

PAPUA NEW GUINEA PIEMA SUPPORT PLAN

A STRATEGIC ROADMAP FOR EMERGENCY MANAGEMENT

Strengthening emergency management
performance through sector coordination and
cooperation



**PAPUA NEW GUINEA
NATIONAL DISASTER CENTRE**

Informing Communities About Disasters



PAPUA NEW GUINEA FIRE SERVICE



Pacific
Community
Communauté
du Pacifique



PACIFIC ISLANDS EMERGENCY MANAGEMENT ALLIANCE



Australian Government
Department of Foreign Affairs and Trade



NEW ZEALAND
FOREIGN AFFAIRS & TRADE

BACKGROUND

Papua New Guinea (PNG) is ranked as one of the most disaster-prone countries in the world. Large portions of PNG's population are exposed to disasters and climate change impacts. Over 80 percent of the country's population is susceptible to climatic extremes related to the El Niño Southern Oscillation, and over half a million people live in coastal villages exposed to sea-level rise, coastal degradation and storm surges. PNG is ranked among the top six countries in the Asia-Pacific in terms of population exposed to earthquakes (UNDP, 2019). Over a million people are living in the vicinity (less than 30 kilometers) of active volcanoes. Low connectivity, lack of infrastructure, high levels of poverty and spatial distribution of inequality in a geographically dispersed country adds to the exposure-related risks (UNDP, 2019).

The Government of PNG recognise the country's vulnerability to natural hazards and is committed to the process of disaster risk reduction, though progress is encumbered by low levels of funding for key disaster risk management (DRM) agencies, where capacity to progress DRM is severely limited. Similar capacity issues limit the capability of Provincial Disaster Risk Management Committees. According to the PNG Disaster Management Reference Handbook (2016), the main challenges in progressing a more proactive, coordinated, and systematic disaster management approach include:

- the limited coordination between DRM and Climate Change Adaptation agencies
- the slow transition from emphasis on response to emphasis on risk reduction and management
- the limited institutional capacity for planning and design of risk informed investments
- the lack of available historic natural hazard data, which hinders the assessment of risks

PNG's Disaster Management Act (1987) provides legislative and regulatory provisions for disaster management in the country. It is supported by the 2012 National Disaster Risk Management Plan (NDRMP). However, the Act does not reflect the PNG Government's recent pivot to dealing with disasters by integrating prevention and preparedness in their disaster management planning. Further, implementation of the NDRMP has been slow and resource challenges exist throughout the Government.

The **National Disaster Risk Reduction Framework 2017-2030 (NDRRF)** aims to guide a whole of government approach to preventing new and reducing existing disaster risk through understanding disaster risk; strengthening disaster risk governance; investing in disaster reduction; and enhancing disaster preparedness. The NDRRF establishes seven targets, four priorities areas and over 26 actions. To operationalise the NDRRF, a NDRFF Action Plan is to be developed.

The NDRRF calls on regional organisations to support implementation of the NDRRF at national and subnational levels, to collaborate and coordinate in DMR support and efforts to avoid duplication, and to provide technical advice and trainings to enhance capacity of governmental and non-governmental NGOs in PNG.

Through the PIEMA Project there is an opportunity to align support with the NDRRF and respond to key priorities identified by key PIEMA agencies. This opportunity is detailed in this Plan.

PRIORITY 1

NATIONAL DISASTER CENTRE - CORPORATE PLANNING

The National Disaster Centre (NDC) exists to “provide the necessary and appropriate disaster management services to the people of Papua New Guinea”. As the disaster coordination and management agency the capacity of the NDC to carry out its functions effectively is key to enhancing DRM capacity in PNG. The NDC capacity is encumbered by particularly low levels of resourcing and position vacancies, and has a limited profile within the Government and community. Within this context the NDC has prioritised:

A. Review and update of the NDC Strategic and Corporate Planning Framework

The objectives and benefits of this will be to:

