
| RESEARCH ARTICLE

Crisis Management Strategy for Emergency Response Team for Indonesian Diaspora in Middle East and North Africa (MENA)

Prihandoko Saputro¹ ✉ and Utomo Sarjono Putro²

¹School of Business and Management, Institut Teknologi Bandung, Bandung and Indonesia

²Professor of School of Business and Management, Institut Teknologi Bandung, Bandung and Indonesia

Corresponding Author: Prihandoko Saputro, **E-mail:** hansxqq@gmail.com

| ABSTRACT

The Middle East and North Africa (MENA) region has unique characteristics compared to other regions in the world, such as Asia, the US, and Europe, including fewer natural disasters but more conflicts that lead to wars, which can significantly impact the Indonesian diaspora communities residing in the area. Indonesian citizens need to prepare to anticipate crises that require good strategies and collaboration involving the diaspora and the Indonesian government. This research aims to explore the importance of crisis management strategies for the Emergency Response Team (ERT) of the Indonesian diaspora in MENA. This study utilizes a qualitative approach involving in-depth interviews with experts, competent individuals, or members of the Indonesian diaspora ERT in the MENA region. Both primary and secondary data will be collected and analyzed using the Soft Systems Management (SSM) analysis method. Analysis using brainstorming and PESTLE will also be conducted to assist decision-making, as well as Incident Management Systems. The research will also identify challenges faced by the Indonesian Diaspora Emergency Response Team, the Embassy of the Republic of Indonesia, and the Indonesian Community Association in facing crises in the MENA region and analyze effective crisis management strategies that can be used to enhance readiness and response to emergency situations. This includes analysis and case studies on the evacuation of Indonesian citizens due to crises in Yemen, Libya, and Tunisia. The results of this study are expected to develop an understanding of crisis management for the Indonesian diaspora in MENA and provide practical recommendations to strengthen their ERT capacity in dealing with emergency situations, both in MENA and other regions. This study emphasizes the importance of proactive, network-based, and stakeholder engagement strategies and provides useful insights for policy-making and emergency response planning for the Indonesian diaspora community.

| KEYWORDS

Crisis Management, Indonesian Diaspora, Policy, MENA, Emergency Response Team, Soft System Methodology, PESTLE, Incident Command System.

| ARTICLE INFORMATION

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1. Introduction

MENA, or Middle East and North Africa, is a region that includes the countries of the Middle East and North Africa, which share the same historical, cultural, and geopolitical characteristics. MENA is usually grouped together by international, economic, and academic organizations. The acronym, however, is often considered interchangeable with the terms "Greater Middle East" and, in some cases, "Arab world". Different variations of countries are included depending on the determining organization.

In the Middle East and North Africa, there is a large Indonesian diaspora, and their families live, work, or study there. They work in various sectors, including construction, health care, and hospitality. Some also pursue education in high school, undergraduate, master's, or doctoral programs. However, this region is also prone to political crises, conflicts, and natural disasters.

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The Indonesian Diaspora or WNI (Indonesian Citizen) abroad, especially in the MENA Area, often faces various challenges in dealing with crises that may occur in their country of residence. These crises can be in the form of political labor conflicts, changes in local government policies, economic crises, natural disasters, terrorism, war, political instability, or other emergency situations. Therefore, it is important to understand how crisis management can be applied to protect and support the Indonesian diaspora in the Middle East and North Africa. The crisis situation requires effective coordination and collaboration between the Indonesian Government abroad (embassies, consulates) and community groups as key players in crisis management to ensure timely and effective responses. The number of Indonesian diasporas in this region is also quite significant, requiring effective and responsive crisis management (Hugo, 2007).

The most significant causes of large-scale evacuations or displacements of people in the Middle East and North Africa (MENA) region have typically been due to conflict, political instability, and economic issues such as the Syrian civil war (2011-present), Yemeni civil war (2014-present), Israeli-Palestinian conflict (mid-20th century-present), Libyan civil war (2011-present), the blockade of Qatar (2017 -2021), and Sudan civil war (2023-present). The blockade of Qatar refers to the diplomatic crisis that began on June 5, 2017, with the suspension of diplomatic ties and the introduction of a blockade by Saudi Arabia, the United Arab Emirates (UAE), Egypt, and Bahrain on Qatar (Government Communications Office, 2024). These countries also imposed travel and trade bans.

The various prolonged conflicts in the Middle East and North Africa (MENA) region have had a very significant impact, both directly and indirectly, on the condition of the country and its people. Direct impacts such as the destruction of infrastructure, public facilities, vulnerable security, and displacement or evacuation are felt by the Indonesian people living in the conflict area. Meanwhile, neighboring countries will also experience indirect impacts, such as a large number of incoming refugees, economic crises, and political and security destabilization. Therefore, this research aims to define, understand, and deal with this complex problem. Later, it will produce a model of organizational coordination and collaboration strategies that can be adopted by citizen groups for crisis management and by embassies or representatives of the Government of the Republic of Indonesia for the protection of citizens abroad. Strategies in crisis management are very important for the Indonesian diaspora in MENA and in other parts of the world.

This study is based on a mixed-method research approach, with data collected through case studies, literature reviews, interviews with leaders and members of community groups, and expert interviews. Organizational case studies will be predominantly conducted on stakeholders in Qatar, including the Indonesian Embassy in Doha, PERMIQA (Indonesian Community Association in Qatar), Indonesian Diaspora Emergency Response Team (ERT) in Qatar, and the Indonesian Diaspora Network (IDN) Global as Indonesian diaspora organization worldwide. Strategies in crisis management are crucial for the Indonesian diaspora in MENA as well as in other parts of the world. Several questions for research regarding the crisis management strategy for the Emergency Response Team for Indonesian Diaspora in the MENA include: What are the specific challenges faced by the Indonesian Diaspora in the MENA region regarding registration or data collection? How can communication and coordination among fellow citizens abroad be improved? What preparations can be made by the Indonesian diaspora abroad to effectively confront potential crises that may arise suddenly? What crisis management strategies would be most effective for the Indonesian Diaspora in the MENA?

With a better understanding of crisis management relevant to the Indonesian diaspora in the MENA, it is hoped that better policies and programs can be developed to protect their interests and welfare in facing uncertain situations. In line with this background, this research aims to investigate the important aspects of crisis management for the Indonesian diaspora in the MENA, as well as to explore steps that can be taken to enhance understanding, protection, and support for them in facing potential crises.

2. Literature Review

Crisis management is the process of responding to and managing a crisis situation that could threaten the reputation, operations, or continuity of an organization or entity. The primary goal is to reduce the negative impact of the crisis and restore normalcy as quickly as possible. Crisis management refers to the process of community mitigation, preparedness, response, and recovery through the continuum of disaster (Linnell, 2013). The crisis management process is very diverse and requires knowledge from various fields, such as decision-making, media relations, environmental observation, risk assessment, crisis communication, crisis planning, and evaluation methods. Regarding the Indonesian diaspora in the MENA region, crisis management is related to how community organizations such as PERMIQA and government representatives (Indonesian Embassy, Consulate, Consulate) respond to and manage crisis situations that can affect the condition and sustainability of the diaspora. These crises can include security, health, diplomatic, or economic crises.

Brainstorming is a creative problem-solving technique used to generate a large number of ideas, concepts, or experiences. It encourages participants to think freely and generate ideas without criticism or judgment. The goal is to produce a diverse range of ideas that can later be evaluated and refined. One definition of brainstorming is that it allows participants to face a problem or

subject and generate as many ideas as possible during the implementation process without having to bother comparing ideas (Doğan & Batdı, 2021). Finding interviewees with directly relevant experience is crucial in making the research findings convincing. One way is through sourcing from individuals who have observed the incident firsthand (Rubin & Rubin, 2012). In this brainstorming, people with diverse backgrounds, authorities, and expertise are involved in intensive discussions by in-depth interview. Participants may include relevant parties, such as representatives of the Indonesian government in Qatar, both the Ambassador and Diplomat, the Chairman of PERMIQA as the diaspora community leader, PERMIQA founders and advisor, and members of the Indonesian diaspora Emergency Response Team in Qatar. The use of the brainstorming method in the form of in-depth interviews provides a more in-depth and personal approach to overcoming the challenges of crisis management strategy formulation, especially for the Indonesian diaspora in the MENA region. In contrast to conventional brainstorming, which emphasizes the formation of ideas in large groups, the interview approach explores insights from individuals who have special knowledge or experience regarding a problem. One of the advantages of brainstorming through interviews is obtaining authentic information directly from stakeholders or key officials. Interview participants tend to be more open and honest when talking one-on-one, allowing researchers to delve into the topic and explore possible solutions in more detail. It also provides an opportunity to clarify and understand the context behind any ideas or opinions presented.

According to Sugiyono, 2005, as cited by (Barusman, Margono, & Redaputri, 2019), observation is the collection of data by directly observing the problem of the research object, participating in the location, and participating in the implementation of activities. Meanwhile, in the literacy study technique, data collection is carried out by studying various literature books, documents, reports, and other sources related to the research problem to obtain secondary data that will be used as a theoretical basis for observing and discussing the facts encountered in field research.

2.1. PESTLE Analysis

PESTLE is an analytical tool used to understand various macro-external factors influencing an organization or specific situation. It is a thorough process of gathering information on external variables that may have an impact on an organization's choices, enabling it to optimize possibilities and reduce risks (Chartered Institute of Personnel and Development, 2021).

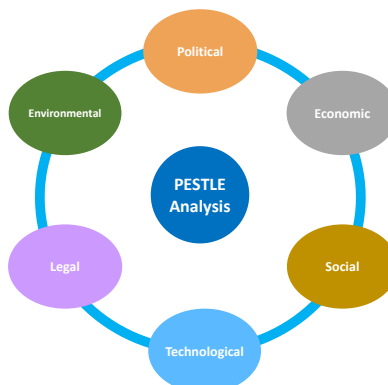


Figure 1 PESTLE analysis diagram

This analysis involves identifying additional factors that may have been overlooked during brainstorming within the PESTLE categories. The purpose of this step is to comprehend the external factors (Political, Economic, Social, Technological, Legal and Environmental) affecting the diaspora situation. Subsequently, procedures are carried out to gather and evaluate data on each factor. Then, data analysis is conducted to assess the impact of each factor on crisis management strategies.

2.2. Soft Systems Methodology (SSM).

SSM, or Soft Systems Methodology, is an analytical method used to understand and solve complex problems in social and organizational contexts. This method recognizes that problems in social environments are often ambiguous and complex, requiring a flexible and structured approach. SSM focuses on understanding how people interact, how organizational structures function, and how decision-making processes occur in complex situations. Through steps such as creating models, discussions, and critical reflection, SSM helps stakeholders identify adequate solutions to address complex problems.

