



Strategic Roadmap for Emergency Management in Kiribati

2020 – 2024

Kiribati Vision 20 (2016 – 2036)

Kiribati Development Plan (2020 – 2023)
And the
Kiribati Joint Implementation Plan (2019 – 2028)



Pacific
Community
Communauté
du Pacifique





This Strategic Roadmap is the result of consultations between Kiribati National Disaster Committee (NDC) and other national emergency management stakeholders, the Pacific Community (SPC), Officers of the United States Department of Defence – Pacific Partnerships 15 (PP15) and the South Australian Country Fire Service (CFS) spanning the period 2015 to 2018, in partnership with the Pacific Islands Emergency Management Alliance (PIEMA).



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Abbreviations and Acronyms

BSRP	Building Safety and Resilience in the Pacific
C3	Command, Control and Co-ordination
CFS	Country Fire Service of South Australia
COP	Common Operating Picture
DRMCC Act	Disaster Risk Management & Climate Change Act 2019
EM	Emergency Management
IDC	Island Disaster Committee(s)
IMS/ICS	Incident Management System/ Incident Command System (AIIMS/ICS, CIMS, NIIMS)
KDP	Kiribati Development Plan (2020 – 2024) and any subsequent plan
KJIP	Kiribati Joint Implementation Plan for climate change and disaster risk management (2019 – 2028)
KRA	Key Result Area
NDC	National Disaster Committee
NDRMP	National Disaster Risks Management Plan
NEOC	National Emergency Operations Centre
NERC	National Emergency Response Committee
NGO	Non Government Organisations
NSA	Non State Actors
OB	Office of Te Beretitenti - Office of the President
PICT	Pacific Island Countries and Territories
PIEMA	Pacific Islands Emergency Management Alliance
PIFESA	Pacific Islands Fire and Emergency Services Association
PP15	US Department of Defence Pacific Partnerships program 2015
SA CFS	South Australian Country Fire Service
SPC	Secretariat of the Pacific Community
SREM	Strategic Roadmap for Emergency Management (Kiribati)
SWOT	Strengths, Weaknesses, Opportunities and Threats analysis
WASH	Water Sanitation and Hygiene

Foreword



This Strategic Roadmap is the result of consultations between Kiribati National Expert Group (KNEG) for Disaster Risk Management and Climate Change Adaptation and other emergency management stakeholders, the Pacific Community (SPC), Officers of the United States Department of Defence – Pacific Partnerships 15 (PP15) and the South Australian Country Fire Service (CFS) spanning the period 2015 to 2018.

The Kiribati Government is committed to the process and will continue to do so in the implementation to ensure interoperability of emergency agencies. Once that is achieved our scarce resources invested in the sector can yield maximum return for the betterment of our vulnerable population.

Given our peculiar vulnerability and the many challenges faced in trying to reduce them, strengthening our emergency agencies is part of our overall commitment to enhancing the safety and resilience of our beloved country.

I strongly encourage the full commitment of our national resources to realise the identified activities and render my support for its full implementation.

**His Excellency Te Beretitenti
Taneti Maamau, Republic of Kiribati**

Executive Summary

Kiribati is not free from the impacts of both natural and human induced disasters. Recent events such as TC Pam and king tides in 2015 where Betio was badly battered, complete destruction of the Bairiki public market in 2017 due to fire, and MV Butiraoi sinking between Tarawa and Nonouti where 85 souls were lost in 2018, are few examples.

The Kiribati Government enacted the new Disaster Risk Management & Climate Change Act 2019 and subsequent regulations which will cover Disaster Management (DM), Disaster Risk Reduction (DRR) and Climate Change (CC) which alongside other legislations will ensure a seamless effort to minimise losses and alleviate suffering of the affected communities.

Timely responses can only be realised when coordination and interoperability of response agencies are effective and efficient. The cooperation and willingness of stakeholders on this effort is reflected in a joint action plan. In a small island economy, complementarity is crucial so that maximum return can be derived from scarce resources available for such activity.

The SREM, have 4 key result areas and 20 activities to enhance preparedness, interoperability and improve coordination of key national response agencies as well as links to Non State Actors (NSAs) and allied agencies.

KRA 1 Strengthening of arrangements and relationships between various levels of stakeholders

KRA 2 Creating awareness and enhance engagement of stakeholder roles

KRA 3 Streamline governance structure

KRA 4 Increase capability of institutions and personnel

These 4 KRA and 20 activities will be implemented within the 4 year period at a cost of AUD1,483,300.00

Implementation of these priorities would require internal government resources as well as external partner support.

