

REPUBLIC OF KIRIBATI



NATIONAL DISASTER RISK MANAGEMENT PLAN

October 2012

Part 1
Structure & Framework

FOREWORD

The National Disaster Risk Management Plan (NDRMP) is enabled by the National Disaster Management Act 1993, the Draft National Disaster Management Plan 1995 and the Draft National Disaster Plan 2010.

The arrangements enshrined in the revised plans *The Kiribati National Disaster Risk Management Plan 2012*, reflect the commitment by the Government of Kiribati to integrate disaster management planning into a Disaster Risk Management Framework within the broad context of sustainable development. These Arrangements also ensure the Disaster Management Operational Arrangements (contained within the Plan – Part 2) and associated documents remain under constant review and revision, to ensure they remain current, relevant and accurate, providing the highest level of guidance in times of disaster.

The Plan embraces an all hazards approach that is to be utilised by all ministries, departments, divisions, offices and other key stakeholders, in all aspects of Disaster Risk Management (DRM). The arrangements are designed to ensure that disaster preparedness and the outcome of disaster events inform sustainable development strategy, and link to the annual strategic planning and budgeting cycles, it also provides consistency with the themes within the Pacific Regional Framework for Action for Building the Resilience of Nations and Communities to Disasters 2005 – 2015. The Plan is also advised by the Environment Act 1999 and the National Adaptation Program for Action (NAPA).

Previously the National Disaster Plan focused predominantly on preparedness and response. The NDRMP which will be implemented through the National Action Plan (NAP) provides a 'road map' for the integration of DRM into mainstream government planning. The processes underpinning this plan uses a common language of risk, thereby providing an environment where, disaster management, disaster risk reduction, climate change adaptation and other whole of government risks can be assessed and prioritised within the shared context of sustainable development.

The details provided in the three parts of the Plan are intended to guide stakeholder decision making in all aspects of the DRM continuum, and successful implementation will be based on the commitment of those with specific roles and responsibilities within the plan.

The governance framework (included in Part 3) is the mechanism by which the Plan will maintain relevance and currency to the Government of Kiribati and its communities in enhancing resilience to the impact of disasters.

PLAN STRUCTURE

DOCUMENT STRUCTURE

The NDRMP is designed to provide a high level view of the DRM framework within which will sit components to address both Disaster Risk Reduction (DRR) and Disaster Management (DM). The NDRMP is presented in three parts

Part 1: Structure & Context

The structure and context is the 'road map' of the Plan and can be viewed as a comprehensive executive summary with specific details included in Parts 2 & 3. It outlines the legal and regulatory authority and institutional arrangements and the links between hazards and sustainable development. It provides a brief summary of the process of mobilising national resources in the event of disaster and the DRM organisation for both normal and emergency operations and the associated committees, presenting a high level summary of the DRM framework.

Part 2: Disaster Management Operational Arrangements

This outlines the arrangements for Disaster Management or 'response' to disaster events. It includes activation plans and provides sectoral roles and responsibilities, listing key functional plans that have been prepared for specific events. It also contains Terms of Reference for the key sub-committees outlining their roles and responsibilities

Part 3: Audit & Appendices

This contains references to source documents and details on specific roles and responsibilities at an operational level. It includes the audit framework, the National Disaster Act, extracts of supporting legislation, detailed Standard Operating Procedures (SOP's) and other guiding documents.

The National Disaster Risk Management Office (NDRMO) is responsible for monitoring the NDRMP to ensure any changes are recorded and version control procedures are conducted.

Table of Contents

Part 1

Structure & Framework

Glossary of Terms	vi
Abbreviations	xi
1 – Introduction	1
1.1 Background	1
1.2 Aim	1
1.3 Objectives	1
1.4 Relationship of the Arrangements with other documentation	2
1.5 Accountability for the Plan	3
1.6 Responsibility for the Plan	3
2 Disaster Risk Management	3
2.1. Disaster Risk Management	3
2.2 Disaster Risk Reduction	5
2.3 Disaster Management	5
3 Country Hazard Profile	6
4 Legal and Regulatory Framework	10
5 Institutional Framework for Disaster Risk Management	12
5.1 Organisational Structure:	13
5.2 Organisational Structure in times of crisis;	14
6 National Disaster Risk Management Office (NDRMO)	15
7 Key Committees	16
7.1 National Disaster Risk Management Council (NDRMC)	16
7.2 Emergency Operations Committee	17
7.3 Community Training and Awareness Committee	17
7.4 Exercise Management Committee	18
7.5 Island Disaster Committees (IDC)	18
7.6 Secretaries Monthly Meeting	19
8 Mobilisation	20
8.1 Response	20

8.2	National Activation System	21
8.3	Early Recovery	22
8.4	Disaster Relief	23
8.5	Post Disaster Review	23
9	Training & Awareness	25



Glossary of Terms

The source of each term is referenced as follows;

UNISDR	United Nations International Strategy for Disaster Reduction
IFRC	International Federation of Red Cross & Red Crescent
VEMA	Victorian Emergency Management Arrangements (Australia)
Unreferenced	Adapted by the NDMO

Adaptation

The adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities. (UNISDR)

Capacity (Capability)

The combination of all the strengths, attributes and resources available within a community, society or organization that can be used to achieve agreed goals. (UNISDR)

Capacity Development

The process by which people, organizations and society systematically stimulate and develop their capacities over time to achieve social and economic goals, including through improvement of knowledge, skills, systems, and institutions (UNISDR)

Contingency Planning

A management process that analyses specific potential events or emerging situations that might threaten society or the environment and establishes arrangements in advance to enable timely, effective and appropriate responses to such events and situations. (UNISDR)

Disaster

A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. (UNISDR)

Disaster Relief

Encompasses goods and services provided to meet the needs of disaster affected communities. (IFRC)

Disaster Risk

The potential disaster losses, in lives, health status, livelihoods, assets and services, which could occur to a particular community or a society over some specified future time period. (UNISDR)

Disaster Risk Management

The systematic process of using administrative directives, organisations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster. (UNISDR)

Disaster Risk Reduction

The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events. (UNISDR)

DRM Mainstreaming

The incorporation of DRM activities into day to day government business

Early Relief: the coordinated process of providing humanitarian relief and basic community support services, immediately after the impact

Early Warning System

The set of capacities needed to generate and disseminate timely and meaningful warning information (from the Approved Authority) to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss. (UNISDR)

Emergency: An emergency is an event requiring an immediate multi-agency response, but can be managed with the resources that are available (VEMA)

Emergency Management - The organisation and management of resources and responsibilities for dealing with all aspects of emergencies, particularly preparedness, response and recovery. (VEMA)

Emergency Shelter

Emergency shelter is temporary shelter for people affected by an emergency, in locations such as community halls, relief centres and tents. Emergency shelter should be provided in the days following an emergency for as long as it is required until other accommodation arrangements are made. (VEMA)

Evacuation

The planned relocation of persons from hazardous or potentially dangerous areas to safer areas.

