Strategic Roadmap for Emergency Management in Cook Islands

2018 – 2023

Cook Islands Emergency Management Sector's contribution to support the Cook Islands Joint Implementation Plan (JNAP)

Strategic Roadmap
# for
Emergency Management
in Cook Islands

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Abbreviations and Acronyms

AIIMS	Australasian Interagency Incident Management Systems
BSRP	Building Safety and Resilience in the Pacific
C3	Command, Control and Co-ordination
CFS	Country Fire Service of South Australia
COP	Common Operating Picture
EMCI	Emergency Management Cook Islands
IMS/ICS	Incident Management System/ Incident Command System (AIIMS/ICS CIMS, NIIMS)
JNAP	Joint National Action Plan for Climate Change & DRM
NDRMP	National Disaster Risk Management Plan 2017
NEOC	National Emergency Operations Centre
NEOC	National Emergency Operations Centre
NGO	Non government organisations
OPM	Office of the Prime Minister
PICT	Pacific Island Countries and Territories
PIEMA	Pacific Islands Emergency Management Alliance
PIFESA	Pacific Islands Fire and Emergency Services Association
SPC	Pacific Community formally Secretariat of the Pacific Community
SREM	Strategic Roadmap for Emergency Management
SWOT	Strengths, Weaknesses, Opportunities and Threats analysis

A foreword by His Excellency - Prime Minister of the Cook Islands, the Honourable Mr Henry Puna
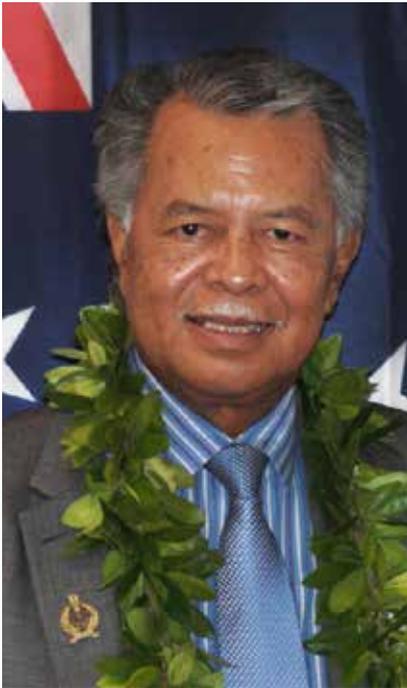
In early 2005, the Cook Islands experienced five devastating cyclones, four of which were rated as Category 5 and all within a period of five short weeks. These cyclones reminded us of our vulnerability to the forces of nature and provided us with a wakeup call to be better prepared. As a result of the 2005 cyclones, Emergency Management Cook Islands (EMCI) was established under the Office of the Prime Minister in 2006 and a new Disaster Risk Management Act 2007 was enacted replacing the old Hurricane Safety Act of 1973.

Goal 13 of our National Sustainable Development Plan 2016-2020 (NSDP) implores us to strengthen our resilience and to combat the impacts of climate change and natural disasters in the Cook Islands. This is supported also by our Joint National Action Plan 2016-2020 (JNAP II) which speaks to strengthening our resilience toward a safe, secure and sustainable future.

The development of this Strategic Roadmap for Emergency Management (SREM) in the Cook Islands is the next stage of consolidating our emergency sectors in an effort to improve our overall service for the safety and wellbeing of our people.It is critical that we embrace the principles of shared responsibility across all sectors with an all-risks, all-hazard and whole-of-island approach to preparedness and response.

The Fire Service is a critical component to the SREM which aims to legally formalise a Cook Islands Fire Emergency Service through developing the required policy statement leading to a legislation change.A further critical component of the SREM is the proposed establishmentof a Civil Defence Management Authority/Structure (CDEMA) in the Cook Islands.

The proposed CDEMA structure for the Cook Islands would further help to address the emergency management priorities for the nation and further clarify roles and responsibilities in emergency management and allocate appropriate resources needed in order to be more responsive to the needs of our communities.

To complement our efforts moving forward, we must recognize that our traditional ways and practices hold the key to a more resilient community in the long term. In particular, we must embrace a holistic approach to disaster risk management and ensure that all 3 pillars of our society (Aronga Mana (*Traditional Chiefs*), Churches and Government) are on board.

Kia Manuia

The Honourable Henry Puna

**Prime Minister and Minister of
Climate Change and Disaster Risk Management
Cook Islands**

Executive summary

Large-disaster events over the last decade have allowed countries and regional organisations to study and learn from the unfortunate experiences of others. The learnings and initiatives gained from these experiences are slowly but surely evolving into an understanding of what is the 'world's best practice' in relation to Emergency Management.

The Strategic Roadmap for Emergency Management (SREM) in the Cook Islands was developed after an extensive consultations with key stakeholders involved in national response to emergencies and disasters with the view to reform the emergency management arrangements in the Cook Islands.

The SREM process brought together Government Ministries, NGOs, Private sectors and the Volunteer fire brigades to discuss best practices during small and large-scale incidents. Past experiences in the Cook Islands and throughout the region have shown that the success to any operation is when all agencies work together as a single interoperable unit.

There are two major 'gap areas' that currently exist within the Cook Islands EM sector are:

i)   The coordination of local emergencies that do not require declaration of a National Emergency but nevertheless have the potential for major impacts at the local level if not effectively addressed

ii)   the need for establishment of a National Fire Service in order to effectively coordinate and manage the operations of the Volunteer brigades and provide the mandate and resources for their continued operation in close collaboration with the Airport Fire Authority.

The Cook Islands SREM will identify priority actions that contribute to establishing the necessary governance structure and legislation to provide the mandate to address these 'gap areas'. A new Civil Defence Emergency Management (CDEM) coordinating body and structure is being proposed in the SREM. The consensus among the key stakeholders is that the proposed CDEM structure will address both these 'gap areas'.

The key high-level goals identified by consultations with stakeholders and the SREM workshop are:

i)   Shared responsibility and an "all risks - all hazards - whole-of-nation" approach to emergency management.
ii)   Common Incident Management Systems across all agencies
iii)   Acceptance, trust and transparency across all EM agencies
iv)   Resilient and safe communities

Based upon the identified goals, principles and the approach described above, the following high-level strategies are the focus of this roadmap.

i)   Integrated and interoperable emergency management agencies and responders.
ii)   Streamlined governance and structure
iii)   Increased capability
iv)   Stronger engagement

The SREM is a positive step forward aimed at strengthening emergency services in the Cook Islands that will provide an effective and efficient services to the community when required.

