

# NAURU STRATEGIC ROADMAP FOR EMERGENCY MANAGEMENT 2021-2023

Strengthening emergency management  
performance through sector coordination and  
cooperation



Pacific  
Community  
Communauté  
du Pacifique



PACIFIC ISLANDS EMERGENCY MANAGEMENT ALLIANCE



Australian Government  
Department of Foreign Affairs and Trade



NEW ZEALAND  
FOREIGN AFFAIRS & TRADE

# ACRONYMS

CDMCs	Community Disaster Management Committees
DRM	Disaster risk management
FRDP	Framework for Resilient Development in the Pacific
MOU	Memorandum of Understanding
NDCIR	Nationally Determined Contribution Implementation Roadmap
NDRM Act	National Disaster Risk Management Act
NDRM Council	National Disaster Risk Management Council, or 'the Council'
NDRM Plan	National Disaster Risk Management Plan
NDRMO	National Disaster Risk Management Office
NEOC	National Emergency Operations Centre
NES	National Emergency Services
PIEMA	Pacific Islands Emergency Management Alliance
RONadapt	Republic of Nauru Framework for Climate Change Adaptation and Disaster Risk Reduction
SOP	Standard Operating Procedures
SPC	The Pacific Community
SREM	Strategic Roadmap for Emergency Management
ToR	Terms of Reference

## About PIEMA

PIEMA was established in 2013 as a coordinating mechanism that engages directly with Pacific Island countries to create 'excellence in emergency management'. PIEMA has a focus on building the foundations of trust, leadership, and teamwork among key emergency management agencies. The Pacific Community (SPC) provides secretariat services to PIEMA and manages the PIEMA project.

The PIEMA project is providing the opportunity to support all Pacific islands embark on a SREM development process and is supporting the development of a Regional SREM, which will serve as a framework for coordination across disaster managers and decision makers across the Pacific.

PIEMA plays a key role in supporting delivery of the Boe Declaration Action Plan, as well as the Framework for Resilient Development in the Pacific (FRDP).

# FOREWORD

The National Emergency Services is charged with supporting the implementation of Nauru's *National Disaster Risk Management Act*. This includes through the development and maintenance of disaster plans and procedures; facilitating training; maintaining disaster information and data; and reporting to the NDRM Council on the disaster preparedness of all government agencies, amongst other things

The National Disaster Risk Management Council provides direction and oversees the work of the NES. The NDRM Council is a whole-of-government body and includes representation from civil society and other groups and until now the has not had a strategic document to guide our approach to disaster risk management and guide an ongoing process of priority setting, action and progress monitoring.

This Strategic Roadmap for Emergency Management (SREM) fills an important gap in our overall planning and coordination framework. It presents a consolidated set of high-level and goal-oriented priorities to be overseen by the NDRM Council and coordinated through the NES over the next three years.

In doing so it provides a commonly shared plan that we can progress together.

The SREM is intended to be a 'live document' and adjustments and updates will be made by the NDRM Council in response to emerging priorities and other factors. The NDRM Council will report on progress of the SREM, to Cabinet on an annual basis and in doing ensure full transparency.

As Chairperson of the NDRM Council I whole heartedly endorse this SREM and look forward to working with colleagues across government, civil society, private sectors and development partners to implement the SREM over the coming years.

Chairperson

National Disaster Risk Management Council

# EXECUTIVE SUMMARY

## Context and Purpose

The Nauru Strategic Roadmap for Emergency Management (SREM) has been developed to communicate the strategic priorities and management framework for the disaster management sector in Nauru.

This first iteration of the SREM covers the 3 year period from 2021 – 2023.

The SREM draws on existing priorities described in key strategic documents and outlines a consolidated plan to be overseen by the National Disaster Risk Management Council (NDRMC), which is mandated with overall responsibility for the development, monitoring and implementation of disaster management preparedness, response recovery activities.

At the core of this SREM is an emphasis on the need for ongoing dialogue, collaborative planning and action involving stakeholders across all sectors and levels.

Importantly the SREM represents and describes a commitment by the Government of Nauru to work together and collaborate on the planning and delivery of key disaster management priorities.

The SREM highlights four Goals that have been identified to progress as priorities over the next three years, and which will be monitored by the NDRMC and reported to Cabinet. Activity planning aligned with the goals will be coordinated through the National Emergency Services (NES) using a separate planning tool.

