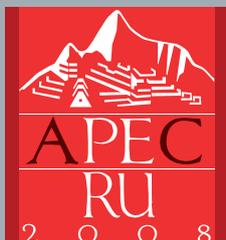


# 2008

## OUTCOMES REPORT

APEC Emergency Management CEOs' Forum

12-14 AUGUST 2008, LIMA, PERU – EDITION 2



Asia-Pacific  
Economic Cooperation

## Background

Emergency preparedness is a significant and growing priority for APEC economies. The Asia Pacific region suffers from a disproportionately high incidence of natural disasters that can exceed the response capacities of a single community or national government. In 2007, there were some 400 disasters recorded, affecting nearly 200 million people. A large majority of these disasters took place in the APEC region, with nearly half of the affected population in China alone. In 2006, natural disasters caused US\$35 billion in damages worldwide.

While disaster response is critical to saving lives and reducing economic impact, we now recognise that response alone is not enough. We need to do better on disaster risk reduction and emergency preparedness, and this needs to be driven not only by national governments, but also by regional and international organisations, and by local communities and the private sector.

In August 2007, the inaugural APEC Emergency Management CEOs' Seminar was convened in Cairns, Australia. It provided a unique opportunity for strategic engagement with disaster and emergency management coordinators from APEC member economies and critical international partners.

APEC Leaders and Ministers continue to highlight that strengthening emergency preparedness in the region is an abiding interest for APEC. The importance of emergency preparedness and management was highlighted this year by the tragic earthquake in China's Sichuan Province on 12 May 2008 and Typhoon Fengshen in the Philippines on 22 June 2008.



# Focus of Seminar

The Seminar had two principal areas of focus:

1. Development of a “Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific Region 2009-2015”; and
2. Building business and community resilience.

Below is a summary of central themes discussed at the CEOs' Forum.

## *Threat posed by the recurring El Nino phenomenon*

First Vice President of the Republic of Peru, H.E. Luis Giampietri, opened the Seminar describing the recurring El Nino phenomenon and the profound economic and social impact it has had on Peru and other APEC economies. He argued regional cooperation was the only possible response to this and future large scale disaster events. A number of other Latin American speakers also highlighted the threat posed by El Nino.

## *Development*

The Chair (Major-General Luis Palomino, Head of National Institute of Civil Defence of Peru) underlined the close links between development and risk mitigation posed by natural disasters. If risk is not managed, natural disasters can significantly impede the sustainability of economic growth. Developing economies often face particular risks in this regard, as they tend to lack resilience. APEC provides a useful forum for developing the capacity of economies and local communities to reduce the impact of natural disasters and to institute post-disaster recovery mechanisms. As disasters increase in scale and frequency, it is becoming even more important that we take concrete steps for disaster risk reduction.

## *Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific Region 2009-2015*

Peru, supported by a technical consultant team, sought CEOs' guidance on a Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific Region 2009-2015, which would be passed to the APEC Task Force for Emergency Preparedness (TFEP). The draft was extensively discussed. There were several presentations by experts and consultants, and CEOs' broke into small working groups to discuss different aspects of the working document. The outcome of these discussions, in the form of a more advanced draft, is attached. The Strategy was to be passed to the APEC TFEP.

The Chair underscored the need for a Regional Strategy for Disaster Reduction that would facilitate cooperation between APEC economies, international organisations and the private sector to attain the goals of the TFEP.

## *Community and Business Resilience to Disaster*

Three invited special guest presenters (Dr Jemilah Mahmood, Malaysia, David Parsons, Australia and Alberto Lim, Philippines) spoke about different aspects of community and business resilience. It was clear that business and community resilience needed to be considered together if APEC economies seek to create societies that are resilient to a range of emergencies. While natural disasters constituted the focus of all three presentations, the same considerations are applicable to a range of threats including pandemics and terrorist attacks.

The following key points were made:

- The risk posed by “natural disasters” is determined less by the magnitude of the hazard, and more by the readiness of the affected community, from safe construction of infrastructure, to knowledge about how to act when a disaster occurs;
- In the aftermath of an emergency event, truly resilient communities and businesses will not only recover, they will improve living standards or increase their profitability;
- Emergency management is often beyond the capacity of individual governments. It is crucial that APEC economies recognise the importance of support from two sources for both disaster relief assistance and co-operation in preparation for emergency events;
  - The international community, including bilateral partners and regional organisations; and
  - The local community directly affected, including the private sector.
- Increasing economic interdependence in regions like APEC has increased the likelihood that disruption of business in one economy will cause disruption elsewhere;
- Large businesses need to be aware of risks that affect economies in which they invest, or from which they receive goods and services;



*First Vice President of the Republic of Peru, H.E. Luis Giampietri and Major-General Luis F. Palomino Rodriguez, Head of National Institute of Civil Defence of Peru*

- Public-Private Partnerships are critical tools of preparation for disaster relief;
  - The private sector is often willing to assist, but it is preferable to formalise a relationship between governments and businesses;
- Self-help is a significant component of emergency preparedness, as dependency on the government is unlikely to be beneficial;
  - It is important that communities develop a culture of preparedness; and
  - Local communities need to be made aware of the risks they face, how best to prepare, and what can be done in response to natural disasters.

### ***Proposed Public-Private Partnerships in Business Resilience for Disaster Preparedness Workshop***

Prompted by discussions on community and business resilience, and drawing on the draft Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific Region 2009-2015, Australia undertook to investigate the possibility of developing a proposal for a TFEP workshop on Public-Private Partnership for Disaster Preparedness.

### ***Integrating Disaster Risk Reduction Education into School Curricula***

A number of participants commented on progress made with the integration of disaster risk reduction education into schools curricula. It was also indicated that recently the APEC Education Ministers had encouraged further progress in this area.