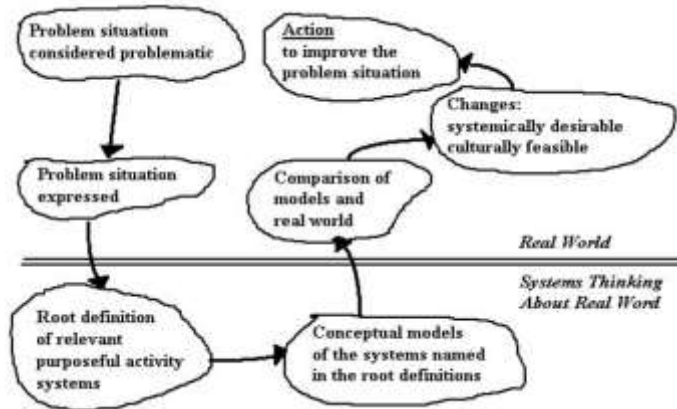


Figure 2 Seven Stages of SSM. From *The Process of Soft Systems Methodology* (Gasson, 2013)

According to Checkland, 1981, as cited in (Simonsen, 1994), SSM is viewed as a broad approach to problem-solving that is suitable for human activity systems. SSM will be effective in exploring methods for understanding and managing the complex challenges of taking action, both individually and collectively, to 'improve' the constantly evolving situations created by daily life (Checkland, 2000). Checkland introduces the rich picture as an interim step to provide a visual model of the system and the context of the issue being faced (McDermott, Nadolski, Sheppard, & Stulberg, n.d.). In the original SSM approach, the seven stages of the process described in Figure 2 above signify the seven stages of inquiry.

2.3. Incident Management System (IMS)

The Incident Management System (IMS), typically managed at the national level or NIMS, is a comprehensive approach to incident management that serves as a framework for organizations at all levels of government, non-governmental organizations (NGOs), and the private sector to collaborate seamlessly. IMS offers a standardized set of principles, terminology, and procedures for effective incident management. It is structured to improve the United States' capacity to handle incidents by guaranteeing a consistent and interoperable approach. The main concepts and principles of NIMS are flexibility and standardization.

Based on the utilization of a common incident management framework, IMS provides an emergency response team with a flexible yet standardized system for emergency management and response. IMS is flexible because its system components can be used to develop plans, processes, procedures, agreements, and roles for all types of incidents. This applies to any incident regardless of its cause, size, location, or complexity. Additionally, NIMS offers a set of organized standard operational structures, which are crucial in enabling different organizations and agencies to collaborate in a predictable and coordinated manner (US Homeland Security, 2008).

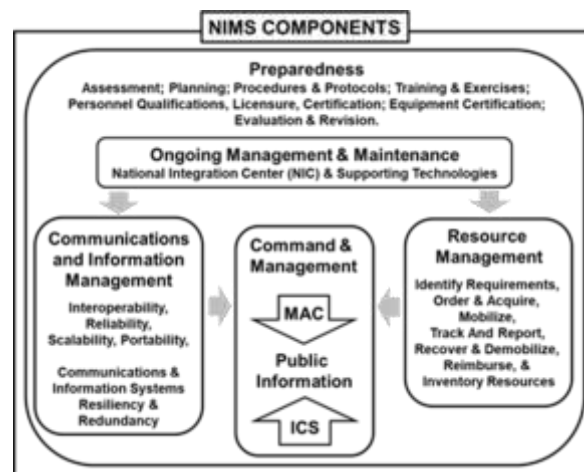


Figure 3 NIMS Components. From *Disaster Response SMARTbook 1 – Federal/National Disaster Response*, by (Ferlemann, 2019)

The National Incident Management System (NIMS) has three main components.

1. Command and Management:

This component encompasses the organizational structure, procedures, and policies used to coordinate and control the response to an incident. It includes command management systems, control centers, and management structures that can be utilized by all levels of government and involved organizations (U.S. Department of Homeland Security, 2008).

2. Preparedness

This component emphasizes planning, training, and exercises to ensure optimal readiness in dealing with various types of incidents. It includes emergency response planning, capacity development, personnel training, as well as periodic evaluation and revision of plans and procedures (U.S. Department of Homeland Security, 2017).

3. Resource Management

This component covers the identification, assignment, and management of resources needed to respond to and recover from an incident. It involves the efficient allocation of personnel, equipment, and facilities to ensure a coordinated and adequate response (FEMA, 2021).

As part of IMS, the **Incident Command System (ICS)** establishes an organizational structure for incident management that integrates and coordinates a combination of procedures, personnel, equipment, facilities, and communication. The system encompasses five primary functional areas, managed as needed for a particular incident: Command, Operations, Planning, Logistics, and Finance/Administration. The sixth ICS function, Intelligence/Investigation, is only used when an incident requires this specialized capability (FEMA, 2018). As a system, ICS is very useful. Not only does it provide an organizational structure for incident management, but it also guides the process of planning, building, and adjusting that structure. The use of ICS for any planned incident or event helps to hone and maintain the skills needed for large-scale incidents (U.S. Department of Homeland Security, 2008).

3. Methodology

To achieve these goals, this research employs a combined approach, utilizing Brainstorming, PESTLE Analysis, Soft Systems Method, and the Incident Management System to provide a holistic framework. Brainstorming is used to identify and explore problems and potential solutions through group discussion. Meanwhile, PESTLE Analysis helps understand external variables—political, economic, social, technological, environmental, and legal—that can influence crisis management strategies. Soft Systems Methodology (SSM) is an approach to understanding and addressing complex and unstructured problem situations in real-world scenarios. Incident Command System (ICS), as part of the Incident Management System, is integrated to define the organizational structure of emergency response, determine roles and responsibilities, and ensure efficient coordination. In other words, SSM is used to inform strategic aspects of managing an incident (understanding issues and identifying potential improvements), while ICS can be used to inform operational aspects (implementing plans and coordinating activities).

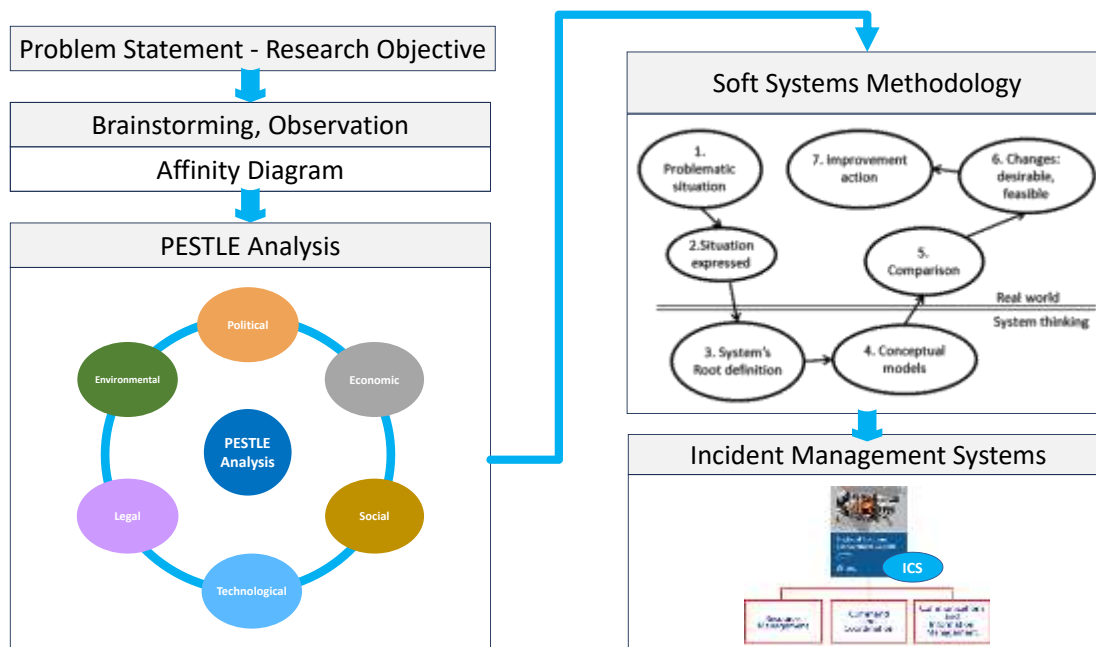


Figure 4 Research Methodology and Conceptual Framework Diagram

Data collection techniques in this research include literacy studies from various books, journals and previous research as a theoretical basis and to compare with conditions in the field and Interview, which is in the form of an in-depth interview.

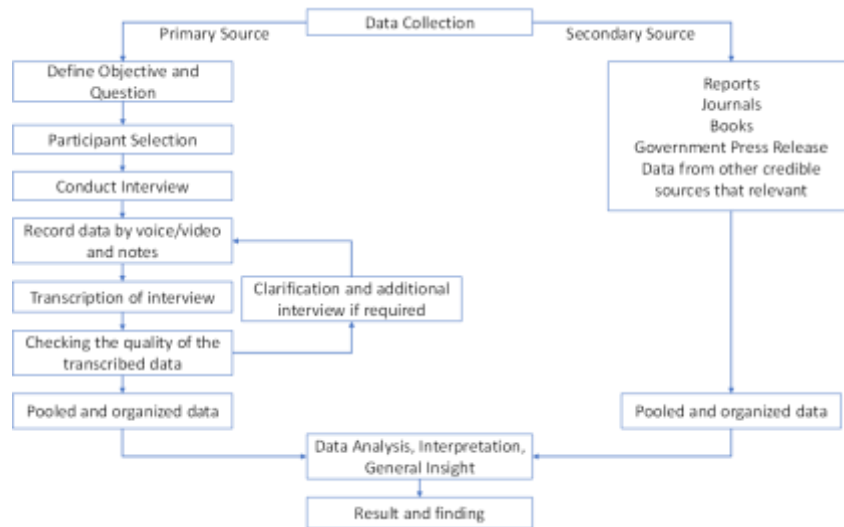


Figure 5 Data Collection Diagram

In-Depth Interview (IDI) adopts a semi-structured approach. Where the interviewer, although following a series of open questions or predetermined guidelines, is not strictly bound by them. In IDI, there is flexibility. Although there is a framework that can support the purpose of the interview, there is room for spontaneous exploration. This dynamism is especially relevant when the researcher aims to delve deeper into certain topics while accepting explanations or unexpected things that may arise during the dialogue. Thus, IDI provides comprehensive data on predetermined topics and unexpected ones during the conversation. An in-depth appraisal of content analysis, case studies, and inductive analysis is provided (Patton, 2015).

Also included in observational data are the field and interpretative notes of the researchers, who are actively observing their own research processes via the recording of thoughts, feelings, experiences, working hypotheses, and/or reflexive statements throughout the entire research process (Jason & Glennwick, 2016). Literature reviews from various books, journals, and previous studies are used as a theoretical basis and for comparison with field conditions.

3.1 Brainstorming.

By using interviews as a brainstorming method, we can leverage the expertise and diverse perspectives of individuals to generate creative ideas and solutions from these sources (Rubin & Rubin, 2012). The interviewees consist of various stakeholders, especially stakeholders and experts.

