders involved.



The second strategic element on financial and resource mobilisation associated with the implementation of AADMER involving ASEAN Member States, ASEAN Secretariat, and the AHA Centre, pinpoints that the strategy needs to combine an increase in ASEAN Member States' contributions with traditional and non-traditional sources of funding and other modalities of support, while still ensuring that the process and content is driven by ASEAN. It identifies the role that small and medium-sized enterprises, micro-insurance, insurance pooling and capital markets can offer in the pursuit of a disaster-resilient region able to extend its expertise further afield by 2025.

The final strategic element focuses on partnerships and priorities innovative ways

in which bodies responsible for implementing AADMER can work together with non-traditional partners for disaster management and emergency response. This element highlights the strengths of partnering with entities at regional, national, and local levels in the public, private and people sectors. In particular this strategic element determines the importance of drawing on the local knowledge and capacity of civil society organisations. It further identifies the potential roles of the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (the AHA Centre) to become a network coordinator of regional centres for excellence in disaster leadership and management that can facilitate knowledge creation, policy analysis and training for the next generation of practitioners. It finally recognises that the ASEAN think-tank community can provide strategic policy analysis and support the development of the region as a global thought-leader in disaster management and emergency response.

Through these three mutually-inclusive strategic elements, this policy document proposes to position ASEAN as a pioneer in transforming disaster management landscape in the Southeast Asian region and beyond, and strengthen its leadership to maintain ASEAN Centrality.

Introduction

Today, ASEAN has a population of over 600 million people with the third largest labour force in the world, and by 2050, ASEAN is expected to rank as the fourth-largest economy in the world. Yet, ASEAN is also the most natural disaster-prone region in the world. More than 50 percent of global disaster mortalities occurred in the ASEAN region during the period of 2004 to 2014. During this period, the region contributed to more than 50 percent of the total global disaster fatalities, or 354,000 of the 700,000 deaths in disasters worldwide. The total economic loss was US\$91 billion. About 191 million people were displaced temporarily and disasters affected an additional 193 million people. In short, about one in three to four people in the region experienced different types of losses. There was an increase in the rate of disaster mortality from eight (during 1990 to 2003) to 61 deaths per 100,000 people (during 2004 to 2014). If ASEAN does not reduce disaster risks, the Sendai Framework for Disaster Risk Reduction will unlikely achieve its target by 2030, while the Sustainable Development Goals will remain unmet. It is therefore imperative to move the AADMER forward significantly by 2025 to ensure these targets are met.

Since AADMER came into force in December 2009, significant progress has been made but suffering from disasters and mega-disasters continues to pose significant challenges to states and societies in ASEAN. As the region looks towards the next ten years, it is clear that the humanitarian landscape will continue to evolve, particularly in relation to the effects brought on by climate change. Future climate change trajectories will likely continue to induce natural disasters that in turn exacerbate pre-existing non-traditional security issues. As a result, if unprepared ASEAN will find it difficult to address the multi-faceted and multi-characteristic nature of the future humanitarian landscape.

The World Humanitarian Summit Synthesis Report has outlined five (5) key areas of action to future humanitarian action: dignity, safety, resilience, partnerships, and finance. ASEAN will need to consider these core action areas as the guidelines for disaster management in the region are developed. With dignity, ASEAN will need to further

develop and apply its people-centered approach as a main priority. With this approach at the centre of the humanitarian initiative will ensure gender equality and empowerment for women, girls, the youth, and children so that they can act as agents of their own response.

With safety, ASEAN and the future implementation of AADMER need to ensure that there are mechanisms to enable protection and assistance for all especially those most vulnerable. Protection should be a priority for all ASEAN responders at all times during humanitarian events as they themselves act as advocates for international law and peace. Strengthening resilience requires ASEAN to shift their focus from managing crises to managing risks so that their constituents will be better prepared for what lies ahead of them. As such, achieving resilience within ASEAN requires the building of capacities of Member States and within them in communities to reduce exposures and vulnerabilities.

