



REPUBLIC OF THE MARSHALL ISLANDS
**NATIONAL DISASTER RISK
MANAGEMENT
ARRANGEMENTS**

(Reviewed June 2017)

Vision

'A safer and more resilient nation and communities'







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FOREWORD

The recent droughts that have impacted the Republic of the Marshall Islands have provided the ideal opportunity to undertake a review of the National Disaster Risk Management Arrangements. Many lessons have been learned which are incorporated within these revised Arrangements. The task ahead is to implement those parts of these Arrangements which will enhance future levels of preparedness and response to any emergency or disaster.

The resources directed to this review reflect the commitment of government to the strengthening of policies and supporting plans for the mitigation and management of disasters. Protection of lives, property and our livelihoods is a national priority. The review will strengthen existing institutional arrangements and governance, and ensure that in the event of a disaster overwhelming national resources, international humanitarian assistance can be accommodated within national coordination arrangements in support of the national response.

The success of these arrangements will depend on the commitment of those with authorised responsibilities to effectively carry out their designated roles and tasks. It will also require a cooperative, coordinated and collaborative approach by all stakeholders to ensure an integrated, whole of government and whole of country approach that reduces the impact of underlying social, economic and environmental risks to national development and strengthens the preparedness and resilience of our nation and communities to the adverse effects of emergencies and disasters.

President

GLOSSARY OF TERMS

Climate Change Adaptation: The reduction of vulnerability to the increasing risks of climate change and climate variability through adaptation processes and strengthening human and institutional capacities to assess, plan and respond to the challenges.

Command: the direction of members and resources of an organization in the performance of its agreed roles and tasks. The authority to command is established in legislation or by agreement within an organization.

Control: The direction of emergency management activities in a designated emergency situation. The authority for control is established in legislation or in an emergency (or disaster) plan, and carries with it responsibility for tasking and coordinating other organizations in accordance with the needs of the situation.

Contingency Planning: The process of describing roles/responsibilities and arrangements for the performance of key response functions specific to a designated major threat (e.g. tsunamis, droughts, major fires, hazardous materials incidents, airport/port emergencies, animal/plant disease, marine pollution, etc.).

Coordination: The bringing together of organisations to ensure effective emergency management response and recovery, with primary concern for systematic acquisition and application of resources (people, material, equipment, etc.) in accordance with requirements imposed by the threat or impact of an emergency or disaster.

Disaster: A serious disruption of the functioning of a community or a society, causing wide spread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources. A disaster is a function of the risk process. It results from the combination of hazards, conditions of vulnerability and insufficient capacity or measures to reduce the potential negative consequences of risk.

Disaster Management (also known as Emergency Management): the organisation and management of resources and responsibilities for dealing with all aspects of emergencies/disasters, particularly preparedness, response, relief and recovery.

Disaster Risk Management: The performance of all forms of activities, including structural and non-structural measures, to avoid (prevention) or to limit (mitigation and preparedness) risks and lessen the impacts of natural, man-made, environmental and technological disasters.

Disaster RiskReduction: 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.

Early WarningSystems: The set of capacities needed to generate and disseminate timely and meaningful warning information 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.

Emergency:An event that requires a multi-agency response. The management of an emergency requires a well-coordinated approach but can be managed with the resources that are available.

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.

Hazard Mitigation: Measures designed to reduce vulnerability by preventing or reducing the adverse impacts of hazards. Mitigation is wide ranging and covers community-based risks as well as underlying risks to national development. It operates within the broad context of sustainable development.

Incident: A routine event that is responded to by a single agency or a small number of agencies. A routine event may not need much resources and coordination at the incident scene.

Lead Response Agency: An agency designated as primarily responsible for the management of a specific function or for the control role in a specified type of event.

Mitigation: The lessening or limitation of the adverse impacts of hazards and related disasters.

National Emergency Operations Center: A facility from which the control of national emergency or disaster operations and coordination of resources are carried out.

Preparedness: The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions.

Prevention: The regulatory and physical measures to ensure that disasters are prevented, or their effects mitigated. While it is not possible to prevent all risks, there are many examples of activities such as health-related and fire prevention education programs that can eliminate risks.

Recovery: The restoration, and improvement where appropriate, of facilities, livelihoods and living conditions of disaster-affected communities, including efforts to reduce disaster risk factors.

Relief: The coordinated process of providing humanitarian relief and basic community support services during and immediately after the impact of a disaster.

Resilience: The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions.

Response: The actions taken in anticipation of, during, and immediately after, an emergency or disaster to ensure that its effects are minimized and that people affected are given immediate relief and support.

Risk: The probability of an event and its negative consequences

Risk Assessment: A methodology to determine the nature and extent of risk by analysing potential hazards and evaluating existing conditions of vulnerability that together could potentially harm exposed people, property, services, livelihoods and the environment on which they depend.

Risk Management: The systematic approach and practice of managing uncertainty to minimize potential harm and loss.

Standard Operating Procedures: The prescribed routine action to be followed by staff during emergency operations.

Support Response Agency: An agency designated in a plan as undertaking a support role to the lead agency in relation to a specific function or in a specified type of event.

Sustainable development: Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

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

ACRONYMS

BCP	Business Continuity Plan
CSS&OIA	Ministry of Culture, Social Services and Outer Island Affairs
DM	Disaster Management
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EPA	Environmental Protection Authority
EPPSO	Economic Policy, Planning and Statistics Office
EST	Ministry of Education, Sports and Training
EWS	Early Warning System
FACT	Ministry of Fisheries, Agriculture, Commerce and Tourism
FAT	Ministry of Foreign Affairs and Trade
FBPS	Ministry of Finance, Banking and Postal Services
HHS	Ministry of Health and Human Services
IDA	Initial Damage Assessment
IOM	International Organisation for Migration
IFRC	International Federation of Red Cross and RedCrescent Societies
JIL	Ministry of Justice, Immigration and Labour
JNAP	Joint National Action Plan
MoU	Memorandum of Understanding
NDC	National Disaster Committee
NDMO	National Disaster Management Office
NEOC	National Emergency Operations Centre
NGO	Non-Governmental Organization
NSP	National Strategic Plan
OEPPC	Office for Environmental Planning and Policy Coordination
PDNA	Post Disaster Needs Assessment
SOP	Standard Operating Procedures
TC&IT	Ministry of Transportation and Communication and Information Technology
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNISDR	United Nations Office for Disaster Risk Reduction
WIU	Ministry of Works, Infrastructure and Utilities

Part 1

General

- 1.1 Background
- 1.2 Executive Summary
- 1.3 Authorities and References
- 1.4 Implementation of the Arrangements
- 1.5 Country Profile
- 1.6 Country Hazard Profile
- 1.7 Country Risk Profile
- 1.8 Supporting Plans for the NDRMA

1.1 Background

This revised version of the NDRMA builds upon the objectives of the 2012 National Disaster Risk Management Arrangements.

The Review incorporates the RMI experiences from 2013 & 2016 droughts and is mindful of the 2013 National Progress Report on the implementation of the Hyogo Framework for Action. Those Authorities and References which assisted in this review are listed in Section 1.7. and in particular those parts relating to International Humanitarian Response Arrangements. Finally it establishes a platform to further assist in the implementation of the JNAP, the Sendai Framework for Disaster Risk Reduction, and the Framework for Resilient Development in the Pacific.

The NDRMA is presented in 6 Parts:

Part 1	General
	The structure and context explains the 'setting' in which the Arrangements are developed; the country profile, the hazards to which RMI is vulnerable; the manner in which risks will be analysed
Part 2	The NDRM Arrangements
	Describes the aims, objectives and principles; It outlines disaster risk management in the context of planning and development detailing the risk management concept in disaster risk management. It includes guiding principles behind the Arrangements and the future monitoring by which the NDRMA will be maintained as a 'living document'.
Part 3	Disaster Risk Management
	Describes the DRM model and its components. It outlines institutional arrangements and governance structures
Part 4	Disaster Risk Reduction
	Describes prevention, adaptation and mitigation strategies in the context of both DRM and CC
Part 5	Disaster Management
	Focuses on Disaster Preparedness. This includes training and exercise management, the development of supporting plans, communications including warning and alert mechanisms and provides direction on key activities including the arrangements for requesting and coordinating International Humanitarian Assistance
Part 6	Disaster Response
	Focuses on Disaster Response. It includes institutional arrangements for disaster including those times when international humanitarian assistance is requested. It addresses roles and responsibilities for response agencies, incident management system and described the national cluster arrangements
Part 7	Disaster Relief
	Focuses on Disaster Relief. This part introduces the Regional Guidelines for International Disaster Assistance and Cooperation in the Pacific designed to provide a legal framework for international assistance. It also includes disaster financing and the mechanisms associated with the release of funding.
Part 8	Disaster Recovery
	Focuses on Disaster Recovery. It outlines the aims of early recovery, the roles and responsibilities for coordination and the functions of the Recovery Committee.

1.2 Executive Summary

The review of the National Disaster Risk Management Arrangements (NDRMA) 2012 (hereinafter referred to as 'Arrangements' or 'NDRMA') has been coordinated by the National Disaster Management Office (NDMO) on behalf of the National Disaster Committee (NDC). The existing Arrangements were last reviewed in 2012. Since that time the Republic of the Marshall Islands has been impacted by two major droughts in 2013 & 2016, and has also seen the development of the Joint National Action Plan for Climate Change and Disaster Risk Management 2014-2018. There is recognition that greater clarity is required around both the roles and responsibilities for national clusters and the international humanitarian assistance arrangements. Furthermore, the Compact as Amended grants which expires in 2023 must be viewed within the context of this review to ensure the coordination of national DRM initiatives, currently shared by in-country partners, are gradually migrated to and embedded within the NDMO key responsibilities, that of coordinating national DRM strategy and planning.

The National Disaster Management Office will be responsible for coordinating the implementation of the NDRMA through the NDRMA Implementation Plan. It is anticipated that this Plan can be rolled out over a period of three years.

It is recognised that disaster risk reduction is critical to realise the aspirations of national economic growth and sustainable development and that success lies within developing a structured and consciously managed risk approach. The NDRMA will provide the structure to enable the continuous identification, monitoring and assessment of current as well as possible future hazards and vulnerabilities and manage associated risks in a manner to minimise their possible adverse consequences.

An all hazards approach, by definition, includes those hazards related to climate change. Actions to reduce vulnerability and increase resilience across the DRM spectrum, includes those actions designed to address climate change hazards. The NDRMA creates an environment where all disaster risk is assessed collectively and may be integrated in a policy, program and planning context.

The NDRMA recognises the roles played by community, state, national, regional and international partners, and the need to be integrated within a coordination framework, ensuring personnel across all sectors have a clear understanding of their roles and responsibilities within the system.

1.3 Authorities and References

The documents that serve as authorities and references for the NDRMA include the following;

- » Disaster Assistance Act 1987
- » The Emergencies Act 1979
- » Joint National Action Plan 2014-2018. Incorporating the;
 - National Climate Change Policy Framework 2010
- » National Strategic Plan 2015-2017
- » National Action Plan for Disaster Risk Management 2008-2018
- » National Disaster Management Arrangements 2012
- » The Post Disaster Needs Assessment 2016

- » UNDP 2014 – Establishment of Institutional Mechanisms for Disaster Risk Management in the RMI
- » The Sendai Framework. The successor instrument to the;
 - Hyogo Framework for Action (HFA) 2005-2015: Building the Resilience of Nations and Communities to Disasters.
 - Pacific Disaster Risk Reduction and Disaster Management Framework for Action 2005–2015 (Madang Framework)
- » Framework for Resilient Development in the Pacific 2016-2030

1.4 Implementation of the Arrangements

The implementation of the 2016 NDRMA Review will be advised by the NDRMA Implementation Plan. This may occur over a period of 3 years following endorsement of the review outcomes. During and after this period the currency and accuracy of the NDRMA will be maintained through the process of monitoring and review as outlined in Section 1.7.

1.5 Country Profile

Geographically remote, the Marshall Islands is particularly vulnerable to both natural and technological hazards. The Marshall Islands spread across 29 low-lying atolls and 5 islands covering a total land area of 70 square miles is set in 700,000 square miles of ocean. The distance between the capitol Majuro and furthest outlying atoll is approximately 700 miles. It has a population of approximately 53,000 with over two thirds located in the main centers of Majuro and Kwajalein. The atolls and islands that make up the group lie in two parallel chains of atolls; Ratak, or Sunrise to the East; and Ralik or Sunset to the West. The two atoll chains are approximately 129 miles apart and are aligned diagonally northwest to southwest. This isolation combined with fragile ecosystems, and an economy reliant upon agriculture and fisheries, potentially increases the consequences of emergency/disaster events.

The government is a major employer, followed by the commercial and retail sectors. The construction industry is expanding, but fisheries, copra, handicrafts and subsistence agriculture form the larger part of the remaining limited domestic production. However the remoteness of the islands and the limited resources available to address the existing and emerging risks presents significant challenges.

Risks to development in the Republic of the Marshall Islands emanate from both natural and man-made hazards. The Republic of the Marshall Islands is exposed to a number of natural hazards including tropical storm, typhoon and drought.

The remoteness of the islands and the limited resources available to address long-established and emerging risks presents significant challenges to the Government in continuing to reduce the vulnerability of the communities throughout the Islands, including exposure to emerging global issues, in particular changing weather patterns.

The ability to measure this vulnerability is increasingly 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.

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 vulnerability, the hazard profile plays a lead role in identifying causal factors.

1.6 National Hazard Profile

The national hazard profile contains both natural and man-made hazards. However, driven by human intervention, many activities change the characteristics of these hazards whilst at the same time creating new hazards. Although climate change is a major driver in these changes other factors play increasing roles; industrialisation, urbanisation, changing population demographics and societal changes, are just some of these change agents. The result is a constantly shifting hazard profile.

Natural and man-made risks and their accompanying vulnerabilities arise from these hazard; the vulnerabilities are also shaped by economic and social factors alongside the capacity to deal with the risks. Hence, the national hazard profile as the source of risk needs to be accurately maintained to ensure it represents the hazard environment and changes that may occur and is an essential part of the Disaster Risk Management cycle.

Due to potential changes to hazards, risks and vulnerabilities it is essential that processes exist whereby risks arising from all hazards are effectively assessed and regularly monitored to inform disaster risk reduction and disaster management initiatives. It is proposed that hazard profile monitoring is conducted by a sub-committee of the National Disaster Committee - the Risk Advisory Group. The establishment of this sub-committee its roles and responsibilities are contained within the NDRMA Implementation Plan.

The following hazards have been identified in previous reviews as being those most likely to impact the Republic of the Marshall Islands. They have been rated in terms of their risk potential as either; high, medium or low. The following list of hazards and their risk rating will be reviewed under the Implementation Plan; in particular the method of rating risk will be enhanced, introducing a transparent and auditable process to assist in cyclical reviews

Natural Hazards	Level of Risk
Tropical storm and typhoon	High risk
High surf	High risk
Drought	Medium risk
Volcanoes	Low risk
Tsunami	Low risk

Human-induced and other Hazards	Level of Risk
Fire	High risk
Marine oil spill	High risk
Water supply contamination	High risk
Hazardous materials	High risk
Epidemic disease	High risk
Commercial transport accident	Medium risk

1.7 National Risk Profile

The ability to identify and measure risks and associated vulnerabilities which arise from the national hazard profile is an essential step in reducing disaster risk. Inability to accurately identify and assess risks will contribute towards community vulnerability and the negative impacts of disaster events on development.

Risk is the linking function across all hazards and a key tool in integrating climate change within the DRM model. Risk management can be effectively integrated into day to day planning and link into the annual strategic, business and budget planning processes.

It is proposed that the development of a risk profile is conducted by a sub-committee of the National Disaster Committee - the Risk Advisory Group. The establishment of this sub-committee its roles and responsibilities are contained within Section 4.6.

1.8 Supporting Plans for the NDRMA

Under the NDRMA there are requirements for supporting (or subsidiary) plans to be developed at many levels. To ensure these plans are developed consistently and use common terminology a guide on the development of these plans is included in Section 2.5 The role of the NDMO is to provide technical advice and guidance in the development of these plans and conduct an annual review to ensure that plan 'owners' have undertaken an annual review for accuracy and currency in all aspects of the plan and to advise of any exercise management 'tests' that have been conducted. These results will be part of an annual report from the NDMO to the NDC.