Internal government resources include staff time, venues, office spaces and other in kind support. External partner support includes the twinning partner (CFS) and other donor support secured through bi lateral, regional and international arrangements.

Current Situation

With an estimated population of 118,414 in 2018¹ and Gross Domestic Product of 196.2 million USD in 2017², there are a wide range of economic, social and environmental challenges that present threats to the country's development. Although extreme poverty is declining, vulnerabilities are increasing and are more significant amongst some population groups. Whereas country specific data on disability is not readily available, it's estimated that 17 per cent of people in the PICTs have a disability³. There's a high unmet need for family planning, increasing adolescent birth rates of 49/1,000 live births and limited access to sexual and reproductive health and rights (SRHR) education and services across all age groups in the country. Household level data shows large inequalities in WASH with improved levels of sanitation directly related to household income.

Women are more vulnerable to hardship and poverty due to gendered social norms which dictate attitudes and practices. These attitudes prevent women's full engagement in economic empowerment, dictate their roles as primary carers for children and families and prevent realisation of their reproductive rights. This extends to women's right to be free from violence which is a key concern when considering the gender equality given that an estimated 68% of Kiribati Women have had a lifetime experience of physical and sexual violence by an intimate partner according to the Family Health and Safety Survey 2016 report.

As a result of these gendered norms and the limited progress in gender equality, the morbidity and mortality rates of women and girls across the world are disproportionately higher in emergency settings.

It is well known that climate change is a serious challenge for Kiribati, affecting almost every facet of daily life. From acute water shortages, tidal inundation, seawater intrusion, and heat and storm events, the effects of climate change resonate with increased emergency situations which further accelerate the vulnerability of persons living with disabilities (PLWDs), children, young people and women. During emergencies, access to basic services and amenities becomes restricted and even more so for vulnerable populations who experience pre-existing barriers to accessing basic services.

Kiribati is in a similar situation to many PICTs where emergency management (EM) legislation, plans, structures and services are in place, support agencies and NGO's are in country, or available to assist, and regional and country specific support mechanisms available, but for a range of reasons, it is difficult to ensure compliance with global best practices during emergencies.

While the reasons for this may vary, the predominant factors that impact our ability to respond consistently and effectively are:

- » Major disaster events occur infrequently and EM practitioners do not have regular opportunities to gain and apply experience.¹
- » EM agencies may respond effectively as single agencies but struggle to co-ordinate effectively when the situation exceeds the capability of their agency or when more than one agency is involved.²

¹<http://www.worldometers.info/world-population/kiribati-population/>

²World Bank

³UNESCAP (2012) *Disability at a Glance, Suva, Fiji*.

- » EM agencies have different policies, procedures and training that may conflict when they need to work together.
- » There is no common or agreed protocol for the command, control and co-ordination of multi-agency resources and decision-making becomes difficult.
- » There are insufficient recognition and support for EM agencies and the value they can provide to communities and national GDP.
- » There are insufficient disaggregated data particularly on vulnerable populations, including persons living with disabilities, and their ability to access to vital information and services for disaster preparedness and response.

Large disaster events over the last decade have allowed countries and regional organisations to study and learn from the unfortunate experiences of others. The learnings and initiatives gained from these experiences are slowly but surely evolving into an understanding of what 'good looks like' and what is 'world's best practice' in relation to EM.

PIEMA has a great deal of collective experience amongst its members and has an understanding of what works and is appropriate to the specific challenges facing PICTs and the mechanisms to share and strengthen 'best practice'.

It is this latest understanding of what is considered the regions 'best practice' for EM that is offered for consideration by Kiribati.

Consultations and a workshop of key EM practitioners have also significantly informed the structure and content of this roadmap.

Why have a Strategic Roadmap?

A road map is a tool that travellers use to plan a journey from one location to another location. The map is a planning tool to determine what is the best route and identifying towns and villages that have to be travelled through to reach the desired destination. The map shows major intersections and important points of interest but does not show every hill, turn or bump in the road.

A Strategic Roadmap for Emergency Management (SREM) is a similar tool. It highlights our destination or goal as well as important milestones on the way and different routes to achieve the goal. This is especially relevant for Kiribati because this journey is not just for one vehicle or agency but involves several agencies some of which need to take a different route with different milestones to reach the same common goal.

What is important in this process is that we identify our destination so that we are all going to the same place. Everyone involved with this journey has a common goal; a common picture of what the destination might look like.

In this case we are embarking on a four-year journey. When we get to the destination we may celebrate because we have reached our intended goal but we may find that we have a new perspective of a better vision and might identify a new destination or goal a bit further up the road that we might like to travel to.