Current Situation

The current Disaster Risk Management environment in the Cook Islands is similar to other PICTs in terms of established legislation, plans and operating structures Support agencies and NGOs with a DRM focus are well established in the Cook Islands and regional funding and technical support is also readily accessed by the Cooks in the DRM programme area. However, similar to other PICTs, the Cook Islands remains unable to deliver the world's best practice during small and large-scale incidents.

While the reasons for this may vary, the predominant factors that impact our ability to respond consistently and effectively are:

» Major disaster events occur infrequently and EM practitioners do not have regular opportunities to gain and apply experience.

» EM agencies may respond effectively as single agencies but struggle to co-ordinate effectively when the situation exceeds the capability of their agency or when more than one agency is involved.

» EM agencies have different policies, procedures and training that may conflict when they need to work together.

» There is no common or agreed protocol for the command, control and co-ordination of multi-agency resources and decision-making becomes difficult.

» There are insufficient recognition and support for EM agencies and the value they can provide to communities and national GDP.

Large-disaster events over the last decade have allowed countries and regional organisations to study and learn from the unfortunate experiences of others. The learnings and initiatives gained from these experiences are slowly but surely evolving into an understanding of what '*good looks like*' and what is the '*world's best practice*' in relation to EM.

PIEMA has a great deal of collective experience amongst its members and has an understanding of what works and is appropriate to the specific challenges facing PICTs and the mechanisms to share and strengthen region's 'best practice'.

It is this latest understanding of what is considered the regions '*best practice*' for EM that is offered for consideration by Cook Islands.

Consultations and a workshop of key EM practitioners have also significantly informed the structure and content of this roadmap.

Why have a Strategic Roadmap?

A road map is a tool that travellers use to plan a journey from one location to another location. The map is a planning tool to determine what is the best route and identifying towns and villages that have to be travelled through to reach the desired destination. The map shows major intersections and important points of interest but does not show every hill, turn or bump in the road.

A Strategic Roadmap for Emergency Management (SREM) is a similar tool. It highlights our destination or goal as well as important milestones on the way and different routes to achieve the goal. This is especially relevant for Cook Islands because this journey is

not just for one vehicle or agency but involves several agencies some of which need to take a different route with different milestones to reach the same common goal.

What is important in this process is that we identify our destination so that we are all going to the same place. Everyone involved with this journey has a common goal; a common picture of what the destination might look like.

In this case we are embarking on a four-year journey. When we get to the destination we may celebrate because we have reached our intended goal but we may find that we have a new perspective of a better vision and might identify a new destination or goal a bit further up the road that we might like to travel to.

The emergency management sector is constantly evolving as we learn from experiences. Planning needs to be flexible to adapt to changing circumstances and challenges.

Strategic planning is not a 'once only' start / finish exercise; successful entities continually plan ahead to try and identify new goals and challenges to create the environment for ongoing success and development.

Initiating a reform process, and continually learning, will always be to Cook Islands benefit. It is important to remember that a strategic roadmap does not contain information on every bend, hill or bump in the road; only the goal (destination) and key steps along the way (milestones). In due course, action plans will be produced to document the detailed steps to support the intent of this document.

Another reason to have a government-approved strategic document is that it allows government officers, like the EMCI to present a cohesive logical suite of projects that will contribute to national development goals. This is especially helpful when working with potential donor organisations that may be able to assist the delivery of specific projects that contribute to strengthening national resilience.

For potential donors – the presence of a government approved strategic document such as the SREM allows the opportunity to target and support programs that logically fit in with the nation's priority and development agenda as well as complimenting or integrating with other development programs.

Why are we doing this process now?

The timing for this process has considerable merit in the current environment.

» Recent Cabinet approval of the Cook Islands National Disaster Risk Management Plan which replaces the National Disaster Risk Management Arrangements 2009
» The European Union 10th Economic Development Fund (EDF 10) is specifically geared towards supporting and strengthening PICTs EM structures and capabilities. Known regionally as "Building Safety and Resilience in the Pacific" (BSRP) resources are available to fund the planning process and potentially part of the implementation.
» SPC, as of late 2017, is in the process of developing a Programme Document to access the EU 11th EDF (EDF 11) which potentially could support complementary priority actions of the Cook Islands Emergency Management Roadmap (SREM)
» The current fire service in the Cook Islands is heavily dependent on the airport fire services which are moving away from domestic response to concentrate their work on the Cook Islands airport operations and passenger safety.

» Fire services in the Cook Islands currently do not operate under national legislation and a fire services policy and Act is very much needed. The SREM would help to outline priorities and provide steps needed to develop national fire services legislation

» Strong, capable leadership at EMCI, Police and other stakeholders who recognise weaknesses with the current system and are prepared to support reform.

» The emergence of PIEMA as a regional body supported by SPC and other regional agencies to assist PICTs in strengthening their EM capabilities.

» Design work is underway for a purpose built EM facility that would include NEOC facilities for the facilities with land identified and NEOC design completed

» The rapid growth of Cook Islands Tourism as a nation and an economic centre of influence and the increasing risks and hazards that emerge from such development.

» Cook Islands aspiration to strengthen services at the national, island and community level and strive for 'best practice'.

Relationship to the national planning framework

This Strategic Roadmap supports the vision and national development goals and strategies of the **Te Kaveinga Nui** (NDP) (2016 – 2020) and the **Cook Islands Joint Implementation Plan for Climate Change and Disaster Risk Management** (JNAP II) (2016 – 2020).

The Te Kaveinga Nui is the overarching national development plan and is linked with higher level regional and global frameworks that include the Sustainable Development Goals (SDGs) , The Pacific Plan and the Mauritius Strategy for Small Island Developing States (BPoA+10)

The diagram below shows the relationship between the Te Kaveinga Nui; this Strategic Roadmap (SREM) and the climate change and disaster risk management implementation strategies of the JNAP II.

