Second International Avian and Human Influenza Simulation Exercise

Jakarta, Indonesia
24-25 July 2007
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The events, facts, places and answers given in this document are for illustrative purposes of the exercise only. The opinions expressed in this publication are those of the participants and do not necessarily reflect the views of the World Tourism Organization.

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Foreword

Avian and Human Influenza (AHI) still continues to be a major threat to society. According to the World Health Organisation an AHI pandemic is most likely with only the timing being an issue. But unlike other pandemics, and for that matter any disaster, we have today the opportunity of being prepared. The biggest challenge is therefore our biggest chance. Within the UNWTO we have undertaken a wide range of activities related to AHI prevention and mitigation with simulation exercises playing a critical role in identifying weaknesses and providing a training ground in international cooperation. I am fully aware that countries in Asia have highly developed National Plans to combat the threat of AHI. I am also conscious of the value of tourism to the economies of the countries in the Asia Pacific region. It is therefore with these concerns that UNWTO organized its second international AHI simulation exercise in Jakarta, Indonesia, on the 24 and 25 July 2007, which was attended by the UNWTO avian flu coordinators of the Asia and Pacific region, Affiliate Members, representatives of the Tourism Emergency Response Network (TERN), United Nations agencies particularly UN System Influenza Coordination (UNSIC) and the World Health Organisation (WHO), as well as delegates of the Association of South East Asian Nations (ASEAN), all of whom played a vital role in the deliberations.

The large and wide participation enabled UNWTO to further extend its knowledge and information from a region that has been particularly vulnerable to the threat of AHI and I am glad to present herewith the results of the workshop which substantiate the initial findings of the first exercise held in Paris in March 2007.

I wish to express my deep appreciation on behalf of UNWTO to the Government of Indonesia and to the Ministry of Culture and Tourism for its invaluable assistance and collaboration in hosting the event. Finally I thank all participants for their valuable support and contributions.

Prof. Geoffrey Lipman
Assistant Secretary-General
Avian Flu Coordinator
Aim of Exercise

The aims of this exercise are to:

- Explore the special relations a pandemic has when it comes to travellers and tourists in an international environment (foreign territory, crossing borders, etc.).
- Increase awareness and to identify weaknesses of national contingency plans.
- Facilitate intensive surveillance to reduce surprises.
- Encourage fast and sincere reporting, allowing a rapid detection and implementation of control measures to interrupt transmission successfully.
- Train international interactions and evacuations as contingency planning and evacuation exercises are predominantly national business and usually not internationally coordinated.

Core Findings

- The result of this second international simulation exercise proved first of all that the conclusions of the first simulation exercise held in Paris (published with ISBN 978-92-844-1226-6) are of the same relevance for the Asia and the Pacific region as they were for Europe, Africa and the Middle East. They also showed clearly that the procedures and structures improve through regular trainings, especially for events with lower frequencies, as it has been seen from other emergency situations.
- It was important to identify the areas where further resources, analysis and coordination should be directed at. This is of utmost importance for the tourism sector which is directly exposed, unlike other sectors, to negative events and, has usually little lead time after the occurrence of a threatening event for reaction.
- The necessity to ensure consistency of communications across the different levels and constituents was identified as a crucial point during the simulation exercise.
- The improving mechanisms among international organizations were considered as of immediate benefit for the participants. It became clear that the information flows between Ministries of Health and the World Health Organization (WHO) were well known, even to the participants who are not in regular contact with institutions of the health sector. On the other hand however, it transpired at the beginning of the exercise that information flows in other areas, and in tourism in particular, although considered logical and efficient, were not as well known.
- Strengthening the knowledge of these mechanisms helps to avoid crucial lines of information being overloaded while others are not made use of during a crisis situation. The constantly repeated intention of many stakeholders, especially of those outside the health sector, to directly contact the WHO is one of the core challenges to overcome in the near future and, to ensure better coordination and reaction capability.
- The high participation of national and provincial authorities from Indonesia allowed a direct interaction between the international participants and those facing actual outbreaks of avian influenza. It illustrated also the importance of coordination and communication of actions between national governments and local authorities.
Round Tables

**Intergovernmental Organization**
- Represents all organizations within the UN System (UNWTO, WHO, FAO, etc.) as well as other international organizations.
- Responsible for international coordination, technical assistance, resources to assist national governments in their pandemic-related responses.

**Government Sector of Workosia**
- Represents executive branch leadership, chief of state, Ministers including Ministry of Tourism, Health, Foreign Affairs, Transport and Aviation from the fictive country Workosia. Workosia is a major tourism source market.
- Responsible for developing and communicating government decisions, policies and implementation with special provisional powers for enacting decrees.

**Private Sector of Workosia**
- Represents the private sector (airlines, tour operators, etc.) from the fictive country Workosia. Workosia is a major tourism source market.
- Responsible for ensuring the safety and security of their customers and employees, and the continuity of business operations.

**Government Sector of Funtasia**
- Represents executive branch leadership, chief of state, Ministers including Ministry of Tourism, Health, Foreign Affairs, Transport and Aviation from the fictive country Funtasia. Funtasia is a major tourism destination.
- Responsible for developing and communicating government decisions, policies and implementation with special provisional powers for enacting decrees.

**Private Sector of Funtasia**
- Represents the private sector (hotels, incoming agencies, etc.) from the fictive country Funtasia. Funtasia is a major tourism destination.
- Responsible for ensuring the safety and security of their customers and employees, and the continuity of business operations.

**Holidesia**
- Represents both the public and private sector of Holidesia. Holidesia is a major tourism destination (only applicable to scenario 2).

**Media**
- Represents public and private (including freelance) print and broadcast media (radio, tv, newspaper, magazines, internet).

**Tourist**
- Represents visitors who travel for leisure, business and other motives.
General Information

Workosia

Workosia is one of the economic powers of the World situated in the northern hemisphere sharing its borders with four other states and the ocean. It moved very rapidly from the industrial phase some 60 years ago to that of a service sector oriented economy. However, the industrial sector is still very important with a very large labour force. The country has a surface area of 387,000 km² and a population of 98 millions. The majority of the population is now reaching retirement age and has a large propensity to travel for leisure.

Workosia’s climate varies from tropical in the south to cool temperate in the north. It is also one of the leading generating markets with around 14.8 million departures per year. There are more then 6,000 travel agents and 200 tour operators. Workosia is currently served by 56 international airlines.

Although package tours are the most popular arrangements among Workosian tourists (60% of the departures), individually arranged travel represents 40% of the outbound market, increasing due to the internet and business travel.

<table>
<thead>
<tr>
<th>Location</th>
<th>Northern hemisphere</th>
</tr>
</thead>
<tbody>
<tr>
<td>Climate</td>
<td>Temperate in the south to cool in the north</td>
</tr>
<tr>
<td>Population</td>
<td>98 million</td>
</tr>
<tr>
<td>Language</td>
<td>Workosian, 25% speak English</td>
</tr>
<tr>
<td>Government</td>
<td>Democracy</td>
</tr>
<tr>
<td>Members of UNWTO, UN, WHO, FAO, etc.</td>
<td></td>
</tr>
<tr>
<td>GDP per capita</td>
<td>US$ 32,800</td>
</tr>
<tr>
<td>Tourism</td>
<td>6,000 travel agents, 200 tour operators</td>
</tr>
<tr>
<td>Telephone system</td>
<td>Highly developed</td>
</tr>
<tr>
<td>Transportation system</td>
<td>Highly developed</td>
</tr>
</tbody>
</table>

Funtasia

Funtasia is a tropical country in the equator with a population of 81 million. It has a surface area of 338,000 km² and is bordered by three different states on the one hand and the Gulf of Funtasia on the other with a number of peripheral islands belonging to it.

Although Funtasia’s dependency was originally on agriculture and fishery some ten years ago, the tourism industry was identified as the major economic activity for the future development of the country.

Funtasia consists of hills and densely tropical forested mountains in the northeastern mainland while the southwest coastal area enjoys pristine white beaches. The coastal regions are mostly dominated by tourist resorts ranging from five stars to family owned guest houses. Its peripheral islands have been developed for eco-tourism therefore, their visitors can enjoy the luxury of quietness.
Holidesia

Holidesia is a country located in the southern hemisphere, bordered by two other states and an opening to the warm ocean. It has a surface area of 1,119,000 km² and a population of 47 million.

Holidesia is a middle income, emerging market with an abundant supply of natural resources, well-developed financial, legal, communications, energy, and transport sectors, a modern infrastructure supporting an efficient distribution of goods to major urban centres throughout the region.

Holidesia is a popular tourist destination and 19% of the GDP comes from tourism. The main generating market for tourism is in the southern tip of the country: culture, sightseeing, shopping, beaches, hiking etc, making Holidesia a year-round destination.

<table>
<thead>
<tr>
<th>Location</th>
<th>Southern hemisphere</th>
</tr>
</thead>
<tbody>
<tr>
<td>Climate</td>
<td>Mediterranean climate on coastal area, while interior is arid</td>
</tr>
<tr>
<td>Population</td>
<td>47 million</td>
</tr>
<tr>
<td>Language</td>
<td>Holidesian, 80% speak English</td>
</tr>
<tr>
<td>Government</td>
<td>Democracy</td>
</tr>
<tr>
<td>Members of UNWTO, UN, WHO, FAO, etc.</td>
<td></td>
</tr>
<tr>
<td>GDP per capita</td>
<td>US$ 13,500</td>
</tr>
<tr>
<td>Tourism</td>
<td>Percentage of tourism of the GDP: 19%</td>
</tr>
<tr>
<td></td>
<td>Tourism employment out of total: 21%</td>
</tr>
<tr>
<td>Telephone system</td>
<td>Developed</td>
</tr>
<tr>
<td>Transportation system</td>
<td>Developed</td>
</tr>
<tr>
<td>Tourist arrivals</td>
<td>5 million p.a.</td>
</tr>
</tbody>
</table>
Scenario 1

Situation: It’s out there

Ladies and gentlemen, today is not a good day as I have concerning news!

