Third International Avian and Human Influenza Simulation Exercise

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Third International Avian and Human Influenza Simulation Exercise
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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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# Table of Contents

Foreword ................................................................................................................................... v  
Aim of Exercise ........................................................................................................................ vii  
Core Findings ........................................................................................................................ vii  
Round Tables ........................................................................................................................ viii  
General Information .............................................................................................................. ix  
Scenario 1 – It Is out there ..................................................................................................... 1  
  
**Storyline 1: Immediate Information Gathering, Reporting, Initial Measures and Isolation**  
  International Organization ................................................................................................. 2  
  Laboria – Government Sector ............................................................................................ 4  
  Laboria – Private Sector ..................................................................................................... 6  
  Diversia – Government Sector .......................................................................................... 8  
  Diversia – Private Sector ................................................................................................... 10  
  Media .................................................................................................................................... 12  
  Tourist .................................................................................................................................... 14  
  
**Storyline 2: Preparation of Evacuation**  
  International Organization ................................................................................................. 15  
  Laboria – Government Sector ............................................................................................ 17  
  Laboria – Private Sector ..................................................................................................... 19  
  Diversia – Government Sector .......................................................................................... 21  
  Diversia – Private Sector ................................................................................................... 23  
  Media .................................................................................................................................... 25  
  Tourist .................................................................................................................................... 27  
  
**Scenario 2 – It Is Continuing** .......................................................................................... 29  
  
**Storyline 1: Developing Crisis**  
  International Organization ................................................................................................. 30  
  Laboria – Government Sector ............................................................................................ 32  
  Laboria – Private Sector ..................................................................................................... 34  
  Diversia .................................................................................................................................. 35  
  Felicia ..................................................................................................................................... 37  
  Media .................................................................................................................................... 38  
  Tourist .................................................................................................................................... 40
Storyline 2: Infections Outside Diversia

International Organization  ................................................................. 42
Laboria – Government Sector .............................................................. 43
Laboria – Private Sector ................................................................. 44
Diversia ......................................................................................... 45
Felicia ......................................................................................... 46
Media ......................................................................................... 47
Tourist ......................................................................................... 48

Storyline 3: Phase 6 (1)

International Organization  ................................................................. 49
Laboria – Government Sector .............................................................. 50
Laboria – Private Sector ................................................................. 51
Diversia ......................................................................................... 52
Felicia ......................................................................................... 53
Media ......................................................................................... 54
Tourist ......................................................................................... 55

Storyline 4: Phase 6 (2)

International Organization  ................................................................. 56
Laboria – Government Sector .............................................................. 57
Laboria – Private Sector ................................................................. 58
Diversia ......................................................................................... 59
Felicia ......................................................................................... 61
Media ......................................................................................... 63
Tourist ......................................................................................... 64

Conclusions ...................................................................................... 67

List of Abbreviations .......................................................................... 69
List of Participants ........................................................................... 71
Foreword

Further to the successful Avian and Human Influenza (AHI) scenario based simulation exercises undertaken by UNWTO in 2007, United Nations System Coordinator (UNSIC) gave its support for four more workshops to be conducted in 2008-2009 in different regions of the world. It is in this context that UNWTO organized the present exercise in Thailand from the 19th to the 20th September 2008, targeting Asia in general and South East Asia in particular where AHI has been most widespread.

While there has been a reduction in AHI cases in the past year thanks largely to the international and national efforts at containment, the risk of a pandemic is a major threat as there has been no effective vaccine developed as yet to combat the virus. The possibility of the mutation of the virus presents its greatest danger. Therefore, one cannot underestimate the importance of vigilance and awareness.

The present exercise organized in Bangkok was attended by more than 60 participants from Member States, Affiliate Members, Tourism Emergency Response Network (TERN), United Nations agencies, and delegates of the Association of South East Asian Nations (ASEAN).

We were extremely fortunate to be able to combine the workshop organized by UNSIC in collaboration with ASEAN plus three countries, on health and tourism, held on the 17th and 18th September at the same venue, with our own deliberations.

One of the major concerns of the participants of the AHI simulation exercise conducted by UNWTO in Jakarta (July 2007), was the role of evacuations in the event of a pandemic. This issue is dealt with in the second part of the present scenario exercise and the findings will interest most readers. There is still some doubt about the post-pandemic scenario with opinions varying from one of doom and gloom to a rather optimistic future of a “new world order”.

The simulation exercise enabled UNWTO to further advance its knowledge and research on AHI, particularly to its regional applications. We are convinced that these results which substantiate our earlier findings will be of value to all concerned.

I wish to express my deep appreciation on behalf of UNWTO to the Government of Thailand and to the Ministry of Tourism and Sports for their constant support and close collaboration in hosting the event. Finally I take this opportunity to thank all participants for their enthusiasm and invaluable contributions and hope that the training and methodology will serve them in good stead in the future.

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

The aims of this exercise are to:

- Explore the specific implications a pandemic has related to travellers and tourism in an international environment (foreign territory, crossing borders, etc.);
- Increase awareness of and to identify weaknesses in national contingency plans, especially as they relate to the integration of tourism issues;
- Promote intensive surveillance to reduce surprises;
- Encourage fast and sincere reporting by government bodies responsible for early warning especially from the health but also tourism sectors, allowing a rapid detection and implementation of control measures to interrupt successfully the transmission of the virus;
- Provide training on the international dimension of coordination of contingency planning and response efforts (evacuations, social distancing, etc.) including the Concept of Operations for the UN System in an Influenza Pandemic.

The events, facts, places and answers given in this document are for illustrative purposes of the exercise only.

Core Findings

The most important conclusions drawn from the exercise were the following:

- Fast and sincere reporting was reconfirmed as one of the most important aspects of an AHI pandemic.
- The private sector should play a bigger role in crisis situations which often lead to overstretching of limited resources.
- Evacuation of citizens from foreign countries was considered a grey area that lacked clarity for enforcement.
- Limited resources available in the case of an AHI pandemic could relegate tourists to a secondary position.
- Essential travel would continue during an AHI pandemic and measures must be taken to safeguard it without affecting WHO principles.
- There would be a greater demand for domestic tourism and this sector would recover faster than others.
- WHO played a vital role in crisis communications during an AHI pandemic. Information networks should be established to facilitate effective dissemination of information.
- The economic impacts of tourism were perceived to be significant and could bring drastic socio-economic consequences.
- Tourism would bounce back at least in the medium term after an AHI pandemic.
Round Tables

International 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 Laboria
• Represents executive branch leadership, chief of state, ministers of the Ministry of Tourism, Ministry of Health, Ministry of Foreign Affairs and Ministry of Transport and Aviation from the fictive country Laboria. Laboria 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 Laboria
• Represents the private sector (airlines, tour operators, etc.) from the fictive country Laboria. Laboria 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 Diversia
• Represents executive branch leadership, chief of state, ministers of the Ministry of Tourism, Ministry of Health, Ministry of Foreign Affairs and Ministry of Transport and Aviation from the fictive country Diversia. Diversia 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 Diversia
• Represents the private sector (Hotels, incoming agencies, etc.) from the fictive country Diversia. Diversia is a major tourism destination.
• Responsible for ensuring the safety and security of their customers and employees and the continuity of business operations.

Felicia
• Represents both the public and private sector of Felicia. Felicia 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 and internet).

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

Laboria

Laboria 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.

Laboria’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. Laboria is currently served by 56 international airlines.

Although package tours are the most popular arrangements among Laborian 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>Laborian, 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</td>
</tr>
<tr>
<td></td>
<td>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>

Diversia

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

Although Diversia’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.

Diversia 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.

<table>
<thead>
<tr>
<th>Location</th>
<th>Southern hemisphere</th>
</tr>
</thead>
<tbody>
<tr>
<td>Climate</td>
<td>Equatorial in south; tropical in north</td>
</tr>
<tr>
<td>Population</td>
<td>81 million</td>
</tr>
<tr>
<td>Language</td>
<td>Diversian, 20% 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$ 3,100</td>
</tr>
<tr>
<td>Tourism</td>
<td>Percentage of tourism of the GDP: 34%</td>
</tr>
<tr>
<td></td>
<td>Tourism employment out of total: 28%</td>
</tr>
<tr>
<td>Telephone system</td>
<td>Fairly developed</td>
</tr>
<tr>
<td>Transportation system</td>
<td>Fairly developed</td>
</tr>
<tr>
<td>Tourist arrivals</td>
<td>3 million p.a.</td>
</tr>
</tbody>
</table>

**Felicia**

Felicia 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 millions.

