

Philanthropic Engagement Framework

Framework Document

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GOVERNMENT OF WESTERN AUSTRALIA

SEMC
STATE EMERGENCY MANAGEMENT COMMITTEE

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Part 1: The Framework

1. Introduction

Emergency events are becoming increasingly severe and frequent, being driven in part by a changing climate. In response, there is growing acknowledgement that the effective and efficient management of emergencies across the emergency management spectrum (prevention, preparedness, response, and recovery [PPRR]) requires a whole of society approach.

The State Emergency Management Committee (SEMC) is leading the design of a whole of society approach to emergency management, with strategic emphasis on prevention and preparedness. The SEMC acknowledges the important role of philanthropic and private organisations in emergency management, and the need to work collaboratively with these sectors. Philanthropic and private organisations in this instance refers to a broad group ranging from high net worth (HNW) individuals, private organisations, philanthropic organisations, not-for-profits (NFPs), non-governmental organisations (NGOs) and corporates. Such organisations have the potential to enhance State and local emergency management capabilities and capacities through the provision of resources, people, and expertise. The growing importance and prominence of philanthropy in emergency management is also reflected at a Commonwealth level through efforts to further enhance and formalise arrangements between government and private/philanthropic actors.

In Western Australia, arrangements between government and private/philanthropic actors for emergency management are ad hoc and unstructured. Not only does this increase governance risk for State Agencies and the risk of reputational damage for participating organisations, it also represents a lost opportunity to leverage the collective capabilities of private and philanthropic organisations for a more effective and efficient delivery of emergency management outcomes across PPRR.

This paper provides an outline of the proposed Philanthropic Engagement Framework for Emergency Management (the Framework) which will define governance structures and principles for engagement to strengthen emergency management and the overall resilience of Western Australia.

Purpose

The Framework provides guidance on the key issues to be considered when determining appropriate governance arrangements for public-private partnerships for emergency management across PPRR. The Framework has been designed as a series of high-level engagement principles and objectives which, through their application in the State Emergency Management Framework, and operationalisation by Emergency Management Agencies (EMAs), will support increased collaboration between public and private sectors for an effective and efficient emergency management system.

Benefits

The Framework provides guidance on engagement principles and governance structures to strengthen partnerships and collaboration between State and Local Governments with philanthropic and private organisations. In doing so, it will provide the following benefits:

- greater opportunity to leverage the resources, capabilities, and capacities of non-emergency management organisations for the overall enhancement of State emergency management capability,
- better alignment of State, community and private/philanthropic objectives and functions, particularly with respect to prevention and preparedness,
- reduced governance risks to State Agencies and reputational risks to participating organisations,
- greater formalisation and transparency of arrangements for public-private relationships,
- guidance for decision-makers for the development of public-private relationships for emergency management.

Audience

The Framework has been designed for use by EMAs (organisations with emergency management roles and responsibilities as outlined in the State Emergency Management Framework) as well as private and philanthropic organisations (as described in section 1.0) with interests related to emergency management.

2. The Framework

The Framework (Figure 1) provides a high-level overview of partnership principles and objectives to guide partnerships between public and private organisations across PPRR. Although partnerships across the emergency management spectrum and between individual organisations will differ in their content and intent, the Framework is equally applicable in the operationalisation of such arrangements. The Framework consists of three main domains which are described below.