- The number of bird flu outbreaks caused by the H5N1 virus, causing the deaths of thousands of birds and chickens, has increased steadily over the past few weeks.

- Reports of several confirmed bird flu cases in humans have surfaced four weeks ago in countries surrounding Funtasia.

- WHO reported about the first human-to-human spread of a new potentially pandemic flu virus in Funtasia at 0600 hrs GMT 23.07.2007.

- WHO and FAO are urging countries to review their pandemic plans. WHO and other UN partners are coordinating response activities in the area and are working round the clock to learn more about the outbreak and characteristics of the virus causing it.

- UNSIC convenes an emergency videoconference meeting with the participation of the members of the United Nations Communications Group Task Force on AHI at 1500 hrs GMT. WHO reports that WHO collaborating labs confirm that the virus causing the respiratory illness is in fact related to the avian flu virus.

- WHO increases phase of pandemic alert to Phase 4, indicating evidence of increased human-to-human transmission. The designated UNWTO liaison officer leaves at 1800 hrs GMT to join the Centre for Strategic Health Operations (SHOC) of the WHO located at their headquarters in Geneva.

- 1800 hrs GMT, WHO urges the government of Funtasia to perform tighter border screening and to prevent anyone with flu-like symptoms from leaving the country. WHO reinforces its response teams in the area (from the WHO Global Outbreak Alert and Response Network – GOARN) to support the work of local health officials in Funtasia.

- 1900 hrs GMT, UNWTO alerts are sent out to all Avian Flu coordinators with detailed information on the latest developments of the spread of the H5N1 virus in humans in Funtasia and to provide with the latest assessment from the WHO.

- 2000 hrs GMT, UNWTO’s www.sos.travel homepage is now updated, reflecting the latest evaluation from the WHO, ensuring that the information is shared broadly, in a timely and transparent manner, with automatic email alerts going to all of its registered contacts in the tourism industry.

- 0800 hrs GMT 24.07.2007, the public health authorities of Funtasia confirms to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Sunnyville, have been diagnosed with the bird flu virus, while 7 persons from Hotel Sunnyville Resort are under intense care, one of which is a waiter who lives in the pottery village and his brother who works as a kitchen staff. The possibility of having transmitted the virus to other hotel staff and clients is highly likely.
Intergovernmental Organization

Background

0800 hrs GMT 24.07.2007, the public health authorities of Funtasia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Sunnyville, have been diagnosed with the bird flu virus, while 7 persons from Hotel Oceanview Resort are under intense care, one of which is a waiter who lives in the pottery village and his brother who works as a kitchen staff. The possibility of having transmitted the virus to other hotel staff and clients is highly likely.

Role

You are a member of the Emergency Cell of UNWTO. The Secretary-General requests the group to assess the situation.

Questions

- What steps need to be taken?
- How would you proceed?
- What level of information do you consider necessary for UNWTO to get?
- How will you cooperate with other organizations to provide a joint international response/information?
- Assess the type of information that UNWTO should obtain from various sources for verification and clarification.
- Outline the sources.

Points raised by the participants

- Basic assumption that there has been media coverage of the event. This has a bearing on the actions of the Emergency Cell of UNWTO.
- The primary step would be to obtain more information from public health authorities of Funtasia but take into consideration that UNWTO could encounter problems with lines of communication particularly since information may be withheld for political and economical reasons.
- Crisis management teams including the AHI coordinators should be a primary source.
- Other stakeholders, particularly in the tourism sector, could be a good source of information.
- Relays between UNWTO, WHO, Ministry of Health, National AHI coordinators and the Ministry of Tourism are vital for information and action.
- Conclusion: reliable first hand information is key to continuity.

Further points for consideration

- Discuss aims and expectations of stakeholders when it comes to UNWTO. Familiar with and has access to best resources. Is not duplicating information. Is extracting core information. Forward linking. Synchronization and harmonization of messages. Awareness of weak points.
- With whom do the participants believe UNWTO is liaising with?
- Action points on what should be done within the first two hours of the influenza outbreak, first 10 hours, first 24 hours.
Workosia – Government Sector

Background

0800 hrs GMT 24.07.2007, the public health authorities of Funtasia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Sunnyville, have been diagnosed with the bird flu virus, while 7 persons from Hotel Oceanview Resort are under intense care, one of which is a waiter who lives in the pottery village and his brother who works as a kitchen staff. The possibility of having transmitted the virus to other hotel staff and clients is highly likely.

Role

You are in the government of Workosia and you would like to assess the situation of travellers from your country in Funtasia.

Questions

• Who do you believe will handle your nationals travelling abroad? The Ministry of Tourism? The Ministry of Foreign Affairs?
• Whom do you contact?
• Outline the sources!
• What are the expectations?
• Where do you believe the necessary data/information on tourists in Funtasia is available and where is it stored?

Points raised by the participants

• Firstly, it would be necessary to convene a meeting of the national coordinators of all the line ministries as it is assumed that the government of Workosia is in contact with all the relevant ministries.
• The primary responsibility will be with the Ministry of Foreign Affairs.
• Your source of information will be firstly the embassy in Funtasia.
• Other sources would be WHO, UNWTO and the Ministry of Tourism, but bearing in mind that government information may not be reliable. The Media Centre could be added as a supplementary source.
• Expectations will be to obtain official, accurate and timely information to protect Workosians who are in Funtasia either as tourists or on temporary stays.
• Information should be available with the Ministry of Tourism in Workosia.

Further points for consideration

• Action points on what should be done within the first two hours of the influenza outbreak, first 10 hours, first 24 hours.
Workosia – Private Sector

Background

0800 hrs GMT 24.07.2007, the public health authorities of Funtasia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Sunnyville, have been diagnosed with the bird flu virus, while 7 persons from Hotel Oceanview Resort are under intense care, one of which is a waiter who lives in the pottery village and his brother who works as a kitchen staff. The possibility of having transmitted the virus to other hotel staff and clients is highly likely.

Role

You are the President of the National Tour Operators Association of Workosia and you have been asked by your Ministry of Tourism to use your contacts to obtain information of persons who are now holidaying in Funtasia.

Questions

- Do you believe that there is a contingency plan in place, known and trained for?
- As part of the national contingency plan an extensive email list was prepared and kept up-to-date beforehand to contact ASAP those companies.
- Outline what could go wrong and how likely is it from your perspective?

Points raised by the participants

- Workosia being a developed country, it is evident that they have a contingency plan but whether it is known and trained for is not certain. It is the responsibility of the UNWTO to ensure that all countries have contingency plans to deal with the tourism sector. Recommend that UNWTO establishes guidelines for a generic contingency plan and to take forward integration of the tourism sector into the national AHI plan:
  - gathering of information to be integrated into a contingency plan, particularly of tourists and expatriates abroad, calls for forward planning and thinking. In this respect it is best to encourage travellers, through the Ministry of Foreign Affairs of their respective countries, to register their travel details on a web site like in the case of Australia;
  - Tour Operators Associations should encourage the tourism sector to register travellers through notices in hotels and big signs at the immigration desks of destination countries.
- While in this particular instance, it may be possible to contact the companies since only two major operators dominate the market, emails are not the only and most reliable source. It should be noted that there are individual travellers (FITs) who may have used either a number of small agents or the internet to do their bookings. Other aspects to note are the constant changes in email numbers making it unreliable in an emergency and the fact that not all persons do access their emails constantly. The time factor should also be taken into account (who will read an email in the middle of the night?). As the ultimate aim of the exercise is to locate the clients, the best solution would be to combine different communication tools (telephone, fax, sms) and sources of information (hotels, airlines, immigration). Again, encourage to implement the system of Australia.

Further points for consideration

- Too many emails, not all tour operators have 24 hours availability, follow-up phone calls and emails necessary.
- Action points on what should be done within the first two hours of the influenza outbreak, first 10 hours, first 24 hours.
**Funtasia – Government Sector**

**Background**

0800 hrs GMT 24.07.2007, the public health authorities of Funtasia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Sunnyville, have been diagnosed with the bird flu virus, while 7 persons from Hotel Oceanview Resort are under intense care, one of which is a waiter who lives in the pottery village and his brother who works as a kitchen staff. The possibility of having transmitted the virus to other hotel staff and clients is highly likely.

**Role**

You are the Minister of Tourism of Funtasia and have been requested by WHO/UNWTO to report on the situation of foreign travellers in your country.

**Questions**

- Is Funtasia feeling offended?
- Where can they obtain the information about the foreign travellers?

**Points raised by the participants**

- Funtasia will not be offended as long as there is transparency.
- Check accuracy of information from relevant groups using existing line of communication plan and confirm suspected cases from hospital.
- Implement line of communications within Ministries of Tourism, Health and Information, giving preference to telephone calls.
- Ministry of Information to use media to update frequently.
- Information on tourists to be gathered from the affected village and hotel Sunshine. Information of interest would be to check on places visited, nationality and proposed next destination.
- Immigration and hotel industry.
- Decide on whether or not to isolate hotel and find alternative location for other guests.
- Inform all relevant ministries and tourism agencies of situation.

**Further points for consideration**

- Are mid-/long-term impacts (reputation, safety, economy) evaluated against short-term impacts?
- Have health authorities links established to incoming agencies, hotels etc.?
- Action points on what should be done within the first two hours of the influenza outbreak, first 10 hours, first 24 hours.
- Are the international health regulations and consequently their obligations known?
**Funtasia: Private Sector**

**Background**

0800 hrs GMT 24.07.2007, the public health authorities of Funtasia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Sunnyville, have been diagnosed with the bird flu virus, while 7 persons from Hotel Oceanview Resort are under intense care, one of which is a waiter who lives in the pottery village and his brother who works as a kitchen staff. The possibility of having transmitted the virus to other hotel staff and clients is highly likely.

**Role**

You are the President of the Hotel Association of Funtasia. You are convening a meeting with all hotel directors of Sunnyville to see what steps are to be taken next in order to protect your guests and your staff, while health officials have put the staff and guests from Hotel Oceanview Resort under quarantine.