Environmental impact assessment

Process by which the environmental consequences of a proposed project or programme are evaluated, undertaken as an integral part of planning and

decision making processes with a view to limiting or reducing the adverse impacts of the project or programme. (UNISDR)

Governance is a process within which public resources and problems are managed effectively, efficiently and in response to critical needs of society. Effective governance relies on public participation, accountability and transparency

Hazard

A dangerous phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage (UNISDR)

Incident: An incident is a routine event responded to by a single or small number of agencies, coordinated and controlled on scene (VEMA)

Incident Management System (IMS)

A system used by agencies undertaking their management responsibilities in response to an emergency. An Incident Management System is not a fixed set of rules, but rather a flexible and dynamic methodology which can cater for an escalation or change in the severity of any emergency. The system is established by a *response agency* and will involve use of personnel for the various functions which may need to be individually managed. Incident management functions might include, but are not limited to: control, planning, operations, logistics, intelligence, information, investigation, finance or administration (VEMA)

Initial Recovery Assistance: Means goods and services intended to restore or improve the pre-disaster living conditions of disaster affected communities, including initiatives to increase resilience and reduce risk, provided for an initial period of time, as determined by the affected State, after the immediate needs of disaster affected communities have been met.

Mitigation

Structural (physical) and non-structural (non-physical) measures undertaken to protect and/or strengthen vulnerable elements to minimise the adverse impact of natural hazards, environmental degradation and technological hazards.

National Emergency Operations Centre (NEOC) is a central command and control facility responsible for carrying out the principles of disaster management functions. It is responsible for the strategic overview, or "big picture", of the disaster, and does not directly control field assets, instead making operational decisions and leaving tactical decisions to lower commands. The common functions of all **EOC's** is to collect, gather and analyse data; make decisions that protect life and property, maintain continuity of the organization, within the scope of applicable laws; and disseminate those decisions to all concerned agencies and individuals. (VEMA)

Preparedness

Activities and measures taken in advance by people and organisations to ensure effective mobilisation of response to the potential impact of hazards, including the issuance of timely and effective early warnings, the temporary removal of people and property from a threatened location and the support to indigenous coping knowledge and capacity of the population at risk.

Prevention

Measures taken for the purpose of avoiding disasters (natural or human caused) or preventing other emergencies from occurring (OFDA)

Recovery: the coordinated process of supporting effected communities in immediate recovery and reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical well-being

Response: the actions taken immediately before, during and immediately following an emergency or disaster. The conclusion of response and the commencement of recovery invariably overlap.

Risk

The probability that loss will occur as the result of an adverse event given the hazard and vulnerability Conventionally, risk is expressed by the notation Risk = Hazards x Vulnerability/Capacity

Risk Assessment is a process that is, in turn, made up of three processes: risk identification, risk analysis, and risk evaluation. (ISO 31000)

- **Risk identification** is a process that is used to find, recognize, and describe the risks that could affect the achievement of objectives. (ISO 31000)
- **Risk analysis** is a process that is used to understand the nature, sources, and causes of the risks that you have identified and to estimate the level of risk. It is also used to study impacts and consequences and to examine the controls that currently exist. (ISO 31000)
- **Risk evaluation** is a process that is used to compare risk analysis results with risk criteria in order to determine whether or not a specified level of risk is acceptable or tolerable. (ISO 31000)

Risk Management

The systematic approach and practice of managing uncertainty to minimise potential harm and loss.(UNISDR)

Risk Transfer

The process of formally or informally shifting the financial consequences of particular risks from one party to another whereby a household, community, enterprise or state authority will obtain resources from the other party after a

disaster occurs, in exchange for ongoing or compensatory social or financial benefits provided to that other party. (UNISDR)

Standard Operating Procedures (SOP's): A set of prescribed actions to be taken prior to, during and after a disaster event. The SOP's translate policy direction into coordinated operational activities. Regularly monitored and tested they provide the National Disaster Committee with assurance that they are meeting their responsibilities under legislative and other key directives.

Sustainable Development

Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.(UNISDR)

Vulnerability

The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard.(UNISDR)

Abbreviations

IDC	Island Disaster Committee
IOC	Island Operations Centre
MET	Meteorological Department
DM	Disaster Management
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
NEOC	National Emergency Operations Centre
NDRMC	National Disaster Risk Management Council
NDRMO	National Disaster Risk Management Office
NDMP	National Disaster Risk Management Plan
NEOC	National Emergency Operations Centre
NGO	Non-Government Organisations
RRC	Risk Reduction Committee
SOPAC	Pacific Islands Applied Geoscience Commission
SOP	Standard Operating Procedures
SRMU	Strategic Risk Management Unit
KANGO	Kiribati Assoc. of Non-Government Organisations

1 – Introduction

1.1 Background

The Hyogo Framework for Action was approved by World leaders following the Second World Conference on Disaster Reduction in January 2005. Subsequently, the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005–2015 was developed with a regional specific focus. It was endorsed by the Pacific Leaders in Madang, Papua New Guinea in June 2005.

The summary of national reports submitted to the World Conference on Disaster Reduction (2005) found that many governments, to their credit, have for some time recognised the importance of shifting from an emphasis on disaster management and response to the wider considerations of disaster risk reduction. However, many legislative initiatives and political mechanisms were still mainly focused on disaster management.

In recent years significant advances have occurred in the understanding of the relationship between disasters and development. The emergence of Disaster Risk Management provides a framework to manage this complex environment,

This plan draws on the National Disaster Act 1993, National Disaster Management Plan 1995, the 2010 Draft National Disaster Plan and the knowledge and expertise of key personnel from government and non-government organisations.

1.2 Aim

The aim of this Plan is to provide a framework for effective disaster planning and execution within a DRM structure, where the outcomes of planning are reflected in a sustainable development environment. The governance arrangements within the plan provide a business framework to ensure currency, accuracy and relevance of the NDRMP and associated plans, and facilitates the smooth transition of changes in key personnel and structural changes within government. However it also provides a framework for embedding disaster risk reduction activities into mainstream government planning and budgeting

1.3 Objectives

1. To Deal with all hazards
 - a) The NDRMP is designed to deal with both the ‘traditional’ natural hazards such as drought and tsunami, but also address a wide range of other hazards with a lesser profile utilising the same arrangements and resources

- b) To identify underlying community vulnerabilities that create potential risks such as urbanisation, declining rural production and poor sanitation, whilst including those hazards where there has been little or no experience in Kiribati such as animal and exotic plant disease or marine infestation.

2 To be integrated, involving all people and relevant agencies

To achieve its second objective, the NDRMP strongly emphasizes:

- a) That DRM is everybody's business, with communities invariably taking the role of front line disaster risk managers. Hence a balance must be struck between resourcing and educating communities and government agencies.
- b) Irrespective of whether at a national or island level the management of disasters is a shared responsibility, each party contributing particular skills and knowledge which collectively when managed and coordinated can reduce vulnerabilities, empower communities and minimise damage to development. Civil Society has a major role to play not only in response but participating in planning and risk reduction, with representation on key committees.
- c) Many government departments have some role to play in responding to disasters; however in regards to disaster risk reduction all departments play a significant role. Examples include; land use planning, garbage collection and disposal, health education, coastal protection works, school curriculum that teaches gender equality, traditional coping mechanisms and community disaster management. These are part of the prevention infrastructure.
- d) Humanitarian organisations particularly the accredited NGOs and other stakeholders play well-defined roles in disaster risk management, whilst private sector organisations have a major role as their services and resources can play a pivotal role in prevention, response and recovery activities. In particular, essential service providers such as electricity and communication providers are expected to ensure that they can maintain continuity of supply.

