

Maritime Disasters and HADR: Disaster Diplomacy as an Alternative Approach for Indonesia's Instrument of Foreign Policy in ASEAN

Bebek A.K. Nugraha Djundjunan*

Director for Legal and International Treaties, Ministry of Foreign Affairs of Indonesia.

Presented for **THE INDONESIAN NAVY 4th INTERNATIONAL MARITIME SECURITY SYMPOSIUM 2021**: "International Maritime Security Cooperation for Security, Peace and Prosperity."

Jakarta 23-24 August 2021

I. Introduction

Disaster management or disaster-related activities can affect the diplomatic process that has been started, this is because disaster management will open bilateral, multilateral, and international cooperation. This method is commonly called Disaster Diplomacy which was introduced by Ilan Kelman, a Professor of Disaster and Health. Disaster diplomacy is used to investigate how and why disasters can affect conflict and cooperation. The influence of disaster diplomacy in conflict and cooperation occurs when a disaster can lead to the realization of international cooperation between countries that have traditionally been 'enemies'. However, the influence of disaster diplomacy does not necessarily become a new diplomatic creator but can only act as a catalyst for diplomacy. The United Nations International Strategy for Disaster Reduction itself explained that disaster diplomacy explores how and why disaster impact reduction, both during pre-disaster including prevention and mitigation, including response and recovery, contributes or does not contribute to cooperation and peace.³ Disaster diplomacy is not only occurs between a country but can occur within the country itself that is in conflict with organizations within a country.

II. Discussion

2.1. Aceh Tsunami 2004 as a Form of Disaster Diplomacy

South-East Asia has the highest disaster vulnerability compared to the other regions in the world. Almost all types of natural disasters can hit Southeast Asian countries, such as earthquakes, volcanoes, tropical cyclones, hurricanes, floods, droughts, tsunamis, landslides, forest fires, pandemics, and other disasters that arise from community dynamics such as urbanization, migration, and the shifts of socio-economic. For example, The Philippines is hit by typhoons almost every year, according to the Asian Disaster Reduction Center (ADRC), and is vulnerable to earthquakes and volcanic eruptions. Meanwhile in Indonesia, natural disasters that often occur are floods, landslides, droughts, tsunamis, and forest fires. Natural disasters in Indonesia are the result of the country's geographic location, which places it in the middle of three world plates: the Australian Plate, the Eurasian Plate, the

* In collaboration with *Ellysa Q, Kensita A, Faya Maritza*

Pacific Plate, and the Philippine Sea Plate. With the vulnerability of natural disasters that occur in the ASEAN Region, especially in Indonesia, it is necessary to have disaster management. Disaster management cannot be done alone but it requires the participation of assistance from all parties, both from bilateral, multilateral, and international cooperation. Disaster diplomacy itself has been carried out by countries in ASEAN and Indonesia when natural disasters occur.

Back in 2004, Indonesia was hit by an earthquake and tsunami that occurred in Aceh. A large number of fatalities in the cataclysmic disaster became a global issue at that time. In addition to the enormous loss of life, infrastructures along a coastline of more than 800 kilometers were destroyed and seriously damaged, including 22 port areas that had a significant impact on port operations and maritime trade in Indonesia. Moreover, during the disaster in Aceh, the government conflicted with Gerakan Aceh Merdeka (GAM/Free Aceh Movement). When the tsunami hit Aceh, GAM realized that the Indonesian government paid great attention to the people of Aceh. This is where disaster diplomacy occurred; when GAM finally opened up to resolve the conflict and both parties prioritized helping and rebuilding Aceh. The 2004 Aceh Tsunami was considered a momentum that made both parties more open to negotiations and was one of the factors that prompted both parties to finally sign a peace agreement. Both parties have realized that the human security of the Acehnese people is the most important thing that must be achieved, thus opening the possibility of negotiation. In the end, the Indonesian government and GAM signed a peace agreement on 15 August 2005.

2.2 Indonesia's Role in Disaster Management in ASEAN

In terms of disaster management in ASEAN, Indonesia has actively participated in various forums as a form of Indonesia's commitment to strengthen regional capacities. Quoting the statement of the former Head of Badan Nasional Penanggulangan Bencana (BNPB), Syamsul Maarif, as a member of the international community, Indonesia should not only receive international assistance but also contribute proactively to the international community as a form of humanitarian solidarity in disaster management. Indonesia contributes not only through humanitarian action, aids and logistics, but also through its diverse knowledge and experiences. This is shown by the establishment of BNPB as Indonesia's national focal point in implementing the ASEAN Agreement on Disaster Management and Emergency Response (AADMER), as stated in Article 22 concerning National Focal Points and Competent Authorities which requires each ASEAN member country to establish a national focal point on its own. The forms of Indonesia's active contributions in AADMER include:

1. Establishing the ASEAN Humanitarian Assistance (AHA) Center located in Jakarta;

2. Being the chairman of the ASEAN ASEAN Committee on Disaster Management (ACDM) and ASEAN Ministerial Meeting on Disaster Management (AMMDM);
3. Active contribution in forums East Asia Summit (EAS).