Felicia 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.

Felicia 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 Felicia 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>Felician, 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>
</tbody>
</table>
General Information

<table>
<thead>
<tr>
<th>Transportation system</th>
<th>Developed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tourist arrivals</td>
<td>5 million p.a.</td>
</tr>
</tbody>
</table>

Distances by Planes

- LABORIA to DIVERSIA: 10 Hours
- DIVERSIA to FELICIA: 10 Hours
- FELICIA to LABORIA: 10 Hours
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 been increasing steadily over the past few weeks.

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

- WHO reports about the first human-to-human spread of a new potentially pandemic flu virus in Diversia after reports of several cases of respiratory illness at 0400hrs GMT, 18 September 2008.

- WHO and FAO urge 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.

- At 1600 hrs GMT, UNWTO makes available standard interim media messaging to the tourism sector in Diversia and supports distribution of approved messages to the media, especially in outbound countries.

- 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 Diversia 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 Diversia.

- 1900 hrs GMT, UNWTO information updates are sent out to all Avian Flu coordinators and the Tourism Emergency Response Network (TERN) with detailed information on the latest developments of the spread of the H5N1 virus in humans in Diversia 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, 18 September 2008, the public health authorities of Diversia confirm to the WHO that a total of 15 persons from the rural pottery village adjacent to its prosperous tourism destination Paradise Beach, have been diagnosed with the bird flu virus, while seven persons from Hotel Lotus Garden are under intensive care, one of whom is a waiter who lives in the pottery village and another his brother who works on the kitchen staff. The possibility of these individuals having transmitted the virus to other hotel staff and clients is highly likely.
International Organization

Background

0800 hrs GMT, 19 September 2008, the public health authorities of Diversia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Paradise Beach, have been diagnosed with the bird flu virus, while seven persons from Hotel Lotus Garden 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 believe is 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

• UNWTO should coordinate and get more information from WHO on the confirmed cases and on:
  – What the affected country (Diversia) is doing;
  – Recommendations of WHO for containment;
  – Advise unaffected countries of the situation in Diversia;
  – Activate AHI pandemic preparatory plan of Diversia and alert other countries to activate their plans.
• Gather information from the tourism sectors, both public and private.
• Check plan of the Ministry of Tourism of Diversia and the neighbouring countries to:
  – Identify gaps in the support for containment;
  – Assist in the development of advisories in coordination with WHO and other agencies.
• Work with WHO on travel advisories, although influence might be limited.
• Use targeted communications for both inbound and outbound travellers.
• Organize/activate crisis management teams.
• Establish meetings with key UN agencies such as WHO, FAO, OIE, UNSIC, etc.:
  – UNSIC needs to complement information and actions at a global and regional level.
• Prepare meetings, including video conferences and teleconferences.
• Obtain accurate statistics of inbound and outbound traffic to and from Diversia. This should include actual versus anticipated tourists and hotel occupancies in affected areas as well as unaffected destinations within the country. Same details should be obtained from neighbouring countries.
• Assess patterns of mobilization at borders which will include package tours and FITs.
International Organization (continued)

• Evaluate domestic tourists (numbers and types based on age and gender).
• Sources of information:
  – Embassies;
  – Transport sector (airlines, cruises, road and rail);
  – Ministry of Foreign Affairs;
  – Border controls (police and immigration);
  – Health services (quarantine);
  – Tour operators and travel agents;
  – Ministry of Transportation;
  – Media – public and private sectors.

Further points for consideration

• Discuss aims and expectations of stakeholders when it comes to UNWTO.
• Overall objectives: access to best resources and core information; avoidance of information duplication; message synchronization; awareness of weak points.
• With whom do the stakeholders believe UNWTO is liaising with?
• Action points on what should be done within the first two hours, first ten hours and first 24 hours of the AHl outbreak.
Laboria – Government Sector

Background

0800 hrs GMT, 19 September 2008, the public health authorities of Diversia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Paradise Beach, have been diagnosed with the bird flu virus, while seven persons from Hotel Lotus Garden 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 Laboria and you would like to assess the situation of travellers from your country in Diversia.

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 Diversia is available and where is it stored?

Points raised by the participants

• The task of the nationals travelling abroad will be delegated to the Deputy Prime Minister of Laboria who will chair the national committee established for this purpose. The Deputy Prime Minister will liaise with:
  – Ministry of Foreign Affairs;
  – Ministry of Health;
  – Department of Immigration;
  – Ministry of Tourism;
  – Embassy of Laboria in Diversia;
  – Embassy of Diversia in Laboria and counterparts in their own country.
• Sources of information will include:
  – www.sos.travel;
  – Diversia telecom (TV and radio);
  – UN AHI network;
  – Counterparts in Diversia;
  – Internet news monitoring;
  – WHO global outbreak alert;
  – Travel trade (tour operators, travel agents and hotels);
  – Delegates from Laboria to Diversia;
  – Laborian Embassy in Diversia;
  – Diversian government hotline, if any.
Laboria – Government Sector (continued)

• Expectations:
  – Timely and accurate information;
  – Language may or may not be a barrier;
  – Diversia can contain/control situation;
  – Sufficient access/reach to Laborian citizens in Diversia.
• Information on tourists:
  – Number of Laborians in Diversia;
  – Number of Laborians affected, if any.
• Availability of information:
  – Embassies;
  – Airlines;
  – Tour operators;
  – Immigration;
  – Hotels;
  – Hotline.
• Actions points:
  – Issue travel advisory;
  – Send national coordinator to Diversia;
  – Provide screening and assistance, alert all points of entry to Laboria;
  – Actualize hotline;
  – Organize press conference.

Further points for consideration

• Are those contacts known? (It is not only a tour operator. They have redundant sources and duplicating numbers). Are they up-to-date?
• Action points on what should be done within the first two hours, first ten hours and first 24 hours of the AH1 outbreak.
Scenario 1 – Storyline 1: Immediate Information Gathering, Reporting, Initial Measures and Isolation

Laboria – Private Sector

Background

0800 hrs GMT, 19 September 2008, the public health authorities of Diversia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Paradise Beach, have been diagnosed with the bird flu virus, while seven persons from Hotel Lotus Garden 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 board of the Chamber of Commerce. The Chamber of Commerce of Laboria receives information that already three countries (Bluelandia, Redlandia and Greenlandia) have advised their respective members against participating in the second most important IT fair scheduled to take place in the capital of Diversia in two weeks time.

Questions

- Discuss the several options you have for your clients.
- You have heard that several large tour operators and tour operators in other countries are already taking trips to Diversia out of the current programme.
- 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

- Conflict between business interests versus human health safety.
- IT fair scenario:
  - Liaise with the Ministry of Foreign Affairs on how to protect citizens of Laboria in Diversia;
  - Contact with organizers of the fair;
  - Seek safer venues;
  - Assess position of organizers;
  - Talk to members of the Chamber of Commerce and also ascertain how many members are currently present in Diversia and get their opinions;
  - Evaluate importance of the fair and seek alternative venues.
- Tour operator scenario:
  - Obtain advice from Ministry of Foreign Affairs and WHO;
  - Check on travel recommendations;
  - Look into questions pertaining to liability;
  - Stay alert since pressure will mount on the government of Laboria;
  - Maintain consistency of messaging and credibility of industry;
  - Facilitate access to information;
  - Provide guidelines;
  - Take into consideration question of business interests versus moral responsibilities.
Laboria – Private Sector (continued)

Further points for consideration

- Discover interdependencies.
- Realize the impacts the decisions from the private sector have on public opinion, governmental statements and decisions.
- Verify knowledge about existing coordination procedures, not necessarily involving UN agencies, but among trade associations and their links with governmental agencies.
- Interact with the public sector, bring in viewpoints from the private sector and identify prejudices.
Diversia – Government Sector

Background
0800 hrs GMT, 19 September 2008, the public health authorities of Diversia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Paradise Beach, have been diagnosed with the bird flu virus, while seven persons from Hotel Lotus Garden 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 Diversia and have hired a PR firm to prepare a press release on the situation of your country.

Questions
- Where can they obtain the information about the foreign travellers?
- 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 Diversia. There are estimates of a total of 50,000 foreign tourists in the country.
- What are your most important action points? Name those (max. ten points).
- To whom will you be sending the press release to, list them.

