PIEMA

PACIFIC ISLANDS
EMERGENCY MANAGEMENT
ALLIANCE

EUROPEAN UNION

Pacific Community
Communauté
du Pacifique

STRATEGIC AGENDA

2020

Excellence in Emergency Management
Safer Pacific Communities

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EXCELLENCE IN EMERGENCY MANAGEMENT
SAFER PACIFIC COMMUNITIES

Prepared under the auspices of the
Pacific Islands Emergency Management Alliance,
Pacific Islands Chiefs of Police,
Pacific Islands Fire and Emergency Services Association
and Regional Disaster Managers Meeting

With support from the Pacific Community,
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CONTENTS

ACRONYMS

ACP	African, Caribbean and Pacific Region
AFAC	Australasian Fire and Emergency Services Authorities Council
DRM	Disaster Risk Management
EDF10	10th European Development Fund of the European Union
EM	Emergency Management
IMS	Incident Management System
KRA	Key Result Area
NDMO	National Disaster Management Offices
NZMCDEM	New Zealand Ministry of Civil Defence and Emergency Management
PICP	Pacific Islands Chiefs of Police
PICPS	Pacific Islands Chiefs of Police Secretariat
PICT	Pacific Island countries and territories
PIEMA	Pacific Islands Emergency Management Alliance
PIFESA	Pacific Islands Fire and Emergency Services Association
PIFSA	Pacific Islands Fire Services Association (became PIFESA in September 2014)
SOP	Standard Operating Procedure
SPC	Pacific Community
SRDP	Strategy for Climate and Disaster Resilient Development in the Pacific
TAF	The Asia Foundation
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
WPIAFC	Western Pacific Islands Association of Fire Chiefs

FOREWORD

The Pacific Islands Emergency Management Alliance is committed to supporting the creation of safer communities across the region by ensuring excellence in emergency management.

Much of the Pacific Islands region is vulnerable to disasters. Ensuring Pacific Island countries and governments can prepare for, respond to and recover from disasters more effectively underpins the purpose of the Alliance.

The Strategic Agenda 2020 outlines the direction and intent of the Pacific Islands Emergency Management Alliance (PIEMA) – an alliance between Pacific Islands National Disaster Management Offices, the Pacific Islands Fire and Emergency Services Association, the membership of the Australasian Fire and Emergency Service Authorities Council and the Pacific Islands Chiefs of Police.

The Alliance serves a number of purposes. Primarily, it wants to advocate for a paradigm shift in how emergency management takes place in the Pacific, especially at national level, but also at sub-national levels. The Strategic Agenda urges the strengthening of emergency management to nurture a group of professionals committed to working together effectively on a foundation of trust, leadership and teamwork, and outlines the key strategies that PIEMA will concentrate its focus on over the coming five years.

The Strategic Agenda has developed progressively:

- Concept Note – A Strategic Alliance in Disaster and Emergency Preparedness and Response in the Pacific Islands Region;
- 2013 Inaugural Meeting of Disaster Managers, Police and Fire and Emergency
- Service representatives (Nadi, July 2013); and
- PIEMA strategic planning workshops and meetings held in Wellington, New Zealand, (September 2014), Rotorua, NZ (March 2015), Canberra, Australia (March 2015) and Auckland, NZ (July 2015).
- The Strategic Agenda 2020 has been endorsed by Pacific Islands Chiefs of Police (2015) and Pacific Island Fire Chiefs (2015), and by a Disaster Managers Meeting consisting of National Disaster Management Directors from 15 Pacific Island countries (2016).

Funding support for PIEMA and the development of the Strategic Agenda has been generously provided by the European Union (EU) through the ACP-EU Building Safety and Resilience in the Pacific project implemented by the Pacific Community (SPC). The invaluable contributions of PIEMA's many stakeholders, including the Australasian Fire and Emergency Service Authorities Council and its membership, the Pacific Islands Fire and Emergency Services Association and the Pacific Islands Chiefs of Police are also gratefully acknowledged.

SPC is honoured to provide leadership and support for PIEMA.

I commend the Strategic Agenda 2020 for the consideration of all stakeholders committed to strengthening emergency management capability in Pacific Island countries and territories.

