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Communication and Collaboration Model of Indonesian Delegation in Myanmar Earthquake Humanitarian Assistance

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ABSTRACT

This research analyzes the communication and collaboration model of the Indonesian delegation during the humanitarian assistance mission following the 2025 Myanmar earthquake. While natural disasters in Southeast Asia are frequent and require coordinated international responses, the effectiveness of such missions is heavily dependent on communication and collaboration dynamics, especially within politically sensitive environments. This study addresses a specific scholarly gap by empirically examining how a multi-agency delegation's operational model functions in a context of domestic conflict and political instability. The analysis is guided by a synthesized theoretical framework that integrates crisis communication, disaster diplomacy, and collaborative governance theory. Using a qualitative case study approach, data was collected through in-depth interviews with delegation members, document analysis, and participant observation. The findings reveal that the delegation's model, initiated through formal coordination with the Myanmar government and the ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre), was characterized by an active, adaptive, and highly structured information exchange. The mission's success was enabled by a robust institutional design that included the formation of an agile advance team, and by facilitative leadership that guided the mission's humanitarian and diplomatic objectives. The study contributes to the academic literature by providing a novel application of the Ansell & Gash collaborative governance model to a humanitarian, cross-border context and by offering an empirical example of how disaster diplomacy is operationalized. Practical implications for developing training and guidelines for future international disaster responses are also discussed.

Keywords: Communication, collaboration, humanitarian aid, Indonesian delegation, Myanmar earthquake

ABSTRAK

Penelitian ini menganalisis model komunikasi dan kolaborasi delegasi Indonesia selama misi bantuan kemanusiaan pascagempa bumi Myanmar 2025. Meskipun bencana alam di Asia Tenggara sering terjadi dan membutuhkan respons internasional yang terkoordinasi, efektivitas misi tersebut sangat bergantung pada dinamika komunikasi dan kolaborasi, terutama dalam lingkungan yang sensitif secara politik. Studi ini membahas kesenjangan ilmiah yang spesifik dengan mengkaji secara empiris bagaimana model operasional delegasi multi-lembaga berfungsi dalam konteks konflik domestik dan ketidakstabilan politik. Analisis ini dipandu oleh kerangka teori terpadu yang mengintegrasikan komunikasi krisis, diplomasi bencana, dan teori tata kelola kolaboratif. Dengan menggunakan pendekatan studi kasus kualitatif, data dikumpulkan melalui wawancara mendalam dengan anggota delegasi, analisis dokumen, dan observasi partisipan. Temuan penelitian mengungkapkan bahwa model delegasi, yang diinisiasi melalui koordinasi formal dengan pemerintah Myanmar dan Pusat Koordinasi Bantuan Kemanusiaan ASEAN (Pusat Koordinasi Bantuan Kemanusiaan ASEAN), ditandai dengan pertukaran informasi yang aktif, adaptif, dan sangat terstruktur. Keberhasilan misi didukung oleh desain institusi yang kuat yang mencakup pembentukan tim advance yang lincah, dan kepemimpinan fasilitatif yang membimbing tujuan kemanusiaan dan diplomatik misi. Studi ini berkontribusi pada literatur akademik dengan memberikan aplikasi baru dari model tata kelola kolaborasi Ansell & Gash ke dalam konteks kemanusiaan lintas batas dan dengan memberikan contoh empiris bagaimana diplomasi bencana dioperasionalkan. Implikasi praktis untuk mengembangkan pelatihan dan panduan untuk respons bencana internasional di masa depan juga dibahas.

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dan Pusat Koordinasi ASEAN untuk Bantuan Kemanusiaan (AHA Centre), dicirikan oleh pertukaran informasi yang aktif, adaptif, dan sangat terstruktur. Keberhasilan misi ini dimungkinkan oleh desain kelembagaan yang kokoh, yang mencakup pembentukan tim tanggap tanggap, dan kepemimpinan fasilitatif yang memandu tujuan kemanusiaan dan diplomatik misi. Studi ini berkontribusi pada literatur akademis dengan menyediakan aplikasi baru model tata kelola kolaboratif Ansell & Gash dalam konteks kemanusiaan lintas batas, serta dengan menawarkan contoh empiris tentang bagaimana diplomasi bencana dioperasionalkan. Implikasi praktis untuk pengembangan pelatihan dan pedoman bagi respons bencana internasional di masa mendatang juga dibahas.

Kata Kunci: Komunikasi, kolaborasi, bantuan kemanusiaan, delegasi Indonesia, gempa bumi Myanmar

INTRODUCTION

The frequency and intensity of global natural disasters continue to escalate annually. Hazard events are increasingly extreme and frequent across all global regions. High levels of vulnerability and exposure significantly increase the likelihood of hazard episodes escalating into disasters” (GAR Special Report, 2024) According to the World Disaster Report (IFRC, 2022), over 90% of annual worldwide disasters are hydrometeorological events such as earthquakes, floods, and tropical storms. If disasters continue, the number of global disasters per year during the SFDRR period could increase by 40% from about 400 in 2015 to 560 in 2030. (UNDRR, 2022). Disasters provide a global challenge that not only affects human safety but also impacts economic conditions and national resilience of a country. Consequently, the impact of disasters frequently necessitates collective response and international solidarity to ensure the effectiveness of their management.