Through partnerships, the future AADMER Work Programme should actively engage the other sectors of work such as but not limited to: the private and public sectors to leverage their capabilities. In addressing needs of the future humanitarian landscape, a collaborative effort by all parties is needed to provide for the most comprehensive and holistic response to those affected. Lastly, with regard to the final area of work, finance, ASEAN through AADMER should look at alternative sourcing of funding and not rely solely on donations from Member States. Alternative and innovative sources for funding will be further outlined in this policy document. However, tapping new sources at local, regional, national and at international levels will be key to providing adequate support for disaster-affected population as well. The completion of the 2010 – 2015 AADMER Work Programme offers an opportunity to discuss frameworks and cooperation as we move forward to 2025 taking into account the impact of our work today on future generations.

AADMER needs to ensure coherence of policy frameworks, strategies and approaches that link disaster reduction, climate adaptation and sustainable development, to complement the Sendai Framework for Disaster Risk Reduction under the overarching frame of Sustainable Development Goals. This includes consideration of other disaster risk reduction frameworks such as the Asia-Pacific Economic Cooperation (APEC) Disaster Risk Reduction Framework, which aims to contribute to adaptive and disaster-resilient Asia-Pacific economies that can support inclusive and sustainable development in the face of disasters and the “new normal”. Such linkage can help AADMER to be more efficient in dealing with risks and vulnerabilities in ways that promote a more integrated framework.

Further, AADMER will need to be linked to the integration efforts under the ASEAN Economic Community, which aims for a deeply-integrated and highly-cohesive economy in ASEAN by 2025. This means that a disaster in any country in ASEAN will no longer be an issue of the affected country alone. As a highly-integrated economy, a disaster in

one country will impact the overall regional supply chains, which might cause disruption in production capacity in other ASEAN countries. In this regard, AADMER initiatives could directly sustain or contribute to the overall ASEAN economy with each Member State's economy is becoming more deeply-integrated and highly-cohesive with one

another. In addition with ASEAN economic integration ushering greater mobility of professionals within the region, the impact of a disaster in one area would not only be felt by the community of the affected country but also by other ASEAN nationals residing in that area.

This document maps out the broad strategic direction that will guide the implementation of AADMER over the next ten years.

This document maps out the broad strategic direction that will guide the implementation of AADMER over the next ten years. **The first section assesses the challenges around institutionalisation and key considerations for the implementation of AADMER.** This strategic element looks towards a multi-layered and cross-sectoral governance approach that will drive the integration of the ASEAN Socio-Cultural Community, the ASEAN Economic Community and the ASEAN Political Security Community on disaster management and emergency response. It further identifies that the strategy moves beyond the regional and global levels and developing disaster management and emergency response strengths at the national and sub-national (city, provincial and community) levels.

The second section focuses on financial and resource mobilisation challenges associated with the implementation of AADMER and argues that the strategy needs to combine an increase in ASEAN Member States' contributions with traditional and non-traditional sources of funding and other modalities of support, while still ensuring that the process and content is driven by ASEAN. **The final strategic element focuses on partnerships and looks at innovative ways** in which ASEAN Member States, ASEAN Secretariat, and the AHA Centre can work together with non-traditional partners for disaster management and emergency response. This section highlights the strengths of partnering with entities at regional, national, and local levels in the public, private and people sectors. Addressing the three strategic elements outlined above would position ASEAN as a pioneer in transforming disaster management landscape in the Southeast Asian region and beyond, and strengthen its leadership to maintain ASEAN Centrality.

Institutionalisation and Communications

Since it was founded, ASEAN has moved towards greater regional cooperation reflected in the ASEAN Charter of 2008, which provides the legal framework for the organisation and the establishment of the ASEAN three pillar community comprising ASEAN Socio-Cultural Community, ASEAN Economic Community and ASEAN Political Security Community. The Roadmap for an ASEAN Community (2009-2015), the Kuala Lumpur Declaration on the Establishment of the ASEAN Community, and the Kuala Lumpur Declaration on ASEAN 2025: Forging Ahead Together and the ASCC Blueprint 2025 further promote the notion of ASEAN Centrality while aiming to build resilient nations, safe communities, and ensure environmental sustainability. The most notable achievement in regional disaster management and emergency response is AADMER, which came into force in December 2009. AADMER is a legally-binding document on disaster management and emergency response in the region and one of a handful of legally-binding documents in the history of ASEAN. Through AADMER, all aspects of disaster management and emergency response are addressed and consist of, but are not limited to: cooperation, coordination, technical assistance, and resource mobilisation. As such, the AADMER provides regional mechanisms to reduce disaster losses and jointly respond to disaster emergencies.

