

Annex A: Potential Focus Areas for National-level Roadmaps

During the 2019 PIEMA annual meeting, participants were asked to select the top three priority 'activity types' for their country.

	Strengthening inter-agency cooperative agreements / governance / working arrangements as to ensure a shared commitment to work together.	Enhancing dialogue to strengthen understanding of roles and responsibilities, and /or agency specific priorities	Supporting joint annual work planning.	Streamlining and establish a plan for capacity building and professional development.	Supporting ongoing joint training and live exercises	Establishing a practical plan for interoperable EM procedures (SOPs)	Strengthening policy, and legislative arrangements	Supporting joint resourcing and budgeting.	Identifying common needs (equipment, assets, and infrastructure) and ensuring coordinated approach to procurement and use.	Coordinating community engagement on EM
Palau/FSM										
Tonga		X						X		X
Sol Islands		X		X	X					
Timor Leste	X				X		X			
Samoa	X			X			X			
Kiribati	X	X								X
Fiji	X				X					X
Vanuatu	X			X			X			
Tuvalu	X					X				X
Niue	X				X			X		
Cook Islands	X	X					X			
PNG	X					X	X			
TOTAL	9	4	0	3	4	2	5	2	0	4

Annex B: Literature Review

The purpose of Emergency Management Roadmaps (Roadmaps) is to support improvements to service delivery through advancing emergency management (EM) agency coordination at the national and regional level. To understand this purpose and identify examples of strategies to realise it, a review of relevant literature has been undertaken. The following summary key literature has been arranged under the four following categories: i) Global and regional strategies/declarations; ii) Lessons learnt documents from regional disaster events; iii) EM coordination examples from around the world, and; iv) Associated academic material.

Global and regional strategies/declarations: The Sendai Framework for Disaster Risk Reduction 2015–2030¹⁵ ('Sendai') provides Roadmaps in the Pacific with a globally applicable policy framework for strengthening disaster management through coordinated action. Inclusive of climate change, resilience, and broader development considerations, Sendai's implementation calls for "closer collaboration among all sectors... to prevent, prepare for, respond to, and recover from disasters"¹⁶.

In the Pacific, The Boe Declaration, Framework for Resilient Development in the Pacific (FRDP), and Strategic Agenda 2020 ('SA2020') contextualise the issue further and call for specific EM actions in support of such improved coordination. The Boe Declaration¹⁷, in articulating an expanded concept of security inclusive of humanitarian assistance and regional cooperation, underlines the strategic significance of EM excellence in two of its three Strategic Focus Areas. The first, 'Climate Security', calls for the identification of training opportunities and scenario-based simulations to build regional capacity. The second, 'Human Security and Humanitarian Assistance', calls out PIEMA explicitly as a key mechanism through which stronger regional humanitarian assistance, preparedness and response capabilities can be built.

The FRDP¹⁸, in integrating both climate change and disaster risk management, underlines the need for greater agency coordination in Goal 3: 'Strengthened Disaster Preparedness, Response and Recovery' while the SA2020 sets out the commitment of Pacific EM leaders to achieving 'excellence in EM' through 'working together and sharing... knowledge'.

Lessons learnt documents from regional disaster events: A range of lessons learnt-type documents from disaster/emergency events in the Pacific - such as Tropical Cyclone (TC) Pam, TC Winston, and TC Gita - offer a range of evidentiary support for why greater EM agency coordination is beneficial and set out location-specific recommendations for future action.

The Vanuatu Lessons Learned Workshop Report¹⁹ recommended actions for improved interagency coordination, including: i) Review the National Disaster Management Act and improve awareness of roles within the legislation, and ii) Review/rewrite SOPs that clearly set out policies and procedures of different elements within NDMO and Emergency Operating Centres (EOCs) and other government agencies to suit different scenarios.

¹⁵ See reference list item 1.

¹⁶ See reference list item 2.

¹⁷ See reference list item 3.

¹⁸ See reference list item 4.

¹⁹ See reference list item 5.

