

TUVALU

STRATEGIC ROADMAP FOR EMERGENCY MANAGEMENT 2021-2023

Strengthening emergency management
performance through sector coordination and
cooperation



ACRONYMS

DRM	Disaster Risk Management
FRDP	Framework for Resilient Development in the Pacific
NDC	National Disaster Committee
NDMO	National Disaster Management Office
NDPWG	National Disaster Preparedness Working Group
NDRMA	National Disaster Risk Management Arrangements
NSAPCCDRM	National Strategic Action Plan for Climate Change and Disaster Risk Management
NSSD	National Strategy for Sustainable Development
IDC	Island Disaster Committee
PIEMA	Pacific Islands Emergency Management Alliance
SPC	The Pacific Community
SREM	Strategic Roadmap for Emergency Management
TWG	Technical Working Group

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 also 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 Government of Tuvalu is committed to strengthening emergency and disaster management arrangements as a key pillar of our resilient development pathway. Disaster events such as Tropical Cyclone Tino (in 2020) and TC Pam (2015) along with other emergency situations will continue to impact on Tuvalu and our development aspirations, and it is incumbent upon all of us to play our role in preparing and building resilience.

Central to our efforts is integrating disaster risk considerations and arrangements into all policies, plans, budgets and decision-making processes. We recognise this as an ongoing process requiring ongoing reform, training and awareness raising, and most importantly, coordination and cooperation.

The *National Disaster Management Act* mandates the National Disaster Committee to provide overall coordination and strategic direction for the ongoing strengthening and of Tuvalu's disaster management arrangements. Responsibilities include:

1. To provide high level advice to the Minister responsible on all matters relating to disaster mitigation, preparedness, response and recovery;
2. To provide strategic guidance on the coordination of disaster risk management activities of government and non-government agencies;
3. To oversee the development and implementation of strategies and policies by the National Disaster Management Office, other government agencies and non-government agencies; and
4. To strategically advise the Minister responsible on the need for aid and assistance to counter the effects of a disaster and to enhance Tuvalu's long-term resilience.

The Tuvalu NDMO plays a key role in supporting the work of the NDC and maintains a detailed work program covering a three-year period to 2023. Until now, though the NDC has not had a clearly visible plan setting out its medium-term priorities for stronger disaster risk management arrangements.

The Tuvalu 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 NDC over the next three years. The SREM reflects a commitment to work together applying a whole-of-government approach, where we all take responsibility and provide mutual support.

In developing the SREM, it provides a commonly shared plan that we can progress together.

The SREM provides an overall framework within which adjustments and updates will be made by the NDC for implementation through SREM Workplans. The NDC will advise on SREM progress to Cabinet on an annual basis to demonstrate how Tuvalu is strengthening its disaster preparedness and response arrangements.

As chairperson of the NDC I whole heartedly endorse the Tuvalu SREM and look forward to working with colleagues across government, civil society, private sectors and development partners in its implementation over the coming years.

Secretary to Government,

Chair of the Tuvalu National Disaster Committee



EXECUTIVE SUMMARY

Context and Purpose

The Tuvalu Strategic Roadmap for Emergency Management (SREM) has been developed to guide a whole-of-country approach to strengthening disaster management in Tuvalu.

In part the SREM is borne from the recognition that there is not cross-cutting disaster sector plan to guide ongoing strengthening of the sector.

The SREM has been developed based on a series of stakeholder consultations led by the National Disaster Management Office (NDMO), as well as analysis and feedback of existing priorities and strategies.

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 it represents and describes a commitment by the Government of Tuvalu to work together and collaborate on the planning and delivery of key disaster/emergency management priorities.

The SREM highlights three Goals that the sector has identified to progress as priorities over the next three years.

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

Tuvalu SREM Vision and Goals

Vision. The SREM supports Tuvalu's vision of:

*Building back better for a more resilient Tuvalu**

Mission

To increase sectoral capacity at National, Island and Community level by taking a holistic, risk informed, and people centred approach to all multi-hazard related emergencies and disasters, using best practises from around the region and in-country lessons learnt.