In Southeast Asia, ASEAN member countries are among the most disaster-prone regions in the world, due to their geographical location within the Pacific Ring of Fire. Natural disasters such as earthquakes, tsunamis, volcanic eruptions, seasonal floods, tropical cyclones, and landslides pose periodic threats to ASEAN countries. As a form of collective response, ASEAN established the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) as a legal and institutional framework for disaster response coordination. Agreement on Disaster Management and Emergency Response (AADMER) in Vientiane, Laos, in July 2005. It defines disaster as “a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses (SIMM, 2016). ASEAN builds regional preparedness, accelerates emergency response, and ensures coordinated global aid distribution among member countries (ASEAN, n.d;).

On March 28, two powerful earthquakes struck central Myanmar, with epicenters near Mandalay and Sagaing townships. A number of aftershocks have been reported. Initial reports on the ground indicate that more than 1,000 people have died, more than 2,200 people have been injured, and more than 200 people are still missing as search and rescue operations continue (UNOCHA, 2025).

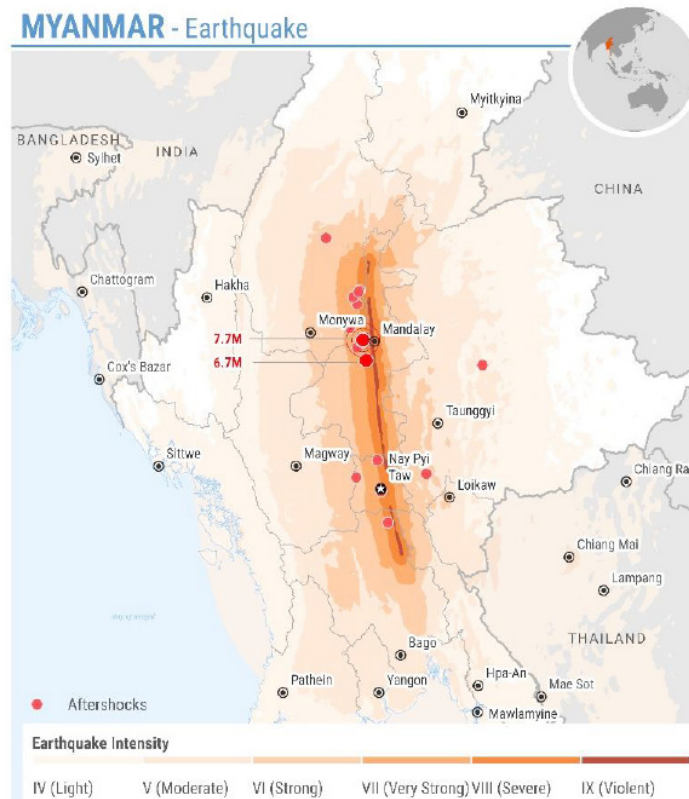


Figure 1. Map of Myanmar Earthquake Affected Areas
Source: UNOCHA, HDX, UNCS, and USGS 2025

One of ASEAN's tangible involvements in global disaster management was demonstrated during the 7.7 magnitude earthquake in Myanmar on March 28, 2025. ASEAN, through the ASEAN Coordinating Centre for Humanitarian Assistance (AHA Centre), immediately formed the ASEAN Emergency Response and Assessment Team (ASEAN-ERAT) as a team to support the national response. Myanmar through strengthening emergency communication, logistics, and real-time needs mapping (ASEANMegazine, 2025).