- H.E. Ambassador: Ridwan Hassan, Ambassador of the Republic of Indonesia to the State of Qatar, 2020 – now.
- Diplomat: Chairil Anhar Siregar, Political Affairs, Embassy of the Republic of Indonesia in Doha, Chair of the COVID-19 Task Force for Indonesian Citizens in Qatar.
- Diaspora Representative: Kartini Sarsilaningsih, President of the Indonesian Diaspora Network (IDN) Global.
- Diaspora Representative, Community leader: Heri Kartono, former Chair of PERMIQA.
- Community Figure: Agri Sumara, Founder of PERMIQA, the first batch of Indonesian professionals in Qatar.
- Area Coordinator of the ERT and Covid-19 Task Force in the Doha region: Syarif Achmad.

The respective domain of the inquiries to be asked to interview participants is described in the following table.

Table 1 Question Area and Respondent for Interview.

No	Question Area	Respondent
1	Government representative, decision making, bilateral relation	Indonesian Ambassador for the State of Qatar
2	Crisis management, evacuation procedure and experience, regional assessment, COVID pandemic	Political Affairs in Indonesian Embassy for the State of Qatar Protocol and Consular Affairs for Indonesian Embassy in Jeddah

No	Question Area	Respondent
3	Indonesian Diaspora Network organization and its relation to the Indonesian Diaspora across the globe	President of Indonesian Diaspora Network Global 2021-2023
4	Indonesian Community Association in Qatar, Emergency Response Team	President of PERMIQA, 2014-2016
5	History of the journey of the Indonesian diaspora in Qatar, the founding of diaspora association	First batch of Indonesian professional in Qatar, 1995. Founder of PERMIQA
6	Diaspora Indonesia challenge and response during crisis.	Area Coordinator for ERT and Covid-19 Task Force

In addition to those interviews, a book written by former Ambassador of the Republic of Indonesia, Retired Air Marshal Muhammad Basri Sidehabi, was also used as a reference in this research (Sidehabi, 2018).

3.2 PESTLE Analysis.

From previous brainstorming processes to interviews that aim to gather experiences and perspectives from various stakeholders, individuals from the diaspora, government officials, and security/safety experts provide insightful raw data. This information is combined with the necessary data for the PESTLE analysis to be part of in-depth-interview, so that each of the following factors has been considered, including:

Political Factors: PESTLE analysis on Political factors that will influence the determination of the Crisis Management Strategy for the Emergency Response Team for the Indonesian Diaspora such as, political stability, government policies and laws, and international relations.

Economic Factors: MENA region enjoys a unique position in the global economic order, primarily due to its wealth of natural resources and its strategic location at the intersection of three continents. Consequently, it attracts many foreigners to come and work, including the Indonesian diaspora. With this research, a deep understanding of the economic challenges faced by the diaspora is needed, such as employment issues, remittances, and the regulations applicable in each country. This region has experienced political turmoil and military conflicts over the past few decades, which have not only affected regional dynamics but also had a significant impact on the global economy. In this context, the Indonesian diaspora in MENA, especially migrant workers, face various economic challenges as a direct result of these conflicts.

Social Factors: Social and cultural dynamics influencing the diaspora, such as mental health, will be analyzed using PESTLE to understand the broader social context of the MENA society and how it impacts the diaspora. One characteristic of the Indonesian diaspora in the Middle East is the large number of Indonesian migrant workers, especially domestic workers, living in conditions with limited access to the broader community or social activities. If conflicts occur in the region, it can exacerbate this isolation due to restricted movement or fear for one's own and family's safety and security.

Technological Factors: In the technology-related analysis, we will explore how the Indonesian diaspora employs technology for communication and accessing information. This involves examining the development of technology itself, its positive and negative impacts, and how to optimize its use to support emergency response teams in formulating crisis management strategies.

Legal Factors: Understanding the regulations and laws in each country in the MENA region, including Qatar, is crucial to analyze as it presents its own challenges for the Indonesian diaspora in Qatar. In formulating crisis management strategies, emergency response teams need to consider the laws and regulations at the local, national, and international levels.

Environmental Factors: Due to Qatar's location in the Middle East as a flight hub connecting four continents (Asia, Africa, Europe, and America), environmental analysis, especially concerning health issues, becomes highly relevant and important. Especially during the 2020 crisis with the onset of the Covid-19 pandemic, this needs to be analyzed in depth, including its impacts and handling methods. Additionally, environmental conditions related to clean water and air pollution are integral aspects of emergency response teams formulating crisis response strategies.

3.3 Soft Systems Methodology (SSM).

Soft System Methodology or SSM does not begin with predetermined solutions but with a thorough exploration of the "problem situation." It is an organized way to address situations that are considered problematic (social). It is action-oriented and helps structure thinking about the situation so that actions for improvement can be taken (Checkland & Poulter, 2006). With information from brainstorming, literature studies, and PESTLE analysis, we have a clear understanding of the context of the Indonesian diaspora in MENA. SSM enables us to understand the relationships between elements and how they influence each other within the system.

Facing the complexity of issues regarding the Indonesian diaspora in MENA, for the formulation of strategies by the Indonesian diaspora Emergency Response Team in Qatar, the application of Soft System Methodology (SSM) allows us to understand the issues more deeply, seek systemic solutions, and design effective action plans.

Based on this data, we can utilize the 7 stages of SSM to generate comprehensive solutions as follows:

First stage: Problematising the Situation - Unstructured Problem Situation.

This step is the beginning of understanding and parsing a large amount of diverse and unstructured information to then form a clear and comprehensive picture of the problem scenario faced by gathering comprehensive background information related to the current crisis management situation faced by the Indonesian diaspora in the Middle East through brainstorming, interviews, observations, and literature studies. This includes collecting data on previous crises, current policies, and available resources, such as the movement of the Indonesian diaspora in and out of Qatar, the geopolitical map of MENA, especially in Qatar, conflicts occurring in MENA, strategic areas or locations in MENA, economic issues related to regional and global conditions.

Second stage: Formulation of Conceptual Model - Problematical Situation Expressed.

The next is to collect data from various sources that can provide further insight into the problematic situation. This requires in-depth interviews with members of the diaspora community, experts in the field, and analysis of the relevant literature to understand the factors that influence their conditions in the MENA. With the information gathered, we design a conceptual framework that represents the relationships and interactions between elements in the system. This helps in understanding how different factors affect each other and how changes in a single element can affect the overall system. In this phase, it is also important to consider the various perspectives that may be held by different stakeholders involved, from the Indonesian government to community organizations or groups. This will result in an analysis of the problematic situation that encompasses various dimensions and offers a comprehensive overview of the challenges faced by the Indonesian diaspora.

Third stage: Formation of Root Model.

In this stage, we determine and define the key systems that have direct or indirect influence on the problematic situation under investigation. The analysis is conducted after identifying relevant systems, such as security systems, political systems, social systems, communication systems, and others, which collectively function within the Indonesian diaspora environment in the MENA. To achieve this, techniques like CATWOE will be utilized to formulate comprehensive root definitions. This technique considers various elements, such as Customers, Actors, Transformation, Worldview, Owners, and Environment, in formulating root definitions that encompass all crucial aspects of a system. Through CATWOE analysis, we can gain a deep understanding of how the system operates, who is affected by its operations, and how this system influences or is influenced by other systems in a broader context. This will help in formulating more integrated and effective strategies, considering various dimensions of the crises that the Indonesian diaspora in the MENA may face.

Fourth stage: Construct Conceptual Models of the Defined Systems.

After identifying the appropriate systems, the next step is to proceed with the development of a conceptual model. The model is developed to depict the ideal operation of the defined systems. Developing this model involves mapping the relationships between variables in the system and showing how changes in one variable can affect others. The goal is to create a graphical or diagrammatic representation of the system that encompasses all key elements and their relationships.

The conceptual models that have been developed are then integrated into the framework of crisis management strategy. This means that these models are used as the basis for designing strategies and tactics to be adopted by the emergency response team. This could involve simulating various crisis scenarios and developing corresponding action plans.

Effective crisis management requires a structured and coordinated approach that integrates various aspects of incident response. In the context of crisis management strategies for emergency response teams for the Indonesian diaspora in the MENA, the Incident Command Systems (ICS) will be utilized to develop the conceptual model. The ICS itself will be tailored to the specific crisis context faced by the Indonesian diaspora in Qatar. This involves adjusting command structures, procedures, and protocols to ensure they meet the specific needs and challenges of the region.

Fifth stage: Comparing Models with Real-world

After data collection, the next process is gap analysis, assessing the differences between the situation described in the conceptual model and the actual situation on the ground. This analysis helps identify areas where the conceptual model may need further revision or adjustment. Using the root model, we will compare it with the reality of the Indonesian diaspora in the MENA, especially from past events. The goal is to identify the gap between ideal conditions and current conditions.

Based on the gap analysis, the next step is to make corrections and adjustments to the emergency response team's conceptual model and the conditions of the diaspora. This involves introducing new elements or modifying existing elements to ensure that the model better reflects reality. In the SSM stage involving comparison of the conceptual model with real-world situations, it is important to ensure that the formulated strategies are relevant and applicable. This helps ensure the effectiveness of the ICS in responding to crises that the Indonesian diaspora in Qatar may face.

Sixth stage: Identifying Feasible and Desirable Changes

Using the root model and understanding the reality on the ground, areas of difference can be identified, and steps needed by the emergency response team can be determined. This step results in a series of changes deemed necessary to address the issues faced by the diaspora. After gathering input from various stakeholders, the next step is to identify and prioritize desired changes. This may include policy changes, infrastructure improvements, or training and education programs. With a list of desired and achievable changes, the emergency response team can begin to develop an action plan that includes specific strategies for implementing these changes. This action plan should include steps, responsibilities, and implementation schedules.

Seventh stage: Implementing Actions to Improve the Problem Situation

After designing the necessary steps, the next process is their implementation. In this context, it could mean collaborating with authorities, diaspora organizations, embassies, or other institutions to ensure that the designed solutions are effectively implemented. The use of ICS will assist in implementing strategic actions, including integrated action planning, which covers priorities, required resources, and schedules for implementation. Before implementing these actions, it is important to ensure that the emergency response team has adequate training and preparation. This involves training in the use of ICS and a deep understanding of the regional context of the MENA. Once the actions are implemented, it is important to conduct continuous monitoring and evaluation. This allows for constructive feedback and enables adjustments to actions based on the ongoing situation dynamics.

4. Results and Discussion

The findings of the SSM analysis, supported by brainstorming, literature review, observation, PESTLE analysis, and ICS, are summarized as follows:

Political factors: Interview results and answers related to the political factors are summarized in the following table:

Table 2 Response from the interviewees related to political factors.