1.4 Relationship of the Arrangements with other documentation

The NDRMP provides an overarching, high level view of disaster risk management arrangements for Kiribati and facilitates the relationship between the National Disaster Management Act (revised 2012) and other national and international laws as illustrated in Section 4 Legal & Regulatory Framework.

1.5 Accountability for the Plan

The Secretary to Cabinet is accountable for ensuring that the plan is under constant review and updated as necessary.

1.6 Responsibility for the Plan

The NDRMO is accountable for ensuring that the NDRMP is under constant monitoring and review and should reflect any changes in government structure, portfolios, legislation or regulation. In effect it becomes a 'living document' ensuring currency, accuracy and relevance at all times, eliminating the need to conduct major reviews.

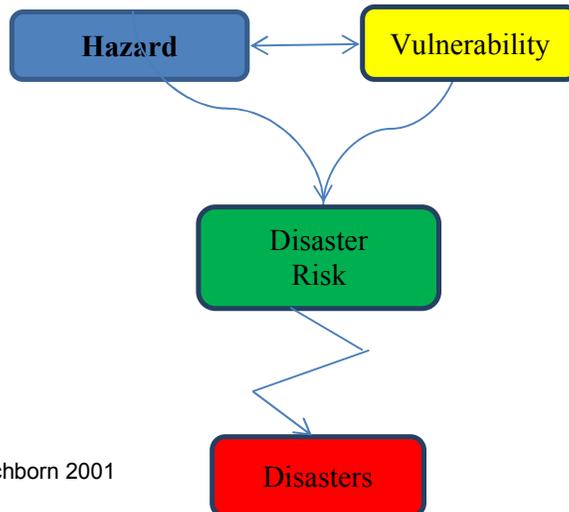
2 Disaster Risk Management

2.1 Disaster Risk Management

Disaster Risk Management (DRM) is defined as 'The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster' (ISDR 2009).

Disaster Risk arises from the interaction between Hazards and Vulnerability; hence disaster risk management is aimed at reducing this risk

The term DRM relates to all those activities expressly aimed at reducing disaster risk and mitigating the extent of disasters. Disaster risks arise from the interaction between hazards and vulnerability and may be expressed as;



Source: GTZ Eschborn 2001

Figure 1

The objective of DRM is to achieve a comprehensive reduction in disaster risk, taking account of those hazards and vulnerabilities which contribute to risk, as opposed to a focus on each individual event.

The successful application of DRM is a shared responsibility across all government sectors and requires effective partnerships including Public/Private/Community Partnerships. DRM involves the application of a range of management skills not just those deemed to be disaster related. These include but are not limited to; project management, change management, financial management, risk management, strategic planning, and business planning.

Risk is the linking function across all hazards including those associated with climate change and day to day government business. By incorporating a holistic risk management approach into all government business Disaster Risk Management & Climate Change Adaptation are effectively integrated into day to day planning and budgeting and linked into the annual strategic, business and budget planning processes at organisational and individual-officer level.

The combination of the traditional Disaster Management (DM) element and Disaster Risk Reduction (DRR) provides the DRM environment within a sustainable development context.

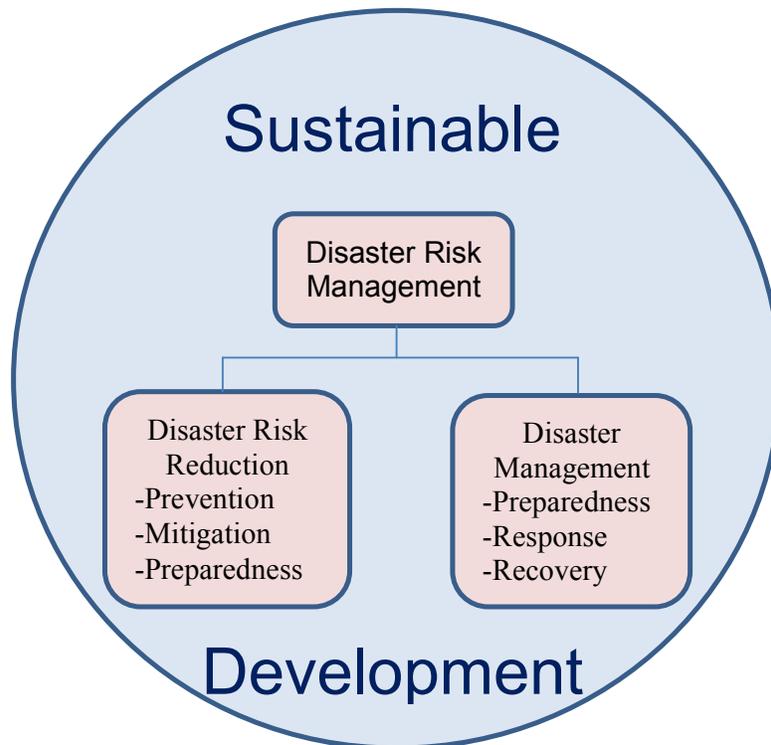


Figure 2

2.2 Disaster Risk Reduction

“The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events”. (ISDR 2009)

Another commonly cited definition of DRR is one used by UNDP “The conceptual framework of elements considered with the possibilities to minimize vulnerabilities and disaster risks throughout a society, to avoid (prevention) or to limit (mitigation and preparedness) the adverse impacts of hazards, within the broad context of sustainable development.”

These definitions clearly indicate the very wide-ranging scope of DRR and in particular the need to minimise vulnerability, consequently there is potential for DRR initiatives in every sector.

The Pacific regional policy instrument for DRR is the Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005–2015. Reflecting the Hyogo Framework for Action this document identifies both Regional and National activities for Pacific island countries to implement to reduce vulnerability and risk.

Across the broader spectrum of DRR, the relationships between organisations and between sectors (public, private and non-profit organisation partnership, as well as communities) are extensive and complex. Civil society has a major role to play and their representation at all levels are essential, to ensure knowledge, skills, traditions and the interests of all within communities form part of the broader planning and risk reduction process.

DRR has the effect of integrating disaster risks into a whole of government risk profile. This process ensures risk mitigation strategies are prioritised to address those risks most likely to impact and subsequently impede national development programs, whilst utilising limited resources to provide maximum benefits.

Some common examples of DRR relevant to Kiribati include: application of building codes and engineering standards in residences and other buildings; solid waste management; health pandemic planning and land use management.

2.3 Disaster Management

Disaster Management focuses predominantly upon preparedness, response and recovery activities. In general these activities are well embedded within arrangements and activated in times of crisis. However, under the NDRMP emphasis will be placed not only on the testing, reviewing and maintenance of

these activities, but also upon their effectiveness. In liaison with Island Disaster Committees (IDC's), it will be the responsibility of the NDRMO to monitor, assess and report to the NDRMC on disaster preparedness.

Regular review and testing will identify changes in the surrounding environment and enable roles and responsibilities and communication plans to be amended accordingly to reflect the operating environment.

Some common examples of DM relevant to Kiribati include: coordinating disaster operations; conducting damage and loss assessments following disasters and emergencies; conducting search and rescue operations at sea; fire suppression and evacuation of persons affected by disasters.

3 Country Hazard Profile

Geographically remote and characterised by their low lying coastal communities, The Islands of Kiribati are amongst the most vulnerable communities in the world to disaster events, which threaten both economic growth and long term development priorities.