Points raised by the participants
- Primary source of information: immigration office.
- Secondary source: travel trade (tour operators, travel agents) and airlines.
- Messages both to the tourism industry as well as the foreign press should be accurate and transparent with a high degree of integrity.
- Core message: “Outbreak confined to a specific area and not to the country as a whole. Health authorities are taking the necessary action. Tourists and people of Diversia are encouraged to avoid large public gatherings and maintain personal hygiene as advised by the Ministry of Health.”
- Action points would involve:
  - Close coordination with the Ministry of Health, Immigration and the travel trade;
  - The Ministry of Health will advise on protective measures to be taken by tourists who are already in the country and their responsibility to protect themselves;
  - Further information will be provided to tourists who are expected to arrive;
  - Coordinate with the Ministry of Foreign Affairs in providing assistance to tourists who are infected;
  - Coordinate with the Ministry of Health for addresses/locations of hospitals/health facilities for tourists who are in need of medical aid;
  - Coordinate with appropriate government agencies in providing information to tourism sector workers in protecting themselves and what information to provide to tourists to avoid panic;
Diversia – Government Sector (continued)

- Prepare a recovery plan for tourist facilities that are affected by the outbreak (Lotus Hotel) that will cover income compensation (owner and employees) and link to the contingency long term plans of the facilities.
- Press releases to be forwarded to:
  - Media;
  - Embassies;
  - Ministry of Foreign Affairs;
  - International tourist associations (e.g. TERN);
  - Hotel associations.

Further points for consideration

- Are mid-term and long-term impacts (reputation, safety and economic) evaluated against short-term impacts?
- Identify options, especially in view of mid-term and long-term benefit.
- Special focus on distance between locations and awareness of the fact that travel advisories do not differentiate between locations within a country.
- Are the International Health Regulations (IHR) known and taken into account?
Diversia – Private Sector

Background

0800 hrs GMT, 19 September 2008, the public health authorities of Diversia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Paradise Beach, have been diagnosed with the bird flu virus, while seven persons from Hotel Lotus Garden 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 National Hotel Association of Diversia. You are afraid that the situation in Paradise Beach will have a dramatic impact on the arrival of tourists in the remaining destinations in Diversia. It is argued that the distance of 1,000 km between those places and Paradise Beach 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

• Association should send representatives to the affected area to get first-hand information.
• Message will depend on guidelines of the Ministry of Health and the Ministry of Interior. Based on WHO Phase 4 pandemic alert, travel advisory to Paradise Beach Hotel should be issued by the government for tour operators. All new tour operators will be diverted to other areas outside the Paradise Beach Hotel. Hotel will be isolated to contain spread of virus. Spokesperson is suggested to come from the Hotels Association.
• Message would be addressed to all regional and international tourism associations with the Ministry of Tourism being the catalyst for messaging.
• Work closely with the Ministry of Tourism, disseminate messages via the Media Centre using phones and internet to hotel contacts and tour operators.
• Actions to be taken:
  – Report/update the government on progress;
  – Check hotel kitchen (food and water) to ensure sufficient non-contaminated stock are available;
  – Hotel contained;
  – Diffuse information on AHI;
  – Divert tours to other destinations;
  – Reduce access to immediate neighbouring hotels;
  – Assess number of tourists;
  – Inform hotel staff and their families on the actual situation and preventive measures to be taken.
Diversia – Private Sector (continued)

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 and ensure consistency.
Scenario 1 – Storyline 1: Immediate Information Gathering, Reporting, Initial Measures and Isolation

Media

Background

0800 hrs GMT, 19 September 2008, the public health authorities of Diversia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Paradise Beach, have been diagnosed with the bird flu virus, while seven persons from Hotel Lotus Garden 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 freelance journalist by profession and happened to be vacationing in Paradise Beach. 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 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

• Stories covered:
  – Current situation particularly of cases in Diversia of human-to-human cases;
  – Border situation;
  – Discourage people from coming to Diversia for ethical reasons;
  – Give facts and figures of infected cases with photos;
  – Some sensational news;
  – Follow up on updates.
• Stories in demand:
  – Possibility of closure of borders;
  – Human-to-human transmission;
  – Number of infected cases;
  – Summary of past outbreaks from internet;
  – Personal stories, e.g., director of hospital, relatives of the cases;
  – Governmental actions, responses and recommendations;
  – Possibility of declaration of potential emergency;
  – Not all cases might be reported.
Media (continued)

- Reporting official position of UN system and WHO:
  - Those in favour agree that as journalists they have a responsibility in a crisis situation to follow general guidelines, respect authority and seek government support;
  - Those not in favour believe that it is not their responsibility to follow the UN system but due to lack of awareness and in the interests of the public agenda it is necessary to follow the country system.

- Options include information from:
  - Government;
  - Other sources such as embassies, local people, civil society, WHO;
  - Internet;
  - Photos from quarantine area.

Further points for consideration

- Communication in blogs cannot be controlled but monitored.
- Videos appear on alternative channels such as www.youtube.com.
- Other interest groups will take this opportunity to push their issues.
- Other journalists might be already on the spot (they can also be tourists).
Tourist

Background

0800 hrs GMT, 19 September 2008, the public health authorities of Diversia confirmed to WHO that a total of 15 persons from the rural pottery village adjoining its prospering tourism destination Paradise Beach, have been diagnosed with the bird flu virus, while seven persons from Hotel Lotus Garden 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 Paradise Beach who purchase packaged holidays. You are staying in another resort, one kilometre away from Hotel Lotus Garden. 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 is your reaction?
- What are your next steps?

Points raised by the participants

- Options, reactions and next steps:
  - Some in favour of going back immediately as safety of health considered more important than a leisure holiday;
  - Others suggest that information is not complete and therefore it would be best to stay;
  - Use PPE, avoid contact with people, be careful with food;
  - Obtain contact details of relevant authorities such as ministries, embassies and travel trade;
  - Request hotel to provide assistance.

Further points for consideration

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

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Paradise Beach, as well as its archipelago. The government of Diversia recommended evacuations of all tourists from Diversia 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 Diversia. There are still 23,000 tourists (80% package tours and 20% Frequent Independent Travellers) in Diversia. 13,000 of them are from Laboria. By now, ten tourists from Laboria are in critical cases in Diversia.

Role

You are working as a staff member for UNWTO. Bookings not only to Diversia but also to neighbouring 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 Diversia?
- 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

- When and where, role of TERN:
  - Immediately: invite public and private sectors in a concerted effort to participate in evacuations;
  - Contact all possible sources (UN system, international community, developed countries);
  - TERN members should assist through logistical support in the evacuation and also in disseminating information.
- Measures to assist Diversia:
  - For containment measures appeal to UN system, member States and NGOs;
  - Mobilize resources through funds and logistics;
  - Coordinate with embassies;
  - Appeal for assistance for stranded travellers.
- Individual travellers:
  - Dissemination of information and increased access to information from reputable sources;
  - Internal information diffusion through immigration authorities and hotels;
  - Internal information system in hotels;
  - Local authorities.

Mr. Mamoru Yamashita, First Secretary, Chief of the Health Section of the Japanese Embassy in Thailand, participant of the International Organization roundtable.
International Organization (continued)

- How long?
  - Will depend on logistics and regulations;
  - More studies and modelling required.

- Measures to support WHO:
  - Agreement needs to be reached between health and tourism sectors that the ultimate priority is public health;
  - Protection of people, prevention of mortality and finding cures;
  - Proper coordination among key players in the response to the outbreak;
  - Risk communication.

Further points for consideration

- Understand the role of UNWTO.
- 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.
- Understand TERN network.
- Assess the risk of uncontrolled flows.
- How to control established flows in the best way.
- Responsibilities of the public and the private sector.
- Multinational coordination.
- Bilateral and multi-lateral agreements.
Laboria – Government Sector

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Paradise Beach, as well as its archipelago. The government of Diversia recommended evacuations of all tourists from Diversia 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 Diversia. There are still 23,000 tourists (80% package tours and 20% Frequent Independent Travellers) in Diversia. 13,000 of them are from Laboria. By now, ten tourists from Laboria are in critical cases in Diversia.

Role

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

Questions

• How can you assist the citizens of your country in Diversia?
• 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 are you liaising with?
• Identify problems while carrying out evacuations.

