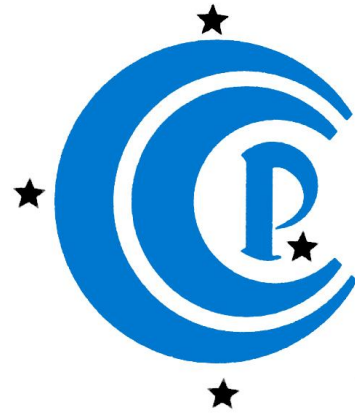


PICCP

Pacific Islands Chiefs of Police - Secretariat



**PACIFIC REGIONAL DISASTER
MANAGEMENT PLAN**

July 2006

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PACIFIC REGIONAL DISASTER MANAGEMENT PLAN

1.0 INTRODUCTION

Pacific Island Chiefs of Police (PICP) member countries like other Police Forces around the globe continue to shoulder the primary responsibility of being the leading response agency to any emergency or disaster which threatens life and property. This is in addition to the core functions of maintaining law and order which are expected to continue irrespective of the type of emergency (e.g. pandemic, civil disturbances, planned and unplanned incidents) and the necessary or accompanied declarations made.

Police are expected to adopt a leading role in civil disturbances, terrorism related incidents and other national security emergencies and a support role in natural disaster situations. However, arrangements in some PICP member countries continue to see police assuming leading roles in a natural disaster situation due to extended responsibilities over Fire Services and Maritime Policing resources.

Should there be a state of emergency declaration, police are expected to continue delivering essential functions with a focus on the protection of life and property and will also fulfil roles and responsibilities under the various arrangements of their national governments. To achieve this, police planning must include the following four phases required in emergency or disaster situations:

- Prevention
- Preparedness
- Response
- Recovery

This Pacific Regional Disaster Management Plan is intended to act as a guide for members by highlighting issues for planners to consider within the internationally accepted four-phase framework of Prevention, Preparedness, Response and Recovery. The process of developing or reviewing plans for disaster management falls within the Preparedness phase, hence why this document focuses heavily on that section.

A disaster is commonly understood by the general public as a great misfortune. In the context of emergency planning, a working definition of a disaster (according to the Scottish Plan: Dealing with Disasters Together) is any event (happening with or without warning) causing or threatening death or injury, damage to property or the environment, or disruption to the community, which because of the scale of its effects cannot be dealt with by local authorities as part of their normal day to day activities.

Pacific Island nations and communities are vulnerable to the impacts of disasters (see 'Attachment A: A Fragile Pacific'). This has led to increased national and regional commitments to disaster risk reduction and disaster

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management with an 'all hazards' approach, principally endorsed by Pacific Forum Leaders and now coordinated by the South Pacific Applied Geoscience Commission (SOPAC) through the *'Building the Resilience of Nations and Communities to Disasters Framework for Action 2005 - 2015'*.

For PICP members, the strengthening of a coordinated approach at the regional level will significantly improve the capacity of individual Pacific Police Forces to manage disasters. The intention of this plan therefore is to:

1. Guide individual police forces under PICP in the preparation of disaster response plans; and
2. Develop a database of policing resources in the region that may be available for deployment.

2.0 BACKGROUND

2.1.0. Guiding Principles/ Levels of Planning

The 34th PICP Suva conference held in September 2005 endorsed the requirement for the Secretariat to develop a policing response plan to natural disasters. The project team consisting of Inspector Ulaiasi Ravula/Fiji (Project Leader) and Federal Agent Anita van Hilst/AFP (Senior Project Advisor) under the direction of PICP Executive Director Superintendent Cam Ronald commenced necessary project work from late January 2006.

The team identified four levels of planning in the field of disaster management: international, regional, national and organisational. This plan, while operating at the regional level, seeks to inform and assist Pacific police services in developing their own plans at the agency-specific level. For this reason, it is important to outline how this plan structurally aligns with other documents and initiatives in the field.