ASEAN's most recent disaster management achievement was the Declaration on Enhancing Cooperation on Disaster Management, adopted by the Leaders in October

2013, and the Declaration on Institutionalising the Resilience of ASEAN and its Communities and Peoples to Disasters and Climate Change, adopted by the ASEAN Leaders in April 2015. The 2013 Declaration indicate among others AADMER as the main common platform and ASEAN Committee on Disaster Management (ACDM) as the main driver, and saw the establishment of the Inter-Ministerial Dialogue and the Joint Task Force on Humanitarian Assistance and Disaster Relief. The 2015 Declaration of Resilience signified renewed commitment amongst ASEAN Member States to take economic, social, cultural, physical, and environmental measures to contribute to the reduction of vulnerability to disasters and other climate-related risks, with the ACDM designated as the focal point to coordinate the Declaration's implementation. With this in mind, ASEAN Member States through the Declaration committed to institutionalise disaster risk management and climate change adaptation at all levels of local, national, and regional government through multi-stakeholder engagement, in order to contribute to sustainable development. The 2015 Declaration of Resilience is a comprehensive and inclusive document as it also envisions a disaster resilient ASEAN Community that has mainstreamed disaster risk reduction at all levels. Such mainstreaming initiatives must also be informed by other frameworks on disaster risk reduction. For example, the APEC community, through the APEC DRR Framework aims to foster an enabling environment anchored on Community Participation, Disaster Risk Governance, Disaster Risk Financing, Innovations on Science and Technology, Critical Infrastructure Resiliency, Ecological Integrity, and Inclusiveness of Women and Vulnerable Sectors, which complements and strengthens the resilience framework of ASEAN.

The establishment of the AHA Centre as the operational engine of the AADMER in November 2011 is also a tangible institutional advancement for ASEAN. The AHA Centre functions to implement operational strategies and procedures to enable rapid, joint, and effective response to disasters within ASEAN to respond to natural disasters. However, this current focus of the AHA Centre may need to be expanded in the next ten years. The AADMER recognises both natural and human-induced disasters, and as disasters are increasingly recognised as multi-faceted with cascading effects on people's lives, it will be important for the region to implement the Agreement more holistically by 2025. Therefore, ASEAN should look towards and plan ahead for other disasters that include human-induced disasters, such as transboundary haze pollution, emergencies in the waters of Southeast Asia, and the development of nuclear power plants posing a significant risk to the region. ASEAN will need to expand and build capacity at all levels and promote the development of regulatory arrangements and preparedness strategies to anticipate these risks. It is therefore necessary for the region to build more connections between ASEAN Socio-Cultural Community, ASEAN Economic Community and ASEAN Political Security Community to further enhance disaster management and emergency response at the regional level.

It will be crucial to leverage the role of the Secretary-General of ASEAN and the ASEAN Secretariat to optimise opportunities to deepen the integration and broaden collaboration of the three community pillars. The Secretary-General of ASEAN is in the best position to lead and communicate the transformative agenda in disaster management as the Secretary-General of ASEAN works in all the three pillars.

The Secretary-General of ASEAN has a significant role to project ASEAN's prominence in disaster management with relevant global institutions working in disaster management and emergency response, as well as in other areas such as climate change adaptation and mitigation, disaster risk reduction and economic resilience to donor countries, International Financial Institutions, and International Non-Governmental Organisations.

The Secretary-General of ASEAN as the ASEAN Humanitarian Assistance Coordinator already has a clear mandate to coordinate ASEAN's efforts at the highest political level during the response and recovery stages of a large-scale disaster in the region. A fresh mandate has to be granted to the Secretary-General to also champion disaster risk reduction and climate change adaptation. Preventive measures institutionalised today would translate to a safer and resilient future for generations to come. Such a mandate would also complement ASEAN's efforts in achieving the Sustainable Development Goals.

Communications

Disaster management is a complex and multi-faceted task. One of the most critical and often overlooked areas in disaster management is communications exchange between all stakeholders involved in a situation. Communications refers to the ability to effectively convey thoughts, ideas, warnings, instructions, orders, command, knowledge and information to external parties. An entire disaster management process can be delayed and further complicated if accurate and timely communication fails to occur during a crisis. A poor communication strategy will also reflect negatively on the stakeholders coordinating a disaster response, causing the public to lose trust on their capacity to overcome the disaster situation. This could result in the loss of willingness of public to contribute resources to the stakeholders to help overcome the disaster. A breakdown in communication is frequently cited as a failure in disaster responses.