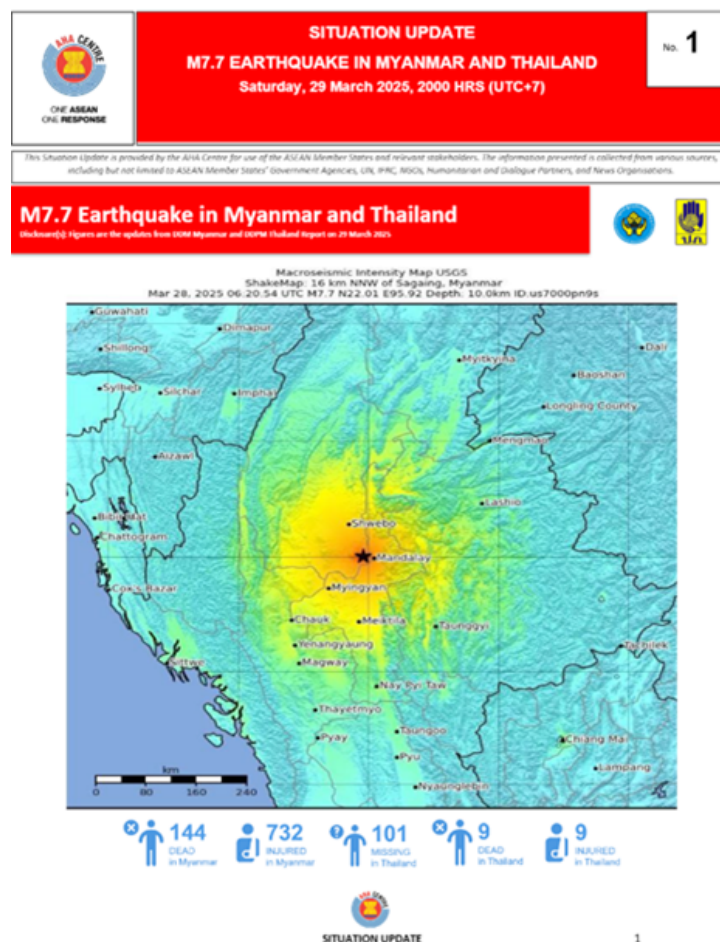


Figure 2. First Update of The Myanmar Earthquake from the AHA Center

Disaster response cannot be separated from the active contributions of ASEAN member countries, one of which is Indonesia. Indonesia's commitment to disaster management is carried out through various regional collaborations. Indonesia's contribution is demonstrated through various initiatives, ranging from preparedness drills to enhancing disaster response capacity. Through the National Disaster Management Agency (BNPB) and the Ministry of Foreign Affairs, Indonesia is actively involved in ASEAN coordination mechanisms, including the establishment and strengthening of the AHA Centre as the regional disaster response coordination center.

Indonesia has established various collaborations with ASEAN in the field of disaster management. The Indonesian Ministry of Social Affairs participated in the 6th Regional Collaboration Drill (RCD) ASEAN in 2025 to enhance cross-border coordination in handling health crises due to natural disasters, outbreaks of infectious diseases, and other emergency

situations. In 2023, Indonesia, along with ASEAN-ERAT, was directly involved in the coordination of aid for Myanmar when Cyclone Mocha caused severe damage in Rakhine State. The Indonesian government also sent aid worth IDR 7.8 billion in the form of tents, food, and medicine. Together with the AHA Centre, Indonesia is also maintaining intensive communication with the Myanmar government to ensure that humanitarian aid is received and distributed accurately (Ministry of Health Crisis Center, 2025).

One of the important things that must be considered and carried out is disaster mitigation communication (Wempi, et al., 2024). Disaster communication is essential for reducing risks or pre disaster, facilitating coordination, and supporting post-disaster rescue, recovery, and reconstruction efforts (Nurjanah, et al., 2024). Communication is a tool to empower local communities to find their voice, drive change, and take control of their own future (Madianou, et al., 2016; Hidayat & Akbar, 2024). Effective disaster communication collaboration is also reflected in the response to the 2018 Sulawesi earthquake and tsunami, when Indonesia implemented the ASEAN Joint Disaster Response Plan (AJDRP) framework (AHA Centre, 2018). Within 24 hours after the disaster, Indonesia activated the ASEAN Emergency Operations Centre (EOC) network, which connects national emergency command centers in ten member countries for coordinated information exchange (AHA Centre, 2018). The AHA Centre deployed the Disaster Monitoring and Response System (DMRS), which integrates satellite imagery and field reports to create situation updates distributed through official communication channels to all relevant stakeholders (ADINet AHA CENTRE, 2018).

Risk communication and crisis communication are two important aspects of disaster management and fall under the aspect of disaster communication. including Communication between key stakeholders plays an important role in the collaboration process (Rogers et al. 2016).

Although they are closely related, there are significant differences between the two in terms of purpose, context, timing and approach (Hidayat, 2024).

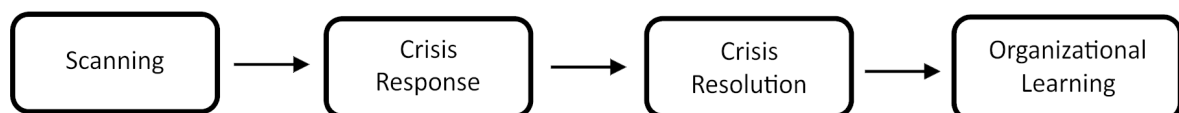


Figure 3. Crisis Communication Function

Source: Sellnow & Seeger, 2021

When the disaster occurred, Indonesia and Singapore jointly operated the ASEAN Humanitarian Logistics Centre, which facilitated the tracking of resources across various international aid organizations (Ministry of Foreign Affairs Singapore, 2018). The Philippines and Malaysia sent a special communication team that built an emergency telecommunications network in Palu after 80% of the local infrastructure was destroyed. The regional approach to disaster communication was further strengthened during the ASEAN Regional Disaster Emergency Response Simulation Exercise (ARDEX-20) held by Vietnam in 2020. In the exercise, standard operating procedures for cross-border information exchange were tested and then formalized in the ASEAN Standard Operating Procedure for Regional Standby Arrangements and Coordination of Joint Disaster Relief and Emergency Response Operations (SASOP). This communication protocol has now been integrated into the national disaster management plans of ASEAN member countries, as evidenced by its successful implementation during the Thailand flood response in 2022.