Points raised by the participants

• Assistance:
  – Send medical team;
  – Prepare evacuation airplane with food, medicines, etc.;
  – Inform all citizens of Laboria in Diversia through embassy of Laboria;
  – Contact hotels and local media;
  – Organize press conference at home, open up an information centre;
  – Establish hotline;
  – Prepare for screening and quarantine.
• Impact:
  – Laborians in Diversia – panic, fear, anger and confusion;
  – Laborians at home – media frenzy, concern of families;
  – Economic impacts:
    • Tourism and travel trade;
    • Import/export sector;
    • Poultry industry.


Laboria – Government Sector (continued)

- Provision of masks, PPE and drugs:
  - Government of Laboria through the embassy in Diversia;
  - Public health authorities;
  - Medical team for evacuation.

- Embassy assistance:
  - Medical supplies such as PPE, drugs and medical diagnosis;
  - Treatment;
  - Non-medical supplies such as food, logistics and coordination.

- Evacuation procedure will be very complicated.
- Sick people are taken care by the government of Diversia and their Ministry of Health.
- Repatriation is feasible only if there is no risk to life.
- Liaison with local crisis team and their local counterparts (the Ministry of Health, Tourism and Foreign Affairs).
- Problems can arise out of misinformation, rumours, panic and fear. Another source would be the pressure from the media and the relatives of those affected.

Further points for consideration

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

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Paradise Beach, as well as its archipelago. The government of Diversia recommended evacuations of all tourists from Diversia 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 Diversia. There are still 23,000 tourists (80% package tours and 20% Frequent Independent Travellers) in Diversia. 13,000 of them are from Laboria. By now, ten tourists from Laboria are in critical cases in Diversia.

Role

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

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 Diversia?
- 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?
  - Insufficient transport capacity;
  - Returnees become vectors of transmission;
  - Insufficient screening and triage;
  - Lack of capacity and means of containment of in-transit individuals;
  - Insufficient funds for operation.
- Boarding planes and alternative transport:
  - Ideal would be evacuation by air as well as by ship;
  - Willingness will depend on the confidence that there is no risk of contamination in transit;
  - Cruise ships would be an alternative. Arguments in favour suggest that it is safer, cheaper and enables quarantine. Alternative voices pointed out that duration of cruise and availability might make this option not too feasible.
- Responsibility of actions:
  - Diversia to “order” Laborian citizens to leave the country;
  - Decision will also depend on the support of Laboria.
Laboria – Private Sector (continued)

- Other issues:
  - Pilots may refuse to provide services;
  - Psychological problems of lack of staff involved in transportation;
  - Legal “grey area”;
  - Responsibility of Diversia in assisting in evacuation.

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 Laboria can also refuse to work.
Diversia – Government Sector

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Paradise Beach, as well as its archipelago. The government of Diversia recommended evacuations of all tourists from Diversia 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 Diversia. There are still 23,000 tourists (80% package tours and 20% Frequent Independent Travellers) in Diversia. 13,000 of them are from Laboria. By now, ten tourists from Laboria are in critical cases in Diversia.

Role

You are working for the Ministry of Health of Diversia. 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 rumours 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

• Assistance and coordination:
  – Convey that the Ministry of Health is unable to provide PPE and antiviral medicines to tourists;
  – Screening of tourists with recommendation that they access stockpile from their own countries;
  – Priority for provision of facilities should be for frontline health workers and essential service providers such as those work in transportation, food and water;
  – Airlines will be expected to bring facial masks as part of their preparedness plans;
  – Tour operators will take care of package tourists while embassies will handle FITs;
  – Government will communicate on the policies of the Ministry of Health and on actions taken in accordance so as to curtail rumours and prevent black market operations;
  – Government will not distribute materials for free. It will encourage private sector to assist as part of corporate social responsibility.
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 antiviral medicines.
- Limited supplies and priority questions.
- Sick vs. healthy.
- Free vs. payment.
- Over demand of medical supplies and medicines.
Diversia – Private Sector

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Paradise Beach, as well as its archipelago. The government of Diversia recommended evacuations of all tourists from Diversia 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 Diversia. There are still 23,000 tourists (80% package tours and 20% Frequent Independent Travellers) in Diversia. 13,000 of them are from Laboria. By now, ten tourists from Laboria are in critical cases in Diversia.

Role

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

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 Paradise Beach 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:
  - Coordinate with Civil Defence, Ministry of Health and Transport, Immigration, embassies and tourism industry;
  - Logistics: establish a command centre (Diversian Tour Operators Communication Centre) that will coordinate with airports including military bases, airlines, terrestrial transport (buses to ensure sufficient drivers, petrol, etc.) and cruise ships (check on food, water, etc.);
  - Health information including information on the AHI and precautionary measures to be diffused;
  - Evaluate number of tourists and where they are located;
  - Assist in contacting backpackers through hotels and camping grounds;
  - Evacuate in phases, start from ground zero;
  - Stock of antiviral medicines and means of distribution;
  - Identify critical hotel staff;
  - Communication material prepared in different languages including those of Laboria and Diversia;
  - Health forms (questionnaire) prepared before arrival at airport;
  - Awareness of the role of bribery and corruption. Likely that the rich will leave first.
Scenario 1 – Storyline 2: Preparation of Evacuation

Diversia – Private Sector (continued)

Further points for consideration

- Recall 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 is higher).
- People in Diversia are increasingly avoiding public transportation and if needed use individual means of transportation (e.g. cars).
- The cases of bus drivers not showing up at work would cause additional problems for public transportation.
Scenario 1 – Storyline 2: Preparation of Evacuation

Media

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Paradise Beach, as well as its archipelago. The government of Diversia recommended evacuations of all tourists from Diversia 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 Diversia. There are still 23,000 tourists (80% package tours and 20% Frequent Independent Travellers) in Diversia. 13,000 of them are from Laboria. By now, ten tourists from Laboria are in critical cases in Diversia.

Role

You are a publisher of a travel magazine in Laboria 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

- Travel to Diversia according to government recommendations. When travelling, follow precautionary measures:
  - Hospitals, medicines and PPEs;
  - Sources of updated information;
  - Returning travellers to be aware of AHI issues;
  - Basic description of AHI.
- Alternatives of travel to Diversia:
  - Avoid affected area of Diversia;
  - Travelling to other countries with low risk of AHI;
  - Pre-vaccination;
  - Avoid group tours.
- Magazine will also carry updated information of WHO and a map of the affected area of Diversia. Other information will include economic effects such as scarcity of goods and price hikes.
- Information will be gathered from:
  - Past outbreaks and mapping affected areas;
  - Embassy of Diversia in Laboria;
  - Government of Laboria;
  - Media from both sides;
  - Local authorities (police, local leaders, community organizations);
  - Internet;
  - Short Message Service (SMS);
  - Ministry of Foreign Affairs and Tourism;
Media (continued)

- Travellers;
- Crisis Management Centre;
- Media centre.

Further points for consideration

- Widen the perspective when it comes to media and pandemic.
Tourist

Background

Three days after the first confirmed transmissions, more cases of infected people were detected up to 400 km away from Paradise Beach, as well as its archipelago. The government of Diversia recommended evacuations of all tourists from Diversia 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 Diversia. There are still 23,000 tourists (80% package tours and 20% Frequent Independent Travellers) in Diversia. 13,000 of them are from Laboria. By now, ten tourists from Laboria are in critical cases in Diversia.

Role

You are a tourist travelling alone and have booked yourself in a nice five star hotel in the destination of Campo Bonita in Diversia. You have been informed by your tour operator that they are bringing all tourists back to Laboria. You know the fundamental things about the spread of AHI 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 ten hours?
• What alternatives of transportation means are you looking at?

Points raised by the participants

• Generally, travelling with 400 possibly contaminated persons in a restricted area does not appeal to anyone.
• Minimize verbal contact and resort to body language.
• Precautionary measure would include wearing masks, using alcohol, hand rubs, etc.
• Cruise ships, hitchhiking cars or walking.

Further points for consideration

• Planes might be avoided as means of transportation.
• Uncontrolled flows of travellers.
• What measures are taken by other countries if passports bear entry stamps of Diversia’s immigration services?
Scenario 2

Situation: It Is Continuing

Good morning,

• 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 Diversia.

• Neighboring countries of Diversia have closed all small border controls and installed thermal imaging equipment (although these are of limited use) in the large border controls.

• The Avian Flu focal point in the Diversia Tourism Authority is providing daily input on the situation as it relates to tourism to UNWTO, the UN country team and national authorities.

• However, no cases of the new influenza have been reported to date outside of Diversia. All suspected cases so far turned out to be harmless and not related to the new influenza. At this stage, WHO advises only against all travel to Diversia.