Undoubtedly, much has been accomplished by ASEAN since the ratification of AADMER, the implementation of the AADMER Work Programme 2010-2015, as well as the establishment and the operationalisation of the AHA Centre since 2011. But the enduring challenge being faced by the implementers of AADMER is how to effectively communicate its importance and achievements to government agencies other than the National Disaster Management Organisations, ASEAN's partners, and ultimately the overall ASEAN communities.

Therefore, moving forward, it is important for ASEAN Secretariat and the AHA Centre to jointly develop a comprehensive disaster communication master plan that allows for accurate and timely communication exchange amongst all stakeholders collaborating with ASEAN in disaster management. The master plan could be developed by taking into account the ASEAN Communication Master Plan (ACMP). The ASEAN disaster communications master plan could be operationalised in the form of a dedicated team to be responsible for communication exchange, especially during a disaster. This will help expedite the disaster management process, inform the public what ASEAN is doing for the disaster-affected population, enhance ASEAN's visibility in the region, and position ASEAN as the pioneer in this area.

ASEAN as a Global Leader

ASEAN is well placed to become a global leader given its vast experience, knowledge, and expertise in disaster management and emergency response by 2025. This is also in line with the direction set by the ASEAN Leaders through the ASEAN Community Vision 2025. In the next ten years, these experience, knowledge and expertise need to be leveraged more effectively through multiple avenues including through a comprehensive and integrated communications master plan. As we look at ASEAN as an overarching regional governance system, it is important to ensure that the different ASEAN pillars and sectors effectively work together.

As disasters affect all aspects of development, deeper cross-sectoral collaboration will be needed by 2025 to fully implement a comprehensive disaster management strategy. It is essential that disasters are approached holistically across the ASEAN Socio-Cultural Community, ASEAN Economic Community and ASEAN Political-Security Community and coordinated through the ASEAN Secretariat. The ASEAN Secretariat should administer dedicated platforms for cross-sectoral collaboration to actively engage others in implementing AADMER and to collaborate with other sectors mandated to cover, respond to and mitigate different types of risks with regional

implications. This would move the region forward significantly to better assess the needs and provide protection to populations of concern during humanitarian crises. One such avenue would be through the establishment of a regional social protection protocol under AADMER by 2025. Furthermore, for a more robust people-centred and networked approach to be fully operational in the next ten years, ASEAN Member States should establish national level inter-ministerial task forces to better coordinate disaster management and emergency response across government departments and to institutionalise AADMER as well as implement One ASEAN One Response strategy. There are multiple experiences that ASEAN Member States have in establishing such bodies at the national and regional level for areas, which can provide substantive policy guidance on implementing new whole of government approaches to AADMER.

However, it will be important to look beyond national capitals and engage with sub-national entities such as cities and provinces as important players in disaster management and clarify their involvement in this effort. This would connect government agencies and move national capacity towards achieving a whole-of-government approach to disaster management. This would, in turn, facilitate greater coherent disaster management across the three ASEAN community pillars, ensure the effective institutionalisation of AADMER, and carve the way for ASEAN to be a world leader in disaster management by 2025.

Furthermore with a consolidated ASEAN approach to disaster management, drawing on the strengths at multiple levels of governance would ensure ASEAN Centrality by 2025. This would entail greater coordination with other bodies from outside the region, positioning ASEAN as a pioneer in transforming disaster management landscape in the Southeast Asian region and beyond. Such a position would necessitate a joined up approach with ASEAN and global institutions like the United Nations, the World Bank and Asian Development Bank, drawing on the trust and regional experience that ASEAN offers with the broader experience of global institutions such as through joint ASEAN-UN pledging conferences for disasters, which will ensure synergy between flash appeals and national recovery plans by 2025. In addition to global institutions, it is important for ASEAN to continue to engage and utilise existing networks with other regional organisations, considering regional organisations will continue to occupy a wider space in the humanitarian landscape.