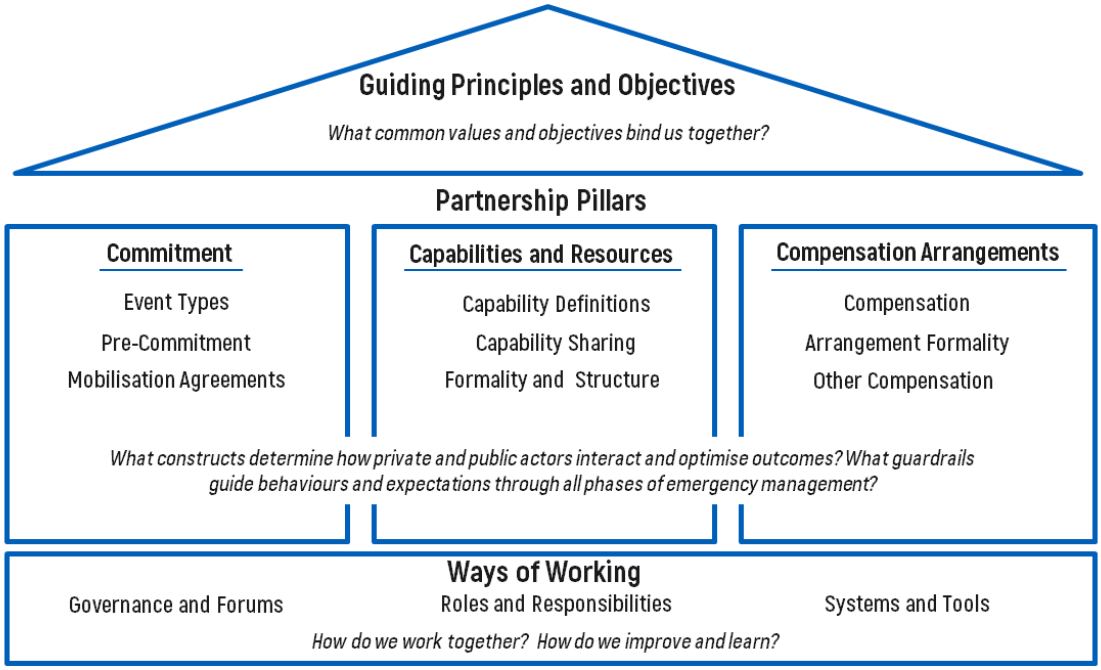


Figure 1: *Philanthropic Engagement Framework for Emergency Management (the Framework)*

Guiding Principles

Guiding principles (Table 1) are the common goals and values that underpin all private-public arrangements for emergency management. These are complementary to the overarching emergency management principles and State Core Objectives outlined in the State Emergency Management Policy.

Community Focused	We recognise that the impacted community is at the centre of everything we do in emergency management.
Safety First	We commit to valuing and protecting the safety of first responders, community members and volunteers at all times.
Whole of Society Capability Collaboration	We recognise that to tackle the increasing scope, frequency and severity of emergencies impacting Western Australia, we will need to harness all resources, both Public and Private, the State has to offer.
Government at the Fore	We acknowledge the precedence of the State Emergency Management Framework and the authority of those who fulfil prescribed emergency management roles.
Accountable & Transparent	We act in ways that are accountable to the Government, impacted communities and the State at large, and commit to transparency in the arrangements made between Public and Private actors.
Expeditious & Efficient	We understand the importance of delivering positive outcomes for impacted community members in a timely manner.

***Table 1**: Guiding principles*

Partnership Pillars

Key partnership pillars structure and clarify public-private arrangements for emergency management. These pillars are the criteria that underpin the type of arrangement entered into by government agencies and philanthropic/private organisations.

Commitment

This pillar refers to the type of relationship entered into by public and private organisations. These fall on a spectrum of formality (Table 2), which are then codified via increasingly structured mechanisms (Table 3). It is important to note that the appropriateness of the arrangement is context-dependent and therefore preference is not given to any one type.

Dialogue	Partners communicate but their efforts are marginal to overall objectives. Information sharing is frequent but informal and often ad-hoc or unstructured. A nominated person is responsible for liaising with other partners / managing relationships. Partnerships are short-term and have low risk and reward.
Consultation	Partners seek feedback about a project or activity with an intent to accommodate changes and feedback. Decision making is short term.
Coordination	Partners undertake separate activities towards a shared but discrete/short-term purpose. This includes information exchange and time-limited activities with some joint responsibility and shared outcomes, necessitating a degree of trust. Resources and commitments remain separate.
Collaboration	Partners undertake joint activities towards a shared initiative. This includes joint planning and responsibility with equal commitment, as well as co-developing a shared vision of the outcomes. The relationship requires trust and power sharing based on knowledge and expertise.
Partnership	Shared goals and objectives are more important than individual identities. Relationships are strategic and long term.

***Table 2**: Partnership arrangements of increasing formality*

Informal Agreement	Unstructured and often a "handshake deal."
Agreement/MoU	Signatories agree to terms that may not be binding or are less stringent that a formal contract. An MoU may be signed between partners in recognition of shared aims and outcomes, with future promises for collaboration.
Contract	Specifies in detail the expectations of all signatories to the arrangement and the obligations of those involved in terms of capability provision, procedure, and mutual terms of engagement.
Prescribed	Arrangements between actors are codified and enacted through the State Emergency Management Framework.