The emergency management sector is constantly evolving as we learn from experiences. Planning needs to be flexible to adapt to changing circumstances and challenges.

Strategic planning is not a 'once only' start / finish exercise; successful entities continually plan ahead to try and identify new goals and challenges to create the environment for ongoing success and development.

Initiating a reform process, which also provides a foundation for continually learning, will always be to Kiribati's benefit. It is important to remember that a strategic roadmap does not contain information on every bend, hill or bump in the road; only the goal (destination) and key steps along the way (milestones). However, the strategic roadmap serves to bring to the forefront the need to prioritize a whole of system approach in ensuring that climate change, disaster preparedness and resilience building are mainstreamed across all policies and programs at the national level. In due course, action plans will be produced to document the detailed steps to support the intent of this document

Another reason to have a government approved strategic document is that it allows government offices, like the NDMO to present a cohesive logical suite of projects that will contribute to building national resilience to support national development goals. This is especially helpful when working with potential donor organisations that may be able to assist the delivery of specific projects that contribute to strengthening national resilience

For potential donors – the presence of a government approved strategic document like the SREM allows the opportunity to target and support programs that logically fit in with the nation's priority and development agenda as well as complimenting or integrating with other development programs, including the 2030 Agenda for Sustainable Development to 'leave no one behind'.

The national roadmap will serve to ensure that the needs of the most vulnerable in emergencies remain the focus and an indicator of implementation of global best practices in emergency response

Why are we doing this process now?

The timing for this process has considerable merit in the current environment.

- » The European Union 10th Economic Development Fund (EDF 10) is specifically geared towards supporting and strengthening PICTs EM structures and capabilities. Known regionally as "Building Safety and Resilience in the Pacific" (BSRP) resources were available to fund the planning process.
- » From 2018 to 2022, the United Nations has prioritised mainstreaming climate change into national development planning, within country and regional projects, at the community level, and at the highest level of policy making. Throughout climate change programming, there is a commitment to climate change adaptation that enhances the capacity to plan for and respond to climate related risks and emergencies. These efforts are linked to the Pacific Island Meteorological Strategy, and the Framework for Resilient Development in the Pacific (FRDP), endorsed by Pacific Leaders in 2016. FRDP aims to ensure that climate change and disasters are understood as development challenges with priority actions to address vulnerability to climate change and disasters and to build resilience across all sectors.

- » The current fire service (operated by Police) is barely sustainable and not meeting the expectations of stakeholders.
- » SREM initial workshop was timed to coincide with the US DoD PP15 visitation.
- » Strong, capable leadership at NDMO, Police and other stakeholders who recognise weaknesses with the current system and are prepared to support reform.
- » The establishment of a long-term partnership agreement (twinning arrangement) between the Country Fire Service of South Australia and Kiribati to provide exchange of technical support, advice and knowledge as a part of PIEMA.
- » The emergence of PIEMA as a regional body supported by SPC and other regional agencies to assist PICTs in strengthening their EM capabilities.
- » The growth of Kiribati as a nation and an economic centre of influence and the increasing risks and hazards that emerge from such development.
- » Kiribati's desire to strengthen services at the national, island and community level and strive for 'best practice'.
- » The critical need to increase resilience of the nation to reduce vulnerabilities and impact of emergencies as a result of climate change is ever increasing.

Relationship to the national planning framework

This Strategic Roadmap supports the vision for Kiribati as detailed in the Kiribati 20-year Vision (KV20) (2016 – 2036) and national development goals and strategies of the Kiribati National Development Plan (KDP) (2020 - 2023) and the Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management (KJIP) (2019 – 2028).

The KV20 is the primary long term development blueprint which aims to transform Kiribati into a wealthier, healthier and peaceful country. It is a first for Kiribati and was guided by a whole-of-country approach and consultation. The KV20 has four pillars with multiple strategies within each pillar. This SREM links to the KV20 as per illustrated table and graphic on page 11.