The NDRMP documents *what* has to happen according to legislation, however, this SREM concentrates more on strategies on how the NDRMP is mainstreamed into daily life and *how* outcomes will be achieved to better support existing EM legislation.
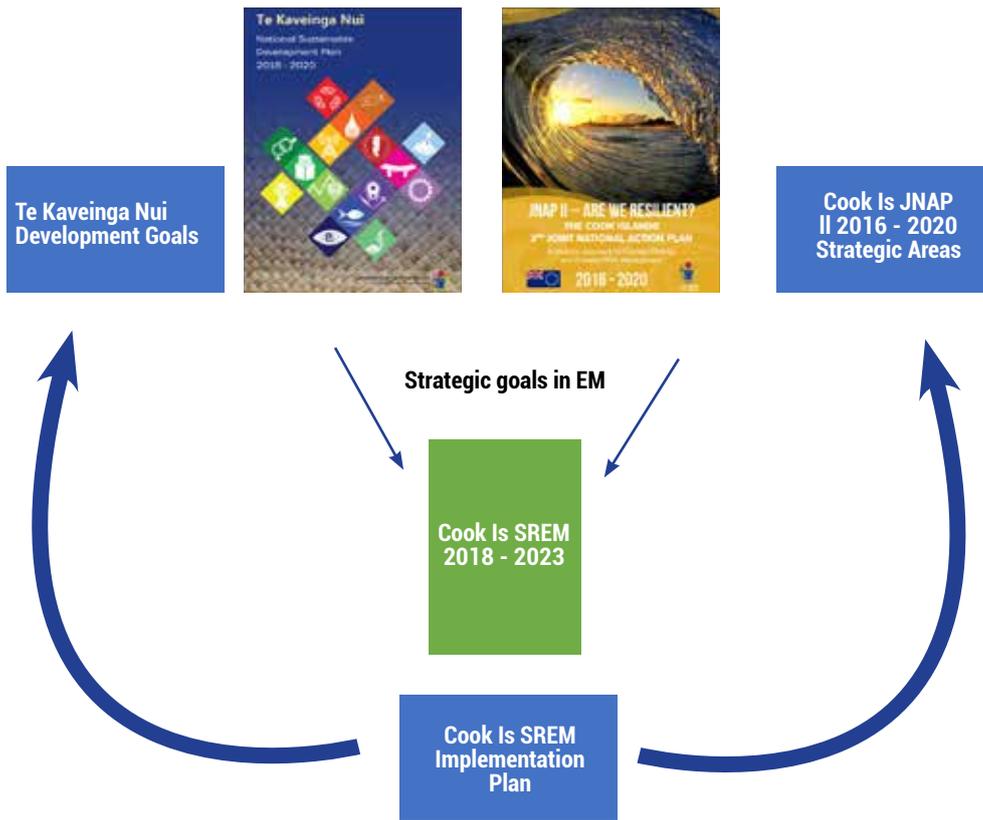
The following two tables indicate the number of national strategies that the proposed outcomes of this strategic roadmap will support and strengthen.

Te Kaveinga Nui Development Goals	Number of National Development Goals that this SREM will help to support and strengthen.
GOAL 3 :Promote sustainable practices and effectively manage solid and hazardous waste	Manage hazardous waste effectively
GOAL 4 : Sustainable management of water and sanitation	Improve management of sanitation
GOAL 5: Build resilient infrastructure and Information Communication technologies to improve standard of living	Build reliable and appropriate infrastructure
GOAL 6 : Improve access to affordable, reliable, sustainable, modern energy and transport	Promote regular and reliable transport
GOAL 10 : Achieve food security and improved nutrition, and increase sustainable agriculture	Improve biosecurity
GOAL 13 : Strengthen resilience to combat the impacts of climate change and natural disasters	Promote resilient communities Enhance protection from cyclones Build resilient infrastructure

The current NDP has quite specific projects and outcomes – The SREM and Cook Islands EM sector would seek to influence the principles to be adopted for future plans; These could, for example include:

» Changing from a reactive disaster management structure to an "*All-Risks - All-Hazards –Whole-of-Nation – Shared Responsibility*" emergency management approach that will increase national resilience to the consequences of climate change adaptation as well as any slow or rapid onset natural or man made hazards.

» Strengthen the Emergency Management sector by increasing community engagement, education and responsibility to ensure Cook Islands is more resilient and better prepared and recover quickly from any adverse event.

» A strengthened emergency management sector with safer infrastructure and enhanced emergency services will provide greater confidence to investors, the emerging tourism sector and continuity of critical services and infrastructure.

» Strengthened risk, consequence and emergency management planning to ensure more reliable continuity of service will increase the resilience of critical infrastructure from adverse events.

Cook Islands JNAP II 2016-2020 Strategic Areas	Specific actions of JNAP II that this SREM will help to support and strengthen.
1 – Good Governance	1., 2., 3.
2 – Water and food security	5.
3 – Environmental sustainability	9.
4 – Research, monitoring and information management	14., 15.
5 – Cook Islands culture and identity	17.
6 – Energy and transport	21.,
7 – Infrastructure	22., 23.
8 – Climate and disaster risk	24., 25., 26., 27
9 – Health and welfare	28., 29.

Guiding principles

The Strategic Roadmap for Emergency Management (SREM) will also adopt the guiding principles of the Te Kaveinga Nui 2016-2020 and JNAP II 2016-2020

However the workshop participants also identified with the PIEMA principles specifically for the emergency management sector which include the less tangible concepts of:

» Leadership
» Interoperability
» Trust
» Relationships

Current issues affecting EM in Cook Islands

Participants of the Strategic Planning Workshop (24-25 May 2017) undertook a SWOT analysis of what they perceive the current situation to be in the Cook Islands in terms of Emergency Management. The following tables summarise the SWOT done by three groups as part of the planning workshop

GROUP 1	
Strengths: » Manpower » Resources » Recognised structure » External support (NZ) » Training, facilities, personnel » Community bonding	**Weaknesses:** » Aging appliances » funding » communications with other agencies » lack of clear leaderships during emergencies » Isolation » Legislation
Opportunities: » External specialised training » NZFS Aid (FENZ) » Flexibility in team support among Fire Service » To formulate a statutory authority	**Threats:** » funding withdrawal » political influence » Changing environment » closing airport FS from responding to domestic fire emergencies » breakdown of equipment; replacement of fire trucks
GROUP 2	
Strengths: » Plan available : CHS – epidemic/outbreak; HHS – emergency/disaster Since 2010 plan updated annually – specific responsibilities, alert procedures, emergency pack, 72-hour pack for staff » Trained personnel » MoH emergency committee » HOM supports our plan » Regular training : - local : Wards; APLS; ACLS; PTC/St Johns » International : Asia Pac Disaster (nurses) » Cross deployment of staff (NZ) » Surveillance unit (CHS) – weather updates, monthly disease outbreaks	**Opportunities:** » Training in country » Identify sponsors » Recommend to leaders the Emergency Committee stays the same