### ***Sustaining the Emergency Management CEOs' Forum to 2013***

CEOs' agreed to Australia's proposal that the CEOs' Forum be held annually at least until 2013, subject to a biennial renewal of the TFEP mandate and the availability of funds and resources. The Forum is to assist the TFEP to:

- develop recommendations, activities and strategies that build business and community resilience to disasters in APEC;
- engage relevant preparedness and response stakeholders;
- ensure APEC activities do not duplicate the efforts of others;
- seek outcomes that improve the capacity of economies to build preparedness and manage responses effectively;
- engage and request the collaboration of the private sector in these endeavours; and
- coordinate efforts in the area of emergency preparedness with other APEC related fora.

It was also agreed that a CEOs' Steering Group would be formed to steer the agenda and draft relevant processes for CEOs' consideration.

## *Lessons Learned from Previous Disasters*

Presentations were made on lessons learned from earthquakes that have recently taken place in China, Peru, Indonesia and Japan. The four presentations emphasised the importance of the following:

In preparation for an emergency event:

- Raising public awareness about options and responsibilities for individuals and local communities with regard to preparation for and response to natural disasters;
- Investing in the resources that will be necessary to effectively respond to natural disasters; and
- Developing disaster response and recovery plans.

In response to an emergency event:

- Drawing on international support for the relief effort;
- Encouraging volunteers and businesses in the local community to contribute to both rescue and relief operations; and
- Ensuring the continuous flow of information between all levels of government as well as the public and the private sector.

China outlined its plan to present to the TFEP for consideration draft APEC Principles on Disaster Response and Cooperation.

## *Best practices and capacity-building needs in the region*

Indonesia outlined its analysis of a TFEP stocktake of the best practices and capacity-building needs of APEC member economies. The stocktake revealed that the most prevalent disasters in the APEC region were (in order): flood; earthquakes; typhoons/hurricanes/tornadoes; fire (urban/rural/forest/bush); agricultural/animal health emergencies; and population health emergencies (such as pandemics).

The stocktake also revealed that the region had capacity building needs in the following key areas: Community Emergency Preparedness (CEPP); Vulnerability & Risk Assessment/Risk Map Analysis; Training of Trainers on Disaster Management; Community-Based Disaster Risk Management; Emergency Relief Assistance; Logistics Arrangement in Disaster Management; Critical Infrastructure Protection; and International Exchange/Secondment.

## *Social and Economic Aspects of Disasters*

Dr Allan Lavell gave a presentation entitled “Social Aspects of Risk and Disaster, and Prospective Risk Management”. He emphasised the importance of considering disasters as the result of social rather than purely natural processes. The magnitude of a natural hazard is not the only factor that determines the extent of damage it will cause. This is also closely related to risk management in the affected economy. Dr Lavell encouraged economies to move beyond the traditional view of risk management that focuses only on remedying the immediate problem. He suggested corrective-progressive risk management incorporating development goals to improve living standards as part of the process of emergency preparedness. Disaster risk reduction should include prevention of threats to infrastructure, livelihoods and economic enterprise.

Ricardo Zapata-Marti gave a presentation on the “economic aspects of disasters”. He emphasised the importance of analysing economic loss as a result of natural disasters in order to more effectively promote the management of risk. Emergency events need to be considered in the context of development goals, as they have a severe impact on development potential. In addition, there is a direct correlation between poverty and vulnerability to natural disasters. Emergency events impact on settlement and industrialisation, and disrupt income-generating sectors such as tourism. In modernising economies, destruction of advanced technologies and the burden on insurance companies causes additional economic loss. As a result, there is a need for comprehensive economic analysis using market values to assess risk. Risk management should be seen as an investment/business opportunity.



*Marking the one year anniversary of the devastating Pisco earthquakes in Peru, local children lit 21 candles to commemorate the victims of disaster in all APEC economies*

### *Other TFEP capacity building activities*

CEOs received updates on other TFEP activities including:

1. Chinese Taipei's 'Workshop on Large-Scale Disaster Recovery' planned for 22-26 September, 2008 in Chinese Taipei and China (pending inter-sessional funding approval from the Budget Management Committee);
2. Australia and Indonesia's endorsed proposal for an APEC Workshop on Damage Assessment Techniques in Indonesia to be held in mid 2009; and

### *Better co-ordination of regional disaster response*

For CEOs' information, Australia and Indonesia outlined the desire of Australian Prime Minister Kevin Rudd and Indonesian President Dr Susilo Bambang Yudhoyono to discuss with APEC Leaders in November 2008 how to better coordinate regional disaster response work. This might include consideration of the disaster response architecture of the region.

To inform the discussion, Australia and Indonesia noted that they had commenced a joint feasibility study into a regional centre for disaster management and coordination.

Australia and Indonesia signalled that they hoped to share the findings ahead of the Concluding Senior Officials Meeting (CSOM) in mid-November 2008.



*Participants at the Forum were introduced to Peruvian culture by national performers*



### *Upcoming Disaster Conferences*

CEOs' were advised about the following non-APEC conferences:

- Australian Disasters Conference 2009, to be conducted by Australia on 10-13 February 2009 on the theme 'Surviving Future Risks'. The registration brochure is available at [www.ema.gov.au/disastersconference](http://www.ema.gov.au/disastersconference)
- Third Asian Ministerial Conference on Disaster Reduction, 2-4 December 2008, Kuala Lumpur.

### *International Organisations*

CEOs' received updates on the work of the Federation of the Red Cross and Red Crescent Societies, United Nations Development Program, Pacific Disaster Centre, and the UN Office for the Coordination of Humanitarian Affairs.