Goals and Outputs

Goal 1: Disaster management plans, frameworks, policies and standard operating procedures are established and mainstreamed

- Disaster Management Act and National Disaster Management Plan are updated and endorsed
- Disaster policy for national and island level in place
- Procedures and plans at all levels (including Disaster Preparedness Response and Recovery Plan) and across all sectors integrate DRM

Goal 2: Tuvalu has a disaster management training and skills development strategy to guide DRM skills development

- DRM Training and Skills Development Strategy in place, and priority training commenced
- IDC Members trained in all necessary processes and procedures
- National Training Curriculum in place

Goal 3: All Tuvaluans are empowered to build resilience and help manage disasters

- DRM community outreach and engagement strategy developed
- IDC Technical Working Groups work to raise awareness and integrate community perspectives
- MOUs between Kaupule and NGOs, CSO and Private sector private sector support DRM

* 'Build back better' refers to resources and systems (in addition to infrastructure)

BACKGROUND

Disasters and Development

Disaster Risk Management (DRM) is increasingly 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.

Tuvalu recognises the importance of DRM to sustainable development. This is shown through inclusion of DRM in key sustainable development strategies, including **TE Kakeega III – National Strategy for Sustainable Development (2016-2020)** and **National Strategic Action Plan for Climate Change and Disaster Risk Management (2012-2016)** (see Figure 1).

These strategies also recognise that Tuvalu is highly vulnerable. The region is prone to hazards including tropical cyclones and tsunamis caused by earthquakes.

The World Bank's 2011 risk profile identified that losses due to these hazards could be expected to incur, on average, 0.2 million USD per year in losses and that in the next 50 years, Tuvalu had a 50% chance of experiencing a loss exceeding 4 million USD¹. It is estimated that for every \$1 invested in DRM, there is \$6 return in terms of long-term development gains.²

As highlighted in the **TC Tino Recovery and Vulnerability Reduction Plan** the impacts and costs of disasters are felt across all sectors of economy and community. TC Tino caused damage to assets and equipment for fishing and agriculture, power supply and storage, telephone services, healthcare, water, road and water transport, and residences. There was also significant loss of vegetation, coastal erosion and debris reported.

Figure 1 (right) – Te Kakeega III articulates four broad DRM priorities that the SREM will support.

By enhancing DRM, Tuvalu can drive forward sustainable development with a focus on long-term growth. This would occur in three main ways:

- **Avoided losses.** The damage to assets and the impact to services due to major disasters can be reduced by being prepared and ready to respond.
- **Resilient Development.** By increasing disaster awareness; empowering communities and mainstreaming DRM into planning and decision making, the development pathway of Tuvalu can be made more resilient.
- **Co-benefits.** Pro-active and Whole of Country DRM will have additional benefits such as increased investor and tourist confidence, improved environmental outcomes, and increased equality.³

Box 1.5 – Warsaw Mechanism and Sendai Framework

Another major outcome of the PA is the recognition of 'loss and damage' associated with climate change. Parties agreed to task the Executive Committee of the Warsaw International Mechanism on Loss and Damage to establish a clearinghouse for risk transfer and establish a task force to define appropriate measures to address climate-induced displacement.

Tuvalu will ratify the Sendai Framework for Disaster Risk Reduction 2015-2030. The four priorities for action include:

- 1) Understanding disaster risk;
- 2) Strengthening disaster risk governance to manage disaster risk;
- 3) Investing in disaster risk reduction for resilience;
- 4) Enhancing disaster preparedness for effective response and to "Build Back Better" in recovery, rehabilitation and reconstruction.

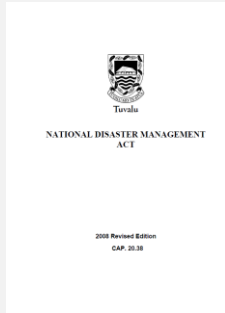
1. Pacific Catastrophic Risk Assessment and Financing Initiative, *County Profile Tuvalu* September 2011

2. Mechler, R. *Reviewing estimates of the economic efficiency of disaster risk management: opportunities and limitations of using risk-based cost-benefit analysis*. Nat Hazards 81, 2121-2147 (2016)

3. Global Facility for Disaster Reduction and Recovery *Why all development finance should be risk-informed* July 2015

BACKGROUND

Key Documents



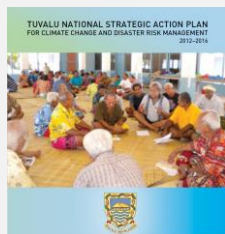
The **National Disaster Management Act (2008)** establishes the NDMO, the NDC, the NDPWG, the IDC, and the NDP*. It has been reviewed and updated; however changes have not yet been endorsed.

The Tuvalu SREM is an opportunity to prioritise endorsement of these changes and progress actions.



TE Kakeega III – National Strategy for Sustainable Development (2016-2020), (NSSD) sets the vision and strategic goals to guide Tuvalu’s sustainable development. Strategic Area 1 includes a focus on Disaster Risk Reduction.