***Table 3**: Partnership mechanisms*

Capabilities and Resources

Matching capability to need is essential for an effective and efficient emergency management system. The Framework recognises that private and philanthropic organisations possess a wide range of capabilities that, if drawn upon, have the potential to significantly augment state emergency management capability across PPRR as well as the overall resilience of the Western Australian community.

Capabilities offered by private/philanthropic organisations broadly fall into the following categories:

- labour and skills,
- goods and services,
- financial/monetary assistance.

To ensure efficiency, effectiveness and transparency, organisations entering into partnership arrangements regardless of their level of formality are encouraged to map capabilities and resources against the criteria outlined in Table 4:

Resource Type	Broad classification of resource type offered.
Capacity	Resource availability expressed in quantity, time or value and the lead time to deliver the resource.
Agility & Endurance	The 'notice to move' and time period over which a capability can be sustained.
Provider	Details of the private/philanthropic organisation, including points of contact.
Location/s of delivery	Location of resource and methods of delivery.
Maturity	Qualitative assessment of organisational ability (e.g., formality and robustness of systems and processes, etc.).

***Table 4**: Criteria for mapping organisational capabilities and resources*

It is important to note that the effective matching of capability with need is enhanced through robust capability assessment methods and systems of capture (i.e., capability register).

Recognition and Compensation

The delivery of capabilities and resources from NFPs, NGOs, philanthropic bodies and other private sector actors in emergency situations often comes in the form of offers of assistance and donations. Whilst much of the donation of capabilities and resources comes unencumbered with expectations of compensation ("no-strings attached" philanthropic activity), the Framework recognises that many NFPs, NGOs and other private organisations require some form of remuneration for the provision of their capabilities and resources. This may come in the form of supporting the administrative burden of volunteers or other forms of donated labour, or an agreement between public and private actors around the provision of services where there may be gaps in State or Local Government capability (e.g., specific goods and technical services). Similarly, other organisations may look for non-financial forms of compensation when donating capabilities and/or resources, such as marketing or promotional opportunities with government.

The formation of effective partnerships is contingent upon the clear communication on all parties involved as to the overall expectations, intent and guidelines around the acceptance, procurement and delivery of those goods and services. This also includes clear understanding of requirements/expectations regarding compensation to private/philanthropic organisations. This includes the following two categories:

Financial Compensation: In the context of the Framework, this will likely come with the donation of a resource and/or capability, with the costs borne to deliver or administer the donations (i.e., the cost of organising and sustaining a team of local volunteers and/or physical assets) passed on to the government. In these circumstances, it is critical that both sides of a potential partnership are clear on expectations in terms of the sourcing, procurement, and remuneration of this financial compensation arrangement.

Non-financial Compensation: may include, but not limited to, the following:

- agreement from government to assist in the transportation or deployment of resources or capabilities where required,
- additional marketing opportunities with government,
- the establishment of a qualification or honours system that organisations can use in marketing/ promotional material.

3. Ways of Working

At the broadest level, and as outlined in further detail in Section 2, partnership agreements can occur on a continuum from highly formalised and strategic partnerships, through to informal ad hoc arrangements. These arrangements can occur across any part of the emergency management spectrum, noting that informal/ad hoc arrangements are likely to occur predominantly during response and initial stages of recovery, whereas longer-term, formalised, strategic partnerships are more likely to occur during the prevention/preparedness phases and mid-to-later term recovery (as denoted by the 'U' curve on Figure 2).