# Recommendations

It is recommended that the APEC Task Force for Emergency Preparedness (TFEP) note this report and consider the recommendations from the 2008 APEC Emergency Management CEOs' Forum, which were:

- 1 ***Regional Strategy***  
To highlight the CEO's contribution to the development of the "Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific Region: 2009-2015" and welcome TFEP consideration of the document;
- 2 ***CEO Forum***  
To endorse a proposal to sustain the CEOs' forum for the next five years;
- 3 ***Regional Cooperation***  
Welcome Australia and Indonesia's suggestion that leaders discuss how to better coordinate regional disaster response work;  
Note that to inform this discussion Australia and Indonesia are undertaking a joint feasibility study into a possible regional centre for Disaster Management and Coordination
- 4 ***Damage Assessment***  
To note CEO support for and recommend to TFEP the endorsement of a proposal for regional training on Damage Assessment Techniques;
- 5 ***Recovery***  
Note CEO support for and recommend TFEP endorsement of the upcoming workshop on Large Scale Recovery in APEC;
- 6 ***Resilience***  
That TFEP note the priority CEOs' place on building community and business resilience; and on training, exercising and lessons learned; and on regional cooperation for the future (without duplicating other regional organisations);
- 7 ***Resilience Workshop Proposal***  
Subject to a successful funding source being identified, it is recommended that TFEP approve the CEOs' Forum conducting a multi-economy workshop aimed at developing a best practice guide for public-private partnerships for disaster preparedness;
- 8 ***2008 TFEP Stocktake***  
CEO Seminar welcomes the results of 2008 TFEP Stocktake conducted by Indonesia, which identifies the capacity building needs of economies in order to enhance further works on emergency preparedness programs; and
- 9 ***Disaster Response and Cooperation***  
Welcome APEC principles on disaster cooperation proposed by China

Attachment A - Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific Region 2009-2015

## Attachment A

# Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific Region: 2009 to 2015

## Executive Summary

Disasters in the Asia-Pacific region have a devastating impact on its citizens, businesses and economies. Today, over 70 per cent of the world's natural disasters occur in the Asia-Pacific. Scientists advise that this number and the severity of the disasters is increasing, and that extreme weather events will become even more common place with the advent of climate change. The risk to life, property and economic prosperity is magnified by growing populations, urbanization, globalization, poor land-use planning and c for resources, as well as shortcomings in the region's disaster preparedness and management architecture. No economy is immune. Every disaster has cross-border implications. Failing to strengthen disaster risk reduction, preparedness, response and recovery in the region will have enormous human and economic costs.

APEC Leaders have reiterated the need to further strengthen APEC's efforts to build community resilience and preparedness for emergencies and natural disasters. APEC offers a very useful platform to drive regional cooperation and collaboration and mainstream disaster risk reduction and disaster management in national planning and budgetary systems. APEC must seek to capitalize on its strengths of broad regional reach, high-level political involvement, multi-sectoral participation and private-public sector partnerships. APEC, through its Task Force on Emergency Preparedness, is particularly well-placed to strengthen business resilience and the participation of the business sector.

This regional strategy for regional disaster risk reduction identifies three core objectives or end-states for APEC to pursue in the period to 2015, which co-indices with the United Nations 'Hyogo: Framework for Action' decade. First, that political decision-makers in APEC economies understand the economic and social costs of disasters and, equally, the human and economic costs of failing to take action. Second, that the gaps in regional disaster risk reduction approaches are identified and shared to support the delivery of targeted capacity-building initiatives. And finally, that a suite of practical mechanisms are developed that will aid APEC economies to build business and community resilience.

These objectives should be pursued through coordinated interaction with APEC fora and relevant external bodies, and should complement other international efforts such 'Hyogo'

Also, to achieve these core objectives, APEC economies should endeavour to: prepare for disasters jointly; manage risk prospectively; and use a long-term development approach to recover from disasters. This Strategy suggests a range of areas where cooperation might be warranted.

This strategy – the APEC Strategy for Disaster Risk Reduction and Emergency Response and Preparedness of the Asia-Pacific 2009-2015 – articulates a framework for the APEC Task Force on Emergency Preparedness (TFEP) and APEC Member Economies to facilitate the delivery of meaningful regional, national and community-level contributions in the Asia-Pacific that will strengthen disaster risk reduction, preparedness, response and recovery in the region.

This strategy in 2008 is a first edition of the collective effort, led by Peru. It is intended that the strategy will be further developed and progressed in future years, as circumstances and events change. It has not been prepared on a 'set-in-stone' basis.

One of the key forums for progressing the strategy in future years will be the APEC Task Force on Emergency Preparedness (TFEP) Emergency Management CEOs'/Senior Officials Forum. At its' meeting in Peru 2008 the Forum resolved to continue to meet on an annual basis, subject to the TFEP mandate discussed following.

It is acknowledged that the APEC Task Force on Emergency Preparedness is a temporary APEC body. Its current mandate ceases at the end of 2009. While APEC member economies will be able to pursue this Strategy until 2015, the Task Force's capacity to do so will depend on the willingness of APEC Senior Officials to renew the TFEP's mandate every two years.

Information on the background to, and development of, this Strategy is at Annex A.

## 1. Importance of Regional Cooperation

The Asia-Pacific region comprises 52 per cent of the earth's surface area, 59 per cent of the world's population, and over 70 per cent of the world's natural disasters. Most of APEC's 21 economies are located in the Pacific Ring of Fire, which is home to over 75 per cent of the world's volcanoes and 90 per cent of the world's earthquakes. The Asia-Pacific region is also affected by weather phenomena's such as the El Niño South Oscillation (ENSO) and La Niña, which have become increasingly evident in recent decades.

The number and severity of these disasters is increasing as a consequence of growing populations, globalization and weather extremes. Climate change, urbanization, poor land-use planning and competition for resources will also increasingly magnify the impact of an event. And in this age of instantaneous communications and growing economic prosperity, national and local governments are being held to a rising standard.

Disasters have enormous social and economic ramifications for APEC economies across multiple borders and jurisdictions. So they provide significant challenges to governments, and necessitate a regional response.

Disturbingly, the region's disaster preparedness and management architecture can be slow to react and to adapt to new challenges. Efforts to reduce risk and build national capabilities to self-manage disasters could be strengthened considerably. The sector has a heavy focus on better delivery of current capabilities and the management of known threats, but response efforts have often been uncoordinated, with too many and sometimes poorly-skilled actors.

Disaster risk reduction and preparedness, in particular, are central to ensuring that regional economies can operate with a degree of certainty, and that businesses and economic managers can make plans for the future.

APEC brings together nearly all of the important and dynamic economies of the Asia-Pacific region and constitutes a very useful platform to drive international and regional cooperation, and to mainstream disaster risk reduction and disaster management in national planning and budgetary systems. Also, APEC has much that it can share amongst its members and globally. Several of the most destructive disasters of recent years have occurred in the APEC region. Regional economies can learn valuable lessons from these unfortunate events, including about the close relationship between disaster risk and development.