The SREM aims to support the framework set out by the NSSD through enhancing coordination.



The **Tuvalu National Strategic Action Plan for Climate Change and Disaster Risk Management (2012-2016)** (NSAPCCDRM) includes Goal 6 – Planning for Effective Disaster preparedness, Response and Recovery and four associated Outcomes including “well-coordinated DM institutional arrangements at all levels”.

The SREM will focus on enabling this level of coordination and include stakeholders at all levels.



The **National Disaster Risk Management Arrangements (Parts 1 – 3)** (NDRMA) set out the whole of government approach to disaster preparedness and response.

The SREM aims to strengthen the roles developed with the NDRMA.

Tuvalu SREM Alignment

The Tuvalu SREM serves to support implementation of the above outlined policy and plans by establishing practical actions to be progressed through a multi-stakeholder approach overseen and coordinated through the NDC. Through its simple monitoring plan (below), the SREM supports reporting of progress against these plans.

* refer to glossary

BACKGROUND

Disaster Management Arrangements

In Tuvalu the **Disaster Management Act (2008)** enshrines in law the arrangements for disaster management and mandates. The **National Disaster Management Arrangements** (Parts 1 – 3) sets out the whole of government approach to disaster preparedness and response and describes the **National Disaster Management Office (NDMO)** as the key agency responsible for coordinating disaster management preparedness, response and recovery. However, a whole of country approach is needed for this to be effective.

The **National Disaster Committee (NDC)**, is the multi-agency advisory and coordination body for disaster mitigation, preparedness, response and recovery.

Through the NDMO the **National Disaster Preparedness Working Group (NDPWG)** is responsible for development of policy and training & awareness programs aligned with the key DRM issues as determined by the NDC. **Island Disaster Committees (IDCs)** play a key role in coordinating and managing disaster risk on each of Tuvalu's nine islands.

The **Government Advisory Committee** is the forum for discussion regards ongoing integration of DRM strategy into mainstream government business.