• The fear of the spreading virus is immanent but the public opinion feels that the international community is cooperating well and has operationalized the lessons learned since SARS. The fact that the government of Diversia is cooperating fully with the WHO is also keeping the confidence relatively high in countries farther away from Diversia.

• In most countries, tourism bookings for the holiday season (August, September and October) are continuing but at a much lower level than in previous years. A further decline in the number of tourist arrivals and bookings is feared.

• Specialists from all countries are on high alert and are fully aware of how important the first moments are to contain the spread of the virus.
International 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 Diversia. 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?
- In order to revise the contingency plans, who do you identify as core personnel of UNWTO? Name them.

Points raised by the participants
- Situation of tourism sector and UNWTO assistance:
  - Travel will be reduced due to risk of infection and perception of the risk of infection;
  - UNWTO should promote and support responsible travel advisories to be issued;
  - UNWTO should coordinate with the member states and WHO.
- Available instruments:
  - Travel advisories;
  - Information materials;
  - All channels of communication.
- Partners for liaison:
  - UN system;
  - Member states;
  - Affected countries;
  - TERN.
- Core personnel of UNWTO:
  - Secretary-General;
  - Emergency cell.

International Organization roundtable led by Dr. Saraya Tavornpanich.
Participants: Ms. Angela Maria Teixeira do Rosario Rocha, Mr. James Hopkins, Mr. Mamoru Yamashita, Mr. Thantip Meelukana, Dr. Ma Teoliza Almendras, Dr. Nelyn Chavez, Dr. Ma Luningning Villa and Mr. Omar Nawaz.
International Organization (continued)

Further points for consideration

- Function of UNWTO in Pandemic Phase 5 and 6.
- Understanding existing instruments such as TERN, www.sos.travel, etc.
- Role of UNWTO: be the best source of information for tourists and travellers, run consultation mechanisms, be the forum for contacts and build networks.
- Advise FAO and WHO during decision process.
Laboria – 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 Diversia. 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 Laboria. You are contemplating in taking more precautionary measures for persons arriving from Diversia 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 ten-day quarantine an option?
- What impact would it have on: a) the tourists returning? b) public opinion in Laboria? c) other countries among them classical destinations? d) 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

- Send out questionnaires to all returnees to obtain precise details of their trip and general health status;
- Ten days quarantine, Tamiflu, etc. can be done only on a voluntary basis;
- Enact pandemic plan with more controls at all ports of entry;
- Identify all goods and persons entering Laboria;
- Cooperate with Embassy of Diversia;
- Issue special visas for travel to Diversia and restrict movement only to essential travel;
- Control entry of Diversians to Laboria. Diplomatic discussions to precede these measures;
- As national security is paramount, above measures need to be introduced after discussions with the Ministry of Interior, Foreign Affairs, Defence and Justice;
- Communications of all information to the public.
Laboria – Government Sector (continued)

Further points for consideration

- Decisions that go beyond WHO recommendations and their possible impacts.
- Triggers of travel restrictions, enforced isolation and quarantine measures.
- Have you identified/implemented essential travel routes or credentials of key personnel?
- Will they be effective to control public opinion?
- Identify legal and jurisdictional authority for border and security restrictions and understand how these authorities may change in an AH1 pandemic.
Laboria – 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 Diversia. 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 largest tour operator in Laboria. After all trips to Diversia 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 Diversia?
• 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 911, Foot and Mouth and SARS. Is this correct?

Points raised by the participants
• Will affect profits negatively since there will be an increase in overheads, operating costs and initial investments in promoting other destinations.
• Tourists will cancel trips originally booked to Diversia (request for refunds), defer trips and get alternative destinations.
• Alternate products:
  – Domestic travel;
  – Travel to different parts of the world that have the same climate and attractions.
• Optimistic view suggests that life will go on as usual after the initial shock. Independent travel will flourish as it is not dependent on disease outbreaks but rather on social factors (e.g., age, gender and repeat visitors).

Further points for consideration
• Realize that individual travel increases as people choose to travel independently and to avoid groups.
• Evaluate specifics and characteristics of domestic and international travel.
Diversia

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 Diversia. 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 Laboria currently still in Diversia, 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
- Not well prepared for an extended stay.
- Problems:
  - ATM;
  - Currency;
  - PPE;
  - Psycho-social;
  - Government quarantine;
  - Restricted travel;
  - Access to health service;
  - Communications;
  - Food, water and accommodation.
- Financial problems:
  - Inflation;
  - Insurance;
  - Banking sector and credit card limit.
- Likely to get help from:
  - Embassy of Laboria;
  - Government of Diversia;
  - Family and friends;
  - Travel trade of Diversia (tour operators, hotel industry and airlines);
Diversia (continued)

- Media (e.g. CNN);
- NGOs;
- Help themselves.

• No help and facing financial problems:
  - Appeal to embassy of Laboria;
  - Tourists get together and pool resources;
  - Contact airlines and other transport sectors;
  - Stay in a group and self protection.

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? What is the maximum capacity?
• When resources (e.g. access to hospitals and doctors) are limited, to whom the priority is granted, citizens of Diversia or tourists? Define the rules.
Felicia

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 Diversia. 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 Felicia. Your country usually receives many tourists from Laboria. Felicia is a ten hours flight away from Laboria as well as from. Evaluate the situation.

Questions
- What will happen to the tourism industry of Felicia?
- Will tourists from Laboria still arrive?
- Should special measures be taken when tourists from Laboria arrive?
- What measures will be recommended to the tourism sector?

Points raised by the participants
- Effect on tourism industry:
  - There will be fewer tourists and this will have a spiralling effect on the economy and society.
- Tourists will come in smaller numbers but a lot will depend on whether the virus is being effectively contained.
- Special measures:
  - Introduce health declaration card with past travel history;
  - Thermal screening.
- Recommended measures:
  - Give guidance for hygienic practises both for inbound and outbound visitors.

Further points for consideration
- Tourists from Laboria might be infected but has not shown any symptoms.
- Can dependency on airlines and cruises be reduced especially in view of possible recommendations of social distancing?
- Are other source markets targeted as alternatives?
- Are visa restrictions 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 Diversia. 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 Laboria. 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

• Countering rumours:
  – Meet with WHO and get facts and figures;
  – Develop key informative factual messages in both countries for:
    • Radio/TV magazines;
    • Citizens in Diversia confirming that rumours are false and situation is under control;
    • Tour operators and embassy;
    • Tour operators and citizens of Laboria to temporarily postpone trips until situation gets better;
    • Travellers from Laboria to be aware of the risks and to take necessary precautions (e.g. masks and antiviral medicines) and seek medical advices.
  – Prime Minister should deliver key message on TV and radio on what the Government is doing and advise to postpone travel until normalcy prevails;
  – Mobilise radio, TV, tour magazines, mobile service providers, etc.
• Persons responsible for spreading false reports:
  – Tour operators in neighbouring countries;
  – Opposition parties.
• Mitigate reports:
  – Establish media centre to gather and filter rumours;
  – Update reports with facts;
  – Monitor blogs and make it available to the public;
  – Assist return of tourists who may be in transit;
  – Use targeted communications, e.g. send specific advice and information to tour operators.
Media (continued)

- Channels of unbiased information:
  - WHO press releases on TV, radio and internet;
  - Personal blogs, videos and footages;
  - Cross references;
  - Information from WHO and medical experts.

Further points for consideration

- Importance of blogs and parallel media.
- Name other parties/stakeholders interested in taking advantage of such situations.
- Impact on travel patterns.
- Sources of reliable information (e.g. those used by business travellers).
- Criteria for reliable source of information.
Scenario 2 – 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 Diversia. 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 Diversia 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

• Points in favour of Wendy and Peter:
  - Wendy is keen on going because of the planning and expectations. Being an optimistic person, she downplays the dangers and also sees opportunities in Diversia, specifically for a beach holiday, at destinations away from the affected area;
  - Peter does not want to go anywhere and feels that AHI is likely to spread everywhere. A domestic holiday appeals to him but on the other hand it would be expensive and the weather is bad.

• Goods to be taken on the trip:
  - PPE, masks, hand sanitizer, basic medication and Tamiflu;
  - Emergency telephone;
  - Visa to neighbouring countries;
  - Evacuation travel insurance;
  - Map of emergency facilities;
  - Sufficient funds including cash.