**Questions**

- Will staff of most of the other hotels in Sunnyville return to work or stay at home?
- What possibilities exist if 90% of tourists are travelling in a group?
- How will you augment essential employees with non-essential employees?
- What are the plans, procedures, problems that could arise?
- How will you reduce non-essential functions? How would you prepare your employees for this event?

**Points raised by the participants**

- Decision of staff to return to work will be taken by the management and they will be allowed to come to work but under surveillance.
- Health authorities will be called to monitor the staff and guests.
- Staff attendance will be monitored especially those of Pottery Village.
- Disperse large groups into empty, smaller hotels, through segregation.
- Brief and guide guests of the latest situation.
- Non-essential employees should be advised to assist essential ones.
- The basic problem will be one of panic among guests and staff.
- Plans could go wrong as quality of service will drop as a result of staff shortage.
- There would be economic loss due to business being affected.
- Procedures will involve providing fast and sincere communication through phones, websites, SMS, emails and briefings.
- Convince guests to accept available facilities in their own interests.
- Appoint a spokesperson of the hoteliers association.
- Regular meetings of the hotel industry.
- Issue frequent press releases.
- Minimise outside activities for guests such as city tours.

**Further points for consideration**

- How can guests be handled if the staffs are unwilling to show up, or will the staff show up?
- Large tourism destinations vs. small local populations.
- What to do with individual travellers?

**Funtasia – Private Sector roundtable, led by Mr. Novendri Makalam. Participants: Ms. Ines Chan, Mr. Ronaldo Tiotuico, Mr. Alistair Speirs, Mr. Tariq Moen, Ms. Chimmy Pern, Mr. Yusuf Efendi Pohan and Ms. Lily Banonah.**
Background
0800 hrs GMT 24.07.2007, the public health authorities of Funtasia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Sunnyville, have been diagnosed with the bird flu virus, while 7 persons from Hotel Oceanview Resort are under intense care, one of which is a waiter who lives in the pottery village and his brother who works as a kitchen staff. The possibility of having transmitted the virus to other hotel staff and clients is highly likely.

Role
You are a local reporter which has been asked by your boss to prepare a news broadcast which will be emitted on local TV in the next 2 hours.

Questions
- What are the issues you plan to cover?
- What are the issues of interest for your audience?

Points raised by the participants
- Factual report on “situation update” of the location, luxury resort Sunnyville, status of the cases both foreign and local.
- Apportion blame – what went wrong? Who is responsible for this? How long has this been going on?
- Obtain government response – is there a plan? Will quarantine be introduced? Mass culling of birds? Number of fatalities?
- Questions pertaining to impact at a social, economic and tourism level.
- Guidance – how to stay safe.
- Interviews – family, doctors/health care centres, government officials, tourism officials.
- Stories of human interest particularly of family members and victims in hospitals.

Further points for consideration
- Different information needs and interest for local population and tourists?
- Story will be picked up later by international media.
- Will the messages of the media have an impact on workforce of Funtasia?
- Action points on what should be done within the first two hours of the influenza outbreak, first 10 hours, first 24 hours.
Tourist

Background

0800 hrs GMT 24.07.2007, the public health authorities of Funtasia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Sunnyville, have been diagnosed with the bird flu virus, while 7 persons from Hotel Oceanview Resort are under intense care, one of which is a waiter who lives in the pottery village and his brother who works as a kitchen staff. The possibility of having transmitted the virus to other hotel staff and clients is highly likely.

Role

You and your husband have purchased this trip on your own, unlike most of the tourists in Sunnyville who purchase packaged holidays. You are staying in another resort, 1 km away from Hotel Oceanview Resort. You still have two weeks to go before flying back to your country, but you heard of rumours of the possibility of people infected by the bird flu virus in the other resort.

Questions

- What will you do?
- What are your next steps?

Points raised by the participants

- Leave country as soon as possible.
- Find out situation from:
  - own embassy;
  - hotels;
  - internet (WHO, CDC, www.sos.travel);
  - telephone contacts in Workosia;
  - TV/radio.
- Learn existing risks to poultry and people.
- Be careful of biased government advice and commercial interest groups.

Further points for consideration

- Outlining information flows, especially when local language is not spoken, time difference exists, cell phone networks might be already jammed.
- How can individual travellers be assisted? Whose responsibility is it? Is the embassy the one and only contact?
Intergovernmental Organization

Background
After the first information was gathered, it was confirmed that so far, the only cases that have been tested positively in Funtasia are coming from the pottery village and the tourism destination Sunnyville. Due to the evidence of increased human-to-human transmission of the virus and its possible spread, WHO is evaluating the release of a travel advisory against all unnecessary travel to Funtasia.

Role
You are part of WHO’s IHR Emergency Committee. You are evaluating the release of the travel advisory against travel to Funtasia.

Questions
- What could be achieved with such an advisory?
- Discuss format and content of the advisory (whole country vs. affected areas only?)
- What is your role in defining and assessing unnecessary travel? What enforcement mechanisms do you have/need?
- Is a travel advisory issued by WHO not to leave Funtasia possible?
- What would be the consequences of such an advisory?

Points raised by the participants
- Travel advisory cannot be circumvented therefore WHO has to issue one.
- The travel advisory at this stage should not be country specific but only to affected area.
- Enforcement mechanisms will include border controls, avoidance of unnecessary travel to the affected area, use of PPE and usage of anti-viral drugs.
- Role of enforcement lies with Funtasia as self-interest of the country overrides further steps by WHO.
- Containment at this stage is very important therefore travel advisory against leaving affected areas is useful. This has to be followed by pharmacological measures.

Further points for consideration
- Naming of the different core measures to avoid confusion, keeping in mind transparency.
- Identify concrete measures and their applicability.
- Political and economic impact of a travel advisory.
- Is isolation helpful, e.g. Australia, recent studies?
- Can travel advisory just be targeted to a region vs. an entire country?
Storyline 2: Isolation and Initial Measures

Workosia – Government Sector

Background
After the first information was gathered, it was confirmed that so far, the only cases that have been tested positively in Funtasia are coming from the pottery village and the tourism destination Sunnyville. Due to the evidence of increased human-to-human transmission of the virus and its possible spread, the WHO is evaluating the release of a travel advisory against all unnecessary travel to Funtasia.

Role
You are the Minister of Foreign Affairs of Workosia and have been approached by the embassy of Funtasia to reevaluate the necessity of issuance of a travel warning to Funtasia. You have 15,000 citizens as tourists in Funtasia and another 1,000 as residents.

Questions
- Discuss and take decision on whether and if so, which travel advice to issue?
- Can tourism continue to Funtasia taking into account the distance between Sunnyville and the other destinations?
- Who are the representatives if any, who will be convoked by the Ministry of Foreign Affairs from the other sectors (Health, Tourism, Defense and Home Affairs)?
- What other steps are initiated to assist the tourists and residents in Funtasia?

Points raised by the participants
- Avoid unnecessary travel to Funtasia and avoid affected areas.
- Activate border controls to screen/quarantine those leaving Funtasia to Workosia.
- The government will give timely and accurate information to Workosian tourists of the safer places to visit in Funtasia as the whole country is not affected.
- In addition to Health, Tourism, Defense and Home Affairs the government will convoke Immigration and Border Control Institutes though these should come under the purview of one of these ministries.
- Other steps – dispatching relevant assistance to Funtasia and communicating with Funtasia.

Further points for consideration
- Is isolation of a country helpful?
- Triggers off implemented travel restrictions, enforced isolation and other actions.
- Typical procedures, especially interaction with private sector (tourism).
Workosia – Private Sector

Background
After the first information was gathered, it was confirmed that so far, the only cases that have been tested positively in Funtasia are coming from the pottery village and the tourism destination Sunnyville. Due to the evidence of increased human-to-human transmission of the virus and its possible spread, the WHO is evaluating the release of a travel advisory against all unnecessary travel to Funtasia.

Role
You are now a board member of “Dreamtours”, one of the largest tour operators of Workosia. 40% of your revenue is generated through holiday bookings to Funtasia of which 25% is from conferences and meetings. Your important and current client is the Chamber of Commerce who is organizing an import export trade show in Funtasia.

Questions
- Discuss the several options you have regarding your clients.
- You have heard that several large tour operators and tour operators in other countries are already taking trips to Funtasia out of the current program.
- Discuss your options and take a decision on how to advise your clients and especially, the Chamber of Commerce.
- Who else is affected by your decision?
- How would an ideal decision process take place (also seeing other international partners)?

Points raised by the participants
- Many challenges will have to be faced. Basic conflict between economic interests, business ethics, legal considerations and public concern.
- As the public is already aware and asking questions the best option would be to offer alternative destinations to Funtasia.
- Another major concern would be to evaluate insurance coverage. Final decision may depend on whether insurance companies will take the risk or in other words how they will cover themselves. This scenario is different to a natural disaster hence insurance companies would have already prepared their own plans.
- Client will have to be given full information with options.
- Decision process will involve public/private collaboration. Though the decision is primarily that of the company, public sector advice and instructions may finally influence whether to maintain the trip or find alternative solutions.

Further points for consideration
- To discover interdependencies.
- To realize the impacts the decisions from the private sector have on public opinion, governmental statements and decisions.
- To verify knowledge about existing coordination procedures in place not involving necessarily UN agencies, but trade associations and their links with governmental agencies.
- Do the participants know how governments coordinate closures of schools, embassies?
- Interaction with the public sector looked at from the private sector viewpoint – prejudices.
Funtasia – Government Sector

Background

After the first information was gathered, it was confirmed that so far, the only cases that have been tested positively in Funtasia are coming from the pottery village and the tourism destination Sunnyville. Due to the evidence of increased human-to-human transmission of the virus and its possible spread, the WHO is evaluating the release of a travel advisory against all unnecessary travel to Funtasia.

Role

You are the Minister of Tourism of Funtasia and have hired a PR firm to prepare a press release on the situation of your country.