## 2. Role of APEC

In September 2007, APEC Leaders reiterated "the need to further strengthen APEC's efforts to build community resilience and preparedness for emergencies and natural disasters." APEC Ministers also concluded that strengthening emergency preparedness and promoting the economic benefits of risk reduction was an 'abiding priority' for APEC.

In March 2008, APEC Senior Officials endorsed an extension of APEC's Task Force on Emergency Preparedness (TFEP) mandate, the Task Force's terms of reference, and re-appointed Australia and Indonesia as co-Chairs for a further two years, until the end of 2009.

The Task Force was instructed to:

- improve coordination and enhance intra-APEC cooperation and integration of best practice emergency and natural disaster preparedness and response efforts in APEC; and
- build capacity in the region to mitigate, prepare for and respond appropriately to emergencies and natural disasters.

APEC – through the TFEP – has been, and should continue to, capitalize on its strengths, which include its broad regional reach, high-level political involvement, multi-sectoral participation and private-public sector partnerships.

In August 2008, the TFEP agreed that its priorities were strengthening:

- business and community resilience;
- public-private partnerships;
- disaster relief coordination and cooperation, including donor management; and
- integration of disaster risk awareness and management education into school curricula.

It was agreed that understanding the economic impacts of disasters in the Asia Pacific region, strengthening disaster risk information systems and improving tsunami early warning systems were also important.

The TFEP's focus on business resilience and public-private sector partnership is appropriate as this is a common gap in many national and regional approaches to emergency preparedness, and this is a core comparative advantage of the APEC forum.

It remains important that APEC's disaster reduction and emergency preparedness efforts complement, not duplicate, other international efforts and that they should be sustainable. As such, APEC is not, nor should it become, a major aid delivery or disaster management organisation.

APEC Member Economies should recognize the extensive work being undertaken at a global, regional and local level to mitigate the risks of social and economic harm associated with disasters – in particular, work relating to the United Nation's Hyogo Framework for Action (HFA) 2005-2015, which provides the global community with a comprehensive framework for building the resilience of nations and communities to disasters. The HFA provides APEC with important guidelines and parameters, and all APEC's activities should seek to integrate with and support UN efforts on disaster reduction.

### **3. Core objectives**

This Strategy seeks to integrate current TFEP and broader APEC activities, and to guide future APEC efforts to achieve three core objectives or end-states by 2015:

1. Political decision-makers in APEC economies understand the economic and social costs of disasters and, equally, the human and economic costs of failing to take action to enhance disaster preparedness.
2. The gaps in regional disaster risk reduction approaches are identified and shared to give the Task Force on Emergency Preparedness and APEC Member Economies – as well as multilateral and bilateral development partners, international financial organizations and other international and regional bodies – the foundation to offer and deliver targeted initiatives that enhance regional preparedness.
3. A suite of practical mechanisms, instruments and communication products for implementation in member economies that inter alia enhances business and community resilience and embeds more comprehensive disaster planning priorities into national and local government policies and tools.

These objectives should be pursued through coordinated interaction with APEC fora and relevant external bodies, and should complement other international efforts such as the United Nation's Hyogo Framework for Action.

All APEC economies are encouraged to give attention to these aims to save lives, protect property, ease social and economic distress and facilitate recovery when disasters strike, while building resilience against future disasters.

## 4. Strategic lines

To achieve these core objectives, the Task Force and APEC economies are encouraged to explore three strategic lines or approaches - that are by no means exhaustive - when considering the scope of disaster preparedness activities:

1. Disasters should be prepared for jointly;
2. Recovery from disasters should be achieved using a long-term development approach; and
3. Risk should be managed prospectively.

The broad spectrum of sectors in which APEC operates, the depth of the networks of public sector officials attuned to APEC issues, and the associations APEC continues to develop with the private sector and international organizations, provides a strong base from which to consider these strategic lines.

### 4.1. Developing joint disaster preparedness actions

Disaster preparedness and response planning should be based on a comprehensive and integrated approach, recognising the efforts of governments, relevant organisations, businesses and the community. There are clear synergies and demonstrated benefits associated with developing joint activities for disaster preparedness and response. These include disaster risk reduction, better community resilience, and improved cooperation in the post-disaster period. Collaboration can be both within and outside the APEC context.

A prerequisite for joint activities at the regional level is the identification of key gaps in disaster preparedness. This facilitates increased cooperation among economies, and with multilateral and bilateral development partners, international financial organizations and other international and regional bodies that have an interest in improving national disaster risk reduction and preparedness infrastructure to strengthen resilience. The TFEP's 2008 stocktake of best practice and capacity-building needs is a good starting point.

Broadly, APEC economies expressed during the development of the Strategy interest in the following types of joint preparedness activities. Not all are best addressed by the TFEP.

- Shared access to information relating to disaster risk at community level
- Sharing of technical capacities, particularly related to technology, training, and related human and material resource development for promotion of new projects
- Development of promotional and advocacy activities, such as seminars and exhibitions, to enhance awareness and to learn from other experiences in the region
- Collective training, including computer-supported simulation programs
- Enhanced mutual assistance in preparing and readying emergency responses
- Exchanges of good practices, lessons learned and gaps in disaster preparedness, as achieved through the TFEP's 2008 stocktake of best practice and capacity-building needs.
- Support for the development of information systems or geospatial data infrastructure for regional hazard monitoring, early warning and disaster response in real time, particularly, the implementation and reinforcement of end-to-end tsunami early warning systems that reach vulnerable communities.
- Strengthening the resilience of local communities and businesses, given that local communities are often the most affected and the first line of response
- Promotion of disaster preparedness at all levels: from individual, to community, local, national and regional level.

## 4.2. Supporting disaster recovery through a long-term development approach

A key element in the effectiveness of recovery activity is ensuring a smooth transition from response through relief and recovery. Consistent with APEC's core trade and investment liberalization and facilitation agenda, APEC activities should seek to embrace a long-term development approach to ensure business continuity and resilience regardless of the size of the enterprise, and to further develop the resilience capacity of national and local actors. This was reinforced during the TFEP's Viet Nam Dialogue in April 2008, the TFEP meeting in August 2008 and the second APEC Emergency Management CEOs' Seminar, which immediately preceded the TFEP meeting.

