



Pacific  
Community  
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# Strategic Roadmap for Emergency Management in Niue

2015 – 2019

**The Niue Emergency Management Sector's  
contribution to support the**

**Niue National Strategic Plan  
2014 – 2019**

***Niue Ke Monuiana – a prosperous Niue***



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This Strategic Roadmap is the result of consultation by the Pacific Community (SPC), New Zealand Ministry of Civil Defence and Emergency Management and the New Zealand Fire and Emergency Service (14–22 February 2015). This culminated in a two-day workshop held at the Niue Golf Club in Niue on 17–18 February 2015 and was attended by senior stakeholders of Niue's emergency management community. A further consultation was held on 21 August 2015 with the Government of Niue.

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## Abbreviations and Acronyms

BSRP	Building Safety and Resilience in the Pacific
C3	Command, Control and Co-ordination (incident control or management systems)
COP	Chief of Police
EM	Emergency Management
EMN	Emergency Management Niue
GDP	Gross Domestic Product
IMS/ICS	Incident Management System/ Incident Control System (AIIMS/ICS, CIMS, NIIMS)
KRA	Key result areas
MCDEM	NZ Ministry of Civil Defence and Emergency Management
MFAT	NZ Ministry of Foreign Affairs and Trade
NDC	National Disaster Council
NDMO	National Disaster Management Office
NEOC	National Emergency Operations Centre
NZFES	New Zealand Fire and Emergency Service
PICT	Pacific Island Countries and Territories
PIEMA	Pacific Islands Emergency Management Alliance
PIFESA	Pacific Islands Fire and Emergency Services Association
SOP	Standard Operating Procedure
SPC	Pacific Community
SREM	Strategic Roadmap for Emergency Management (Niue)
SWOT	Strengths, Weaknesses, Opportunities and Threats
ToR	Terms of Reference

## A foreword by the Premier of Niue – the Honourable Mr Toke Talagi



Our country is small and our hazards are many – we must be prepared and ready to manage any threat to our beautiful nation of Niue.

With this in mind, I am very pleased to be able to talk about the Strategic Roadmap for Emergency Management (SREM) in Niue. I am encouraged that the emergency management sector has taken the initiative to work together to learn about and consider the Pacific region’s ‘best practice’ and adapt their findings to suit Niue’s unique circumstances in support of our National Strategic Plan – ***Niue ke monuina – a prosperous Niue.***

Secondly, I am encouraged to learn that our emergency management sector is embracing and advocating the principles of shared responsibility – an all risks, all hazards – whole of island approach. This approach clearly outlines that every one of us in Niue has a role to play in planning, preparing, responding and, most importantly, recovering from the natural and man-made adverse events that will challenge us in the future.

The events of January 2004 are indelibly imprinted in our nations memory and the enormous impacts of cyclone Heta are still felt today. However, slow onset events like drought or disease can have less dramatic, but equally damaging consequences for our nation.

These events will test us again and again, but we now have an opportunity through this strategic roadmap to ensure that our community has the understanding and resilience to work as one to minimise the impact of any future events.

I strongly encourage all government departments, agencies and citizens to share responsibility for the principles espoused in this strategic roadmap to help build a stronger, more resilient Niue.

Fakaue lahi mo e Ki a monuina  
**The Honourable Mr Toke Talagi**  
**Premier of Niue**

# An Executive Summary by the Secretary to Government and Chairman of the National Disaster Council – Mr Richard Hipa



The Strategic Roadmap for Emergency Management (SREM) in Niue is the result of extensive consultations and research. This included a stakeholder workshop to look at contemporary best practice within the Australasian region with the view to reform the emergency management arrangements in Niue.

The SREM process allowed us, for the first time, to sit down as a group and discuss the issues that collectively face us as a sector rather than as individual agencies like police, fire and government departments. Our own experiences with significant events like cyclone Heta and other overseas incidents show us clearly that successful emergency management can only occur when everyone knows what to do and can work together as a single interoperable unit.

## **The goals that we aspire to in this roadmap include:**

- a shared responsibility and a ‘whole of nation’ approach to emergency management;
- strengthening national resilience to any adverse event; and
- increasing the value of our emergency management sector to Niue.

## **We plan to do this by implementing programs and reforms that will produce:**

- integrated and interoperable emergency management agencies;
- streamlined governance and structures;
- increased capability within all levels of our society; and
- stronger engagement between communities, government and agencies.

Now embedded into our roadmap’s principles and programs is an important point – good emergency management and outcomes are not achieved by just enacting legislation, writing operating procedures and buying resources and equipment. While these things are key, they are nowhere as important as the human aspect of relationships, leadership, trust and the ability to work together using common procedures.

This strategic roadmap outlines strategies that will address these issues by recommending significant reforms to the way we are currently providing services.



**This includes:**

- the introduction of a domestic fire and emergency service capability;
- expanded roles for fire and emergency services to become the operational arm of the recently appointed National Disaster Management Officer;
- additional emergency service capabilities (technical rescue, search and rescue, hazardous materials, etc.);
- additional formal training and introduction of competency standards;
- community safety education, awareness and engagement;
- services to support the fire and life safety components of the national building code;
- strategies to encourage and introduce volunteers to support emergency services;
- services to support and strengthen Niue's tourism sector;
- strategies to reduce the incidence of wildfire;
- alignment of agency procedures and protocols to allow for greater interoperability before, during and after incidents;
- common radio communication channels; and
- more opportunities for combined exercising and scenario testing to improve planning and preparedness.

Appendices to the SREM include a detailed program matrix that provides indicative outcomes and costing that will be further developed into individual program plans and terms of reference. This is an important document that will set our emergency management agenda for the next four years. It is particularly important for Niue as it will demonstrate to our donors and partners that we have considered and prioritised our development needs to strengthen this sector in a logical manner, based on regional best practice, in line with regional and national planning frameworks.