Financing and Resource Mobilisation

As we look forward to 2025, one of the key challenges will be how to finance and mobilise the necessary resources to move towards full implementation of the AADMER. At present, the funding structure of the operational engine of AADMER, the AHA Centre, relies on \$30,000 per annum contributions from each ASEAN Member State, with the majority of funding coming from partners. Another source of funding support is the voluntary ASEAN Disaster Management and Emergency Relief Fund, which is similarly insufficient to fully support the implementation of the AADMER Work Programme, which now relies heavily on funding from partners. In-kind contributions from the ASEAN Member States and the partners also contribute to the Work Programme's implementation but have yet to be fully accounted. The current level of commitment from ASEAN Member States will limit the impact that AADMER has and the activities that the AHA Centre can engage in. Over the next ten years it is of critical importance to re-evaluate the funding structure and map out a strategy that will transform the way in which AADMER and the AHA Centre are funded. This requires ASEAN Ministerial Meeting on Disaster Management to raise and discuss the issue of mobilising resources and reach out to other sectors such as through the proposed Inter-Ministerial Dialogue and other existing high-level platforms such as the ASEAN Socio-Cultural Community Council and ASEAN Coordinating Council. A dedicated team will need to be formed to develop concrete and innovative strategies, and execute the financial transformation of the AADMER Work Programme and the

AHA Centre to achieve sustainable, predictable, and flexible financing in the next ten years. Under the next AADMER Work Programme, ASEAN will need to establish an endowment fund by reviewing the experience of established US Endowment Funds, such as Harvard and Yale University. The comprehensive utilisation of an endowment fund would enable the next AADMER Work Programme and AHA Centre to become self-sufficient and achieve financial sustainability by 2025.

Through increased economic growth, urbanisation and climate change, the financial costs of disasters have been driven upwards costing the region on average US\$ 4 billion per annum over the last ten years. At present, funding for the AHA Centre is largely response-driven and a key challenge for the AADMER work programmes for the next ten years will be to address the imbalance between funding and operations to create an environment where all aspects of disaster management and emergency response including risk reduction and climate adaptation are activated and resourced. In order to achieve this financial sustainability by 2025, the next AADMER Work Programme will need to look beyond its traditional funding sources and fully utilise the multi-stakeholder environment of the public, private and people sectors to achieve a sustainable, predictable and flexible financing.

One aspect to consider for the financial transformation strategy for the next ten years is to mandate the AHA Centre to further draw on these diverse stakeholders as key partners in disaster management and emergency response. This would enable the AHA Centre to become self-sufficient in funding terms through a combination of national contributions and through access to finance from the multi-stakeholder environment of the public, private and people sectors ensuring its financial transformation by 2025. With the continued advancement of technology, innovations in areas such as crowdsourcing and diaspora engagement are avenues worth exploring at the regional level over the next ten years to achieve this.

This year the World Bank estimates that global remittances will reach \$586 billion illustrating one strand of potential resource mobilisation. As diaspora populations grow, so have their levels of organisation and their contributions, beyond familial remittances. Diaspora communities contribute in areas such as innovation, investment, engagement and aid including volunteers, awareness raising and various capital market instruments like diaspora development bonds. As an example in other regions, since the 1980s India has issued diaspora development bonds raising \$32 billion.

It is important to reimagine that in addition to traditional sources of funding from national contributions, such sources can be supplemented by private sector contributions, through incentivising innovative public contributions like tax incentives from individuals and corporations to support regional disaster management and emergency relief efforts. Furthermore, the private sector should also be recognised as important knowledge partners. Also, as disasters have a direct impact on

businesses, there is incentive for the private sector to become more involved in disaster risk management, especially through their business continuity plans and long-term strategic business objectives particularly in direct assistance to communities; disaster preparedness for businesses; developing new and innovative products for disasters; participation in joint projects with NGOs and international organisations; and as an avenue for corporate social responsibility like the establishment of private foundations and trusts. By 2025, ASEAN would have engaged with the private sector to mainstream business continuity plans and business recovery plans across the private sector in ASEAN. By mainstreaming such plans, local economies are made more resilient as the private sector are enabled to prepare and respond effectively to disasters and recover quickly to continue their business operations. As such, the implications to the regional economy brought about by a disaster in a country will be minimised.

By 2025, ASEAN would have engaged with the private sector to mainstream business continuity plans and business recovery plans across the private sector in ASEAN.