No	Question	Respondent and Source	Answer
1	How is Indonesia's relationship and communication with other countries, especially in the Middle East?	Ambassador, Observation	<ul style="list-style-type: none"> - Diplomatic relations are established according to the Vienna Convention as the basis for diplomatic and consular relations between countries. - Communication with the host country is conducted through the Ministry of Foreign Affairs (MOFA). - The first level of diplomatic relations indicates mutual recognition between our country and the host country. - If the volume and intensity of diplomatic relations with the host country are sufficiently intense and strong, then a diplomatic mission such as an Embassy (KBRI), Consulate General (KJRI), or Consulate is opened.
2	Who bears the responsibility for safeguarding Indonesian citizens abroad?	Ambassador	The protection of citizens abroad is the responsibility of the Directorate of Protection for Indonesian Citizens, and it collaborates with the Directorate General of Protocol and Consular Affairs in consular matters involving Indonesian diplomatic missions.
3	Does every diplomatic mission have a defense attaché in each country?	Ambassador	<ul style="list-style-type: none"> - There are studies and considerations in bilateral relations with a country that assess the need for a technical attaché. - The need for a technical attaché arises if the volume and intensity in that field are high and significant. - Not all embassies (KBRI) have a defense attaché. In Qatar, the defense attaché role was initially covered by Saudi Arabia. During the blockade, the defense attaché role was covered from Iran.

No	Question	Respondent and Source	Answer
4	What is Indonesia's relationship with countries or parties in conflict?	Embassy Political Affairs	It is important to establish good relations with all parties within a country. This serves as a security assurance from the conflicting parties. For example, during the Yemen conflict, the Indonesian government maintained good relations with both the conflicting faction.
5	How do political dynamics in the Middle East impact the experiences and activities of the Indonesian diaspora?	Ambassador, Diaspora Association Leader	- The community needs to communicate and coordinate with PERMIQA/ERT and The Embassy to obtain accurate information and avoid falling prey to hoaxes. - Generally, the community is not heavily influenced. However, if a hoax spreads, it can cause anxiety and fear (Kartono, personal interview, 2023)
6	How are the political relationships between Indonesia and Middle East countries reflected in the lives of the diaspora?	Ambassador, Embassy Political Affairs	Good relations between Indonesia and other countries, including Qatar, will enhance TTI (Trade, Tourism, Investment) between the two countries and have a positive impact on the Indonesian diaspora, especially by increasing employment opportunities.
7	How do political stability and governmental policies in the Middle East impact the Indonesian Diaspora in Qatar?	Area Coordinator	Good relations between countries in the Middle East will facilitate the Indonesian diaspora in obtaining benefits and profits, such as access to cheaper goods, ease of transportation between countries, tourism opportunities, and easy in performing Umrah.

Political stability in the Middle Eastern countries where the Indonesian diaspora resides. Several countries in the MENA region have experienced political upheavals, rebellions, or changes in government in the past few decades. This stability is important to consider by the Indonesian diaspora in MENA because it greatly affects their daily living conditions. The MENA region often experiences regional and national conflicts, whether related to power struggles or ethnic and religious tensions. Such as the Arab Spring, the conflict between Israel-Palestine, and the GCC (Gulf Cooperation Council) Dispute, resulting in the blockade of Qatar (2017-2021). The blockade imposed on Qatar resulted in significant disruption in various sectors. Travel restrictions where flights are limited, journeys take longer, and are more expensive. Residents face the dilemma of returning home. This triggers feelings of anxiety and uncertainty regarding potential escalation and regional stability. At the same time, there is a lot of misinformation and propaganda circulating in the media (The Arab Center for Research and Policy Studies, 2021). However, amidst the doubts, a sense of national unity emerged as Qataris united, including expatriates living in Qatar, showing resilience in the face of adversity. More than 55 communities (including Indonesian communities) participated in the Friendship Parade at Doha on 16 December 2017 in order to show unity to the State of Qatar (Mohamed, 2017).

Economic factors: The interview results and answers related to the economic factors are summarized in the following table:

Table 3 Response from the interviewees related to economic factors

No	Question	Respondent and Source	Answer
1	What are the economic potentials that can be pursued by the Indonesian Diaspora in the Middle East?	IDN Global	The Indonesian Diaspora can engage in importing goods from Indonesia through the legal export-import process. When these goods can enter Qatar, it also means they can enter Saudi Arabia and other GCC countries because of their similar regulations.
2	How does the fluctuation in oil prices affect the economic stability of the Middle East and, consequently, the job security of Indonesian expatriates working in the oil industry?	Embassy Political Affairs, Area Coordinator	Since Qatar's main commodities are oil and gas, fluctuations in global oil and gas prices will affect the lives of the Indonesian diaspora in Qatar and could lead to layoffs in various sectors
3	How resilient is the supply chain for logistics during the evacuation, considering transportation, communication, and coordination challenges?	Embassy Political Affairs	During evacuation to a safe point, logistics needs are crucial, and there is a shortage of logistics supplies. Despite the shortages and high price surges, the logistics will still be purchased because the protection of Indonesian citizens is a priority.

No	Question	Respondent and Source	Answer
4	How does world oil prices affect the lives of the Indonesian diaspora in Qatar	Area Coordinator	When oil prices fall, there is indeed concern, and companies may undertake optimization measures, which can result in workforce reductions or reorganization.
5	What impact did the Indonesian community in Qatar experience when the blockade was imposed on Qatar, including the remittance to Indonesia.	Area Coordinator	The blockade makes things especially difficult for Umrah. The choice of commodity goods is also decreasing due to the cessation of imports from blockaded countries. There are limitations on the maximum amount allowed for remittances. This is a governmental strategy to prevent rush and to control the outflow of money from the country.
6	What economic challenges or opportunities do members of the diaspora encounter in their host countries?	Founder of Diaspora Association	Job security and layoffs are the biggest challenges for the diaspora. Business opportunities in other countries remain underutilized by The Indonesian diaspora in The Middle East.
7	How do economic conditions impact remittances and financial contributions to Indonesia?	Area Coordinator	Economic growth in the Middle Eastern country can increase job opportunities and income for migrant workers. Currency fluctuations, economic uncertainty, health crises, and Qatari government policies can play a significant role in influencing the volume and value of remittances.
8	What is the impact of the blockade on Qatar on the economy of the Indonesian diaspora?	Area Coordinator	Indonesian migrant workers, especially those working in the construction and services sectors, may experience economic uncertainty and the risk of contract termination due to economic disruptions related to the blockade. Changes in economic dynamics and uncertainties related to regional policies may affect the welfare of Indonesian migrant workers in Qatar.
9	What is the impact of the Covid 19 pandemic on the economy of people in Qatar	Area Coordinator	During the Covid pandemic, world oil prices fell to their lowest, many layoffs occurred.

Dependence on natural resources can have a significant negative impact on a country's long-term economic growth. This highlights the urgent need to diversify the economy, reduce dependence on the hydrocarbon sector, and develop more sustainable industrial and service sectors (Muhamad & Heshmati, 2021).

The blockade of Qatar and its economic impact. The blockade that occurred in Qatar in 2017 – 2021 had a huge economic impact on social life in Qatar. The blockade, which cut off diplomatic relations between Saudi Arabia, the UAE, Bahrain, and Egypt, with Qatar, was accompanied by the blocking of air, sea, and land relations. Saudi Arabia imposes restrictions on the entry of goods to Qatar's only land border. This raises fears of food shortages, causing panic buying. Before the blockade, Qatar imported 90% of its food, 40% of which came via Saudi Arabia (Almohamadi, 2017). Saudi Arabia's closure of land access means that Qatar has been relying on food supplies sent by sea or air from other sources, increasing costs significantly. Direct flights between the blockading countries and Qatar were suspended. This makes traveling to and from Indonesia more complicated for Indonesian expatriates if they use airlines or transit points from blockading countries. This means Qatar Airways cannot fly through those countries' air space, forcing the airline to change many of its flight routes and fly planes longer distances to avoid restricted air space (Casey, 2021).

However, with this blockade, Qatar strengthens its economic independence by reducing dependence on supplies from blockade-imposed countries. This includes economic diversification and investment in strategic sectors (Kabbani, 2021). Qatar has invested heavily in economic diversification, reducing its dependence on the energy sector, including the financial sector, tourism, education, and manufacturing industries. This diversification helped Qatar reduce the direct impact of the blockade on its economy (Ibrahim & Harrigan, 2012). One of these diversifications is for food security. Especially to increase local food production, especially in terms of the production of milk, poultry, and other agricultural products (Krishnaswamy, Jakali, & Tayeb, 2021).

Employee Nationalization. Over the past few decades, the Cooperation Council of Arab States in the Gulf (GCC) has seen an increase in dependence on foreign workers (Karolak, 2024). This surge in demand for foreign workers comes from the rapid progress of development in various sectors. This increasing demand underscores the important role played by non-GCC nationals in overall population and demographic growth. The Arabian Gulf Cooperation Council (GCC), consisting of six countries – the

United Arab Emirates, the Kingdom of Bahrain, the Kingdom of Saudi Arabia, the Sultanate of Oman, the State of Qatar, and the State of Kuwait – instituted a comprehensive population strategy in 1998. The main strategy Objective of this strategy is to align population growth with long-term development goals in the region (The Cooperation Council for the Arab States of the Gulf, 1998). Several nationalization programs in the Middle East include Saudization by Saudi Arabia, Emiratization by the United Arab Emirates, Omanization by Oman, and Qatarization by Qatar. As one of the goals of Qatar National Vision 2030, Qatarization targets positions that are an integral part of the business plans of private and public sector entities. The goal is to provide permanent, meaningful employment for 50 percent or more of Qatar's citizens. To help achieve this, Qatar is fully dedicated to providing suitable employment opportunities for Qatari citizens while developing the potential of Qatar's young generation so that they, too, can ultimately benefit from this Qatarization program (Qatar Foundation, 2024).

Social factors: The interview results and answers related to the social factors are summarized in the following table:

Table 4 Response from the interviewees related to social factors

No	Question	Respondent and Source	Answer
1	What is the social impact of job layoffs on the well-being and mental health of Indonesian expatriates in the Middle East?	Community Leader	When there is a wave of layoffs, it greatly affects the mental condition of the Indonesian diaspora, especially for those who have debts to banks.
2	What are the recommended practices and prohibitions that individuals from Indonesia residing in Middle East should observe?	Area Coordinator	Follow the laws in force in the local country and trying to blend with the local culture, complying with customs and conformity with Islamic value for the Middle East.
3	What about the Qatarization program and the impact on the Diaspora	Area Coordinator	Workers who have good technical skills will have a better position in facing Qatarization.
4	What was the condition of Indonesian society during the COVID Pandemic	Area Coordinator	During the previous blockade, Qatar gained valuable crisis management experience, allowing for a rapid response to the Covid crisis. The response was well-organized and efficient, despite public concerns due to the uncertainty of the situation. The Indonesian diaspora, which already has an established emergency response team, immediately formed a solid Covid task force without starting from scratch.
5	What are the problems for the Indonesian diaspora that newly arrived in Qatar and what is the solution.	Area Coordinator	The first time I came to Qatar, there was no one to guide me, so I had to look for information myself. Now there is introduction program for newcomers to expedite their easy adaptation, and this initiative is carried out by each community.

During the Covid-19 pandemic, there was quite a large social impact throughout the world, including the Indonesian diaspora in Qatar. The social impact of the COVID-19 pandemic is very broad and covers various aspects of people's lives. The implementation of social distancing measures, lockdowns, and quarantine protocols have changed behavioral patterns, social relationships, and mental well-being. Movement restrictions and isolation can cause social discomfort, anxiety, and depression (Holmes, et al., 2020). School and workplace closures have forced changes in learning patterns and working from home, changing the dynamics of traditional social interactions (Dingel & Neiman, 2020). However, the pandemic has also given rise to community solidarity and awareness of the importance of public health (Chan, 2021), and has also given rise to solidarity within the diaspora community to work together to overcome difficulties.