Weaknesses : » Leaderships and staff changes » need more training » 3 Cs – coordinate/communicate with other sectors and within Health Department » resources limited including manpower » outer island plan yet to be drafted » no DRM plan yet	**Threats:** » budget » new staff who are not yet trained
GROUP 3	
Strengths: » small, manageable » geoportal Information Management	**Weaknesses**: » Capacity » Resources » Coordination needs work » Information sharing » lack of legislation » recovery
Opportunities: » Clearly identify roles and responsibilities » identify communication structures » promotion and awareness of plans » Action	**Threats :** » Response failure

Strategic planning workshop participants through the SWOT analysis identified a number of key issues to be addressed in the EM sector in Cook Islands with the major issues being:
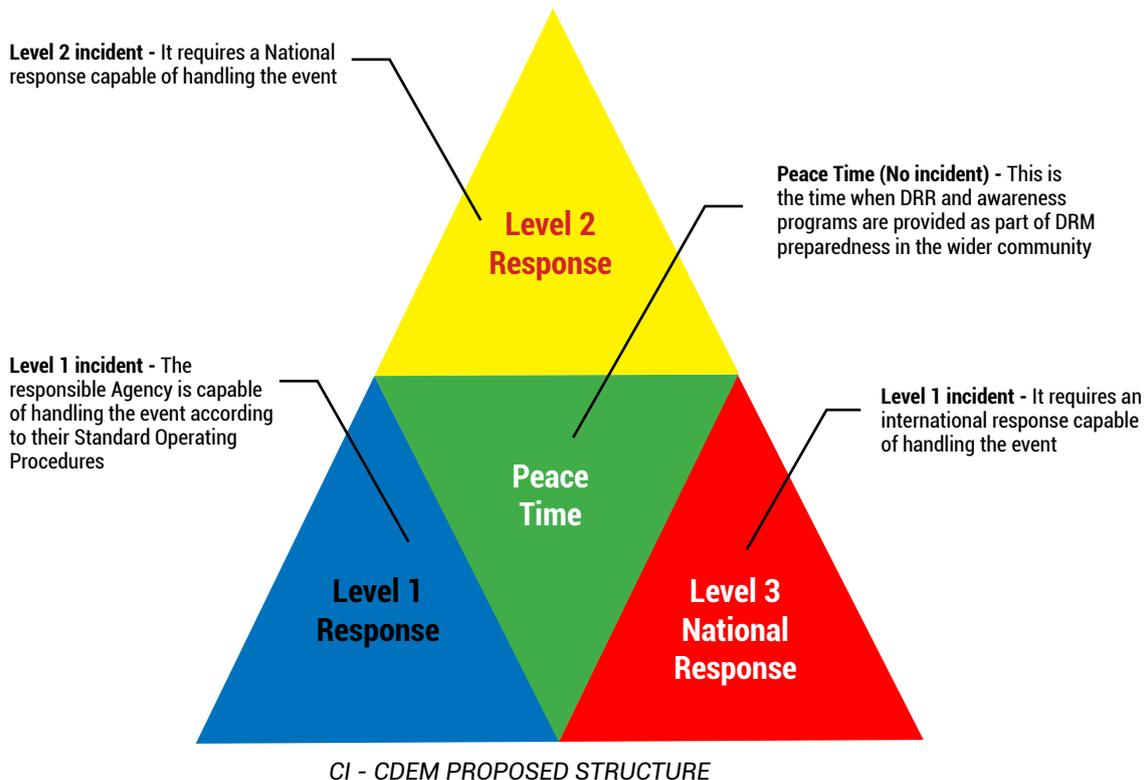
i)   Need for clear leadership and supporting roles and responsibilities in an emergency situation
ii) Fire and Emergency Services
iii) Training facilities and programs
iv) Engagement with outer islands for comprehensive planning and coordination
v)   Inter-agency communication

Key Gaps Identified in Cook Islands Emergency Management structure

Through the SWOT analysis conducted and follow-up discussions with individual agencies in the EM sector in the Cook Islands, key 'gap areas' identified that when addressed would strategically help to deal with the issues identified above. The two major 'gap areas' that currently exist within the Cook Islands EM sector are; i) coordination of local emergencies that do not require declaration of a National Emergency but nevertheless have the potential for major impacts at the local level if not effectively addressed and ii) the need for establishment of a National Fire Service in order to effectively coordinate and manage the operations of the Volunteer brigades and provide the mandate and resources for their continued operation in close collaboration with the Airport Fire Authority.

Cook Islands Civil Defence (CDEM)

The Cook Islands EM Roadmap will identify priority actions that contribute to establishing the necessary governance structure and legislation to provide the mandate for the Fire Services to operate under and coordinated by EMCI or a new coordinating body as the CDEM progresses in implementation. A proposed structure is presented below.

Level 2 incident - It requires a National response capable of handling the event

Peace Time (No incident) - This is the time when DRR and awareness programs are provided as part of DRM preparedness in the wider community

Level 1 incident - The responsible Agency is capable of handling the event according to their Standard Operating Procedures

Level 1 incident - It requires an international response capable of handling the event

Level 2 Response

Peace Time

Level 1 Response

Level 3 National Response

CI - CDEM PROPOSED STRUCTURE

As part of the Phase 2 national stakeholder consultations held in Rarotonga in May 2018, a dedicated session with emergency management stakeholders was held to discuss the proposed CDEM for the Cook Islands. Stakeholders were tasked to discuss and propose arrangements and structure for CDEM in Cook Islands. Key issues identified from the stakeholder feedback are summarised below:

» NEOC operations form an integral part of the CDEM structure
» The private sector should be engaged in the CDEM structure (i.e Blue Sky for communications, TNN for heavy equipment and manpower)
» Functions and mandate need to be defined in each agency's role in terms of emergency management
» Financing of the CDEM structure is key to sustaining the structure
» Addressing local level events
» Policy, legislative requirements for the establishment of the CDEM needs to be set out first
» Cook Islands Fire Service establishment is a key component of the CDEM structure

Cook Islands National Fire Service

A focus on the Cook Islands Fire Service as part of the SREM strategic planning workshop in May 2017 was justified based on PIEMA's experience of Fire/Emergency Services operations in the Pacific and the need to have indepth discussions on possible reforms/actions/reviews to/of the CKI Fire Service to bolster/strengthen EM capabilities nationally.