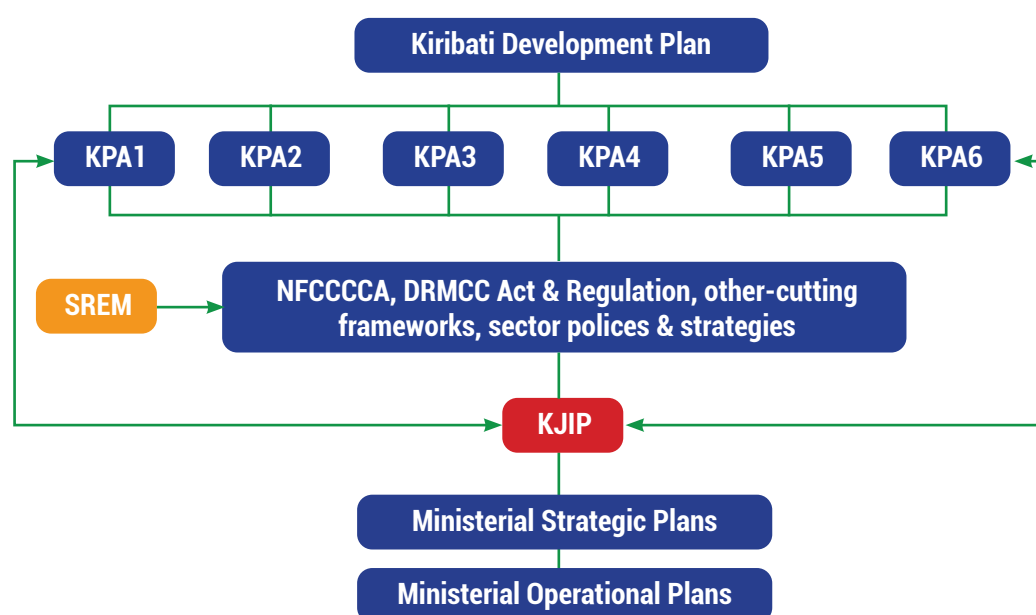
The KDP is the overarching national development plan and is linked with higher level regional and global frameworks that include the Millennium Development Goals, The Pacific Plan and the Mauritius Strategy for Small Island Developing States (BPoA+10).

Further linkages can be made to the Framework for Resilient Development in the Pacific (FRDP) and the Sendai Framework. This ensures that reporting on the SREM also aligns itself to the frameworks and key documents mentioned above at all levels ie national, regional and global.

The diagram on the next page shows the relationship between the KV20, KDP, this Strategic Roadmap (SREM) and the climate change and disaster risk management implementation strategies of the KJIP.

This SREM is considered part and parcel of the Kiribati Climate Change Policy, DRMCC Act 2019 and its Regulation and other cross-cutting sector policies and strategies process.

The DRMCC 2019 Regulation serves as a guiding document for the implementation of the DRMCC Act 2019 however this SREM concentrates more on strategies on how the DRMCC Act 2019 Regulation is mainstreamed into daily life and how outcomes will be achieved to better support existing EM/ DRM legislation.



The following table below indicate the number of national strategies that the proposed outcomes of this strategic roadmap will support and strengthen.

KV20 (2016 – 2036)	KDP (2020 – 2023)	KJIP (2019 – 2028)
PILLAR 1 - Increased access to Vocational Training - Promoting Education oriented communities - Strengthening support program for family welfare - Decent work for all - Having highly skilled. Qualified and efficient workforce - Safeguard, revive and promote tangible and intangible cultural and historical heritages	KPA 1 Human resource development	STRAT 1 Strengthening good governance strategies and legislations
	KPA 2 Economic growth and poverty reduction	STRAT 2 Improving knowledge sharing and information generation, management and sharing
	KPA 3 Health	STRAT 3 Strengthening and greening the private sector, including small scale businesses
PILLAR 2 - Strengthening national security governance – policy frameworks - Institutional strengthening - Strengthening strategic partnerships	KPA 4 Environment	STRAT 4 Increasing water and food security with integrated and sector specific approaches and promoting healthy and resilient ecosystems
	KPA 5 Governance	STRAT 5 Strengthening health service delivery to address climate change impacts

PILLAR 3 - Harmonise infrastructure development for tourism - Improve Air, Land and Sea transport infrastructure	KPA 6 Infrastructure	STRAT 6 Promoting sound and reliable infrastructure development and land management
PILLAR 4 - Strengthening strategic partnerships - Institutionalising anti-corruption and good governance principles in the public service and education systems in Kiribati		STRAT 7 Delivering appropriate education training and awareness programs
		STRAT 8 Increasing effectiveness and efficiency of early warning and disaster and emergency management
		STRAT 10 Strengthening capacity to access finance, monitor expenditure and maintain strong relationships
		STRAT 11 Maintaining the existing sovereignty and unique identity of Kiribati
		STRAT 12 Enhancing the participation and resilience of vulnerable groups

It is important to note that the current KDP expired in 2018, so the opportunity to significantly contribute to outcomes is diminished. However, there is an opportunity for the SREM to influence the development and content of future iterations of the KDP.