The TC Gita Post Disaster Rapid Assessment²⁰ recommends improved EM service delivery through “confirming coordination mechanisms on the ground among government stakeholders, the private sector, development partners, communities, and civil society organisations”.

EM coordination examples from around the world: EM coordination initiatives from other parts of the world provide a useful reference point for similar efforts in the Pacific.

In Australia and New Zealand, incident management is harmonised through shared ‘inter-service’ management systems that ensure incident personnel are working towards one set of objectives. In Australia, this is known as the Australian Inter-Service Incident Management System (AIIMS). In New Zealand this is known as the New Zealand Coordinated Incident Management System (CIMS).

Examples of Regional Coordination from other parts of the world include:

The Caribbean Disaster Management Agency’s Regional Response Mechanism²¹ which is a network of regional stakeholders who coordinate external support for response and relief assistance to member states during emergencies. The mechanism matches available global resources to local needs, coordinating administrative, financial and logistical functions. The governance structure and arrangements of the mechanism is one element that offer the Pacific a useful example for managing and sustaining regional cooperation.

The ASEAN Agreement on Disaster Management and Emergency Response²² which is an agreement among ASEAN members that provides a mechanism for improving disaster management. The associated five-year workplan²³ provides a useful example for the Regional Roadmaps in terms of the structure and detail around implementation arrangements, in particular the establishment of thematic working groups. The agreement also sets out a monitoring and evaluation plan that balances the required empirical evidence with the demands on limited national-level resources to provide them.

Associated academic literature: Of those articles found, the following issues potentially offer useful conceptual and/or practical guidance for approaching Roadmaps in the Pacific.

Observational studies of utility provider stakeholders in Australia during real time emergencies identified cultural challenges including trust and legitimacy as key barriers to collaboration²⁴. The findings of a study in greater agency coordination in Florida, USA²⁵, concluded that strategies that have successfully addressed these issues include pre-season planning exercises, community awareness seminars, and citizen education contribute to better EM service delivery.

Emergency Management Victoria (EMV)²⁶ frames the issue of agency coordination as a key management task to create an “integrated organisational network” in response, and, along with affected communities are then able to establish plans and seamlessly link into the longer-term recovery phase (p.9). In modernising the familiar EM approach of ‘control, command and coordination’ (Three C’s), EMV – among others – have expanded on the approach to include ‘consequences, communication, and community cohesion’ (Six C’s)²⁷. These additions are helping service delivery across planning, mitigation, response and relief and recovery efforts and offer a potentially useful lens for developing Roadmaps visions and outcomes in the Pacific, so they can contribute to broader development initiatives and maximise the wellbeing value created.

²⁰ See reference list item 6.

²¹ See reference list item 7.

²² See reference list item 8.

²³ See reference list item 9.

²⁴ See reference list item 10.

²⁵ See reference list item 11.

²⁶ See reference list item 12.

²⁷ See reference list item 13.

Reference List

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3. Boe Declaration media release (2019). <https://www.forumsec.org/boe-declaration-on-regional-security/>
4. Framework for Resilient Development in the Pacific (2016). http://gsd.spc.int/frdp/assets/FRDP_2016_Resilient_Dev_pacific.pdf
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Annex C: One and three-year achievements: Aspiration setting for national-level Roadmaps. The table below captures input developed by PIEMA Members during the PIEMA annual meeting.