- Articulate and highlight the purpose, value and functions of the NDC, including in terms of its role in supporting delivery of the NDRRF. In doing so stronger profiling and influence on government resource allocation processes can be progressed
- Provide a structured and integrated framework to allow for the sequencing and prioritisation of NDC activities. This will include building on key initiatives in progress including:
 - Development of the National Recovery Framework and Recovery Plans developed for Autonomous Region of Bougainville (ARoB) and Western Highlands Province (WHP)
 - Multi-hazard Risk Assessment Capacities
 - Development of the National Disaster Loss Database
 - Capacity Development Plans (for NDC and five provinces)
 - Delivery of training to provinces including Comprehensive Hazard and Risk Management (CHARM) Training
 - Development of Standard Operating Procedures (SOPs) (for tsunamis, volcano, floods, landslides, Marine Search Rescue, and fire protection options for Buka / ARoB)
 - Ongoing mainstreaming efforts
 - Humanitarian Coordination and Assistance (including through the Disaster Management Team and cluster system)

The following steps are key to progressing this priority:

- i. Support development of Terms of Reference (ToR) for technical expertise, in collaboration with NDC, and other key stakeholders, including for example the UNDP Strengthening Disaster Risk Management in PNG project who have a good perspective of key NDC needs
- ii. Sign off on the ToR by NDC
- iii. Engage local or regionally based consultant(s) to execute ToR
- iv. Develop Strategic and Corporate Framework – to be completed by an expert – including by undertaking a strategic and corporate planning gap analysis, ensuring a collaborative approach with staff and stakeholders, consideration of document review and consideration of best practice
- v. Endorse and launch Strategy and Corporate
- vi. Explore co-financing opportunities. Co-financing opportunities with key DRM partners to be explored, including UNDP, DFAT, and more. Approximate budget is 48,000

PRIORITY 2

DRM POLICY FRAMEWORK AND IMS

A robust and up-to-date policy framework is the foundation for effective DRM preparedness and response.

The **National Disaster Risk Reduction Framework 2017-2030** aims to guide a whole of government approach to preventing new and reducing existing disaster risk aligned with the priorities set out in the Sendai Framework for DRR 2015-2030. However, key legislative and policy mechanisms need to be updated to enable a more functional DRM system.

PNG seeks support to:

A. Update the Disaster Management Act (1984) and review and update of the associated National Disaster Risk Management Plan (1987)

This will reflect the PNG Government's recent pivot to dealing with disasters by integrating prevention and preparedness in disaster management and broader development planning. The updated Act would allow for 'governance' priorities set out in the NDRRF to be addressed, including for example by:

- Ensuring public and institutional accountability on progress of disaster risk reduction through mechanisms to follow-up, periodically assess and publicly report on progress of national and local disaster risk management plans
- Assigning appropriate and clear roles and responsibilities to relevant authorities
- Empowering local authorities through regulatory and financial means
- Ensuring the mainstreaming of disaster risk assessments in land-use planning and prompt the updating on new building codes

B. Establish an integrated Incident Management System

The NDC is responsible for National Operation Centre (NOC) Management but has not yet established an integrated Incident Management System (IMS). An incident management system is a combination of equipment, personnel, procedures and communications that work together in an emergency to react, understand and respond to large scale emergencies (e.g. floods, storms, cyclones) utilizing the all-agencies approach. Building on the review of the Act and NDRM Plan the NDC requires assistance to set out a coherent strategy to guide development of a fit-for-purpose and integrated IMS. It is understood that PNG would prefer to adopt an IMS compatible with the Australian Inter-Service Incident Management System (AIIMS).

Development of an IMS would be progressed sequentially, driven by the NDC, integrating the following activities:

- Gap analysis of existing disaster arrangements with a focus on the workings of the NOC
- Further development / modifications to the NDRM Plan to fully outline the IMS addressing issues of chain of command, common doctrines, roles and accountability
- Review and update of relevant SOPs
- Initiatives to address key gaps in IMS capabilities (training, capability, communications, infrastructure and equipment etc.)