Broadly, the main strategic considerations for the TFEP and APEC-related activities are:

- APEC's focus should be on preparing small and medium businesses, other economic actors and local communities to be ready for and respond well to disasters. Attention should be given to minimizing livelihood and production losses. To this end, document and information sharing on preparing for and responding to disasters would assist; synergies with other actors working at the communal level should be sought; tools for developing self-reliance and minimizing dependence on external assistance should be promoted; and, the production of toolkits tailored to the local needs and culture will help ensure long-term sustainability
- Public-private partnerships should be promoted to enable a collaborative approach to disaster risk reduction
- The private and non-government sector, including individuals, local NGOs, businesses and international organizations, should be encouraged to provide support for the protection and strengthening of critical public facilities and physical infrastructure. This could be in the form of funding, technology, expertise, program planning and/or policymaking assistance
- The development of effective business continuity and critical incident tools and guides for small and medium enterprises (SMEs) should be supported to reduce vulnerability and promote resilience
- Relief/recovery processes can be facilitated by regional and national endorsement of international disaster relief laws.

The TFEP has undertaken some useful work on recovery from large-scale disasters. It was also agreed at the TFEP meeting in August 2008 that disaster relief coordination and cooperation, including donor management, was a priority of the TFEP. This is important work that should wherever possible focus on the economic and public-private sector partnership dimensions.

## 4.3. Prospective Risk Management

Failing to properly embed disaster risk reduction considerations into development planning processes exposes the worst effects of disasters to those who can least afford it. Conversely, reducing the risk of disaster enhances human security – a core APEC goal – and the quality of life in member economies.

The experiences of APEC member economies in dealing with disasters, including tragic losses of life and property, have led to the development of improved practices and technologies that manage and reduce risks and limit the physical, social and economic impact of those risks. The outcomes and lessons from these experiences provide the basis for further cooperation and information sharing.

To strengthen understanding and reduce disaster risk factors, it is important that the following activities occur. Not all activities are best addressed by the TFEP. Further, a considerable body of work has been progressed internationally, regionally and nationally in developing risk management models so APEC activities in this field should complement these efforts.

- Establishment of risk indicators, including social and economic effects, relating to the disruption of:
  - social services provided at a community level
  - essential government services
  - commercial products and services

- Development of public policies that are informed by the successful experiences of other member economies in the fields of land use planning and territorial organization, environmental management, public and private investments and other related topics
- Development of financial mechanisms (including to transfer risk) and incentives, including for small and medium-sized enterprises
- Promotion of diversified income options for populations in high-risk areas to reduce their vulnerability to hazards
- Joint research on risk, vulnerability and specific instruments for risk reduction and control
- Inclusion of existing information related to El Niño Phenomenon (ENSO) into the public and private development planning process, as well as economic and technical cooperation initiatives in APEC
- Development of integrated information systems for risk reduction, and integration of existing regional information systems
- Addition of “risk assessment considerations” into the planning process for both private and public investments portfolios
- Promotional and advocacy activities, such as seminars and exhibitions, to enhance risk awareness and to learn from other experiences in the region.

#### **4.4. Other considerations**

APEC activities should also be guided by the following principles:

- Shared responsibility between private and public sectors and multi-sector participation is central to strengthening resilience and developing recovery strategies
- Adaptability and flexibility must be a core component of any activity to take account of the differentiated and local character of existing mechanisms in APEC economies
- Activity outcomes must demonstrate a clear notion of how skills and resources can be transferred to local communities for local implementation, and how they will generate and/or strengthen specific capacities at every level (regional, national and local)
- TFEP activities must complement the work of other fora, working groups and ministerial and Leaders meetings that take place as part of the APEC process.
- APEC should build on existing mechanisms and structures
- Understanding the differences in capacities and mandates of international forums with an interest in disaster management is an important precursor to enhancing cooperation
- An ‘all-hazards approach’ should be pursued in developing emergency preparedness mechanisms and activities
- APEC should not engage in emergency and natural disaster relief activities.

## **5. Implementation**

### **5.1 Proposed activities**

In line with the core objectives of this Strategy, and conscious that the states of preparedness and levels of resilience vary among APEC economies, the TFEP should seek to:

1. Provide APEC economies with solid information and criteria relating to the economic and social costs of disasters that have occurred in the APEC region. This information will underline to economies and the public (through the media) the serious human and economic costs of failing to take action to enhance disaster preparedness.

2. Share the findings of the current TFEP needs stocktake together with other current and future gap analysis with member economies, multilateral and bilateral development partners, international financial organizations and other international and regional bodies, to facilitate the delivery of targeted initiatives that enhance regional preparedness.
3. Create a suite of practical mechanisms, instruments and communication products for implementation in member economies that inter alia enhances business and community resilience and embeds more comprehensive disaster planning priorities into national and local government policies and tools.

A number of possible APEC initiatives were considered in the development of this Strategy. These have been listed in Annex B. This list is by no means complete, it has not been prioritised, and it does not reflect the findings of the parallel 2008 TFEP needs stocktake. The ideas included a:

- research project on the economic and social costs of disasters and projections for future disasters in the APEC region
- tsunami early warning system 'final mile gap' assessment
- disaster risk management package for local communities
- pilot program to foster government and private sector disaster management collaboration
- program to link disaster risk information systems in the Asia-Pacific
- disaster preparedness guide for small and medium enterprises
- initiative that encourages business to take account of non-economic risks relating to disasters

## **5.2 Coordination and Collaboration**

To help take this Strategy forward, the TFEP is encouraged to reinforce alliances and partnerships at a global and regional level that make best use of individual organisational strengths, and seek to strengthen already established infrastructure and systems.

The APEC Task Force on Emergency Preparedness is mandated to improve coordination and enhance intra-APEC cooperation and integration of best practice emergency and natural disaster preparedness and response efforts in APEC. Its Terms of Reference also direct the Task Force to cooperate with other international forums, the private sector and non-government organisations in areas of natural disaster response and preparedness.