	1-year achievements?	3-year achievements?
Palau/FSM	<ul style="list-style-type: none"> • The development of an EM Plan • Undertake a review of the plan with key agencies • The development of policies and MoUs with partners 	<ul style="list-style-type: none"> • Finalise the Plan, submitting it for review and approval • Begin implementation
Tonga	<ul style="list-style-type: none"> • The design of a document to strengthen common doctrine (incident, command, terminology, SOPs) • Standardised trainings 	<ul style="list-style-type: none"> • Development of a National Incident Management System
Sol Islands	<ul style="list-style-type: none"> • Completion of Roadmap • Communication system and protocol • Capacity building • Physical resources • Improved response capability • Coordination mechanism 	<ul style="list-style-type: none"> • PIEMA project ends • Fire and maritime roles elevated (for improved leadership and visibility) <p>Other note: NDMO making progress in work plan esp. updating SOPs; NEOC has function teams need to work better and be interoperable.</p>
Timor Leste	<ul style="list-style-type: none"> • Audit of systems and agencies to identify gaps • EM training for Fire and Emergency Services • Clarity and procedures to improve coordination 	<ul style="list-style-type: none"> • EM legislation developed and passed, including information on roles and responsibilities • Established civil protection law
Samoa	<ul style="list-style-type: none"> • DAC to support Roadmap process by helping other agencies involved with proposed budgets for donors 	<ul style="list-style-type: none"> • Government endorsement for Roadmap
Kiribati	<ul style="list-style-type: none"> • Ongoing in-house training (e.g. CFS to provide skills drill for KPS) • Roadmap sign off • Completion of EOC building 	<ul style="list-style-type: none"> • Trainings in road crash rescue • Community engagement activities • AIMS/PACIMS exercise (?)
Fiji	<ul style="list-style-type: none"> • MoUs • Trainings 	<ul style="list-style-type: none"> • TRG accreditation • Establishment of a National Emergency Response Team • Legislation review • Increased awareness • Establishment of a National Emergency Centre
Vanuatu	<ul style="list-style-type: none"> • Search and Rescue Committee established, and lead organisation identified • Draft Roadmap 	x

	<ul style="list-style-type: none"> • NDC endorsement of SAR/Fire Service • Consultations on legal framework undertaken 	
Tuvalu	<ul style="list-style-type: none"> • Developed annual plan and MoUs between EM stakeholders including Police, NDMO, Health, Gender, Red Cross, NGOs, NDC, CLAG 	<ul style="list-style-type: none"> • Enhanced capacity and capability built at national and local levels • SOPs developed
Niue	<ul style="list-style-type: none"> • Improved relationship of trust between EM agencies through joint exercises and social events 	<ul style="list-style-type: none"> • Measure trusting relationship to identify challenges and areas for improvements
Cook Islands	<ul style="list-style-type: none"> • Financing of CDEM • Consultations on policy and legislation undertaken 	<ul style="list-style-type: none"> • Policy and legislative requirements developed for establishing for CDEM • Fire Service established
PNG	<ul style="list-style-type: none"> • Improved interagency coordination • Audit of systems and agencies to identify gaps 	<ul style="list-style-type: none"> • Clearer role for Fire in emergencies • Other 3-year outcomes will be identified in audit/analysis

Annex D: Support from development partners, including under twinning arrangements. The table below captures input developed by PIEMA Members during the PIEMA annual meeting.

Palau/FSM	<ul style="list-style-type: none"> • Cross-trainings between partners • Communication framework • Technical exchange and capacity building
Tonga	<ul style="list-style-type: none"> • Simulation exercises • Meetings
Sol Islands	x
Timor Leste	<ul style="list-style-type: none"> • Technical support • Assistance in establishing a legal framework • More regular contact and activities
Samoa	<ul style="list-style-type: none"> • Funding • Collaborative drills • PACIMS support to roll out activities/tasks
Kiribati	<ul style="list-style-type: none"> • Funding alternatives to PIEMA
Fiji	<ul style="list-style-type: none"> • Technical expertise • EM programs evaluated • Assistance in negotiating for resources
Vanuatu	<ul style="list-style-type: none"> • Technical assistance • Assistance in drafting Roadmap • Support (desk-top and live exercises) • Exercise developing TRG • Regional resource sharing
Tuvalu	<ul style="list-style-type: none"> • Support developing policies and legislation • Support in training exercises • Financial support
Niue	<ul style="list-style-type: none"> • Provide assistance in joint exercises and technical support
Cook Islands	<ul style="list-style-type: none"> • Technical assistance to Fire Service and to CDEM policy and legislation development • Specialised training
PNG	<ul style="list-style-type: none"> • Sharing of expertise • Improving communication channels • Mutual support arrangements

Annex E: Outcome Statement for the 2019 PIEMA annual meeting



Pacific Islands Emergency Management Alliance (PIEMA)

ANNUAL MEETING – 25 and 26 July 2019, NADI, FIJI ISLANDS

OUTCOMES STATEMENT

The 2019 PIEMA Annual Meeting was attended by regional emergency management agencies, development partners, regional organisations and other stakeholders.