Part 2

The Arrangements

- 2.1 NDRMA Aims and Objectives
- 2.2 Risk Management in the context of Disaster Risk Management
- 2.3 Risk Management in the context of Development Planning
- 2.4 NDRMA relationship with Subsidiary Plans
- 2.5 Definition and Scope of Subsidiary Plans
- 2.6 Illustrated Relationship of Subsidiary Plans
- 2.7 Relationship of Acts, Regulations and Policy, and Regional/
Global Arrangements with the NDRMA
- 2.8 Disaster Risk Management in the Pacific Region
- 2.9 Guiding Principles for Disaster Risk Management
- 2.10 Monitoring and Reviewing the NDRMA
- 2.11 Governance Structure and Authority to vary or amend the
NDRMA

2.1 NDRMA Aims and Objectives

The aim of the Arrangements is to provide-:

- » A framework to encompass Disaster Risk Management in its entirety and to provide guidance for decision makers in the development of associated risk reduction, emergency response and contingency plans and procedures by those departments, sectors and agencies who have mandated responsibilities for such activities.
- » They also provide a guide to regional and international organizations who should consider these national arrangements when developing any related regional DRM projects and programmes including regional contingency plans to ensure that they complement and support the national process.

The objectives of the Arrangements are to-:

- » Establish a mechanism for effective control, coordination, decision making, accountability, and organisational arrangements for all aspects of disaster management.
- » Describe organisational arrangements that maximise the use of available resources based on an all hazards approach.
- » Promote integrated planning and collaboration for disaster management and disaster risk reduction across and within all levels of government, sectors and communities
- » Support the successful implementation of existing and future national, regional and international policy frameworks for disaster risk management, climate change and sustainable development
- » Incorporate a risk based approach to integrate DRM and climate change risk within a shared assessment process and to advise the decision making process in disaster risk reduction activities.
- » Integrate the Regional Humanitarian Response Arrangements into national arrangements.
- » Maintain the NDRMA as a 'living document', with currency and accuracy reflecting government, environmental and organisational changes.

2.2 Risk Management in the context of Disaster Risk Management.

Risk management is the management discipline which underpins all risk identification and assessment process irrespective of the context.

In the DRM context the process commences with the national hazard profile. All disasters risks have their source in these hazards. Accurately defining the national hazard profile is essential. This starting point also incorporates climate change risk as risks associated with climate change will also find their source in the national hazard profile.

The hazard profile once accurately defined, will be reviewed annually by the Risk Advisory Group. The development of a risk profile for each hazard is the next step. This should be conducted by a multi sectoral working group who will identify risks, their root causes, controls, the effectiveness of DRR strategies and areas deficient in risk

controls which can form the basis for future projects and funding proposals. This initial workshop is a 'one-off' exercise. Once the risk profiles are complete the role of the Risk Advisory Group will be to regularly monitor these risks to ensure increases or decreases in risks and vulnerabilities are identified so this information can inform decision making, project planning or any DRR activity, it will also advise budget decisions as they can be linked back to risks of greatest consequence, providing an auditable and transparent pathway.

2.3 Risk Management in the Context of Development Planning

The national development priorities of the Republic of the Marshall Islands are set out in the National Strategic Plan (NSP) 2015-2017 'The Vision', where economic, social, cultural and environmental goals and targets are specified. The NSP is used as the roadmap for development and progress in the medium term (2015–2017) and will be continually updated for use in meeting longer term objectives as the RMI moves towards the scheduled completion of The Compact of Free Association, as Amended funding in 2023.

All development plans, and indeed all projects, should include assessments on risks. These assessments should provide a focus on three key risk areas;

1. The management of risks associated with the development/project ensuring it is delivered on time and within budget.
2. Ensuring the development/project specifically addresses those risks it is designed to mitigate and in particular their root causes and other contributory factors leading to increased vulnerability that would lessen the probability of project success.
3. Ensuring the development/project does not create new risk.

This process should also link into annual strategy and business plans where risk should be assessed in all planning, project initiatives.

2.4 NDRMA Relationship with Subsidiary Plans

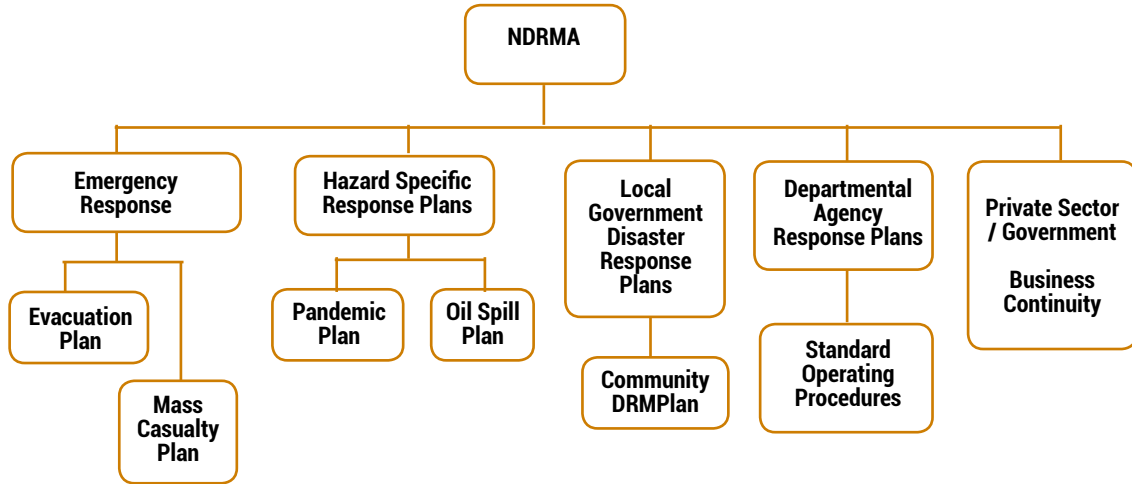
The NDRMA establishes the platform into which ministry, departmental, sector, local government, and other related DRM plans will link. This is an essential coordinating function. The NDRMA introduces roles and responsibilities that are required of various agencies and powers they may have under the NDRMA other plans, mandates and legislation. It articulates the functions of command, control and coordination, ensuring that in the event of international humanitarian assistance being sought, their support will be assimilated into the national coordination mechanism guided by the support plans across all sectors and across the outer islands and atolls.

2.5 Definition and Scope of Subsidiary Plans

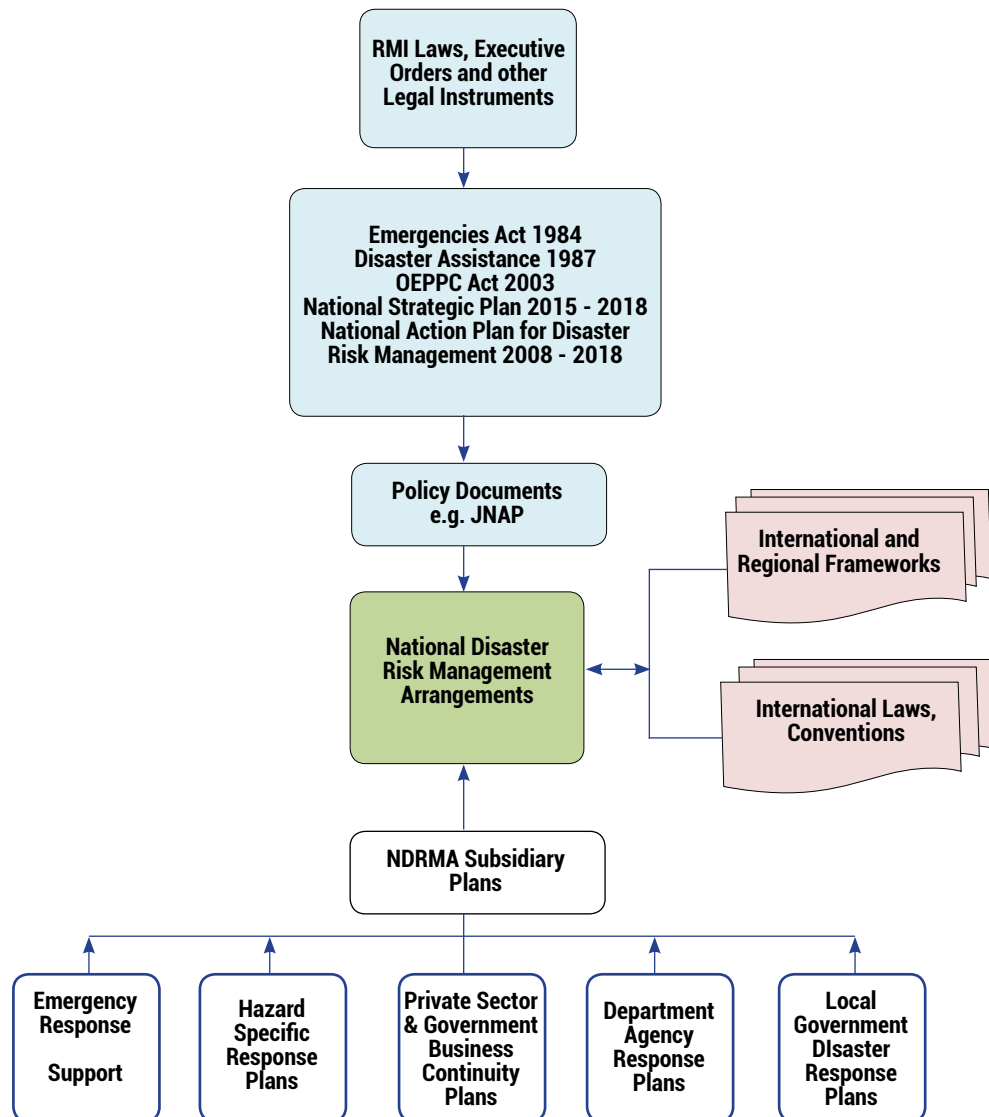
As the DRM environment becomes ever more complex, the need to monitor subsidiary plans increases, to ensure they complement and enhance the national planning efforts. Alongside the monitoring of existing plans, is the need to identify gaps where plans should be developed. It is the role of the NDMO to coordinate these key tasks. As part of this strategy the NDRMA prescribes the overall categorisation of supporting plans, illustrated in the matrix below.

Plan type	Definition
Local Government Disaster Risk Management Plans	Compliment the NDRMA. Developed by Local Government Disaster Committees they play the same role as the NDRMA but at a local level. The Outer Island or Atoll DRM plans being an extension of the NDRMA in particular in respect of coordination and communication
Community Based Disaster Risk Management Plans	These plans are unique to the needs of individual communities. Developed within communities, local government will partner with communities in plan development ensuring alignment with local government plans.
Hazard Specific Response Plans	Developed at sectoral/departmental level they outline a whole of government approach to specific hazards e.g. <ul style="list-style-type: none"> » Oil spill plan » Pandemic Plan » Tsunami Support Plan
Emergency Response Support Plans	These describe plans which are common across a number of hazards and relate to specific activities e.g. <ul style="list-style-type: none"> » School evacuation plans » Mass casualty plan » Shelter Management Plan » Early Warning plans
Departmental/Agency Response Plans	The Response Plan relates to how an individual ministry /department/organisation prepare for and responds to an emergency or disaster whilst maintaining business continuity in the post impact period.
Standard Operating Procedures (SOP)	These are detailed procedural guidelines within individual agencies/departments/sectors which guide people in the performance of specific tasks. These may include but not limited to; <ul style="list-style-type: none"> » National Emergency Operations Centre » Local Government Emergency Operations Centre » Financial procedures for disaster response/recovery
Business Continuity Plans (BCP)	These plans are specifically designed to assist an agency/ department/ organisation or other entity to continue to conduct core business functions immediately following an emergency/disaster.

2.6 Illustrated Relationship of Subsidiary Plans



2.7 Relationship of National Acts, Regulations, Policy and Regional and Global Arrangements with the NDRMA



2.8 Disaster Risk Management in the Pacific Region

Background 2005 - 2015

The Pacific leaders, in 2005, endorsed the Madang Framework and the Pacific Islands Framework of Action on Climate Change, 2006–2015. The Madang Framework represented the Pacific's adaptation of the Hyogo Framework for Action 2005–2015: SOPAC/SPC was responsible for coordinating the implementation of the Madang Framework and was supported in this effort by the Pacific DRM Partnership Network—an association of more than 30 regional and international organizations committed to DRM capacity building and development in the Pacific.

Current 2015

The Sendai Framework is the successor instrument to the Hyogo Framework for Action 2005–2015, whilst the Framework for Resilient Development in the Pacific is the regional adaptation of the Sendai Framework.

2.9 Guiding Principles for Disaster Risk Management

- » Disaster risk management is a sustainable development issue requiring a coordinated and collaborative approach in addressing social, economic, and environmental issues by supporting communities in understanding and managing their hazards and disasters.
- » Disaster risk management is everyone's business and requires a whole of government approach including local governments, all sectors and at all levels.
- » Effective disaster risk management requires a strong governance framework with clear policies and legislation, accountability, institutional and organisational arrangements and connections across and within levels of government, sectors and communities.
- » Disaster risk management addresses all hazards including those related to climate change. It comprises of disaster risk reduction, which includes prevention, mitigation and adaptation, and disaster management, which includes preparedness, response and recovery and for receiving relief support into the community level.
- » Risk management is integrated into national planning and budgetary processes
- » Combining traditional knowledge and scientific information in the design of risk reduction and risk management strategies and activities at all levels.

- » Adoption of regulatory and incentive-based disaster risk management instruments in disaster risk reduction and disaster management.
- » Promoting and creating public, private and community partnerships for reducing risk.
- » Empowering communities to address their risks through the development of capacity and knowledge (traditional and scientific) and through the provision of support for local involvement in developing and implementing disaster management strategies.
- » Underpinning the successful realisation of these principles is a need for a transformational change to the policy and operating environment. Dealing effectively with DRM and CC will require a considerable effort by all stakeholders and significant systematic change.

2.10 Monitoring and Reviewing the NDRMA

The risk environment within RMI is in a state of constant change, which in turn can compromise the accuracy of the NDRMA, examples may include; portfolio changes in government resulting in changed DRM roles and responsibilities, new and emerging hazards and risks; increase or reductions in existing risks; new technologies or restructuring that improves/changes response arrangements.

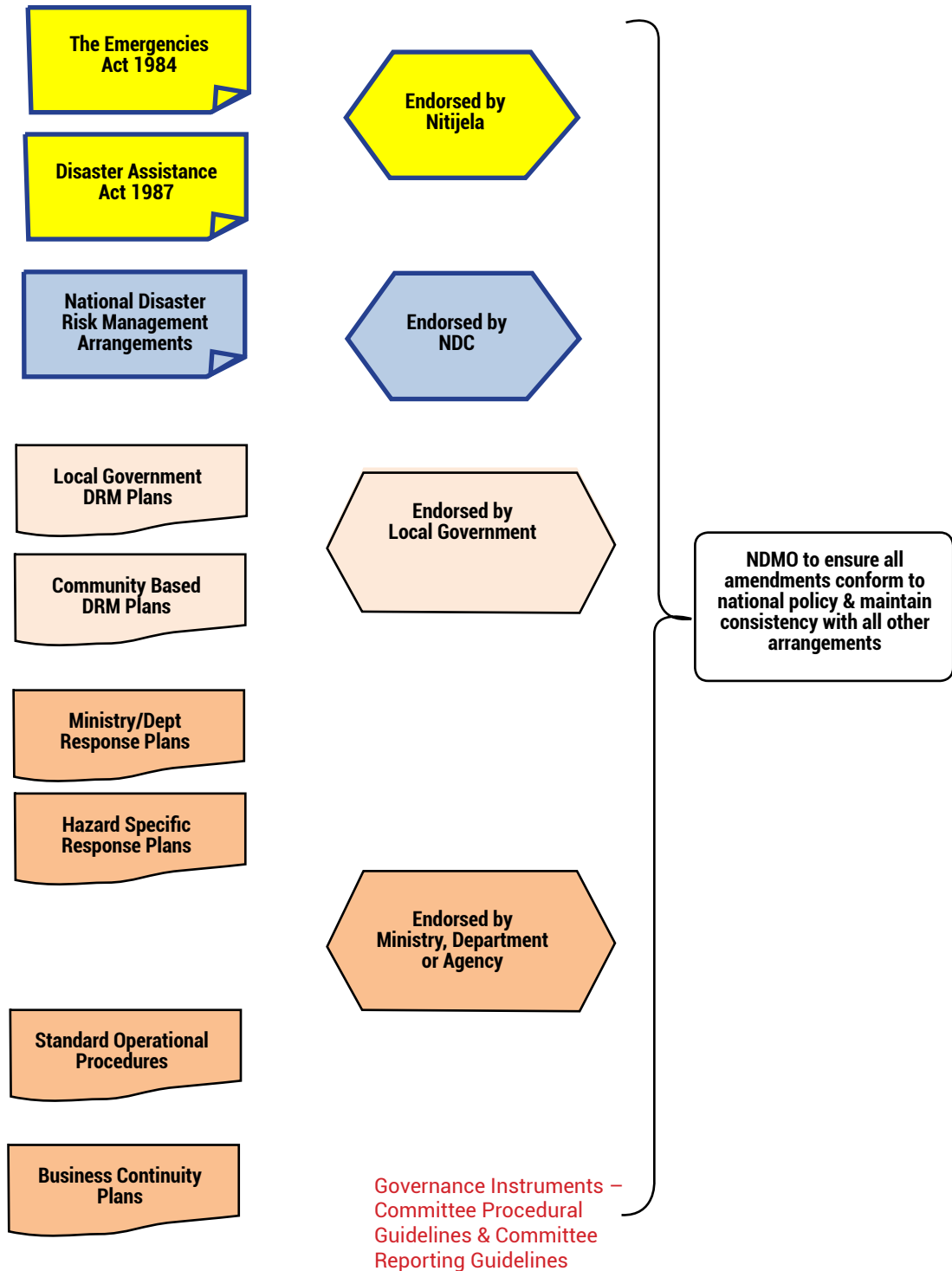
The NDMO has the responsibility of coordinating version control of the NDRMA. The source version will be available on-line; any significant changes will be notified to all stakeholders by the NDMO.