PRIORITY 3

STRENGTHENING OF THE PAPUA NEW GUINEA FIRE SERVICE

As an organisation mandated by the PNG Government to save lives and protect property from fire and related emergencies, the Papua New Guinea Fire Service (PNGFS) recognises the importance of providing a safe environment for the community, business houses and the people of Papua New Guinea (PNG) against fire hazards. Thus, it realises that this can be achieved if there is mutual understanding and forged working relationships among all partners, stakeholders, private sector, the community and the Government.

The PNGFS maintains a productive relationship with its 'twinning' partner - the Queensland Fire and Emergency Services (QFES) in Australia. Through this relationship, the PNGFS received 16 breathing apparatuses, cylinders and compressors and 30 sets of personal protective clothing ahead of APEC (2018) and most recently received five refurbished type two urban fire trucks with 1,800 litres of firefighting water capacity, and a full complement of road crash rescue equipment, along with an inventory of firefighting equipment. The fire trucks have also been fitted out with updated breathing apparatus funded, which ensures they are compliant with existing systems in PNG*.

Building on this and recognising the need to build the capacity of a sustainable PNGFS as part of its overall emergency response capability, the PNGFS has highlighted the following priority areas for support.

A. Review of the Fire Act

The Fire Service Act (1962) is considered out of date and not fit-for-purpose. Building on internal consultations undertaken in 2019, the Act will be updated to facilitate the evolution of the PNGFS as a modern agency. For example, it is intended that a revised Act facilitate the fire service to establish fee for service for some of their non-response activities such as sustainable financing measures, to ultimately sustain the effectiveness of its operations.

B. Development of a training framework

PNGFS has been the beneficiary of training and skills courses offered through a variety of partners, including via the QFES via twinning arrangements (such as Fire Investigation Training, Safety Assessment Officer and Building Approvals Officer courses). The Australia Pacific Training Coalition (APTC) and PIEMA recently delivered the International Skills Training and Assessor (IST) Course, an internationally accredited course to improve training and assessment of adult learners in the PNG Department of Education (TVET). However, these and future trainings are not being driven by a training framework. For PNGFS to maximise benefits of training, it is necessary to have a training framework in place that describes skills gaps, training needs, and how skills and capabilities will be institutionalised and sustained. Development of a framework should be based on the exploration of the following:

- What are the future demands of the PNGFS?
- Will current capacity meet these demands?
- What training pathways will best meet future needs?

C. Creation of a tailored Asset Management System

As PNGFS continues to grow its capabilities and assets, it requires systems, processes and skills to systematically maintain and management its assets. An automated asset management system may assist PNGFS more efficiently and effectively maintain and sustain its assets. A tailored, fit-for-purpose system is needed based on an initial gaps, risk and needs assessment.

* Australia received support during the black summer of bushfires - 100 members of the PNG Defense Force came to their aid, assisting with reconnecting isolated communities in the Gippsland region by clearing roads and debris, as well as boosting local morale by sharing songs and culture

PRIORITY 4

DISASTER RISK MANAGEMENT TRAINING

A coordinated approach to building DRM capacity through technical and practical hands-on training is critical to ensure DRM plans and procedures are operationalised effectively. DRM training ensures roles and responsibilities are understood, and key tasks can be undertaken with ease during times of emergency.

In PNG a level of training coordination across key emergency response agencies including the NDC, Defence, Police, Fire and other government and non-government stakeholders, including representatives from Provincial and District Disaster Committees is required. This entails understanding training needs, planning training schedules, undertaking joint training exercises (where relevant), and monitoring skills and capacity enhancements (and needs) overtime.

Further, to ensure training capacity is sequential and builds overtime, a more strategic approach is needed to develop, access and undertake recognised and certified training. By providing access to a greater range of integrated certified training, the qualifications of disaster and emergency response managers and practitioners in PNG can be enhanced.

Therefore PNG has prioritised the following.