In addition, there are risks associated with technological and human-caused disasters from oil spill, unregulated and destructive land use practices as well as a rapid growth in population. Societal crisis such as HIV/AIDS have also made their presence known in Kiribati.

The social and economic ramifications of these many hazards is multiplied when overlaid with the high levels of vulnerability of people due to the lack of infrastructure, low human development indicators, and a high population growth rate.

The ability to measure this vulnerability is increasingly being seen as a key step towards effective risk reduction and the promotion of a culture of disaster resilience. The identification of hazards is an established 'starting point' in identifying underlying vulnerabilities and reducing disaster risk, with the degree of risk being determined in the knowledge of the physical, social, economic and environmental vulnerabilities to which communities are exposed.

Vulnerability and coping capacity manifest themselves once a vulnerable community is exposed to a hazardous event. In this context hazard is understood as: 'A potentially damaging physical event, phenomenon and/or human activity, which may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation.' (UNISDR)

Further contributing towards community vulnerability is the negative impacts of events on development, and conversely, inappropriate development that

creates vulnerabilities. It is within this complex environment which includes climate change, social disparity, struggling economies and the many other influences that determine resilience, the hazard profile plays a lead role in identifying causal factors of vulnerability.

Hence, within the context of DRM the maintenance of the hazard profile is essential. It is the responsibility of the NDRMO working with relevant agencies to continually monitor, evaluate and report on hazards and their associated risks to ensure those which present the greatest risks are advising DRR activities and strategic decision making and the design of training and awareness programs..

Traditionally disaster arrangements have focused upon acute impact events invariably categorised as 'natural' and 'man made'. However, events which may be classified as chronic and result from social, economic and environmental pressures have the potential to be as damaging to sustainable development and community vulnerability as acute impact events.

Acute impact events which threaten Kiribati arise both from 'natural' sources:

- Inundation
- Tsunami
- Drought
- Plague or epidemic

or from 'technical or man made' sources;

- Maritime disaster (including oil spill)
- Fire or explosion
- Aircraft accidents

Chronic events arising from social, economic and environmental factors include;

- Declining rural production
- Urbanisation
- HIV/AIDS
- Migration from islands
- Families with no access to land
- Deteriorating natural environment
- Waste management
- Pollution control
- Sewage disposal

Inundation

Due to the size of the islands and their low lying disposition flooding will come in the form of high seas during storms. Inundation as opposed to flooding more accurately describes the threat when houses become temporarily submerged or

isolated during an event. History indicates these events do occur at intervals and the planning and development of sea wall defences are a major control that is being implemented by government. Although from a national perspective the consequences are not significant they can make those parts of the community and islands subjected to such events highly vulnerable.

Tsunami

In recent years the threat of Tsunami has increased globally. Early warning systems in the Pacific and elsewhere assist in providing communities with a small window of opportunity to reach a place of safety. However the nature of Kiribati's geography located on atolls appears to reduce the impact of tsunami.

Similarly there appears to be little reference to tsunami in recent history, stories, song or dance however the low lying nature of the Islands of Kiribati, highlights the vulnerability of the islands to a tsunami and although a low likelihood threat, the consequences may be significant

Drought

Drought has always been a major concern to the communities of Kiribati. Problems associated with ground water pollution as a result of increased urbanisation has the capacity to increase community vulnerability as traditional clean water sources are compromised.

Exotic Diseases

Kiribati has a low incidence of pests and diseases in comparison to other nations. As the flow of islanders and visitors increases, so does the risk of exotic disease. A fragile island ecosystem could be irreparably damaged by the introduction of pests and disease. The controls the government have implemented on persons and goods entering Kiribati are instrumental to reducing the likelihood of such an event occurring and should be subject to continual review.

Maritime disaster

The Port of Betio is a valuable asset to the island economy. The potential for any long term disruption to trade could occur through the blockage of sea traffic by a maritime disaster. Again the likelihood of this occurrence is low, but could have significant consequences. Often a maritime disaster is accompanied by oil spillages. The potential for spillage to damage the local fishing trade, impact on a coastal dwelling community and have long term environmental damage are all high consequence.

Fire

The threat of fire is always present. The separation of houses in Kiribati reduces the threat of a single dwelling fire involving multiple properties. However with very limited fire fighting resources a fire in the hospital, or other key asset/installation has the potential to expose both the government and community to significant long term impacts. The loss of power generating capability or the loss of medical services would have a significant impact on communities, the economy and social wellbeing. Although currently tourism is in its infancy in Kiribati, significant damage can occur to the islands' image as a tourist destination resulting from a fire in a hotel or guesthouse where death or injury occurred to tourists.

Aircraft Accidents

Depending on the circumstances of a plane crash the impact to the Kiribati economy and community may range from minor to significant. Any accident which resulted in multiple deaths of Kiribati residents or the temporary loss of the airport to incoming and outgoing flights could be disastrous. However, although a major aircraft accident could test the islands response capacity it would not necessarily have disastrous effects on the community or economy.

4 Legal and Regulatory Framework

The Legal & Regulatory Framework advises the development of the Plans/Arrangements which incorporates both National & International references. The manner in which they are consolidated is illustrated below.