We are grateful for the assistance of the New Zealand's Ministry of Civil Defence and Emergency Management and the New Zealand Fire Service, as well as the Pacific Islands Emergency Management Alliance (PIEMA), which is hosted by SPC. The SREM was funded by the European Union 10th Economic Development fund through the Building Safety and Resilience in the Pacific (BSRP) program.

As Chairman of our National Disaster Council, I welcome this initiative and encourage all Niueans to support and embrace our strategic roadmap for emergency management.

Fakaaue lahi

**Mr Richard Hipa**

**Secretary of Government &**

**Chairman of the National Disaster Management Council**

## Current Situation

Niue is in a similar situation to many Pacific Island countries and territories (PICTs) where emergency management (EM) legislation, plans, structures and services in place, support agencies and NGO's in-country or available to assist, and regional and country-specific support mechanisms are available but, for some reason, the nation is unable to deliver world's best practices 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 that:

- 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 when the situation exceeds the capability of their agency and 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; and
- there is insufficient recognition and support for EM agencies and the value they can provide to community and gross domestic product (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 'world's best practice' in relation to EM.

The Pacific Islands Emergency Management Alliance (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 'best practice'.

It is this latest understanding of what is considered the region's 'best practice' for EM that is offered for consideration by Niue.

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

## Relationship to National Planning

This Strategic Roadmap supports the vision and national development pillars of the **Niue National Strategic Plan** (2014–2019) – ***Niue Ke Monuina*** – a prosperous Niue.

The following table indicates the number of national strategies that the proposed outcomes of this strategic roadmap will support and strengthen.

National Development Pillars	Number of national strategies that this strategic roadmap will help to support and strengthen.
Financial stability	☑ ☑
Governance	☑ ☑ ☑ ☑
Economic development and maintain crucial infrastructure	☑ ☑ ☑ ☑ ☑ ☑ ☑ ☑ ☑
Social	☑ ☑
Environment	☑ ☑ ☑
Taoga Niue	☑
Private sector development	☑ ☑ ☑

The Strategic Roadmap for Emergency Management (SREM) will also adopt the guiding principles of ‘Niue ke Monuina’ in that it is:

- relevant to Niue ke Monuina – a prosperous Niue
- efficient and incorporates effective systems
- collaborative, communicative and consultative with sector-wide approaches.
- accountable, responsible and transparent
- effective for sustainable healthy development and sustainable healthy environment
- effective for resource allocation and use
- allows for a strategic focus and alliance with key stakeholders
- cohesive and co-ordinates the implementation of the strategic objectives
- outcome-focussed and aligned to cultural and spiritual values
- a constant monitoring and evaluation tool
- a tool for implementation framework and outcome-based sector plans.

The workshop participants also, however, identified principles specifically for the emergency management sector, that include the less tangible concepts of:

- Leadership;
- Interoperability;
- Trust; and
- Relationships.

## 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 is, 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 is a similar tool. It highlights our destination or goal, as well as important milestones on the way and different routes to achieve that goal. This is especially relevant for Niue because this journey is not just for one vehicle or agency, but involves several agencies, some of which may 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; however, we may find that we have a new perspective or vision and we might identify a new destination or goal further up the road that we want 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.

As any passionate traveller will know there is always another destination just around the corner. You may never reach a final destination, but starting a reform process and continually learning will always be to Niue's benefit.

It is also 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). Detailed action plans will be produced to document the detailed steps to support the intent of this document.

## Why are we doing this process now?

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

- The EU 10th Economic Development Fund 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.
- The current fire service is restricted in its ability to provide domestic services and does not appear to be meeting the expectations of off-airfield stakeholders.
- Strong, capable leadership of police, key ministries and departments and other stakeholders who have recognised weaknesses and are prepared to support reform.
- The establishment of a partnership agreement between the New Zealand Fire and Emergency Service and Niue to exchange technical support, advice and knowledge as a part of PIEMA.
- The ongoing support of New Zealand's Ministry of Civil Defence and Emergency management (MCDEM), which has a close and long-term relationship with Niue's emergency management sector.
- The emergence of PIEMA as a regional body supported by the Pacific Community (SPC) and other regional agencies to assist PICTs in strengthening their EM capabilities.

- The growth in Niue as a nation with a strong tourism brand and the increasing risks and hazards that emerges from such development.
- Niue's desire to strengthen services at the national and community level and strive for 'best practice'.
- The desire of the emergency management community to contribute to and provide guiding principles to the Niue National Strategic Plan 2014-2019.

Other specific drivers for change that were identified during consultations include the:

- desire of government to align services;
- need to obtain greater value from Niue's existing firefighters; and
- desire to increase the skills, services and professionalism of the EM sector.

## Approach

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

The USA experience with Cyclone Katrina in 2006 is an example of 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 disaster (Hurricane Katrina). While the flooding was a result of a natural disaster, the ability to quickly and effectively respond in a co-ordinated way to support and evacuate victims was a secondary man-made disaster event (with arguably a greater impact).

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

PIEMA recognises that building capability and capacity of nations to better manage future disaster events is a multi-faceted 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 interoperability of all agencies and communities built on trust, leadership and relationships as the foundations for a strengthened 'whole of nation' interoperable response.

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

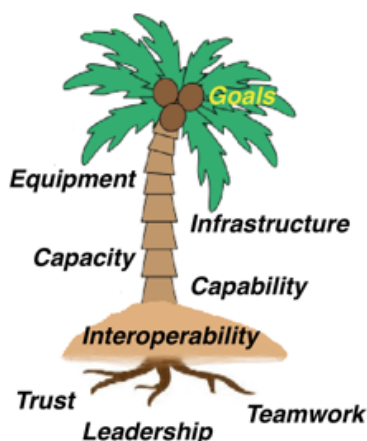


Figure 1. PIEMA building capability and capacity illustration.