The current KDP has quite specific projects and outcomes – The SREM and Kiribati's EM sector would seek to influence the principles to be adopted for future plans; These could for example include:

- » Changing from a reactive disaster management structure to an “*All Risks - All Hazards – Whole of Nation – Shared Responsibility*” emergency management approach that will increase national resilience to the consequences of climate change adaptation as well as any slow or rapid onset natural or human induced hazards.
- » Strengthen the Emergency Management sector by increasing community engagement, education and responsibility to ensure Kiribati is more resilient and better prepared and recover more quickly from any adverse event.
- » A strengthened emergency management sector with safer infrastructure and enhanced emergency services will provide greater confidence to investors, the emerging tourism sector and continuity of critical services and infrastructure.
- » Strengthened risk, consequence and emergency management planning to ensure reliability and continuity of service which will increase the resilience of critical infrastructure from adverse events.

Guiding principles

The Strategic Roadmap for Emergency Management (SREM) will also adopt the guiding principles of KV20 (2016 – 2036) as well as guidance from the KDP (2020 – 2023) and KJIP (2019 – 2028).

However consultation participants also identified with the PIEMA principles specifically for the emergency management sector which include the less tangible concepts of:

- » Leadership
- » Interoperability
- » Trust
- » Relationships

It was agreed that the PIEMA Strategic Agenda 2020 will be utilised as a guide and reporting framework for the Kiribati SREM.

Current issues affecting EM in Kiribati

Participants of the Strategic Planning Workshop (2015) undertook a SWOT analysis of what they perceive the current situation to be in Kiribati. This was refined by the 2nd Workshop (2017) and agreed on during subsequent consultations:

Strengths

- » Legislation – High level access
- » Good efficient NDMO
- » Know everyone – communication (one language)
- » Strong Communities
- » Desire to grow and develop
- » High level of resilience
- » Improved communications networks – internet 4G, cell network

Weaknesses

- » National apathy for EM – at all levels
- » Disaster fund – not sustainable
- » Resources – HR + Equipment + materials
- » Central and visible focus for EM operations
- » Outer Island – weaker EM arrangements
- » Common SOP's for response
- » Lack of experience and training
- » Co-ordination of emergency Services
- » Information flow

Opportunities

- » Mainstreaming and operationalised the new DRMCC Act 2019
- » Specialised Training
- » Competency Framework – greater professionalization
- » Integrate EM into National Disaster Plans
- » Social media
- » Public Health Plan – all hazards
- » Regular meeting of EM agencies to share information, improve coordination and strengthen interoperability
- » Draw on available in-country and regional expertise to support sectoral and mainstreaming expertise to support best practice emergency responses

Threats

- » Elections
- » Heritage and cultural locations
- » Population growth/shift/concentration
- » Continuity – policy staff turnover
- » Greater activity – more intense
- » Social media
- » Uncoordinated foreign aid projects

Workshop participants considered that the major issue facing Kiribati now is the state of the fire and emergency services followed by lack of coordination and interoperability between emergency agencies.

The fire service operates as part of normal policing duties. It has a minimal budget and is constrained by competing priorities of the Kiribati Police Service. The service is also hampered by the recent separation of governance, management and response responsibilities between the airport and domestic fire services.

In 2017, Kiribati signed an MOU with the South Australia Country Fire Service (CFS) to assist Kiribati strengthen its Fire Service and progress development of a competency based emergency management sector.

Recent assessments by SPC (PIEMA) and SACFS have indicated that the existing arrangements are not adequate for the rapidly increasing size of, and the complexity of risk that exists within South Tarawa and other island centres (eg Kiritimati).

Vision

Kiribati Emergency Management agencies operate in an inclusive and integrated environment that strengthens interoperability and builds resilience towards all emergencies and all levels respecting local norms and cultures.

Approach

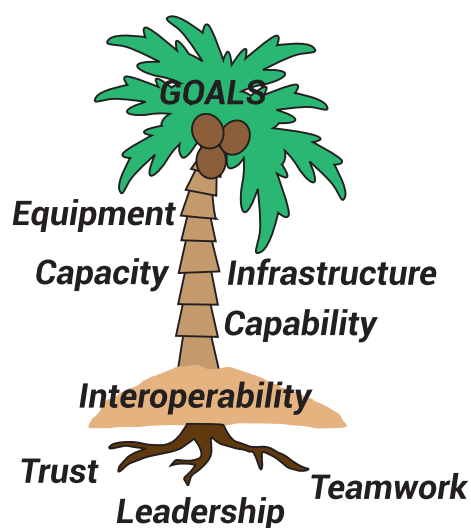
Experience gained from working with and learning from other PICTs and regional EM agencies has indicated that the development of a fully interoperable national response to emergencies and disaster events is a slow and measured process. This process has less to do with the amount of money available to support national arrangements and more to do with human elements and institutional arrangements.