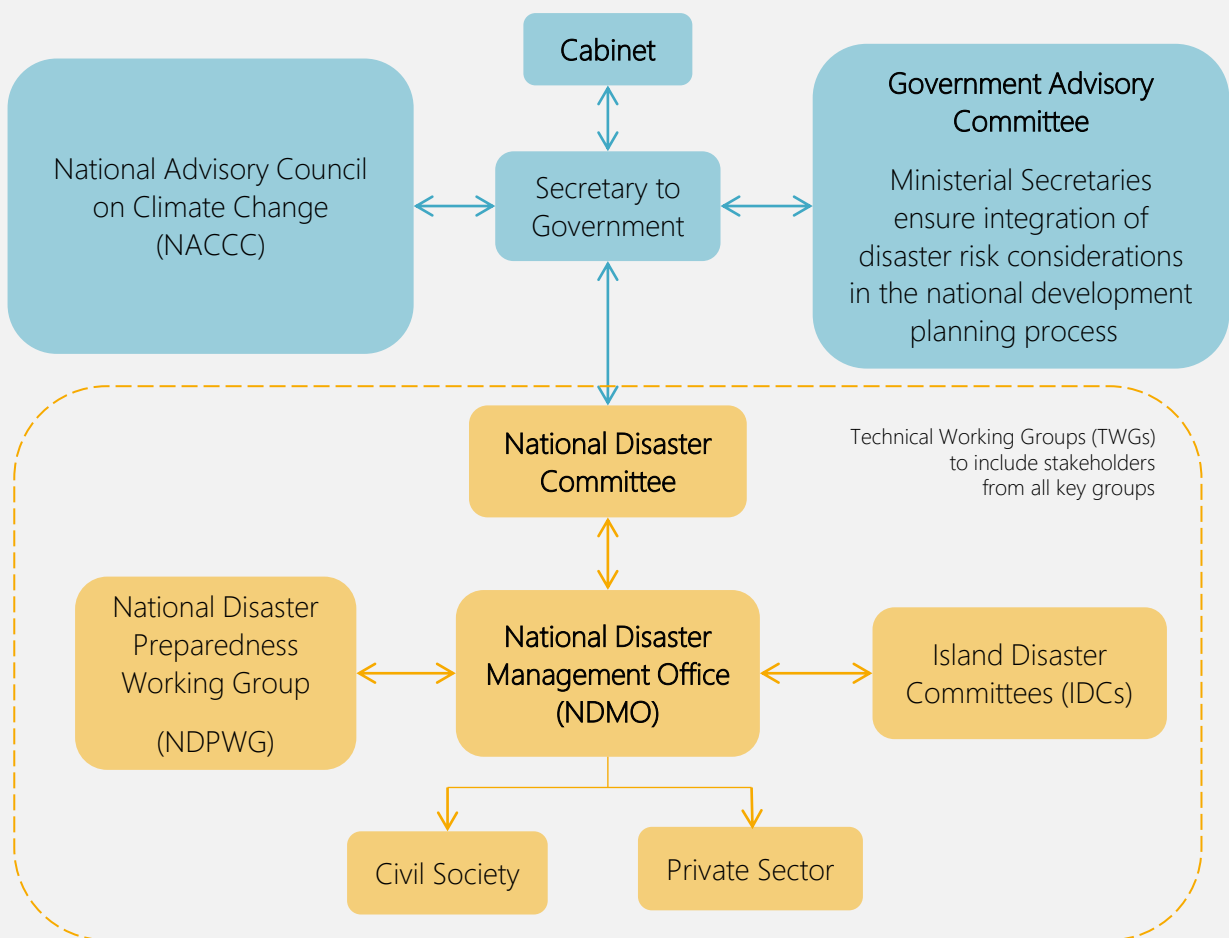


Figure 2 DRM Governance Structure and Relationships. Source: NDRMA

THE TUVALU SREM

Purpose

The 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 NDRMA. In doing so it is raising awareness and enhance buy-in and commitment, and accountability for disaster management 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 disaster management stakeholders have agreed to work on together. These will be reviewed and updated on an ongoing basis.



Support coordinated implementation

The SREM includes an implementation plan for each of the defined goals and associated priorities for action. The implementation plans helps ensure stakeholders are working together and provide practical guidance and support progress monitoring.

The SREM does not seek to duplicate or re-invent disaster management priorities for Tuvalu – these are largely described in national and agency level plans. The SREM brings focus to these priorities to help ensure a shared understanding and a clearly defined processes for progressing them, that all stakeholders are committed to.

Vision

Improved disaster resilience

Mission

To increase sectoral capacity at National, Island and Community level by taking a holistic, risk informed, and people centred approach to all multi-hazard related emergencies and disasters, using best practises from around the region and in-country lessons learnt

SREM GOALS

The SREM sets out the following three goals to progress over the next three years. The goals align with and will contribute to the high-order outcomes set out in the NSSD, NSAPCCDRM and NDRMA and aim to strengthen disaster management arrangements in alignment with the NDM Act. For each goal, a sub-set of priority actions have been identified to provide further guidance on the steps necessary to progress towards the goal.

1

Goal 1: Disaster management plans, frameworks, policies and standard operating procedures are established and mainstreamed.

2

Goal 2: Tuvalu has a disaster management training and skills development strategy to guide DRM skills development.

3

Goal 3: All Tuvaluans are empowered to build resilience and help manage disasters.

GOAL 1



Goal 1

Disaster management plans, frameworks, policies and standard operating procedures are established and mainstreamed

Documented plans and procedures are a foundation of good emergency and disaster response. By describing and communicating roles and responsibilities and step-wise procedures and arrangements, emergency response plans and standard operating procedures serve as the 'instruction manual' for responding. However to be effective it is critical that plans and procedures are owned, understood and practiced by relevant stakeholders. Tools and guidance, such as reporting templates, also need to be in place. This Goal brings a focus to the collaborative development of the suite of disaster management plans and procedures for Tuvalu.

Milestones

- Year 1** The Disaster Management Act and the National Disaster Management Plan (NDMP) are updated and endorsed.
- Year 2** Disaster Preparedness Policy and Disaster Response Policy at national and island level in place.
- Year 3** Community, sector and hazard specific plans (and procedures, reporting templates etc), including for example the Disaster Preparedness Response and Recovery Plan are in place.

Priority Actions

Tuvalu will work together to:

- Review the Disaster Act (2008) and develop the NDMP to align with the updated Act and ensure clarification of disaster declaration thresholds. This will be done in parallel with development of national fire legislation and consideration of other emergency response agencies arrangements.
- Review existing Standard Operating Procedures (SOPs) and develop additional SOPs with supporting templates and tools, across all sectors including health (health sop) Police (SAR manual) etc. Other key SOPs include: Incident Management System, emergency communication, safety and security, procurement, disaster assessment). Develop procedure for the dispatch of ambulance during fire/emergency.
- Review and development of key plans including Island Disaster Preparedness, Response and Recovery Plan (DPRRP), and development of a Funafuti Island DPRRP; and agency response plans.
- Develop or review Terms of References (TORs) for the NDC, all IDCs, and Disaster Responders and Rapid Assessment Team members. develop Codes of Conduct for the NDC and IDCs.
- Develop table-top exercises for the TWGs (see Goal 3) at IDC and NDC level (also see Goal 2) to ensure plans and procedures are practiced.