Consequently, this SREM will follow these principles when recommending strategies that will build a more 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; and
- strive to embrace diversity and inclusivity.

The Strategic Roadmap for Emergency Management will also adopt the guiding principles of ‘Niue ke Monuina’ in that it is:

- relevant to *Niue ke Monuina* – a prosperous Niue;
- efficient and effective systems;
- collaborative, communicative and consultative with sector-wide approaches;
- accountable, responsible and transparent;
- sustainable in health development and sustainable health environment;
- effective in resource allocation and use;
- strategically focussed and allied with key stakeholders;
- cohesive and co-ordinated in the implementation of the strategic objectives;
- outcome-focussed and aligned to cultural and spiritual values;
- consistent in monitoring and evaluation; and
- Implemental in framework and outcome-based sector plans.

## Current issues affecting Emergency Management in Niue

Workshop participants undertook a SWOT analysis to consider their ‘top of mind’ thoughts about the current status of emergency management in Niue. This exercise is important as it identifies positives and negatives and highlights opportunities. The short, sharp nature of the exercise prompts issues or people’s perception of issues.

You will also notice that many issues are contrary to each other – a negative can also become a positive. This normally indicates that a process is in place but requires more work to become totally embedded in to custom and practice.

The anonymous nature of the exercise also allows statements that might not normally be ventilated in a public forum – this is valuable to identify the human issues whose solutions may not lie in legislation, plans or procedures.

The outcomes of the SWOT analysis are attached as **Appendix 1**.

## Goals

Workshop participants received a number of presentations outlining the emerging trends within Australasian emergency management agencies, examples of 'best practice' within the Pacific region and developments within existing regional support structures.

This background briefing and a number of targeted group discussions led to the identification of what is important for Niue to pursue as a nation. Three high-level aspirational goals were agreed upon.

The goals identified by consultations and the workshop are:

- **shared responsibility and a whole of nation approach to emergency management**
- **strengthened national resilience**
- **increased value of the emergency management sector to Niue.**

## Key Result Areas (KRAs)

Based on the identified goals, principles and approaches described above - the following high-level strategies are the focus for this roadmap:

- **integrated, interoperable emergency management agencies**
- **streamlined governance and structure**
- **increased capability**
- **stronger engagement.**

These key strategies deal with tangible themes with quantifiable actions and outcomes and could be considered '**What we do**'. However we also need to consider intangible principles that focus on strengthening our ability of '**How we do it**'. These include:

- interoperability – *how we can work together better*;
- trust;
- leadership; and
- relationships.

Due to the multi-agency impact of these high-level strategies, elements will be aligned within themes but identifiable by agency.

Later in this document, we will break down the key strategies to reveal other supporting strategies to help achieve these goals.

The diagram below gives a high-level view of the objectives and transition process of this Strategic Roadmap.

### Translation from a reactive emergence service to a proactive integrated emergency management sector that all niueans share responsibility for

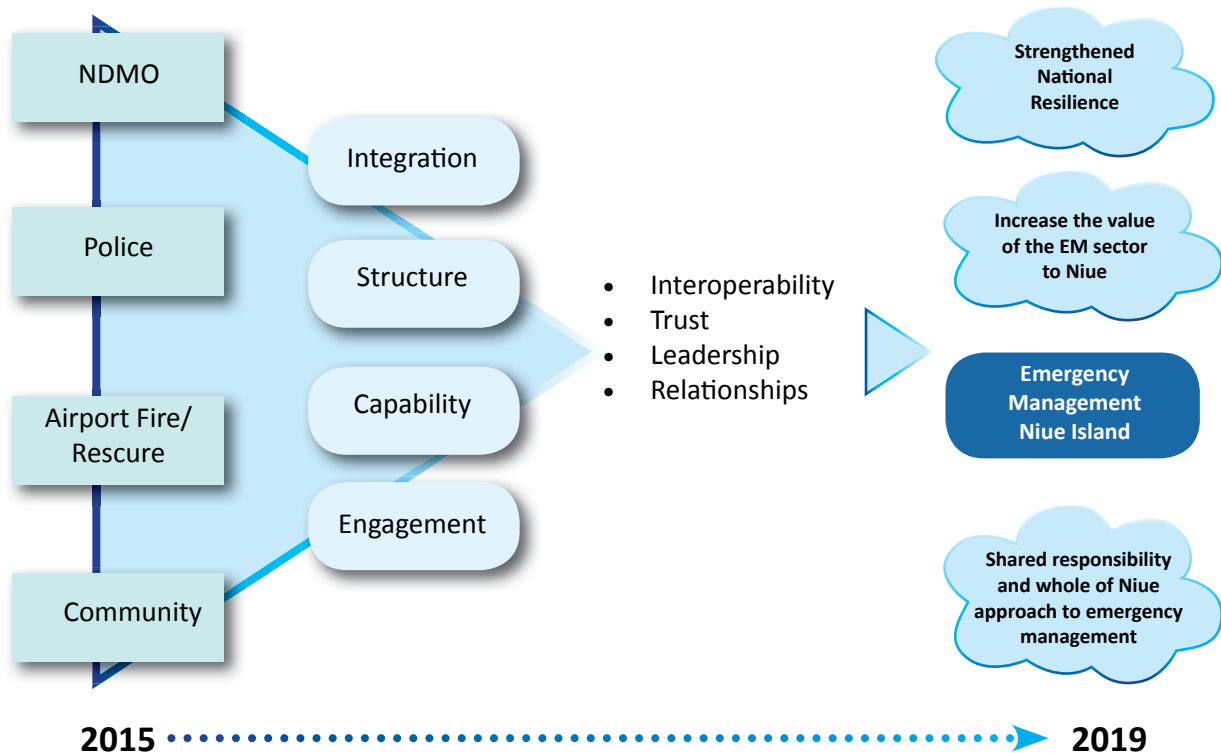


Figure 2. Emergency Management transition – from reactive to proactive.