The SREM is aligned with the overall strategic objectives of the Pacific Islands Emergency Management Alliance (PIEMA), of which Nauru is a Member. PIEMA aims to build disaster management leadership, teamwork and trust as a basis for disaster management excellence in the Pacific.

## SREM Vision and Goals

### Vision

The vision of the National Disaster Risk Management Council is:

*A Safer more resilient Nauru*

### Goals and Outputs

#### Goal 1: Disaster management arrangements and incident management system in place

- Year 1 - National Disaster Risk Management Plan is updated and includes Terms of Reference for relevant committees
- Year 2 - Hazard-specific plans and relevant Standard Operating Procedures (across NES and Government) and district (community) disaster committees and plans established
- Year 3 - Cluster arrangements are formalised

#### Goal 2: Disaster Risk Management arrangements are supported by integrated and operational emergency management communication strategies

- Year 1 - Information management and national emergency communications strategy established
- Year 2 - Implementation of key strategy priorities including development of disaster information management system
- Year 3 - Early warning capabilities have increased, including in collaboration with key communication providers such as Digicel, and installation of relevant infrastructure (e.g. sirens)

#### Goal 3: Nauru has a disaster management training and skills development strategy to guide DRM skills development

- Year 1 - DRM training and skills development strategy in place, and priority training commenced
- Year 2 - Schedule of live exercises with national and community stakeholders established and implemented
- Year 3 - Appropriately qualified and trained personnel available to operationalise the National Emergency Operations Centre

#### Goal 4: Nauru has established Disaster Management Committees

- Year 1 - DRM community outreach and engagement strategy / Terms of Reference developed
- Year 2 - DRM committees established for all districts
- Year 3 - All DRM committees have received a minimum level of training

# BACKGROUND

## Disaster Profile

Disaster Risk Management (DRM) is recognised as an essential element of sustainable development. A proactive approach to disaster preparedness ensures that communities are more resilient when they occur, that any setbacks to development progress are reduced, and that social, economic and environmental outcomes are maximised.

DRM is a priority for Nauru and is the focus on several key strategic documents (see next page).

Nauru's risks from natural hazards are mainly related to drought, stormy weather, sea surges, king tides, surface ponding and coastal erosion. Being in the middle of the open Pacific Ocean, Nauru has the threat of tsunamis.

Much of Nauru's key infrastructure is located on its coasts – including the national hospital – making it particularly vulnerable to ocean storm surge and coastal erosion.

Nauru has scarce water resources with limited ground water and limited rainwater harvesting capacity and is reliant on imports of fuel and food.

Climate change is predicted to lengthen droughts and increase flooding, coastal erosion and sea inundation, all of which will exacerbate existing socio-economic challenges. The geographical isolation of the island also increases its vulnerability to the impacts of natural hazards.

## Current Context

In 2016, the Government of Nauru updated the National Disaster Risk Management (NDRM) Act, which sets out overall DRM arrangements, including mandates for the NES and the NDRMC.

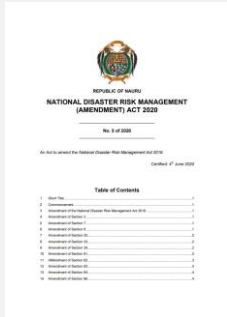
The NES has been established as the department responsible for the meteorological services, emergency response services such as firefighting, ambulance and lifeguard services and the Office of DRM.

The NDRM Act 2016 and Republic of Nauru Framework for Climate Change Adaptation and Disaster Risk Reduction (RONAdapt) are currently used in defining the national approach to DRM, however capacity to deliver on mandates and responsibilities varies across different sectors and is heavily dependent on funding availability, resource requirements, available infrastructure and, critically, skilled personnel. Another key challenge is coordination across government, private sector, non-government organisations and the community.

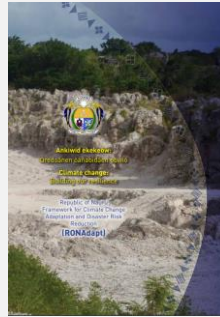
The new DRM Act and establishment of the NES represent significant steps forward in terms of DRM, though there are still elements of the framework missing including an updated NDRM Plan, current disaster management guidelines and, implementation procedures.