The USA experience with Hurricane Katrina in 2006 is an example where one of the richest, most resourced nations in the world was unable to deal with the unexpected consequences (flooding of New Orleans) from a natural hazard (Hurricane Katrina). While the flooding was a result of a natural hazard, the inability to respond quickly and effectively in a co-ordinated manner to support and evacuate flood victims was a secondary man-made disaster event, with arguably greater impact.

Other large-scale disaster events have shown similar trends. Nations may have the financial resources to respond to a disaster but do not have the human related cohesion, capability or capacity to manage the command, control and co-ordination (C3) of those resources effectively.

PIEMA recognises that building capability and capacity of nations to better manage future disaster events is a multifaceted issue. Whilst infrastructure and equipment are important they are less important, and have less value, if they cannot be effectively used or deployed. PIEMA believes it is more important to have strong C3 built on trust, leadership and relationships as the foundation for a strengthened 'whole of nation' interoperable response.

PIEMA uses the quintessential Pacific Coconut tree to illustrate this point.



PIEMA - key principles

This SREM is aligned with these principles and outlines strategies intended to enable a sustainable national EM framework for the future.

The SREM will also align with the principles determined by stakeholders at the EM workshop; that all strategies will:

- » Be sustainable
- » Apply to the whole nation to strengthen national resilience
- » Build standardisation, uniformity and professionalism
- » Be responsive and have a high degree of reliability
- » Include volunteers and the community
- » Strive to embrace diversity and inclusivity

Goals

The key high level goals identified by consultations with stakeholders and the SREM workshop are:

- » **Shared responsibility and an “all risks - all hazards - whole of nation” approach to emergency management.**
- » **Strengthened national resilience.**
- » **Increased value of the emergency management sector to Kiribati.**

Stakeholders were also very keen to highlight that the focus of this SREM should concentrate on the potential for any slow or rapid onset hazard to affect the nation rather than larger more catastrophic well known disaster events like earthquakes, tsunami etc.

These goals would also form the basis for any submission by the emergency management sector to the next iteration of the KDP.

Key Result Areas

Based upon the identified goals, principles and the approach described above – the following Key Result Areas are the focus of this roadmap.

- » Integrated and interoperable emergency management agencies and responders
- » Streamlined governance and structure
- » Increased national capability to respond
- » Stronger engagement
- » Mainstreaming of protection (mitigation of GBV, gender mainstreaming and focused support for people living with a disability and the elderly)

These key strategies could be considered as two complementary themes:

‘What we do’ – These are the tangible strategies with quantifiable actions and outcomes like:

- » Integration
- » Structure(s)
- » Capability
- » Engagement



And

‘How we do it’ – Less tangible strategies and principles which focus on strengthening of the more human behavioural aspects of:

- » Interoperability – how we can work together better
- » Trust
- » Leadership
- » Relationships

Due to the multi-agency impact of the goals, elements will be aligned within themes, but identifiable by agency. The goals will be further unpacked later in this document in order to identify supporting strategies required to enable progress.

The diagram below gives a high level of view of the vision and goals of this Strategic Roadmap.