#### Important note

Figure 2 does not 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 is appropriate for emergency management.

## Supporting strategies

The following are supporting strategies for the Key Result Areas.

### KRA 1. Integrated, interoperable emergency management agencies:

- common C3 incident management systems
- common communications platform that allows discrete agency channels, as well as common shared channels when required
- expanded roles for fire and emergency service that become the operational arm of the National Disaster Management Office (NDMO)
- strategies developed to mitigate the increasing occurrence of wildfire
- primary response agencies and the National Emergency Operations Centre (NEOC) are based in the one location or precinct.



## KRA 2. Streamlined governance and structure:

- changing the focus from disaster-related terms to use the more holistic term of emergency management to recognise the expansion of effort from large-scale natural or man-made events to systematically and collectively managing all risks and hazards that could affect Niue
- legislation updated to authorise the proposed sector reforms
- build in regulatory responsibilities for the EM sector to support the life and building safety components of a national building code
- alignment of response agencies so that roles and responsibilities are clearly defined and common Standard Operating Procedures (SOPs) developed to reflect EM sector reform arrangements
- update National Disaster Risk Management Plan, taking into consideration reforms identified within this SREM.

Niue has experienced significant growth and development in recent years. Establishing and maintaining life and fire safety standards requires significant input from emergency services. For example, the tourist sector is a key component on Niue's GDP. Ensuring a safe and secure environment for visitors is critical to maintain a positive image and perception of Niue's strong tourism brand. The proposed reforms will increase visitor confidence in Niue's ability to respond to any medical, rescue, security or other emergency event that could impact visitors and residents alike.

## KRA 3. Increased capability:

- national EM skills profile developed
- training needs analysis undertaken to meet profile
- implementation of a competency framework for the emergency management sector to align with regional standards
- building and strengthening the role on the new NDMO position.

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 complement the existing fire and emergency service framework.

The resources and experiences of PIEMA, Pacific Islands Fire and Emergency Services Association (PIFESA), MCDEM and New Zealand Fire and Emergency Service (NZFES) are available to facilitate this component.

## KRA 4. Stronger engagement:

- government understands the role and the potential value to the nation of the EM sector
- strengthen government and departments' awareness of their roles and responsibilities during adverse events and have contingency and consequence management plans in place to maintain service delivery
- community education and awareness
- explore the opportunities to engage volunteers in every aspect of emergency management
- create a 'whole of nation – shared responsibility' approach to emergency management and the building of national resilience.

There are a number of examples of similar reforms within the region that can guide the development of a model appropriate for Niue. The diagram below gives an indication of the interrelationships and linkages to develop and maintain a sustainable emergency service.