Humanitarian diplomacy encompasses efforts by various actors to respond to severe humanitarian challenges, generate political will and commitment to cooperate, and establish norms and practices in the conduct of humanitarian action (Cook & Gong, 2021). It involves both official (state and intergovernmental organisation officials) and non-official actors and occurs at multiple levels, often interactively and simultaneously (Akbar et al., 2024). Humanitarian aid, as a key element of this diplomacy, involves providing assistance such as food, clean water, medicines, and other necessary supplies to those affected by crises like disasters or conflicts (Akbar et al., 2024).

A related, but distinct, concept is disaster diplomacy. Disaster diplomacy specifically investigates how and why disaster-related activities influence conflict and cooperation between parties (Kelman, 2012; Kelman, 2016). It explores whether natural disasters can induce international cooperation, potentially reducing the occurrence of conflict (Sudirman & Putra, 2018). A foundational aspect of this perspective is the understanding that disasters are not primarily caused by environmental phenomena, but rather emerge from vulnerabilities related to where and how people live or are forced to live essentially, disasters arise from human choices or lack thereof, making the term “natural disaster” a misnomer (Kelman, 2012). The keyword for disaster diplomacy is “disaster-related activities,” encompassing pre-disaster efforts like prevention, mitigation, and preparedness, as well as post-disaster response, recovery, and reconstruction (Sudirman & Putra, 2018).

While traditional diplomacy has often been considered the exclusive domain of professional state-based actors (Duda & Kelman, 2022), disaster diplomacy acknowledges the involvement of various entities including individuals, collective bodies like organizations

and governments, the private sector, the non-profit sector, and even science, sports, and cultural initiatives, interacting through both formal and informal mechanisms (Kelman, 2012, 2016). While formal mechanism is usually through government or international organization mechanism, the concept of Informal Disaster Diplomacy (IDD) has been introduced to specifically encompass the roles of individuals, groups, and actions that, despite not being officially mandated, engage in disaster risk reduction and response activities with direct or indirect diplomatic ramifications (Duda & Kelman, 2022). IDD is seen as complementing formal mechanism, often stepping in when formal approaches are constrained (Duda & Kelman, 2022).

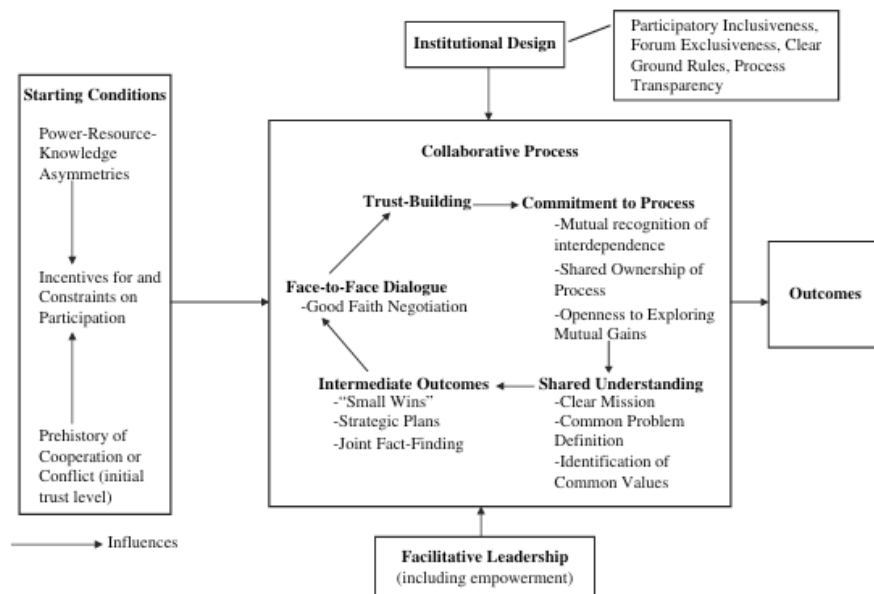


Figure 4. A Model of Collaborative Governance

Source: Ansell & Gash

The model has four major variables-initial conditions, institutional design, leadership, and collaborative process. Collaborative process variables are treated as the core of the above model, with initial conditions, institutional design, and leadership variables represented as important contributions or contexts for the collaborative process. Initial conditions determine the baseline level of trust, conflict, and social capital that become resources or liabilities during collaboration. Institutional design sets the ground rules under which collaboration takes place. Furthermore, leadership provides essential mediation and facilitation for the collaborative process. The collaborative process itself is highly iterative and non-linear, and therefore, we describe it (with considerable simplification) as a cycle

(Ansell & Gash, 2008).