2.1.1. International

The United Nations *Hyogo Framework for Action 2005 - 2015: Building the Resilience of Nations and Communities to Disasters* is a broad, international policy document that captures the outcomes of the World Conference on Disaster Reduction held in Hyogo, Japan from 18 - 22 January 2005. The Hyogo Framework for Action identifies a number of strategic goals for the international community in the area of disaster reduction as well as some key areas for priority action to help in achieving those goals. The document adapts an all hazards approach to disaster management and defines a hazard as *"A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social or economic disruption or environmental degradation"*.

The Hyogo document lists three strategic goals and five priorities for action. The strategic goals are:

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- i. The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction;
- ii. The development and strengthening of institutions, mechanisms and capacities at all levels in particular at the community level that can systematically contribute to building resilience to hazards; and
- iii. The systemic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

The priorities for action are:

- i. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation;
- ii. Identify, assess and monitor disaster risks and enhance early warning;
- iii. Use knowledge, innovation and education to build a culture of safety and resilience at all levels;
- iv. Reduce the underlying risk factors; and
- v. Strengthen disaster preparedness for effective response at all levels.

2.1.2. Regional

Under the regional Pacific Plan, 24 priority initiatives were identified by the Kalibobo Roadmap for implementation in order to operationalise the Pacific Plan. One of the initiatives under the security pillar is to strengthen policies and plans for the mitigation and management of disasters.

The Pacific Framework for Action 2005 - 2015: Building the Resilience of Nations and Communities to Disasters is the regional implementation of the Hyogo Framework for Action. It was agreed to by Pacific Forum leaders attending the Pacific Regional Disaster Management Meeting in Madang, Papua New Guinea, in 2005. SOPAC now adopts a leading role in this area and is mandated by Pacific Island leaders for building disaster management capacity in the region. Therefore, SOPAC has primary responsibility for implementing the Pacific Framework for Action.

In February 2006, SPOAC coordinated a meeting of regional organisations and development partners to establish a Pacific Disaster Risk Management Partnership Network. That Network is providing support to Pacific Island Countries (PICs) to develop and implement national action plans to assist the

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process of mainstreaming disaster risk reduction and disaster management in support of the Pacific Plan and the Pacific Framework for Action.

The Pacific Framework identifies the following six Guiding Principles that address the gaps and challenges identified in the Pacific:

- i. Governance - Organisational, Institutional, Policy and Decision making Frameworks;
- ii. Knowledge, Information, Public Awareness and Education;
- iii. Analysis and Evaluation of hazards, Vulnerabilities and Elements at Risk;
- iv. Planning for effective Preparedness, Response and Recovery;
- v. Effective, Integrated and People - Focused Early Warning Systems; and
- vi. Reduction of Underlying Risk Factors.

The PICP disaster response plan therefore is **not** an independent document but one that reflects requirements of guiding documents mentioned here, in particular the guiding principles of the Pacific Framework for Action. The PICP plan will assist in addressing a number of these guiding principles in the following areas:

- i. Mainstreaming disaster risk reduction and disaster management into national policies, planning processes, plans and decision making (under Guiding Principle (i));
- ii. Introducing a training initiative to be conducted by the Pacific Regional Policing Initiative (PRPI) in conjunction with SOPAC on Disaster Risk Management. The training, designed to target police leaders in the Pacific, reflects the Pacific Framework goal to coordinate, develop, and promote the process of accreditation for existing and future disaster risk reduction and disaster management training programmes (under Guiding Principle (ii)); and
- iii. Addressing the role of police in planning for effective preparedness, response and recovery (under Guiding Principle (iv)), in particular by developing a regional platform for the deployment of police resources in a disaster management context.

SOPAC, in partnership with the Australasian Fire Authorities Council (AFAC), are also currently providing a range of technical and institutional support to the Fire Services in the region. A recent initiative under this partnership is the development of the Pacific Islands Fire Service Association (PIFSA) to provide a forum for fire services to share information and models of good practice as well as networking and promoting issues of public safety within the

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region. While some larger Pacific fire services (such as Fiji and Papua New Guinea) are independent organisations within government, many of the smaller services are attached to the police departments where resources are constrained due to competing demands.