It is the responsibility of those who maintain plans within local governments, departments, agencies and sectors to ensure any changes are initially advised to the NDMO and subsequently endorsed by the proper authority as indicated in the governance framework below.

Annually the NDMO will submit a report to the NDC on the currency of the NDRMA, reporting on changes and amendments in accordance with approved reporting protocols.



2.11 Governance Structure and Authority to vary or amend the NDRMA



Part 3

Disaster Risk Management

- 3.1 General**
- 3.2 Disaster Risk Management**
- 3.3 Disaster Risk Management Model**
- 3.4 Climate Change Mitigation & Adaptation**
- 3.5 Key Elements of the DRM Model**
- 3.6 Institutional Framework for DRM**
- 3.7 DRM Governance**
- 3.8 Roles and Responsibilities**
 - 3.8.1 The Responsible Minister**
 - 3.8.2 Office of The Chief Secretary**
 - 3.8.3 National Disaster Committee**
 - 3.8.4 Membership of the NDC**
 - 3.8.5 NDC Advisory Groups**
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 - 3.8.8 Local Government Disaster Risk Management Arrangements**
- 3.9 Government Partners**
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 - 3.9.3 Churches**
 - 3.9.4 Marshall islands Red Cross Society**
 - 3.9.5 Private Sector**

3.1 General

The Republic of the Marshall Islands National Disaster Risk Management Arrangements are designed to:

- A. Deal with all hazards
 - B. Be integrated, (involve all people and agencies)
1. An all hazards approach is designed to deal with both the 'traditional' natural hazards such as cyclones, earthquakes, drought and tsunami, including those attributed to climate change, and also address a wide range of man-made hazards utilising the same arrangements and resources. These would include those where underlying community vulnerabilities are created through urbanisation, migration from islands, industrialisation, waste, and introduced hazards such as animal and plant disease and marine infestation.
 2. Disaster Risk Management is everybody's business. The NDRMA establishes a mechanism for coordination, decision-making, accountability and organisational arrangements for all aspects of disaster management and disaster risk reduction. Whether at a national, local government or community level the management of disasters is a shared responsibility, each level of government contributing particular skills and knowledge which collectively when managed and coordinated can reduce vulnerabilities, increase resilience, empower communities and minimise damage to development.

NGO's play well-defined roles in disaster risk management, whilst the private sector has an increasingly important role in partnering with government and ensuring business continuity plans seek to secure key services and the protection of infrastructure. Partnerships resulting in an integrated approach to planning, maximises communication and the coordination of available resources.

3.2 Disaster Risk Management

Disaster Risk Management is defined as '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 2009).

Risks arise from the interaction between the source of risk for example hazards such as flooding or sea level rise and people, assets, infrastructure, activities and resources. However, vulnerability is also shaped by physical, environmental, economic and social factors, whilst influenced by the capacity to manage these risks at every stage.

Disaster risk management comprises two components, disaster risk reduction (DRR) and disaster management (DM), however as illustrated in the figure below they are interconnected. Whilst DRR focuses on the pre-disaster period, DM provides a focus upon the situation immediately before and after a disaster. Understanding these relationships and their interaction is an essential part of effective preparedness, response and recovery.

The successful application of DRM is a shared responsibility across all government sectors and requires effective partnerships between Government, Outer Island Disaster Committees, national and international partners and also including public/private 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. Establishing a formal risk management framework provides a whole of government approach to implementing risk based decision making in all phases of DRM and effectively integrate such business practise into day to day planning and linked into the annual strategic, business and budget planning processes.

The combination of the traditional disaster management (DM) element and disaster risk reduction (DRR) provides the disaster risk management environment within a sustainable development context.

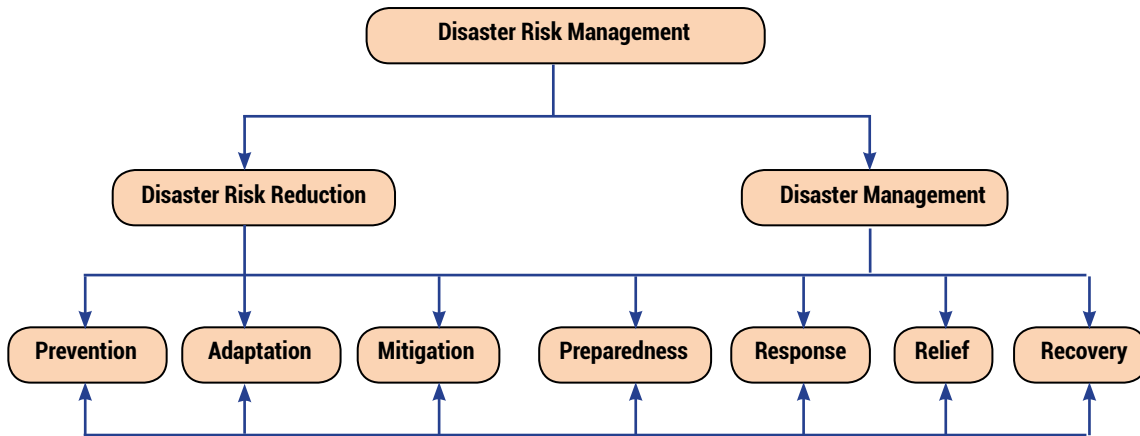
Some examples of disaster risk reduction and disaster management

Disaster Risk Reduction	Disaster Management
Development and enforcement of building codes	Development and testing of emergency response plans
Establishment of Flood management systems	Emergency operation coordination
Planting of disease-resistant crops	Search and rescue
Establishment of appropriate early warning systems	Conduct of Damage and Loss assessments
Use of risk information to inform development decision-making	Recovery planning

3.3 Disaster Risk Management Model

The model comprises of two components;

- » Disaster Risk Reduction and
- » Disaster Management



This model reflects the operational relationship of the NDC roles and responsibilities as described within The Disaster Assistance Act:

*"An Act to reduce vulnerability of people and communities of the Republic to damage, injury, and loss of life and property resulting from natural or manmade catastrophes; to clarify the role of the Cabinet and local governments in the **prevention** of, **preparation** for, **response** to, and **recovery** from disaster; to authorize and provide for coordination of activities relating to disaster prevention, preparedness, response, and recovery between agencies, and for matters connected therewith and incidental thereto."*

The Act then describes the duties of the Disaster Committee (NDC); the following extract expands on those responsibilities illustrated above;

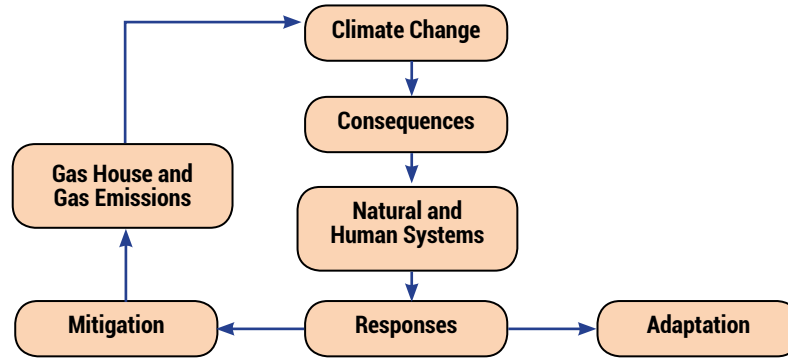
*The Disaster Committee shall be responsible for **mitigation** of the effects of any disasters and in the event of any such disaster shall be responsible for directing the conduct of counter-disaster operations. The Committee shall also prepare, for issuance by the Cabinet, executive orders, proclamations and regulations as necessary or appropriate in dealing with any disaster.*

(2) It shall be the duty of the Chief Secretary to set up and maintain in consultation with the Committee a disaster plan which includes measures for:

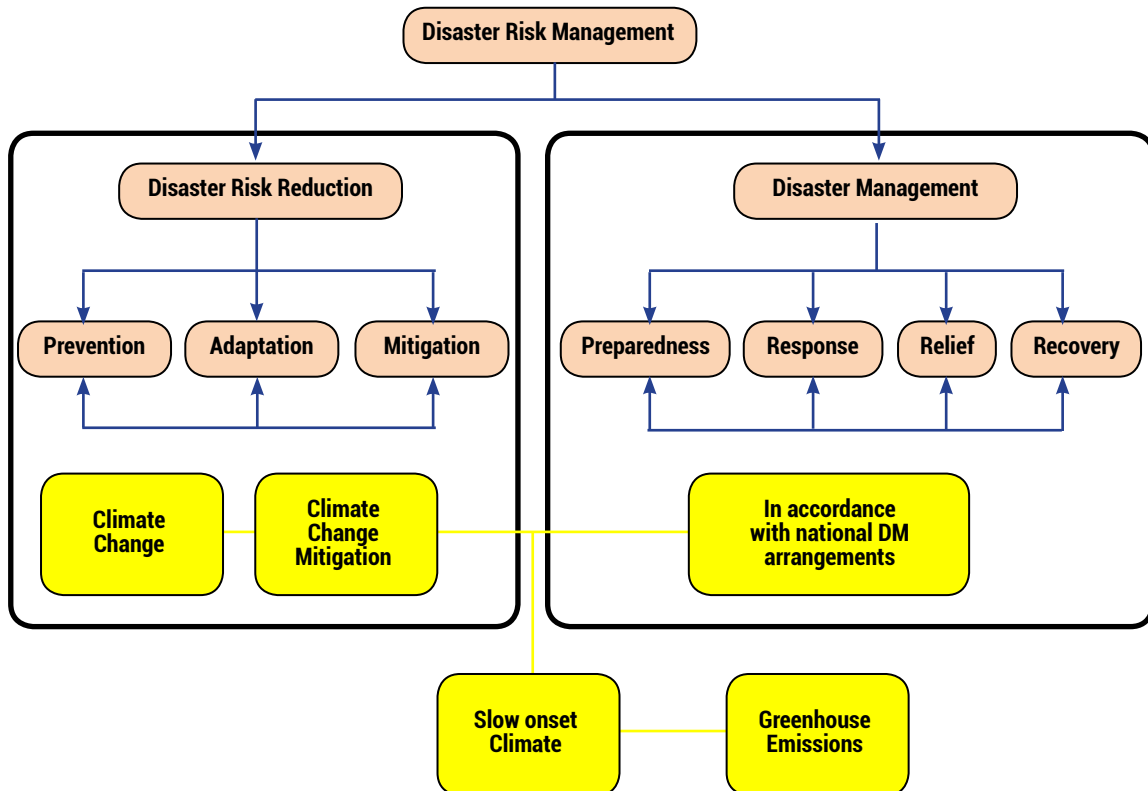
*(c) disaster **relief**;*

3.4 Climate Change Mitigation and Adaptation

Climate change mitigation and adaptation are an integral part of disaster risk reduction, as explained in the Framework for Resilient Development in the Pacific which outlines an integrated approach to climate change and DRM.



Although there may be variations in the definitions of mitigation and adaptation for climate change, the objectives are similar - to manage risk, reduce vulnerability and increase resilience, the following model represents climate change within the DRM model.



3.5 Key Elements of the DRM model:

- » Defined and prioritised hazard mitigation plans
- » Application of hazard analysis, risk identification and vulnerability assessment tools
- » Risk Incorporated in planning and project development
- » Collaboration and coordination between national government, international and regional partners
- » Commitment and involvement of members of designated committees and working groups
- » Integration of national, local government and community disaster risk management arrangements
- » Public education, training and preparedness programs
- » Understanding of roles and responsibilities of all lead and support agencies
- » Development and testing of emergency response plans for all hazards
- » Command, control and coordination protocols
- » Appropriate agency emergency response plans and standard operating procedures
- » Effective early warning and communication systems
- » Relief and recovery programs

3.6 Institutional Framework for Disaster Risk Management

The Institutional Framework for disaster risk management has three distinct structures;

1. During normal times
2. During times of emergencies or disaster (Part 6 – Section 6.2.1)
3. When international assistance is sought to support national efforts (Part 6- Section 6.11.1)

The National Disaster Committee is the principal body for endorsing DRM policy and setting National Disaster Risk Management strategy towards reducing disaster risk through the establishment of formal risk management processes.

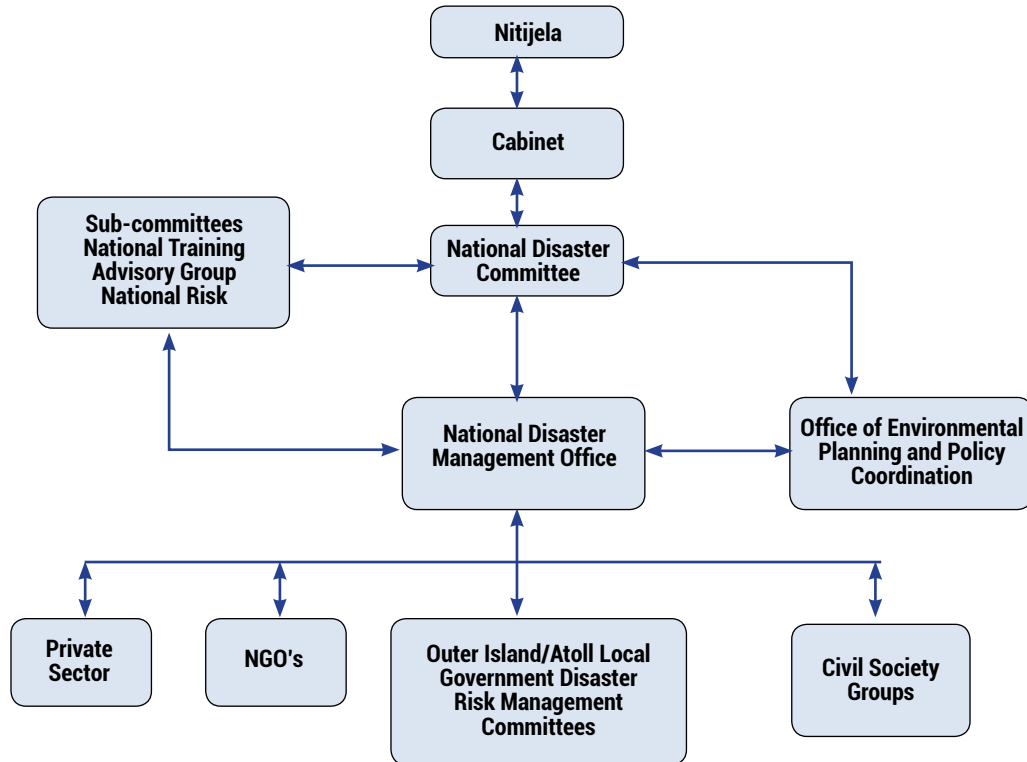
The National Disaster Committee is the principal executing body at national level acting on behalf of Cabinet; the Secretariat for the NDC is the NDMO. During times of disaster the NDC is the peak decision making body providing advice to Cabinet on strategic decisions. During normal times the NDC is responsible for monitoring all aspects DRR and DM. The NDMO is the coordination centre for DRM both in normal times and at times of disaster.