Therefore, this research aims to analyzing communication and collaboration model that contribute to the smooth operation of aid can identify best practices that can be replicated in future missions. Furthermore, this research also identifies obstacles in communication and collaboration in the Myanmar earthquake humanitarian mission.

The research findings can serve as a basis for developing training and guidelines for humanitarian delegation members, particularly in terms of cross-cultural communication, team coordination, and joint decision-making in crisis situations.

RESEARCH METHOD

This research uses a qualitative approach. Qualitative research involves the use and collection of a wide range of empirical materials - case studies, personal experiences, introspectives, life stories, interviews, observations, historical, interactional, and visual texts - that describe both routine and problematic moments of problematic moments of meaning in an individual's life according to Denzin & Lincoln (2005) in (Aspers & Corte, 2019).

Creswel (2008) (Sugiarto, 2015) has presented specific stages of qualitative research including: (1) Problem identification; the researcher must start what is the target of the research, meaning that it concerns the specification of the issue / phenomenon to be studied / researched; (2) Literature review; in this section the researcher must look for reading materials or sources related to the phenomenon to be studied, so that the researcher must be able to find novelty or advantages of his research with previous research; (3) Determining research objectives; the researcher must identify the main purpose / purpose of his research; (4) Data collection; The researcher must pay attention to selecting and determining potential objects/participants, in order to reach the participants' ability to be actively involved in the research; (5) Data analysis and interpretation; the data that has been obtained by the researcher is then analyzed or interpreted so as to produce new ideas or theories; (6) Reporting; the researcher makes a report on the results of his research with a description style, because it uses qualitative methods so that it requires extensive description in the report and must position the reader as if he were a person involved in the research.

Data Collection Methods

Primary data was collected through three main methods to ensure a robust, multi-perspective understanding of the mission.

1. In-depth Interviews: In-depth interviews were conducted with six key members of the Indonesian delegation who were directly involved in the Myanmar mission. The informants were selected using a purposive sampling strategy to ensure representation from the core agencies involved, including the National Disaster Management Agency (BNPB), the Embassy of the Republic of Indonesia in Yangon, the National Search and Rescue Agency (INASAR), and the Emergency Medical Team (EMT). Each interview lasted approximately 60-90 minutes and was designed to elicit detailed narratives on their experiences, challenges, and communication strategies in the field.

2. Document Analysis: Relevant mission documents were analyzed to corroborate interview data and provide additional context. These included internal communication reports, media briefings, and public statements from agencies such as BNPB and the Ministry of Foreign Affairs.

3. Participant Observation: Data collection also involved participant observation, which allowed the researcher to understand the social and operational context on the ground, providing rich, non-verbal insights that complemented the interview and document data.

Table 1. Lists of Informants

| No | Name | Institution |
|----|---|--|
| 1 | Brigjen Pol. (Purn) Ary Laksamana Widjaja | The National Disaster Management Agency (BNPB) |
| 2 | dr. Muhammad Iqbal Mubarak, S. B | Member Emergency Medical Team Indonesia |
| 3 | dr. Franky Moudy Rumondor | Member Emergency Medical Team Indonesia |
| 4 | Ilham Nugraha, M. I. Kom | AHA Centre Staff |
| 5 | Muhammad Arif Hidayat | The Embassy of the Republic of Indonesia in Yangon |
| 6 | Joshua Banjarnahor | Indonesia Search and Rescue (INASAR) |

Source: Researcher (2025)

DISCUSSION

Scanning

In the scanning phase, the delegation demonstrated initial information gathering efforts through coordination with the Ministry of Foreign Affairs, AHA Center and monitoring of media reports to understand the scale of the disaster and the immediate needs. Another thing that is no less important is related to political stability in Myanmar. This is in line with what is explained by the informant below:

We must first understand what the situation is. That means the political system, disaster, and others (Brig. Gen. Pol. Purn. Ary Laksamana).

Yes, there are actually two types of documents because in Myanmar there are military and non-military controlled areas. So maybe, these military-controlled areas are difficult to negotiate. So we only work in areas that are not controlled by the military (Ilham Nugraha).

Internationally, there is movement according to information from UN OCHA. When there is a declaration that a country requests international support. The countries negotiate, but the host may determine and authorize which countries can enter to help and who cannot enter (Brig. Gen. Pol. Ret. Ary Laksamana).

Crisis Response

At the time of the earthquake in Myanmar on March 28, 2025, the Indonesian government showed a coordinated response, indicating an active crisis management mechanism. A directive from the President triggered a series of structured actions, beginning with a coordination meeting involving various relevant ministries and agencies. The involvement of the Coordinating Ministry for Human Development and Culture, Ministry of Foreign Affairs, Ministry of Health, BNPB, TNI and Basarnas in this meeting signaled a clear protocol for pooling resources and planning the delivery of humanitarian assistance. This is in line with what the informant explained as follows:

Once the president orders the head of BNPB, we will provide assistance to other countries. BNPB must create a structure to carry that out. The leading sector is the Ministry of Foreign Affairs. Because all diplomatic relations are through the Ministry of Foreign Affairs (Brig. Gen. Pol. Ret. Ary Laksamana).