The main objective of the meeting was to bring together PIEMA members and stakeholders to discuss PIEMA project achievements to date, proposed activities over the next 12 months, improve learning and understanding of the emergency management roadmap process (at the national and regional level), showcase regional initiatives, discuss the sustainable capacity development model and update on the work of developing a gender equality and empowerment strategy for the project – see meeting program (Appendix 1) and attendance list (Appendix 2).

Meeting 1 – 25 Jul 2019 (pm): Session on National Emergency Management Roadmaps

The meeting noted the following:

1. Acknowledged the value of developing national level Emergency Management Roadmaps (EMRs) and reiterated their call for the PIEMA project team to support each Member to determine a pathway towards establishing fit-for-purpose EMRs.
2. Acknowledged the process required to undertake the development of the EMR including the importance of country buy-in and request to undertake the process.
3. Acknowledged the value of using PIEMA annual meetings as a basis for dialogue, information sharing and progress reporting against national implementation of EMRs and in doing so support ongoing dialogue in line with overall objectives of the PIEMA.

Meeting 2 – 26 Jul 2019: PIEMA Annual Meeting

The meeting noted the following:

1. Expressed their appreciation to the support of DFAT and MFAT in partnering SPC to deliver the PIEMA project (2017 – 2022).
2. Acknowledged the ongoing support of other projects in the Disaster and Community Resilience Programme of SPC, PIEMA members and other emergency management agencies in the Pacific, Australia and New Zealand fire and emergency services, UN Agencies, NZ Ministry of Civil Defence and Emergency Management, and other stakeholders.
4. Acknowledged presentation by the PIEMA project on progress to date, in particular:

- Successful completion of the project's Inception Phase (April 2019) that included the finalisation of foundation documents¹.
 - Completed the procurement process for consultants to undertake the development of emergency management roadmaps at both the national and regional level (Mar 2019 – Dec 2020) and the development of a gender equality and empowerment strategy for the project (Jul 2019 – Mar 2020).
 - Activities planned for the remainder of 2019 and 2020².
5. Acknowledged the information session on Volunteering by ProMedical (Vanuatu) and Volunteer First Responders (Fiji).
 6. Acknowledged the information session on Gender & Inclusion by the Humanitarian Advisory Group and National Fire Authority (Fiji).
 7. Acknowledged the presentation by the Pacific Islands Forum Secretariat (PIFS) on the Boe Declaration³ and Framework for Resilience Development in the Pacific (FRDP)⁴ including these key messages:
 8. Acknowledged the presentation by Fiji Emergency Medical Assistance Team (FEMAT) and Rescue Coordination Centre (Republic of Fiji Navy).
 9. Expressed a strong interest in the concept of a regional-level Emergency Management Roadmap and requested that the PIEMA Project Team develop a detailed Regional EMR concept for consideration at PIEMA 2020.

¹ Results Framework and Evaluation Plan, Work Health and Safety Plan, Costed annual work plan, Risk Management Plan, internal policies, systems and procedures.

² See Appendix 3

³ See Appendix 4

⁴ See Appendix 3

Annex F: Word Café workshop responses to Regional Roadmaps questions

Question 1: What are the key considerations and challenges that we as a PIEMA team need to be aware of moving forward with the Regional Roadmap?