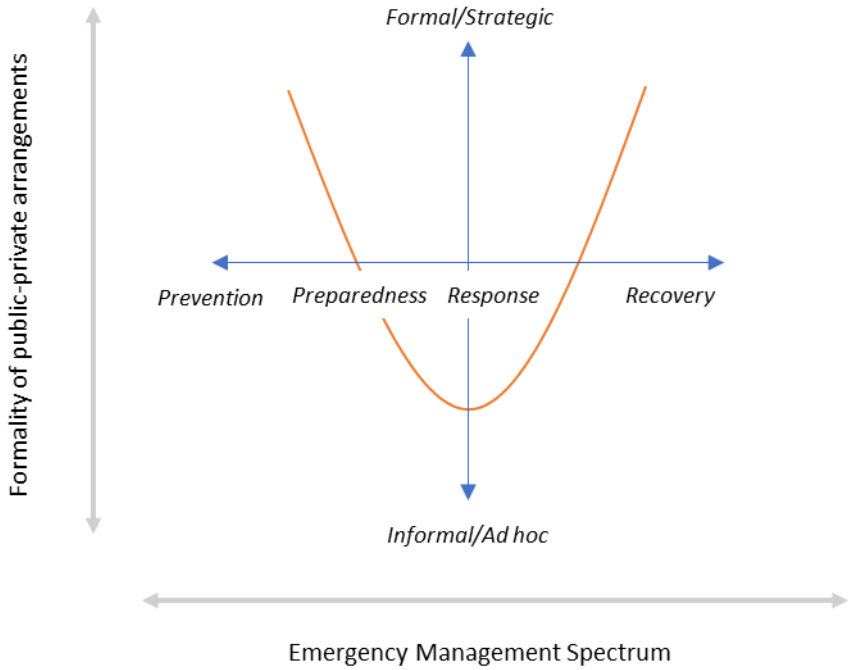


Figure 2: *Likelihood of different types and of public-private arrangement agreements across the emergency management spectrum*

The Framework recognises that there are a multitude of private and philanthropic organisations that are currently engaged, or have the potential to be engaged in, emergency management activities. It also recognises that organisations differ in terms of resources and capabilities, scale of delivery, maturity of process, and other attributes, and that different capabilities and capacities are needed across the emergency management phases. Consequently, a 'one-size-fits-all approach' is inappropriate given the diversity of organisations and actors, as well as diversity of community needs across PPRR.

Given the complexity of the proposed ecosystem, as well as the multiple partnerships across State, district and local jurisdictions, an overarching governance system must be developed to ensure the objectives of the Framework are fulfilled. Supporting mechanisms to facilitate communication, alignment and sharing lessons learned across agencies and jurisdictions are necessary to continue developing the maturity and effectiveness of the framework. Section 2.0 below outlines the application of the Framework to the emergency management landscape and the accountability for defining governance structures and delivering within them.

Part 2: Applying the Framework to the Western Australian Emergency Management Structure

1. Introduction

The Framework is intended to sit within the State Emergency Management Framework as outlined in the *Emergency Management Act (2005)*. The overall intent of the Framework is to:

> (a) to ensure, where appropriate, philanthropic and private organisations are considered and included in emergency management,
>
> (b) provide a consistent and transparent approach to the engagement of philanthropic and private organisations in emergency management, and
>
> (c) provide guidance to organisations with emergency management roles and responsibilities as well as to private and philanthropic organisations looking to enter partnership arrangements for emergency management.

The operationalisation of the Framework requires the development of governance structures to manage its implementation. Figure 3 maps how the Framework might be implemented and applied to the Western Australian context. Recommendations below are structured in line with the figure and are organised by Strategy, Project, and Governance subheadings.

2. Applying the Framework

Strategy: Embedding Framework Principles in the State Emergency Management Framework

In Western Australia, EMAs are responsible for the delivery of emergency management outcomes. EMAs include Hazard Management Agencies, Combat Agencies, and Support Agencies, as described by the *Emergency Management Regulations (2006)*. The State Emergency Management Framework supports EMAs in the delivery of emergency management by describing organisational roles and responsibilities across PPRR for prescribed hazards. The Framework acknowledges that there is opportunity for EMAs and the State to enhance emergency management capabilities and capacity by partnering with philanthropic and private organisations.

Recommendation 1a: Framework principles should provide guidance and support to EMAs in developing and maintaining partnerships with philanthropic and private organisations. This would include the embedding of Framework principles where appropriate within State Emergency Management Policy, State Hazard Plans, State Support Plans, State Emergency Management Procedure and Emergency Management Guidelines.

In addition to providing guidance and support, the embedding of Framework principles within the State Emergency Management Framework ensures that there is a consistent and transparent approach across the emergency management system for partnering with private/philanthropic organisations in emergency management planning for all hazards across PPRR.

Emergency management is further supported by a committee structure across State, District and Local levels. District and Local Emergency Management Committees (DEMCs and LEMCs) are responsible for supporting district and local-level emergency management planning. There is further opportunity for district and local capability and capacity to be enhanced through partnerships with philanthropic and private organisations.