Moreover business continuity plans can also be scaled up into a cross-coordination framework of disaster management that involves both public and private companies located within an area to ensure the continuity of area-wide business operations. This is

of particular importance given that between 2003 and 2013, APEC economy that include most ASEAN Member States were devastated by more than 70 per cent of the world's natural disasters and incurred US\$68 billion costs each year as businesses lacked capacity to cope with the disaster impact. Only 13 per cent of small and medium-sized industries in the region had business continuity plans and were able to identify and mitigate their financial risks, which is therefore a clear gap in current disaster management and leadership. Therefore building a people-centred and networked strategy that recognises the cross-cutting nature of disasters will ensure that by 2025 ASEAN will be in a stronger position to manage disasters more effectively.

In moving towards an innovative and progressive disaster management in ASEAN by 2025, there will be a need to investigate the transfer of disaster risk as another strategy to increase financial sustainability and available financial resources in the wake of disasters. One avenue to invest in is the transfer of disaster risk to the insurance, reinsurance and capital markets through disaster insurance pooling mechanisms at the local, national and regional levels to offer sustainable and cost-effective financial protection policies and operations. For example, in the next ten years it should be clear whether city or provincial governments have the mandate to draw on their

own resources to invest in disaster risk insurance plans for the particular disasters they face in addition to national and regional plans. As such, part of the financial transformation strategy is for ASEAN to explore potential engagements with international financial institutions like the Asian Development Bank, World Bank, insurance providers and reinsurance firms and other relevant financing initiatives in ASEAN, and investigate the disaster risk insurance opportunities available to cities, provinces, national governments and regional organisations. Through engagement across levels of governance this financial transformation strategy will position National Disaster Management Offices as key advocates for effective implementation of multi-layered strategy in ASEAN by 2025.

Financing

To achieve this by 2025, ASEAN can work with the private sector to assess regular losses arising from human-induced and natural disasters. ASEAN can also further strengthen Member States' commitment to Climate Change Adaptation in line with the United Nations Framework Cooperation on Climate Change's mechanism, namely the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts. Compliance with Warsaw's mechanism will facilitate access to ASEAN Member States to access the Green Climate Fund. It is therefore essential that climatic disasters such as Cyclone Nargis in Myanmar and typhoons in the Philippines illustrate the climate change vulnerability ASEAN faces.

The Synthesis Report of the World Humanitarian Summit highlighted that humanitarian action needs to be sufficiently resourced and the financing gaps could be closed by bringing together diverse sources of domestic and international finance. With this in mind, the next AADMER Work Programme will need to establish alternative financing mechanism, such as emerging instruments for Islamic Social Finance. Islamic Social Finance plays a significant role in closing the current funding gap, making funds available to local organisations that form the frontline of humanitarian response yet which are often unable to directly access funds. Similarly, ASEAN will need to expand direct funding of local organisations and increase the level of direct finance to affected governments through risk financing or budget support. Transaction costs should be cut and obstacles removed to the flow of remittances during crises, and banking and communications should be quickly resumed to make sure money can flow immediately after a crisis.

Resource Mobilisation

As part of the strategy to mobilise resources, part of the innovative approach would need to tap and harness non-traditional resources that complement national contributions to implement AADMER. The ACDM and NDMOs play an important role in the shaping and implementation of AADMER, both domestically and regionally. NDMOs also play an important role in capacity building on the intra-ASEAN level, such as the development and socialisation of the Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP), the training of ASEAN Emergency Response and Assessment Team (ERAT) members, and joint disaster simulations and exercises. One of the challenges facing ASEAN in disaster management and emergency response is the sheer diversity of member profiles and different capacities among NDMOs. In terms of disaster risk, Southeast Asia has some of the most at-risk countries in the world. There are also large differences with respect to national disaster management capacities in the region. The AHA Centre could play a stronger role in facilitating capacity building to bring ASEAN Member States to a regionally and globally recognised standard. By 2025, it will be necessary to strengthen the institutional capacity of the NDMOs and support them to actively engage in the implementation of the AADMER work programmes to achieve more robust implementation of the AADMER.

To date, ASEAN-ERAT teams mentioned above assist Member States in rapid assessments, coordination, mobilisation and deployment of regional disaster management capacity, and facilitate the incoming relief assistance donated through the ASEAN mechanism. In as much as the ASEAN-ERAT teams continue to gain traction on-the ground and train more individuals, duplication of duties and jobs cannot be avoided with UN Disaster Assessment and Coordination (UNDAC) teams if they are already pre-positioned for disasters. Therefore, by 2025, it is important that the ASEAN-ERAT teams are strengthened and enhanced to add greater flexibility where it is needed, in line with the ASEAN-ERAT Transformation Plan. The future ASEAN-ERAT teams need to cover both disaster preparedness planning and emergency response gaps. This would indicatively require a shift to one that is more inclusive and comprehensive.