Colin Tukuitonga
Director-General
Pacific Community

INTRODUCTION

The Pacific Islands Emergency Management Alliance (PIEMA) was established in 2013 as a mechanism to strengthen the emergency preparedness and response capability and capacity of key national response agencies in Pacific Islands countries and territories (PICTs). PIEMA was initially conceived in a concept note produced by the Pacific Community (SPC), Australasian Fire and Emergency Services Authorities Council (AFAC), Pacific Islands Fire Services Association (PIFSA), United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), The Asia Foundation (TAF) and New Zealand Ministry of Civil Defence and Emergency Management (NZMCDEM) in 2012, and directly supports the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015. It also supports the implementation of the draft Strategy for Climate and Disaster Resilient Development in the Pacific (SRDP).

The increases in technological advancement over the past fifty years have influenced many capacity building initiatives for emergency management where a significant level of emphasis has been on the acquisition and use of technology, infrastructure and equipment to address key imperatives, such as better understanding of the nature and depth of risk, identification of mitigation and preparedness options and organisation of the response to emergencies and disasters. While PIEMA recognises that technology, infrastructure and equipment are important, the immediate and pressing emphasis is to strengthen the capacity of emergency management professionals in the Pacific Islands region through programs that have a strong focus on building the often less tangible foundations of **TRUST**, **LEADERSHIP** and **TEAMWORK.** This is supported by common language, systems and doctrine. PIEMA is more about attitude, behaviours and values than the technology-focussed approach of the past. PIEMA places great value on 'what we do', as emergency management professionals but focuses more on 'how we do it'. This is a significantly more difficult concept, as it requires a mindset change to a more holistic 'whole of sector/country/region' approach:

All Risks | All Hazards | All Agencies

SITUATION ANALYSIS AND BACKGROUND

Significant disasters within the Pacific region over the last decade have highlighted a number of weaknesses in disaster and emergency management arrangements that have challenged our traditional understanding, structures and methods.

It is increasingly evident from these disasters that no one agency can successfully manage these events alone, and the structures of many institutions do not align with current and future challenges. This means that, more than ever, all agencies need to collaborate to deal with all hazards, and new mechanisms are needed to support this intent.

The Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005 – 2015 and the SRDP strongly advocate for improved disaster/emergency preparedness response capacity, at the national and sub-national level within PICTs. PIEMA supports this ideal and establishes a practical, effective and focused mechanism to maximize investment in disaster management and foster change.

The drivers behind the establishment of PIEMA are national disaster management offices, police and fire and emergency services. It is these agencies, in particular, that have experienced the challenges first-hand, and the pain and frustration of preparing for, managing and recovering from major disaster events.

Mechanisms to reduce man-made risks in almost all PICTs still require strengthening and, although a lot of work has been done to support and strengthen natural disaster risk reduction and disaster management planning, problems still exist, including the following.

    i. Inadequate institutional arrangements for mainstreaming natural and man-made hazard risks into the broader disaster risk management and planning environments.

    ii. Limited or inadequate capacity for collecting accurate statistics, hazard analysis and vulnerability mapping.

    iii. Out-dated or non-existent agency operational plans, national disaster management plans and arrangements with supporting legislation.

    iv. Weak linkages between NDMOs, fire and other emergency services.

    v. Limited focus on education, prevention and mitigation planning with regard to community safety.

    vi. A reactive response to fires and emergencies within a small distance of existing fire stations.

    vii. Limited capacity for urban search and rescue in earthquake-prone countries with urban centres.

    viii. Limited sphere of influence by fire and emergency services with NDMOs.

    ix. Weak or uncoordinated preparedness, response and recovery arrangements.

    x. Lack of political support, engagement and commitment to fire and emergency services and their role within national disaster management committees.

Compounding these specific challenges are the generic yet significant challenges facing the region, such as the tyranny of distance and the lack of institutional and technical capacity and resources, including financial resources.

Over the last decade, the bilateral relationships developed by AFAC and Pacific fire and emergency services have produced significant institutional reform and strengthening of capability and capacity. Several nations have rapidly grown their fire and emergency services to a point where they provide not only greater value to their communities, but are increasingly becoming an important operational arm of government's national disaster management arrangements.

These developing examples of best practice provide incentive and guidance to other PICTs who can see the obvious benefits of a Pacific solution for Pacific problems.

Since inception in 2013, PIEMA has increasingly provided mechanisms for PICTs to look at their existing emergency management arrangements and facilitate opportunities to review and reform them to current best practice. Initially funded by the European Union's 10th European Development Fund (EDF10), PIEMA is now seeking opportunities to broaden programs that PICT agencies see as priorities. However, PIEMA is conscious at all times to:

- not interfere or compete with existing programs that other agencies may be implementing;
- concentrate on the latent or less tangible aspects of common doctrine, relationships and leadership, advocacy and profile; and
- increase the professionalism of member agencies to build and strengthen capability and capacity.