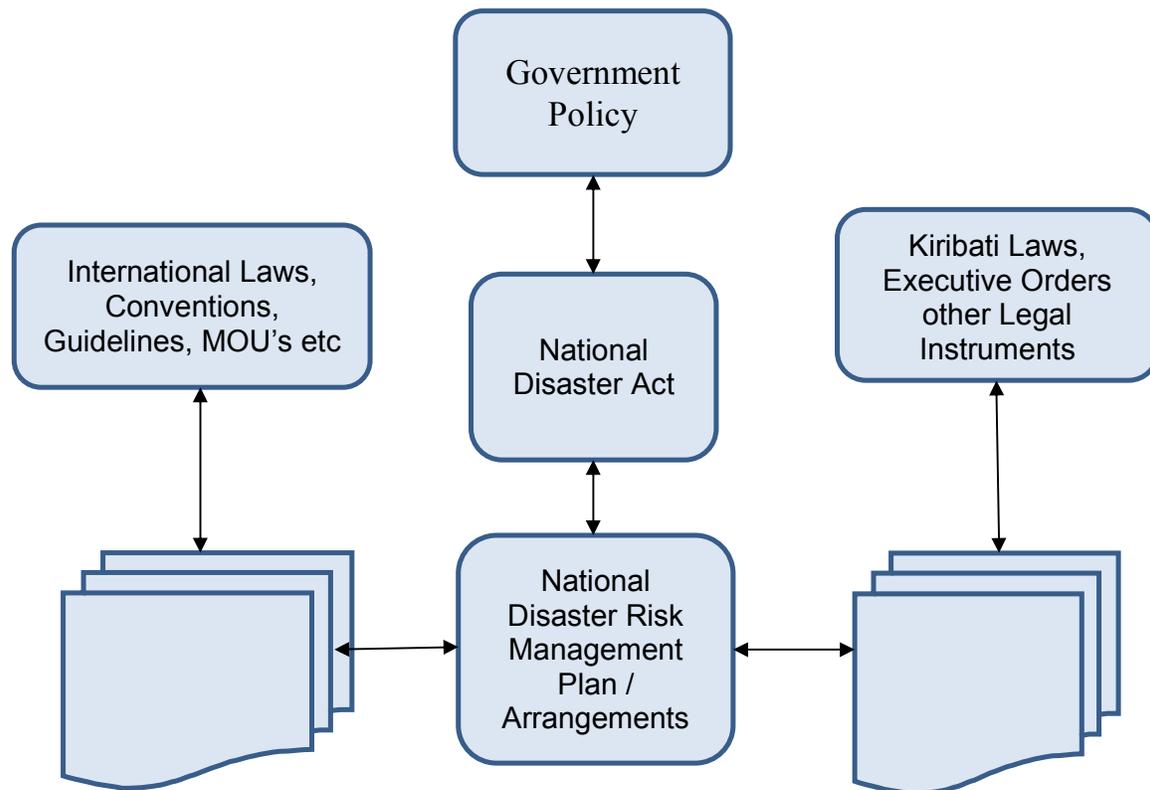
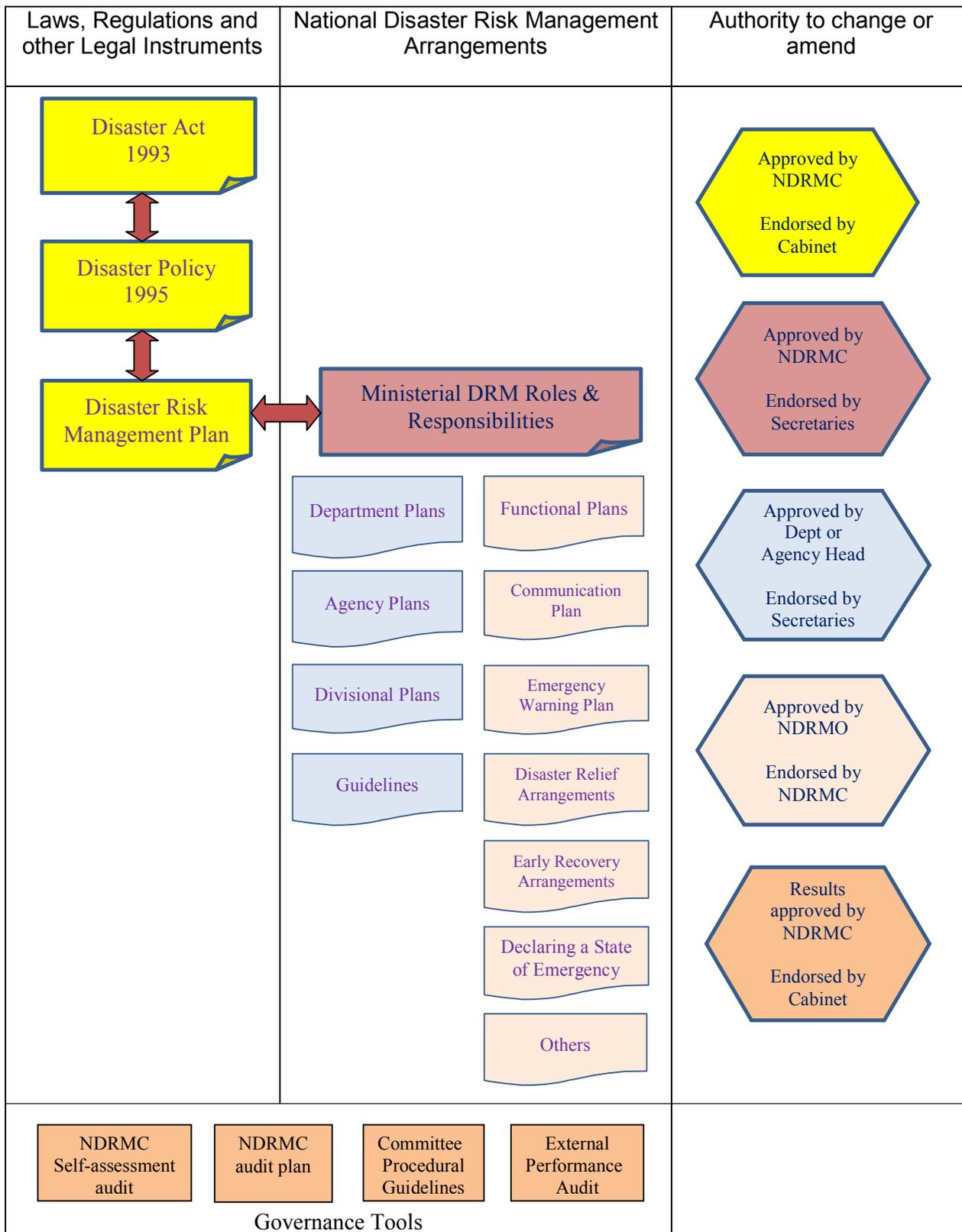


Figure 3

Due to the complex and changing nature of the hazards to which Kiribati and its communities are exposed, it is essential that all plans are able to continually reflect the changing environment. To achieve this, the plans must facilitate appropriate overview and line management authority to make the required changes and ensure currency and accuracy are maintained.

Hence, the Framework includes all organisations and institutions with a recognised role to play in disaster risk management. It also includes the mechanism for coordination, with a focus on leadership and effectiveness. In this manner, human resources required, funding, equipment and supplies, will be included within the review process.

Outlined below is the framework illustrating the appropriate authorities:



5 Institutional Framework for Disaster Risk Management

The NDRMC is the principal executing body at national level acting on behalf of Cabinet. During times of disaster the NDRMC is the peak decision making body providing advice to Cabinet on strategic decisions e.g. the need for international assistance. They are also responsible for reviewing DRM strategy and plans on an annual basis and ensuring appropriate audits are conducted to provide assurance to Cabinet any DRM risks with the potential to impact upon sustainable development initiatives are identified and managed.

The NDRMO provides secretariat support for the NDRMC and provides internal DRM consultancy to ministries whilst monitoring and reviewing DRM Arrangements at local and Island level. The NDRMO is also responsible for advising the NDRMC on government DRM training requirements, developing an annual DRM training plan and ensuring competencies and associated training records are maintained.

The Strategic National Policy Unit (SNPU) responsibilities include the maintenance of the national risk profile, within which will be subsumed the DRM risk profile, thereby providing Cabinet with an oversight of whole of government risks. The SNPU will also be responsible for aligning national projects, initiatives and plans with strategic risks to enable increases and decreases in risk to be monitored, assessed and reported to Cabinet to advise planning and budgeting processes. It is also the forum within which the strategic and planning consideration for DRM & CCA are aligned.

At Island level the national DRM institutional arrangements are mirrored, with the Island Disaster Councils (IDC) as the principle body responsible for implementing national disaster risk management policy.

The NDRMO coordinates DRM activities across the Islands to ensure consistency and alignment with National priorities.

At local level the role of NGOs, churches, the private sector and community based organisations play crucial roles, and in many instances are the front line disaster managers in times of crisis, hence their involvement is essential in DRR & DM planning, and similarly their advice in mainstreaming risk reduction into local development programs at community level is essential.

Each IDC will be responsible for developing and maintaining a disaster risk management plan, appropriate to their hazard profile and resource capacity and are responsible for allocating budgets to ensure national DRM objectives can be achieved and the local disaster plan can be effectively mobilised.