The Secretariat project falls within the PICP Strategic Plan by meeting Objectives 2 and 3 (Communications and Capacity Building) of Key Focus Area 1: Community Policing.

2.1.3. National

Several Pacific Island governments are now in the process of drafting comprehensive disaster risk reduction and disaster management policies and plans that incorporate a 'whole of government' (or 'whole of community') approach to disaster management drawing on SOPAC and Pacific Island Forum Secretariat (PIFS) resources. Such plans and policies should/will acknowledge that in the event of any large scale national or regional disaster, a coordinated response from all levels and sectors of society (including the police) will be required.

The Project Team conducted in-depth research into disaster management practices across a number of Pacific Island countries. Summaries of those enquiries can be found at 'Attachment B: Country Briefs'.

2.1.4. Organisational

At this level, individual government agencies within Pacific Island Countries (PICs) need to have a disaster management plan in place that provides for Prevention, Preparedness, Response and Recovery in the event of a large scale disaster or emergency. In the law enforcement context, this translates to the policing organisation(s) of each PIC developing and implementing plans and policies that address all aspects of risk reduction and risk management.

It is envisaged that this plan will assist PICP members in developing their individual policing plans by highlighting the issues that should be considered when drafting a national police disaster management plan and will also provide a database of potentially deployable resources to assist in providing a coordinated response to disaster in the region.

3.0 PREVENTION

3.1.0. Definition

Prevention or Risk Reduction is the first phase of the emergency or disaster management process during which steps are taken to prevent and reduce potential effects of disasters. The phase encompasses measures which are adopted in advance of an emergency to either eliminate or at least reduce or minimise the severity of related impacts.

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The exercise may include the examination of previous incidents through a Strength Weakness Opportunities Threat (SWOT) analysis to ensure that any lessons learned are incorporated into contingency plans. We learn better from past performances and they remain the best benchmarks for improvement. Principles of good debriefing are to be considered to facilitate the sharing of constructive ideas and criticisms.

3.2.0. Planning Considerations

Members of the Police Planning team should:

- Conduct debriefing for staff involved in previous emergency response situations;
- Undertake risk mapping of police facilities, equipment and personnel;
- Consider findings of risk mapping exercises that may be conducted by local and central government authorities;
- Ensure that police buildings, transport and essential equipment are maintained for safety of users;
- Promote/ensure occupancy health and safety practices at work places; and
- Secure necessary funding for implementation of disaster management plans.

4.0 PREPAREDNESS

4.1.0. Definition

Preparedness is the second phase of the emergency management process during which plans are prepared to respond to known hazards and risks as well as to unforeseen events or incidents. Planning will also consider maximising the effectiveness of the resources used and recovery from the emergency or disaster.

A national police disaster management plan should address:

- Role of Police - Preparedness Phase
- Role of Police - Planning for Response;
- Planning for Training;
- Business Continuity Planning; and
- Mutual Assistance

4.2.0. Role of Police - Preparedness Phase

As the national controller in times of disaster, the Police Commissioner in many PICs has a major role to play in assisting with the process of strengthening disaster management arrangements. During the Preparedness phase, this role will include:

- Ensuring appropriate police representation on national committees;
- Supporting and actively participating in the review and updating of national policies and plans to ensure they reflect the need for an 'all hazards' and integrated approach as described in the regional framework;
- Ensuring police participation in community preparedness activities; and
- Where police have the additional responsibility for the fire service, ensuring this part of the organisation is appropriately resourced and able to influence public safety issues such as adequate fire protection and prevention programs that support the building of safer and more resilient communities.

4.3.0. Role of Police - Planning for Response

Police roles and powers for emergency and disaster response are expected to be described in the various statutes and legislation of each government. The legislation is expected to specify obligations and duties of the police should there be a state of emergency declaration. Arrangements in some countries will see separate legislation empowering and governing police responses to unplanned and planned incidents.

This legislation will be the blueprint and benchmark for necessary police planning. Some legislation will specify roles and areas of responsibility for police. Police planning will further explore these designated roles and areas of responsibility for a more detailed account in terms of execution.