# BACKGROUND

## Key Documents

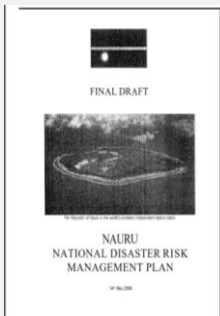


The **National Disaster Risk Management Act (NDRM Act) (2016)** establishes arrangements related to DRM in Nauru. It establishes the key roles and committees for DRM. It was last amended in 2020.



**RONAdapt (2015)** is the high-level framework outlining Government's disaster risk reduction and climate change adaptation priorities, strategies and actions across key sectors.

The SREM provides a mechanism to strengthen and support implementation of the RONAdapt..



The **National Disaster Risk Management Plan (NDRM Plan) (2008)** operationalises the provisions of the (old) Act. The NDRM Plan needs to be updated to align with the new NDRM Act (2016).

This update is a priority action under the SREM.



The **Nationally Determined Contribution Implementation Roadmap (NDCIR) (2019)** details priority actions needed to adapt to and build resilience to the impacts of climate change. Across six priority areas it includes key DRM actions, including in alignment with the NDRM Act.

# BACKGROUND

## Disaster Management Structure

The NDRM Act establishes the Department of NES that consists of the **National Disaster Risk Management Office (NDRMO)**, **Rescue and Fire Services**, **Ambulance Services**, **Life-Guard Services** and **Meteorology Services**. The NDRMO plays a central DRM coordination role. The Department of Police is not within the NES but like the NES falls under the President's remit.

The NDRM Act also establishes the **National Disaster Risk Management Council (the NDRM Council or the Council)**, which has high level oversight of preparedness and response activities and is responsible for policy making. The Council is supported by the **Disaster Risk Reduction Committee** and **Recovery Advisory Committee**, also established under the Act. The Council must also establish **Community Disaster Management Committees (CDMCs)** within the communities in Nauru.

The Act also establishes a **National Emergency Operations Centre (NEOC)** to be activated during times of disaster.

The **NES Secretary** plays a central role including Secretary of the NDRM Council, the National Controller of the NEOC and the lead of the NES.