Partnerships and Innovations

In any disaster, partnerships prove critical in ensuring that humanitarian assistance and disaster relief is provided to populations of concern, and reducing extensive losses and damages. Partnerships are also important in building resilience amongst ASEAN Member States and preparing communities to effectively respond to disasters through further stakeholder coordination.

Local civil society organisations, which include faith-based and youth groups, often have a great advantage in disaster situations because of their ability to respond faster, tap local networks, and understand the local contexts. In ASEAN, many initiatives have progressed with regard to partnership with civil society organisations. For example, AADMER Partnership Group (APG), which is a consortium of seven (7) international organisations, has been contributing to the institutionalisation of AADMER, jointly responding with the AHA Centre as part of the ASEAN-ERAT, and contributing to the capacity building programme. The current focus of APG in empowering ASEAN home-grown non-government organisations realises the vision of a people-oriented, people-centred ASEAN. It is important to nurture these relationships and invest in new ones to expand the membership of APG and the number of NGOs affiliated to ASEAN over the next ten years as societies evolve and new actors emerge. These organisations and partnerships can respond immediately and efficiently as they are typically members of the affected local community, speak the local language and understand local norms and culture.

The trend of private sector companies coming together to respond to disasters indicates the potential for a more coordinated approach in mobilising and utilising resources. The Corporate Citizen Foundation in Singapore and the Philippines Disaster Recovery Foundation in the Philippines are some of the examples in ASEAN where the private sector entities form themselves together to prepare and respond to disasters. The ability of private sector to support and contribute resources, skills, assets, and knowledge towards the realisation of One ASEAN One Response will enhance the overall response of ASEAN. The involvement of the private sector during emergency response will also contribute to innovation as well as effectiveness and efficiency. Therefore, it is important for ASEAN to have a coordination mechanism with the private sector to enable private sector to participate actively in disaster management efforts in ASEAN.

It is also important to integrate local knowledge and capacity as a key stakeholder in disaster management and emergency response over the next ten years. It will be essential for local communities to be heard, participate and influence the outcome of decision-making. Through integrating local communities into the decision-making process it will promote a people-centered ASEAN by 2025.

Over the next ten years, it is important to build further non-traditional partnerships to draw on the breadth and depth of experience within ASEAN to include regional networks, such as APEC Business Advisory Council, ASEAN University Network, NTS-Asia Consortium, Network of ASEAN Defense and Security Institutes, Council for Security and Cooperation in Asia and the Pacific, the Network of East Asian Think-Tanks, and the Digital Humanitarian Network as well as other sectoral leaders like business schools and professional associations. Through the establishment of such partnerships, ASEAN is well-placed to become a Research and Development hub for humanitarian innovation to reduce risks and respond to disasters.

It is necessary to encourage the engagement of young people in the development of ASEAN as a Research and Development hub for humanitarian innovation. Over the next ten years, young leaders and small start-up businesses would be able to showcase their innovations through exhibitions to help in disaster management, emergency response and other humanitarian actions. By 2025 ASEAN will have established a series of awards recognising significant innovations to disaster management and emergency response in the region, particularly recognising the public, private and people sectors and notably young people and small start-up businesses.

As civil society organisations are at the forefront of disaster management and emergency response efforts, it is critical that the strategy for the next ten years identifies, consults with and integrates civil society more sensitively as part of the effort to effectively engage the people sector. Families and communities are at the forefront of disasters and are responsible for reducing their risks and vulnerabilities.

Civil society organisations are enablers, consolidators and amplifiers of the voice of the communities. The strategic issues in the next ten years would be on how to deepen and leverage ASEAN's relationship with ASEAN home-grown civil society organisations to meaningfully engage the local communities. Moreover, given the proximity of civil society organisations to the communities, they can contribute immensely in the development, establishment, and mainstreaming of social protection on disaster management and disaster risk management in the next ten years.