National plans to be prepared by relevant government ministries in PICs will place certain requirements and guidelines for police emergency management planning. These guidelines are expected to include police measures in planning, coordination, police role, police functions (in addition to existing police responsibilities), deployment and possibly reinforcements from the Military for countries having Military forces.

National police plans will provide for, and form the basis of, police action in an emergency situation and (where applicable) form the basis of police action for an extensive multiagency response should there be a state of emergency declaration.

For further information on how to write an emergency plan, please see:

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- US Federal Emergency Management Agency (FEMA) 'Guide for All-Hazard Emergency Operations Planning' available at www.fema.gov/rrr/gaheop.shtm; and
- New Zealand Police "National Emergency Management Plan" available through the PICP Secretariat.

Designated police roles and responsibilities in the Response phase should include the following:

4.3.1. Scene assessment and control

Due to the decentralisation of police outposts in outer islands and other remote areas with existing police communication networks arrangements, police will usually be the first agency to have an idea of the extent of the disaster in these areas. Early situation reports with a properly identified communication channel to the emergency operating centre will be essential. Scene assessment will be closely followed by effective scene control, including coordinating the movement of people and vehicles to ensure free access by rescue services. This is a major task for police and will be addressed in more detail below at 4.3.12.

4.3.2. Maintaining law and order

In the event of a large scale disaster or emergency, police priorities (as evidenced through plans and policies) should focus on the following:

- Maintaining law and order;
- Protecting life and property;
- Providing an effective operational response to deal with the incident;
- Providing for the welfare of staff and their dependants; and
- Providing for recovery plans to ensure transition to normalcy.

4.3.3. Establishing effective command and control

Establishing effective command and control includes identifying the lead response section within the Police service (in most instances the tactical wing or equivalent thereof) and establishing an Emergency Operations Centre to coordinate police response activities. Coordinating centres in other districts should be considered where the disaster will affect other districts (such as a cyclone) and/or is expected to cause catastrophic effects on a large scale.

4.3.4. Conducting evacuation, search and rescue operations

In most PICs, the police force continues to command the lead agency role for rescue operations according to existing arrangements. Necessary search, rescue and body recovery skills are to be evaluated with training or upskilling implemented as required. Various PICP members have extended responsibilities over Fire and Maritime services. These services can provide excellent supplementary departments for police rescue operations to assist the tactical unit or the equivalent thereof during a declared state of emergency. Planning in this area should also consider police capacity to

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conduct rescue operations of all people on police premises at the time of an emergency. A full definition of police premises is to be considered including, where appropriate police residential quarters.

4.3.5. Ensuring a coordinated 'Whole of Government' response

This includes ensuring that effective partnerships exist between police, the national disaster management office and other key stakeholders to support effective and well coordinated response arrangements including emergency operations centre management. Integral to this will be ensuring Police representation at national government planning groups for emergency or disaster management and, where applicable, at district level. Active Police participation in multi-agency exercises and debriefs will contribute to the effectiveness of real-time response situations. Police will also require an appropriate media strategy to ensure the accurate dissemination of information to the public consistent with information supplied by other agencies.

4.3.6. Communications

An effective communications system will assist in the dissemination of warning messages and risk mapping exercises that may be conducted by local authorities. The Community Policing model adopted by various PICP members is an excellent vehicle for assisting local authorities in this area. Local authorities responsible for disaster management are expected to include in their plans the hierarchy of warning levels to be issued in regards to various natural disasters. Activation of Police action plans should be tailored to the warning levels. The highest warning level should be one that will require the declaration of a state of emergency and the activation of the national crisis centre or the equivalent thereof.

4.3.7. Investigations

In the case of a man-made disaster, a primary role for Police will be investigating the cause of the incident. Planning for this process should include identifying teams/members to be responsible for conducting the necessary enquiries and compiling the brief of evidence. Police will also be responsible for investigating Missing Person reports and providing the necessary follow up with next of kin for all disasters. Planning for this process could include identifying and training members to act as Family Liaison Officers.