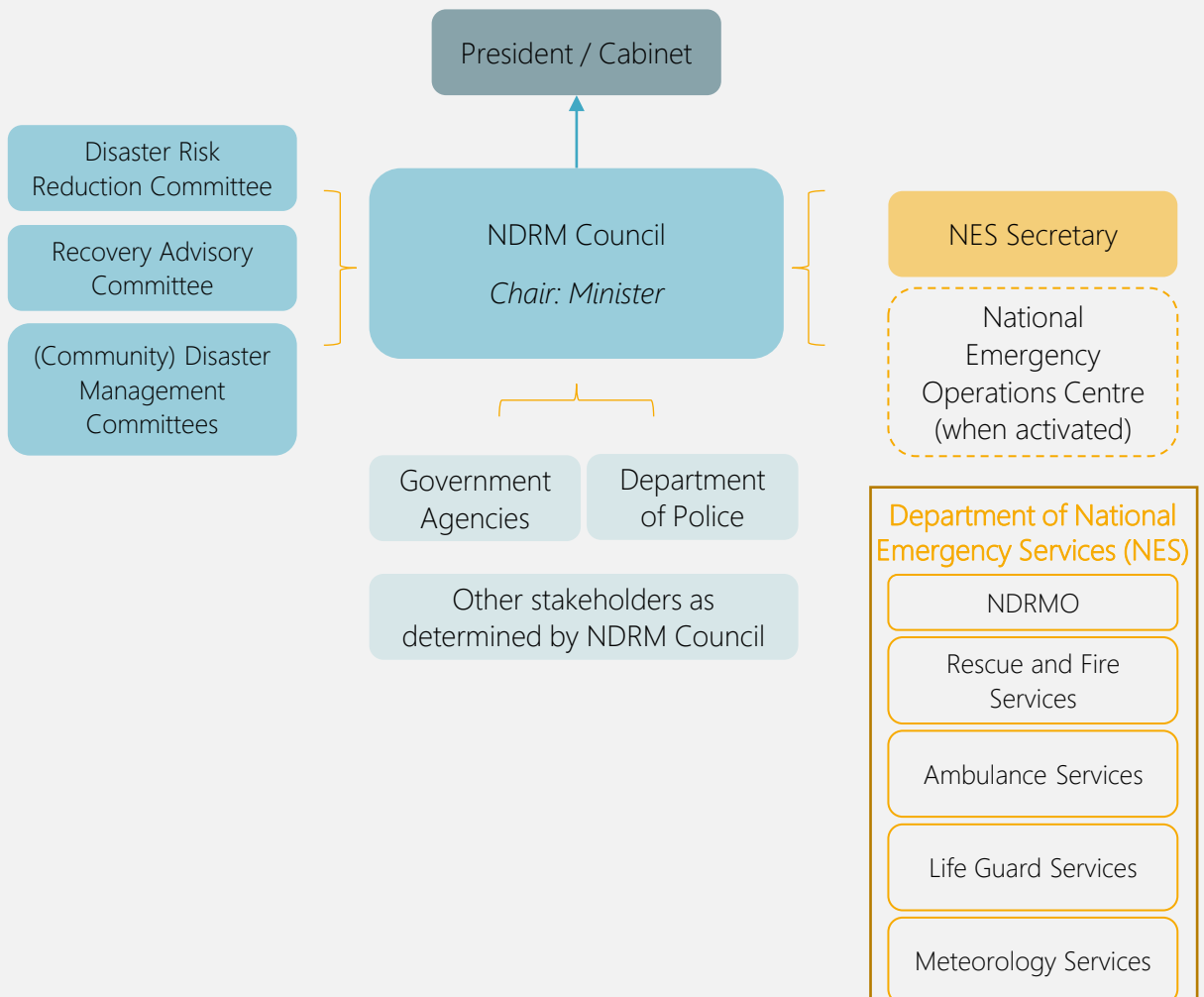


Figure 1 - DRM Governance Structure and Relationships

# THE NAURU SREM

## Purpose

The general purpose of the SREM is:



**To strengthen inter-agency dialogue and cooperation.**

The SREM describes and aims to strengthen how the sector will work together, in alignment with the NDRM Act. In doing so it is raising awareness and enhance buy-in and commitment, and accountability for DRM performance.



**To define a set of shared Goals and Priorities for Action.**

The SREM sets out a simple framework of Goals and Priority Actions that key DRM stakeholders have agreed to work on together based on priorities already established in existing documentation. These will establish a shared understanding of what needs to be done and be reviewed and updated on an ongoing basis.



**Support coordinated implementation**

The SREM provides support to the NES, in particular the NDRMO, as the key coordination agency for implementation. It includes actions and tools to support the implementation of DRM priorities.

## Vision

The SREM supports the vision of the NDRMC, which is for a:

*Safer more resilient Nauru*

## Mission

The SREM supports the mission of the NDRMC, which is:

*To enhance disaster management arrangements and fulfil disaster management mandates through improved planning, coordination, and more transparent and inclusive processes.*



# SREM GOALS

The SREM sets out the following four Goals for the Nauru NDRMC and NES to progress over the next three years. The Goals align with and will contribute to the high-order strategies set out in the RONAdapt and the NDCIR. For each Goal, as sub-set of Priority Actions have been identified to provide further guidance on the critical steps necessary to progress towards the Goal.

1

Goal 1: Disaster management arrangements and incident management system in place

2

Goal 2: Disaster Risk Management Arrangements are supported by integrated and operational emergency management communication strategies

3

Goal 3: Nauru has a disaster management training and skills development strategy to guide DRM skills development

4

Goal 4: Nauru has established Disaster Management Committees

# GOAL 1

## Disaster management arrangements and incident management system in place



The NDRM Act mandates the establishment of a National Controller, and a National Emergency Operations Centre to coordinate response responsibilities, actions and resources. For these functions to be effective an integrated set of documented plans and procedures are necessary.

Together the policies, plans and procedures form part of the commonly understood incident management system for Nauru, which instructs preparation, response and recovery actions at national, community and international levels.

Building on the NDRM Act, this Goal will see development of necessary plans and procedures, commencing with the development of the National Disaster Risk Management Plan.