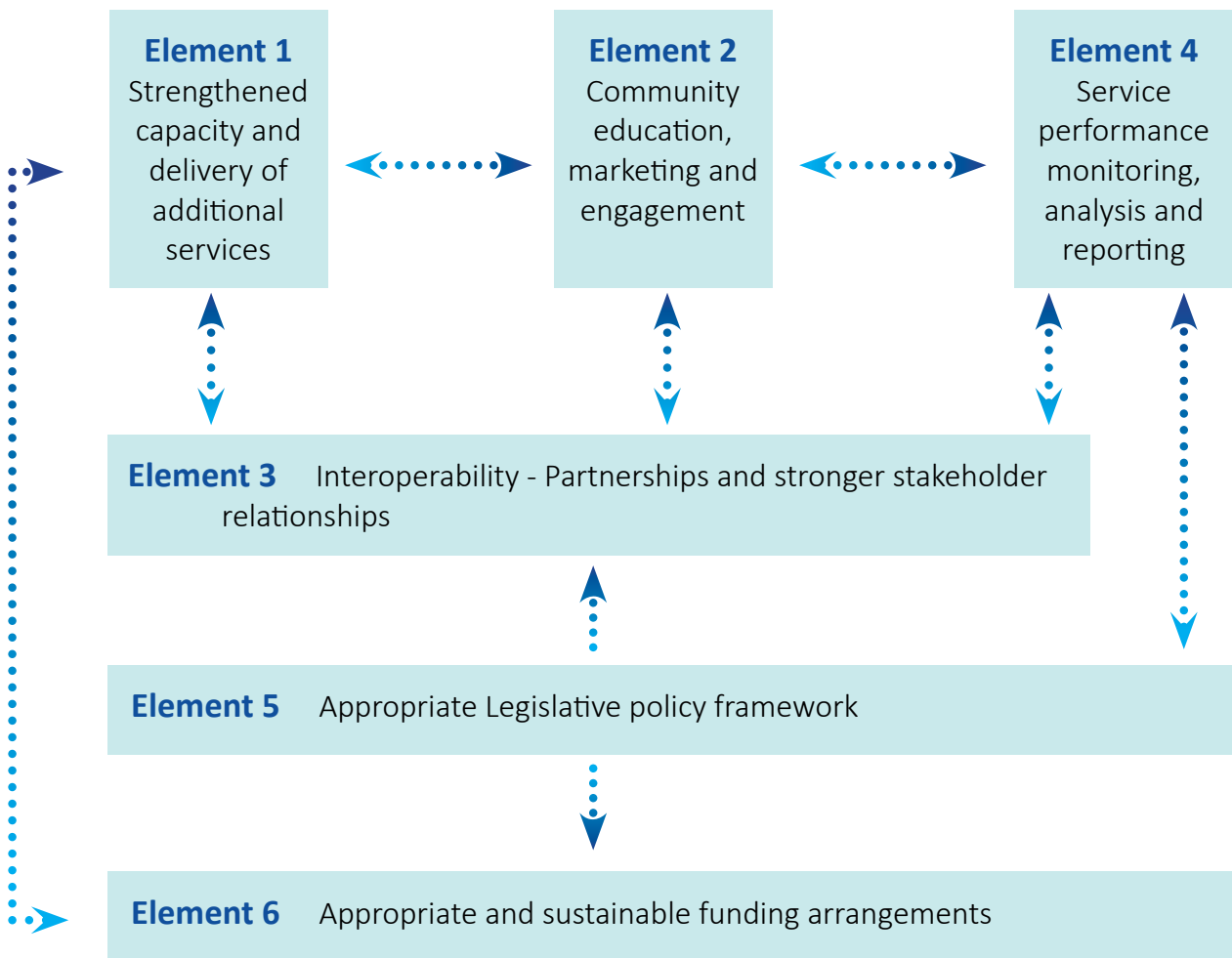


Figure 3. Interrelationships and linkages for a sustainable emergency service.

### Important note

Figure 3 shows the inter-relationships and linkages to achieve a sustainable emergency service as well as the need to build one element to strengthen others.

## Turning words in to action

Talking about how we want to change and publishing a written plan on glossy paper is easy.

Turning a plan into action is much harder to achieve. The following sections outline how this may occur.

### Approval

The National Disaster Council (NDC) will present the SREM to Cabinet for endorsement and approval in principle.

NDC will report annually on the progress of the implementation of the SREM.

A number of strategies contained with the SREM will require amendments to legislation in due course and will inform the proposed review of the Niue National Disaster Response Management Plan.

## Governance

As all emergency services and key EM agencies are represented on the current National Disaster Council (NDC), it is recommended that NDC be the team responsible for leading and steering the implementation of this Strategic Roadmap. This process will increase the interaction between NDC 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 monthly NDC meeting.

This committee could be renamed in due course to reflect the change of focus to ‘emergency management’, rather than the term ‘disaster’.

## Implementation detail

The diagram below illustrates the arrangement of the Niue SREM.

High-level goals, key result areas (KRAs) and supporting strategies are contained within the body of the main plan.

Outcomes and activities to implement the supporting strategies are outlined in a matrix - **Appendix 2**.

Activities will be expanded to produce individual projects with sufficient detail to be used as a stand-alone project proposal or terms of reference (ToR) that can be submitted to government budget processes, donors and other potential funding sources.

The table in **Appendix 2** and individual project plans are dynamic documents that may require regular review or change of priority during the term of this strategic planning cycle.

### *Niue Strategic Roadmap for Emergency Management - Planning Process*

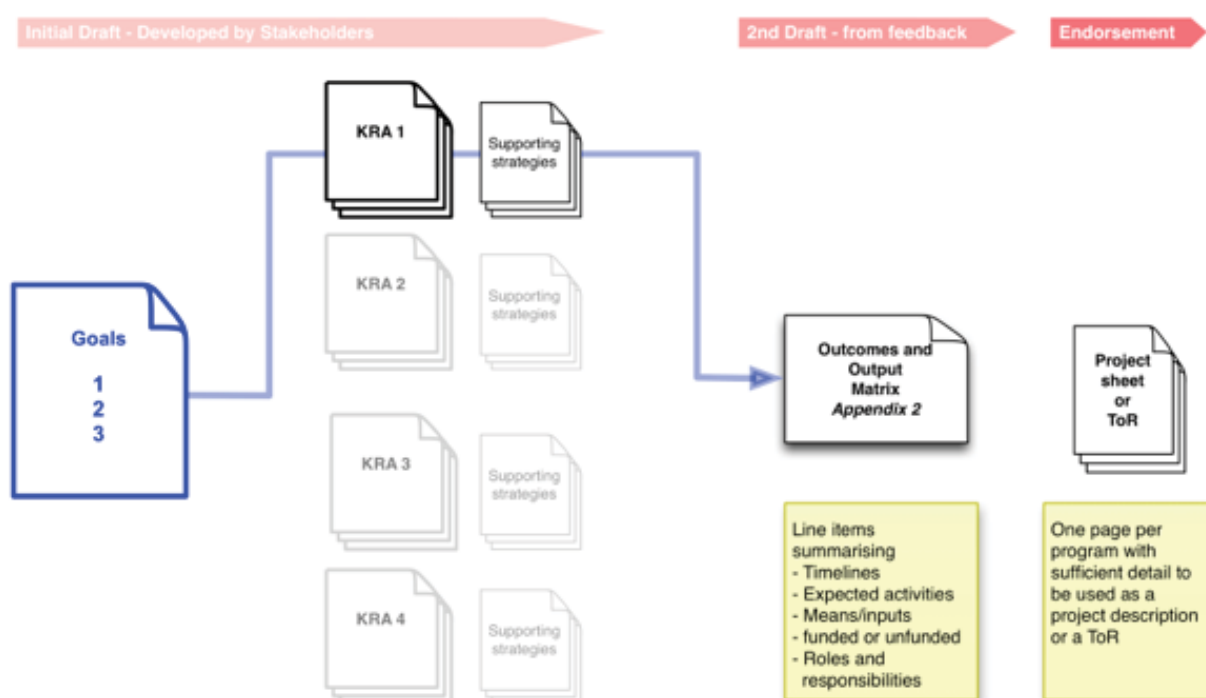


Figure 4. Planning Process of Niue Strategic Roadmap for Emergency Management.

## Engagement

Once the SREM has been approved in principle, it should be made known to the wider community. It is suggested that the consultations and awareness should take place in two general forums.

1. Government departments and agencies – explaining that the SREM is not just about the emergency services, but how every government employee and department has a responsibility to plan, prepare, respond and assist in recovering from any hazard that may confront Niue.
2. Communities – explaining that the SREM reforms are not just about emergency services and government but for the whole of Niue. The importance of communities being equal partners in talking about planning, preparedness and response will ensure greater resilience to hazards and a quicker return to normality.