4.3.8. Disaster Victim Identification / Coronial Processes

Where casualties are recorded, investigation processes may include utilising internationally approved Disaster Victim Identification (DVI) procedures. This was the case following the Asian tsunami. During the Preparedness phase, police should meet with the Coroner and establish procedures to be followed in the event of a mass casualty incident. Planning in this category should consider how to obtain mobile mortuary equipment, cold storage facilities,

viewing areas and an interview area for family and friends. For further information in relation to approved DVI procedures, please see the Interpol website at <http://www.interpol.int/Public/DisasterVictim/default.asp>.

4.3.9. Risk Management and Business Continuity

Planning should outline local risks, cover rescue plans for each Police premises, and recommend alternative premises and communications systems to ensure continuity of police response activities and core policing functions. Police premises plans should be considered for all locations used on a routine basis as places of work for police personnel. The plans can be separate to the national police disaster management plan and should cover the following:

- Prevention - risk assessment of the premises. The likely natural and man made disasters with high likelihoods of affecting the premises are to be considered against the premises;
- Preparedness - trial evacuations, data storage and safety (backup system), alternative premises;
- Response - evacuation, necessary rescue of personnel affected, continuation of function; and
- Recovery - returning to normal functions. Business continuity is a major issue and will be addressed in more detail below.

4.3.10. Mobilising/controlling emergency volunteer support

Arrangements in some countries may require police to conduct training for volunteers through the Community Policing programme and to coordinate their activities at the scene of an incident. Limited Police resources could place a heavy reliance on community and volunteer groups. Call out procedures, rotation policies and welfare arrangements should be considered for these groups.

4.3.11. Human Resources (HR) management

Disaster planning processes should make provision for appropriate HR management including: staff response and call out procedures for each district/station; contingency measures should staff resources be affected by the disaster; staff rotation policies to incorporate rest or 'stand down' time; staff welfare including providing temporary accommodation for staff working near the incident scene, plus adequate food, clean water and sanitary facilities.

4.3.12. Scene Control Planning

As identified above, scene control is a critical function for police and must be adequately planned for. The following structure may be employed when planning police control of a scene that is confined to a limited area:

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Incident Control Point (ICP)

The ICP is where the Incident Controller (in the police concept it will be the officer designated with Police Operation capacities and capabilities) and members of the Incident Management Team (to include Planning/Intelligence, Operations and Logistics) direct response activities in an emergency situation. The ICP may be in the form of a vehicle, trailer, tent or building with the following to be considered:

- Positioned away from the general noise and confusion associated with the incident;
- Positioned outside the potential hazard zone; and
- Have the ability to expand as the incident grows.

Assembly Area (AA)

The AA is where resources are organised and prepared for deployment. It may include the provision of crew/personnel welfare and equipment maintenance facilities. An Assembly Area is normally located at an established facility for the purpose of support services and not operational.

Staging Areas (SA)

SAs are locations where resources are gathered before being dispatched to a Safe Forwarding Point or directly to an incident area. The Staging Area will provide the following:

- Safe location of resources awaiting assignment;
- Greater accountability by having available personnel and resources in one location;
- Keep track of resources;
- Assist in check in of personnel arriving through means other than that provided through AA arrangements;
- Allow the Incident Controller or the Operations Commander to plan for resource use and to consider other contingencies; and
- Ensure that personnel are properly equipped for response activities.

For an incident that is confined in a particular area (for example a gas leak, exotic animal disease, multiple homicide, uncontrolled demonstration, airline crash, explosive threat, sports stadium collapse, collapsed building etc) planning on movement control under the following may be considered:

Airspace Restrictions

Consider imposition of a 'no fly' zone over incident area to control unwanted aircraft e.g. media.

Perimeter Control

Operations requiring perimeter control may include gas leaks and other incidents where containment is important.

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Cordons

Means used to restrict movement and contain incident. Requires the deployment of both personnel and equipment and may use natural features as reference points. To include the establishment of outer and inner cordons and is established mainly to control movement of response agencies/departments. The various facilities mentioned above with the exception of the Assembly Area will be located between the outer and inner cordons.