### Milestones

- Year 1** National Disaster Risk Management Plan is updated and includes Terms of Reference for relevant committees
- Year 2** Hazard-specific plans and relevant Standard Operating Procedures (across NES and Government) and district (community) disaster committees and plans established
- Year 3** Cluster arrangements are formalised

### Priority Activities

Nauru will work together to:

- Update the National Disaster Risk Management Plan to align with the updated Act. The updated Plan will outline how the country responds to disasters, and further define key roles, responsibilities and functional relationships. This will include agreed on protocols for the command, control and co-ordination of multi-agency resources and decision-making. The Plan should adopt a hazards-based coordination approach and identify agencies that have the legislative mandate and operational capacity to lead coordination and to respond to emergencies. This should include Terms of Reference for relevant committees.
- Review/rewrite Standard Operating Procedures (SOPs) to clearly set out policies and procedures of different elements within NES, NEOC and other government agencies to suit different scenario. A consultative approach should be adopted.
- Establish district disaster committees and develop corresponding SOPs to specifically address district-level systems, security protocols and the role of emergency response agencies. Ensure that the plans include monitoring indicators for gender and protection issues. Ensure that District Plans have provisions for international community living in Nauru.
- Review and formalise a Cluster Coordination System that fits the size, the context and the needs of Nauru. Consider forming a high-level decision-making team in order to determine how the Cluster Coordination System should be developed and how it should function in the future.
- Increase partnerships and collaboration through Memorandums of Understanding (MOUs) between DRM stakeholders, including private and non-government organisations.

# GOAL 2



## Disaster Risk Management Arrangements are supported by integrated and operational emergency management communication strategies

This Goal focuses on the development of a fit-for-purpose disaster information management and communications system. DRM information and communications strategies and systems are multifaceted and include the management of data and information related to disaster risk and vulnerability, early warning systems and communication protocols related to coordination of first responders. The NDRM Plan (2008) notes that regular assessment of available communications and back-up communication resources for use in major emergencies and disasters and testing of these resources on a regular basis is part of effective disaster preparedness. Aligned with the Act, and implemented in parallel with an updated NDRM Plan, this goal will see coordination around the development of an information and communications system that is fit for purpose and supports operationalization of responsibilities aligned with the establishment of the NES.

### Milestones

- Year 1** Information management and national emergency communications strategy established
- Year 2** Implementation of key strategic priorities including development of disaster information management system
- Year 3** Early warning capabilities have increased, including in collaboration with key communication providers such as Digicel, and installation of relevant infrastructure (e.g. sirens)

### Priority Activities

Nauru will work together to:

- Establish an Information Management Group to oversee development of the information management and communications strategy and system; relevant policies and procedures.
- Ensure development of the NDRM Plan (Goal 1) includes:
  - Procedures and standards related to SITREPS that are aligned to the procedures and requirements of the NEOC.
  - Contingency arrangements for when communications such as internet and satellite communications fail.
  - Emergency communications protocols that inform how the various channels of communications such as SMS notification, radio and satellite phone deployment should be implemented and managed.
- Engage technical support to design and establish an Information Management (IM) system that consolidates datasets for DRM from all relevant sources and stakeholders (e.g. hazard maps, vulnerability assessment reports, disaster management resources) and build capabilities to develop tailored products and services, including resilient planning and early warning products. Ensure information management integrates lessons learned and after-action review follow-up.
- Establish and MOU with Digicel as the basis for free and timely dissemination of relevant disaster related information.

# GOAL 3



## Nauru has a disaster management training and skills development strategy to guide DRM skills development

A coordinated approach to DRM training is critical to ensure DRM plans and procedures are operationalised effectively. DRM training ensures roles and responsibilities are understood, and key tasks can be undertaken with ease during times of emergency. DRM training includes community-based training and education programs, professional and technical skills development and qualifications, and frequent coordination of simulation and live exercises, which can help facilitate the linking of emergency preparedness and response experience and test community, district-level and national-level response plans.

This Goal seeks to bring clarity to key DRM training and exercise requirements and support a whole of sector approach to skills development. It will support identification of training needs; development of a national training plan; maintaining a training resource register (as part of enhance information management (see Goal 2) and support new partnerships with training providers.

### Milestones

- Year 1** DRM training and skills development strategy in place, and priority training commenced
- Year 2** Schedule of live exercises with national and community stakeholders established and implemented
- Year 3** Appropriately qualified and trained personnel available to operationalise the National Emergency Operations Centre

### Priority Activities

Nauru will work together to:

- Engage technical assistance to identify key qualification, skills and training gaps based on NES and other stakeholders' DRM mandated roles and develop DRM skills strategy for Nauru.
- Implement training strategy including through:
  - Access to training opportunities for personnel / agencies with key responsibilities under the NDRM Plan.
  - Coordination of a regular schedule of simulation and desk-top exercises, inclusive of community Disaster Management Committees (see Goal 4)
  - Prioritise training and exercises for the NEOC.