Questions

• Which message would you convey to the tourism industry?
• How do you tackle interviews from the foreign press?
• In view of the actual developments, the cabinet meets and discusses the different options for Funtasia. There are a total of 50,000 foreign tourists in the country.
• What are your most important action points? Name those (max. 10 points).
• To whom will you be sending the press release to, list them:

Points raised by the participants

• Isolated marketing with advice to avoid affected area.
• Highlighting preventive and controlled measures to minimize spread.
• Allay fears by comparing to the rest of the population.
• Schedule daily press statement stressing situation, measures in place for the travel industry.
• Advise that entry is not closed and the situation is under control (this information to be endorsed by WHO and UNWTO).
• Action points:
  – relocate tourists in unaffected area decided by the Ministry of Tourism;
  – isolate hotel Sunshine guests.
• Press release to be sent to:
  – UN systems dealing with subject especially to WHO and UNWTO;
  – Ministry of Foreign Affairs, Ministry of Tourism, Ministry of Information;
  – tourism officials and embassies including those abroad;
  – ASEAN Secretariat.

Further points for consideration

• Identify options, especially in view of mid-term, long-term benefit.
• Special focus on distance between locations and the fact that travel advisories do not differentiate between locations within a country.
Funtasia: Private Sector

Background
After the first information was gathered, it was confirmed that so far, the only cases that have been tested positively in Funtasia are coming from the pottery village and the tourism destination Sunnyville. Due to the evidence of increased human-to-human transmission of the virus and its possible spread, the WHO is evaluating the release of a travel advisory against all unnecessary travel to Funtasia.

Role
You are a member of the National Hotel Association of Funtasia. You are afraid that the situation in Sunnyville will have a dramatic impact on the arrival of tourists in the remaining destinations in Funtasia. It is argued that the distance of 1,000 km between those places and Sunnyville should be far enough to avoid cancellations.

Questions
- Which message would you convey to the international as well as to the local tourism industry?
- Who should be addressed?
- Is a differentiated approach useful?
- How would you diffuse the message?
- What further actions can the members take?

Points raised by the participants
- Primary task would be to update the industry with the facts through website, sms and phone and emails:
  - for this purpose technical assistance should be sought from health body experts;
  - inform the industry about the steps being taken.
- The parties to be addressed would include:
  - potential travellers;
  - tour operators and travel agents;
  - UN systems such as UNWTO, WHO, UNSIC;
  - media, columnists and analysts.
- A differentiated approach would include word of mouth and government support.
- Core message to stress on measures being taken by the hotel industry and highlighting of safe areas.
- Further actions:
  - offer empty rooms to accomplish dispersed policy to other hotels;
  - offer cash and higher limit on credit facilities to guests;
  - run courses on simulation exercises for member hotels;
  - provide information in the form of videos and brochures to hotels for guests;
  - facilitate communication between guests and families.

Further points for consideration
- Can chain reactions be avoided?
- Coordination at national and international level.
- Evaluation of secondary consequences.
- Need to talk to tour operators individually and at first onset.
- Coordinate messages.
Media

Background

After the first information was gathered, it was confirmed that so far, the only cases that have been tested positively in Funtasia are coming from the pottery village and the tourism destination Sunnyville. Due to the evidence of increased human-to-human transmission of the virus and its possible spread, the WHO is evaluating the release of a travel advisory against all unnecessary travel to Funtasia.

Role

You are a freelance journalist by profession and happen to be vacationing in Sunnyville. As usual, you travel with your digital camera, the video camera and your GPRS cell phone. Although not the fastest network, it allows you to transfer data at a moderate speed.

Questions

- What stories will you be covering?
- Which stories will be more in demand by the international media?
- Would you be more interested to report about facts coinciding with or not with the UN system-wide message and WHO recommendations? Why? What are your motivations?
- Discuss options.

Points raised by the participants

- How locals live with birds, show cases, talk to families and medical experts.
- How Funtasia is stopping the spread, role of officials and government shortcomings, situation of expatriates, economic disruption.
- UN message will be reported but with conflicting points of view trying to remain independent as far as possible. Also portray messages as complex and technical.
- Options – is it preferable to be neutral or sensationalist? (Fox News vs. CNN dilemma). Will have to weigh the risks.

Further points for consideration

- Communication in blogs etc. cannot be controlled but monitored.
- Other interest groups will take this opportunity to push their issues.
- Other journalists might be already on the spot (e.g. as tourists themselves).
Tourist

Background
After the first information was gathered, it was confirmed that so far, the only cases that have been tested positively in Funtasia are coming from the pottery village and the tourism destination Sunnyville. Due to the evidence of increased human-to-human transmission of the virus and its possible spread, the WHO is evaluating the release of a travel advisory against all unnecessary travel to Funtasia.

Role
You are Mr. and Mrs. Smith, who are currently honeymooning in Sunnyville, having used US$30,000 to finance this trip through “Dreamtours”, a tour operator from Workosia.

Questions
• What will be your reactions?
• How much time do you estimate it will take Mr. and Mrs. Smith to find out what was happening in Sunnyville?
• The tour guide through the incoming agency offers Mr. and Mrs. Smith free repatriation to Workosia in the afternoon. Do you think Mr. and Mrs. Smith will follow this option?

Points raised by the participants
• In the event of increased human to human spread the sources mentioned in Storyline 1 should be used to clarify exact situation as soon as possible.
• Time is no factor as information is freely available and the truth will prevail.
• Repatriation will be accepted to get back to Workosia.

Further points for consideration
• Information needs of tourists.
• Can tourists be forced to repatriate?
• Individual rights vs. public interests.
• Different assessment perceived from on the spot vs. from home.
Intergovernmental Organization

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Sunnyville, as well as its archipelago. The government of Funtasia recommended evacuations of all tourists from Funtasia to better assist its own population. At the same time many countries have urged their citizens to return to their countries while setting up screening procedures for persons coming from Funtasia. There are still 23,000 tourists (80% package tourists and 20% independent travellers) in Funtasia. 13,000 of them are from Workosia. By now, 10 tourists from Workosia are in critical circumstances in Funtasia.

Role

You are now working for UNWTO. Bookings not only to Funtasia but also to neighboring countries are falling fast. Request for assistance are addressed from Member States to UNWTO.

Questions

• When and where would UNWTO be of assistance when it comes now to evacuations?
• How can the TERN network be of use to your efforts?
• What measures might be necessary at the international level to assist Funtasia?
• How can individual travellers be convinced to follow official instructions?
• How long will a coordinated evacuation of 23,000 people take?
• What measures are you taking to support the WHO principles but also to address the tourism concerns of the member countries?

Points raised by the participants

• Three basic issues will arise – when, where and how.
• Transportation is an issue as it is estimated that at least 5 days would be required for evacuation or longer (up to 15 days) if quarantine is imposed.
• As a Member State, assistance will have to be provided by UNWTO.
• A further dilemma arises when one considers people who do not want to leave.
• Conclusion: coordination of information is more important than immediate activity (evacuation).

Further points for consideration

• Understanding the role of UNWTO.
• See and evaluate the dilemma of general travel restrictions and spread of a virus.
• Analyze the difference of decreed travel restrictions and travel reluctance.
• Understand the role of confidence when it comes to recommended limited travel restrictions.
• Understanding TERN network.
• Risk of uncontrolled flows.
• How to control established flows best.
• Responsibilities of the public and the private sector.
• Multinational coordination.
• Bi-lateral and multi-lateral agreements.
Workosia – Government Sector

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Sunnyville, as well as its archipelago. The government of Funtasia recommended evacuations of all tourists from Funtasia to better assist its own population. At the same time many countries have urged their citizens to return to their countries while setting up screening procedures for persons coming from Funtasia. There are still 23,000 tourists (80% package tours and 20% independent travellers) in Funtasia. 13,000 of them are from Workosia. By now, 10 tourists from Workosia are in critical circumstances in Funtasia.

Role

You are now working for the crisis cell of the Ministry of Foreign Affairs of Workosia.

Questions

- How can you assist the citizens of your country in Funtasia?
- What impact will this evacuation have?
- Who is responsible to provide tourists with facial masks, other PPE equipment and drugs?
- What kind of assistance can be provided through an embassy?
- How smooth or complicated, you assume, the repatriation process will take place?
- Who is taking care of the sick ones?
- Is repatriation of critical cases an option?
- Who will you be liaising with?
- Identify problems while carrying out evacuations?

Points raised by the participants

- Dispatch medical team, supply anti viral drugs and provide PPE and Field Hospitals.
- People will panic with the ensuing problems.
- The elderly, handicapped, women and children should get first priority during an evacuation.
- Responsible (prepared) agency to provide facial masks in collaboration with Ministry of Health of Workosia.
- Accurate and real time information to be provided by embassy with list of Workosian citizens living in Funtasia.
- The repatriation process depends on:
  - how prepared the government has been;
  - geographical challenges;
  - capacity for quick and efficient evacuation;
  - communication capacities.
- The sick will be cared for by (a) the medical team of the government of Funtasia and public health officials (b) Workosian medical team dispatched for the purpose and (c) international medical teams of WHO and NGOs.
- It is not advisable to repatriate the critical cases due to the risk of contamination.
Workosia – Government Sector (continued)

- Liaison will be with:
  - embassy focal point staff;
  - Funtasia Task Force;
  - travel trade (agencies, hoteliers).
- The main problem in an evacuation will be the shortfall in transport requirements. Other logistical problems such as shortage of supplies of food, water and medicine should be envisaged.
- Misinformation and rumours are also to be taken into account.

Further points for consideration

- Dilemma of who is taking care of the supplies of tourists.
- Affected persons have to be treated within two days with AV Oseltamivir.
- Understand public responsibility.
- How does one coordinate within the public sector and with the private sector?
- Tensions and power struggles.
- Emerging leadership qualities.
- Strengths and weaknesses of public sector.
Workosia – Private Sector

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Sunnyville, as well as its archipelago. The government of Funtasia recommended evacuations of all tourists from Funtasia to better assist its own population. At the same time many countries have urged their citizens to return to their countries while setting up screening procedures for persons coming from Funtasia. There are still 23,000 tourists (80% package tours and 20% independent travellers) in Funtasia. 13,000 of them are from Workosia. By now, 10 tourists from Workosia are in critical circumstances in Funtasia.