Answers: (consolidated and sorted into three broad categories: strategic, logistical, and other)

1. Strategic
 - a. Alignment with national Roadmaps
 - b. Incentivising participation due to varying interested across countries that depends on perceived benefit
 - c. Capability constraints (in catering for specific EM functions needed across the region)
 - d. Securing senior-level buy-in
 - e. Sending the right people
 - f. Sustaining coordination, plans and funding implementation after PIEMA lifetime
 - g. Certain national-level legislation may become obstacles to participation, sign-off, and implementation
 - h. Understanding national policies and their implications for regional action
2. Logistical
 - a. People's availability
 - b. Physical distance / travel time
 - c. Coordinating and communicating with stakeholders
3. Other
 - a. Lack of cooperation among INGOs (during development and implementation given competitive nature)
 - b. Regional power dynamics and issues of sovereignty
 - c. Varying terminology, processes, and procedures across region
 - d. Potential negative mindset of participants given the challenging nature of the work
 - e. Managing diversity (of culture, opinion, interest, priorities)
 - f. Varying standard of service delivery across region

Question 2: What are the regional capabilities and activities that can support national Roadmaps?

Answers: The region...

1. Has significant capability and resourcing in Fiji and Vanuatu, given their recent disaster events (FEMAT, PHT, RCC), that others can learn/draw from
2. Can pool resources
3. Has a mandate
4. Can act as trigger for support in other countries
5. Can formalise arrangements that are currently informal
6. Can deploy in a timely manner
7. Can share/leverage existing arrangements at regional level

8. Has SPC who can advise and coordinate
9. Can help draw on FEMAT who can act as a guide/example
10. Can help ensure duplication doesn't occur (for example, now that FEMAT exists in Fiji, there is potentially less of a need to develop something similar in other countries)
11. Can assist countries with policy and legislation, drawing on experience of other countries
12. Can assist countries with immigration and customs
13. Can coordinate/oversee trainings
14. Can help establish interoperable comms to guide local EM action, community engagement etc
15. Can assist in the undertaking of asset/resource audit

Question 3: What learnings can be leveraged from achievements in volunteering, gender inclusion, FEMAT, RRCC etc toward making a stronger regional Roadmap?

Answers:

1. PACMAT: Use standards including...
 - a. operations
 - b. resources
 - c. intra-regional coordination
 - d. community of practice
 - e. information sharing

2. Pacific IMS (PACIMS)
 - a. gender empowerment in the region
 - b. diversity and inclusion
 - c. PIEMA as regional coordination mechanism (ownership)

3. Resourcing:
 - a. Maximise existing external funding
 - b. Setting national level accountability
 - c. Understanding implication of Boe Declaration
 - d. Support countries housing regional/global meetings

Question 4: Finish this sentence – ‘A priority area for the Regional Roadmap to focus on is...’

Answers:

1. Sovereignty
2. Collaboration/networking/partnerships/engagement
3. Empowerment (youth, women)
4. Information sharing
5. Unifying systems and communications
6. Joint training exercises
7. Resource sharing
8. Funding
9. Leadership

10. SOPs for interregional response
11. Policy alignment
12. Legislation
13. Capability strengthening
14. Sustainability
15. Standardisation (equipment, uniforms, management, systems, SoPs)
16. Logistics
17. Professionalisation: Accreditation, Anti-corruption, Accountability, Feedback, Standards, Ownership
18. Exchange program/mentoring
19. Diversify regional capability/centres from Fiji to other parts
20. Capability audit of region
21. Interoperability
22. Private sector partnerships

Annex G: Roadmap Template

<p>Misc.</p>	<ul style="list-style-type: none"> • <i>Forward</i> • <i>Intro</i> • <i>Background</i> • <i>Purpose</i> • <i>Roadmap Governance (incl risk management monitoring approach)</i> 			
<p>Overarching Objectives</p>				
<p>Vision</p>				
<p>Objectives</p>				
<p>Outcome 1</p>				
<p>Description & Baseline</p>				
<p>Milestones</p>	<p>By end of 2020:</p>	<p>By end of 2021:</p>	<p>By end of 2022:</p>	<p>Key Indicators of success</p>
<p>Activities</p>	<p>During 2020:</p>	<p>During 2021:</p>	<p>During 2022:</p>	
<p>Risks and Assumptions</p>				