Both forums should stress that the SREM is an opportunity for everyone to actively contribute to Niue Ke Monuiana – a prosperous Niue.

## Review

The progress of the SREM should be reviewed annually by the NDC with the facilitation of other key stakeholders like PIEMA, MCDEM or MFAT. Review of programs with any changes in priority can form a strong platform to guide any development or support programs offered by international donors.

Results of any review process, including progress and achievements should be presented to Cabinet through NDC for information and endorsement.

As this plan is a national document initiated and developed by Niue, there is no technical obligation to review progress to satisfy external donor requirements; however, regular review will indicate to external support agencies that Niue continues to present a joined-up approach to emergency management and that programs that can strengthen and support the emergency management sector are always prioritised and endorsed by government in line with a national strategic planning framework.

This is an attractive proposition for potential funding agencies who can be assured that any investment is well considered, prioritised and assisting national development goals.

# Appendix 1

## SWOT analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Disaster council in place</li> <li>• Equipment available</li> <li>• Expertise of personnel</li> <li>• National disaster plan</li> <li>• Donor support</li> <li>• Size of country – small</li> <li>• Standard of living/housing</li> <li>• Village disaster plans</li> <li>• Evacuation Centres</li> <li>• Sirens for warnings</li> <li>• One island</li> <li>• Pool of local knowledge and expertise</li> <li>• SOPs in place</li> <li>• Political support</li> <li>• Fire manpower</li> <li>• EMNI (in the future)</li> <li>• Try to work as one – joint effort</li> </ul>	<ul style="list-style-type: none"> <li>• Interagency communications</li> <li>• Public awareness</li> <li>• Updated disaster plan</li> <li>• Infrequent or combined exercise</li> <li>• Equipment/Personnel</li> <li>• HR/Training</li> <li>• Too many chiefs</li> <li>• Too many hats for a small community</li> <li>• Off island – too many changes within agencies</li> <li>• Implementation of SOPs</li> <li>• Communications</li> <li>• Less manpower</li> <li>• Clear identification of roles and responsibilities</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Overseas exposure and placements</li> <li>• Merging of essential services</li> <li>• Funding needs</li> <li>• Establish Partnerships with regional agencies – PIEMA</li> <li>• Working together, bringing units together</li> <li>• Traditional knowledge</li> <li>• Training opportunities</li> <li>• Existing partnerships</li> <li>• Political support</li> <li>• Working with other agencies</li> <li>• Education at different levels</li> <li>• Working extended hours</li> </ul>	<ul style="list-style-type: none"> <li>• Use and abuse of resources</li> <li>• Brain drain</li> <li>• Too much advice</li> <li>• Limited resources and funds</li> <li>• Overworked people</li> <li>• Attitude of management</li> <li>• Out-dated equipment</li> <li>• Communication issues</li> <li>• No national office/NDMO</li> <li>• Political interference</li> <li>• Changes in government</li> <li>• Sharing of resources and information</li> <li>• Flexibility of extended hours</li> </ul>

# Appendix 2

## Niue SREM KRAs, supporting strategies, activities and outcomes – Version 1

Shading indicates program is funded

KRA/Strategies	Supporting strategies	Activities	Apx \$	Fnd	Outcomes
KRA 1 Integrated, interoperable emergency management agencies					
Common command, control, and co-ordination (C3) incident management systems (IMS)	Agree on scope and type of IMS	<ul style="list-style-type: none"> <li>Workshop</li> <li>Consultation with stakeholders</li> <li>Documentation of outcomes</li> </ul>			The Emergency Management (EM) sector, all government agencies and villages use and understand IMS and recognise their roles that contribute to a joined-up national approach to incident management.
	Develop a long-term implementation plan	<ul style="list-style-type: none"> <li>Training</li> <li>Exercising</li> <li>Amend Standard Operating Procedure (SOPs)</li> </ul>	20k	BSRP	
	Purchase equipment and infrastructure to support CIMS	<ul style="list-style-type: none"> <li>Vests</li> <li>Signage</li> <li>Manuals</li> </ul>			EM sector works together as a joined-up integrated force irrespective of the number of individual agencies involved.
	Develop and agree on high-level national C3 arrangements	<ul style="list-style-type: none"> <li>Workshops</li> <li>Consultation with stakeholders.</li> <li>Development of policy and procedures</li> <li>Regular national exercising (minimum of one per year)</li> </ul>			
Common communications platform that allows discrete agency channels, as well as shared channels when required	Update legislation to reflect IMS and international disaster relief law				Structures and systems are developed and practiced at the national level that allow Niue to manage all possible risks and hazards and international assistance does not compromise sovereign control.  Niue strengthens sovereignty by managing Niue events with less reliance on overseas assistance.
		<ul style="list-style-type: none"> <li>Needs analysis</li> <li>Project scope</li> <li>Request For Proposals</li> <li>Funding</li> <li>Implementation</li> <li>Review</li> </ul>	45k	BSRP	
Expanded roles for fire and emergency service who become the operational arm of National Disaster Management Office (NDMO)	Identification of additional services that include: <ul style="list-style-type: none"> <li>Road accident rescue</li> <li>Technical rescue</li> <li>Community education and awareness</li> <li>Inshore and land Search And Rescue (SAR)</li> </ul>	<ul style="list-style-type: none"> <li>Equipment</li> <li>Recruitment</li> <li>Training</li> <li>Use of volunteers</li> </ul>			National communications network, allowing full interoperable communications between EM sector and key government agencies.  EM sector is resourced, trained and equipped to manage all the risks and hazards that Niue may confront.
	Realignment of structure to allow EM sector to be more closely aligned	<ul style="list-style-type: none"> <li>Consultations</li> <li>Definition of model</li> <li>Programming and implementing structural changes</li> </ul>			