# GOAL 4



## Nauru has established Disaster Management Committees

Nauru communities are at the frontline of disaster preparedness and response efforts. A well informed, inclusive and DRM-empowered community is key in ensuring effective DRM for all people and supporting the work of the NDRMO.

The NRDM Act requires the establishment of Community Disaster Management Committees across Nauru and are to consist of church leaders, traditional leaders, youth leaders, men and women's groups and other suitable persons.

### Milestones

- Year 1** DRM community outreach and engagement strategy / Terms of Reference developed
- Year 2** DRM committees established for all districts
- Year 3** All DRM committees have received a minimum level of training

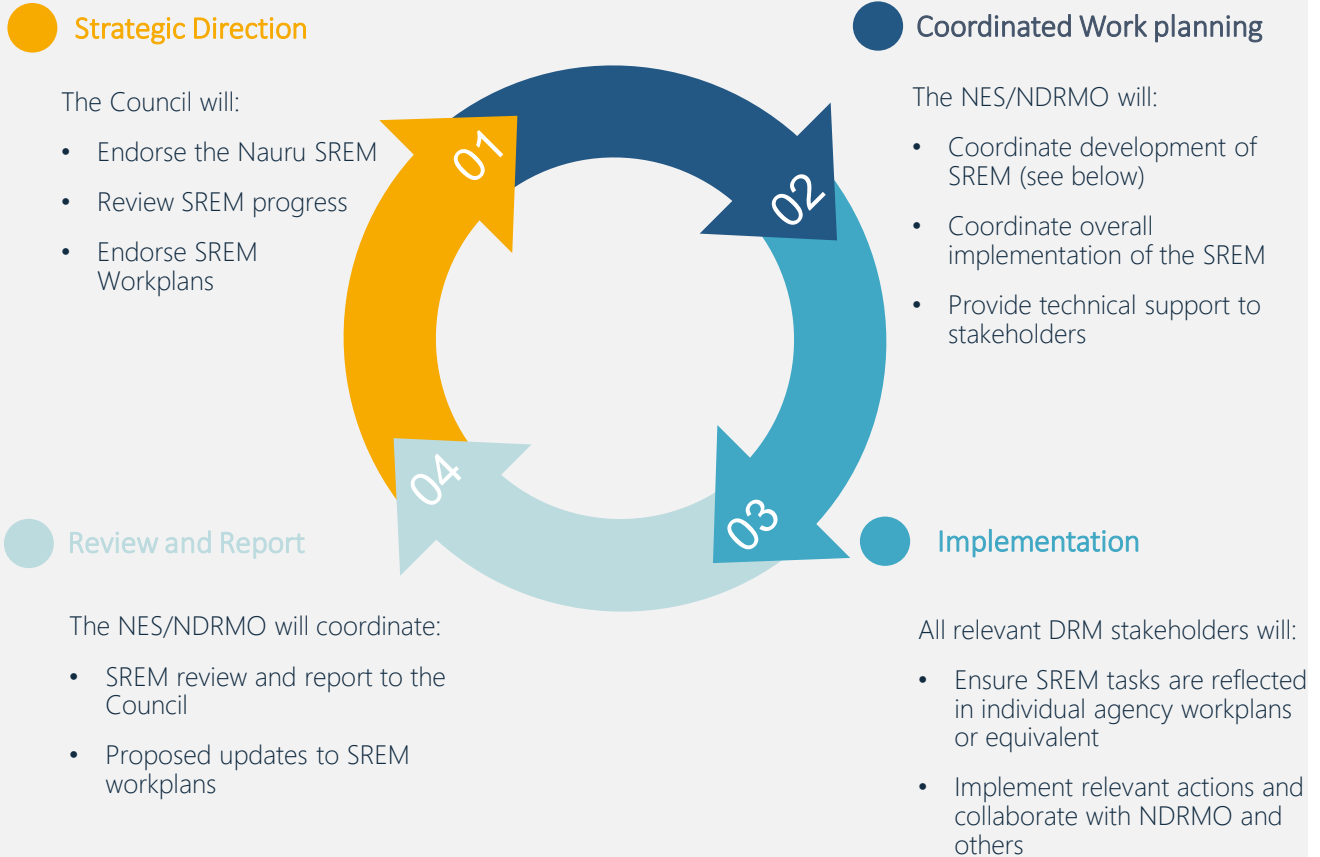
### Priority Actions.