The fire service in the Cook Islands currently is heavily dependent on the airport fire service that provides this service free of charge which directly impacts on the resources of the Airport Fire services for the Cook Islands. The main priority of the airport fire services is the safety of passengers on board departing and landing airlines.

The intention is to move toward a fire & emergency services authority/service which would involve a process toward establishing an integrated (paid and volunteer service) Fire and emergency services of Civil Defence authority to serve the communities.

What Are Some of the Challenges in the Current Set-up?

1.	Legislation/framework lacking
2.	Need for MoU
3.	Need for more resources especially at Pa Enua, community level
4.	Emergency number (999)
5.	Residential buildings too close

Where Do we see FES in Future

1.	Capability i) able to extend services to Community ii) back-up ambulance
2.	Structure – One building for ES with all combined in one location for ES

Challenges:

1.	Airport authorities priority
2.	Volunteer limited response (manpower, equipment, time of incident)
3.	Airport authorities possible withdrawal
4.	Communications and response due to change
5.	Who is going to meet shortfall in funding – Govt??
6.	Expectation of services required due to tourist knowledge of home services (rescue/ medical)
7.	Legislation to protect ES and personnel from liabilities

Trends:

1.	Public expectation more professional and effective emergency response – Medical; Fire; Rescue
2.	Increase of tourist numbers increases level of risk i.e venues, hotels, home stays
3.	Larger vehicles – i.e heavy commercial

Key actions identified through the Cook Islands SREM planning workshop specifically for the Fire Services include:

i)	Need for a Fire Act and formal establishment of National Fire Service
ii)	Establishment of a fire levy and identification of sustainable funding sources
iii)	Immediate need for specialized training in EM

These priorities are captured in the Cook Islands SREM Action Matrix,Appendix B

Approach

Experience gained from working with and learning from other PICTs and regional EM agencies has indicated that the development of a fully interoperable national response to emergencies and disaster events is a slow and measured process. This process has less to do with the amount of money available to support national arrangements and more to do with human elements and institutional arrangements.

The USA experience with Hurricane Katrina in 2006 is an example where one of the richest, most resourced nations in the world was unable to deal with the unexpected consequences (flooding of New Orleans) from a natural hazard (Hurricane Katrina). While the flooding was a result of a natural hazard, the inability to respond quickly and effectively in a co-ordinated manner to support and evacuate flood victims was a secondary man-made disaster event, with arguably greater impact.

Other large-scale disaster events have shown similar trends. Nations may have the financial resources to respond to a disaster but do not have the human-related cohesion, capability or capacity to manage the command, control and co-ordination (C3) of those resources effectively.

PIEMA recognises that building capability and capacity of nations to better manage future disaster events is a multifaceted issue. Whilst infrastructure and equipment are important they are less important, and have less value, if they cannot be effectively used or deployed. PIEMA believes it is more important to have strong C3 built on trust, leadership and relationships as the foundation for a strengthened 'whole-of-nation' interoperable response.

PIEMA uses the quintessential Pacific Coconut tree to illustrate this point.
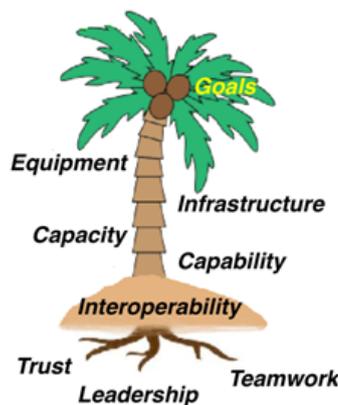

Figure 1 – PIEMA Coconut Tree

This SREM is aligned with these principles and outlines strategies intended to enable a sustainable national EM framework for the future.

The SREM will also align with the principles determined by stakeholders at the EM workshop; that all strategies will:

» Be sustainable
» Apply to the whole nation to strengthen national resilience
» Build standardisation, uniformity and professionalism
» Be responsive and have a high degree of reliability
» Include volunteers and the community
» Strive to embrace diversity and inclusivity

Goals

The key high-level goals identified by consultations with stakeholders and the SREM workshop are:

» Shared responsibility and an "all-risks - all-hazards - whole-of-nation" approach to emergency management.
» Common Incident Management Systems across all agencies
» Acceptance, Trust and transparency across all EM agencies
» Resilient and safe communities

Stakeholders were also very keen to highlight that the focus of this SREM should concentrate on the potential for any slow or rapid onset hazard to affect the nation rather than larger more catastrophic well-known disaster events such as earthquakes, tsunami etc.

Key strategies

Based upon the identified goals, principles and the approach described above – the following high-level strategies are the focus of this roadmap.

» Integrated and interoperable emergency management agencies and responders.
» Streamlined governance and structure
» Increased capability
» Stronger engagement

These key strategies could be considered as two complimentary themes:

'What we do' – These are the tangible strategies with quantifiable actions and outcomes like:

» Integration
» Structure(s)
» Capability
» Engagement

And

'How we do it' – Less tangible strategies and principles which focus on strengthening of the more human behavioural aspects of:
» Interoperability – how we can work together better
» Trust
» Leadership
» Relationships

Due to the multi-agency impact of the goals, elements will be aligned within themes, but identifiable by agency. The goals will be further unpacked later in this document in order to identify supporting strategies required to enable progress.