Technological factors: The interview result and answer related to the technological factors are summarized in the following table:

Table 5 Response from the interviewees related to technological factors

No	Question	Respondent and Source	Answer
1	How to prepare technology to prepare for a crisis	Ambassador, Political Affairs	The Indonesian Embassy has a satellite phone as a backup line to anticipate the occurrence of critical events that must be done from time to time.

No	Question	Respondent and Source	Answer
2	How accessible are Qatar's information technology services, including the Internet, e-Government, and other digital platforms?	Area Coordinator	Qatar boasts some of the world's fastest internet speeds, with every household now utilizing fiber optic connections capable of Gbps speeds. Additionally, the mobile wireless technology in use is 5G.
3	Do technological advances have a negative impact on the diaspora abroad?	Embassy Political Affairs	Residents should not be easily consumed by hoax information, but we must be aware of information by maintaining contact with Indonesian representatives, and diaspora associations for clarification.
4	How is e-gov technology in Qatar addresses the informational needs of the diaspora community?	Area Coordinator	E-government in Qatar has seen extraordinary leaps in the past 10 years. Now almost all public services have e-services. These e-services really cut down the previously lengthy bureaucracy to become very simple. That's because of the very strong political will of the Government.
5	How can technology be experienced by the diaspora during a crisis?	Embassy Political Affairs	During the evacuation, the Indonesian Embassy used satellite telephone as a backup communication line. Where it can be used in the field without obstructing buildings.
6	During the Covid Pandemic, what were the important roles of the Task Force team in helping the community?	Area Coordinator	Collecting data is very important to ensure appropriate and effective handling of the situation. The Task Force provides explanations on ongoing developments, helping to alleviate public concerns.

Qatar has a more advanced technological infrastructure than most countries in the Middle East or North Africa. High internet speed, technological innovation, and positive acceptance of technology create an environment that supports the participation of the Indonesian diaspora in the digital era in Qatar. In the Middle East and Africa (MEA) region, Qatar has the highest average internet connection speed, exceeding the 100Mbps threshold. Approximately 99% of households in Qatar are covered by fiber optic networks, and 86% of them have access to wired broadband networks, according to Qatar's ICT Landscape 2015, where Households and Individuals; 86% of households have fixed wired broadband network (Qatar CRA, 2017).

Legal factors: The interview result and answer related to the legal factors are summarized in the following table:

Table 6 Response from the interviewees related to legal factors

No	Question	Respondent and Source	Answer
1	What are the legal regulations and labor laws in Middle Eastern countries concerning expatriate employment, and how do they affect the job security of Indonesian workers?	Area Coordinator	In accordance with Qatari government regulations, certain industries in Qatar prioritize natives for certain positions, especially strategic positions. Some members of the diaspora impacted by the rationalization process under Qatarization program were assigned alternative positions elsewhere. Nevertheless, there are also individuals who must return to their home country, and this poses a significant concern for migrant workers in this region.
2	What are the do's and don'ts that should be considered by Indonesian citizens in the Middle East?	Area Coordinator	It is important to follow the laws and regulations that apply in the State of Qatar. If it can be culturally blended, it will be more comfortable, in accordance with local wisdom, culture and Islamic rules.
3	How do immigration laws and regulations impact the ability of diaspora to live and work in host countries?	Area Coordinator	The change in the law regarding the elimination of exit permits is good news. Previously, someone who wanted to leave Qatar had to obtain an exit permit from their <i>kafil</i> or sponsor. During preparations for the World Cup 2022, Qatar changed some of its labor laws to be more open. This change has had a good impact on the diaspora.

It is important to always refer to applicable legal regulations and obtain information from legitimate sources, such as the Indonesian embassy in Qatar or the official Qatar Government website, to ensure an accurate and up-to-date understanding of the rights and obligations of the Indonesian diaspora in Qatar. Cultural etiquette do's and don'ts really need to be paid attention to by the diaspora in order to maintain conditions of mutual respect and remain in accordance with existing regulations. In crisis

situations, immigration policies often change quickly and without notice. This could cause the Indonesian diaspora to face unclear status, sudden deportation, not being able to enter a country, or even detention. So, it is important for the Indonesian diaspora to continue to communicate with the Indonesian community and the Indonesian Embassy during crisis conditions in order to get correct and appropriate information in making decisions.

Ahead of World Cup 2022, the Qatari government itself, since 2019, has carried out legal reforms in the field of labor to increase the protection of migrant workers, and this includes regulations regarding working hours, wages, and working conditions. Major labor reforms that have been implemented, such as the introduction of a minimum wage and Wage Protection System and improvement of Health, safety & welfare, employees will no longer require No-Objection Certificates for contract termination, the revocation of exit permits (Nguyen, 2021). Although there are still challenges in implementation and enforcement, these labor law reforms have brought positive and promising changes for migrant workers in Qatar.

Environmental factors: The interview results and answers related to the environmental factors are summarized in the following table:

Table 7 Response from the interviewees related to environmental factors.

No	Question	Respondent and Source	Answer
1	How do environmental factors, such as climate or geographical conditions, influence the lifestyles and activities of the Indonesian diaspora in the Middle East?	Area Coordinator	Even though the temperature is higher than in Indonesia, the majority of rooms are air-conditioned, and transportation is easily accessible by car.
2	What is the environmental condition in Qatar, encompassing factors such as air quality, and atmosphere, and to what extent does this impact to the residents in Qatar	Area Coordinator	The air quality is better. According to friends with asthma or respiratory conditions, the air quality in Qatar is notably cleaner than in Indonesia, especially compared to Jakarta.

Qatar has a desert climate. Summers in Qatar are very hot, with temperatures reaching their peak in July and August. Temperatures can exceed 45°C. Winter temperatures are cool but can drop below 5°C. Qatar lacks fertile land and water resources for the development of carbon sinks, forests, and green areas, making it highly vulnerable to the impacts of global warming. If sea levels rise, coastlines and marine biota will be affected, land degradation will occur, and fresh water levels will fall. Qatar is among the 10 countries most affected by sea level rise in terms of the percentage of land area and wetlands affected (Al-Khater, 2020). Environmental impacts are closely related to population growth, as well as the means of living and technology used. This large population growth inevitably puts pressure on natural resources, especially fresh water. It also requires greater efforts in water treatment and reuse (Ministry of Development Planning and Statistic, 2018).

Based on that information, the collected ideas are grouped based on emerging themes or patterns and then placed into an affinity diagram as follows.

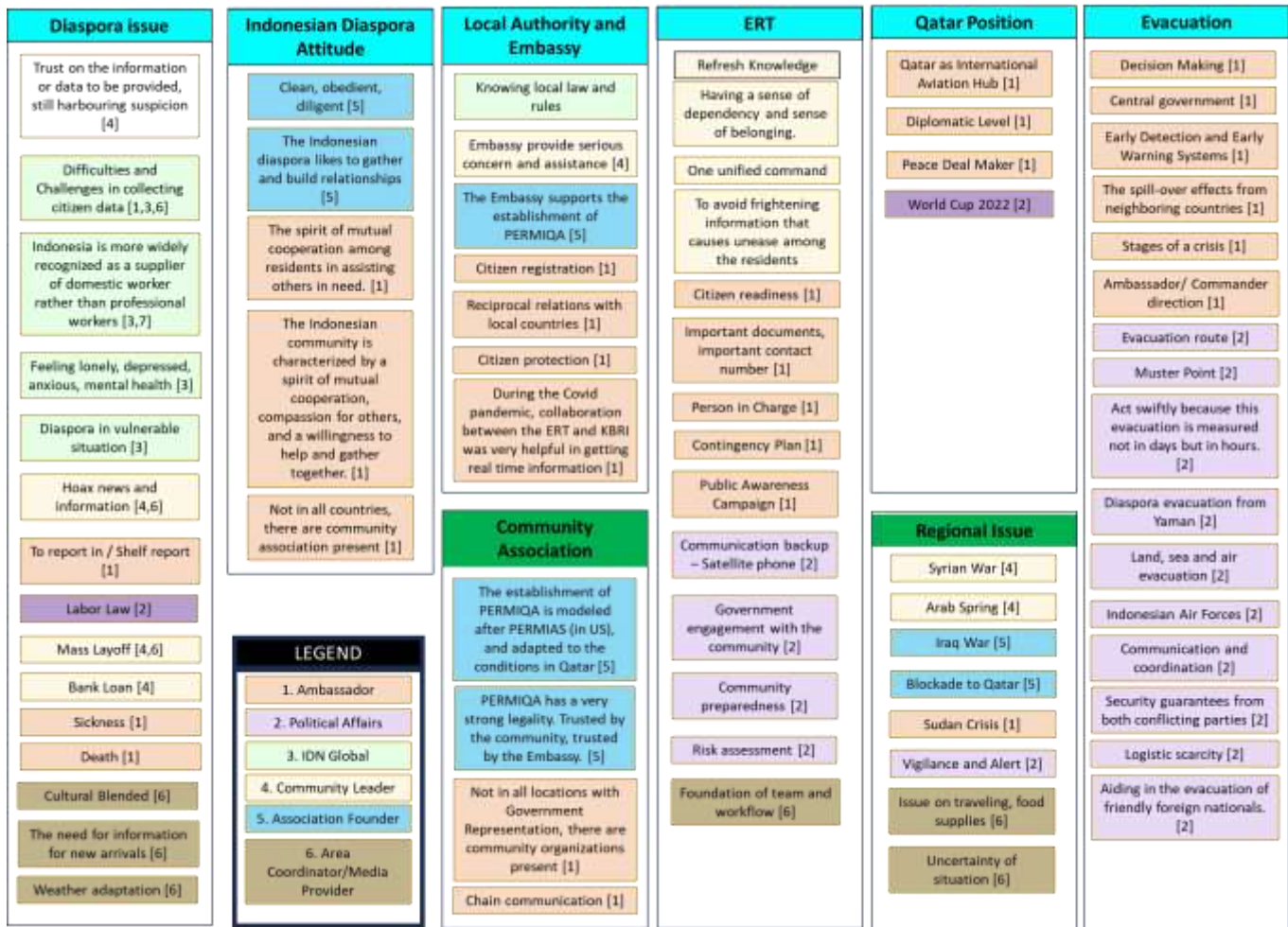


Figure 6 Affinity Diagram

Following the brainstorming, observation, and analysis processes, the subsequent steps will adhere to the seven stages of SSM as outlined below:

1st Stage: Identify Problem Situations and Unstructured Problems:

As explained in the background chapter, brainstorming results, and PESTLE analysis above, there are several main problems in the Indonesian diaspora in the MENA region, including:

- Data collection and registration of diaspora in a country.
- Communication and coordination between the diaspora
- Citizens' readiness to face crisis situations. Both in times of peace and when crises occur.
- Political, social and security conditions in the MENA region are fragile and unstable.
- The economic situation is very dependent on world economic conditions.
- The level of education and understanding of the Indonesian diaspora regarding the situation in the region

Recording of these Indonesian citizens becomes a fundamental problem in almost every Embassy or Consulate of the Republic of Indonesia. Because the Representative Offices do not automatically obtain data on the arrivals and departures of Indonesian citizens in a country. The local government immigration authorities are the ones who record arrivals and departures, but they do not necessarily report this to every Embassy or representation, as there is no diplomatic obligation to do so. [Hassan, personal interview, 2023]. Out of 23,551 Indonesian citizens registered with immigration in Qatar and conveyed to the Indonesian Representation, only around 7,325 citizens are registered in the Permanent Voter List for elections [Kartono, personal interview, 2023].