Road Blocks

Any form of barrier or obstruction limiting the passage of vehicles. To be recommended in circumstances where access in and out of the incident area is to be rigorously controlled. Legislations providing police powers in this area are to be clearly defined to avoid possible lawsuits from stakeholders that will be affected.

Checkpoints

A strategic position from which traffic movement can be observed and controlled.

Evacuation

Removing people from an area that may be dangerous or for strategic reasons. This may be necessary in the following situations:

- An armed offender in the area;
- A state of emergency situation;
- A major fire or hazardous chemical incident; or
- A mass causality incident

For more information on evacuations, please see the IACP National Law Enforcement Policy Center "Model on Evacuation Procedures", previously distributed by the Secretariat.

4.4.0. Planning for Training

SOPAC, in conjunction with PRPI, have designed and developed the necessary training resources for a proposed Police Leadership Development Unit on Disaster Risk Management which will be credited to PRPI courses pursued either through University of the South Pacific (USP) or the Divine Word upon completion. The proposed training is expected to target potential police leaders in the Pacific (Superintendent and above) and will cover the following areas:

- Introduction to Disaster Risk Management - Global, Regional and National Context to include introductions to the Regional Framework for Action 2005 - 2015 and the Pacific Plan;

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- Concepts and Principles of Disaster Risk Management - to include regional model of Disaster Risk Reduction and Disaster Management with an emphasis on 'all hazards' and whole of government/community approach;
- Developing and Implementing Disaster Risk Management at National Level - Challenges and Constraints. Discussions to also include case studies based on SOPAC experiences;
- Police Services and Disaster Risk Management - Current and Future Roles with an emphasis on possible Disaster Management and roles and the need for management of own business continuity risks;
- Emergencies and Disasters - An overview;
- Managing Multiagency Response and Relief - focusing on the 3 Cs Command, Control and Coordination;
- Multiagency Training and Exercising;
- Practical Exercise - with an emphasis on solution finding and decision making; and
- Unit Summary/Concluding Discussions/Feed - back.

Good planning will be strengthened by training and exercising. For some agencies, including police, responding to disasters is considered part of their day to day work. This extension of normal roles (where response activities impinge on core police functions) will cause strain on the organisation, demanding the implementation of a well-considered disaster management plan.

The Pacific Framework for Action 2005 - 2015 provides for a whole of government and whole of community approach. National and agency planners are also expected to reflect on this. Training plans adopted by police should also consider joint training exercises with other principle response agencies to ensure a well coordinated multi agency response should there be a need for one. The SOPAC/PRPI training proposal will cover this area under its session on Multi Agency Response and Relief.

Recommended topics for local training may include the following:

- Awareness - To focus on range of impacts to be expected, numbers of affected persons and related emotional effects with the necessary response to address this. May also include introductions to roles played by other response agencies expected to participate in a multi agency approach;

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- Liaison and coordination - To highlight the importance of liaison and cooperation in the delivery of response activities;
- Communications - To focus on familiarisation of other agencies terminology and the possible adoption of common terminologies in a multi agency response;
- Public/Media relations - To focus on practical training in interview and news conference techniques;
- Stress Recognition - To focus on the recognition of stress both in victims and responders;
- Exercises focusing on Command and Control roles for senior managers built around the four (4) main components of coordinated incident/emergency management roles. Incident managerial roles may include the following:
 - Incident Controller/Operations Commander or the equivalent thereof. Responsible for the overall direction of response activities in an emergency;
 - Operations Manager - Head of tactical response. Responsible for carrying out response activities with the primary responsibility of implementing/executing the incident action plan;
 - Planning/Intelligence Manager - Responsible for gathering, evaluating and disseminating information regarding the incident; and
 - Logistics Manager - Responsible for providing facilities, materials, services and resources (may include personnel during large scale operations) to support the incident responders.