The diagram below gives a high-level of view of the vision and goals of this Strategic Roadmap.
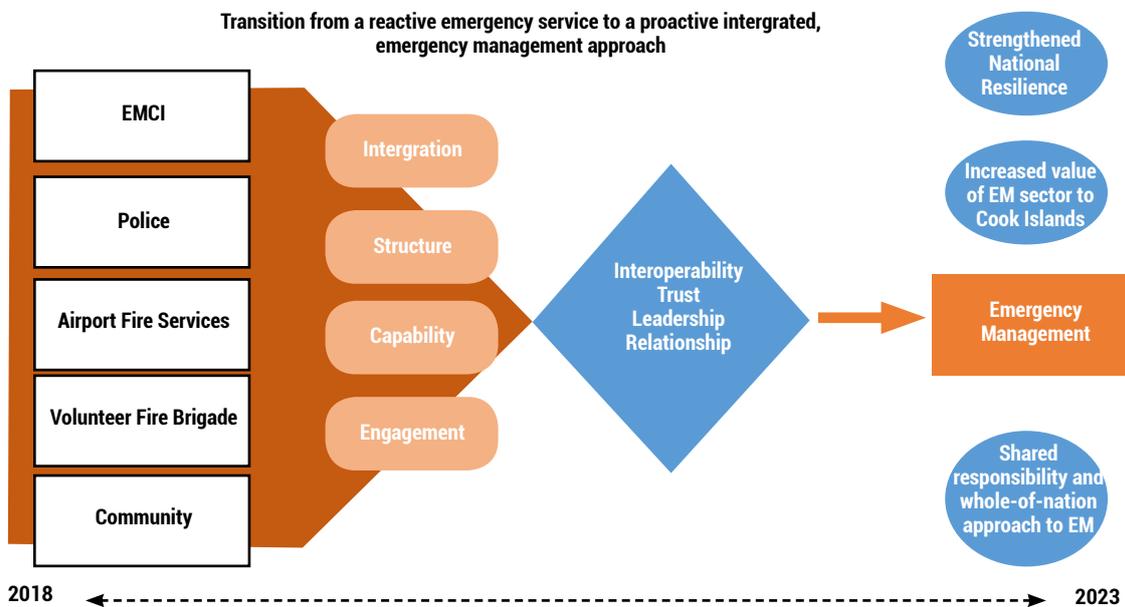

Figure 2 - High-level of view of the Vision and Goals of this Strategic Roadmap.

Important note

This diagram does not necessarily imply that all agencies indicated here have to be within the one organisation – rather they must appear to operate as a 'joined-up single national response' on a day-to-day basis or in times of national emergency, irrespective of the number of individual agencies that government decides are appropriate for emergency management.

Strategies

The following strategies support the Goals identified earlier:

Integrated and interoperable emergency management agencies and responders.

» Highlight to government the benefit to the nation of an effective joined up approach by a co-ordinated EM sector.
» Develop a 'whole of nation approach to preparedness, response and recovery planning
» Strengthen EM arrangements at Pa Enua level
» Introduce an incident control/management system (such as AIIMS, NIMS, CIMS) and realign training programs and SOPs to reflect the new arrangements.
» Formalise a permanent National Emergency Operations Centre (NEOC) as a national focus for emergency management activities
» Strengthen formal and informal relationships and networks to build mutual trust and co-operation so that all agencies understand their role in supporting the nation.

Streamlined structure and governance

» Immediately strengthen the Cook Islands' fire service's response capability that allows the ability to deliver additional services to the nation including:
  • Fire response including maritime, petroleum and other specialist areas.
  • Rescue - Road accident, industrial, in-shore maritime
  • Hazardous materials and oil spills
  • Community education and awareness
  • Structural fire and life safety services for commercial, public and critical infrastructure.
  • Paramedical medical intervention
» Explore options for developing a fire and emergency service to meet Cook Islands' current and future risks including alignment as the operational arm of the NDMO.
» Ensure the new airport rescue/fire agency is a key part of integrated national response capability

Strengthening the current fire service was seen as one of the most critical strategies for this SREM. This strategy will include options that will allow the development of responders and any new structural arrangements in a measured and consultative approach.

» Legislation updated to authorise the proposed sector reforms.
» Build in regulatory responsibility for the emergency management sector to support and enforce the life and building safety components of the national building code.
» Alignment of response agencies so that their roles and responsibilities are clearly defined.
» Common SOPs developed to reflect the EM sector's reform arrangements.

Cook Islands has experienced growth and development in recent years. Establishing and maintaining life and fire safety standards require significant input from emergency services. Ensuring a safe and secure environment for investment and visitors is critical to establish a positive image and perception of Cook Islands' investment and tourism brand. The proposed reforms will increase investor and visitor confidence in Cook Islands' ability to respond to any medical, rescue, security or other emergency event that could impact investors, visitors and residents alike.

Increased capability

» National EM skills profile developed
» Training needs analysis undertaken to meet profile.
» Implement a competency framework for the emergency management sector to align with regional standards and increase levels of professionalism.
» Clarify, build and strengthen the roles and responsibilities of the NDM Office and Officer(s).

Strengthening existing services and building capability requires a structured approach so that staff and volunteers can quickly access training resources to meet regional standards. SPC and partners have put a great deal of effort into establishing an emergency management competency framework to compliment the existing Australasian fire and emergency service framework.

The resources and experience of PIEMA, PIFESA and the NZFS are available to facilitate this component.

Stronger engagement

» Government understands the role and the potential value to the nation of a stronger EM sector.
» Government and departments are aware of their roles and responsibilities during adverse events and have contingency and consequence management plans in place to maintain service delivery.
» A strengthened fire and emergency services allows officers to assist the NDMO deliver national community safety education and awareness programs.
» Explore the opportunities to engage volunteers in every aspect of emergency management.
» All engagements reinforce the '*whole-of-nation – shared responsibility*' approach to emergency management and building national resilience.