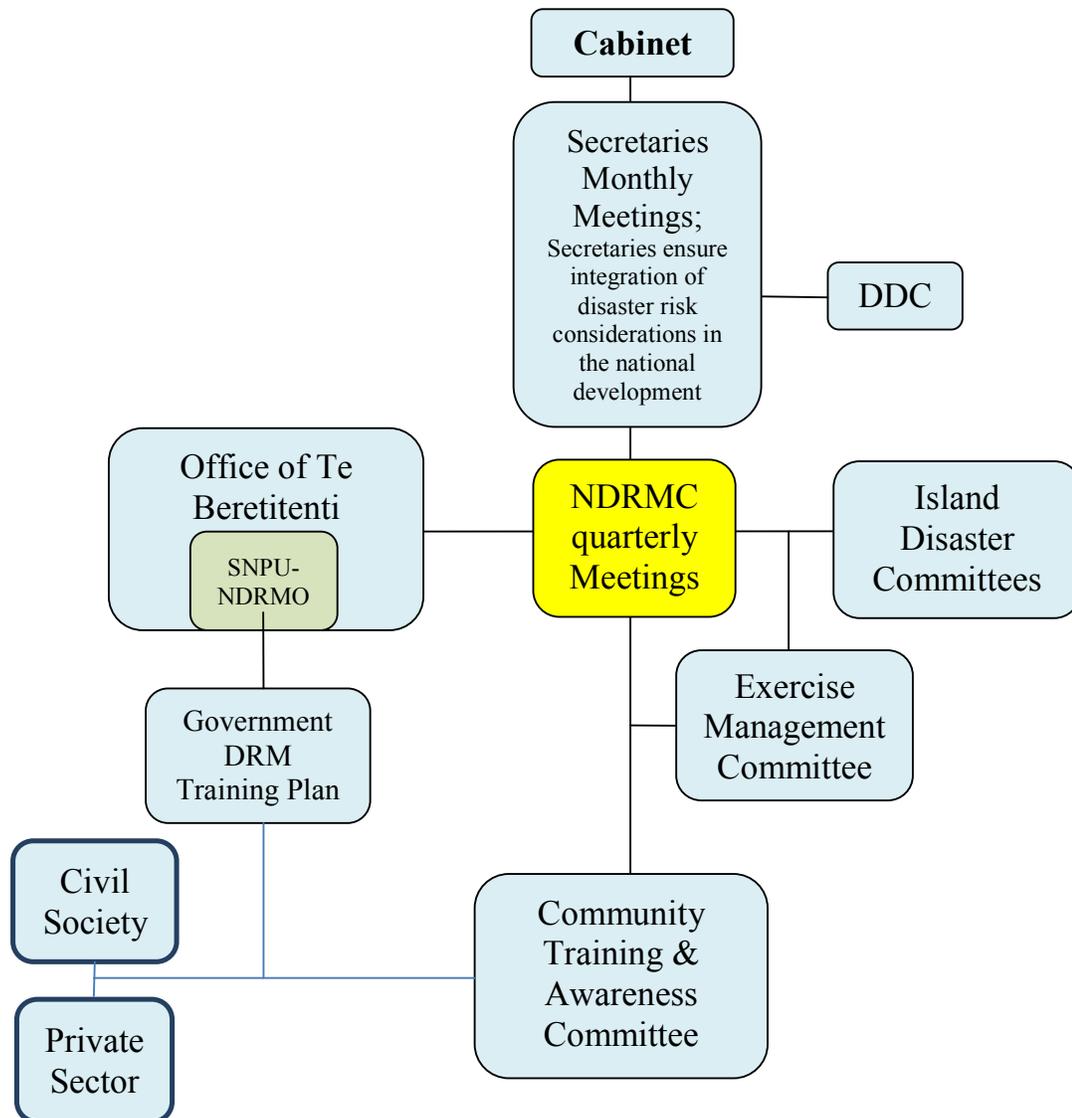
The monthly Secretaries meetings is the forum for discussion regards ongoing integration of DRM strategy into mainstream government business

5.1 Organisational Structure:

The disaster management operational structure operates at two levels;

1. For normal operations
2. During times of crisis

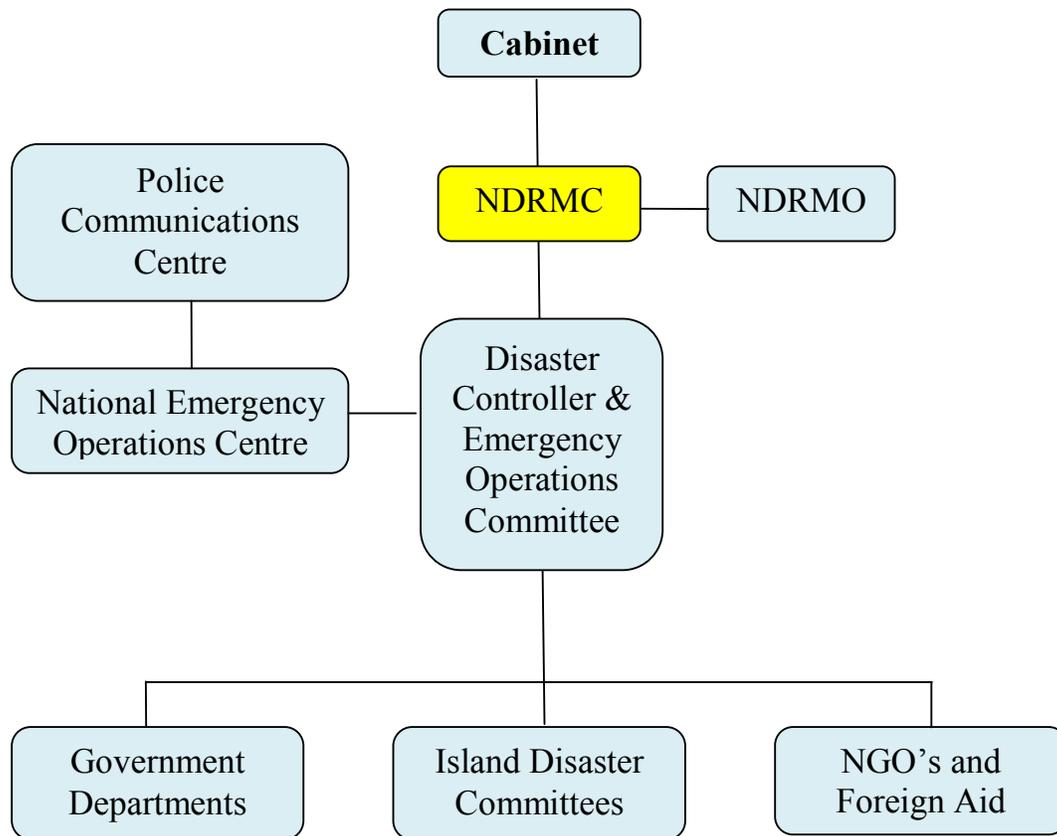
For normal operations the structure is depicted below;



Within this structure the National Disaster Management Office of the OB will provide the interface which will analyse the effect of disaster reduction initiatives (in the form of whole of government strategies, projects and plans) and the risk threat to the Government and communities. This information will also advise the

NDRMC in the development of DRM strategy and planning. The NDRMO plays a pivotal role in this process whilst coordinating the national DRM Training and Awareness Program. Within this all hazards approach, climate change initiatives/projects and programs are included.