That number is quite large for a country as small as Qatar. The Indonesian Embassy emphasizes the importance of continuously updating and verifying the data of Indonesian citizens periodically, as it is crucial in case of emergencies (Sidehabi, 2018).

2nd Stage: Express the problem situation using rich pictures to visualize complex scenarios

This rich picture was created by utilizing Affinity Diagrams, a method for organizing information and related ideas into significant groups, which are formed through the brainstorming process. Apart from that, this rich picture is also based on PESTLE analysis, which provides insight into external factors that can influence the situation, such as political, economic, social, technological, legal and environmental. By understanding this context, we can develop a more comprehensive rich picture and strengthen our understanding of the situation at hand.

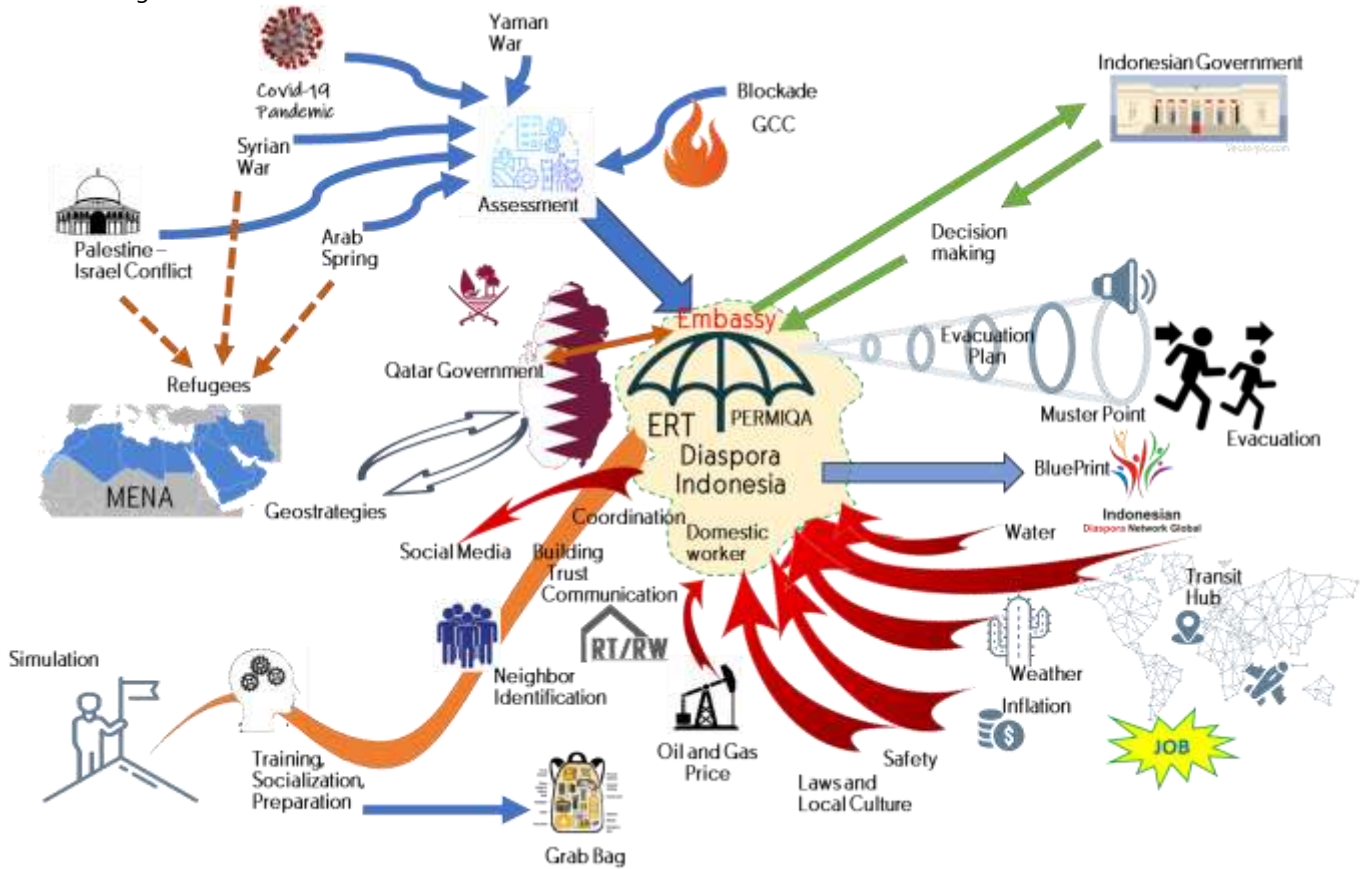


Figure 7 Rich Pictures expressing complex situation for Diaspora Indonesia in MENA region

3rd Stage: Define root definitions for relevant systems.

Indonesian Diaspora Community needs to create a strategy for dealing with the crisis. This strategy is for various conditions, both in peace (no crisis) and in crisis. Especially in crisis management for the Emergency Response Team, which requires intense coordination and communication with the Embassy. A system managed by ERT, supported by the Government of Indonesia, to provide crisis management strategies and support to the Indonesian diaspora in the MENA during an emergency. This ERT needs to pay attention to local legal constraints and international relations, with the main aim of ensuring safety, reducing the risks and negative impacts of the crisis, and preparing Indonesian citizens abroad for a crisis. To define a crisis management system for the Indonesian diaspora in the Middle East and North Africa, it needs to be described in several aspects through the CATWOE framework:

- C (Customers): Customers of this system are the Indonesian diaspora in the MENA. In this research, main examples are Indonesian diaspora. They are recipients of emergency response services and key stakeholders who need security and support during a crisis. Every year, a number of Indonesian diaspora members enter or leave Qatar. Data in April 2019 saw the number of Indonesian citizens in Qatar reach 27,350 (Snoj, 2019) while in October 2020, the number of Indonesian citizens fell to 16,690 (Sekretariat Jenderal DPR RI, 2022). This large decrease in numbers was due to the Covid-19 pandemic crisis, which spread to various sectors, especially construction, transportation, and hospitality. However, the number of Indonesian citizens increased again in March 2023, reaching 23,551 people (Hassan, personal interview, 2023).
- A (Actors): The main actors in this case are PERMIQA as the Community Association, Emergency Response Team, and the Indonesian Embassy, who will carry out planning, emergency action, coordination, providing assistance and evacuation if necessary.

- T (Transformation Process): The transformation process, is changing the crisis situation faced by the diaspora into a managed situation with good preparation, thereby reducing risks and negative impacts. Including responding to crises, ensuring safety, providing support.
- W (Weltanschauung or World View): The broad perspective that is the basis of this system is the moral responsibility for diaspora associations such as PERMIQA and the Indonesian Government to protect and support fellow citizens, especially when abroad. How can safety, well-being, collaboration, and effective crisis management be implemented.
- O (Owners): The owner of this system is the Indonesian Government, in this case the Indonesian Embassy, which has the policy and power to change or stop the system at any time. The Indonesian government also needs to ensure the emergency response system runs according to plan, provides the necessary resources, and collaborates with related parties.
- E (Environmental Constraints): Related to resource availability, political stability, the severity of the crisis. This includes looking at resource availability: whether enough resources to support the emergency response, and whether the political conditions during the crisis supported or hindered the emergency response.

4th Stage: Develop conceptual models of the systems.

To overcome the problems of the Indonesian diaspora in Qatar as defined above, especially to deal with crisis situations, there are several steps that need to be taken by both PERMIQA and the Indonesian Embassy. Referring to the NIMS National Incident Management System (NIMS) standard published by FEMA (Federal Emergency Management Agency) in October 2017, there are three framework components, namely, Command and Management, Preparedness and Resource Management. The main aim of this model and concept is to make the emergency response team a trusted partner for the Indonesian Embassy and also for the community.

To create a concept with NIMS for a crisis management strategy for the Indonesian diaspora in the MENA, the following are the steps that need to be taken.

Risk Assessment. Identify potential risks or threats that may be faced by the Indonesian diaspora in the Middle East. This could include regional conflicts, natural disasters, or other emergency situations carried out and explained by the PESTLE Analysis above. According to Siregar, C. A., during personal interview in 2023, the risk assessment will be our input for analyzing political and security situations and conditions. This analysis is expressed in the form of a contingency plan. Steps to handle conditions, including evacuation routes, are factors for coordination before evacuation occurs. The contingency plan steps will be input to the Central Government, in this case the Ministry of Foreign Affairs (MOFA) in Jakarta. The MOFA will determine whether an evacuation will be carried out or not. The evacuation will be coordinated by the Directorate for the Protection of Indonesian Citizens at the MOFA and in coordination with the Indonesian Air Force, Police, and BASARNAS (Search and Rescue National Agency) if necessary. An example is the evacuation of Indonesian citizens from Yemen to Najran by land and then departing by plane belonging to the Indonesian Air Force.

Communication System Development. The development of an effective communication system to connect the Indonesian diaspora and strengthen community organizations so that they are solid, structured, and well-patterned, with the establishment of an ERT. Abroad, there is no standard organization that connects the Embassy to each small community group, unlike in Indonesia, which uses several levels of government structure, starting from the most local level to the highest level. At the most local level, there is the RT (*Rukun Tetangga*/Neighborhood Association), which is the smallest unit in an area. RT consists of a number of adjacent households and is headed by an RT Head. Above the RT, there is the RW (*Rukun Warga*/Community Association), which is a group of several neighboring RTs. Next, there is the sub-district level, which consists of several RWs. Above the sub-district level, there is a sub-district level which consists of several sub-districts. When an Indonesian citizen lives in a country, it is mandatory for the person concerned to report to the Indonesian Embassy so that their whereabouts are recorded and their location is known. Since January 2019, the self-reporting process can be done via an online website, which is much easier than in the past when you had to physically go to the Indonesian Embassy or an Indonesian representative (Hutabarat, Sianipar, Maya, & Mukhtar, 2022). It is important for every diaspora to recognize their fellow citizens living nearby, especially in times of crisis. For this reason, ERT formed a hierarchical organizational structure similar to that of RT/RW. Apart from following the RT/RW system, the organizational structure also adopts the ICS (Incident Command Systems) system. ICS is a standardized incident management concept in the United States. This makes it possible to adopt an integrated organizational structure to suit the complexity and demands of one or more incidents.