4.5.0. Business Continuity Planning

Purpose

The Business Continuity Plan provides a framework for maintaining core police functions in the event of disruption through any natural or manmade disasters or emergencies, loss of staff (possible high causality rate during a pandemic attack etc) and the loss of facilities or premises. The plan will be different from the police disaster management plan and will be a policy document to provide for the following:

- Identification and assessment of likely risks;
- Identification of core police services/functions that must be maintained and functions that may be scaled down;

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- A framework for business recovery; and
- Direction for temporary positions of command should existing commanders be detailed for emergency response activities;

Implementation of Plan

The person or division within the police responsible for implementing the plan should be identified. Contingency measures should be considered should this person or division be unavailable.

Likely circumstances surrounding the need to implement the plan should be defined. The plan is most likely to be implemented due to structural damages to police facilities and/or in situations of severe staff shortages being a result of:

- High casualty rate (pandemic attack);
- Disasters cutting off access routes of staff to places of work; and/or
- Re - deployment of a large number of personnel for emergency operations.

Responsibilities

Command and control roles are to be identified for business continuity planning in all districts as well.

Prioritising Police Services

Despite Police commitments to any catastrophic event or incident, it is still required to provide certain core business functions to the community and state. Services will have to be prioritised according to the various legislative requirements in each country.

Existing police functions, duties and business may be prioritised according to the following categories:

- Mandatory - A service that is required by law to be performed;
- Critical - A critical service that has to be performed on demand;
- Priority - An important service that should be performed but may be delayed/limited for a higher priority service to be performed; and
- Discretionary - Services that may be suspended for a more critical or priority service.

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Re-Deployment

Re-deployment will be tailored according to functions under the four categories above. Police deployment to provide high visibility roles through patrols and availability at police stations to deter lawlessness will retain public confidence in the police.

The exercise may include recalling personnel on leave or days off and the scaling down of functions falling under the Priority and Discretionary categories.

For further assistance with drafting a police business continuity plan, please contact the Secretariat to obtain a copy of the New Zealand Counties Manukau Police District Business Continuity Plan.

4.6.0. Mutual Assistance

A key component of effective disaster management planning is to acknowledge that in the event of a large scale emergency or disaster in the Pacific, local policing services may require assistance from other PICs in responding to that disaster or emergency. To this end, the PICP Secretariat has developed a database of policing resources in the region to indicate the nature and location of certain resources that may be available for deployment under particular circumstances (see 'Attachment C: PICP Disaster Management Resource Database').

The database categorises resources under the following headings:

- Patrol Boats
- Forensics
- Disaster Victim Identification (DVI)
- Search and Rescue
- Bomb Team
- Dive Team
- Dog Team
- Hazardous materials
- Crowd Control
- Armed Tactical Response

The database shows the level of capability and potential quantity of resources currently available in the region. It is a 'living document' that will be kept updated by the Secretariat and made available through the 'members only' section of the PICP website www.picp.org. Please note that an entry in the database is indicative only and DOES NOT constitute a promise or commitment by any country to provide assistance in the event of a disaster. If a Pacific Island policing service requires equipment or personnel shown on the database, it is incumbent upon them to request the provision of the desired resource from the relevant policing organisation.

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It is essential that PICP members consider how such resources could be requested or provided in an emergency situation and incorporate this process into their national policing plans and policies. Options range from negotiating informal ad hoc bi-lateral requests for assistance, through to PICP members entering into more formal mutual assistance arrangements. Either way, planners must consider a number of key factors when considering either requesting or providing assistance from or to another Pacific Island policing organisation.

These factors include:

- How a request should be made (eg. verbal and/or written);
- Who has the authority to request (and conversely, to commit) equipment/personnel from another PIC;
- Under what circumstances can equipment/personnel be requested (eg. declared state of emergency);
- Who will have command and control of equipment/personnel that is being deployed;
- Who will fund the provision of requested equipment/personnel;
- Who carries the legal liability for equipment/personnel that is on loan;
- What limitations shall apply to the provision of assistance (eg. one country will only assist another to the extent that the commitment does not endanger primary policing operations in their jurisdiction);
- What legislative provisions will need to be changed and/or enacted to enable the request or provision of assistance from/to a foreign law enforcement agency; and
- What are the implications for local Customs and Immigration services if a request for assistance is actioned (eg. what changes need to occur at the government level to ensure the smooth facilitation of goods or people through national borders).