• Research:
  - TV, internet, blogs and daily newspaper;
  - The Tourism Board;
  - Tour operators;
  - UNWTO website (e.g. www.sos.travel);
  - WHO website;
  - AHI situation in other places.
Tourist (continued)

Further points for consideration

- Is domestic tourism an alternative?
- Whose information would be biased from the consumer’s point of view?
- Identify medicines and other materials in demand.
- Realize how important other sources of information are when preparing your equipment.
International Organization

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

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

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

Points raised by the participants
• Decision will be perceived as unjustifiable. Country could offer options such as allowing planes to fly but not permitting transits or permitting transits with precautions.
• UN should take the lead and offer options/advises.

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

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

Role
You are working for the Ministry of Foreign Affairs of Laboria. 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
- How will the Ministry of Foreign Affairs of Laboria, in view of these new circumstances, change the travel advisories to other countries, if so?
- Would the Ministry liaise with other countries about the situation in Laboria?
- Are people likely to follow this advisory?
- Will these new developments have any impact on the tourists and citizens still remaining in Diversia?
- As a major tourism outbound country, what are the impacts of these measures on world tourism?

Points raised by the participants
- Inform countries receiving Laborians of the possible risks.
- All persons in contact with infected people need to be screened in coordination with the Ministry of Health.
- The Ministry of Health enacts containment of all infected people.
- Thermal imaging at ports of entry/exit of Laboria and countries of destination.
- Inform Laborians of social distancing.
- Travel permitted only to people who have taken prophylaxis, PPE and travel with insurance.
- Measures will have an impact on Laborians who still remain in Diversia.
- These measures are likely to affect Laboria as well as tourism industry worldwide.

Further points for consideration
- How will travel patterns change as AHI gradually evolves?
- Realize interdependencies.
Laboria – Private Sector

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

Role
You are one of the largest tour operators in Laboria and have now rebooked large numbers of tourists originally going to Diversia to other competing destinations like Felicia.

Questions
• Will those tourists still travel?
• How will the public and the private sector of Felicia react to these new developments?

Points raised by the participants
• Tourists will travel depending on whether Felicia will open its borders to Laboria. If yes, continue promoting and taking on bookings. If not, promote domestic travel.
• Government of Felicia may close its borders and strengthen screening procedures. Private sector will lobby the government for border controls.

Further points for consideration
• Perception problems (few affected, while everybody condemned).
• Looking for alternative destinations.
• Anticipate reactions in destinations.
Diversia

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

Role
You are a businessman from Diversia 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 Diversia?
• Will the initial outbreak in Diversia have mid-term and long-term consequences for Diversia (especially the tourism sector in about two to five years)?

Points raised by the participants
• Problems when leaving the country:
  – Flight availability;
  – Travel restrictions and border controls;
  – Visas;
  – Family considerations;
  – Money;
  – Assistance from the Ministry of Foreign Affairs at destination.
• Problems ease or increase:
  – Ease, due to acknowledgement of the developing “global” pandemic where quarantine will be ineffective;
  – Increase, when cases are confirmed outside Diversia and also in countries that do not want to treat infected foreign travellers.
• Consequences:
  – Mid-term consequences are certain since it will take two years to recover;
  – It will depend on how long it will take to contain and on vaccines;
  – Less long-term consequences as prices will be reduced and tourism will recover.

Further points for consideration
• Outbound tourism especially the business segment will continue.
• Discrimination issues.
• International isolation.
• Chances to recover.
Scenario 2 – Storyline 2: Infections Outside Diversia

Felicia

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

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

Questions
- How likely is this scenario?
- Could it be possible that the government of Felicia closes the entry for people from Laboria?
- How effective would be the latter?

Points raised by the participants
- Scenario is very likely.
- Closure of entry and effectiveness:
  - Not possible, but set up strict screening and quarantine if necessary;
  - Closure of borders will depend on the situation in Laboria;
  - Aspects pertaining to the sensitivity and specificity of screening have to be taken into account.

Further points for consideration
- Discover interdependencies.
- What additional factors may influence decisions (social and health infrastructure of Felicia).
Media

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

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, rerouted through third countries that were easier to enter and did whatever possible to avoid the border controls.

Questions
• What are the consequences for travellers (worldwide) once these reports get aired?
• Can you imagine other reports of this nature?
• Could those consequences be lessened if they started before such a scenario?
• 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 of reports:
  – Strict border controls;
  – Countries will invest in thermal imaging and equipment at a high cost which could become a financial burden;
  – Health consequences: difficulty in tracing persons/contacts if they are exposed;
  – Health risks and healthcare access;
  – Language barriers.
• Other reports:
  – Change identities, obtain false/new passports;
  – Irregular/undocumented migration.
• UN, WHO, UNWTO, FAO, UN and WHO are responsible for global health issues; UNWTO is the key tourism institute; FAO is more specialised on food and agriculture.
• National health institutions serve as another reliable source.

Further points for consideration
• Upcoming nationalism, xenophobia.
• Panic is likely to spread.
• The importance and value of anticipation.
• Identify remaining and new trustworthy sources of information.
• The role of religious leaders, grassroots institutions and NGOs.
Scenario 2 – Storyline 2: Infections Outside Diversia

**Tourist**

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

**Role**
You are an avid traveller from Laboria 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**
- Essential travel:
  - Expatriates returning to affected country;
  - Business persons in medical supplies;
  - NGOs;
  - Disaster and relief workers;
  - Opportunistic entrepreneurs;
  - Government servants;
  - Media.
- Assistance:
  - Home office staff and regional offices;
  - Tour operators and tour guides;
  - Expatriates;
  - Humanitarian organizations such as the Red Cross;
  - Embassies;
  - Hotel industry;
  - Internal media organizations;
  - Government of affected country.
- Emergency legislation deny travel and likely?
  - Yes.

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

Background

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

Questions

- State in four sentences the role UNWTO plays as from now onwards.
- How long do you expect the first wave to last?
- How many more waves do you expect?

Points raised by the participants

- Role of UNWTO:
  - Function and scope of action might be limited;
  - Will have to depend heavily on WHO;
  - Communications will be very important with the private sector playing a major role;
  - Provide information to those who have to travel (precautionary measures need to be taken).
- First wave will last six months depending on the characteristics and mutations of the virus.
- Two to three more waves are expected.

Further points for consideration

- Understand the role of international organizations at the beginning of and during the Pandemic.
- What data are used for the planning process?
Laboria – Government Sector

Background

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

Questions

• State in four sentences what role tourism plays now in Laboria.
• What measures to be taken by the government for the private sector you consider most important and why?
• How long do you expect the first wave to last?
• How many more waves do you expect?

Points raised by the participants

• Safe havens for essential workers.
• Full scale social distancing with no movement allowed for six to eight weeks.
• Transportation of essential workers only.
• Production of vaccines to be undertaken by the private sector.
• First wave may last six months.
• Possible further waves.

Further points for consideration

• Understand the role of the government in Phase 6.
• What data are used for the planning process?
• The importance of essential travel.
• Measures of importance for the private sector.
• Expectations from the private sector.
Laboria – Private Sector

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

Questions
- State in four sentences the importance of tourism for the private sector and its impact on the economy in Laboria.
- What measures do you need the governmental sector to take for you? State measures and priorities.
- How long do you expect the first wave to last?
- How many more waves do you expect?

Points raised by the participants
- Impact on the economy of Laboria:
  - With 6,000 travel agents and 200 tour operators in Laboria, there will be a direct negative impact on the tourism industry and the national economy;
  - Same effect on employment as the hospitality business (airlines, airports, taxis, etc.) will be negatively affected;
  - Prices of goods and services will increase;
  - Higher prices will lead to stagflation.
- Measures to be taken:
  - Subsidies;
  - Tax breaks and incentives;
  - Lower interest rates;
  - Initiate infrastructure projects.
- Pandemic in two waves in one month intervals (based upon historical data, technical factors and medical advice).

Further points for consideration
- Understand the needs of the private sector in Phase 6.
- What data are used for the planning process?
Diversia

Background

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

Questions

- State in four sentences the importance of tourism for Diversia.
- How long do you expect the first wave to last?
- How many more waves do you expect?

Points raised by the participants

- Importance of tourism:
  - Tourism: 1/3 of GDP, over 20% of employment;
  - Important source of foreign exchange;
  - National ten year plan strategy emphasized tourism as the key industry;
  - Without tourism industry, Diversia’s economy will be severely affected.
- Duration and subsequent waves:
  - Three months if preventive controls and measures are taken (one to two million deaths globally), without prevention measures, ten millions may die;
  - One more wave within six months, smaller waves thereafter;
  - Vaccine developed, but Diversia probably will not receive it first.