### **5.2.1 Local instruments (within each economy)**

APEC members support the Hyogo Declaration which states that States "have the primary responsibility to protect the people and property on their territory from hazards, and thus, it is vital to give high priority to disaster risk reduction in national policy, consistent with their capacities and the resources available to them". This approach resonates with APEC endeavors to assist member economies to assess their domestic strengths and weaknesses to strengthen domestic and regional capacities and infrastructure.

APEC member economies approach disaster risk reduction and preparedness differently. The institutional responsibilities of civil defence/protection agencies, emergency preparedness organisations, and risk management institutions vary widely. APEC operates on the basis of consensus and non-binding agreements. The TFEP therefore does not, nor should it, seek to interfere in domestic planning. Instead, APEC can offer a platform to share ideas, lessons learnt and best practices, and to support voluntary APEC-wide initiatives and guidelines.

APEC should also promote a much closer relationship between national risk management agencies (planning and sustainable development authorities) and national disaster/emergency management agencies if preparedness, recovery and risk management planning and thinking is to be truly integrated.

### 5.1.2 Regional organizations and strategies

APEC should continue to work with relevant multilateral arrangements in the APEC region, through which a number of member economies participate and establish joint policies. These include, amongst others:

#### *Asia*

- Association of Southeast Asian Nations (ASEAN) and its Committee for Disaster Management (ACDM), in which 7 economies participate: Brunei Darussalam, Indonesia, Malaysia, Philippines, Singapore, Thailand and Viet Nam.
- Asian Disaster Preparedness Centre (ADPC), includes: Australia, China, Indonesia, Lao PDR, Republic of Korea, Thailand, and Viet Nam.
- Asian Disaster Reduction Centre (ADRC), includes: China, India, Indonesia, Japan, Korea, Lao PDR, Malaysia, Papua New Guinea, Philippines, Russian Federation, Singapore, Thailand, and Viet Nam.

#### *The Pacific*

- Pacific Islands Forum (PIF)
- Pacific Disaster Center (PDC)
- Pacific Islands Applied Geoscience Commission (SOPAC), an intergovernmental, regional organisation with 20 member countries, including 18 Pacific island countries and territories, as well as Australia and New Zealand.

#### *Latin America*

- Central America Integration System (SICA) with CEPREDENAC, which has two policies for coordination including Mexico: Mesoamerican Plan, and the Coordination Forum of Tuxtla Gutiérrez.
- Andean Community Nations, with CAPRADE, integrating Peru; will start joint actions together with Chile.
- International Centre for the Study of the El Niño Phenomenon (CIIFEN)
- Iberoamerican Association of Civil Protection and Defence Governmental Bodies.

### 5.2.3 Bilateral – Multilateral Organizations

APEC should also continue to work with bilateral and multilateral organisations, which inter alia may be in a position to provide support for APEC capacity building activities in the region:

- Organization of American States
- World Bank
- Inter-American Development Bank
- Asian Development Bank
- European Commission

### 5.2.4 International Organizations

APEC should also collaborate, as appropriate, with other international organizations that can support its projects, including:

- United Nations bodies - UNDP, ISDR, OCHA, WFP, ECLAC, WMO, ESCAP, UNCRD, WHO, UNICEF
- International Federation of the Red Cross and Red Crescent Societies
- The Asian Emergency Preparedness and Response (AEPR) Initiative, which was sponsored by the United Nations World Food Programme and aims to enhance coherence and interoperability of all operational response actors through state of the art simulation exercises.
- International non-governmental organisations

## 5.2.5 Hyogo Framework for Action

As noted above, APEC should develop actions that complement the Hyogo Framework for Action 2005-2015, which was agreed to by 168 members of the United Nations meeting at the World Conference on Disaster Reduction held in Kobe, Japan, in January 2005. The Hyogo Framework for Action is a strategic and systematic approach for the mitigation of disaster effects. It stresses the need to increase the resilience of nations and communities to disasters, and specifies the means to achieve this. Additionally, it establishes a general commitment to significantly reduce losses associated with disasters, whether they are human lives or social, economic and environmental assets of communities and countries.

This international strategy has set five Priorities for Action:

1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation
2. Identify, assess and monitor disaster risks and enhance early warning
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels
4. Reduce the underlying risk factors
5. Strengthen disaster preparedness for effective response at all levels.

These priorities for action may be shape APEC's agenda, and could include the following key issues, which are stated in the Hyogo Framework:

- Sustainable development, through disaster risk reduction and adequate environmental management
- Resilience to adverse situations by strengthening capacities
- Preparation plans for action in emergencies, contingency plans
- Recovery after a disaster through cooperation and financial risk reduction programs by promoting the use of insurances
- Scientific and technologic development for an adequate monitoring and early warning (information systems)
- Alliances, such as the coordination between the public and private sector
- Social responsibility translated into humanitarian support in crisis situations
- Development of indicators for measuring progress.

### 5.2.1 APEC fora, groups and ministerial meetings

As described above, the TFEP is mandated to improve coordination and cooperation between APEC working groups, committees, task forces and other fora to improve APEC's disaster preparedness and response efforts. Increased interaction will foster collaboration and the possibility of joint capacity building projects.

The TFEP should strengthen its relationships and interaction with the following fora. This is not an exhaustive list, but represents a starting point for engagement. Annex C provides further details about the fora.

- SOM Steering Committee on Economic and Technical Cooperation (SCE) and its sub-fora, particularly the: Human Resources Development Working Group; Health Task Force; Industrial Science and Technology Working Group; Small and Medium Enterprises Working Group; Tourism Working Group; APEC International Centre for Sustainable Tourism; and, Telecommunications and Information Working Group.
- Counter Terrorism Task Force (CTTF)
- Committee on Trade and Investment (CTI) and its sub-fora, particularly the: Sub-Committee on Standards and Conformance; and Government Procurement Experts' Group
- Policy Support Unit (PSU)
- APEC Study Centres

## **5.2 Monitoring and Follow-Up**

This Strategy is designed to be a 'living document'. It should be revised and updated as priorities change and new challenges emerge. The Strategy's core objectives and strategic lines are not likely to change significantly and should inform the design and development of TFEP activities, and guide the development of the Task Force's annual work plans.