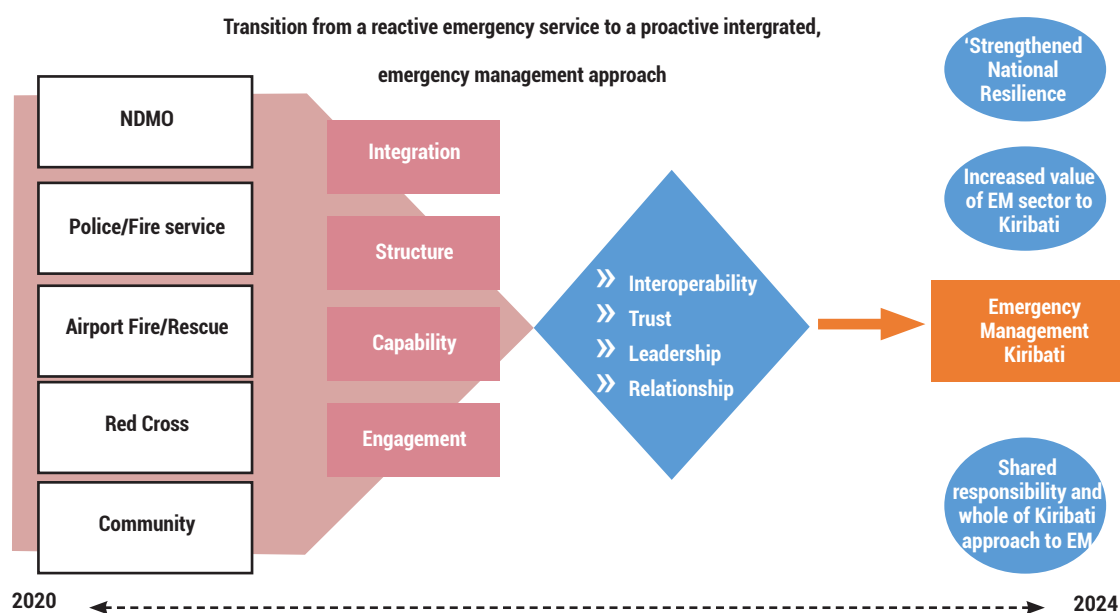


Figure 2 - High level of view of the Vision and Goals of this Strategic Roadmap.

Important note

This diagram does not necessarily imply that all agencies indicated here have to be within the one organisation – rather they must appear to operate as a 'joined-up single national response' on a day to day basis or in times of national emergency, irrespective of the number of individual agencies that government decides are appropriate for emergency management.

Strategies

The following Key Result Areas and sub-strategies support the Goals identified earlier:

- » Integrated and interoperable emergency management agencies and responders
- » Highlight to government the benefit to the nation of an effective joined up approach by a co-ordinated EM sector
- » Develop a 'whole of nation approach to preparedness, response and recovery planning
- » Strengthen EM arrangements with Island Disaster Committees
- » Introduce an incident control/management system (similar to AIIMS, NIMS, CIMS) and realign training programs and SOP's to reflect the new arrangements
- » Formalise a permanent National Emergency Operations Centre (NEOC) as a national focus for emergency management activities
- » Strengthen formal and informal relationships and networks to build mutual trust and co-operation so that all agencies understand their role in supporting the nation

Streamlined structure and governance

- » Immediately strengthen the Kiribati police fire service's response capability that allows the ability to deliver additional services to the nation including:
 - Fire response including maritime, petroleum and other specialist areas.
 - Rescue - Road accident, industrial, in-shore maritime
 - Hazardous materials and oil spills
 - Community education and awareness
 - Structural fire and life safety services for commercial, public and critical infrastructure
 - Paramedical medical intervention
- » Explore options for developing a fire and emergency service to meet Kiribati's current and future risks including alignment as the operational arm of the NDMO
- » Ensure the new airport rescue/fire agency is a key part of integrated national response capability

Strengthening the current fire service was seen as one of the most critical strategies for this SREM. This strategy will include options that will allow the development of responders and any new structural arrangements in a measured and consultative approach.

- » Legislation updated to authorise the proposed sector reforms
- » Build in regulatory responsibility for the emergency management sector to support and enforce the life and building safety components of the national building code
- » Alignment of response agencies so that their roles and responsibilities are clearly defined
- » Common SOP's developed to reflect the EM sector's reform arrangements

Kiribati has experienced growth and development in recent years. Establishing and maintaining life and fire safety standards require significant input from emergency services. For example – the private sector (including tourism) is a developing component on Kiribati's GDP. Ensuring a safe and secure environment for investment and visitors is critical to establish a positive image and perception of Kiribati's investment and tourism brand. The proposed reforms will increase investor and visitor confidence in Kiribati's ability to respond to any medical, rescue, security or other emergency event that could impact investors, visitors and residents alike.

Increased capability

- » National EM skills profile developed
- » Training needs analysis undertaken to meet profile
- » Implement a competency framework for the emergency management sector to align with regional standards and increase levels of professionalism
- » Clarify, build and strengthen the roles and responsibilities of the NDMO/OB officers and first responders from key EM actors
- » Strengthened health system capacity to respond to emergency situations through adaptation of service packages, training of service providers and availability of essential drugs, equipment and commodities
- » Capacity of Social sector i.e. MWYSA strengthened to plan, implement and evaluate Gender based violence in Emergencies programming and coordination
- » Increased capacity across all sectors of response to ensure mitigation of the risks exposing to vulnerable populations (women and girls, young people, people living with a disability and the elderly) to GBV

Strengthening existing services and building capability requires a structured approach so that staff and volunteers can quickly access training resources to meet regional standards. Training in advance of emergencies will support preparedness efforts to ensure rapid, safe and effective life-saving responses. SPC and partners have put a great deal of effort into establishing an emergency management competency framework to complement the existing Australasian fire and emergency service framework.

The resources and experience of PIEMA, PIFESA and the CFS are available to facilitate this component.