A. Development of a national disaster and emergency management training framework

Underpinned by the updated DRM Act and NDRM Plan (see Priority 2), the Training Framework will:

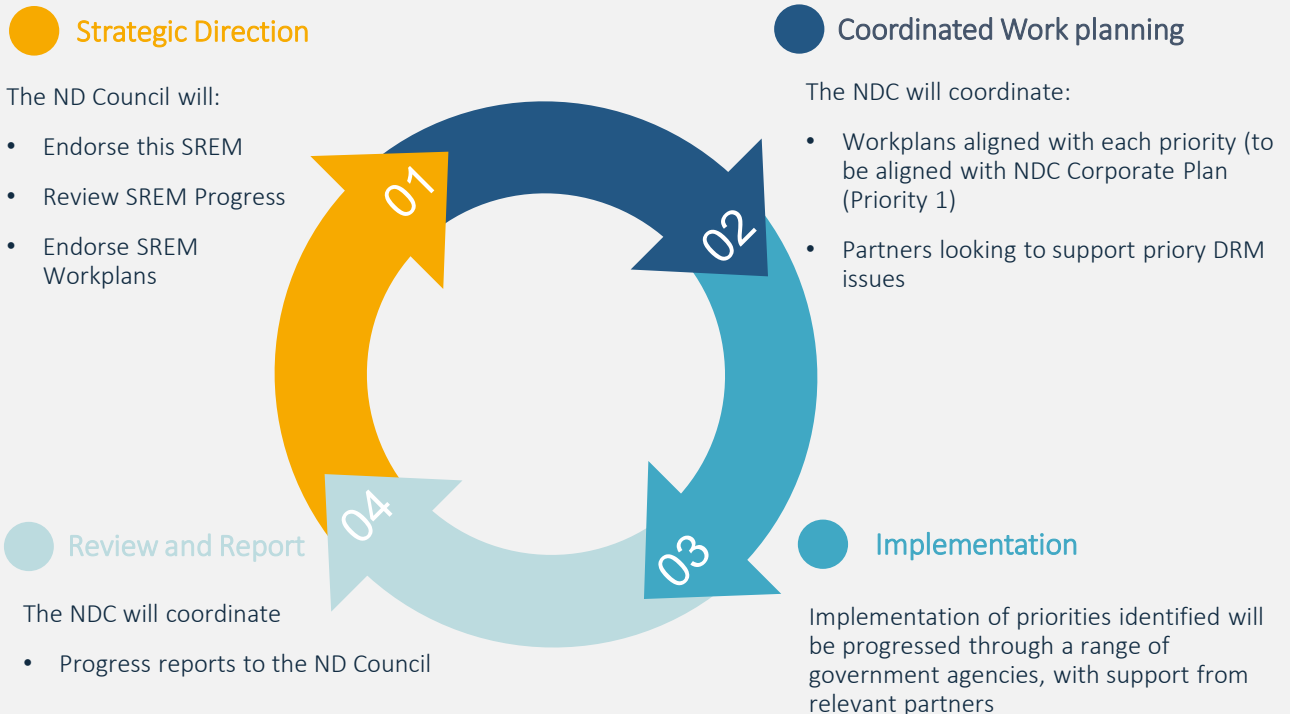
- Be based on the disaster management arrangements established under the Act and the NDRM Plan
- Outline core training courses and inductions relevant to the key disaster management stakeholders to support the effective performance of their role
- Ensure a foundational level of knowledge and understanding for disaster management stakeholders at all levels
- Set out strategies that provide for maintenance and updating of skills and training
- Compliment, and underpin agency specific (such as PNGFS) training frameworks, which set out training and skills requirements specific to the roles of that agency

Development of the DRM training framework will:

- Be driven by the NDC and overseen by the ND Council, who endorse its development.
- Based on an initial needs assessment and recommendations
- Promote the development and access to certified courses as a basis for obtaining micro and recognised qualifications

IMPLEMENTATION AND MONITORING

The priorities set out in this document provide a basis for coordinated support and progress. Overall coordination for implementation will be through the NDC, who will monitor progress overtime, and further elaborate and identify new priorities for action.



SREM Workplans

Priorities will be progressed through SREM Workplans which set out specific actions to be implemented within a specified timeframe.

The NDC will seek ND Council endorsement of the Workplans. The Council will require progress reports on the implementation of the Workplans, as per the SREM Monitoring Framework detailed over the page.