Several things that Indonesia has consistently raised regarding the issue of disaster risk reduction are: (i) The importance of incorporating the disaster risk reduction agenda into the sustainable development agenda, (ii) Encouraging to increase regional and global cooperation to strengthen capacity reduction state disaster risk and management, and (iii) Encouraging to strengthen the coordination of implementing the risk-reduction and disaster-management agenda at the national and local levels by involving all relevant stakeholders.

2.3 Maritime Disasters and Humanitarian Assistance and Disaster Relief

2.3.1 Maritime Disasters

When applied to maritime situations, the definition of disaster has a relatively new meaning. At sea, compared with coastal disasters, communities are so small and resources are so few, so there's not much that can be done to turn a ship's emergency into a disaster. Maritime disasters itself can be broadly divided into: collision, weather-related events, fire, and infectious diseases. The most common causes are a combination of navigational hazards and bad weather. The maritime disasters that have occurred in the ASEAN region during the last 6 years include:

1. KRI Nanggala (402) – in April 2021, Indonesian submarine Nanggala was lost in the sea during training;
2. MV Dayang Topaz – On 27 October 2020, sank after colliding with Baram B oil platform, 14 nautical miles off Miri, Sarawak after one of its anchor wires snapped during an adverse storm;
3. Kim Nirvana B – On 2 July 2015 the overloaded passenger ferry Kim Nirvana-B, en route to Camotes Islands from, Ormoc, Leyte, capsized after making a sharp turn.

In the maritime sector in ASEAN, under the pillar of the Political-Security Community, Indonesia continues to encourage the strengthening cooperation of maritime security. In improving security related to maritime issues, Indonesia is cooperating with the ASEAN Maritime Forum (AMF), Expanded ASEAN Maritime Forum (EAMF), ASEAN Regional Forum (ARF), and so on. In addition, Indonesia is the driving force behind the implementation of the EAS Statement on Enhancing Regional Maritime Cooperation initiated by Indonesia agreed in 2015. Currently, there are 10 (ten) major issues related to maritime in ASEAN, which consist of maritime safety, maritime security, transnational crime, humanitarian Assistance and Disaster Relief (HADR) and SAR, environment, and conservation, marine resources, marine

resources, maritime connectivity, confidence-building measures/preventive diplomacy, norms building, and maritime domain awareness.

2.3.2 Humanitarian Assistance and Disaster Relief

The addition of victims affected by the humanitarian crisis mainly occurred due to 2 (two) main factors, namely due to the prolonged and unresolved global humanitarian crisis and due to conflicts and natural disasters. Humanitarian diplomacy in Indonesia has become an important element in Indonesia's foreign policy which puts forward several basic principles, namely as follows:

1. The principle of protecting human rights for people affected by the crisis;
2. Principles of inclusivity and non-discrimination in assisting;
3. The principle of sustainable humanitarian assistance and empowerment of affected communities; and
4. Respect for the national integrity and sovereignty of a country that is facing a crisis.

In the Asia Pacific Region there was Humanitarian Assistance and Disaster Relief (HADR) that established to facilitate and enhance cooperation in strategy and preparedness for unexpected situations, in the ASEAN region itself, there is a declaration for disaster management that has been agreed upon by Indonesia, namely the Declaration on One ASEAN, One Response which was signed by all ASEAN Heads of State in September 2016. One of the core strategies and pillars based on the Declaration on One ASEAN, One Response is to carry out risk identification, self-warning, and disaster monitoring.

Indonesia continues to play a role in supporting efforts to address and resolve the global humanitarian crisis. Indonesia is actively involved in efforts to promote the values of protecting human rights through the promotion and protection of human rights in ASEAN. As ratified in the document ASEAN Vision 2025, Indonesia continues to encourage ASEAN member countries to be more open to strengthening the mandate and functions of the ASEAN Intergovernmental Commission on Human Rights (AICHR). Indonesia has succeeded in encouraging AICHR to optimize its role in mainstreaming human rights in the three ASEAN pillars.

References:

Kelman, Ilan dan Theo Koukis. Beyond Diplomacy, Cambridge Review of International Affairs No. 1. 2000. Kelman, Ilan. Beyond Disaster, Beyond Diplomacy, London: Routledge. 2003.

R.E, Antosia. Maritime Disasters, Boston: Handbook of Bioterrorism and Disaster Medicine. 2006.

ASEAN: Advancing Disaster Risk Financing and Insurance in ASEAN Member States: Framework and Options for Implementation. 2012.

Syamsul, Maarif. Pikiran dan Gagasan Penanggulangan Bencana, Jakarta: BNPB. 2012.