With the increasing number of stakeholders engaged in disaster management globally, the trend in terms of resources allocated for response is increasingly concentrated on large international organisations. And as the relief stage ends, resources for recovery dwindle and international organisations leave the affected areas. Strategic measures would need to be in place in the next ten years to shift the allocation of resources to local stakeholders and ensure an increase in development aid, on top of public investment, in recovery. As such, ASEAN needs to engage with relevant local stakeholders, including local governments, NGOs, community organisations and vulnerable groups, and increase transparency around resource transfers to those stakeholders.

It is important that the overarching strategy identifies a central focal point for information management and sharing. Availability of timely and accurate information before, during and after a disaster is crucial in disaster management. By 2025, the AHA Centre should serve as a platform for the exchange and repository of information sharing of lessons learned and the best practices experienced on reducing risks and enhancing resiliency to impending disasters drawing on technological developments to facilitate this. Moreover, as most ASEAN Member States are highly vulnerable to natural disasters, it is imperative and logical for ASEAN Member States to enhance its skills and competencies to improve disaster management and emergency response for future disasters.

The ASEAN community is now at the forefront of disaster management and emergency response knowledge compared with other regional organisations. As a result, ASEAN is positioned to be a global leader in disaster education by 2025 to ensure skills transfer and the training of the next generation of disaster management and emergency response specialists. Therefore, the establishment of a network of ASEAN centres for training and leadership in disasters within Southeast Asia will enable the region to serve as a role model on disaster management and emergency response globally within the next ten years.

Educational institutions, foundations, think-tanks and policy research organisations/institutions are currently under-utilised in disaster management and emergency response in ASEAN. Think-tanks in the region are well-placed for example to provide

thought leadership and strategic policy inputs, and formalising this role by 2020 is achievable. These institutions in the region provide context-specific knowledge and can offer constructive feedback drawing on the region's expertise in disaster management and emergency response. As part of the strategic direction towards a more comprehensive and robust implementation of AADMER, these institutions will provide a key resource to realise this by 2025. These ASEAN think-tanks and institutions will also contribute to shape global policies and strategies on disaster management and emergency response.

Through the establishment of the AHA Centre as the network coordinator for regional centres for excellence for training and leadership in disaster management and emergency response and the engagement of the regional policy community, this ten-year strategy allows for the development of the next generation of leaders and thought-leadership in ASEAN. This will ensure that greater inter-generational sustainability and fresh thinking are an integral part of the role that ASEAN will fulfill as a global leader in disaster management and emergency response in the next ten years.

Conclusion

As ASEAN moves towards 2025, there are three key overarching and interconnected elements in this strategic policy document to guide the region and build on the successes in disaster management and emergency response to date. This will provide the direction needed for ASEAN to become a global leader in disaster management and emergency response over the next ten years. This strategy outlined Institutionalisation and Communications, Financing and Resource Mobilisation, and Partnerships and Innovations as the building blocks towards a disaster resilient ASEAN and a region that is well-placed to act comprehensively both within the region and further afield.

Firstly, ASEAN needs to capitalise and communicate its achievements to position the region as a global leader in disaster management and emergency response.

In particular it is necessary for the region to build more connections between the ASEAN Socio-Cultural Community, ASEAN Economic Community and ASEAN Political Security Community to further enhance disaster management and emergency response at the regional level. It also identifies the need for the Secretary-General of ASEAN to take the lead in coordinating the three ASEAN Community pillars in the area of humanitarian assistance and project the prominence of disaster management with relevant global institutions in disaster management and emergency response, as well as other areas such as climate change adaptation and mitigation, disaster risk reduction, economic resilience, to donor countries, International Financial Institutions, and International Non-Governmental Organisations. However, this document has identified that connections, operational and technical capacity at the regional and global levels are not enough. It calls for a re-conceptualisation of how the region operates across different sectors and between different layers of governance to produce a robust whole-of-government approach oriented towards future generations.

Secondly, it is critical for the Post-2015 AADMER Work Programme to explore sustainable and innovative ways to transform the way it funds and mobilises resources for disaster management and emergency response.

Through collaboration with the private, public and people sectors in new and creative ways the region will be well-placed to have attained financial sustainability and mobilised the necessary resources by 2025.

Finally, ASEAN should look into forming stronger traditional and new non-traditional partnerships as such relationships are imperative for comprehensive, innovative and robust disaster management and emergency response implementation in the region and beyond.