Meanwhile in Qatar, in a peaceful situation and during COVID pandemic, the ERT structure was formed by combining RT/RW functions and simplifying the ICS structure due to limited resources.

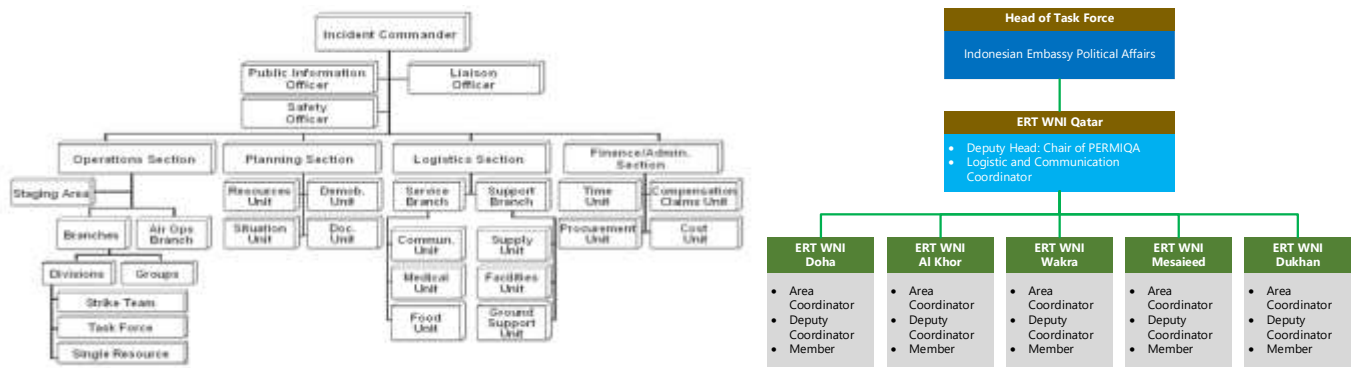


Figure 8 ICS Organizational Structure and ERT's Structure of Diaspora Indonesian in Qatar.

Training and Practice. The Emergency Response Team needs to carry out regular training and crisis simulations for the Indonesian diaspora. Based on American NIMS standards, a lot of training is required by emergency response teams to become professional. However, for the condition of the Indonesian diaspora in the MENA region, several trainings that need to be given to Area Coordinators of the ERT in each region include, mass communication, telecommunication training to use emergency communications tools, and evacuation procedures, including safety measures that need to be taken in emergency situations.

Local Resource Mapping. This is related to detailed crisis management planning and strategies, including identifying local resources that can be used in crisis situations, such as evacuation centers, health services and humanitarian assistance. This activity will include:

- Identify Critical Infrastructure and Facilities: Mapping includes identifying key infrastructure such as airports, hospitals, evacuation centers and other locations that can be used as safe places. In Qatar, for commercial flights to various countries, currently only HIA (Hamad International Airport) is used, and the Port of Hamad/Doha and Al-Ruwais port are the seaports used for passenger and cargo ships.
- Determining the Location of the Command and Coordination Center. Determine the location of command and coordination centers that can be used by authorities, humanitarian organizations and volunteer groups to plan and manage crisis responses, which is in the Indonesian Embassy in Doha. All regional coordinators must be able to connect to the Command and Coordination Center using various communication methods, either through cellular telephone services or landline telephones. If possible, use satellite phone or radio communication in an emergency.
- Health Resource Assessment. Determine the existence of health facilities, including hospitals and health centers, and assess the capacity and medical supplies that can be used during a crisis.
- Evacuation and Transportation Route Mapping. Identify safe evacuation routes and ensure transportation accessibility that can be used to move the diaspora from their place of origin to the evacuation place. If conditions are still possible, the evacuation route can start from each diaspora location to a designated place, such as Hamad International Airport, Doha Seaport, or Port of Hamad. In addition, it is necessary to identify temporary accommodation facilities or resting places along the evacuation route. This may include hotels, temporary shelters, or rest areas, especially for regions or countries that have quite a large area. If conditions do not allow using private vehicles or public transportation, it is necessary to use pick-up by the authorized parties and by the Indonesian Embassy.
- Determination of Refugee or Shelter Locations. In crisis situations and evacuation processes, before reaching the final destination, namely the designated airport or seaport, it is necessary to consider the location for a temporary refuge for the diaspora who needs protection and assistance. As per UNICEF, a collective or community temporary shelter is defined as a place where temporary roof, clothing, food, drinking water, protection, and health are provided to a large group of displaced people for a short period (Nappi, Nappi, & Souza, 2019). According to Nappi et al., 2019, there are priorities in determining the location of temporary refugee camps, namely as in the following graph:

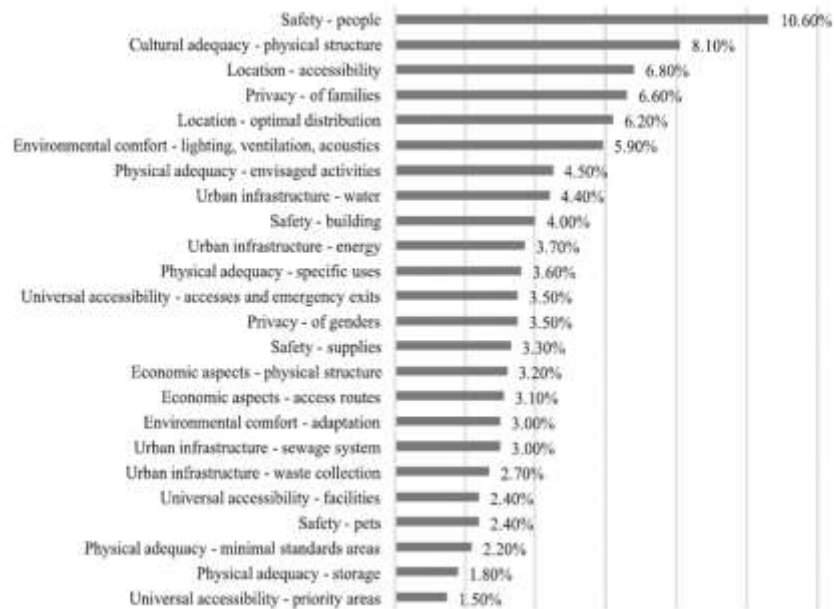


Figure 9 Local criteria prioritization. From *Multi-criteria decision model for the selection and location of temporary shelters in disaster management*, by (Nappi, Nappi, & Souza, 2019).

From this graph, several main criteria include:

- The place must be safe from the direct threat of crisis or disaster to minimize risks to the safety and security of refugees, and have basic facilities, including sanitation, clean water and a place to sleep.
- Capacity must also be considered so that it is sufficient for the number of displaced residents.
- The location must be easily accessible to refugees, for distribution of aid, and accessible by various types of transportation.
- Evacuation sites are located close to concentrations of residents.
- The refugee camp can be in a resident's house, which is quite large, or in a public facility such as a mosque.

Emergency Bag or Grab Bag. It is a pre-prepared emergency kit or bag containing essential items that an individual or group may need during unexpected situations or emergencies. It is very important for every Indonesian diaspora abroad to prepare this grab bag. These bags are often designed to be quickly grabbed or taken along in case of evacuation or other urgent scenarios. The contents of a grab bag typically depend on the specific needs of the individual or group and the nature of potential emergencies they may face. There are no special standards for grab bags. However, for the Indonesian Community emergency response team in Qatar, the contents of the grab bag are divided into 2 priorities. 1st priority should include important documents such as passport, ID, driving license, insurance card, school certificate; medicine, list of groups & ERT contact numbers, Indonesian flag, mobile phones, batteries & chargers, cash in US Dollar, credit/debit card. While the 2nd priority can consist of flashlight & spare batteries, matches & candles, warm clothes, inner & outerwear, standard first aid kit, whistle, dust mask, baby formula milk, map, compass, & GPS, energy food & mineral water, add according to family's needs. The Indonesian flag is a priority in emergency situations as it serves as an identifier, and due to Indonesia's respected reputation as a neutral and active country, its presence can help prevent it from becoming a target in conflicts. An emergency bag should be made in the form of a backpack and placed in a location that is easy to reach. In addition, it is best to store important documents, including passports, in softcopy form on a flash drive or cellphone.

Monitoring and Evaluation System. Monitoring and Evaluation (M&E) systems in crisis management have a crucial role in ensuring organizational effectiveness, efficiency, and learning when facing emergency or crisis situations. This M&E is carried out at every stage, both pre-crisis, during crisis, and post-crisis. In the early stages of an emergency, the M&E system must remain lightweight and dynamic due to time and resource constraints. When an emergency occurs, a more formal monitoring and evaluation system needs to be established. The table below highlights some of the important monitoring and evaluation steps in relation to each emergency phase.

Table 8 Stage of Monitoring and Evaluation and its activities

Pre-Crisis	<i>Preparedness</i>	Collaborate with partners and stakeholders, including KBRI, PERMIQA. Specify roles and responsibilities for emergency situations. Set up a reporting framework and feedback mechanisms Determine fundamental output indicators to monitor initial communication responses Develop a proactive basic monitoring and evaluation strategy
During Crisis	<i>Monitoring</i>	Perform systemic gathering of output-level data Monitor to assess the quality of communication responses Initiate feedback mechanisms Conduct regular review sessions Share findings Adjust activities based on monitoring outcomes
Post Crisis	<i>Evaluation</i>	Conduct post-emergency evaluation Gather lessons learned and best practices Share findings Use findings to inform future activities to prevent future crisis

Documentation and Reporting. The ERT needs to create a documentation system to record crisis events, actions taken, and their impact. This helps in reporting to authorities including the Indonesian Embassy and for further evaluation.

Socialization of Crisis Management Strategy. ERT's job is not only when a crisis occurs. During times of peace, or when there is no crisis, ERT has the task of providing outreach, knowledge transfer, or training to the Indonesian diaspora. Socialization of crisis management strategies to the Indonesian diaspora is part of the preparedness cycle, which can be carried out through outreach campaigns, seminars and other media. The aim is to ensure they understand the necessary emergency steps, including socialization about the emergency response team and communication methods, disaster preparation (family readiness and grab bag preparation), gathering points and evacuation processes, and specific training on mass communication and updated procedures from relevant institutions such as the Indonesian Ministry of Foreign Affairs and the Search and Rescue National Agency.

5th Stage: Compare the models with real-world situations.

From the conceptual model, it will be compared with real conditions in the field as in the following table.