Communications between the NDMO and the Island/Atoll Disaster Risk Management Committees is an essential link both in normal times and times of disaster and is one of the crucial functions in the support and development of DRM capability.

At an outer island/atoll level the implementation of national DRM arrangements are the responsibilities of the Outer Island/Atoll Disaster Risk Management Committees as the principle body responsible for all DRM activities.

At local level 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 mainstreaming disaster risk reduction into local development programs, as this can best be achieved at the community level.

The national institutional arrangements for normal times are illustrated below.



3.7 DRM Governance

Governance is built upon clearly defined DRM roles and responsibilities and regular reporting cycles aligned to NDC meeting schedules. This will ensure the NDC are kept informed of progress, outcomes and issues arising from all current DRM projects, plans and initiatives. It will also provide assurance that DRM policies, strategies, and plans achieve compliance with relevant Acts and Regulations. The NDMO and OEPPC will jointly coordinate the NDC meeting agendas ensuring responsible managers have complied with reporting requirements.

3.8 Roles and Responsibilities

3.8.1 Responsible Minister

The Minister in Assistance to the President is the responsible Minister for the Arrangements and as such is responsible to the Cabinet and for ensuring that appropriate measures are in place for the effective mitigation of hazards and the preparedness, response, relief and recovery from disasters.

3.8.2 Office of the Chief Secretary

Chief Secretary's Office (CSO) is responsible for providing the leadership and direction in order to achieve the objectives of the Arrangements.

The primary responsibilities of the CSO are to:

- » Act as the President's authorized representative for all disaster risk management activities.
- » Act as Chairperson on the National Disaster Committee.
- » Conduct quarterly meetings of the NDC and at other times as required..
- » Provide direction to the oversight and stewardship of the national DRM strategy.
- » Conduct strategic review of national DRM objectives in line with the NDRMA Implementation Plan
- » Assume the responsibilities of the National Disaster Controller on the declaration of a State of Emergency or Disaster.
- » Lead the annual NDC compliance review with Disaster Assistance Act 1997

3.8.3 National Disaster Committee

The National Disaster Committee is established under the 1987 Disaster Assistance Act. The duties of the Committee are summarised in the following extract from the Act:

The NDC shall be responsible for;

- » Mitigating the effects of any disasters and in the event of disaster shall be responsible for directing the conduct of disaster response operations.
- » Monitoring and reviewing national disaster risk management arrangements across the DRM continuum
- » Maintaining compliance with the Disaster Assistance Act 1997

At times of national emergency or disaster the National Disaster Committee is to be convened by the Chair the NDC the Chief Secretary or in the absence of the Chair, the Deputy Chief Secretary. Under normal conditions the NDC meets on a quarterly basis to assess, review and if necessary, endorse projects, programs and activities within the scope of the NDRMA. The NDC may meet at any other time as necessary;

1. To consider response to a slow onset emergency / disaster in RMI
2. When deemed necessary by the Chief Secretary, before, during and after a disaster event.

NDC meetings will typically address the following issues;

- » Monitor the progress of the NDRMA Implementation Plan as the instrument to provide compliance with the Disaster Assistance Act 1987
- » Provide policy advice to the Minister and Cabinet that gives guidance and direction to disaster risk reduction and disaster management national planning and coordination.
- » Receive regular appraisals from the NDMO on the achievement of objectives established in the NDRMA Implementation Plan.
- » Receive reports/advice from designated NDC Advisory Groups.
- » Review any amendments to the national Arrangements.
- » Develop the operational strategy for any nationally declared disaster or emergency. [Disaster Assistance Act 1987 (2)(a)(b)(c)(d)(h)(i)]
- » At the direction of Cabinet place into operations any powers vested in Cabinet under the Disaster Act during a declared Emergency or Disaster
- » Approve the annual DRM training plan.
- » Review the effectiveness of the previous year's training programs in respect of evidence to support;
 - The focus of training is aligned to risk priorities
 - Community resilience is increased
 - Skills and competencies are maintained
- » Conduct an annual review of the national hazard profile
- » Review annually the status report of NDRMA supporting plans – review and testing – as provided by the NDMO (Disaster Assistance Act 1987 [(2f)(3a)])
- » Assess the annual exercise management program as proposed and coordinated by the National Training Advisory Group
- » Monitor and record progress of the implementation of the NDRMA against the complimentary components of the;
 - JNAP
 - The Sendai Framework
 - The Framework for Resilient Development in the Pacific

3.8.4 Membership of the National Disaster Risk Management Committee

The membership of the NDC includes:

- » Chief Secretary – (Chairperson)
- » Secretary of Works, Infrastructure and Utilities
- » Secretary of Transportation, Communications and Information Technology
- » Secretary of Natural Resources and Commerce
- » Secretary of Health Services and Human Services
- » Secretary of Culture and Internal Affairs
- » Secretary of Foreign Affairs and Trade
- » Secretary of Finance, Banking and Postal Services
- » Attorney General
- » Director of Office of Environmental Planning and Policy Coordination
- » Director of Economic Policy Planning and Statistics Office
- » Commissioner for Public School System
- » National Police Commissioner
- » General Manager of Air Marshall Islands
- » General Manager of National Telecommunications Authority

- » General Manager of Marshall Islands Shipping Corporation
- » Director of RMI Ports Authority
- » Representative from the Private Sector
- » Representative from the NGO's

Technical Advisors:

The NDMO and Weather Service are permanent Technical Advisors to the NDC and may be called upon when required.

In addition to the 'standing members' listed above, the Minister may appoint representatives of other organisations, either for specific issues for a specific time, or for an indefinite period, or in the role of observers.

The NDMO will act as secretariat for the NDC.

3.8.5 NDC Advisory Groups

To support the NDC in specific areas of DRR the Committee can appoint representative Advisory Groups as required to assist the process of implementing national priorities for DRM.

The composition, terms of reference and reporting arrangements of such Advisory Groups will be determined by the NDC and representation may consist of a range of stakeholders including government agencies, NGOs, private sector, outer islands/atolls, church, community representatives and other individuals and organisations that it may deem appropriate.

The NDMO and OEPPC should be represented on the current Advisory Groups

3.8.6 National Disaster Management Office

The NDMO is responsible for disaster risk management activities in line with government policy, legislative requirements and the strategic priorities of the NDC.

The NDMO in partnership with the OEPPC play a pivotal role in ensuring the aims and objectives of National DRM strategy are achieved.

The NDMO is responsible for:

- » Representing RMI at regional and international disaster related forums
- » Coordinating the implementation of the NDRMA
- » Monitoring subsequent changes and updates of NDRMA through version control procedures
- » Functioning as the liaison point for all disaster related activities with regional and international agencies
- » Providing administrative and secretariat support to the NDC.
- » Developing and maintaining effective relationships with relevant regional bodies to ensure synergies between national, regional and international DRM programmes.
- » In partnership with the OEPPC coordinating DRM/CC DRR strategies in line with the national risk profile.
- » Conduct annual audit and report to the NDC on the testing and reviewing of plans supporting the NDRMA
- » Provide technical support for all DRM related training design and development
- » Provide technical assistance in developing and conducting exercise management programs

- » Conducting annual audit on ministry, department and agency DRM resources, developing an annual report for submission to the NDC.
- » Provide technical assistance to all ministries, local governments, departments, and agencies, in the development and maintenance of plans supporting the NDRMF
- » Provide technical support in the development of public awareness information and programmes,
- » Maintaining the National Emergency Operations Centre in a state of operational readiness, including the facilitation of training and exercises, post-disaster and post-exercise debriefs and preparing reports for the NDC highlighting critical areas for improvement.

3.8.7 Office of Environmental Planning and Policy Coordination

The mission of the Office of Environmental Planning and Policy Coordination is to protect human health and the natural environment of the Marshall Islands actively supporting a sustainable balance between RMI's economy and its natural environment, and to ensure improved coordination of all international and regional environmental programmes and activities allowing policy coordination to rest directly with the office of the President.

Main duties of OEPPC include the following:

- » To provide policy advice to President and Cabinet on Multilateral Environmental Agreements and associated treaties particularly the Rio Conventions, including the United Nations Framework Convention on Climate Change and its Kyoto Protocol, The United Nations Convention on Biological Diversity and its Cartagena Protocol, The United Nations Convention to Combat Desertification, the Barbados Programme of Action, among others.
- » To ensure adequate attention is given to addressing the RMI's international commitments made through the international treaties signed and ratified, including benefits of being a Party to these Conventions.
- » To ensure that activities arising from associated international Conventions are linked to national priorities.
- » To collaborate with other Government Partners/NGOs and Communities in implementing environmental projects/programmes
- » Ensuring that all submissions to Government for funding in relation to development projects and programs under either the national budget or donor funding have completed climate risk assessments and that the results of such assessments are acceptable to allow the project or programme to proceed
- » Ensuring that all private and other commercial capital development programmes are the subject of climate risk assessments prior to the consideration of any partnerships with or approvals by the Government
- » Advising and monitoring the integration of disaster and climate risk assessments in development planning and budgeting processes in all Ministries, Island Councils and Village Councils

3.8.8 Local Government Disaster Risk Management Arrangements.

Key responsibilities of the Local Government Disaster Risk Management Committees will include:

Disaster Management:

- » Lead the development of Outer Island/Atoll disaster risk management arrangements consistent with the national arrangements.
- » Develop local government response plans.
- » Establish committees and working groups as may be considered necessary by

the Outer Island/Atoll Disaster Risk Management Committee.

- » Assist the strengthening of community planning in support of the Outer island/atoll arrangements.
- » Developing effective communication links with the NDMO.

Disaster Risk Reduction:

- » Include community groups that amplify the voices of women, children, youth, older people and people with disabilities and systematically involve them in decision-making.
- » Actively seek women's leadership in disaster risk management forums.
- » Place protection at the centre of planning to prevent violence against women, including sexual and gender based violence.
- » Liaise with the NDMO in establishing training needs and subsequent development of community training and awareness programs
- » Organize community-level simulation exercises to better understand informal response structures, clarify responsibilities in the event that national or international support is required.
- » Liaise with the NDMO and OEPPC in the risk assessment of development plans and projects
- » Raise awareness about DRR and preparedness in communities, building on traditional approaches, by including DRR in education curricula at all levels, as well as by working with faith-based groups, private businesses and other community groups.



- » Ensure traditional structures and community networks are incorporated into state disaster plans in both urban and rural communities.
- » Build effective partnerships with local government and traditional community leaders.

3.9 Government DRM Partners

3.9.1 Non-Government Organizations (NGOs)

Non-Government Organizations play a key role in supporting disaster risk reduction and disaster management activities in accordance with their interests, charters and capabilities. Their close links with communities are of particular value in public awareness and education programmes relating to both risk reduction and disaster management and they can provide support to the successful implementation of the priorities of the NDC.

3.9.2 Women United Together for the Marshall Islands

This organization currently has links to 23 of the 24 outer island/atolls; they work closely with community groups and play a key role in a number of areas of community preparedness including the retention of traditional knowledge.

3.9.3 Churches

The Churches have close links with their communities and provide emergency



shelters and food in times of emergency or disaster. A number of outer island/atoll church members also have access to radio communication, which can assist during an emergency situation. Initial recovery activities can also be organised through the efforts of members of the Council of Churches.

3.9.4 Marshall Islands Red Cross Society

The Red Cross have established a permanent office in Majuro. An active and important partner in national DRM activities, it has established an active volunteer arm, and active in delivering first aid training to a wide range of organisations and communities. It provides a humanitarian focus with international resources, the benefits of a permanent presence will only increase the ability of the NDMO to meet its role as national DRM coordinator.

3.9.5 Private Sector

The private sector are major stakeholders in the Republic of the Marshall Islands, having capacities and resources that can be made available to assist the process of disaster risk reduction and disaster management, they should therefore be an integral part of disaster preparedness, response and recovery

The private sector is part of the community in a disaster risk management context; in particular business continuity is a major factor in the post disaster period with many businesses providing essential services which are critical in early recovery stage. The development of protocols to formalise the relationship between government and the private sector are therefore essential.

Disaster risk reduction and business continuity management planning should be part of joint government / private sector training, testing and simulation exercises. Information should be collated and made available regarding local business services and community and volunteer capabilities that can be mobilised during disaster preparedness and response and how to engage with them.

Part 4

Disaster Risk Reduction

- 4.1 General
- 4.2 Prevention
- 4.3 Mitigation
- 4.4 Adaptation
- 4.5 Risk Management
- 4.6 Risk Advisory Group



4.1 General

Disaster Risk Reduction (DRR) is “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 2009). Effective DRR requires activity within all government and non-government sectors.

The current regional policy guidance for DRR is through the Sendai Framework 2015-2030 and the Strategy for Resilient Development in the Pacific.

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.

At the national level disaster risk reduction programmes and activities are to be incorporated into corporate and business plans and budgets. There must also be a cooperative, coordinated and collaborative approach to disaster risk reduction with key sectors working closely with relevant international, regional and national stakeholders. It also requires the strengthening of relevant legislative and regulatory processes.

In the outer island/atolls disaster risk reduction programmes and activities, involving the identification of those risks which create the greatest threats to communities and the implementation of measures to deal with them are to be incorporated into the respective local government plans and budgets.

At the community level disaster risk reduction programmes and activities are to be developed and incorporated into programmes that address community development and coping mechanisms in times of disasters. Relevant traditional knowledge and practices are to be included in all national, outer island/atoll and community disaster risk reduction plans.

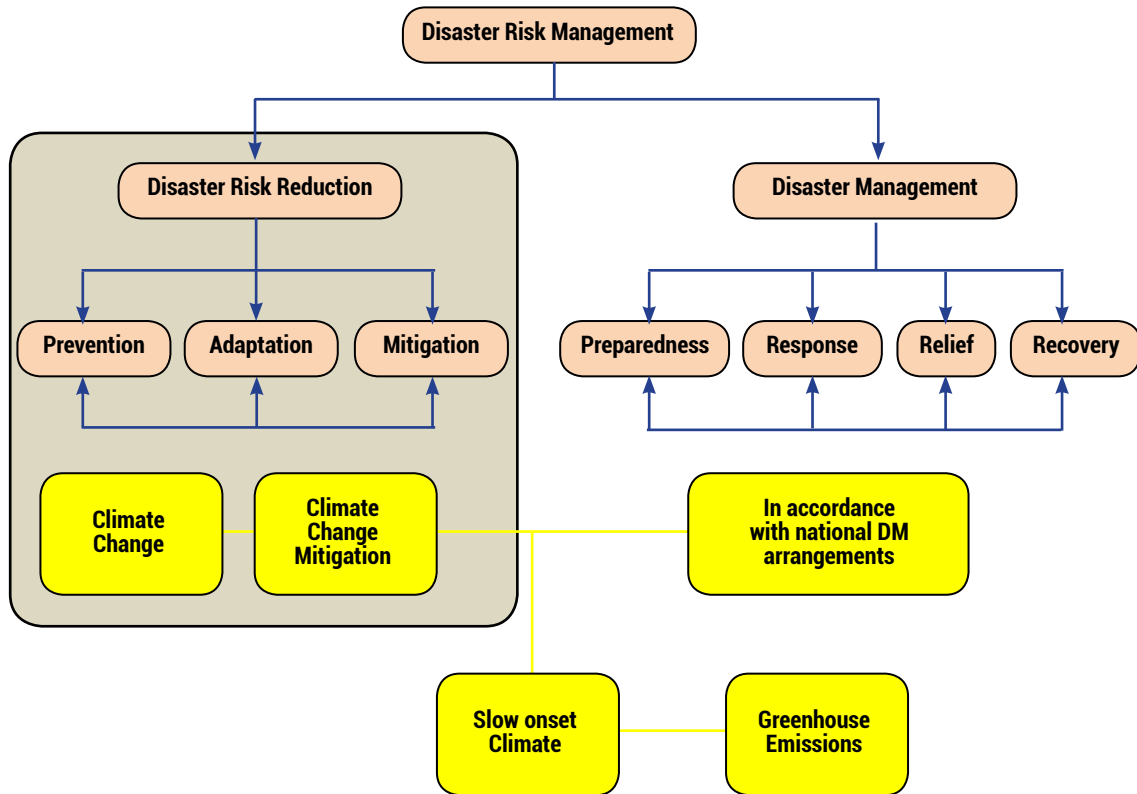
The NDC will be responsible for providing policy advice and guidance to the Cabinet on all matters relating to disaster risk reduction.