Role

You are now the president of the National Tour Operators Association. In preparation of a possible evacuation, the government of Workosia has requested your assistance in coordinating the evacuation of its citizens out of Funtasia.

Questions

- What can go wrong?
- Are people willing to board planes?
- What transportation alternatives can be suggested?
- Who is responsible for those not wanting to be evacuated through the proposed means of transportation?
- How will people behave once on board a plane?
- Who will pay?
- What is the likelihood that pilots will be flying to Funtasia?
- Which public health and safety decisions by others could affect the transportation sector and therefore your work?

Points raised by the participants

- What can go wrong? Evacuation even from the perspective of Workosia, which is still unaffected, may experience a conflict of interests:
  - individual members of the Association will care more for their own customers than other customers;
  - family might come first and customer second leading to a lack of cooperation.
- One of the core issues will be the scale of operations. How to transport so many people in so short a time:
  - given the risks of contamination on a plane air transport may not be the only option. One of the major hazards in an evacuation is the uncertainty of the incubation period of the virus;
  - alternatives would be road transport (borders may be closed) to neighbouring destinations and sea transport (ships and cruises);
  - the very role of evacuation has to be questioned. Is it necessary and advisable?
- Responsibility of not wanting to be evacuated is a personal issue.
- Payment and evacuation is the responsibility of the government. Tour operators will speak to the national airlines but the cost factor will have to be ignored as the government will face public pressure to repatriate clients. Therefore tour operators will follow orders. Military planes will supplement civil aircraft.
**Workosia – Private Sector (continued)**

- Pilots can refuse to fly to Funtasia including military pilots. It is likely that airport workers also could refuse to work.
- Public health and safety decisions may not be only a national issue. UN systems (WHO) decisions will have a bearing on reaction of the public.
- UN and NGOs will play a vital role in Funtasia.

**Further points for consideration**

- Identify problems while carrying out evacuations.
- Are assumptions made for national evacuation plans correct?
- Salary vs. benefits for essential and/or non-essential employees?
- Core personnel in Workosia can also refuse to work.
Funtasia – Government Sector

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Sunnyville, as well as its archipelago. The government of Funtasia recommended evacuations of all tourists from Funtasia to better assist its own population. At the same time many countries have urged their citizens to return to their countries while setting up screening procedures for persons coming from Funtasia. There are still 23,000 tourists (80% package tours and 20% independent travellers) in Funtasia. 13,000 of them are from Workosia. By now, 10 tourists from Workosia are in critical circumstances in Funtasia.

Role

You are working for the Ministry of Health of Funtasia. Evaluate the preparedness of the tour operators to protect and provide protection for tourists from their respective countries.

Questions

- Would you provide PPE and antiviral drugs for the tourists?
- Who is taking care of the delivery of PPE and antiviral drugs for the tourists?
- Are they generally provided by the host country?
- If there is a shortage of supply who will be excluded?
- Are airlines or tour operators expected to bring facial masks for return flights?
- Who is taking care of individual travellers and business travellers?
- How are rumors that tourists are getting special preferred treatment and are purchasing rare supplies on the black market handled to avoid conflicts and panic?
- Will materials be distributed for free or against payment?

Points raised by the participants

- PPEs and antiviral drugs will be provided for the tourists in the greater economic and financial interests of the country.
- The delivery will be handled by the Special Task Force comprising the government, private sector, international organizations and NGOs.
- Even if they are not generally provided by the host country a special request will be made from WHO, other international bodies and embassies, to assist in their task.
- Symptom free cases will be excluded.
- Airlines and tour operators would be expected to bring the facial masks on the flights.
- Embassies, government and NGOs could be taking care of individual travellers and business travellers.
- Hotline created to counter the spread of rumours. All information verified and consistent with government coordinated dissemination of information in relevant languages.
- Material will be distributed free of charge.

Further points for consideration

- Dilemma of who is taking care of the supplies of tourists.
- Affected persons have to be treated within two days with the antiviral drug Oseltamivir?
- Limited supplies and priority questions.
- Sick vs. healthy, free vs. payment.
- Run on medicines.
Funtasia – Private Sector

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Sunnyville, as well as its archipelago. The government of Funtasia recommended evacuations of all tourists from Funtasia to better assist its own population. At the same time many countries have urged their citizens to return to their countries while setting up screening procedures for persons coming from Funtasia. There are still 23,000 tourists (80% package tours and 20% independent travellers) in Funtasia. 13,000 of them are from Workosia. By now, 10 tourists from Workosia are in critical circumstances in Funtasia.

Role

You are the owner of one of the largest incoming agencies in Funtasia and member of the board of the Federation of Tourism Companies in Funtasia. The government of Funtasia asks the Federation to assist with the evacuation of the tourists still remaining in Funtasia.

Questions

- What will be the preparatory steps for an effective evacuation?
- What can go wrong?
- Who, besides you, can be a possible and likely ally? Will they pay any attention to you?
- How are these requests of the tour operators from different countries handled as nearly all of them want to send either air planes from their own fleet or other charters within the next hours to Sunnyville and the other three major destinations?
- Would you assume that bribery could be affecting these plans?
- What role do bribery and corruption play in these circumstances?
- Several buses returning from the airport are confiscated by the authorities to realize public evacuation plans, how likely is this scenario?

Points raised by the participants

- Preparatory steps would include:
  - setting up of evacuation command centre;
  - transportation and logistics;
  - facilitation of communications especially with families of guests;
  - coordination with airlines and charters;
  - defence authorities such as the army, air force, aviation, police and customs.
- Pitfalls:
  - un-coordinated efforts;
  - confusion, chaos, panic;
  - over crowding of airports;
  - hotel exchange jammed, overloaded;
  - lack of staff.
- Allies:
  - government (police, army), airlines, media, transporters, workers unions, credit card companies, banks, NGOs, students, volunteers, hospitals.
Funtasia – Private Sector (continued)

- Tour operators requests:
  - prioritise according to the available transport and the degree of danger.
- Bribery and corruption:
  - to be envisaged.
- Role of bribery:
  - can hinder smooth operation of evacuation;
  - can lead to a bad image.
- Confiscation of buses:
  - very likely.

Further points for consideration

- Recalling SARS and measures.
- Sudden repatriation of tourists currently located in your country will create chaos (too many people in airports, highways and the risk of human-to-human transmission higher).
- People in Funtasia are increasingly avoiding public transportation and if needed use individual means of transportation (cars).
- The cases of bus drivers not showing up at work cause additional problems for public transportation.
Media

Background
Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Sunnyville, as well as its archipelago. The government of Funtasia recommended evacuations of all tourists from Funtasia to better assist its own population. At the same time many countries have urged their citizens to return to their countries while setting up screening procedures for persons coming from Funtasia. There are still 23,000 tourists (80% package tours and 20% independent travellers) in Funtasia. 13,000 of them are from Workosia. By now, 10 tourists from Workosia are in critical circumstances in Funtasia.

Role
You are a publisher of a travel magazine in Workosia that is preparing a special issue on “holidays in times of a forthcoming pandemic”.

Questions
• What are the suggested precautions a traveller should be aware of?
• What are the alternatives when it comes to travelling?
• Where would you gather information from?

Points raised by the participants
• As a publisher one will be faced with the dilemma of satisfying the advertisers on the one hand and catering to the travellers/readers on the other.
• Precautionary measures would include healthy behaviour, awareness of travel advisories and postponement of trip to a later/safer date.
• Very few alternatives to travel therefore clients may want to change the destination from those that are risky to perceived safer places. Domestic tourism may be encouraged.
• Information sources would be the travellers and survivors themselves, tour operators/insurance companies, government officials and medical experts.

Further points for consideration
• Widen the perspective!
Tourist

Background
Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Sunnyville, as well as its archipelago. The government of Funtasia recommended evacuations of all tourists from Funtasia to better assist its own population. At the same time many countries have urged their citizens to return to their countries while setting up screening procedures for persons coming from Funtasia. There are still 23,000 tourists (80% package tours and 20% independent travellers) in Funtasia. 13,000 of them are from Workosia. By now, 10 tourists from Workosia are in critical circumstances in Funtasia.

Role
You are a tourist travelling alone and have booked yourself in a nice five star hotel in the destination of Poshville in Funtasia. You have been informed by your tour operator that they are bringing all tourists back to Workosia. You know the fundamental things about the spread of avian flu and know that close contact is one major way of spreading it.

Questions
- How are you reacting to the fact that you are travelling together with 400 persons on a plane for 10 hours?
- What alternatives of transportation means are you looking at?

Points raised by the participants
- Take sensible precautions advocated by the various international and national authorities to safeguard oneself.
- Alternatives would include sea and land transport; however people will want to fly to get out of the infected area as fast as possible.
- They would expect screening and quarantine.

Further points for consideration
- Planes might be avoided as means of transportation.
- Uncontrolled flows.
- What measures are taken by other countries if passports bear entry stamps for Funtasia?
Scenario 2

Situation: It’s out there

Good afternoon,

- Two days ago, WHO raised its pandemic alert to Phase 5, indicating evidence of significant human-to-human transmission, after more and more persons were diagnosed with the H5N1 virus throughout Funtasia.