This approach places less emphasis on the traditional support mechanisms of equipment and infrastructure that often fail to meet expectations because the foundations of capability and capacity are not firmly entrenched in emergency management agencies.

PIEMA is also concentrating on providing a common doctrine or operating picture. Commonality of emergency management, language, processes and systems means that countries present an environment that engenders interoperability and the ability to help each other more, both regionally and internally.

The diagram below typifies PIEMA's formula for more effective emergency management.
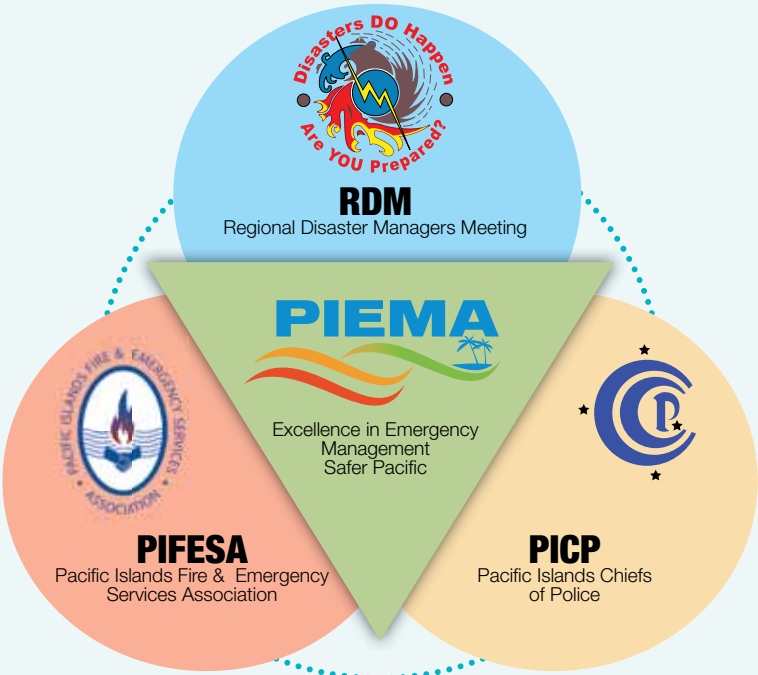
VISION

Excellence in Emergency Management - Safer Pacific Communities.

MISSION

We are committed to working together and sharing our knowledge and experience so that we can contribute to building resilience and safety in our communities.

VALUES

1. We will demonstrate strong leadership; build trust, confidence and enduring relationships that will show a unity of purpose and commitment.
2. We are committed to the highest levels of professionalism that are innovative and build on the diversity of skills and experiences that we collectively contribute.
3. We acknowledge and embrace the diversity of our Pacific cultures and people that we work with.
4. Our efforts to build capacity will be based on a sound understanding of the strengths, needs and challenges facing our Pacific Island countries and territories.
5. We are committed to the highest levels of transparency and accountability in the way that we work.

GUIDING PRINCIPLES

1. Encouraging the interoperability of emergency management agencies to work together at every level.

2. Avoiding the creation of new arrangements by strengthening and streamlining existing structures and plans.

3. Building and maintaining relationships, networks and trust.

4. Encouraging the development of a professional emergency management service in PICTs.

5. Increasing the professionalization of current and aspiring emergency management practitioners.

6. Aligning all training, where possible, to existing competencies to help emergency management practitioners to become more effective in the requirements of their roles and, if possible, gain recognised qualifications and a career path.

7. Advocating the adoption of an 'All Hazards, All Risks, All Agencies' approach that strengthens and builds the interoperability of all agencies associated with Emergency Management by developing doctrine that includes:

   • common emergency management doctrine based upon a standardised Incident Management System (IMS) using a 'Mission Command' approach;

   • common policy, terminology, procedures, management systems and structures;

   • regular joint exercises;

   • decision making based upon a sound understanding of risk and risk profiling that uses common sense and the practical use of simple principles;

   • a more joined up 'whole of nation' approach so that Emergency Management is a mainstreamed component of everyday life for all citizens; and

   • a 'whole of nation' approach to prevention, preparedness, response and recovery for all hazards and all responsibility for Emergency Management is understood, shared and implemented at all levels of society.

8. Becoming a 'learning organisation' – don't reinvent what is already available. Use the information and knowledge that currently exists – adopt or adapt what works elsewhere and understand what did and did not work from other nations' experiences.