Some common examples of disaster risk reduction measures are:

- » Hazard analysis, risk identification, analysis and assessment.
- » Knowledge development including education, training, research and information.
- » Public commitment and institutional frameworks including organizational, policy, legislation and community actions.
- » Application of measures including environmental management, land-use and urban planning, protection of critical facilities, application of science and technology, partnership and networking and financial instruments.
- » Early warning systems including forecasting, dissemination of warnings, preparedness measures and reaction capacities.
- » Improved institutional and governance frameworks including policy and legislation.

As the term disaster risk reduction implies, the objective is the reduction of risk – the first step is to clearly identify risks, analyse and assess them in terms of their priority in establishing prevention, mitigation and adaptation strategies

Disaster risk reduction is one of the two components of disaster risk management, (see model below).



The definitions of prevention, adaptation and mitigation are provided below and are adapted from the UNISDR terminology on Disaster Risk Reduction 2009

4.2 Prevention

Prevention is the outright avoidance of adverse impacts of hazards and related disasters. Examples include;

- » The building of dams or embankments that mitigate flood risks,
- » Land-use regulations that do not permit any settlement in high risk zones,
- » Seismic engineering designs that ensure the survival and function of a critical building in any likely earthquake.

These activities reduce the physical vulnerability and/or exposure to risks through infrastructures (e.g. water storage, building of shelters) and through improving existing infrastructures (e.g. retrofitting buildings to withstand tsunami or cyclone) and sustainable development practices (e.g. protecting water sources from contamination). Prevention is designed to ensure that potential risks do not occur.

4.3 Mitigation

The lessening or limitation of the adverse impacts of hazards and related disasters. If the adverse impacts of hazards cannot be prevented, their scale or severity can be lessened by various strategies and actions. These may include engineering techniques and hazard-resistant construction as well as improved environmental policies and public awareness.

Other examples of mitigation measures include:

- » Hazard mapping
- » Adoption and enforcement of land use and zoning practices
- » Implementing and enforcing building codes
- » Reinforced cyclone shelters
- » Raising of homes in flood-prone areas
- Disaster mitigation public awareness programs
- » Insurance programs

In a climate change context this may include;

- » Reducing levels of greenhouse gases in the atmosphere by using fossil fuels more efficiently or switching to renewable sources
- » Expanding forests to create 'sinks' to remove greater amounts of carbon dioxide.

4.4 Adaptation

Adaptation is 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.

It encompasses a range of activities that have in common an explicit focus, entirely or partially, on the impacts of climate change. It includes numerous thematic areas such as:

- » Natural resources management
- » Agriculture/Food security
- » Water resources
- » Coastal zone development
- » Community-based adaptation

It also applies to non-climatic factors such as soil erosion or surface subsidence. Adaptation can occur through market changes, or as a result of intentional adaptation policies and plans. Many disaster risk reduction measures can directly contribute to better adaptation.

4.5 Risk Management

Risk management is the business discipline which underpins all DRM strategy, in particular DRR. To comprehensively identify all risks a formal risk process is necessary. Unidentified risks or risks not systematically assessed can create vulnerabilities that would otherwise be mitigated. Taking those hazards that threaten RMI and expressing them in terms of risk a number of advantages emerge;

- » Both hazard and risk profiles will be prioritised,
- » By monitoring these profiles environmental changes can be identified and mitigation strategies amended accordingly as economic, social and environmental factors fluctuate,
- » Disaster reduction programs can be prioritised by addressing those hazards presenting the greatest risks, thereby maximising limited resources,
- » Incorporating DRM risks within a whole of government risk profile aligns DRM risk reduction programs with business and strategic plans
- » The relationship between CC and DRR can be integrated by expressing that relationship in terms of risks as many of them are shared and hence will share mitigation strategies. However, they can still retain their individual profiles for reasons of funding, research and data collection.
- » Risk emerges as the linking function between all government business, thereby mainstreaming DRR into day to day business.

4.6 Risk Advisory Group

The process of risk identification, analysis and assessment will be the responsibility of the Risk Advisory Group.

Main functions of the Risk Advisory Group are;

- » To undertake an annual review of the of the country hazard profile to ensure it accurately reflects those hazards which threaten sustainable development within the RMI
- » To develop a national risk profile and subsequently monitor and report on progress in mitigating the associated risks.
- » Make recommendation to the NDC in respect of policy development and legislative requirements to strengthen national disaster risk reduction outcomes.
- » Review risk assessments provided from external project sources to ensure alignment with national risk priorities
- » Provide advice in the development of planning, project and budget templates in regards to the integration of risk into these processes.
- » Act in the role of risk advisors to the NDC and build capacity in risk knowledge within government.

Membership of the Risk Advisory Group

- » Director NDMO (Chair)
- » Deputy Director OEPPC (Vice Chair)

Representatives from;

- » Ministry of Finance, Banking and Postal Services
- » Ministry of Health and Human Services
- » Ministry of Education, Sports and Training
- » Ministry of Works, Infrastructure and Utilities
- » Ministry of Fisheries, Agriculture, Commerce and Tourism
- » Office of Economic Planning and Policy Coordination
- » Private Sector
- » Environmental Protection Authority
- » Weather Service
- » Combined Utilities
- » Chair of Coastal Management Advisory Council
- » Ports Authority

Depending on the particular risk being addressed the Risk Advisory Group has the authority to co-opt specialists from any sector or representative body to assist in the assessment process.

Risk Advisory Group Meetings:

The Risk Advisory Group will meet quarterly during the implementation on the NDRMA. These meetings will occur immediately prior to the NDC quarterly meetings to enable any matters requiring NDC attention or endorsement may be acted upon promptly.



Part 5

Disaster Management

- 5.1 General
- 5.2 Disaster Preparedness
- 5.3 Emergency Communications
- 5.4 Disaster Risk Management Training
 - 5.4.1 Training Advisory Group
 - 5.4.2 Training Advisory group Procedural Guidelines
- 5.5 Exercises Management
- 5.6 DRM Education and Community Awareness
- 5.7 Departmental Preparedness & Response
 - 5.7.1 Standard Operating Procedures
 - 5.7.2 Business Continuity Planning
- 5.8 Warning and Alerting Systems
- 5.9 Safety Shelters

5.1 Disaster Management - General

The aim of Disaster Management is to strengthen the resilience of the nation and its communities to emergencies and national disasters through the development of effective preparedness, response, relief and recovery programmes and activities. This requires the preparation, review and testing of specific emergency response plans and procedures in order to protect and preserve life, property and essential infrastructure from the potential and actual impact of a disaster.

It also includes the development of plans to support the NDRMA in all government departments, sectors and agencies to ensure effective preparedness, response, recovery and business continuity during and following national disasters. This requires the undertaking of specific actions, which will ensure an effective response to a given threat.

The NDMO is responsible for the coordination and implementation of preparedness, response and the immediate relief arrangements working closely with all stakeholders to ensure that departments, sectors, agencies and communities are aware of potential risks and prepared to effectively respond.

The NDRMA and all supporting plans are subject to annual review and testing schedules; any amendments will be undertaken in accordance with the protocols outlined in part 2 section 2.9. to ensure any changes in the surrounding environment will be reflected in the NDRMA thereby ensuring roles and responsibilities are assigned correctly and communication channels maintained. In effect, the Arrangements become a living document which continually reflects changes that undoubtedly will occur with the passage of time.

Some common examples of DM:

- » Coordinating national management of disaster operations.
- » Conducting damage assessments following disasters and emergencies
- » Conducting search and rescue operations at sea.
- » Fire suppression, evacuation of persons affected by disasters, and;
- » Post disaster loss assessments.

5.2 Disaster Preparedness

Preparedness for disasters is critical for the government, communities, households, communities and businesses. It is a mixture of individual responsibility, local coordination, and response and preparedness plans to ensure the ability to respond to and recover from major events.

The concept of disaster preparedness encompasses measures aimed at enhancing life safety when a disaster occurs, such as protective actions during a cyclone, storm surge or flooding. It also includes actions designed to enhance the ability to undertake emergency actions in order to protect property and contain disaster damage and disruption, as well as the ability to engage in post-disaster restoration and early recovery activities.

For government and response agencies, disaster preparedness focuses on establishing authorities and responsibilities for emergency and disaster actions and ensuring the readiness and availability of resources to support those actions. It also includes leadership development, training, testing and exercising plans as well as technical and financial assistance. At a local level it means developing operational response plans and then training, exercising and testing in order to be ready to respond to a disaster, crisis, or other type of emergency situation. All levels of government may be involved in designing, equipping, and managing emergency operations centres (EOCs); developing partnerships with various community sectors (e.g. businesses, community-based organizations); and educating communities on disaster loss reduction.

For business organisations, disaster preparedness often focuses on activities designed to ensure business continuity, prevent physical damage and inventory loss, protect critical business records, and avoid lost production.

For households, disaster preparedness includes a range of measures and activities, including developing household disaster response plans, learning about evacuation routes and procedures, and knowing how to undertake emergency measures, such as boarding up windows when a cyclone threatens or moving to higher land in the event of a tsunami warning.

The NDC shall be responsible for mitigation of the effects of any disasters and in the event of any such disaster shall be responsible for directing the conduct of counter-disaster operations. (§1009. The duties of the Committee. Disaster Assistance Act 1987). The NDMO will coordinate disaster preparedness activities in partnership with working groups, all government departments, NGOs, churches, the private sector, community groups and regional partners. The NDMO is also responsible for the preparation of quarterly NDC meeting agendas to include reports on the national DRM activities designed to continually monitor and review the National Arrangements, providing an indication on the level of national preparedness.

In particular, the communication between the outer island/atoll local government leaders and their disaster risk management committees requires special attention to ensure national strategy regarding disaster preparedness is reflected in island planning, training and development.

5.3 Emergency Communications

The NDMO is responsible for coordinating the regular assessment and reporting on available communications and back-up communication for use in national disasters including testing and preventive maintenance. The National Training Advisory Group will report annually to the NDC on communication testing and the results of exercises of the communication plan.

Back-up Communications plan

In the event of communications failing due to the impact of disaster, whether through the loss of radio communication towers or loss of other critical infrastructure an alternative communication strategy is essential. Communication equipment is available across the RMI within government and the private sector, the manner in which this may be utilised as a backup to the primary communications strategy has yet to be defined.

5.4 DRM Training

Disaster management training is a whole of government activity with responsibility across all sectors. The National Training Advisory Group is tasked with developing a national DRM training strategy by engaging all training providers to create an environment where value can be added to the training initiatives that are currently occurring, by identifying complementarities, logical sequencing, rationalisation of resources and natural partnerships. Their objective would be to develop a national joint training plan encompassing DRM and CC requirements.

The Training Advisory Group will develop opportunities for the development of DRM training partnerships both nationally within government, with the private sector and with NGO's, and seek opportunities within the region to add value to training initiatives.

National Training Advisory Group will maintain a disaster management training database which will record those persons with skill sets that can be called upon in times of national emergencies in coordination, response and recovery. An annual audit conducted by NDMO with all line managers will confirm the location and availability of those on the database.

The National Training Advisory Group will report annually to the NDC on the outcomes of the training program, indicating;

- » How the effectiveness of DRM training in enhancing the resilience of communities to respond to and recovery from disasters is being measured.
- » Improvements in national capability in responding to disasters.

5.4.1 National Training Advisory Group

The Training Advisory Group will report to NDC on DRM training outcomes. The Group is responsible for carrying out the following tasks:

- » Identify training needs and available resources.
- » Develop a national training plan.
- » Develop an annual schedule of all training.
- » Advise on the development of a national training database.
- » Identify and integrate all related disaster risk reduction and disaster management training programmes into the national training agenda.
- » Develop partnerships with in-country training providers to better utilise resources to improve national training outcomes.
- » Develop partnerships with regional training providers.
 - Assist in capacity building
 - Provide training where in-country capacity does not exist
- » Use the training program to advise the exercise management program providing a logical flow from theory to practise in both content and context.
- » Provide a linking mechanism between government DRM risk priorities and government and community training programs. (The annual review of the national hazard and risk profile conducted by the NDC Risk Advisory Group will set these national priorities.) providing a risk based approach to community DRM training
- » Report to the NDC on delivery of the annual program, providing details of measurable outcomes.

The National Training Advisory Group working with relevant stakeholders, will ensure training programs meet, where necessary, the required competencies and standards.

5.4.2 National Training Advisory Group - Procedural Guidelines

The role of the Training Advisory Group is to enhance the learning outcomes of disaster risk management and related training activities through a coordinated approach across government, NGO's and the private sector.

National Training Coordination Group Membership:

Representatives from:

- » Ministry of Education, Sports and Training
- » NDMO
- » Office of Environment, Planning and Policy Coordination
- » Ministry of Health and Human Services
- » Ministry of Justice, Immigration and Labour
- » Ministry of Culture, Social Services and Outer Island Affairs
- » Ministry of Fisheries, Agriculture, Commerce and Tourism
- » Chamber of Commerce
- » Red Cross Society
- » Resident NGO's
- » International Organisation for Migration

Main functions of the National Training Advisory Group

- » Develop a structure to deliver the exercise management component of the DRM Training Strategy
- » Develop communication networks amongst those with training responsibilities within government, NGO's and the private sector.
- » Using the National Risk Profile, to advise training direction (this will build on the work of the NDC Risk Advisory Group)
- » Develop an online DRM training calendar into which all DRM and related training is scheduled
- » Report annually to NDC on training outcomes
- » Coordinate the development of 'in-house' capacity across government to undertake small scale discussion and table top type exercises at departmental and agency level
- » Maintain a data base of
 - All personnel with specific DRM skills
 - Training courses conducted and required
 - And exercise management activities
- » Attend any disaster management exercise/operational debrief to ascertain training outcomes.
- » The Training Advisory Group will review the key outcomes of all disaster event debriefs from a training perspective

Training Advisory Group Meetings

The Group will meet quarterly during the implementation on the NDRMF. These meetings will occur immediately prior to the NEC quarterly meetings to enable any matters requiring NEC endorsement to be acted upon promptly and to provide NEC with progress reports.

5.5 Exercise Management

Exercise management is an essential part of the DRM training strategy. It involves the testing of plans (or components of a plan) to ensure that staff are familiar with, and confident to undertake their roles and responsibilities in emergency/disaster situations.

This is a whole of government responsibility, similar to training, as it is beyond the capacity and capability of any one department.

Exercise management can be divided into two areas;

- » Exercises that can be conducted locally involving one or two departments/agencies and resourced from within, and
- » Those more complex multi-agency exercises which are developed and conducted by a specialised team. These more complex exercises test how individual plans integrate within complex multi-agency environments or designed to test individual functions within national plans such as communications.

It is the responsibility of those who are the 'owners' of preparedness and response plans to ensure that such plans are reviewed and tested annually at a local level.

Exercises should be aligned to training, ensuring that theoretical skills can be transferred into an operational environment. These programs develop self-assurance and confidence where participants become the experts in managing disasters providing the structure within which international assistance can support national efforts.

Exercises are beneficial in that they;

- » Identify planning and procedural deficiencies
- » Test or validate recently changed procedures or plans
- » Clarify roles and responsibilities
- » Obtain participant feedback and recommendations for program improvement
- » Measure improvement compared to performance objectives
- » Improve coordination between all national players from government, NGO's the private sector and communities
- » Validate training and education
- » Increase awareness and understanding of hazards and the potential impacts of hazards.
- » Assess the capabilities of existing resources and identify needed resources
- » Improve individual performance as well as organizational coordination and communications
- » Reinforce knowledge of procedures, facilities, systems and equipment

A number of exercise management tools can be used;

- » Discussion or 'walk through' exercise
Discussion or walkthrough exercises are designed to familiarise team members with emergency response, business continuity and crisis communications plans and their roles and responsibilities as defined in the plans.
- » Tabletop exercises

Tabletop exercises are facilitated discussion-based sessions where team members meet in an informal, classroom setting to discuss their roles during an emergency and their responses to a particular emergency situation. As expertise is developed larger tabletop exercises can be conducted in a formal environment.