Nauru will work together to:

- In parallel with development of the NDMR Plan (Goal 1) develop a community engagement strategy and / or develop Terms of Reference for Community Disaster Management Committees in consultation with communities and relevant community organisations / NGOs.
- Establish CDMCs as defined under the NRDM Act, consisting of church leaders, traditional leaders, youth leaders, men and women's groups and other suitable individuals, within each community.
- Integrate CDMC training and education needs into DRM training and skills strategy (Goal 3).
- Conduct community education and awareness programs to assist communities in their ability to contribute to the mitigation of, response to, and recovery from a disaster and ensure that men, women, boys, girls, People Living With Disabilities (PLWD) and other vulnerable groups have equal access to any community-based DRM training opportunities.

# SREM IMPLEMENTATION AND MONITORING

The SREM will be implemented and monitored through existing DRM governance structures. This means that overall responsibility for the SREM implementation sits with the NDRM Council, with primary secretariate and coordination support provided through the NES, and NDRMO. The implementation and monitoring cycle is described below.



## SREM Workplans

SREM Goals and Milestones will be progressed through workplans (see template attached) which set out specific actions to be implemented within a specified timeframe. The workplans will be endorsed by the NDRM Council and establish a mandate for all agencies to take the necessary action to achieve the relevant milestone and goal. The workplans will also support Nauru attract activity specific funding from development partners. The NDRM Council will require progress reports on the implementation of the workplans, as per the SREM Monitoring Framework detailed above.

# KEY CONSIDERATIONS

## Gender Inclusion

The **2014 National Women's Policy** complements the National Plan of Action, which until now has provided direction to the work of the Department for Women's Affairs. A National Gender Policy is to be developed and Nauru is to introduce Gender Responsive Budgeting to ensure that the national budget allocations support optimal outcomes for both men and women

This SREM will support gender objectives including by integrating the following strategies and actions:

1. Representation of Department of Women's Affairs on the NDRM Council.
2. Women and people with disability representation on risk reduction and recovery advisory committees (as well as community disaster committees).
3. Mainstreaming of gender and inclusion into legislative, policy and planning processes.
4. Integration of gender and inclusion in DRM awareness raising and training, and pursuit of opportunities to partner with key gender initiatives (such as Pacific Women).
5. Ensure women's equitable access to capacity building initiatives in disaster risk management.
6. Collection of gender disaggregated data to inform government responses.

These and other strategies align with and will also be supported through implementation of the PIEMA 'Responding Together: Strategy for Gender Equality in Disaster Management in the Pacific' and 'Becoming a Leader: a leadership learning pathway for PIEMA member agencies.'

## Resourcing the SREM

The SREM has a focus on coordination and planning and will support mainstreaming of DRM budget allocation through government processes. Where additional activity budgets are required the NES / NDRMO will lead on the identification of opportunities, including by integrating SREM activities into other development projects. The PIEMA Project will provide immediate support for a selection of priority activities outlined in the SREM.

# SREM MONITORING FRAMEWORK

The SREM Monitoring Framework below establishes a simple set of indicators to demonstrate SREM implementation and progress. Information against the indicators (and other relevant information) will be reported to Cabinet, on an annual basis as part of broader reporting obligations. The report will be prepared by the NDRMO / NES in collaboration with other stakeholders, and endorsed through the NRDM Council.

SREM Monitoring Framework		
Performance Area	Indicator	Report Details
Interagency Dialogue and Performance	# NDRM Council meetings held with quorum	Meeting minutes to be documented (in IMS)
	# Disaster Risk Reduction Committee meetings held with quorum	Activity reports to be provided to cabinet annually
	# Recovery Advisory Committee meetings held with quorum	
	# Disaster Management Committees meetings held with quorum	
Prioritising Action	# SREM Workplans endorsed by Council	Progress reported to cabinet annually
	# SREM gender and inclusion strategies being implemented	
Coordinated and inclusive Implementation	# SREM Milestones and Priority Activities completed	Progress reported to cabinet annually
	# Activities with an active gender and inclusion component	
	# of SREM gender strategies implemented	