KRA/Strategies	Supporting strategies	Activities	Apx \$	Fnd	Outcomes
Strategies developed to mitigate the increasing occurrence of wildfire	Develop a National Wildfire Management Strategy to become a component of National Disaster Risk Management Plan	<ul style="list-style-type: none"> <li>Define scope of project</li> <li>Initiate project</li> <li>Seek funding for strategy outcomes</li> <li>Implement recommended strategies</li> </ul>			Government, agencies and community develop appropriate strategies to minimise wildfire occurrences in Niue.
Primary response agencies and NDMO are located in the one location or precinct where facilities are shared to promote teamwork and interoperability		<ul style="list-style-type: none"> <li>Site secured</li> <li>Scope and user requirements</li> <li>Funding</li> <li>RFP and tender</li> <li>Construction</li> </ul>			Niue's EM sector is based in one location, providing an environment for greater integration of effort and interoperability of service delivery.
<b>KRA2 Streamlined governance and structure</b>					
Legislation updated to authorise the proposed sector reforms	Determine steps to legislation Identify linkages to other legislation to authorise new services, in particular, building codes	<ul style="list-style-type: none"> <li>Mapping of proposed reforms</li> <li>Consultations with stakeholders</li> <li>Determining an appropriate time frame</li> <li>Drafting legislation</li> <li>Consultations and feedback</li> <li>Legislation authorised</li> </ul>	26k	BSRP	Legislation is enacted that empowers the EM sector to deliver services and programs to satisfy SREM goals.
Build in regulatory responsibilities for the EM sector to support the life and building safety components of national building code	Document strategy, scope and ToR for project Develop systems (adopt and adapt Fiji Structural Fire Safety (SFS) system) Recruit/appoint staff Training and accreditation Quality assurance and Review Investigate opportunities for EM sector to work with Tourism sector	<ul style="list-style-type: none"> <li>Consultations with stakeholders</li> <li>Develop a project plan</li> <li>Seek authorisation</li> <li>Adapt forms, approval processes and administration</li> <li>Equipment and facilities</li> <li>Determination of Key Skills and Competencies (KSC) and required skillsets</li> <li>Obtain basic skills and competencies</li> <li>Attachment to like services</li> <li>Long-term mentoring</li> <li>Develop QA process</li> <li>External review to ensure standards are being met</li> <li>Mainstream risk reduction and EM principles and processes into the Accommodation Registration Board's regulatory processes</li> <li>Alternatively – develop a code of practice for risk reduction and management for the Tourism sector</li> </ul>			'Best practice' life and fire safety measures are embedded into building codes and regulated by the EM sector.  The Tourism sector provides the safest structural and life safety environment for visitors to assist in protecting and promoting Niue's strong tourism brand.

KRA/Strategies	Supporting strategies	Activities	Apx \$	Fnd	Outcomes
Alignment of response agencies so that roles and responsibilities are clearly defined and common SOPs developed to reflect EM sector reform arrangements	Workshop on interoperability to identify alignment issues	<ul style="list-style-type: none"> <li>Identify simple ToR</li> <li>Conduct interoperability workshop</li> <li>Achieve 'in principle' agreements</li> <li>Technical Assistance to assist development of common SOPs</li> </ul>			<p>All stakeholders clearly understand their roles and responsibilities for unilateral or joint action in relation to prevention, preparedness, response and recovery from any adverse event.</p> <p>Niue's EM sector, government departments and communities understand their roles and 'act as one'.</p>
	Seek agreement between agencies				
	Common SOPs developed to reflect EM sector reform arrangements	<ul style="list-style-type: none"> <li>Develop brief for legislation</li> <li>Amend Natural Disaster Risk Management Program (NDRMP) to reflect new arrangements</li> <li>Communication to EM sector and community about understanding changes</li> <li>Monitoring of SOPs to be standing agenda item for National Disaster Council (NDC)</li> </ul>			
	Provide brief for legislative changes, including Disaster Risk Management (DRM) plan				
Update National Disaster Risk Management Plan, taking into consideration reforms identified within this SREM		<ul style="list-style-type: none"> <li>Consultation</li> <li>Workshop</li> <li>Plan development</li> <li>Endorsement by NDC</li> <li>Approval by Cabinet</li> </ul>	26k	BSRP	Niue's NDRMP is relevant, contemporary and reflects region's best practice.
KRA 3 Increased capability					
National EM skills profile developed	National EM capability and capacity clearly identified	<ul style="list-style-type: none"> <li>TA to scope EM sector requirements</li> <li>Consultations</li> <li>Development of capacity and capability model</li> </ul>			Niue's EM requirements for prevention, preparedness, response and recovery capability and capacity are clearly identified and matched against current status.
	Human Resources (HR) needs analysis conducted	<ul style="list-style-type: none"> <li>Technical HR analysis of proposed model to identify resources gap</li> <li>Job description determined and scored</li> <li>Prepare report and proposal for cabinet</li> </ul>			
	Recruitment	<ul style="list-style-type: none"> <li>Sustainable funding secured</li> <li>Advertising and recruitment</li> <li>Induction</li> </ul>			