![WHO logo](image)

**Current Phase of alert in the WHO global influenza preparedness plan**

<table>
<thead>
<tr>
<th>Phase</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>No new influenza virus detected in humans. If a new influenza virus presents in animals, the risk of human infection is considered to be low</td>
</tr>
<tr>
<td>2</td>
<td>No human infections, but a circulating animal influenza virus poses a risk to humans</td>
</tr>
<tr>
<td>3</td>
<td>Human infection(s) with a new virus, but no (or very infrequent) human to human spread</td>
</tr>
<tr>
<td>4</td>
<td>Small cluster(s) with limited human-to-human transmission but spread is highly localized</td>
</tr>
<tr>
<td>5</td>
<td>Large cluster(s) but human-to-human spread still localized</td>
</tr>
<tr>
<td>6</td>
<td>Increased and sustained transmission in general population</td>
</tr>
</tbody>
</table>

- Neighboring countries of Funtasia have closed all small border controls and installed, although of limited use, thermal imaging equipment in the large border controls.
- However, no cases of the new influenza were reported at this moment outside of Funtasia. All suspects so far turned out to be harmless cases not related to the new influenza. At this stage, WHO advises only against all travel to Funtasia.
- The fear of the spreading virus is immanent but the public opinion feels that the international community is cooperating well and learned the lessons since SARS. The fact that the government of Funtasia is cooperating fully with the WHO is also keeping the confidence relatively high in countries farther away from Funtasia.
- Most countries tourism bookings for the holiday season (August, September and October) are continuing but yet at a much lower level than in previous years. A further decline in number of tourist arrivals and bookings is feared.
- Specialists from all countries are on high alert and fully aware how important the first moments are to contain the spread of the virus.
Intergovernmental Organization

Background

Most countries’ tourism bookings for the holiday season (August, September and October) are continuing but yet at a much lower level than in previous years. A further decline in number of tourist arrivals and bookings is feared, although WHO advises only against all travel to Funtasia. Specialists from all countries are on high alert and fully aware how important the first moments are to contain the spread of the virus.

Role

You are part of the UNWTO crisis cell. UNSIC urged all UN agencies to work on updated solutions to overcome the developing crisis situation.

Questions

- What will happen to the tourism sector and how can UNWTO assist in this situation?
- What instruments are available and suitable?
- Who will you liaise with?
- To revise the contingency plans you are asked to identify core personnel of UNWTO. Name them.

Points raised by the participants

- Consequences on the tourism sector:
  - travel worldwide will see an appreciable decrease;
  - only essential travel to Funtasia;
  - UNWTO will continue to ensure consistent, coherent messaging;
  - message of confidence but at the same time precautionary measures to be taken.

- Available and suitable instruments:
  - using existing networks and channels, in particular UNSIC, TERN, emails;
  - www.sos.travel;
  - focal points.

Further points for consideration

- Function of UNWTO in Pandemic Phase 5 and 6.
- Understanding existing instruments such as TERN, www.sos.travel, etc.
- UNWTO: best source of information for tourists and travellers, keep them rationale, run consultation mechanisms, be forum for contacts, run networks as the existing ones are usually very weak?
- Advise FAO and WHO during decision process.
Workosia – Government Sector

Background
Most countries tourism bookings for the holiday season (August, September and October) are continuing but yet at a much lower level than in previous years. A further decline in number of tourist arrivals and bookings is feared, although WHO advises only against all travel to Funtasia. Specialists from all countries are on high alert and fully aware how important the first moments are to contain the spread of the virus.

Role
You are working for the Ministry of Health of Workosia. You are contemplating in taking more precautionary measures for persons arriving from Funtasia to avoid the virus from reaching your country, as many persons may be infected but not necessarily show symptoms yet.

Questions
- What are the options you have?
- Is a 10 day quarantine an option?
- What impact would it have on:
  - the tourists returning?
  - public opinion in Workosia?
  - other countries among them classical destinations?
  - future/potential tourists?
- Who else must you work with to assess the impact of border and travel restrictions?
- How will you enforce and/or add your quarantine or travel restrictions? How long will you sustain these policies and actions?
- What legal authorities are necessary for the isolation of all ill persons and the quarantine of potentially exposed persons?

Points raised by the participants
- Options:
  - strengthening border controls. Bio-security for incoming visitors to Workosia such as health screening at the various entry ports (air, sea);
  - quarantine;
  - logistical aid – providing medical kits at national and district levels;
  - simulation exercises on pandemic;
  - dissemination of information by the National Task Force.
- Quarantine:
  - this will depend on WHO regulations.
- Impact:
  - on all sectors cited will depend on how well the government can explain measures and policies, including necessity for quarantine;
  - as long as returning tourists feel safe and that the measures are taken in their as well as their countrymen’s interests there will be no impact.
Workosia – Government Sector (continued)

- Others impacted can be categorised into two fields:
  - domestic: Ministry of Tourism, travel agents, border controls such as customs and immigration;
  - international: UNWTO, foreign travel trade.

- Enforcing restrictions:
  - provide more mobile laboratories at the health centres at every point of entry;
  - if necessary install a military set-up;
  - duration: until the threat of the pandemic decreases or disappears.

- Legal entity:
  - through government decree empower Ministry of Health and Ministry of Defence to implement actions.

Further points for consideration

- Decisions that go beyond WHO recommendations and their possible impact?
- Triggers of travel restrictions, enforced isolation and quarantine measures.
- Have the participant identified/implemented essential travel routes or credentialing of key personnel?
- Will the Ministry be effective to control public opinion?
- Identify legal and jurisdictional authority for border security and border restrictions. How do these authorities change in an influenza pandemic?
Workosia – Private Sector

Background
Most countries tourism bookings for the holiday season (August, September and October) are continuing but yet at a much lower level than in previous years. A further decline in number of tourist arrivals and bookings is feared, although WHO advises only against all travel to Funtasia. Specialists from all countries are on high alert and fully aware how important the first moments are to contain the spread of the virus.

Role
You are employed by the largest tour operator in Workosia. After all trips to Funtasia have been cancelled, you are working on alternative options for your business.

Questions
- How will you see your business affected by the developments?
- What will people do who originally booked trips to Funtasia?
- What kind of tourism product will be on demand, if any?
- Some experts assume that life will go on as usual after a first initial shock as people have done so after 9/11, Foot and Mouth, SARS. Is this correct?

Points raised by the participants
- Business impacts:
  - in the short term there will be business loss due to the refunds to clients. It is still not clear whether tour operators will get compensation from insurance companies. Recent decision by European Union to ban Garuda flights led to the airline having to pay compensation to other airlines with whom they had code share agreements for loss of business.
- Situation of clients:
  - they will get refunds, others will be re-scheduled to different destinations and some will postpone trip.
- Type of products:
  - short and medium-haul traffic will increase at the expense of long haul traffic because of the association of distance with insecurity (Funtasia) and fear of being stranded in a far off place. Holidesia will therefore be affected;
  - domestic and individual tours based on adventure, nature, trekking will increase.
- Recovery:
  - pandemic is different from other natural and man-made disasters in that the period of time in which it will act is longer and hence effects both physical and psychological are greater;
  - it has been estimated that an average period of 6 months would be required to test the vaccine once the virus mutates and this is a long period in which much damage can be done to the tourism industry.

Further points for consideration
- Realize that individual travel increases as people choose to travel independently and to avoid groups.
- Domestic vs. international travel.
Funtasia

Background
Most countries tourism bookings for the holiday season (August, September and October) are continuing but yet at a much lower level than in previous years. A further decline in number of tourist arrivals and bookings is feared, although WHO advises only against all travel to Funtasia. Specialists from all countries are on high alert and fully aware how important the first moments are to contain the spread of the virus.

Role
You are one of the remaining 3,000 tourists from Workosia currently still in Funtasia, due to a number of reasons: stoppage of airlines operating between the two countries and tour operators unable to repatriate clients or offer alternative solutions.

Questions
- How prepared are tourists for an extended stay?
- What problems may those left behind be faced with?
- Would you face financial problems?
- Who is expected to help those tourists?
- How likely is it that those tourists will get help?
- If they will not receive help and their financial means are limited, what will they do?

Points raised by the participants
- Tourists would most likely not be prepared for an extended stay due to many reasons:
  - unexpected nature of the event;
  - limited funds;
  - obligations at home;
  - lack of information;
  - lack of language skills.
- Problems faced by those staying behind will be fourfold:
  - financial;
  - personal;
  - safety;
  - being cut-off.
- Most likely to face financial problems.
- Assistance to tourists should come from the following sources:
  - Government of Funtasia;
  - Government/embassy of Workosia;
  - tour operators;
  - hotels;
  - UNWTO, WHO.

Mr. Hlaing Oo, Deputy Director of the Ministry of Hotels and Tourism of the Union of Myanmar, and Mr. Myint Tun Than, Assistant General Manager of the Ministry of Hotels and Tourism of the Union of Myanmar.
**Funtasia (continued)**

- Help would most probably come in the form of medical care, accommodation, food, transport and communications.
- In the event of lack of finances tourists will try to leave the country somehow – probably enter a neighbouring country and return home. They would also appeal for transfer of funds from different sources.

**Further points for consideration**

- Vulnerability of tourists.
- Identify players and obligations.
- Signalling effect to the outside?
- How many cases can be handled at the same time? When will the system collapse?
- When resources (e.g. access to hospitals and doctors) are limited who gets priority: citizens of Funtasia or tourists? Define the rules.
Holidesia

Background
Most countries tourism bookings for the holiday season (August, September and October) are continuing but yet at a much lower level than in previous years. A further decline in number of tourist arrivals and bookings is feared, although WHO advises only against all travel to Funtasia. Specialists from all countries are on high alert and fully aware how important the first moments are to contain the spread of the virus.

Role
You are the Ministry of Tourism of Holidesia. Your country usually receives many tourists from Workosia. Holidesia is a 10 hours flight away from Workosia as well as from Funtasia. Evaluate the situation.

Questions

• What will happen to the tourism industry of Holidesia?
• Will tourists from Workosia still arrive?
• Should special measures be taken when tourists from Workosia arrive?
• What measures will be recommended to the tourism sector?