Table 9 Comparison between Conceptual Model and Real-World Situation

No	Activities in Conceptual Model	Presence in Real World Situation	Comments
1	Determining main issue on the diaspora Indonesian in the Middle east and North Africa which is the registration of diaspora outside the country.	One of the fundamental problems is how to record our citizens (Hassan, personal interview, 2023). Registration for election is one of biggest challenge in election committee (Kartono, personal interview 2023) The problem of registering Indonesian citizens in each country is equally challenging because people do not yet have the confidence to share their data (Sarsilaningsih, personal interview, 2023)	Registration of diaspora is one the main issue and common in many countries. Proactive action is required from Embassy, Community Association and from diaspora themselves.
2	The tendency of the Indonesian diaspora abroad to gather, carry out activities together and create communities' association.	The Indonesian diaspora tends to gather as fellow citizens overseas. However, not all countries already have Indonesian diaspora associations Many of the Indonesian diaspora are active and create organizations according to their profession, but it often depends on whether or	Forming a well-structured diaspora organization or association requires experience, guidance and support from various parties

No	Activities in Conceptual Model	Presence in Real World Situation	Comments
		not there are active figures managing them (Sarsilaningsih, personal interview, 2023)	
3	Communication plan between diaspora and Embassy. Solid and intensive communication is required as part of the process of protecting Indonesian citizens abroad.	In general, the Embassy has an obligation to protect citizens. However, communication and relations with the diaspora are still limited. (Sarsilaningsih, personal interview, 2023) In several countries such as Qatar, during the evacuation in Yemen, the Indonesian Embassy had intensive relations and communication with the diaspora. (Siregar, personal interview, 2023)	Diasporas in each country have different relationships with their respective embassies. It depends on the local situation and conditions, the characteristics of the diaspora itself and the Embassy official's communication patterns. Several examples of good communication between the Embassy and the diaspora can be used as a reference for other countries.
4	Establishment of Diaspora Emergency Response Team or ERT. ERT was formed and managed jointly by the Embassy and the Diaspora Association.	Currently, Emergency Response Team that involving the Embassy and Diaspora Association is something new and does not exist other than in Qatar (Sarsilaningsih, personal interview, 2023) The Ambassador himself said that the Emergency Response Team that had been formed in Qatar could be replicated by several representatives of the Republic of Indonesia abroad (Kartono, personal interview, 2023)	The ERT which was established in Qatar, including the communication method, command chain, training, can be a reference for the Indonesian diaspora and embassies in other countries.
5	Building trust on the Emergency Response Team. Trust from the stakeholders is one of the main aspects required to run ERT effectively.	One of the keys is government engagement with the community. The relationship between government and society cannot be conditional only for certain interests. So, this relationship must be fostered continuously, so that it doesn't become loose. (Siregar, personal interview, 2023) As time goes by, trust finally emerges. Because trust arises, when we ask for help from friends to get involved in this team, there is a sense of ownership and responsibility as people living overseas. (Kartono, personal interview, 2023) PERMIQA's legality is very strong. Highly trusted by the public, highly trusted by the embassy. (Sumara, personal interview, 2023)	Exchange of information, support, following instructions from the community to the ERT team really requires trust between both parties. Without trust, this team cannot run effectively.
6	Review the Crisis Management Plan for Emergency Response Team. Main programs such as preparedness, awareness, training, simulation, chain of command, RT/RW.	In a crisis situation, there must be one command (Kartono, personal interview, 2023). The RT/RW system is indeed needed but has not been implemented completely. (Kartono, personal interview, 2023) Diasporas need their own awareness about their capacities and conditions in order to survive, and be able to be fine, calm and even return home safely. Several trainings have been carried out to increase diaspora capacity. (Sarsilaningsih, personal interview, 2023). Public Awareness Campaigns for the Indonesian diaspora in Qatar have been carried out, especially during the Covid pandemic, and include programs to protect Indonesian citizens. (Siregar, personal interview, 2023)	Detail of procedures, chain of commands, reporting system, to be created in detail for each level. There needs to be more training on crisis management and outreach must be expanded to diaspora pockets abroad. Simulations with the community need to be adapted to local regulations and methods permitted by local authorities.

No	Activities in Conceptual Model	Presence in Real World Situation	Comments
		Simulations with the community cannot yet be carried out due to local state regulations.	

6th Stage: Identify and discuss desirable and feasible changes.

There are several desirable changes related to the Emergency Response Team strategy for the Indonesian diaspora, including:

1. There is a need for an Indonesian diaspora association that has legal status from the Indonesian Embassy and is trusted by the public. This association or organization must be accepted by various groups of Indonesian society in that country and can also work together with other diaspora organizations globally.
2. The RT/RW system can be applied to Indonesian people abroad to reach the smallest and closest pockets of society.
3. The ERT system can be applied to the Indonesian diaspora abroad to help prepare the community to face a crisis that could occur at any time, including emergency bag preparation.
4. Training and simulations for residents in dealing with crisis and evacuation situations.

Of these desirable changes, there are several changes that are feasible, including:

1. Indonesian diaspora communities in a country can be socialized by the Indonesian Embassy in that country. Even though it cannot be implemented in all countries, the existence of this Indonesian diaspora community will help the Embassy in carrying out its duties to protect citizens.
2. The RT/RW system can be applied to the Indonesian diaspora who already have mature and neat community associations. Because implementing RT/RW requires a lot of resources and high trust.
3. Training for the public can be increased because of the convenience of digital facilities and online video conferencing technology. Hence, the resource person does not have to be on location but can be anywhere with participants from various countries

7th Stage: Implement the changes and iterate the process

The following steps outline how the Indonesian diaspora in MENA can implement changes, using the Indonesian diaspora in Qatar as an example.

No	Goal/Target	Why	Where	Who	When	How
1	Establishing and refreshing of ERT team including the RT/RW coordinator	The inactivity of management and activities since the Covid pandemic ended, needs to be activated and refreshed again.	All regions, including Doha, Al Khor, Dukhan, Mesaieed and Wakrah	PERMIQA and current ERT team	Month 1-6	<ul style="list-style-type: none"> - Carry out the meeting between PERMIQA, Embassy, and current main ERT team. - Visiting each region and carry out the meeting with the regional ERT team. - Create a refresh structure of ERT from the main to the region.
2	Comprehensive assessment of current crisis management procedures.	<ul style="list-style-type: none"> - To ensure the safety and well-being of the Indonesian diaspora during crises. - Recent events highlighted areas for improvement in the existing crisis management strategy, emphasizing the need for proactive measures. 	Doha	Main ERT team and Embassy	Month 3-6. This activity can be done parallelly with the refreshment of the team.	<ul style="list-style-type: none"> - Gather and review existing crisis management policies, procedures, and related documentation. - Examine checklists, response protocols, and any standard operating procedures currently in place.
3	Develop and refine proposed changes based on stakeholder input.	- To get diverse perspectives, experiences, and	Doha	Main ERT team, Embassy and	Month 7-12	- Facilitate workshops or focus group discussions where stakeholders can share

No	Goal/Target	Why	Where	Who	When	How
		<p>insights from Stakeholders.</p> <ul style="list-style-type: none"> - Stakeholder involvement ensures that proposed changes are aligned with the specific needs and expectations of the problem in each region. - For the continuous improvement. 		region coordinator		<p>their insights, experiences, and suggestions regarding the proposed changes.</p> <ul style="list-style-type: none"> - Use surveys, interviews, or online platforms to collect feedback from stakeholders who may not be able to participate in face-to-face discussions.
4	Training on the crisis management knowledge and procedures.	<ul style="list-style-type: none"> - As part of proactive and strategic investment that enhances the overall preparedness, response capabilities, and resilience of individuals, teams, and communities. - To enable a more coordinated and effective response to crises while prioritizing the safety and well-being of those affected. - To provide the team with the guidance to run the ERT, facing society, dealing with existing problems, and making decisions. 	All regions, including Doha, Al Khor, Dukhan, Mesaieed and Wakrah	Main ERT team, Embassy, region coordinator, and all ERT team.	Month 13 - 15	<p>Define the target audience for the training. This may include members of the Emergency Response Team (ERT), relevant stakeholders, and individuals.</p> <ul style="list-style-type: none"> - Select appropriate training methods based on the objectives and audience. Common such as Lectures for theoretical concepts, simulations and drills, and Guest Speakers to provide expertise.
5	Continuous monitoring, evaluation, and adjustments based on feedback and evolving circumstances.	<ul style="list-style-type: none"> - Crisis management training is not only about immediate response but also about preparing for the post-crisis recovery phase. - Trained teams can contribute to the recovery process by implementing effective strategies for rebuilding and restoring normalcy. 	Doha	Main ERT team, Embassy, region coordinator, and all ERT team.	Month 15 - 24	<ul style="list-style-type: none"> - Regularly review and update each activity based on feedback, emerging trends, and lessons learned from real or simulated crisis events. Ensure that the content remains relevant and effective. - Document the events including feedback received, and any changes made. - Continuous support and follow-up sessions to address any questions or concerns that arise.
6	Replicate to another countries	<ul style="list-style-type: none"> - To establish consistent standards for crisis management knowledge and 	Doha, another city, or online	Main ERT team, Embassy, IDN	Month 25 - 60	<ul style="list-style-type: none"> - Organize Workshops and Training Sessions with the IDN Global network.

No	Goal/Target	Why	Where	Who	When	How
		<p>procedures. This uniformity will be beneficial to the diaspora that equipped with similar skills, regardless of their location.</p> <ul style="list-style-type: none"> - To foster collaboration and coordination among diaspora members across borders. This can enhance communication and cooperation during crises, especially when individuals from different countries need to work together. - In the event of a crisis that affects the multiple diaspora community, having replicated programs facilitates global response coordination. - To empower individuals to take an active role in their safety and well-being. 		Global Network		<ul style="list-style-type: none"> - Train local facilitators who are familiar with the diaspora community and understand the local context, to deliver the program effectively. - Utilize technology for remote training and communication, to enhance accessibility.

5. Conclusion

The subsequent statements represent the findings of the research.

1. From the results of brainstorming through interviews, the problem of citizen registration occurs not only in MENA but also almost all over the world. This requires the active role of residents to register themselves with Indonesian representatives and also establish communication with fellow diaspora in their respective places.
2. With interviewees from various backgrounds and experts, including Government officials and, who are experienced in dealing with crises that befall Indonesian citizens abroad, it is easier for authors to analyze conditions and get ideas for the preparation of strategies on crisis management.
3. The PESTLE analysis assists emergency response teams in mapping external factors that affect the lives of the Indonesian diaspora in MENA from political, economic, social, legal, and environmental perspectives. Since not all community members can understand these external conditions thoroughly, it is the responsibility of PERMIQA, as a diaspora association, together with the Embassy, to analyze these factors and then communicate them to the diaspora.
4. After considering the complex and unstructured conditions, the solution developed through the SSM process involves the implementation of an ICS (Incident Command System) with a coordination path similar to the neighboring structure (RT/RW) as part of the IMS (Incident Management System). This system can be used to address the diaspora’s issue. SSM also makes it possible to compare ideal conditions with real-world situations.
5. The Emergency Response Team, with a coordination system similar to neighborhood organizations (RT/RW), is effective in building trust from both the diaspora and the Indonesian Government and is effective in assisting citizens in preparation for and during crises.
6. The solutions developed in this research, which include preparing the diaspora for crises under normal conditions, emergency procedures, communication and coordination channels, and evacuation processes, can be used as part of a crisis management strategy blueprint for Indonesian diaspora around the world, ensuring they feel confident and know what preparations and actions are needed.

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