5.2 Organisational Structure in times of crisis;



6 National Disaster Risk Management Office (NDRMO)

During normal operations the National Disaster Risk Management Office is responsible for;

- Coordinating the disaster risk management arrangements and programs for the government of Kiribati and maintaining compliance with the Disaster Management Act 1993.
- Coordinating the annual review of the National Disaster Risk Management Arrangements and associated subordinate plans
- Implementing such strategies and policies as directed by the National Disaster Risk Management Council.
- Provide technical assistance to all ministries and departments in the maintenance of disaster plans and standard operating procedures.
- Reporting annually to the NDRMC on the status of government and non-government agency disaster plans, by which they facilitate their roles under the National Disaster Risk Management Plan.
- Act as Secretariat to the NDRMC
- Coordinate the annual NDRMC governance audit
- Develop and coordinate a national audit plan on the to review performance across key committees and functions within the DRM governance framework

NDRMO role as government DRM Training and Awareness Coordinator

- Coordinate with Ministry of Labour and Human Resources in the design, development and implementation of effective government disaster risk management programs
- Advocate and promote a risk management culture within government
- Ensure there are trained personnel within government who can conduct training in disaster risk management
- Coordinate the development of the annual training strategy and plan in disaster preparedness and mitigation
- Report annually to the NDRMC on the effectiveness and appropriateness of government training strategies and programs.
- Ensure regional opportunities for training are made available to government staff.

7 Key Committees

7.1 National Disaster Risk Management Council (NDRMC)

The NDRMC is comprised of:

- Secretary to Cabinet (Chair)
- National Disaster Controller (Deputy Chair) Commissioner of Police
- Ministry of Foreign Affairs & Immigration
- Secretary for Internal & Social Affairs
- Secretary for Fisheries and Marine Resource Development
- Secretary for Health & Medical Services
- Secretary for Public Works and Utilities
- Secretary for Labour & Human Resource Development
- Secretary for Finance & Economic development
- Secretary for Communication, Transport & Tourism Development
- Secretary for Environment, Lands and Agricultural Development
- Secretary for Education
- Secretary for Commerce, Industry and Cooperatives
- Secretary for Line and Phoenix Islands
- Director Meteorological Office
- Executive Secretary of the Kiribati Red Cross
- President, KANGO

During normal operations the National Disaster Risk Management Council is responsible for;

- Advising the Minister responsible on all matters relating to disaster mitigation, preparedness, response and recovery; co-ordination of activities of government and non-government agencies.
- Ensuring that such strategies and policies are implemented by the National Disaster Risk Management Office, other government agencies and non-government agencies.
- Advising the Minister on the need for aid to counter the effects of a disaster and on any agreement proposed for the government to enter into to obtain such aid.
- Disaster risk management policy development
- The over sight of Ministerial roles and responsibilities and associated plans by which policy is translated into tactical and operational directives in the planning, preparedness, response and recovery phases of disaster management

- The monitoring, review and testing of the Disaster Risk Management Arrangements.
- Endorsing and monitoring the annual community DRM education and awareness program
- Coordinating Ministries and other authorities in disaster risk management planning
- Advising the Minister in regards declaration (and the revocation) of a State of Emergency

7.2 Emergency Operations Committee

The role of the Emergency Operations Committee is to assist the NDRMC during emergency operations carried out in response to a disaster event. It also ensures that resources are allocated to operational tasks in the most effective way and in correct priorities.

7.3 Community Training and Awareness Committee

The Community Training and Awareness Committee are responsible for;

- Developing and maintaining a national training strategy to ensure as far as reasonably practicable the safety of communities
- advising the NDRMC of the annual community DRM training program aligned to the government main risk priorities
- coordinating the planning and delivery of community training and awareness programs on behalf of government and non-government agencies
- ensuring such strategies, plans and performance measures are implemented by the KT&AC to reduce vulnerability and enhance resilience of all Kiribati communities
- advising the Minister of MISA of any serious training deficiencies which cannot be addressed and which place communities at unacceptable risk

7.4 Exercise Management Committee

The Exercise Management Committee is responsible for;

- developing an annual strategy for 'testing' elements of the Disaster Management Operational Plan.
- Conducting one major disaster scenario testing all elements of Command, Control and Coordination. The Exercise Management Committee may also test, or require the owners to test supporting plans to the NDRMP.

7.5 Island Disaster Committees (IDC)

The Island Disaster Committee is comprised of:

- The Mayor (Chairperson);
- Clerk to the Island Council
- A Red Cross Representative
- A Police Officer

For normal operations the Island Disaster Committees are responsible for

- Coordinating disaster preparedness, response and recovery activities
- Coordinating public education programs for their respective islands
- Coordinating the islands disaster risk management program
- Maintaining and testing the island disaster risk management plan
- Co-ordinating island disaster-related measures;
- Performing similar tasks with that of the Committee at the island level;
- Acting as the main bridge between the Committee and the local community in all disaster related matters; and
- Taking the responsibility of the Committee when communication with the NEOC at Tarawa is disrupted

The emergency operations structure comes into effect when the National Activation System comes into effect and remains in place until the Stand Down is issued by the Disaster Controller.

During times of disaster the Commissioner of Police or a suitable delegate is authorised to hold the position of Disaster Controller working under the NDRMC. The NGO's, the Island Disaster Committee whose islands are impacted and other government bodies come under the control of the Disaster Controller.

7.6 Secretaries Monthly Meeting

Each month the Secretaries or Heads of Ministries convene to discuss sustainable development issues and priorities. This meeting will provide high level oversight for the integration of disaster risk considerations within national, sectoral and island/community level development planning and budgetary processes.

The NDMO will work closely;

1. with the Ministry of Environment (as the national agency responsible for climate change) and relevant technical agencies such as the Meteorological Service, Public Works, regional and international donors and development partners, to facilitate the provision of hazard, vulnerability and risk data and information to the relevant stakeholders.
2. with the Ministry of Finance & Economic Development, sectoral agencies and Island Councils to ensure that hazard, vulnerability and risk information is integrated within planning and budgetary processes at all levels.

8 Mobilisation

8.1 Response

The Response phase is the time extending from immediately before the impact of a hazard, the impact phase through to an appropriate time after the Early Recovery phase commences. Part of the Response measures can be assumed as part of Early Recovery since both phases overlap. It involves the mobilisation of the necessary emergency services and relevant government departments and resources at Island and national levels. A well-rehearsed disaster plan developed as part of the preparedness phase enables efficient coordination of all resources. If the situation overwhelms the in-country's capacity and resources, international aid will be requested by the Government. The response phase will be determined by the magnitude of the disaster reported through official damage assessment(s) report(s) by trained assessment teams designated by NDRMO.

Response to identified humanitarian emergencies may come from a range of organisations and actors. These include the governments, the United Nations system, international and local non-governmental organizations (NGOs) including the Kiribati Red Cross Society and International Federation of Red Cross & Red Crescent Societies. The NEOC coordinates all response actions including the deployment of specialised humanitarian personnel and materials to support the provincial disaster committee's efforts on the ground.

The United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) also coordinates the deployment of international specialised humanitarian personnel and materials to support government's response efforts on the ground in close collaboration with Kiribati NDRMO, particularly in situations where local capacity is overwhelmed, in response to a new or escalating humanitarian crisis. They also include specialists in the different aspects of humanitarian response, such as search-and-rescue operations, water and sanitation, evacuation shelters and others.