Points raised by the participants

• Tourism will increase to Holidesia for the first two months as an alternative destination.
• After initial increase there will be a general decline because of media and government measures.
• A few tourists will arrive from Workosia.
• Tourists will be screened on arrival at entry points (airports, harbour).
• Leaflets giving information on hospitals, WHO contact, personal protection.
• Train hospital staff to report on influenza type symptoms.
• Train tourism staff in detection methods.
• Implement emergency response unit.
• Holidesia to start campaign and open new tourism destinations.
• Acquire clients outside of Workosia.
• Offer support to Workosia to address tourism decline. Work together.

Further points for consideration

• Tourists from Workosia might be infected but still not show symptoms.
• Can dependency on airlines and cruises in view of possible recommendations of social distancing be reduced?
• Are other source markets targeted as alternatives?
• Are visa etc. introduced?
Media

Background
Most countries tourism bookings for the holiday season (August, September and October) are continuing but yet at a much lower level than in previous years. A further decline in number of tourist arrivals and bookings is feared, although WHO advises only against all travel to Funtasia. Specialists from all countries are on high alert and fully aware how important the first moments are to contain the spread of the virus.

Role
You are the Director of Communications in the Prime Minister’s office of Workosia. You were just now briefed that rumours circulate that your government is suppressing information about uncontrolled mutations of the virus. WHO sources and governmental scientists confirm to that these reports are absolutely baseless and only designed to spread panic.

Questions
• Can those reports be counteracted and if so how?
• Who might be interested in spreading those reports?
• What can be done beforehand to minimize the impact of those reports?
• What are the criteria of channels of reliable and unbiased information?

Points raised by the participants
• Counteracting reports:
  – use facts from independent sources such as WHO/scientists;
  – organize press conference and have face-to-face confrontation;
  – Prime Minister to appear on TV;
  – Prime Minister visits/makes contact with returning tourists;
  – bi-partisan initiatives;
  – NGOs and community leaders to be interviewed.
• Rumour spreaders:
  – main opposition parties;
  – media: national and international;
  – domestic: tour operators from Workosia.
• Minimize impact of the reports:
  – use initiatives from the first question above before rumours are spread;
  – repeat messages at regular intervals;
  – educate and organize interesting campaigns;
  – increase awareness programmes.
• Reliable channels of information:
  – independent;
  – credible;
  – international;
  – professional.
Media (continued)

Further points for consideration

- Importance of the blogs and parallel media.
- Could be used to misinform.
- Name other parties/stakeholders interested in taking advantage of such situations.
- Impact on travel patterns.
- Sources of reliable information (e.g. used by business travellers).
- Criteria to be considered as a reliable source of information.
Storyline 1: Developing Crisis

Tourist

Background
Most countries tourism bookings for the holiday season (August, September and October) are continuing but yet at a much lower level than in previous years. A further decline in number of tourist arrivals and bookings is feared, although WHO advises only against all travel to Funtasia. Specialists from all countries are on high alert and fully aware how important the first moments are to contain the spread of the virus.

Role
You (Wendy) planned originally to go to Funtasia with your best friend (Peter). Your trip was cancelled by your tour operator. You are offered either refund or to rebook your trip to another destination. Wendy is willing to go to another destination, while Peter is reluctant.

Questions
• What are the points in favour of Wendy and what are the points in favour of Peter for travelling outside, inside or not at all?
• What will you be bringing if you were going to embark on this trip?
• Which kind of research will you be undertaking prior to any decisions?

Points raised by the participants
• Wendy prefers to rebook to another destination:
  – no travel advisory issued, as yet, not to go to another country;
  – holiday fixed;
  – holiday is family-related and hence cancellation will have repercussions to the family household;
  – go to a very far destination that has little risk of contamination;
  – choose a different season.
• Peter wishes to stay:
  – closer to medical facilities, doctors and hospitals;
  – might not get health insurance coverage on another trip;
  – rumours of quarantine;
  – alternate trips could be more expensive at short notice.
• Material to be taken:
  – PPE, facial masks;
  – vitamins, especially C;
  – take precautionary measures such as regular hand washing and hand wash material;
  – extra money;
  – guide book;
  – computer lap-top;
  – emergency numbers of embassy etc.
Tourist (continued)

- Research:
  - through the media on TV, radio, newspapers;
  - websites of Ministry of Foreign Affairs, UNWTO's www.sos.travel;
  - travel agents;
  - friends.

Further points for consideration

- Is domestic tourism an alternative?
- Whose information would be – from the consumer’s point of view – biased?
- Identify medicines and other material in demand.
- Realize how important other sources of information are in determining your equipment?
Inter governmental Organization

Background
The first cases of human-to-human infection were confirmed three days ago in Workosia. A family was tested positive but no connection at this point can be made between those cases and Funtasia.

Role
You are a member of the Ministry of Tourism and Transport of the neighbouring country of BigCountry. BigCountry closed its airspace for all flights from and to Funtasia and Workosia. International flights are affected enormously as now 40% of them have to be re-routed and require additional stop-overs.

Questions
• How can you influence this decision?
• How will other countries react towards this decision?
• What role does the UN play in such a situation?

Points raised by the participants
• Decision influence through:
  – major tourism associations of airlines, travel trade and hotels;
  – UN Systems such as UNSIC, WHO, ICAO;
  – NTOs of neighbouring countries;
  – approach BigCountry and lobby for exception by assuring that preventive measures will be taken including quarantine;
  – NGOs (Red Cross, Red Crescent, CARE).

Further points for consideration
• Impacts of unilateral actions on the international community?
• Retaliation.
• Function of the UN.
• Prisoners’ dilemma.
Workosia – Government Sector

Background
The first cases of human-to-human infection were confirmed three days ago in Workosia. A family was tested positive but no connection at this point can be made between those cases and Funtasia.

Role
You are working for the Ministry of Foreign Affairs of Workosia. The government ordered, following the recommendation of the WHO, exit screening for all persons leaving the country, the use of antiviral drugs and personal protection equipment.

Questions
• What kind of travel advisory will the Ministry of Workosia formulate in view of these new circumstances?
• Who are you liaising with within the other ministries of your government?
• Are people likely to follow this advisory?
• Will these new developments have any impact on the tourists and citizens still remaining in Funtasia?
• As a major tourism outbound country, what are the impacts of these measures on world tourism?

Points raised by the participants
• Travel advisory: focus on people staying in the country.
• Liaison with Ministry of Foreign Affairs, Home Affairs, Health, Media and Tourism.
• Chances of implementation: good.
• Impacts: world tourism will decrease.

Further points for consideration
• How will travel patterns change in view of a slowly evolving influenza?
• Interdependency.
**Workosia – Private Sector**

**Background**

The first cases of human-to-human infection were confirmed three days ago in Workosia. A family was tested positive but no connection at this point can be made between those cases and Funtasia.

**Role**

You are one of the largest tour operators in Workosia and have now rebooked large numbers of tourists originally going to Funtasia to other competing destinations among them Holidesia.

**Questions**

- Will those tourists still travel?
- How will the public and the private sector of Holidesia react to these new developments?

**Points raised by the participants**

- Most tourists will not travel.
- Reaction of public and private sectors:
  - will depend largely on the media;
  - many will wait for more information;
  - blame will be placed on the public sector: what has the government done?
  - government will have to provide precautions, assistance and reassurance.

**Further points for consideration**

- Perception problems (few affected – everybody condemned. Reverse to classical crisis situations).
- Looking for alternative destinations.
- Anticipate reactions in destinations.
Storyline 2: Infections Outside Funtasia

Funtasia

Background
The first cases of human-to-human infection were confirmed three days ago in Workosia. A family was tested positive but no connection at this point can be made between those cases and Funtasia.

Role
You are a businessman from Funtasia and still need to travel abroad for a very important meeting.

Questions
• What problems do you think will you be facing while trying to leave the country?
• Will they ease or increase once the first cases of human-to-human infection are confirmed outside Funtasia?
• Will the initial outbreak in Funtasia have mid- and long-term consequences for Funtasia (especially the tourism sector in about 2 – 5 years)?

Points raised by the participants
• Problems of leaving the country:
  – obtaining visas;
  – no flights;
  – health check at border control;
  – time to make preparations;
  – probably miss the meeting!
• Problems will increase:
  – more stigmatisation;
  – travel restrictions;
  – need help, from WHO?
• Consequences:
  – depends on the acuteness of the outbreak, recovery and promotional efforts;
  – mid-term impact will be more severe than long term;
  – full recovery possible in the long term.

Further points for consideration
• Outbound tourism, especially business travellers will still need to travel.
• Racial overtones.
• Isolation of a country.
• Recovery chances.
Holidesia

Background
The first cases of human-to-human infection were confirmed three days ago in Workosia. A family was tested positive but no connection at this point can be made between those cases and Funtasia.

Role
You are the board member of the Hotel and Restaurant Association of Holidesia, you have been requested by several important international tour operators that their guests should not stay in establishments frequented by tourists from Workosia otherwise their bookings will be cancelled.

Questions
• How likely is this scenario?
• Could it be possible that the government of Holidesia closes the entry for people from Workosia?
• How effective would be the latter?

Points raised by the participants
• Scenario very likely.
• Tourism sector strongly believes this is possible but would advise government to consider alternatives.
• Suggest proper screening procedures for visitors from Workosia. Work closely with other private sectors such as airlines, stakeholders involved in tourism and health.
• If government decides on closure for Workosians then it is necessary to maintain good relations with the clients so that they will return in good times.

Further points for consideration
• Discover interdependencies.
• What additional factors influence those decisions (social and health infrastructure of Holidesia)?
Media

Background
The first cases of human-to-human infection were confirmed three days ago in Workosia. A family was tested positive but no connection at this point can be made between those cases and Funtasia.

Role
You are working for the Avian and Human Influenza Task Force of the Department of Public Information of the UN. Following some incidents, the global media picked up reports that travellers from affected countries with two or more nationalities were crossing frontiers using different passports, re-routed through third countries that were easier to enter and did whatever possible to avoid the border controls. Evaluate the situation.

Questions

- What are the consequences for travellers (worldwide) once these reports get aired?
- Can you imagine other reports of this nature?
- Which of the following institutions would be credible and accepted to deliver a trustworthy message (at this stage): UN, WHO, UNWTO, FAO? Why?
- Would trustworthy institutions emerge from elsewhere?