The activities and initiatives set out in the implementation section should be reviewed annually by the Task Force.

## **Development of the APEC Strategy for Disaster Risk Reduction and Emergency Response and Preparedness of the Asia- Pacific 2009-2015**

### **APEC**

The Asia-Pacific Economic Cooperation (APEC) Forum of 21 member economies account for approximately two-fifths of the world's population, over half of world GDP and about half of world trade, and are thus major stakeholders in a strong, expanding rules-based multilateral trade system.

APEC's vision ("Bogor Goals") of free and open trade and investment in the Asia-Pacific by 2010 for industrialised economies and 2020 for developing economies has been undertaken with reference to the 'Three Pillars' of APEC. These are:

- Trade and Investment Liberalisation to reduce tariff and non-tariff barriers to trade and investment.
- Business Facilitation, focused on reducing the costs of business transactions, improving access to trade information, and aligning policy and business strategies to facilitate growth, and free and open trade.
- Economic and Technical Cooperation (ECOTECH), designed to provide training and cooperation to build capacities in all APEC Member Economies to take advantage of global trade and the New Economy.

As the host economy for APEC 2008, Peru adopted the theme of "A new commitment to the Asia-Pacific development." This overall theme for work undertaken during the 2008 APEC year seeks to build on the success of APEC Australia 2007 in building stronger cooperation between all stakeholders for the benefit of the region. APEC Peru 2008 is seeking to broaden private and public sector partnerships including linkages with representatives from civil society, international financial institutions and other global organizations with a direct interest in the well-being and prosperity of the Asia-Pacific Region.

Mitigating the damage and loss associated with disasters has been an evolving priority for APEC since the inception of the Virtual Task Force on Emergency Preparedness in 1997. This was given renewed attention in 2005 with the creation of the Task Force on Emergency Preparedness (TFEP), following the Indian Ocean tsunami.

The TFEP's mandate was extended for another two years at the first Senior Officials' Meeting in 2008. The extension will allow the Task Force to ensure ongoing and effective coordination of emergency preparedness work across APEC.

## **Development of the APEC Strategy for Disaster Risk Reduction and Emergency Response and Preparedness of the Asia- Pacific 2009-2015**

In 2005, APEC Senior Officials adopted an 'APEC Strategy on Response to and Preparedness for Natural Disasters and Emergencies'. That Strategy highlighted the need to strengthen cooperation and technical assistance among APEC economies to address issues such as avian flu, pandemic preparedness and the enhancement of public and business outreach and risk communication to increase transparency and reduce the risk to trade and travellers.

The first TFEP Emergency Management CEOs' Seminar held in Cairns in August 2007 recommended that a 3 to 5 year strategic plan for TFEP be prepared taking into account the human and political imperative for more effective emergency preparedness and risk reduction as well as more timely and effective disaster response. This recommendation was subsequently accepted by the TFEP and included in its 2008 workplan

In response, the National Institute of Civil Defence of Peru (INDECI) - the principal national coordination centre for disaster risk reduction, preparedness and response in Peru - undertook to coordinate the drafting of a "Strategy for Disaster Risk Reduction and Emergency Preparedness and Response in the Asia Pacific region: 2009 to 2015" (PRERED).

INDECI also agreed to hold the second APEC Emergency Management CEOs' Seminar in August 2008, and placed the formulation of the Strategy on the agenda.

Prior to the 2008 CEOs' Seminar, an INDECI Team developed a preliminary draft Strategy in consultation with APEC economies and international experts.

To facilitate the drafting of the Strategy, APEC economies, cooperation agencies, national and regional institutions were invited to participate in an open virtual forum on the [www.desaprender.org](http://www.desaprender.org) website. The forum allowed:

1. Discussion between member economies on the strategy document;
2. Suggestions from cooperation agencies and regional institutions on ways to improve the proposal; and
3. Discussions on public/private investment, territorial planning and vulnerability reduction in futures markets.

A draft reflecting these various contributions was presented to the second APEC Emergency Management CEOs' Seminar in Lima, Peru, on 12-14 August 2008. The draft strategy represented an important step forward in focusing attention on disaster risk reduction and emergency preparedness in the APEC process. CEOs' provided a range of useful suggestions and recommended that the TFEP consider the revised draft Strategy. Peru presented the draft Strategy to the TFEP on 15 August for its consideration and endorsement.

## **List of possible APEC initiatives considered in the development of this Strategy**

*This list is by no means complete, is not prioritized, and it does not reflect the findings of the parallel 2008 TFEP needs stocktake.*

### **1. Research Project on the Economic and Social Costs of Disasters and Projections for Future Disasters in the APEC Region**

The development of a quantitative and qualitative research project that provides a deeper understanding of the consequences of not acting to mitigate disaster risk. This research project should be in two parts:

- A) The quantitative exploration of the financial cost and casualty rates of previous disasters in the APEC region that can be applied to a projection of costs associated with future disasters and estimates of potential reductions in both financial costs, the loss of life and personal injury, and possibly psycho-social implications. This research will seek to establish baseline data that can be used to assess the economic flows affected in post-disaster situations.
- B) The qualitative analysis of the flow-on effects, in terms of businesses affected by previous disasters in the APEC region, to provide a more specific picture of the businesses that are likely to be affected in the event of a disaster. This will be particularly valuable to SMEs who often experience substantial difficulty as the consequence of a disaster due to lack of preparedness and financial resources.

### **2. Tsunami Early Warning System Final Mile Gap Assessment for the APEC Region**

A study to identify 'final mile' gaps in tsunami early warning systems that place economies and lives at risk. Despite the development of intricate early warning systems around the Pacific Ocean, many economies, both industrialised and developing, have limited capacity to warn people in local communities that a disaster is imminent. This project would consider this last link in tsunami warning systems. The Assessment would use the format already developed and employed by IOC-UNESCO.