The response phase also includes the conduct of Initial Damage Assessments (IDA) to determine the extent of damage and level of assistance required for Disaster Relief such as water, food, shelter and other basic needs. This is subsequently followed by Comprehensive or Sectoral based Detailed Damage Assessments which will help to inform Early Recovery and longer term Rehabilitation.

The Government should also conduct a Damage and Loss Assessment (DALA) to determine the extent of economic impact of a disaster. Typically Governments conduct Damage Assessments to determine needs for the restoration of for example water, power for electricity, infrastructure and other

utilities. DALA or economic impact assessments provide Government with a better understanding of the full economic impact on for example businesses, families and the various growth sectors and this will allow for more focussed Recovery and Restoration or Reconstruction planning and implementation.

During the response phase all response actions will be executed in accordance to the contingency or response plans developed for each specific hazard or sectoral plans developed by relevant agencies as part of the preparedness phase.

Participatory Impact Assessment (PIA) should be conducted by a technical team arranged by NDRMO to appraise the positive or negative benefits of the humanitarian assistances given to the affected communities (population) by stakeholders during response and recovery phase both for short term and long term measures. The report from the PIA will form as part of Restoration strategies, Monitoring and Evaluation (M&E) process and contribute towards the ongoing review of the DRM Plan.

The remaining hazards, those with slow onset, where the threat may emerge over days, weeks or months, activation is dependent upon the agency or agencies responsible for mitigating or reducing the hazard and its impact. In Part 2 of the NDRMP, provides full details of the type of hazards to which Kiribati is subject and the agency or department responsible as the 'Control Agency' in response and mitigation.

8.2 National Activation System

The rapid and effective mobilisation of resources in the event of an emergency or disaster is facilitated through the timely implementation of the National Activation System.

The five stages of activation are designed to achieve this goal through a graduated and controlled mechanism which will ensure that the level of preparedness will be appropriate to the level of threat being posed. However this mode of activation is only relevant to rapid onset events. It is the responsibility of the NDRMC to activate the system or any part of the system depending on the level of threat and speed of onset.

The remaining hazards, those with slow onset, where the threat may emerge over days, weeks or months, activation is dependent upon the agency or agencies responsible for mitigating or otherwise reducing the hazard and its impact. In Part 2 of the NDRMP full details of the National Activation System for all hazards, both rapid and slow onset are to be found.

<i>Stage 1</i>	<i>Readiness</i>	<i>Advice received</i>	<i>48 – 24 hours</i>
<i>Stage 2</i>	<i>Standby</i>	<i>Watch received</i>	<i>24 – 12 hours</i>

<i>Stage 3</i>	<i>Activation</i>	<i>Warning Issued</i>	<i>12 – 0 hours</i>
<i>Stage 4</i>	<i>Response, Relief & Early Recovery</i>		<i>0 +</i>
<i>Stage 5</i>	<i>Long Term Recovery</i>		

8.3 Early Recovery

Early Recovery may be defined as a short transitional phase that begins early in a humanitarian setting, and overlaps with later recovery and rehabilitation phases.

Early recovery has three broad aims:

1. Augment ongoing emergency assistance operations by building on humanitarian programmes.
2. Support spontaneous recovery initiatives by affected communities
3. Establish the foundation for longer term recovery
(UNDP)

Initially, national and international resources will focus primarily on meeting immediate life-saving needs; however, there is a requirement for more than life-saving measures. Early Recovery sets out a coordination framework for allocating and monitoring activities across government departments. It aims to generate self-sustaining nationally owned and resilient processes for post-crisis recovery. It encompasses the restoration of basic services, livelihoods, shelter, governance, security and rule of law, environment and social dimensions, including the reintegration of displaced populations. It stabilizes human security and addresses underlying risks that contributed to crises, preventing a recurrence and creating conditions for future development.

It also aims to strengthen coordination between the different levels of government and encourage collaborative partnerships between government and non-government sector and civil society and seeks to ensure affected populations are included in recovery planning and implementation process.

However, the overarching goal for early recovery is to set the conditions to allow people to address their situation and avoid creating dependencies and social tensions, develop a framework for action and accountability to ensure that a wide range of support is available to those affected and provide a catalyst for people to take action for self-help enabling communities to rebuild their lives.

8.4 Disaster Relief

“Disaster Relief means goods and services provided to meet the immediate needs of disaster-affected communities”. (IFRC)

The Government has the primary responsibility to ensure disaster risk reduction, relief and recovery assistance within Kiribati. National Red Cross as an auxiliary to the public authorities in the humanitarian field, and domestic civil society actors play a key supporting role at the domestic level.

If the NDRMC determine that a disaster situation exceeds national coping capacities, it will advise the Minister on the need for aid to counter the effects of a disaster and on any agreement proposed for the government to enter into to obtain such aid.

These NDRMP embraces the International Federation of the Red Cross (IFRC) guidelines for Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance which state; “Affected States have the sovereign right to coordinate, regulate and monitor disaster relief and recovery assistance provided by assisting actors on their territory, consistent with international law. During the post impact relief period the NDC are responsible for the following actions: Co-ordinating, prioritising and distributing all internal and external relief and aid services. Advising international aid agencies regards the operational capability of the airport and port”

In the exercise of these and associated responsibilities the NDRMC will ensure that the principles and practices of International Disaster Response Law are integrated into policy and operational practices of all relevant Government agencies.

Island Disaster Committees IDC's

Island Disaster Committees will mirror the responsibilities and function of the NDRMC for the coordination of relief at the local island level.

8.5 Post Disaster Review

Post disaster review aims to investigate post-disaster issues and identify emerging rehabilitation issues. Issues that will be reviewed and explored would include;

- the effectiveness of needs assessments;
- strategies for short-term and long-term intervention;
- dependence arising from external interventions;
- coordination of agencies; and coordination of different forms of relief and biodiversity issues in post-disaster activities.

It is anticipated that the investigation will provide improved understanding of the benefits and drawbacks of different interventions which will influence future planning and strategies, identify opportunities for improvement that will feed the DRR process.

Debriefings

The NDRMO will coordinate de-briefings as soon as possible after the event. These will be conducted at every level.

- Independent departmental reviews, where disaster plans are assessed to allow staff involved determine effectiveness and identify improvements
- Inter-agency review, where cross jurisdictional activities need to be assessed with all those who were involved in and impacted by the outcomes of these communications during an event.
- IDC reviews to ascertain the effectiveness of the committee and suggestions for improvements.
- NDRMC reviews to carefully analyse the functional and operational efficiency of national disaster coordination. NDRMC reviews should also carefully review real time actions and responses against this National Disaster Risk Management Plan.
- Minutes of all debriefs are to be kept and forwarded to the NDRMO for filing.

9 Training & Awareness

Coordination of disaster risk management skills acquisition and knowledge in support of the disaster management framework is the responsibility of the NDRMO (government training) and the Community Awareness and Training Committee (CTAC).

Skills and knowledge to effectively implement DRM will incorporate a wide range of management skills beyond those usually associated with disaster management, they include but are not limited to; project management, change management, financial management, risk management, strategic planning, business planning and many others.

The CTAC should work with partners to ensure training policy, strategy and programs meet the required competencies and fully utilise regional expertise and training opportunities.