- » **Functional exercises**
Functional exercises validate plans and readiness in a simulated operational environment. They are scenario-driven, such as the failure of a critical communications or utilities and are designed to exercise specific team members, procedures and resources.
- » **Field and operational exercise**
A full-scale exercise is as close to the real thing as possible. It is a lengthy exercise which takes place on location using, as much as possible, the equipment and personnel that would be called upon in a real event.
- » **Communication exercise**
These are designed to test specifically emergency communications systems

The National Training Advisory Group will maintain an exercise management data base.

Exercise management is a whole of government responsibility. It is anticipated an exercise management forum will;

- » Develop a proposal for the development of an exercise management committee drawn from government and the private sector to plan and be funded to conduct complex exercises.
- » Develop a strategy to build in-house capacity whereby local exercises may be conducted.
- » Develop a 'library' of exercises that can be available online to managers to conduct local in-house exercises
- » Advise on major exercise content.

The National Training Advisory Group will coordinate an annual audit on the testing of plans and the outcomes of the tests and submit a report to the NDC, to ensure compliance is maintained with the requirements of the Disaster Act 1987.

5.6 DRM Education and Community Awareness

Education - incorporating disaster risk management into school curriculum from the earliest age will develop future generations who are aware and committed, leading to informed and empowered communities. The Ministry of Education, Sports and Training has responsibility for balancing the demands of subject matter within curriculum including DRM, whilst the NDMO coordinates technical support for the development of training material.

Community awareness is a central pillar in developing informed and empowered communities who are able to reduce their vulnerability to natural and other hazards. Whether driven by climate change or hazards which have threatened communities for generations, being aware of risks associated with these hazards, understanding

the manner in which warnings are disseminated and what action to take upon such warnings are all part of community awareness programs.

Developing informed communities involves many providers. The NDMO is the national coordinator of those involved developing a cohesive plan bringing together local government, communities, NGO's and the private sector.

Community awareness is a major component in both the NDMO and the OEPPC who are required to coordinate planning and strategies across their respective community awareness programs to prevent duplication, to harmonise delivery, share resources and develop mutually beneficial partnerships.

5.7 Departmental Preparedness & Response Plans

All responsible ministries/departments are to develop and maintain preparedness and response plans, the type of plans and their purpose are listed in part 1 Section 2.5 & 2.6. Collectively they provide coordinated support for the National Arrangements. There is a fine line between preparedness and response, hence the plans are referred to collectively. These plans are to ensure that preparedness measures (to protect assets and business continuity) and response (mobilizing resources and information sharing) are achieved in a timely, safe and coordinated manner, including details of the actions to be taken before and during the hazard impact. The plans should also indicate details of specific warning systems and current equipment and resource lists and status that can support its response function.

Plan 'owners' are required to review plans on an annual basis. The NDMO is responsible for reporting to the NDC on the state of readiness regarding response plans. Each year the NDMO will conduct an on-line audit to establish the state of readiness regards the currency and effectiveness of these plans..

The NDMO will provide technical support in plan development ensuring alignment with the National Arrangements.

5.7.1 Standard Operating Procedures

Standard operating procedures or SOP's have wide ranging application. They can be used by any government department or agency and developed internally. They prescribe how certain actions are to be performed to ensure accuracy at each operation.

In a DRM context SOP's will be required for specific response functions e.g.

- » The operation of the National Emergency Operations centre. When activated the NEOC is a complex operation. Each NEOC member has a specific task or tasks in support of each function, hence the NEOC SOP ensures activities are conducted according to a set plan to ensure coordination and cooperation amongst operators
- » The operations of emergency communication. All communications procedures require protocols and procedures to ensure information can flow freely and without delay. The manner in which this is achieved will be found in the SOP

SOP's require regular reviews, ideally on an annual basis. In many cases these can be tested within an exercise management environment, where multiple SOP's for various agencies can be tested within one exercise scenario.

5.7.2 Business Continuity Planning

This is the process of identifying potential impacts that threaten an organisation's ability to deliver core services and provides a framework for developing the capability to provide these services, at a reduced output, until normal working conditions are resumed.

There are numerous events, not necessarily associated with natural disasters which can interrupt business. These interruptions can impact both the public and private sector and if not addressed can lead to serious economic consequences. These events may include;

- » Loss of a building where business is conducted
 - Fire at premises or adjacent premise
 - Building contamination
 - Terrorist threat/attack
 - Loss of utilities, power or water
- » Loss of information technology
 - Corruption of files
 - Sabotage
 - Physical damage to files by fire/water
- » Loss/absence of key staff or large numbers of staff
 - Pandemic
 - Bacterial contamination of building cooling towers
 - Extreme weather

Plans should identify the critical business functions that are essential for delivering services and determine how these will be protected. Key issues would typically involve determining the minimum numbers of staff required to exercise core functions; identifying alternative premises; backing up electronic data off site; protecting hard copy data on site and determining minimum outage time allowable, before the absence of services becomes critical.

A simple example of a business continuity plan would be a building evacuation plan. This ensures all occupants can be removed quickly and safely from the threatened premise, returning as soon as the all clear is sounded. However, this could readily be developed into a comprehensive business continuity plan should it also advise what steps should be taken if the premises cannot be re-occupied for a period of time; how salaries would subsequently get paid; how desk diaries can be accessed to advise of meetings to ensure continuity of business; where mail will be delivered; how to access networks off site; how supply chains can be maintained etc.

All departments have access to the "Guide to Ministry Response Roles and Responsibilities". This template contains a simple business continuity plan to activate in the post disaster period.

5.8 Warning and Alerting Systems

In order to minimise the impact of disasters on vulnerable communities and ensure an effective emergency response from the Lead and Support Agencies it is critical to have reliable and effective warning and alerting systems in place.

There is no one warning system that can be applied to all hazards, it is therefore necessary to develop systems that suit each hazard depending on its individual characteristics. Some warnings will consist of a number of stages as the hazard approaches, informing communities of the increased risk as the hazard advances; others need to be broadcast rapidly as there will be no time for early warnings.

It is the responsibility of the any Lead Agency to advise the NDC when the issuing of a national warning should be considered, consistent with the table in Section 6.3.

The aim of the Early Warning Plan in RMI is to ensure all messages;

- » are simple and brief to avoid confusion
- » use clear and consistent language easily understood by all
- » contain explicit information
- » are suited to the communities they warn

Early warnings are designed to provide the correct information on real time basis through formal and informal institutions and communication network (broadcast media, telecast media, automated SMS, automated outdoor public siren system, two way HF and VHF radio, fax, email, Church and School bells plus other recognized RMI local systems). The objective of people-centered early warning systems is to empower individuals and communities threatened by hazards with knowledge to act in sufficient time and in an appropriate manner to reduce the possibility of personal injury, loss of life and damage to property and the environment. A well-designed "end to end" early warning system (EWS), will ensure that even the most distant communities receive warnings and that community awareness programs have prepared communities to respond appropriately to protect lives and property.

It is the responsibility of all departments, sectors and organizations to ensure that representatives are contactable at all times and particularly so during the typhoon season and after normal working hours. It is the responsibility of the NDMO to ensure that messages are broadcast to the public. Departments, sectors, outer islands/atolls local governments, communities, NGOs and other organizations should assist in this process by ensuring that relevant information is forwarded to the NDMO or NEOC as soon as possible.

It is the responsibility of the NDMO to;

- » Advise the National Training Advisory Group on awareness training programs for communities, and the scheduling of exercises ensuring warning systems are systematically tested.
- » Conduct post disaster analysis on the performance of the warning system and community response, to assess the effectiveness of both the warnings systems and the associated community training.
- » Liaise with the authorities tasked with broadcasting warning messages, ensuring a high level of preparedness is always maintained.

The National Weather Office is the focal point for the continual monitoring, detection and subsequent initiating the warning process for all natural hazards.



5.9 Safety Shelters

The NDMO is responsible for coordinating in collaboration with the Ministry of Education, Sports and Training and Outer Island/Atoll DRM Committees, church groups and the Private Sector, the identification of Safety Shelters and informing the affected communities of their location. It is the responsibility of the Marshall Islands National Police in collaboration with local government police to assist the evacuation process supported by all government departments, agencies, NGOs and churches.

Where non-government building are used as safety shelters, the NDMO is responsible for coordinating the provision of advice as to entering into a formal agreement with the building owner as to its occupation in times of emergency and disaster. This will be in the form of a Memorandum of Understanding (MoU) between both parties for providing advice on the process to the development of MoU's with all non-government facilities for the use of the facilities as evacuation shelters.

Each shelter should have a standard operating procedure to provide guidance to the shelter manager and their team on the procedures for preparing, running and demobilising the shelter.

Part 6

Disaster Response

- 6.1 Disaster Response – General
 - 6.1.1 Levels of Response
 - 6.1.2 Conditions of response
- 6.2 National DRM Structure in Emergencies/Disasters
 - 6.2.1 Institutional Arrangements for National Emergencies/Disasters
- 6.3 Lead and Support Agencies for Specific Events
- 6.4 Response Support Agencies
- 6.5 National Emergency Operations Centre
 - 6.5.1 NEOC Management Structure
- 6.6 National Disaster Coordinator
- 6.7 Declaration of State of Emergency
- 6.8 Declaration of State of Disaster
- 6.9 National Leadership
 - 6.9.1 National Clusters
 - 6.9.2 National Clusters Core Functions
- 6.10 Outer Island/Atoll DRM Response Arrangements
- 6.11 Requests for International Assistance
 - 6.11.1 Institutional Arrangements when International Assistance Requested
- 6.12 The Pacific Humanitarian Cluster Coordination mechanism
- 6.13 Initial Damage Assessments
- 6.14 Post Disaster needs Assessment
- 6.15 Media Broadcasts
- 6.16 Post Disaster Debriefs
- 6.17 Post Disaster Response Review

6.1 Disaster Response - General

Response involves the actions taken in anticipation of, during, and immediately after an emergency or disaster to ensure that its effects are minimised, and that people affected are given immediate relief and support. Response involves the mobilisation of the necessary emergency services and relevant government departments. A well-rehearsed response plan developed as part of the preparedness process enables efficient coordination of all resources. If the situation overwhelms national resources, international aid will be requested to assist

The Chief Secretary is the designated National Disaster Controller (NDC) for all major emergencies and national disasters, which occur within the Republic of the Marshall Islands. In the absence of the Chief Secretary the Deputy Chief Secretary will assume the role of the National Disaster Controller.

In the case of a disaster that is limited to a single outer island or atoll the local Mayor will be the designated island or atoll Disaster Controller.

Response to humanitarian emergencies may come from a range of organisations and actors. These include governments, the United Nations system, international and local non-governmental organizations (NGOs) and the Red Cross/Red Crescent movement. The United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) coordinates the deployment of regional specialised humanitarian personnel and materials to support efforts within the affected country in situations where national capacity is overwhelmed; UNOCHA response is structured in clusters to address specific sector needs. When deployed they align with the national coordination structure to support the national response efforts.

The response phase also includes Initial Damage Assessments to determine needs for Disaster Relief such as water, food, shelter and other basic requirements. This is subsequently followed by a Comprehensive or Sectoral Damage Assessments which will help to inform Early Recovery and longer term rehabilitation.

During the latter stages of the response phase the government may also wish to conduct (or start planning) for 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 and other utilities. The 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 Reconstruction planning and implementation.

There are no clearly defined lines between response, relief and early recovery. Well prepared and exercised disaster management plans will ensure each stage is complimentary and they transition smoothly into each phase.

6.1.1 Levels of Response

This section of the Arrangements describes the various levels of response to events involving threats to life, property and the environment. The aim is to ensure a coordinated and integrated approach to response management across all responding agencies. The following is to provide guidance on the three levels of emergency events, which are:

- **Incident** is a routine event that is responded to by a single or small number of agencies. It is low in resource needs and coordination requirements at the incident scene.
- **Emergency** is far larger and more complex than an incident and requires a multi-agency response. The management of a major emergency requires a higher level of coordination and an integrated approach but can be managed with these sources that are available at a local level.
- **Disaster** 'a serious disruption of the functioning of a community or a society causing widespread human, material, economic or environmental losses which exceed the ability of the affected community or society to cope using its own resources' (UNISDR, 2007). Disaster is a wide spread large-scale event that may be beyond the capacity of national resources and would invoke a request for international assistance.

6.1.2 Conditions of Response

Condition 4 – Disaster risk management during 'peace time'

Condition 3 – the period 48-24 hours out from a potential impact

Condition 2 – the period 24-12 hours out from a potential impact

Condition 1 – the period from 12 hours out to point of impact

Condition 0 – the immediate post disaster period (includes business continuity)

The response arrangements are activated in a number of stages through a gradual and controlled mechanism which will ensure that the level of preparedness for response will equal the level of threat being posed.

The alerting system refers to the mechanism for informing and activating the departments and organisations and for alerting the community on the degree of threat and action to take.

Condition 4

This condition is that which exists during 'peace time' when preparedness is the main focus in the DRM cycle. The "Guide to Ministry Response Roles and Responsibilities" is the template that lays the foundation for ministries and departments to prepare for both their response to an emergency or disaster, and on the business continuity component of preparedness.

Condition 3 - the period 48-24 hours out from a potential impact

Comes into effect when information is received which indicates that the provisions of these arrangements and/or associated plans may be activated. The NDC will declare this stage in force and the NDMO will alert appropriate organisations of such action. At this stage, the NDC will convene to assess the situation at hand and monitor developments.

Condition 2 – the period 24-12 hours out from a potential impact

This comes into effect when it is established that a threat exists to all or part of the island chain. It requires all relevant organisations and personnel be placed on standby to begin operations or actions under these arrangements immediately when they are called upon. In some circumstances there may be no warning or insufficient warning of an impending threat (for example earthquakes and tsunamis) and therefore it may not be possible to progress through stages one and two in a normal fashion.

Condition 1 – the period from 12 hours out to point of impact

Comes into effect when the threat is imminent or in the case of sudden onset disasters, the event has already occurred. The NDC will activate this stage and call upon participating organisations to take action in accordance with planned procedures and/or as directed by the NDMO.

Condition 0 – the immediate post disaster period (including business continuity)

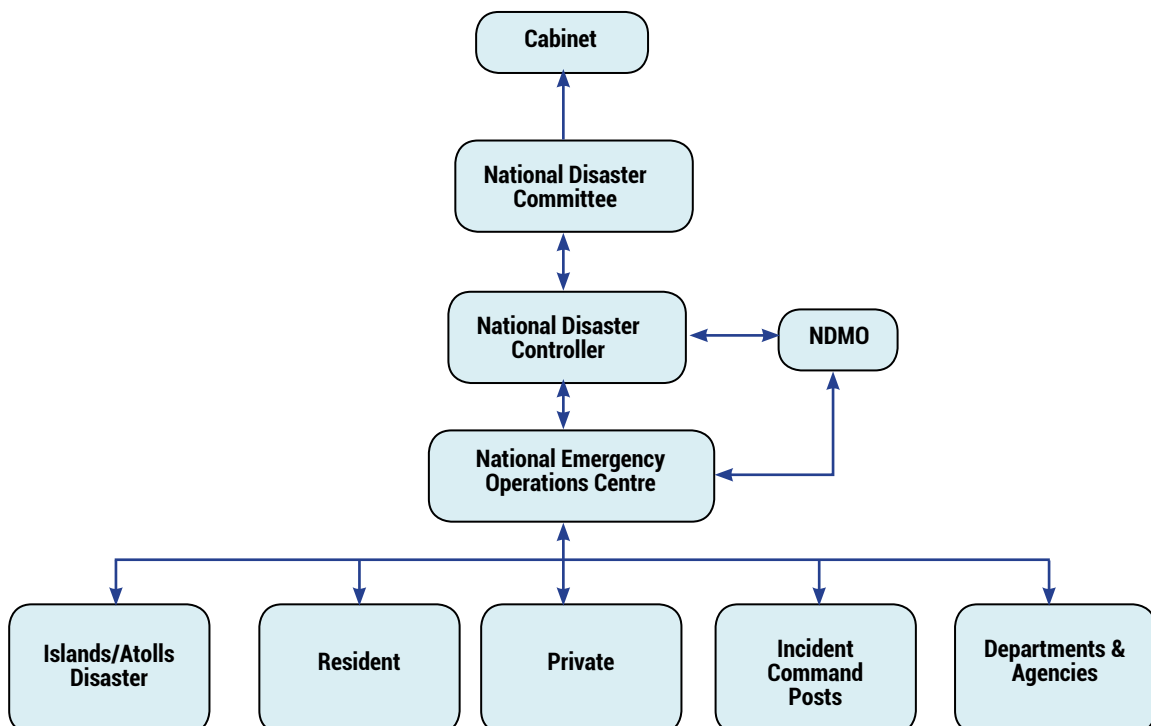
The NDC will give the order for organisations to stand down once a full assessment has been made, the threat has abated, and/or disaster relief operations are well advanced. This will be a gradual process as response moves into relief and recovery. The NDC will continue to coordinate national response as the relief and recovery operations commence with organisations which have limited involvement in the operations being stood down in the first instance.

