

ASEAN VISION 2025 ON DISASTER MANAGEMENT



one vision
one identity
one community



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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

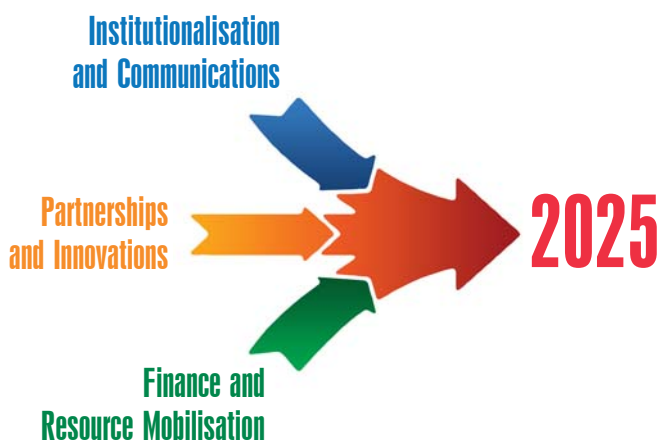
Chief of Indonesian National Disaster Management Authority (BNPB)
as Chair of ASEAN Ministerial Meeting on Disaster Management (AMMDM) and AADMER
Conference of the Parties (2016)

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.