Inter- relationships

There are a number of examples of similar reform within the region that can guide the development of a model appropriate for Cook Islands. The diagram below gives an indication of the inter-relationships and linkages required to develop and maintain a sustainable emergency service and the need to build one element in order to strengthen others.
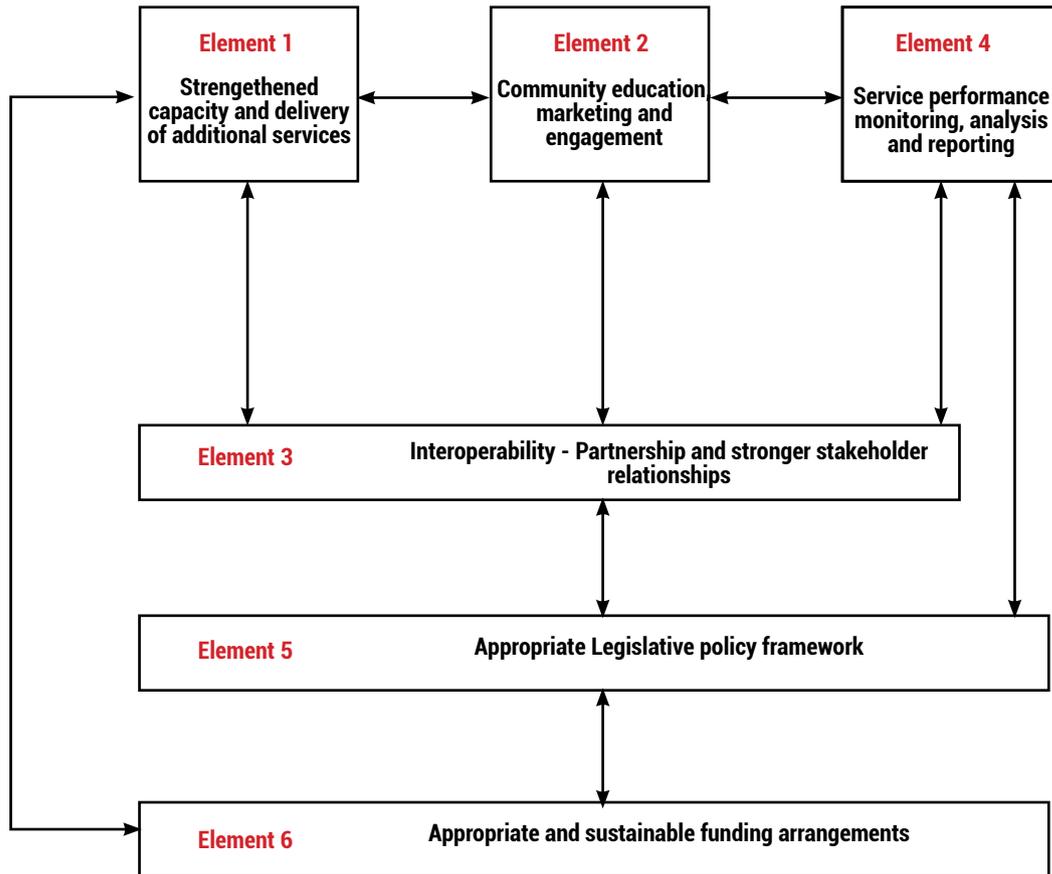

Figure 3 - The inter-relationships and linkages required to achieve a sustainable emergency service

Strengthening the EM sector's ability to support the National Building Code

Cook Islands has experienced growth and development in recent years. Establishing and maintaining life and fire safety standards requires significant input from the emergency services. For example, the tourism sector is an emerging component of Cook Islands GDP. Ensuring a safe environment for citizens and visitors is critical in order to create a positive image and perception of Cook Islands incipient tourism brand.

Similarly investment in business and infrastructure is contingent upon ensuring all risks are minimised to a level that is more attractive and no longer a deterrent to investors.

Integrating emergency services into the development approval process, as well as the ongoing maintenance of national standards and preparedness, can strengthen compliance and build confidence for investment and growth.

Again, there are examples of 'best practice' within the region that can be adapted to meet Cook Islands' requirements.

Strengthening capability through training and mainstreaming competencies.

Strengthening existing services and building capability requires a structured approach so that staff and volunteers can quickly access training resources to meet regional standards. SPC's GEM Divsion[1] and partners have put a great deal of effort into establishing an emergency management competency framework to complement the existing fire and emergency service framework[2].

Both of these regional standards can easily be adapted to meet the requirements of the Cook Islands National Qualification Framework.

Steps that would be required are as follows:

» Determine emergency management/services competencies appropriate for Cook Islands and integrate into the National Qualification Framework.
» Conduct a national emergency management/services training needs analysis and identify gaps.
» Implement training programs to build capability and fill training gaps.
» Advocate for all Cook Islands emergency management and services to become proactive '*Learning organisations*'[3].

The resources and experience of PIEMA, PIFESA and NZFS are available to facilitate this component.

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[1]Formerly known as 'SOPAC'
[2]Draft Competency Framework for Emergency Management in the Pacific (NDMOs) and Australian and
[3]NZ Fire and Emergency Service Competency framework (EMQUAL and PSTN)
 A learning organisation is one that actively seeks to learn from the experiences of events within the nation, region and globally then build and mainstream outcomes into continually improvement of policy, procedures and practice.

Implementation arrangements

As all emergency services and key EM agencies are represented on the National DRM Council (NDRMC). It is recommended that the NDRMC be the committee responsible for leading and steering the implementation of the Strategic Roadmap. This process will increase the interaction between NDRMC, EMCI officers and agencies and help set the stage for stronger relationships and greater interoperability.

It is not proposed that this process requires a separate meeting schedule; it should be listed as a standing agenda item on the NDRMC meetings.

The reform of fire and emergency services is a critical step for this Strategic Roadmap. Consequently it is proposed that a steering team be established to oversee the transition process of this key agency. The steering team should consist of a senior representative of the Office of the Prime Minister, Police Commissioner and EMCI who would report through NDRMC.

Approval for SREM

It is expected that NDRMC will make representation to Cabinet, initially with a paper outlining and seeking approval for the reform process and the SREM goals, principles and key issues.

At a later date, it would be appropriate for NDRMC to make a presentation to Cabinet on the key aspects of the reform process to ensure ministers understand the intent of the SREM and support the proposed goals.