The stages will also serve as a guide for departments, sectors and organizations in the development of respective emergency response plans and standard operating procedures.

6.2 National DRM Structure for Emergency/Disaster

In times of national emergencies and disaster the 'Chain of Command' is the most essential element in the coordination of national and international resources. From the National Disaster Committee, the strategic decision making forum, down to those directing activities within individual communities, the lines of communication must be pre-planned, rapidly implemented and adhered to. In this manner, information from the disaster zone will rapidly inform command decisions in regarding the mobilisation and deployment of resources to areas of most need, whilst determining the need for regional assistance.

6.2.1 Institutional Arrangements in times of National Emergency/Disaster



6.3 Lead and Support Agencies for Specific Events

Lead Agency

A lead agency is an agency identified and assigned to control the response activities to a specified type of emergency. The lead agency may change as the emergency response progresses or is clarified.

The specific emergency response function for ministries, departments and agencies are found in the following table. The specific emergency/threat is listed, followed by the lead agency with prime responsibility for controlling the event, and the support agencies.

Support Agency

A Support Agency is an agency that supports the Lead Agency in its roles and responsibility, the Support Agency may assist in carrying out the task with the Lead Agency, however the Lead Agency remains accountable for control and coordination at the scene of operations.

Lead & Support Response Agencies	Lead Agency	Support Agency(s)	Response plans existing
Accident/incident			
Aircraft – on airport			
Aircraft – off airport			
Biological materials			
Hazardous materials			
Radioactive material			
Agricultural			
Animal disease			
Plant pest / disease			
Environmental			
Marine pollution, oil spills			✓ Port Authority
Exotic marine pest			
Essential Services Disruption			
Electricity			
Water			✓ Water & sewer
Sewerage			
Petroleum /fuel			
Communication			
Fire and/or Explosion			
Fire – domestic & industrial			
Ship fires			
Explosion			
Human Disease / illness			
Pandemic			✓ Health
Mass food poisoning			

Natural Disasters			
Typhoon			
Storm Surge			
Drought			✓
Tsunami			
Extrication			
Industrial accident			
Road accident			
Search & Rescue			
Marine search & rescue			✓
Marine Mass Rescue			✓
Land search and rescue			

6.4 Response Support Services

This list of support services indicates the primary and secondary agencies needed in support of the emergencies/threats listed in 4.5. These activities are required in many circumstances to support the Lead Agency to reducing the immediate and long term effects of the emergency/disaster.

Support Services	Primary Agency	Secondary Agencies	Response plans
Emergency Communications			
Deceased persons identification			
Environmental Impact assessments			
Evacuation			
First Aid			
Media Broadcasts			
Public warnings and alerts			✓
Weather information, forecasting			
Medical, Health and Sanitation			
Mass care (food)			
Shelter management			
Initial damage assessment			
Comprehensive Damage Assessment			
Land transportation			
Sea transportation			
Air Transportation			

6.5 National Emergency Operations Centre

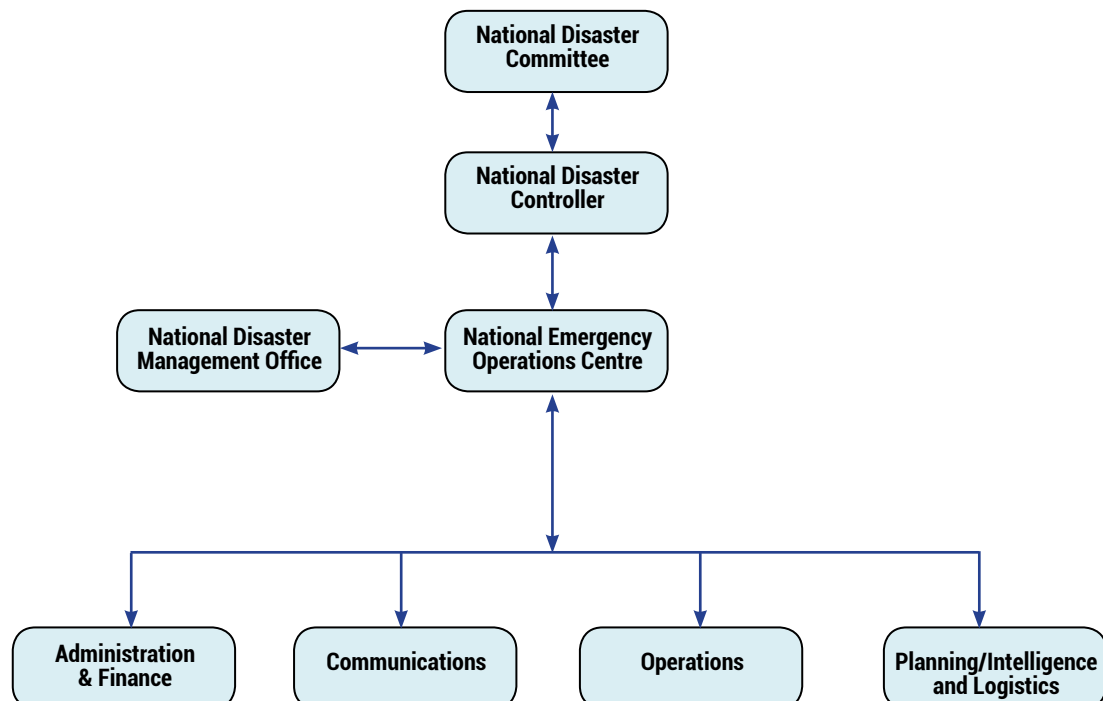
The NEOC is located in the meeting room at the Deputy Chief Secretary's Office. Depending on the location and type of disaster a Forward Control Point may also be established as determined by National Disaster Controller.

The functions of the NEOC are to:

- » Provide for the overall command, control and coordination of response to a national disaster.
- » Gather, collate and disseminate information.
- » Prepare and disseminate situation reports.
- » Facilitate a damage and needs assessment process.
- » Maintain effective communication and information systems.
- » Coordinate all government, non-government, private, regional and donor assistance.
- » Manage the logistic arrangements of the immediate relief supplies

The NDMO is responsible for the operations and ongoing maintenance of the NEOC to ensure it remains in a state of operational readiness at all times. The key to effective operations is a nucleus of trained staff, who undergo regular exercises in their roles and to ensure the Standard Operating Procedures are kept revised.

6.5.1 The NEOC Management Structure;



6.6 National Disaster Controller

The Chief Secretary as the designated National Disaster Controller will assume the overall coordination responsibilities for the duration of any declared national disaster. These responsibilities will include but are not necessarily be limited to:

- » The direction and coordination of all government agencies and their resources.
- » The requisition of any government asset that may be needed to control the disaster situation.
- » The authority to order the closure of any building, road, airport or seaport that is threatened by the disaster(s).
- » The authority to call on the assistance of any person or persons who may have expertise that will assist in controlling the disaster.
- » The authority to call for international assistance to support the response or relief efforts.
- » On behalf of the NDC coordinate post disaster response and recovery operations analysis and review

6.7 Declaration of a State of Emergency

A declaration of a State of Emergency may be declared under the Emergencies Act 1979

"§1102. Emergencies. (1) If the Cabinet, or the President when the Cabinet cannot be convened timely, is satisfied that a grave emergency exists whereby life, health, or property is endangered, they may issue a public proclamation declaring a state of emergency."

(2) A proclamation of emergency lapses:

- *(a) at the expiration of ten (10) days after the date of the proclamation, if the proclamation is made when the Nitijela is in session;*
- *(b) in any other case, at the expiration of thirty-one (31) days after the date of the proclamation, unless it has, in the meantime, been confirmed by resolution of the Nitijela.*

(3) A proclamation of emergency that has been confirmed by resolution of the Nitijela under Subsection (2) of this Section remains in force for not more than twelve (12) months or such shorter period as is specified by resolution of the Nitijela.

6.8 Declaration of a State of Disaster

A State of Disaster may be declared under the Disaster Assistance Act 1987

§1005. Declaration of state of disaster.

(1) The Cabinet may by executive order or proclamation declare a state of disaster, if a disaster has occurred or the threat thereof is imminent.

(2) The state of disaster so declared shall continue until such time the Cabinet finds that the threat or danger has passed or that the disaster has been dealt with to the extent that disaster conditions no longer exist.

(3) The state of disaster so declared shall be terminated by executive order or proclamation, but no state of disaster shall continue for a period of longer than thirty (30) days unless renewed by the Cabinet.

The NDC can recommend to the Cabinet that they endorse the declaration of a State of Disaster on all or part thereof, of the affected areas of the Republic of the Marshall Islands. This will be done on the basis of the result of Aerial Reconnaissance and/or significant and verifiable disaster impact reports.

6.9 National Leadership in Humanitarian Assistance.

The Government of the Marshall Islands has the primary role in the initiation, organisation, coordination, and implementation of humanitarian assistance within its territory. In response to recent droughts, 'clusters' were established with specific government agency leads to bring together sectors/departments to enhance national coordination and to ensure that international humanitarian assistance can build upon local capacities by coordinating with national government, local government, institutions, civil society and other stakeholders. This coordination is facilitated through the National Disaster Committee. The designating of clear focal points with all key sectors and areas of activity, ensures clear communications from the outset of an emergency/disaster, the cluster approach should help ensure more timely, predictable and adequate response. The following national clusters were established during periods of drought;

6.9.1 National Clusters

RMI Clusters	Lead	Support
WASH	Majuro Water Sewer Company	
Health	Ministry of Health and Human Services	
Food Security and Agriculture	Ministry of Fisheries, Agriculture, Commerce and Tourism	
Logistics	Ministry of Finance, Banking and Postal Services	
Infrastructure	Ministry of Works, Infrastructure and utilities	
Education	Ministry of Education, Sports and Training	
Shelter	Ministry of Internal Culture, Social Services and Outer Island Affairs	

6.9.2 National Cluster Core Functions

The core functions of a cluster at country level are:

1. To support service delivery by
 - » Providing a platform that ensures service delivery is driven by strategic priorities.
 - » Developing mechanisms to eliminate duplication of service delivery.
2. To inform the NDC strategic decision-making by
 - » Preparing needs assessments and analysis of gaps (across and within sectors, using information management tools as needed).
 - » Identifying and finding solutions for (emerging) gaps, obstacles, duplication and cross-cutting issues.
 - » Formulating priorities on the basis of analysis.
3. To plan and develop strategy by
 - » Developing sectoral plans, objectives and indicators that directly support realisation of the response's strategic priorities.
 - » Applying and adhering to common standards and guidelines.
 - » Clarifying funding requirements, helping to set priorities.
4. To monitor and evaluate performance by
 - » Monitoring and reporting on activities and needs.
 - » Measuring performance against the cluster strategy and agreed results.
 - » Recommending corrective action where necessary.
5. Advocacy
 - » To build national capacity in preparedness and contingency planning
 - » Undertaking advocacy on behalf of the cluster, cluster members, and affected people.

6.10 Outer Island/Atoll DRM Response Arrangements

The Marshall Islands are composed of 29 islands and 5 Atolls. Each has a local government and independently prepares for and maintains disaster risk management plans. The NDMO provides support and direction in preparation of plans.

In the event of an emergency or disaster in any single or group of outer islands and/or atolls the individual local Disaster Risk Management Committees will coordinate the immediate response. The outer island/atoll emergency control centres will immediately establish communications with the NEOC from where national coordination and strategy will be led.

If the emergency or disaster is confined to one island or atoll, the Mayor will become the island/atoll Disaster Coordinator, who will assume coordination responsibilities at an island level, communicating with the NEOC on the status of events and any requirement for national support.

6.11 Requests for International Assistance

Requests for international assistance will be made when it has become clear that the situation at hand is beyond the national capacity to effectively respond and deliver relief to communities. The requests shall be made, on behalf of the Government, by the Ministry of Foreign Affairs and Trade, which typically will convene a meeting of diplomatic missions based in the Marshall Islands as the first step in the appeal process.

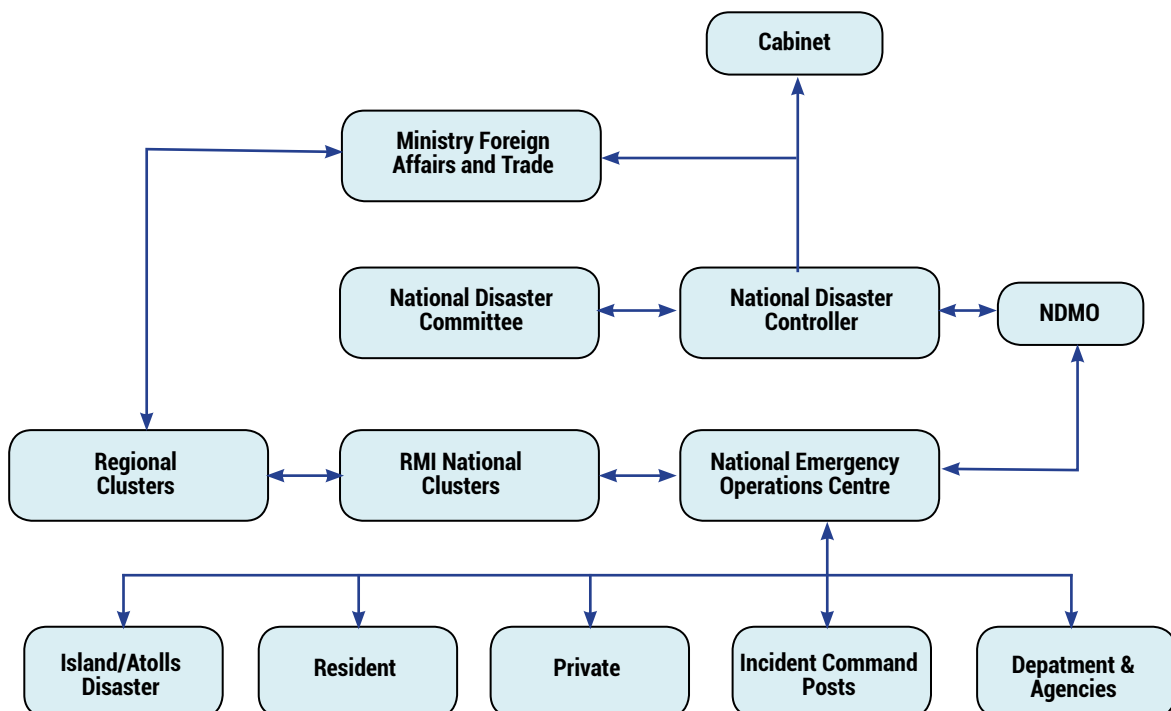
The NDC will determine the need for international assistance based on assessment reports received. Activation of requests for assistance shall be requested by Ministry of Foreign Affairs and Trade to the regional and international community including donors and partners

When international assistance requirements are made known, based on the information provided by damage and needs assessment reports, the Ministry of Foreign Affairs and Trade will continue direct consultations and contact with donors.

The NDC will be accountable to the aid agencies/donors for ensuring that all relief assistance is distributed in accordance with guidelines governing the provision of such assistance and for the preparation of a report on expenditures and distribution of assistance provided by each agency/donor/diplomatic mission.

Based on the identified disaster relief requirements, the President, as head of state, may make an appeal to any foreign government directly.