Further points for consideration

- Understand the impacts of Phase 6 on tourism.
- What data are used for the planning process?
Felicia

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

Questions
• State in four sentences the importance of tourism for Felicia.
• How long do you expect the first wave to last?
• How many more waves do you expect?

Points raised by the participants
• Importance of tourism to Felicia:
  – Tourism: 1/3 GDP, 1/5 employment;
  – More opportunities under pandemic since it is unaffected and hence becomes a “privileged destination”;
  – More investment.
• Unable to confirm duration or number of waves. Probably six to eight weeks, to be confirmed by the Ministry of Health.

Further points for consideration
• Understand the impacts of Phase 6 on tourism.
• What data are used for the planning process?
Media

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

Questions
• State in four sentences what importance/coverage tourism gets in the media.
• How long do you expect the first wave to last?
• How many more waves do you expect?

Points raised by the participants
• Importance of tourism:
  – All borders are closed, tourist arrivals and business go down;
  – Tourist receipts decrease;
  – Unemployment;
  – Stranded tourists face financial problems;
  – Psychological consequences: panic.
• How long and how many waves:
  – Media should rely on WHO/experts opinion and reports.

Further points for consideration
• Understand the impacts of Phase 6 on tourism.
• What data are used for the planning process?
Tourist

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

Questions
• State in four sentences whether and for what reasons you are travelling.
• How long do you expect the first wave to last?
• How many more waves do you expect?

Points raised by the participants
• Reasons for travelling:
  – Protect business, assets and utilities;
  – Provide medical aid;
  – Help families;
  – Report events (media).
• First wave may last from one to three months if control is good, or it may last one year if control is complicated.
• Number of waves depends on control and perception.

Further points for consideration
• Understand the impacts of Phase 6 on tourism.
• What data are used for the planning process?
International Organization

Background
It is now eleven months since the WHO announced Phase 6. The pandemic affected all areas of the globe in three major waves. Although considered a mild pandemic with deaths in excess of some seven million people, the impacts have been widely felt.

Role
You are working for UNWTO which is now fully staffed and functioning relatively normal. You are entrusted to study the needs of the travel and tourism sector in the months to come.

Questions
- None of the previous pandemics had such a high proportion of world’s society travelling for leisure purposes. Do you believe that leisure motives are now still a strong driver?
- What other forms of tourism will recover first, why?
- Is wealth distributed still the same way?
- Is travel cheap or expensive at this stage?
- Will certain destinations be more affected than others from a pandemic and why?
- Could electronic visa or passports with stored health information be helpful for the recovery?

Points raised by the participants
- Leisure motives for travel are strong, although they may not be the same as today.
- Other forms of tourism that will recover first: visiting family and friends, business and celebratory travel (being grateful for being alive and well).
- Distribution of wealth:
  - A new world order with more cooperation, sharing of resources will emerge. Isolation and selfishness will not work since diseases do not respect borders.
- Travel may be more expensive given the disruption in economic life (less personnel, limited flights, etc.).
- Poorer destinations that are more dependent on tourism for their GDP will be more affected as they will have less resources.
- Electronic visas will not be helpful as information will be outdated.

Further points for consideration
- Understand the recovery process.
- Identify priorities.
- The importance of market segments.
Laboria – Government Sector

Background
It is now eleven months since the WHO announced Phase 6. The pandemic affected all areas of the globe in three major waves. Although considered a mild pandemic with deaths in excess of some seven million people, the impacts have been widely felt.

Role
You are working for the Ministry of Tourism of Laboria. The Ministry was requested to study the needs of the travel and tourism sector in the months to come.

Questions
- None of the previous pandemics had such a high proportion of world’s society travelling for leisure purposes. Do you believe that leisure motives are now still a strong driver?
- What other forms of tourism will recover first, why?
- What will happen to the tourism infrastructure in the meantime?
- Is domestic tourism stronger than international tourism?
- Is travel cheap or expensive at this stage?
- Could electronic visa or passports with stored health information be helpful for the recovery?

Points raised by the participants
- Assess situation from the Ministry of Health and inquire recommendations.
- Tailor tourism to the assessment.
- Assessment/inspection of infrastructure and feasibility studies on economic impacts should be done by the government and the private sector.
- Staff allocated for tourism infrastructure maintenance.
- Difficulty to evaluate whether domestic tourism will go stronger than international tourism given the uncertainties in world economy.
- Travel costs will be high.

Further points for consideration
- Understand the recovery process.
- Identify priorities.
- The importance of market segments.
- Are inspections necessary before infrastructure is used again for tourism?
Laboria – Private Sector

Background
It is now eleven months since the WHO announced Phase 6. The pandemic affected all areas of the globe in three major waves. Although considered a mild pandemic with deaths in excess of some seven million people, the impacts have been widely felt.

Role
You are a council member of the Tour Operators Association of Laboria. The council is meeting for the first time in twelve months again to discuss the recovery.

Questions
• None of the previous pandemics had such a high proportion of world’s society travelling for leisure purposes. Do you believe that leisure motives are now still a strong driver?
• What other forms of tourism will recover first, why?
• Will outbound travel recover before domestic tourism?
• Is travel cheap or expensive at this stage?
• What personnel will be missed most of those who succumb to the pandemic.

Points raised by the participants
• People will not travel for leisure.
• Business sector will recover first.
• Outbound tourism will not recover before domestic tourism.
• Travel will be cheap.
• Hospitality workers in the hotel industry, taxi drivers and tour guides will be missed.

Further points for consideration
• Identify core personnel for recovery.
• Value training needs and experience of staff which is fundamental for the continuity of operations and recovery.
Diversia

Background
It is now eleven months since the WHO announced Phase 6. The pandemic affected all areas of the globe in three major waves. Although considered a mild pandemic with deaths in excess of some seven million people, the impacts have been widely felt.

Role
You are working for the Ministry of Tourism of Diversia. The Ministry was requested to study the needs of the travel and tourism sector in the months to come.

Questions
• None of the previous pandemics had such a high proportion of world’s society travelling for leisure purposes. Do you believe that leisure motives are now still a strong driver?
• What parts of the tourism infrastructure were affected most by the pandemic and why?
• Will the traditional source markets still rank the same in importance or might the pandemic have changed their importance? Name reasons for such a change?
• Prepare points for a recovery strategy and rank them by importance.

Points raised by the participants
• Leisure a strong driver?
  – Yes, but domestic tourism will be more important;
  – Tourism reduced initially but confidence regained;
  – Business traveller a strong catalyst.
• Segments affected:
  – Tourist attractions;
  – Hotel staff;
  – Restaurants (no more chicken);
  – Food availability;
  – Services related to tourism;
  – Beach resorts affected most, urban hotels affected least;
  – Petrol price rises, so domestic tourism is badly affected;
  – Handicraft factories and souvenirs.
• Markets:
  – Domestic market is more important;
  – Rely more on locally produced goods;
  – Green sustainable initiatives and ecotourism.
Diversia (continued)

- Recovery strategy:
  - Encourage domestic tourism;
  - Encourage backpackers and ecotourists;
  - Launch media campaign;
  - Organize business conferences;
  - Coordinate with WHO, World Bank, IGOs and NGOs;
  - Establish visa free zone;
  - Increase tourist tax.
- Other issues to be considered are new markets allowing quicker recovery as well as possible negative side effects such as sex tourism, child exploitation and increasing corruption.

Further points for consideration

- Understand the recovery process.
- Understand the impact on the infrastructure.
- Discuss the importance of tourism and its ranking in countries’ recovery strategies.
- Identify values of tourism besides its economic benefits.
Felicia

Background

It is now eleven months since the WHO announced Phase 6. The pandemic affected all areas of the globe in three major waves. Although considered a mild pandemic with deaths in excess of some seven million people, the impacts have been widely felt.

Role

You are working for the Ministry of Tourism of Felicia. The Ministry was requested to study the needs of the travel and tourism sector in the months to come.

Questions

• None of the previous pandemics had such a high proportion of world’s society travelling for leisure purposes. Do you believe that leisure motives are now still a strong driver?
• What parts of the tourism infrastructure were affected most by the pandemic and why?
• Will the traditional source markets still rank the same in importance or might the pandemic have changed their importance? Name reasons for such a change.
• Prepare points for a recovery strategy and rank them by importance.