RESULTS MONITORING

The following monitoring matrix sets out the targets and indicators against which progress of the priorities set out in this document will be monitored and reports (as per the implementation a monitoring arrangements set out above)

	Targets			Success Indicator
	2021	2022	2023	
Priority 1	ToR for development of strategic and corporate framework established and process commenced	NDC Strategic and Corporate Framework established	Effective monitoring of progress of Strategic and Corporate Framework	ND Centre Strategic and Corporate Framework effectively guides decision making and implementation of DRM priorities.
Priority 2	Approval to proceed and ToR for review and update of Act and NDRM Plan is secured	Consultative Act and Plan process undertaken and completed	IMS (aligned with the Act) is established, commencing with establishment of SOPs	An IMS underpinned by law is guiding DRM in PNG
Priority 3	ToR for review of Fire Act Established and process commenced	-Draft Act completed. -Training Framework Established	-PNG FS commences implementation of training framework -Assets Management System in Place	PNG FS is delivering services effectively as mandated by the Fire Act
Priority 4	Training needs assessment, recommendations and ToR in place	Consultative development of training framework	Training framework endorsed at national level	Skills and training to execute roles and responsibilities in NDRM Plan are being developments

KEY CONSIDERATIONS

The National Disaster Risk Reduction Framework

The NDRRF (2017 – 2030) outlines PNG's approach to disaster risk reduction. It promotes a whole of government approach and aims to guide every government agency (and non-government stakeholders) in their efforts to contribute to national DRR. The spirit, objectives and principles of the NDRRF will continue to guide implementation of the priorities set out in this document.

NDRRF Principles:

- Government Responsibility
- Protection of Human Rights Inclusive engagement and partnership
- Coordination
- Community empowerment
- Information Management
- Sustainable Development
- Understanding Local Risk and Risk Informed Development
- Building Back Better
- Education and Awareness

Gender Equality and Social Inclusion

In 2017, Papua New Guinea ranked 159 out of 160 countries of the Gender Inequality Index, making it the second lowest ranking country for gender equality in the world. Gender equity and social inclusion principles and strategies are key aspects of the Vision 2050, Development Strategic Plan 2010-2030 and the Medium-Term Development Plans. A number of national policies include a focus on support for gender equity and social inclusion (GESI), including the National Policy for Women and Gender Equality 2011-2015.

Implementation of the Priorities outlined in this document present opportunities to support gender equality and social inclusion outcomes, in line with its policy framework, including:

- Mainstreaming gender and inclusion into the NDC Corporate Plan (Priority 1) and strengthening of the DRM Policy Framework (Priority 2). Guided by the National Public Service GESI Policy. In doing so NDC make progress as an inclusive working environment; and promotes GESI principles in service delivery.
- Through work to strengthen the PNG FS (Priority 3) and development of a DRM Training Framework (Priority 4) efforts can be made to ensure training priorities and strategies encourage GESI. Relevant monitoring frameworks should also incorporate GESI indicators (such as 40:40:20 targets for gender participation in training and skills development initiatives).

These and other strategies and initiatives align with and will be supported through implementation of the PIEMA 'Responding Together: Strategy for Gender Equality in Disaster Management in the Pacific' and 'Becoming a Leader: a leadership learning pathway for PIEMA member agencies.'

ABOUT PIEMA

Pacific Islands Emergency Management Alliance

PIEMA was established in 2013 as a coordinating mechanism that engages directly with Pacific Island countries to create 'excellence in emergency management'. PIEMA has a focus on building the foundations of trust, leadership, and teamwork among key emergency management agencies. The Pacific Community (SPC) provides secretariat services to PIEMA and manages the PIEMA project.

The PIEMA project is providing the opportunity to support all Pacific islands embark on a SREM development process and is also supporting the development of a Regional SREM, which will serve as a framework for coordination across disaster managers and decision makers across the Pacific.

PIEMA plays a key role in supporting delivery of the Boe Declaration Action Plan, as well as the Framework for Resilient Development in the Pacific (FRDP).



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