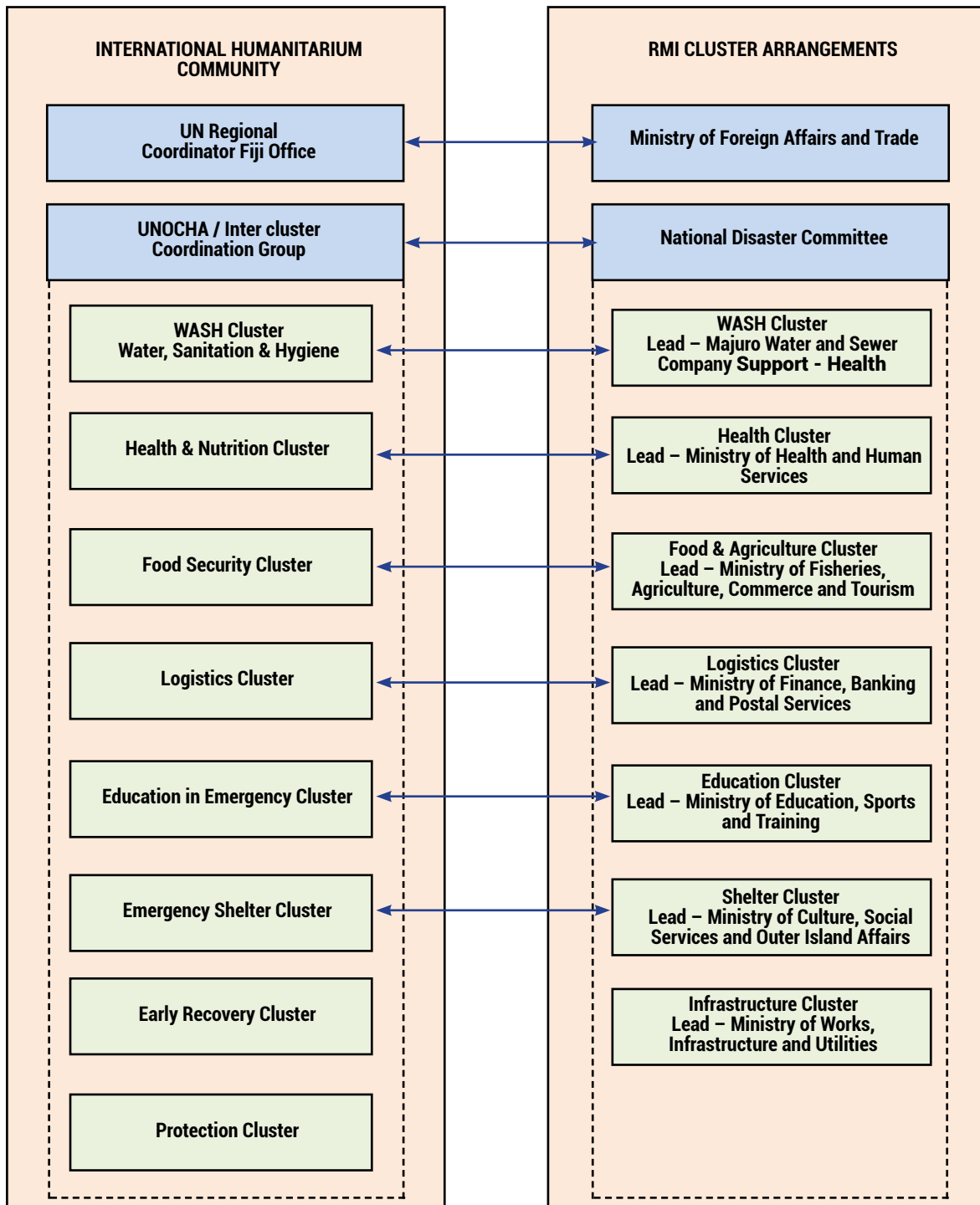
6.11.1 Institutional arrangements when International Assistance is requested



6.12 Pacific Humanitarian Cluster Coordination Mechanisms

The Pacific Humanitarian Team is led by UNOCHA and can respond to specific requests from Pacific Island Nations to support national response efforts. The cluster approach is the standard mechanism used by United Nations humanitarian actors and their international partners for responding to large-scale complex and natural humanitarian emergencies requiring a multi-sectoral response. Clusters will support and complement the efforts of national authorities in key sectors of preparedness and response. The following are the clusters that exist in the Pacific Region and their alignment with the national RMI clusters;

National/International Cluster Alignment



6.13 Initial Damage Assessment (IDA)

Initial damage assessments should be conducted as soon as practicable following the impact of a disaster. This should be carried out using an agreed standard reporting process by trained personnel and the results passed on to the NEOC as soon as possible to assist decision-making by the National Disaster Controller and the NDC.

The Initial Damage Assessment should provide the following information:

- » Number of fatalities.
- » Number of injuries including urgent and non-urgent.
- » Number of missing persons.
- » Number made homeless.
- » Number of houses destroyed and damaged in categories.
- » Damage to other buildings and infrastructure.
- » General situation and any major problems/damage.
- » Action taken.
- » Transport routes open or closed.
- » Resources required and
- » Name and contact of person in charge.

Outer island/atoll local government and community representatives are to provide assistance to the Damage Assessment Teams as and when required or able. These assessment teams will conduct either aerial and/or ground assessments based on the level and scale of damage, and the time and resources they have available to perform the tasks. Local representatives can assist with accurate information and basic assessment of initial relief and recovery needs.

6.14 Post Disaster Needs Assessment

The PDNA provides the NDC with the total costs of damage and loss across all sectors of the economy. This survey and assessment type provides information to prompt adequate recovery/rehabilitation programs and eventually the reconstruction that may follow. A (PDNA) is sometimes referred to as a Sectoral Damage Assessment.

The conduct of PDNA's by agencies must take into account the socio-economic impact of disasters on the livelihoods and the general well-being of communities to help in informing micro finance and other support facilities that would address the most vulnerable groups following disaster events. PDNA's should cover public and private infrastructure, including individual properties damaged.

The national/local government and community representatives are to assist the Damage Assessment Teams as needed. These assessment teams will conduct either aerial and/or ground assessments based on the level and the scale of the damage. Local representatives can assist with accurate information and basic assessment of initial relief and recovery needs

6.15 Media Broadcasts

The national radio serves as an important communication link with the community at large particularly with the outer island/atolls and remote villages. This link is critical for the relay of information and accordingly some control measures must be introduced to ensure that only essential broadcasts are made during periods of highest threat.

The NDMO is to ensure that all messages are vetted and only urgent or essential service messages are broadcast once condition three of the activation process has been triggered.

All broadcast requests related to the operational situation should be channelled through the NDC for authorization. This will ensure that only accurate and relevant information is being broadcast and that the public are not being confused by an avalanche of messages. It also ensures that messages relating to those island/atolls under most threat receive highest priority.

Typhoon warning messages issued by the National Weather Service will be broadcasted as and when received.

All media releases during emergency operations due to their high priority are regarded as consistent with the public safety policy of the Government therefore they will be regarded as community service on a free of charge basis to NDMO or the Government. It is the responsibility of the media staff to liaise with the NDMO for updated situation reports of the impact and previous warnings that have been given out. Finally, it is important that content of any media release is agreed by National Disaster Controller before it is put out to the nation.



6.16 Debriefing

The NDMO will coordinate operational debriefings as soon as possible after the event. These should be conducted in two stages:

1. Intra-NEOC (within the NEOC) and Intra-Agency (within each agency) to review operating procedures and to allow staff to submit views on the operation.
2. Inter – Agency with all departments and organizations that actively participated in the operation coming together to discuss areas where plans and procedures might be improved for future events.

Operational debriefs provide information which assists in identifying shortcomings in disaster planning and also help to validate plans. In particular, they can highlight the need for policy changes, for a review of procedures and resource documentation, and for improvements in community preparedness. The outcomes of operational debriefs can lead to improvement in:

- » A re-assessment of risks including the effectiveness of risk assessment techniques and risk treatments.
- » Improved levels of preparedness for the next disaster and strengthened response and recovery processes.
- » Improved prevention/mitigation arrangements.
- » More efficient or timely use of available resources (equipment, materials, human resources etc).
- » Improved monitoring and review processes of the NDRMA and support plans

The outcomes of operational debriefs will be reported to the NDC

6.17 Post Disaster Response Review

Post disaster review is an essential element of the Arrangements and takes a more strategic perspective than the intra agency reviews. Lessons learnt will advise how future planning may be improved both on a national and international stage. Investigation should encompass all aspects of the event from the time the first warnings were received exploring all aspects of post-disaster issues through to identifying emerging rehabilitation issues.

Issues that should 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, including the effectiveness of early warning systems and communications. The reviews can be conducted from a national level downwards, so that at a local level SOP's and local level plans can be improved. In the long term the principle of "Build Back Better" should also be reviewed to determine whether the recovery resulted in a return to the status quo prior to the disaster, or whether recovery moved into a development phase to improve the pre-disaster conditions for communities.

It is anticipated that the investigations will provide a better 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.

Planning is a continuous process therefore the NDC in consultation with the Training Advisory Group is to review the findings of the debriefing and consider training requirements or action may be required to improve these arrangements. Such action may include:

- » Amendments to the arrangements, emergency response plans or procedures.
- » Restructuring of the disaster risk management organizational arrangements.
- » Identifying and conducting associated training activities.
- » Arranging and promoting public awareness and education within the communities.

Part 7

Disaster Relief

7.1 Disaster Relief

7.2 Regional Guidelines for International Disaster Assistance and

Cooperation in the Pacific

7.3 Continuity of Relief Efforts

7.4 Customs and Quarantine

7.5 Financial Considerations



7.1 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 early relief and recovery within the Republic of the Marshall Islands, whilst the 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.

The National Disaster Committee will determine early relief requirement in the various outer islands/atolls seeking assistance. Whilst assessing relief requirements and the ability of the national government to meet the demands the National Disaster Committee will assess the need for international assistance in liaison with the Ministry of Foreign Affairs and Trade, when it is determined that a disaster situation exceeds national coping capacities.

The Ministry of Foreign Affairs and Trade will continue direct consultation and contact with the donors when international assistance requirements are made known through the information provided by initial damage assessments and post disaster needs assessments reports prepared for the National Disaster Committee.

Decisions regarding which communities receive disaster relief assistance will be made by the National Disaster Committee following receipt of the initial damage assessments and post disaster needs assessments and in line with the priorities and urgent needs of the affected communities. Relief efforts will at all times be applied on a fair and equitable basis, and will adhere to the government's 'self help' concept wherever possible. Under no circumstances should relief assistance involve political, religious, or business bias however, political support is required to ensure the relief efforts are successful.

All those involved in relief effort; Government agencies, businesses, charitable organization, NGOs, community organisations, and community leaders are to ensure, their relief assistance addresses the need as specified by the Directions of the National Disaster Committee.

The National Disaster Committee will also be accountable to the aid agencies/donors for ensuring that all relief assistance is distributed in accordance with guidelines governing the provision of such assistance, and for the preparation of a report on expenditure/distribution of assistance providing by each agency/donor/diplomatic mission.

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

7.2 Regional Guidelines for International Disaster Assistance and Cooperation in the Pacific

The complexity associated with the arrival of international assistance at the scene of a disaster provides significant challenges to the host country. The arrival and movement of international players and the arrival of goods subject to national import regulations and bio security regulations, yet seeking speedy clearance to assist communities are just some of the tasks that need to be considered in the preparedness phase of the DRM cycle.

The Regional Guidelines for International Assistance and Cooperation in the Pacific draw on the Outcomes of the 2015 Pacific Island Forum Foreign Ministers Meeting, where Ministers reaffirmed the need to continue and enhance collaboration on disaster management arrangements. The Guidelines are a tool designed to support fast, effective and well-coordinated disaster response and coordination in the Pacific, requiring domestic implementation both in domestic legal and policy frameworks.

Article One of the guidelines outline their purpose and scope.

- 1.1 The Guidelines seek to support the facilitation and regulation of incoming international assistance in disaster response in order to enhance the expediency, effective coordination and quality of the disaster response and initial recovery operation.
- 1.2 The Government has the primary responsibility to address the humanitarian needs caused by a disaster within its borders. The Red Cross Society and other domestic civil society actors play a key supporting role. International assistance when welcomed should be designed and implemented so as to be complementary to the efforts of these domestic actors, rather than displace them.
- 1.3 The Guidelines sets out procedures, roles and responsibilities related to the facilitation and regulation of International Disaster Assistance provided in the event of a Disaster on its territory

7.3 Continuity of Relief Efforts

The NDMO is responsible to the National Disaster Committee for monitoring the requirement for disaster relief during the recovery period. It is essential that once the initial relief operations have been completed the continuity of relief efforts must be maintained with regular reporting to the National Disaster Committee

7.4. Customs and Quarantine

Once an official request for international assistance has been submitted the customs and quarantine department is to make the necessary arrangements for the ongoing clearance of all donor assistance provided for disaster relief purposes. The Secretary of Finance, Banking and Postal Services is to consider approval of duty exemption for goods, which are purchased locally for the purpose of emergency and relief requirement. The approval of duty exemption will only be considered following a letter of request from the Chair of the National Disaster Committee.

The National Disaster Committee is responsible for providing information on donor assistance to customs and quarantine to facilitate this process. This includes details on type, quantity, source, means of transportation, arrival point and estimated time of arrival.

7.5 Financial Considerations

(Prior to updating this section there is a need to clarify the triggers for release of funds, standardise language and update legal instruments relating to finances associated with funding emergencies and disasters.)

The Disaster Assistance Emergency Fund (DAEF) will respond to emergencies and disasters, where evidence exists that national resources are inadequate. However there is an inherent understanding of emergency in RMI (as there is no definition of emergency in the Emergencies Act 1979) and this is reflected in the NDRMA in that an emergency is an event that can be managed nationally. However the Disaster Assistance Act 1987 does not comment on a disaster being beyond national capacity to respond, it again is an 'understanding' not reflected in the Act. The release of funds from the DAEF is dependent initial damage assessments and subsequent assessments being accurate and readily available to the NEOC for consolidation. Hence this section, is broader than Acts and Regulations but also dependent upon capacity across outer islands and atolls in being able to provide the information on loss and damage which is one of the key triggers in the release of funds

Within the contingency budget there are limited financial resources to respond to disasters, therefore the ability to access funding promptly will be assisted by developing guidelines ensuring compliance requirements are clearly articulated.

Furthermore, the facility in the OEPPC Act that levies 3% of funds received from external services for emergency services, needs to be enacted.

The Secretary of Finance, Banking and Postal Services is responsible for the management of all funds provided for disaster relief purposes, the monies in the account shall be made available and paid out by the Chief Secretary in consultation with the NDC for the purposes set out in the Disaster Assistance Act 1987.

Part 8

Disaster Recovery

8.1 Disaster Recovery

8.2 Early Recovery

8.3 National Recovery Committee



8.1 Disaster Recovery

The recovery process may, depending on the severity of damage, take many months or years to complete. In this respect, this aspect of disaster management is to be coordinated by a separate National Recovery Committee (NRC) which will oversee the transition of recovery into ongoing development programs.

The NDMO will coordinate the preparation of a report on the impact of the disaster highlighting priority needs to the NDC within two weeks of the disaster occurrence. Based on the extent of damage and the anticipated recovery process and timeframe, the Cabinet will decide on the need to convene the National Recovery Committee to coordinate the recovery process.

Depending on the severity of the damage, communities may require various levels of support for recovery. As assistance is provided, representatives will need to monitor distribution and progress for reporting on the status of community recovery to the NDC and the outer island/atoll Mayors.

8.2 Early Recovery

In tandem with determining long term disaster recovery plans there is a need to focus on the immediate early recovery requirements. In RMI Early Recovery is 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

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 (including emergency and disaster) 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 stabilises human security and addresses underlying risks that contributed to crisis, preventing a recurrence and creating conditions for future development.

It also aims to strengthen coordination 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 and

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.

8.3 National Recovery Committee

The National Recovery Committee (NRC) plans for, coordinates and monitors all disaster recovery activities. The NRC is comprised of:

- » Deputy Chief Secretary (Chairperson)
- » Secretary of Finance, Banking and Postal Services
- » Director of Economic Policy, Planning and Statistics
- » Secretary of Public Works, Infrastructure and Utilities
- » Secretary of Foreign Affairs and Trade
- » Secretary of Internal Culture, Social Services and Outer Island Affairs
- » Secretary of Health and Human Services
- » Director of NDMO

The functions of this Committee are:

- » To develop a recovery program including estimated timeframes and costs.
- » Identify immediate recovery activities, including medium and long-term recovery activities.
- » Coordinate the development of various recovery plans and processes.
- » Document recovery programs based on social services of the Government.
- » Formulate donor submissions for long-term recovery and reconstruction.
- » Conduct donor meetings.
- » Liaise with the Ministry of Finance, Banking and Postal Services
- » Advise the NDC of progress on recovery.
- » Engage affected communities in recovery planning and implementation