As the representative of the Indonesian Government in Myanmar, the Indonesian Embassy in Yangon mainly plays a role as a liaison between stakeholders across Indonesian Ministries / Agencies authorized to provide assistance (such as the Ministry of Foreign Affairs, BNPB, Basarnas, etc.) and Myanmar stakeholders, which in this case are represented by representatives of MoFA and MoSWR in their roles on the National Disaster Management Committee (NDMC). (Muhammad Arief)

Crisis Resolution

Maintaining relationships post-crisis is not an instant process, but requires time, patience, and commitment as well as action. Indonesia not only helps in the crisis response phase. However, it provides support in the aftermath of a disaster. This was explained by the informant as follows:

Contribution After the mission was completed, the team handed over medicines, logistics, and a field hospital to the local party as a form of ongoing contribution and long-term support (Dr. Iqbal Mubarak)

Organizational Learning

Maintaining good relations is a long-term dimension of interaction during disaster response. The respectful, cooperative and solidary attitude of the Indonesian Delegation will contribute positively to the nation's image and strengthen bilateral relations with Myanmar. This is in accordance with the informant's explanation as follows:

Actually, the main issue is that until now ASEAN in particular has agreed not to recognize the existence of a government under the military. So it is necessary to conduct dialog with great care. (Brig. Gen. Pol. Ret. Ary Laksamana).

The challenge is how we can synergize. Not to mention the licensing issue, that we can't just do anything. Like in Myanmar. Difficult licenses such as assignment locations, management and coordination in the field with the local government. Licensing of medical actions and SAR operations must be strictly in accordance with the direction of the Myanmar government (Brig. Gen. Pol. Ret. Ary Laksamana).

Starting Conditions

The delegation was also informed that the Myanmar earthquake humanitarian mission is full of limitations. This is due to the political stability and security in Myanmar. So all operations are strictly in accordance with the direction and permission of the local government such as through the Myanmar Ministry of Health and coordination assistance from the AHA Center. This is clarified according to the following statement from the informant:

Information on the need for international assistance through diplomatic notes sent by the Myanmar MoFA to all representatives of foreign countries and international organizations in Yangon. Meanwhile, from the Indonesian side, the Indonesian Embassy received information from coordination meetings with relevant agencies, especially BNPB and Basarnas who received notifications through the international disaster emergency response notification application. (Muhammad Arief).

The head of BNPB compiled the organization, then began to involve existing elements. For example, Inasar from Basarnas. We involve them. EMT from the Crisis Center. Then various other elements from the TNI, Polri, Baznas and other NGOs. (Brig. Gen. Pol. Ret. Ary Laksamana).

Institusional Design

Good institutional design can significantly influence the course of collaboration processes (such as face-to-face dialogue, trust-building and development of shared understanding) and ultimately, the outcomes achieved. Effective institutional design creates conditions that are more conducive to productive collaboration. This is clarified according to the following statement from the informant:

When handling disasters abroad, we don't need to think about posts and everything. Because each country has its own way. So what we need to prepare is how to prepare the Aju Team to depart and prepare what is needed in the country. This is actually the key. The Aju Team was formed with ten people from various elements (Brig. Gen. Pol. Ret. Ary Laksamana).

Collaborative Process

The collaboration process between authorities is often challenging for various reasons, such as differences in culture, processes, and systems (Abdeen, et al. 2021). In handling the Myanmar disaster, the collaboration process is important because the Indonesian government needs to collaborate with the AHA Center. This is in accordance with the following informant's explanation:

Yes, there are actually two types of documents that form the basis of the first one is the Establishment of the AHA Centre, which states that the National Disaster Management Organization in 10 countries Serve as the governing board of the AHA Centre and a client of the AHA Centre. So this will be the key basis why the receipt of assistance and also discussions and even negotiations of the AHA Centre are always prioritized because they are the governing board of the AHA Centre. On the other hand, they are our client. This is the first one. Then the second one. We also have a lot of Memorandums of Intent or Memorandums of Understanding with non-sectors in their respective countries, for example, the AHA Centre cooperates with the Ministry of Foreign Affairs and so on in their respective countries and the last document that is the basis is the One ASEAN One Response Declaration. That makes the basis for all disaster contexts in ASEAN, especially at this time in Myanmar (Ilham Nugraha).

The Indonesian team worked alongside the AHA Center (an ASEAN disaster management organization) and the International Medical Corps. Although WHO standards were not strictly applied due to the conflict situation, international coordination was maintained. This collaboration helped bring together resources and strengthen integration in the global relief scheme (dr. Iqbal Mubarak).