### **3. Disaster Risk Management Package for Local Communities**

The development of a Risk Management Package for local communities would help improve community preparedness and resilience to disasters. Conceived as a "train-the-trainer" exercise, the project would develop teaching strategies, including workbooks and teaching guides, in multiple APEC languages, that could be implemented by local authorities. The project could draw from the success of the 'Tourism Risk Management Strategy' developed by the 'APEC Centre for Sustainable Tourism (AICST)' that was produced in Bahasa, English, Chinese, Thai and Vietnamese. The number of languages to be translated would be a decision based on cost factors. The translation process would also need to incorporate a process of contextualisation of the content so as to ensure local relevance.

### **4. Pilot Program to Foster Government and Private Sector Disaster Management Collaboration**

To develop a pilot program in one, or possibly two (if economies of scale and operational synergies allow), developing APEC member economies to foster incentives for government to collaborate with private and non-governmental sectors in developing and delivering appropriate responses in the aftermath of disaster to: enhance transparency; enhance governance and monitoring; foster training, solutions/capacity-building; enhance early warning; and, ensure that responses are tailored to the needs of the affected population.

This program would employ case studies from previous disasters, and case studies that would be carried out specifically for the project, to identify areas of collaboration that have proven successful. The program, which would include printed and audio-visual materials highlighting processes and opportunities for collaboration, would be produced for further distribution in that economy and adaptation for use in other economies. If successful, the program could be expanded to include all APEC member economies.

## **5. Linking Disaster Risk Information Systems in the Asia-Pacific**

In order to initiate the rapid exchange of information and improve collaboration, this project would seek to assist economies to connect their national disasters and/or risk information systems. This will generate an information system on disaster risk reduction in the Asia Pacific region that links existing sub-regional and national systems (network of networks) to enhance information sharing among member economies. A research project should first be developed that lists and assesses existing data exchange capacities, detail priority information exchange gaps and provide recommendations on standardising information sharing protocols between APEC member economies.

## **6. Disaster Preparedness Guide for Small and Medium Enterprises in the APEC Region**

The development of an all-hazards “Disaster Preparedness Guide” for distribution to small and medium enterprises throughout the APEC region. SMEs and micro-enterprises are typically affected seriously by disasters due to their lack of capacity to prepare for a disaster and lack of financial resources available for recovery. At the 2007 SME Working Group in Hobart, an “APEC Pandemic Flu Planning Guide for SMEs” was produced for distribution and filtration through to local levels. It is proposed that a one or two-page guide be developed that outlines the essential activities small businesses should undertake to prepare for and so mitigate the impact of a disaster when it strikes. The guide would need to be translated into local languages, and placed into local context. Versions in the official languages of each member economy are proposed with the possibility for further extension of the project into other dialects and languages (pending consent of the relevant economy). The guide could be distributed by member economies as either a hard copy or as a PDF to local/provincial governments or officials for distribution to SMEs.

## **7. Encouraging Business to take Account of Non-Economic Risks Relating to Disasters**

Develop a project with relevant APEC fora to undertake a pilot program for increasing the capacity of businesses in at-risk areas. The project would be conducted in a developing economy to highlight and generate greater understanding of the relevance and importance of attending to non-economic risks associated with disasters. These cover areas such as regulations, social outrage, government reaction, corruption in government procurement and other relevant areas in order to foster Corporate Social Responsibility. The project would entail workshops and seminars to seek the standardisation of equipment relevant to disaster preparedness, the development of varied strategies for specific types businesses and engagement with existing industry associations. Following completion, the program could be reviewed with the intention for adaptation and use in other economies.

### List of APEC Fora with which the TFEP might collaborate

**SOM Steering Committee on Economic and Technical Cooperation (SCE):** The SCE coordinates and manages APEC's Economic and Technical Cooperation (ECOTECH) agenda. SCE sub-fora are in a position to coordinate with the TFEP on a range of capacity and infrastructural development issues that relate directly to disaster preparedness. The following fora in particular have mandates relevant to preparing for, managing and recovering from disasters:

- Human Resources Development Working Group
- Health Task Force (leading to the Health Ministers' Meetings)
- Industrial Science and Technology Working Group
- Small and Medium Enterprises Working Group (leading to the Small and Medium Enterprises Ministerial Meeting)
- Tourism Working Group (leading to the Tourism Ministerial Meeting) and the APEC International Centre for Sustainable Tourism
- Telecommunications and Information Working Group (leading to the Ministerial Meeting)

**Counter-Terrorism Task Force (CTTF):** Also a SCE forum, the work of the CTTF has strong parallels to the work of the TFEP and provides a rich source of practical and process information that could assist the TFEP with the implementation of its activities. This relationship will be useful firstly in considering the successes and failures of the CTTF, particularly where these relate to the intricacies of interaction between the Task Force and Member Economies. Secondly, there are a number of areas in which the activities of the CTTF and the TFEP cover similar topics, particularly relating to the use of resources.

**Committee on Trade and Investment (CTI):** While the core focus of the CTI's work is the reduction of impediments to business activity and the deliberation of trade and policy issues, several of the subgroups and industry dialogues overseen by the CTI are active in areas that have direct relevance to enhancing disaster preparedness such as:

- Sub-Committee on Standards and Conformance
- Government Procurement Experts' Group

**Policy Support Unit (PSU):** Located within the APEC Secretariat, the PSU assists APEC Member Economies on issues such as economic and structural reform, trade and investment liberalisation and facilitation and related ECOTECH policies. The PSU is a resource for APEC fora to use to elevate the quality of their work and expand linkages. TFEP should engage with the PSU to enhance momentum for activities and expand interaction with other fora.

**APEC Study Centres (ASC):** The ASC undertakes studies and research in APEC-related issues through leading academic communities around the region. There are ASCs in 19 member economies, comprising some 100 universities, research centres and centres of academic excellence across the Asia-Pacific. It is possible for the TFEP to seek collaboration with the ASC in conjunction with the Economic Committee to develop research projects in areas such as disaster impact calculations, scientific research, and other studies linking disaster risk reduction with economy at regional, national and local level.



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