Points raised by the participants

- Consequences:
  - more congestion of travel and accommodation in general;
  - tighter border controls;
  - more copycats;
  - greater risk of infection.
- Further reports of this nature: very likely.
- Lessening of consequences: yes and no.
- Credibility of messages:
  - UN – accepted universally;
  - WHO – high credibility and very professional.
- Other trustworthy institutions:
  - NGOs, TV, newspapers;
  - religious bodies.

Further points for consideration

- Upcoming nationalism, xenophobia.
- Panic is likely to spread.
- Could anticipation help?
- Identify remaining and new “trustworthy actors”.
- See the role of religious leaders, grassroot institutions, NGOs.
Tourist

Background
The first cases of human-to-human infection were confirmed three days ago in Workosia. A family was tested positive but no connection at this point can be made between those cases and Funtasia.

Role
You are an avid traveller from Workosia and you travel often not only for holidays, but as well for business. Companies are revising business travel plans under these new circumstances and limit authorizations.

Questions
- Which persons are now travelling for business purposes?
- Who is assisting them?
- Is it possible that emergency legislation would deny the traveller the right to leave the country? Is it likely?

Points raised by the participants
- Persons travelling:
  - those obliged to undertake essential travel;
  - government workers providing assistance;
  - big business heads dealing in large public and private projects;
  - those covered by health insurance;
  - those who have no choice.
- Assistance will be provided by:
  - governments;
  - embassy.
- Emergency legislation: limited.

Further points for consideration
- Identify essential travel.
- Identify private and public players.
- Familiarity with emergency legislation and impact on travel.
Intergovernmental Organization

Background

WHO announced Phase 6, a pandemic with efficient sustained human-to-human transmission.

Question

State in four sentences the role UNWTO plays as from now onwards.

Points raised by the participants

• The worst stage is over and we have to hope that things get better.
• Therefore UNWTO will share best practices with public and private sector for recovery.

Workosia – Government Sector

Background

WHO announced Phase 6, a pandemic with efficient sustained human-to-human transmission.

Question

State in four sentences what role tourism plays in Workosia.

Points raised by the participants

• Future of tourism:
  – tourism industry supports the government for public awareness of avian flu;
  – provision by the industry of medical kits (PPE), in every tourism place in Workosia and for all those travelling outside the country;
  – provision of emergency transport.

Ms. Beatrice Lim, Commercial Director of the Association of Asia Pacific Airlines.
Workosia – Private Sector

Background
WHO announced Phase 6, a pandemic with efficient sustained human-to-human transmission.

Question
State in four sentences the importance of tourism for the private sector and its impact on the economy in Workosia.

Points raised by the participants
- Tourism will have the least amount of importance in the economy of the country despite it being a vital industry because people are dying so social and political considerations will override economic concerns.
- All sections of the economy will be equally affected due to the loss of the labour force, closing of industries.
- One cannot rule out, though, that an enterprising tourism businessman may offer “Avian Flu” tourist packages to those who have recovered and are immune to the flu as a domestic product to convalesce and recuperate!

Funtasia

Background
WHO announced Phase 6, a pandemic with efficient sustained human-to-human transmission.

Question
State in four sentences the importance of tourism for Funtasia?

Points raised by the participants
- Massive impact on economy since tourism represents 34% of GDP and 28% of employment.
- Diversify tourism products to balance the economy.
- Need investment, foreign and domestic, to recover.
- Crisis preparedness.
Holidesia

Background
WHO announced Phase 6, a pandemic with efficient sustained human-to-human transmission.

Question
State in four sentences the importance of tourism for Holidesia?

Points raised by the participants
- Despite importance of tourism, security and safety of the citizens play a bigger role.
- Develop domestic tourism and prepare for the worst.
- Contingency plan for tourist sector.
- International tourism will be affected and not exist for sometime.

Media

Background
WHO announced Phase 6, a pandemic with efficient sustained human-to-human transmission.

Question
State in four sentences what importance/coverage tourism gets in the Media?

Points raised by the participants
- Tourism coverage:
  - there will be coverage but tourism will play a secondary role.
  - issues will pertain to tourist casualties such as those stranded and in quarantine.
  - given the magnitude of the event (pandemic) religion will play an important part. People will become more religious and ask for divine help through prayer.
Final Question

Tourist

Background
WHO announced Phase 6, a pandemic with efficient sustained human-to-human transmission.

Question
State in four sentences whether and for what reasons you are travelling?

Points raised by the participants
• Reasons for travelling:
  – chances of catching the flu are equal at home as abroad;
  – if I provide essential services then I shall have to travel;
  – I may travel to find a safe place.
• Reason for not travelling: I do not want to be sick in a foreign country.
Conclusions

The second international avian and human influenza (AHI) simulation exercise held in Jakarta (Indonesia), from 24 to 25 July 2007, aimed at testing national pandemic plans with a focus on the national and international travel and tourism sector. Special attention was given to interdependencies at the international level including stakeholders groups such as national governments, the private sector, the media, International Organizations and the travellers.

The simulation was conducted with more than 80 representatives from government and the intergovernmental and private sector of Asia, the Pacific and Oceania. The number and composition of the participants proved to be ideal for an active exercise split into subgroups of seven roundtables, and two plenary sessions, to better reflect the different stakeholders during an eventual pandemic. This approach proved already to be very effective during the first of the three international simulations planned for 2007, which was held in Paris in March this year.

The results of this second international simulation exercise showed clearly that the procedures and structures improve through regular trainings, especially for events with lower frequencies, as it has been seen from other emergency situations. Both the participants and the team of facilitators, constituted by officials from the Ministries of Tourism, Health, Communications and Foreign Affairs of Indonesia and which supported the UNWTO facilitators, had plenty of challenging training opportunities. An intensive training conducted before the exercise for the local facilitators enabled them to reinforce and deepen their understanding of international mechanisms of planning and training procedures.

In addition to verifying the mechanisms and procedures in place and enhancing them, it was important to identify the areas where further resources, analysis and coordination should be directed at. This is of utmost importance for the tourism sector which is directly exposed, unlike other sectors, to negative events and, has usually little lead time after the occurrence of a threatening event for reaction.

The necessity to ensure consistency of communications across the different levels and constituents was already identified as a crucial point during the first simulation exercise. Following this, a separate UN inter-agency simulation exercise also considered this point as a core issue of the simulation. During this second UNWTO simulation exercise, the improving mechanisms among international organizations were considered as of immediate benefit for the participants. It became clear that the information flows between Ministries of Health and the World Health Organization (WHO) were well known, even to the participants who are not in regular contact with institutions of the health sector. On the other hand however, it transpired at the beginning of the exercise that information flows in other areas, and in tourism in particular, although considered logical and efficient, were not as well known.

Strengthening the knowledge of these mechanisms helps to avoid crucial lines of information being overloaded while others are not made use of during a crisis situation. The constantly repeated intention of many stakeholders, especially of those outside the health sector, to directly contact the WHO is one of the core challenges to overcome in the near future and, to ensure better coordination and reaction capability.

The high participation of national and provincial authorities from Indonesia allowed a direct interaction between the international participants and those facing actual outbreaks of avian influenza. It illustrated also the importance of coordination and communication of actions between national governments and local authorities.

The instruments for improving fast and sincere reporting were already identified during the previous simulation exercise as an important point, especially for the tourism sector. Preparations were made this time already beforehand to address this issue, because of its importance, in a workshop for which a separate report is issued.

After having especially focussed on the specific problems of an escalating pandemic, the next international simulation will put special emphasis on the recovery aspects of a Pandemic.
## List of Abbreviations

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<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>AAPA</td>
<td>Association of Asia Pacific Airlines</td>
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<td>AHI</td>
<td>Avian and Human Influenza</td>
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<td>ASEAN</td>
<td>Association of South East Asian Nations</td>
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<td>FAO</td>
<td>Food and Agriculture Organization</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GMT</td>
<td>Greenwich Mean Time</td>
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<td>GPRS</td>
<td>General Packet Radio Service</td>
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<td>IATA</td>
<td>International Air Transport Association</td>
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<td>ICAO</td>
<td>International Civil Aviation Organization</td>
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<td>IHR</td>
<td>International Health Regulations</td>
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<td>IOM</td>
<td>International Organization for Migration</td>
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<tr>
<td>NGO</td>
<td>Non Governmental Organization</td>
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<td>NTO</td>
<td>National Tourism Organization</td>
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<td>PATA</td>
<td>Pacific Asia Travel Association</td>
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<tr>
<td>PPE</td>
<td>Personal Protective Equipment</td>
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<tr>
<td>SARS</td>
<td>Severe Acute Respiratory Syndrome</td>
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<td>TERN</td>
<td>Tourism Emergency Response Network</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>UNSIC</td>
<td>United Nations System Influenza Coordination</td>
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<td>UNWTO</td>
<td>World Tourism Organization</td>
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<td>WHO</td>
<td>World Health Organization</td>
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## List of Participants

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<tr>
<th>Country</th>
<th>Name</th>
<th>Position/Role</th>
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<tbody>
<tr>
<td>Australia</td>
<td>Prof. Steve NOAKES</td>
<td>Griffith University</td>
</tr>
<tr>
<td>Bhutan</td>
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<td>Joint Director, Department of Tourism</td>
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<tr>
<td>Cambodia</td>
<td>Mr. VAT Vanvireak</td>
<td>Official, Ministry of Tourism</td>
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<td></td>
<td>Mr. TEP Virak</td>
<td>Chief, Hotel and Accommodation Office, Ministry of Tourism</td>
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<td>China</td>
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<td>Assistant Director, China National Tourist Office</td>
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<td>Indonesia</td>
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<td>Secretary-General, Ministry of Culture and Tourism</td>
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<td>Executive Chairman, National Committee on Avian and Human Influenza</td>
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<td>Head, Information and Data Centre, Ministry of Culture and Tourism</td>
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