Specific to EMT implementation. Cooperation with Myanmar Local Authorities. Close coordination was conducted with the Myanmar Ministry of Health (MOH) and EMT Communication Cell (EMTCC) to ensure the legality of the Indonesian team's presence. The team routinely provided daily reports on the medical services performed. The Myanmar Red Cross is also an accompanying partner in the field. This coordination allows the Indonesian team to work in accordance with local needs and applicable systems (dr. Iqbal Mubarak).

Facilitative Leadership

Leaders during the disaster management phase are directly responsible for playing an influential role in advising, formulating and implementing policies in response to disaster events (Crosweiler & Tschakert, 2019; Crosweiler & Tschakert, 2020). In the case of Myanmar earthquake humanitarian assistance, the highest command lies with the President of the Republic of Indonesia. This is in accordance with the informant's explanation as follows:

Carrying out duties based on the orders of the central government or what or the President, because this means the President. This means that this is an order that can be carried out in the legal language of *lex specialis*, special (Brig. Gen. Pol. Ret. Ary Laksamana).

Basarnas is in principle on standby to monitor Virtual Osocc, a platform under UNOCHA coordination for coordination. we received a request for international support in the form of a USAR Team in accordance with INSARAG coordination. Of course, after getting information, Basarnas coordinates with various related institutions including the Coordinating Ministry for PMK and BNPB. We are on standby and prepared to receive direction from the President of the Republic of Indonesia (Joshua Banjarnahor).

The Head of BNPB said that we provide assistance, then show Indonesia's role in the humanitarian field, and of course the impact of diplomacy, which is said to be soft diplomacy. These missions were conveyed in general by the Head. I am the team leader who must be able to describe the mission as a whole (Brig. Gen. Pol. Ret. Ary Laksamana).

Outcomes

Indonesia's assistance in handling the Myanmar earthquake disaster is an aspect of humanity and solidarity of ASEAN neighboring countries. This is a form of disaster diplomacy that aims to improve diplomatic relations with other countries by utilizing opportunities that arise from natural disasters (Dewi & Qodarsasi, 2024). These opportunities include the establishment of good relations between ASEAN countries. Relations established between Indonesia and other countries are part of the principle of Indonesia's free and active foreign policy, which also includes contributing to maintaining world peace and development (Perwita, et al. 2022). This is in accordance with the informant's explanation as follows:

If the name is humanitarian, it doesn't talk about politics, it doesn't talk about race, it doesn't talk about religion, all kinds of things. So we have to say the humanitarian assistance provided by the people of Indonesia or people to people. Humanitarian assistance or humanitarian aid, humanitarian relief from the people to the people, not government to government (Brig. Gen. Pol. Ret. Ary Laksamana).

Despite the unstable political situation in Myanmar, the team was able to carry out its duties smoothly thanks to its neutral attitude and focus on humanitarian goals, without touching on political issues, including avoiding the mention of sensitive names (dr. Franky Moudy Rumondor).

The assistance provided was to send 124 tons of humanitarian aid and 157 joint personnel to help Myanmar earthquake victims including the Inasar and EMT teams. the humanitarian assistance provided was valued at US\$ 1.2 million (around Rp 20 billion) (Brig. Gen. Pol. Ret. Ary Laksamana).



Figure 5. Humanitarian Assistance from the People of Indonesia to the People of Myanmar
Source: BNPB Indonesia.



Figure 6. Emergency Medical Team and INASAR
Source: Ministry of Health Republic Indonesia & National Search and Rescue Agency of Indonesia

Table 2. Composition and Mandate of the Indonesian Humanitarian Delegation to Myanmar (Based on Announced Mission)

| Agency/Component | Key Roles/Responsibilities within Delegation | Type of Aid/Expertise Provided | Primary Communication/Collaboration Interfaces (External) |
|--|--|---|---|
| BNPb Lead Element | Overall mission coordination, aid package preparation/distribution, needs assessment, liaison with AHA Centre & NDMO Myanmar, information management | Disaster management expertise, coordination support, relief distribution planning, possibly light SAR | Myanmar NDMO (or equivalent), AHA Centre, UN OCHA, other national team leads |
| Ministry of Foreign Affairs (Kemlu) | Diplomatic liaison, political negotiations for access, legal/administrative facilitation (permits), public diplomacy | Diplomatic engagement, consular support for Indonesian nationals | Myanmar Ministry of Foreign Affairs, Myanmar authorities, Indonesian Embassy in Yangon, ASEAN Secretariat |
| Indonesian Armed Forces (TNI) | USAR, medical support (field hospital), engineering, logistics (air/sea transport), operational and security support for the mission | Heavy USAR teams, engineering equipment, transport assets, security personnel | Myanmar military (for deconfliction/access), UN CMCoord, other military contingents, logistical clusters |
| Ministry of Health (Kemenkes) | Emergency medical care, public health surveillance, medical supplies management, deployment of medics | EMTs (35 medics announced), pharmaceuticals, public health experts | Myanmar Ministry of Health, WHO, Health Cluster, medical NGOs |