The Cabinet paper should ask for policy approval for agencies to continue to operate, technically outside existing legislation, but in line with the reform agenda. The paper would also indicate that a key component of the SREM is recommending legislative changes to reflect the end state of the planning process.
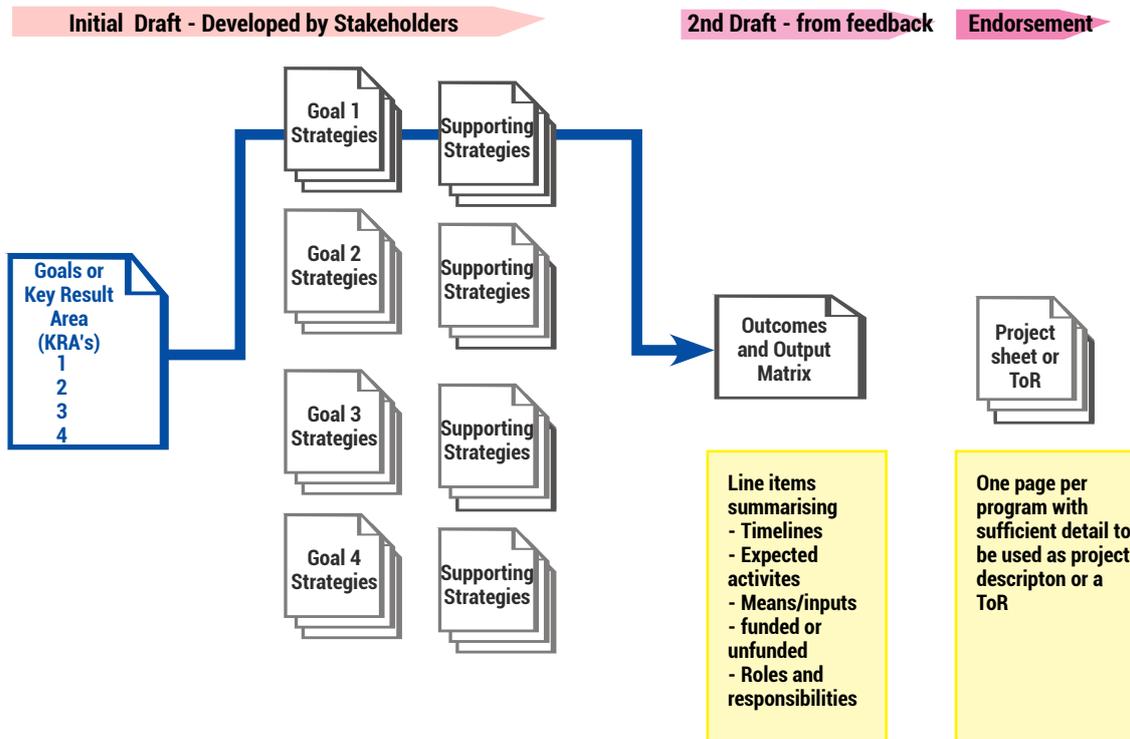
Next steps

The infogram, attached as Appendix A and the following steps outline the suggested approval and implementation process and timelines for this strategy:

July 2018	EMCI, Police Commissioner, Deputy Secretary OB seek wider consultations with government and communities and provide feedback endorsing the intent, principles and broad strategies identified in this document.
August 2018	Intermediate milestones for sector reform developed and included in 2nd draft
Sept	2nd draft released for consultation and comment.
Nov	Draft finalised and presented to Cabinet for approval
Jan 2019	Finalised plan approved and detailed action/implementation plan developed.

Appendix A

Infogram showing the development of the SREM and the movement from strategic direction to operationalisation

Strategic Roadmap for Emergency Management - *Planning Process*

Appendix B
DRAFT ACTIVITY MATRIX FOR COOK ISLANDS SREM

Immediate Priorities (12-24 months)				
Priority	**Sub-actions**	**Target for completion**	**Responsible Agencies**	**Indicative cost (NZD$)**
Specialist training in Emergency Management i.e high angle rescue, USAR	» Identify training needs of Emergency Services » Coordinate with FENZ and PIEMA to facilitate training program development and roll out	Dec 2019	EMCI, Airport Fire, VFB	50,000
Establishment of a Fire Services Act	» Secure TA to draft Act » National consultations and planning workshops for Fire Act development	Dec 2019	EMCI, Airport Fire, VFB	35,000
To implement a Fire services levy	» Consultation and planning workshops	Dec 2019	EMCI, Airport Fire, VFB	35,000
Annual inter agency exercise planning	» Development of exercise and scenarios » Coordination of participating EM agencies	Dec 2019	EMCI, ICI, Police	20,000

Immediate Priorities (12-24 months)				
Priority	**Sub-actions**	**Target for completion**	**Responsible Agencies**	**Indicative cost (NZD$)**
Clearly identify roles and responsibilities for all agencies in EM/DM	» Stakeholder consultations » Establishment of national structure and appropriate legislation and arrangements – CDEM approach » Policy and legislation development with Cabinet endorsement	Dec 2019	EMCI	15,000
Medium Term Priorities (24-36 months)				
Priority	**Sub-actions**	**Target for completion**	**Responsible Agencies**	**Indicative cost (NZD$)**
Staff orientation for partner agencies such as Health to include EM/DM	» Intro to EM/DM training content to be developed » Coordination and training to be carried out by EMCI in collaboration with line agencies	Oct 2020	Health, EMCI	20,000
Establishment of appliance and equipment replacement schedule	» Establishment or updating of inventory of EM equipment across agencies » Establish maintenance and replacement schedule » Identify sustainable sources of funding taking into account current established partnerships with FENZ	March 2020	Airport Fire, VFB, Police, EMCI	15,000

Immediate Priorities (12-24 months)				
Priority	**Sub-actions**	**Target for completion**	**Responsible Agencies**	**Indicative cost (NZD$)**
Establishment of independent EM Authority for all emergency services	» Feasibility study/Cost benefit analysis of EM Authority – CDEM approach » Identification of funding sources » Review of legislative and policy framework	March 2021	EMCI, Police, Health, Airport Fire, VFB	50,000
Priority	**Sub-actions**	**Target for completion**	**Responsible Agencies**	**Indicative cost (NZD$)**
Annual inter agency exercise planning and drills for EM	» EMCI coordination and development of exercises » Conduct of inter agency exercises	March 2020	EMCI, ICI, Health, Police, Airport Fire, VFB	20,000
In house annual exercises and scenario training for EM agencies (i.e Health)	» Agency plans and emergency exercise planning	March 2020	EMCI, ICI, Health, Police, Airport Fire, VFB	15,000

Immediate Priorities (12-24 months)				
Priority	**Sub-actions**	**Target for completion**	**Responsible Agencies**	**Indicative cost (NZD$)**
Establishment of sustainable information sharing system	» Geoportal expanding	March 2020	EMCI, ICI	35,000
Establish stand alone building for EM with NEOC	» Securing of TA for building design » Identification of land site for NEOC » Secure funding for building contruction	June 2020	EMCI, Police	Building design and costing has been completed through SPC EU BSRP funding
Long Term priorities (4 years plus)				
(3 years) review/update of national Emergency/ Disaster Plan	» Planning and review workshops coordinated through EMCI		EMCI	15,000
Maintenance and replacement plans for EM appliances and equipment	» Develop stocktake of equipment » Coordinate with FENZ on maintenance plans for specific equipment and appliances		EMCI, Airport Fire, ICI, Police, VFB	15,000
	TOTAL			**340,000**