Points raised by the participants

• Leisure motives for travel, not as strong as before:
  – Economic disruption will lead to lack of money for leisure;
  – Fear stricken;
  – Border controls;
  – Lack of vaccines.
• Affected infrastructure:
  – Aircraft/airlines;
  – Tour operators;
  – Hotels.
• Traditional source markets will not be the same due to the effect of the pandemic hence there will be more domestic travel.
• Recovery strategy:
  – Lobby government to subsidize tourism industry;
  – Review marketing strategy;
  – Encourage domestic travel in Felicia;
  – Install temporary measures to relocate employees to other industries;
  – “Safe Felicia” slogan;
  – Improve hygiene standards at tourism destinations.
Further points for consideration

- Understand the recovery process.
- Understand the impacts on the infrastructure.
- Discuss the importance of tourism and its ranking in countries’ recovery strategies.
- Identify values of tourism besides its economic benefits.
Media

Background
It is now eleven months since the WHO announced Phase 6. The pandemic affected all areas of the globe in three major waves. Although considered a mild pandemic with deaths in excess of some seven million people, the impacts have been widely felt.

Role
You are working for the Ministry of Tourism of Diversia. The Ministry was requested to study the needs of the travel and tourism sector in the months to come.

Questions

• None of the previous pandemics had such a high proportion of world’s society travelling for leisure purposes. Do you believe that leisure motives are now still a strong driver?

• What parts of the tourism infrastructure were affected most by the pandemic and why?

• Will the traditional source markets still rank the same in importance or might the pandemic have changed their importance? Name reasons for such a change.

• Prepare points for a recovery strategy and rank them by importance.

Points raised by the participants

• Leisure motives will still dominate particularly to recover lost income. Tourism has shown to be very resilient in the past and therefore should continue. However, strategically it should diversify.

• Pandemic will continue to dominate the news. Issues, consequences and effects on the tourism industry will also take prominence.

• Public will be interested in success stories, availability of vaccines and evidence based strategic measures to combat AHI.

• Traditional media will continue to be important, but the importance might be affected by the possible changed level of accessibility.

• Advertisement will continue to be an essential source of finance.

Further points for consideration

• Understand the messages dominating the news.

• The role of tourism in media.

• Alternatives of the traditional media and their importance after pandemic.

• The economic model of the media.
Scenario 2 – Storyline 4: Phase 6 (2)

Tourist

Background

It is now eleven months since the WHO announced Phase 6. The pandemic affected all areas of the globe in three major waves. Although considered a mild pandemic with deaths in excess of some seven million people, the impacts have been widely felt.

Role

You are working for the Ministry of Tourism of Diversia. The Ministry was requested to study the needs of the travel and tourism sector in the months to come.

Questions

- None of the previous pandemics had such a high proportion of world’s society travelling for leisure purposes. Do you believe that leisure motives are now still a strong driver?
- What parts of the tourism infrastructure were affected most by the pandemic and why?
- Will the traditional source markets still rank the same in importance or might the pandemic have changed their importance? Name reasons for such a change.
- Prepare points for a recovery strategy and rank them by importance.

Points raised by the participants

- Leisure travel:
  - When situation stabilizes, people will travel;
  - A lot will depend on the perception of safety.
- Reasons for travel:
  - Visit friends and family;
  - Repatriation;
  - Work;
  - Leisure/holidays.
- Travelling for a leisure motivation?
  - Yes.
- Cost of travel:
  - Cheap as “some business is better than none unless core industry has been badly affected (oil production etc.);
  - Because of beginning phase of recovery, over supply of rooms might influence prices downwards while shortage of food and beverages could have upward price tendency.
- Promotional campaign:
  - Consider sensitivity and sensibility;
  - Promote “safeness”.

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Tourist (continued)

Further points for consideration

- Understand the recovery process.
- Understand the motivation of travellers.
- Identify variables influencing travel decisions.
Conclusions

The third UNWTO international avian and human influenza (AHI) scenario based simulation exercise was held in Bangkok, Thailand, from 19th to the 20th September 2008. This exercise was a sequel to the first and the second exercises conducted in Paris and Jakarta in March and July 2007 respectively. More than 60 participants from UNWTO member States, affiliates, Tourism Emergency Response Network (TERN), and international organizations participated in the meeting. Invitations were also extended to the members of “ASEAN Plus Three Workshop on Healthy Tourism”, convened by UNSIC on the 17th and 18th September, at the same venue, comprising of officials from the health and tourism sectors. The close collaboration between UNSIC and UNWTO in two key areas of AHI, namely health and tourism, was mutually beneficial to the participants as well as the institutions.

As in the previous exercises, the meeting was split into two plenary sessions and groups of seven round tables moderated by facilitators from UNWTO, the public sector of Thailand and international organizations. These were given an intensive training session prior to the programme, which enabled them to deepen their understanding of scenario planning mechanisms and training procedures in addition to enhancing their confidence in playing their roles. Special attention was given to interdependencies of the various groups that comprised international organizations, national governments, private sector stakeholders, the media and the tourists themselves.

One of the recommendations of the second AHI exercise that was conducted in Jakarta, was to examine recovery aspects after a Pandemic and this was duly dealt with in the second phase of this third exercise.

All the participants were active and became good scenario players, able to think outside of their silos. Many reasons could be adduced for this: some had attended our previous exercise, others were familiar with the subject although they had not attended a scenario based simulation exercise per se, and quite a few who came from the various international organizations based in Bangkok had been exposed to the threat of AHI through their various regional interactions.

The most important conclusions drawn from the exercise were the following:

- Fast and sincere reporting was reconfirmed as one of the most important aspects of an AHI pandemic that required vigilance and trust amongst all the sectors since time was at the core of planning, prevention and treatment.
- It also transpired that the private sector had been underestimated. Crisis situations lead to overstretching of limited resources and in this scenario the private sector had a bigger role to play than had been assumed until now.
- Evacuation of citizens from foreign countries was considered a grey area that lacked clarity for enforcement since neither legislation nor good past practices existed for guidance and implementation.
- Another key finding was the wrong assumptions when it came to the availability of antivirals and personal protection equipments (PPEs) for tourists. It was generally felt that the limited resources available in the case of a Pandemic would relegate tourists to a secondary position with the responsibility of their health and welfare being transferred to their respective countries and to the private sector.
- On a note of optimism it was felt that tourism continues during evacuations. This may be a conclusion reached from personal experiences of many who came from the region and that showed an immense amount of resilience in the face of the numerous challenges by events both natural and man-made in the past decade.
- There was common consensus that essential travel will continue during a Pandemic. Travel is vital to maintain core business activities and for the transport of officials, humanitarian workers of NGOs etc, and measures must be taken to safeguard it without affecting WHO principles.
Conclusions

- Another core finding was the role of domestic travel. It was thought that this sector will recover faster and that there will be a greater demand for it due to the pressure of people wanting to visit friends and relatives as a form of bonding after a crisis.

- As far as communications are concerned the role of the WHO cannot be downplayed. A majority of the participants thought that initial communications should and would come from the WHO, which reconfirms the same thinking of the Jakarta exercise that this would constitute one of the major challenges to be overcome in the eventuality of a Pandemic. Crucial lines of information must be kept free of unnecessary communications and established information networks should be used to transmit, multiply but also filter properly the information.

- Tourism was not considered to be an essential activity from the health perspective but the economic impacts were perceived to be very serious. It was granted that loss of income and jobs will impinge on the socio-economic fabric that will have drastic consequences.

- Finally it was concluded that tourism will bounce back, at least in the medium term after a Pandemic, but that health, safety and security will have to be given priority before establishments are reopened.
## List of Abbreviations

<table>
<thead>
<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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<tr>
<td>ASEAN</td>
<td>Association of South East Asian Nations</td>
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<tr>
<td>FAO</td>
<td>Food and Agriculture Organization</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GMT</td>
<td>Greenwich Mean Time</td>
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<tr>
<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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<tr>
<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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<tr>
<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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</table>
# List of Participants

## Countries

### Indonesia

<table>
<thead>
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<th>Title</th>
<th>Organization</th>
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<tbody>
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<td>National Agency Disaster Management</td>
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<tr>
<th>Name</th>
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<tbody>
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<td></td>
<td>Chief of Health Section</td>
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### Macao, China

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<tr>
<th>Name</th>
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### Malaysia

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<td>Ministry of Health</td>
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