KRA/Strategies	Supporting strategies	Activities	Apx \$	Fnd	Outcomes
Training needs analysis for EM undertaken to meet profile	<p>Conduct Training Needs Analysis (TNA) and report</p> <p>Produce national EM training plan</p>	<p>TA to analyse capability and capacity model and determine:</p> <ul style="list-style-type: none"> <li>• Initial, medium and long-term training plans</li> <li>• Personal Development (PD) plans</li> <li>• Accelerated leadership/ management plans</li> <li>• Mentoring program(s)</li> <li>• Record keeping</li> <li>• Recognition of Core Competency (RCC) and Recognition of Prior Learning (RPL) processes embedded</li> </ul> <ul style="list-style-type: none"> <li>• Plan approved</li> <li>• Funding sourced</li> <li>• Ongoing management of plan established</li> </ul>			<p>Sufficient staff trained to provide a national emergency management capability that meets regional competency standards.</p> <p>Niue's training systems and standards meet or exceed 'best practice'.</p>
Implement a competency framework for the emergency management sector to align with regional standards	<p>Develop a national competency framework for EM sector that can be adopted by the Niue National Certification Authority</p> <p>Develop training priorities and deliver in line with TNA described above</p>	<p>TA to scope project that includes (in conjunction with previous strategy):</p> <ul style="list-style-type: none"> <li>• Assessing current staff and their current competencies</li> <li>• Recognise prior learning</li> <li>• Matching common competencies (across agencies)</li> <li>• Align career path and pay point to competency/qualification framework</li> </ul>			<p>All staff have ongoing skills and professional development opportunities and a clearly defined career path that will outline criteria for pay increments so that staff are recognised in line with their experience and qualifications.</p>
Build and strengthen the role of the new NDMO position	<p>Determine compulsory and desirable skills profile for incumbent</p> <p>Conduct RPL and RCC</p> <p>Develop a personal development plan</p> <p>Conduct induction to NDMO role and responsibilities</p>	<p>Engage TA</p> <p>Identify mentor(s)</p> <p>Short-term attachments to partner's departments and other NDMO offices</p>			<p>NDMO office has the skills, resources and capability to undertake their legislated duties.</p>

KRA/Strategies	Supporting strategies	Activities	Apx \$	Fnd	Outcomes
KRA 4 Engagement					
Government understands the role and the potential value of the EM sector to the nation	<p>Regional organisations advocate to government on behalf of EM sector in relation to increasing their value to the nation</p> <p>National reporting capability established to collect data for analysis, benchmarking and performance monitoring</p>	<p>Specific products are developed for Niue, using national and economic data to demonstrate the value of investing in the EM sector</p> <ul style="list-style-type: none"> <li>Adapt and adopt existing incident reporting system – Agency Incident Reporting System (AIRS)</li> <li>Consult with government statistician to facilitate regular reporting needs and format</li> <li>Source or build capability to skilfully interrogate data to provide meaningful information that informs: <ul style="list-style-type: none"> <li>Need for awareness and education</li> <li>Emerging national trends that may require treatments</li> <li>The value of EM sector to the nation</li> </ul> </li> </ul>			<p>Government and communities recognise the value of investing, supporting and working with the EM sector to achieve greater resilience.</p> <p>The EM sector is seen as generating 'value' for the nation.</p>
Strengthen Niue Government and department's awareness of their roles and responsibilities and ensure they have contingency and consequence management plans in place to maintain service delivery during adverse events	Educate government departments of the value of EM and business continuity	<ul style="list-style-type: none"> <li>Seek leaders support to enforce departments to comply</li> <li>Develop templates and planning tools</li> <li>Conduct workshops</li> <li>Practice and exercise</li> <li>Regular review of plans</li> </ul>			Government departments have well-developed and practiced EM plans that clearly identify their roles and responsibilities and actions required to maintain business continuity.
Community education and awareness	<p>Develop community awareness and education programs through village councils and other community-based networks</p> <p>Development of a Community Partnership Agreement (CPA) that clearly outlines roles, responsibilities and expectations of EM sector, government and communities during adverse events</p>	<ul style="list-style-type: none"> <li>Schools</li> <li>Service organisations</li> <li>Villages and village councils</li> <li>Tourist operators</li> <li>Business</li> <li>Development of a draft CPA</li> <li>Consultations with communities</li> <li>Agreement and sign off</li> <li>Practice and national exercising</li> </ul>	49k 84k	BSRP	<p>Communities are educated, aware and prepared for all hazards and risks, and have the responsibility to contribute to national preparedness, response and recovery.</p> <p>All citizens are aware of their responsibilities and expectations in relation to adverse events.</p>

KRA/Strategies	Supporting strategies	Activities	Apx \$	Fnd	Outcomes
Explore the opportunities to engage volunteers in every aspect of emergency management	<p>Consult with communities to gauge appetite for volunteers to support EM arrangements</p> <p>Volunteer development and engagement strategy developed</p>	<ul style="list-style-type: none"> <li>• Conduct feasibility study</li> <li>• Documentation of outcomes</li> <li>• Policy developed and approved</li> </ul> <p>Policy developed that includes:</p> <ul style="list-style-type: none"> <li>• Roles and responsibilities</li> <li>• Training</li> <li>• Recognition</li> </ul>			<p>Niue encourages volunteerism to improve national capability and capacity to deal with adverse events.</p> <p>Volunteers are a valued component to national preparedness and increasing resilience to adverse events.</p>
Create a 'whole of nation – shared responsibility' approach to emergency management and building national resilience	<p>National leaders embrace, endorse and advocate national resilience, enhancing strategies</p> <p>EM Sector provides strong leadership and advocacy as to the importance of good EM, underpinning the Niue National Strategic Plan</p> <p>EM is built into all government policies and interaction with communities</p>	<p>Whole of nation approach is developed into policy that is included in the guiding principles of the Niue Strategic Plan</p> <p>Relevant regional representatives regularly brief leaders about value of good national EM structures</p> <p>Future national policies and legislation are tested against accepted Disaster Risk Management (DRM), Climate Change Adaptation (CCA) and Emergency Management (EM) practices</p>			<p>National leaders:</p> <ul style="list-style-type: none"> <li>• Place a high priority on developing and maintaining national resilience capabilities.</li> <li>• Value and support their EM sector.</li> <li>• Advocate and seek external support for capacity and capability strengthening opportunities.</li> </ul>







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