Recommendation 1b: Framework principles should provide guidance to support DEMCs and LEMCs to identify, develop, and maintain partnerships between EMAs and private/philanthropic organisations. Doing so:

- ensures, where appropriate, that such organisations are considered and included in district and local level emergency management planning,
- formalises relationships between government and private/philanthropic organisations at an appropriate level within the emergency management system (e.g., within Local Emergency Management Arrangements, District Emergency Management Plans),
- formalises the transparency of engagement via existing reporting structures (e.g., LEMC and DEMC Annual Reports).

Project: Implementation and Operationalisation of Framework Principles

Recommendation 2: Consideration should be given to the establishment of a time-limited Philanthropic Framework Implementation Project (the Project). The Project, funded via external grant, would be responsible for delivering the following outcomes to support the embedding of Framework principles across the emergency management system:

- content for inclusion in the State Emergency Management Framework (co-developed with relevant State Agencies) and reporting structures (e.g., DEMC and LEMC Annual Reporting),
- guideline document for use by EMAs detailing best-practice processes and procedures for partnering with philanthropic and private organisations,
- guideline document for philanthropic and private organisations to support their partnering with EMAs,
- embedding of Framework principles within Local Emergency Management Arrangements (LEMAs),
- database of philanthropic and private organisations, inclusive of their emergency management capabilities and capacities, organised across a tiered system based on Framework pillars,
- testing and exercising of partnership arrangements.

Governance: Governing the Framework within the State Emergency Management Committee Structure

Recommendation 3: Consideration should be given to the establishment of a Philanthropic Partnerships Reference Group (the PPRG) to sit under the Community Resilience and Recovery Subcommittee (CRRS). The PPRG would comprise relevant members across government, philanthropic and private sectors, with initial membership based upon attendance at the Philanthropic Visioning Workshop held in June 2023. The CRRS is well positioned to provide strategic oversight to the PPRG owing to its current membership and remit as outlined in its updated Terms of Reference. The PPRG, in turn, would provide oversight and accountability to the Implementation Project and provide high-level advice to the CRRS on philanthropic and private organisation engagement for all hazards across PPRR.

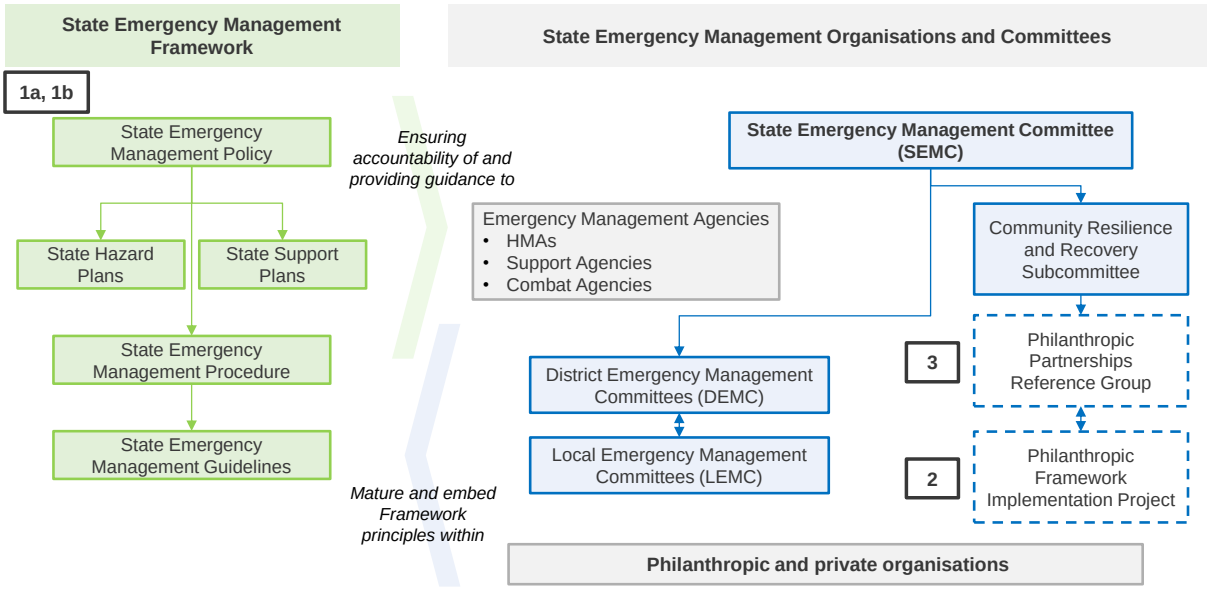


Figure 3: *Application of the Framework into the State Emergency Management System*