9. Adopting, adapting and leading regional and world's best practice.

KEY RESULT AREAS (KRAS)

KRA 1 Common Doctrine

Objective: Standardised emergency management operational doctrine with associated protocols developed and implemented.

Facilitate regional and national forums to introduce, educate and embed a standardised incident management system for all emergency management agencies and stakeholders.	• Emergency management agencies understand and use a standardised system for emergency and incident management. • PICTs have a well-understood national command, control and co-ordination structure to manage larger emergency or disaster events.
Strengthen governance and institutional arrangements to support increased interoperability between key national response agencies.	• Increased efficiency and public value. • Formal governance arrangements to enhance interoperability between key national response agencies. • Emergency management agencies operate seamlessly together and demonstrate best practice. • Policies and SOPs within and across response agencies are harmonized. • A simulation environment that allows realistic testing and review of national emergency management arrangements is embedded.

KRA 2 Relationships and Leadership

Objective: Relationships will be strengthened to enhance the performance of emergency management agencies in the region.

Strengthen and broaden existing twinning arrangements and explore new opportunities to support national capacity building.	• National emergency management agencies have beneficial two-way relationships with their partners. • Formal relationships with Western Pacific Islands Association of Fire Chiefs (WPIAFC) and French territories established.
Provide regional and sub regional opportunities for emergency management personnel to meet, share experiences and work together to develop strategies and solutions for specific issues.	• Relationships strengthened between national and regional partners. • Regional solutions for regional specific issues developed.
Provide opportunities at the national level to build internal relationships and provide an environment for greater interoperability.	• National emergency management agencies work together and operate seamlessly. • Communities have more confidence with the stronger partnerships of all relevant institutions to manage natural and human-caused disasters.
Strengthen Pacific intra-regional mechanism for emergency response.	• PICTs have the capability to support each other during and after disaster events. • Strengthen networks and relationships across PICTs.

KRA 3 Advocacy and Profile

Objective: Raise the profile of emergency management, PIEMA and engender a greater level of stakeholder participation in safety and resilience building.

Promote the importance and value of NDMO, fire, police and emergency management within government.	• Government has a better understanding of the importance of emergency management organisations and PIEMA. • Governments have a greater commitment to emergency management through the provision of enabling legislation. • National support for and participation with regional activities.
Support the mainstreaming of emergency management within the private and public sector and the community.	• Fire and life safety components of National Building Codes strengthened. • Communities have a greater understanding of their role and shared responsibility in emergency management. • Emergency management messages and community safety skills embedded into the national curriculum.
Promote gender diversity in emergency management agencies.	• Workforce comprises cultural and gender diversity that includes volunteers.
Support and strengthen volunteerism in emergency management.	• Trained volunteers are an integral component of all emergency management activities. • Emergency management agencies are considered a part of the community because of the inclusion of volunteers.
Strengthen engagement with donors and partners.	• Opportunities and other resources secured to support PIEMA. • Strengthened co-ordination in the overall delivery of DRM support to PICTs.
Build and strengthen emergency management reporting and statistical capability.	• Public value, effectiveness and impact of emergency management activities are demonstrated.
Develop strategic communications between PIEMA and stakeholders.	• Regular and consistent messaging in the mainstream media in relation to emergency management.

KRA 4   Professionalisation

Objective: Increasing the level of proficiency and dedication to emergency management and learning from our experiences.

Strive to build a 'learning organisation' culture amongst emergency management agencies.	• Organisations have a structured process to learn from their own experiences and that of other nations. • Information and knowledge management systems are in place.
Provide and facilitate targeted training and professional development opportunities.	• Training materials adapted to Pacific country context. • Emergency Management competency framework used by PICTs to develop capability. • Emergency management personnel demonstrate competence in assigned roles. • Regional training opportunities are more focused and better coordinated.
Create a focus for research and knowledge in relation to emergency management in the Pacific.	• Pacific emergency management cooperative research centre established.

MEASURING SUCCESS

1. Emergency Management (EM) planners, co-ordinators and responders are either within the same organisation or all reporting directly to the same Minister responsible within the government.

2. All incidents and control centres are managed according to the principles of a common incident management system through a decentralised emergency management structure that operates under the principles of mission command in operations and peacetime, and can act independently if isolated.

3. Agencies work seamlessly together with interoperable doctrine, systems, procedures and communications. All government departments and public servants understand their responsibilities and roles that contribute to EM.