The Secretariat Project Team has identified four possible options for the provision of mutual assistance:

1. Maintaining the current situation of negotiating ad hoc, informal agreements in response to requests for assistance;
2. Entering enter into a multilateral Memorandum of Understanding (MoU) or Declaration of Commitment as part of the regional planning process (see example at Attachment D);

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3. Entering into bilateral MoU's in immediate response to a disaster affecting one of those countries (see example at Attachment E); or
4. Entering into bilateral MoU's as part of a local planning process (see example at Attachment F).

A table showing the relative advantages and disadvantages of each option is available at Attachment G.

For further background information on this topic, please see:

- International Association of Chiefs of Police (IACP) National Law Enforcement Policy Center, "Mutual Aid: Model Policy" and "Mutual Aid: Concepts and Issues Paper", as previously distributed by the Secretariat; and
- Emergency Management Assistance Centre (EMAC) Model Intrastate Mutual Aid Legislation available at www.emacweb.org.

5.0 RESPONSE

5.1.0. Definition

Response is the third phase of the emergency management process during which assistance is given to victims.

5.2.0. Response Management

The management of response can be divided into three (3) levels or phases - Operational, Tactical, and Strategic. The requirement to implement these management levels will depend on the nature of the incident. Incidents are normally handled at the Operational level and consideration may be given to the other management levels as the incident develops.

A national police disaster management plan should recognise the three management levels and the necessary functions to be undertaken. Items for consideration during the Operational and Tactical phases have been addressed above at 4.3.0. 'Role of Police - Planning for Response'. This section will focus on the Strategic level for police planners to consider.

5.3.0. Planning Considerations

It is during the Response phase that the effectiveness of partnerships between police, the national disaster management office and other key stakeholders will be tested to ensure a coordinated response. Planning for this phase should accord with individual country legislative requirements and address the following:

- Activation of Police emergency operations or crisis management centre/s with appropriate management and reporting structures;

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- Responsibility for locating and briefing the appropriate government Minister;
- Method of communication between the Police, the Minister's office and other key agencies e.g. Civil Defence, Military, Transport, Health;
- Format, content and timeliness of situation reporting both internally to the Chief of Police and externally to the Minister;
- Membership, role and location of the Police Chief's Executive advisory group;
- Activation of local, district or provincial disaster management plans and their liaison with the emergency operations centre;
- Processes following the declaration of a state of emergency; and
- Any requests for police-to-police or government-to-government assistance.

Duties to be performed under the above phases should be defined in the national police disaster management plan and in Operational Orders that will be prepared for actual execution on the ground.

For further information on this topic, please see the New Zealand Police "National Emergency Management Plan" available through the PICP Secretariat or 'Members Only' section of the website.

6.0 RECOVERY

6.1.0. Definition

Recovery is the fourth phase of emergency management during which life returns to normal. This encompasses those activities necessary to provide a rapid return to normality. The purpose of disaster recovery is to allow the community to return to normal social and economic activities as soon as possible.

While Police have a limited role in the longer term recovery process, this phase actually begins during the Response phase when initial damage assessments and relief coordination are conducted.

6.2.0. Planning Considerations

The primary planning consideration for Police during the Recovery phase will be ensuring that effective Business Continuity Plans are in place for each police premises. For more information on Business Continuity Planning, see above at 4.5.0. Other matters to consider will include:

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- Alternative Police premises in the case of evacuation and/or alternative facilities such as water, power and sewerage;
- Alternative communications;
- Implementation of a staff rotation strategy to ensure effective continuation of police roles and functions;
- Implementation of a staff welfare policy that allows for trauma debriefs, rest or stand down periods, etc; and
- Information security or duplication off site to protect records or archives destroyed as a result of flood, fire, etc.

7.0 ATTACHMENTS

- A** A Fragile Pacific
- B** Country Briefs
- C** PICP Disaster Management Resource Database
- D** Sample Multilateral Planning MOU
- E** Sample Bilateral Rapid Response MOU
- F** Sample Bilateral Planning MOU
- G** Options: Advantages and Disadvantages