| | | | |
|---|--|---|---|
| National Search and Rescue Agency (Basarnas) Accredited Indonesian NGOs (e.g., Baznas, Rumah Zakat, Dompot Dhuafa) | Evacuation assistance, search and rescue operations | SAR teams and equipment | Myanmar SAR counterparts, USAR coordination cells. INSARAG mechanisms |
| | Specialized relief services (e.g., food, NFI, shelter, WASH, psychosocial support), community outreach | NFI distribution (e.g., Baznas sent 16,000 aid packages, 10,000 sarongs ⁷), specific technical expertise based on NGO mandate | Local CSOs in Myanmar, INGOs, relevant clusters, affected communities |

Good communication and coordination efforts by the Indonesian Delegation in responding to humanitarian assistance in Myanmar play a crucial role in determining the success of the mission. Clear and structured communication with various parties, ranging from the Myanmar government, international organizations, to affected communities, is the main foundation. Without good communication, there is the potential for misunderstanding, or even the rejection of humanitarian assistance.

Internal coordination among members of the Indonesian delegation was carried out to ensure that each team member had a common understanding of the objectives, tasks, and limits of authority, thus minimizing friction and maximizing synergy. Meanwhile, external coordination with the Myanmar government and other organizations also involved in the humanitarian response avoided overlapping assistance and enabled a more optimal allocation of resources and certainly in accordance with the needs and rules in Myanmar which is currently experiencing conflict and disturbed political stability. The communication and coordination model of the Indonesian delegation when providing humanitarian assistance in the emergency phase is as described below:

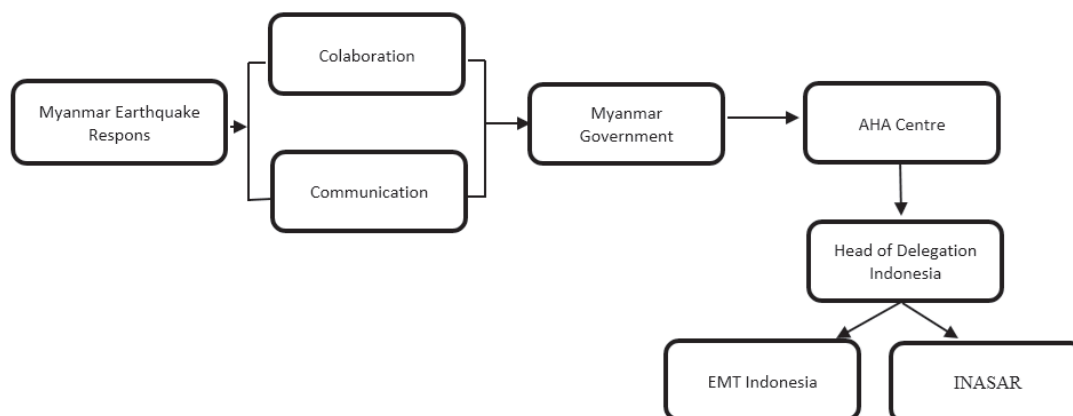


Figure 7. Communication Models during Disaster Emergency Response in Myanmar for The Indonesian Delegation

CONCLUSION

The analysis of the Indonesian humanitarian delegation’s mission in Myanmar confirms that its success was a result of an adaptive and structured communication and collaboration model. The model was not an improvisation but a deliberate and coordinated effort, initiated through formal channels and guided by a clear institutional design. Acknowledging the restrictive political conditions, the delegation’s leadership and strategic communication approach—centered on a “people-to-people” humanitarian ethos—were instrumental in navigating the complex environment and ensuring aid delivery. The collaborative process, both within the Indonesian delegation and with external authorities, demonstrated a remarkable ability to build trust and achieve shared objectives despite significant challenges.

This study makes several key contributions. Theoretically, it provides a novel application of the Ansell & Gash collaborative governance model, demonstrating its utility in analyzing cross-border, multi-stakeholder humanitarian missions. It also offers a valuable empirical case study that operationalizes the concept of disaster diplomacy, highlighting how a state’s foreign policy can be expressed through a humanitarian response. Practically, the findings offer actionable recommendations for future missions, emphasizing the importance of a clear institutional design, the use of agile advance teams, and the strategic leveraging of established regional frameworks like the AHA Centre. For Indonesia and other ASEAN member countries, these insights can serve as a basis for developing training and guidelines for humanitarian delegation members, particularly in terms of cross-cultural communication, team coordination, and joint decision-making in crisis situations. Future research could benefit

from comparative studies of different ASEAN delegations or a longitudinal analysis of how humanitarian diplomacy impacts long-term bilateral relations within the region.

The researchers also acknowledge that the conclusions of this study cannot be generalized due to the single case study. Furthermore, this study relies on the perspective of the Indonesian delegation without capturing the views of local stakeholders in Myanmar.

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