4. Events are managed with little or no international assistance. National EM resources are available for rapid deployment to assist neighbours in the region.

5. An operational force is available and/or prepositioned according to risk, and has the capability and capacity to provide rapid and expert assistance for all potential events in a timely manner.

6. EM is conducted under the principles of continual learning and improvement where all activities are analysed to ensure learning is passed onto others within national EM agencies and the broader regional EM community.

7. All possible options are used to engage communities and the private sector, including social media, traditional media and outreach programmes.

8. National curriculum includes EM at every year level. Curriculum is developed in conjunction with educators with resource kits developed by the EM authority.

9. A national advice and warning system that provides timely advice about potential threats to all citizens.

10. All citizens have an understanding of, and share responsibility for EM. Their communities have training and awareness and know what to do to prepare, act and recover from any potential risk.

11. Resilient Communities are prepared and practiced to deal with and recover from all potential events.

12. Life returns to normal as quickly as possible with the minimum impact, disruption or loss for individuals, communities, government and national GDP.

13. PICTs demonstrate international/regional best practice, and other countries visit to study procedures and systems.

INSTITUTIONAL ARRANGEMENTS

SPC will provide 'secretariat' and coordination support for PIEMA and will work in close collaboration with AFAC, the PICP Secretariat (PICPS), member countries and territories and other relevant partners to achieve the strategic objectives.

The specific roles and responsibilities of key PIEMA stakeholders are as follows.

PIEMA Meeting	• High level oversight of implementation progress and policy direction
PICTs	• Translate PIEMA strategic objectives into national strategic and operational plans • Facilitate implementation of PIEMA activities • Support monitoring, evaluation, reporting and learning processes for PIEMA at national level
SPC	• Provide direct operational support for implementation • Assist PICTs with implementation at the national level • Coordinate monitoring, evaluation, reporting and learning in connection with plan implementation • Provide advocacy and profile support for PIEMA in collaboration with AFAC and PICPS • Lead efforts to secure resources for PIEMA • Facilitate regular communications and awareness • Facilitate secretariat support for the Pacific Islands Fire and Emergency Services Association (PIFESA)
AFAC	• Provide strategic advice to PIEMA • Coordinate support of AFAC members • Provide high-level advocacy with Australian and New Zealand governments to assist in securing resources • Facilitate training and capacity building opportunities as may be required • Support SPC coordination of the PIFESA
PICP Secretariat	• Coordinate Police support activities for PIEMA • Support advocacy for resourcing • Support implementation of PIEMA activities as may be required

Communications

A communications strategy to support the PIEMA Strategic Directions document is essential to its success. The communications strategy will need to do the following.

1. Identify the relevant stakeholders, including beneficiaries and potential donors for implementation.

2. Explain the 'key messages' that need to reach relevant stakeholders (e.g., responsibilities of and benefits to beneficiaries, strategic information for donors, such as investment returns).

3. Maximise the use of the implementation of PIEMA activities as opportunities for communication.

4. Utilise the selected mediums of communication to:

   • create awareness and inform;

   • build capacity of the target beneficiaries;

   • influence behavioural change; and

   • serve as a mechanism to facilitate feedback for the purposes of monitoring and evaluation.

The development of a communications strategy is to be led by SPC with the support of countries, territories and partners.

Resourcing Opportunities

SPC, as the host of the PIEMA secretariat will liaise regularly with relevant partners to help secure the relevant resources to support PIEMA activities at a regional, sub-regional and national level in the Pacific. Pacific Island countries and territories will also be required to assist in resource identification and mobilisation.

In order to secure medium-to-long term resourcing of PIEMA, SPC – working closely with AFAC, PICPS and other partners – will, as soon as practicable, develop a financing strategy for this plan. The financing strategy will be developed in a consultative manner with relevant stakeholders, and be presented using appropriate mechanisms for the consideration of donors (including non-traditional donors, such as philanthropic organisations).

Monitoring, Evaluation, Reporting, and Learning

PIEMAs strategic objectives contribute to the achievement of broad DRM goals for the Pacific region, and, as such, SPC will ensure that the progress of PIEMA initiatives is communicated to the relevant organisations and fora; particularly those established to provide oversight of the implementation of the Strategy for Climate and Disaster Resilient Development in the Pacific.

SPC, working closely with all stakeholders, will facilitate a process of monitoring and evaluation that ensures that results/learning from the process of implementation are taken into account to help refine direction and the identification of priorities for the future.