GOAL 2



Goal 2

Tuvalu has a disaster risk 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. The NDMO will coordinate the delivery of a range of trainings for NDC and IDC stakeholders, and support development of curriculum as a basis for ongoing training and refreshers and general awareness raising.

At the same time Tuvalu will require ongoing DRM professional skills development support. This will allow for key technical roles to be undertaken and for training to be delivered from within Tuvalu, without the need to bring in external experts. A skills development strategy can also be used to provide clearer and compelling career and professionals development pathways for Tuvalu's disaster managers, leaders, and emergency responders.

This Goal seeks to bring clarity to key DRM training requirements and support a whole of sector approach to skills development.

Milestones

- Year 1** DRM Training and Skills Development Strategy in place, and priority training commenced.
- Year 2** IDC Members trained in all necessary processes and procedures.
- Year 3** National DRM training framework and training modules in place.

Priority Actions

Tuvalu will work together to:

- Develop a training and capacity development plan to support operationalisation of the NDRP (focused on NDC and IDCs), and commence delivery of relevant trainings, including table-top exercises
- Identify key professional skill gaps and develop professional DRM Skills Strategy for Tuvalu.
- Develop National DRM training framework, incorporating best practice, PIEMA experience and existing training opportunities, covering both the IDC and NDC level. Curriculum priorities include: Emergency Operations Centre; Disaster Assessment; Disaster Risk Management; logistics and communication.

GOAL 3



Goal 3

Communities are empowered to build resilience and help manage disasters

Tuvalu 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 and supporting the work of the NDC and IDC. The private sector and other partners also play a key role.

This Goal brings a focus to ensuring coordination and awareness raising across the broader DRM community. Through awareness raising, formal partnerships and collaboration stronger DRM can be achieved.

Milestones

- Year 1** DRM community outreach and engagement strategy developed.
- Year 2** IDC Technical Working Groups work to raise awareness and integrate community perspectives.
- Year 3** MOUs between Kaupule and NGOs, CSO and Private sector private sector support DRM.

Priority Actions

Tuvalu will work together to:

- Develop a simple strategy (and materials) that outlines and supports awareness raising, partnership and other community DRM engagement priorities.
- Undertake disaster risk SWOT analysis of / as part of Island Strategic Planning review / development process.
- Development of a Communication Network for IDC members, sensitisation of the DPRR and identification of logistics focal points at IDC level.
- Develop hazard-specific Technical Working Groups (TWGs) at the IDC and NDC levels, as well as a national logistics TWG. Invite non-government agencies to participate in TWGs.
- Complete a national asset stocktake, covering both public agencies and private sector assets, including a Logistical Capacity Assessment (LCA).
- Increase partnerships and collaboration through MOUs between EM stakeholders including the NDMO, Government agencies, the Red Cross, NGOs, the NDC, IDCs and the private sector.
- Twinning arrangements with Fiji National Fire Authority and Australian Fire and Emergency Services Authorities Council (AFAC) agency established.

SREM IMPLEMENTATION AND MONITORING

The SREM will be implemented and monitored through existing DRM governance structures. High-level responsibility for implementation sits with the NDC, with the NDMO coordinating activities in collaboration with other government agencies, IDCs, and partners. The SREM Results Framework (below) will be used to monitor implementation.

Strategic Direction

The NDC will:

- Endorse the Tuvalu SREM
- Review SREM Progress
- Endorse SREM Workplans

Coordinated Work planning

The NDMO will coordinate:

- Development of SREM workplans (see below).
- Coordinate overall implementation of the SREM.
- Provide technical support to stakeholders

Review and Report

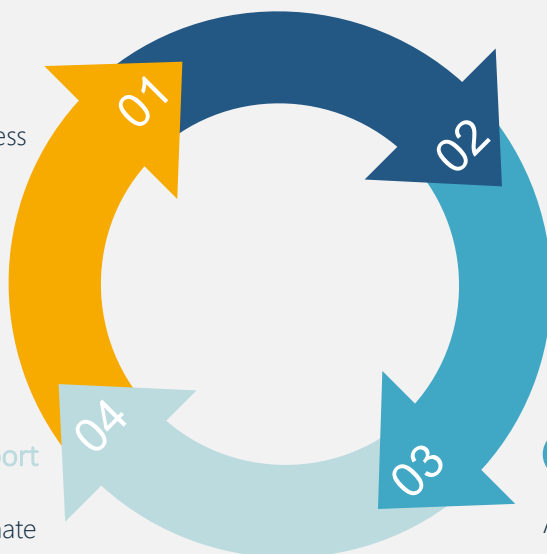
The NDMO will coordinate

- SREM Review and Report to NDC
- Proposed updates to SREM Workplans

Implementation

All relevant DRM Stakeholders will :

- Ensure SREM tasks are reflected in individual agency workplans or equivalent
- Implement relevant actions and collaborate with NDMO and others



SREM Workplans

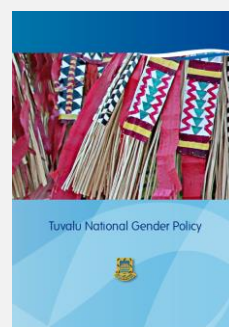
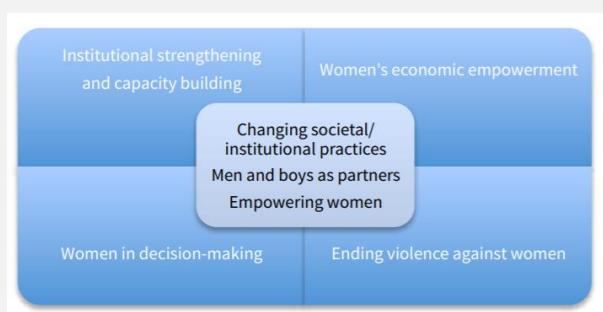
SREM Goals and Milestones will be progressed through workplans which set out specific actions to be implemented within a specified timeframe. The workplans will be endorsed by the NDC and establish a mandate for all agencies to take the necessary action to achieve the relevant milestone and goal. The NDC will require progress reports on the implementation of the workplans, as per the SREM Monitoring Framework detailed above. A SREM Workplan Template is attached.

KEY CONSIDERATIONS

Gender and Social Inclusion

Inclusion and empowerment of women and people with disabilities (PWD) is a priority for Tuvalu. The Tuvalu National Gender Policy sets a clear mission to “strengthen mechanisms across Government ministries and within other institutions that will contribute to gender equality and the full realisation of women’s human rights”.

The SREM can support this mission by supporting the four key policy measures: Institutional strengthening and capacity building; Women’s economic empowerment, Women in decision-making; and Ending violence against women.



More specifically through the SREM process the following strategies will be implemented :

1. Representation of Gender Affairs Division and Fusi Alofa on NDC.
2. Women and PWD representation on IDCs and TWGs.
3. Mainstreaming of gender and inclusion into legislative, policy and planning processes
4. Integration of gender and inclusion in National DRM curriculum and focus on awareness raising of DRM amongst women at the community level.
5. Ensure women’s equitable access to capacity building initiatives in disaster risk management.
6. Collection of gender disaggregated data to inform government responses.
7. Incorporate Red Cross's Minimum Standards for Protection, Gender and Inclusion in Emergencies into NDMO programming.

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 through a focus on DRM mainstreaming it will support the NDC and Department of Disaster Management to mainstream DRM budget allocation through government processes. Where additional activity budgets are required the NDMO and NDC 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 this SREM.

SREM MONITORING FRAMEWORK

The SREM Monitoring Framework below establishes a simple set of indicators to demonstrate implementation and progress, and reported to the NDC annually. The report will be prepared by the NDMO in collaboration with other stakeholders, for consideration by the NDC and advice to Cabinet as necessary.

SREM Monitoring Framework		
Performance Area	Indicator	Report Details
Interagency Dialogue and Performance	Self Assessed DRM governance effectiveness, transparency and inclusiveness	Committee Governance Review Matrix as per NDRMA Part 3 to be completed and reported to Cabinet annually
Prioritising Action	Number of active SREM (multi-stakeholder) workplans established and being implemented.	NDC / NDMO annual report to Cabinet annually
	Number of SREM gender and inclusion strategies being implemented	
Coordinated Implementation	Number of SREM milestones / priority actions completed	NDC / NDMO annual report to Cabinet annually
	Number of activities with an active gender and inclusion component	