Stronger engagement

- » Increased Government engagement with EM Sector to advocate the role and the potential value to the nation of a stronger EM sector

- » Government and departments are aware of their roles and responsibilities during adverse events and have contingency and consequence management plans in place to maintain service delivery
- » A bi-annual forum of the EM sector, which provides opportunity to strengthen networks, share best practice and developments, engage in consultation and develop integrated and interoperable processes and resourcing
- » A strengthened fire and emergency services allows officers assist the NDMO develop and deliver national and community safety education and awareness programs
- » Explore the opportunities to engage volunteers in every aspect of emergency management
- » All engagements reinforce the '*whole of nation – shared responsibility*' approach to emergency management and building national resilience

Inter- relationships

There are a number of examples of similar reform within the region that can guide the development of a model appropriate for Kiribati. The diagram below gives an indication of the inter-relationships and linkages required to develop and maintain a sustainable emergency service and the need to build one element in order to strengthen others.

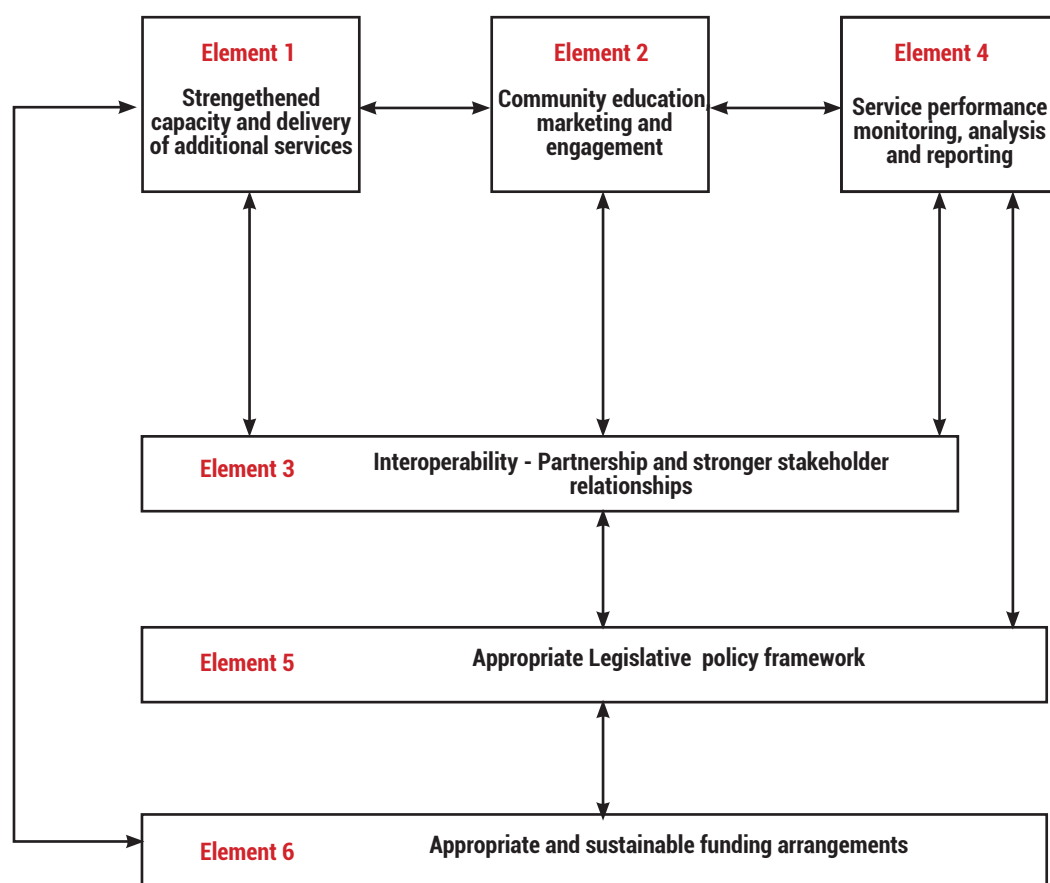


Figure 3 - The inter-relationships and linkages required to achieve a sustainable emergency service

Strengthening the EM sector's ability to support the National Building Code

Kiribati has experienced growth and development in recent years. Establishing and maintaining life and fire safety standards requires significant input from the emergency services. For example, the tourism sector is an emerging component of Kiribati's GDP. Ensuring a safe environment for citizens and visitors is critical in order to create a positive image and perception of Kiribati's incipient tourism brand.

Similarly investment in business and infrastructure is contingent upon ensuring all risks are minimised to a level that is more attractive and no longer a deterrent to investors.

Integrating emergency services into the development approval process, as well as the ongoing maintenance of national standards and preparedness, can strengthen compliance and build confidence for investment and growth.

Again, there are examples of 'best practice' within the region that can be adapted to meet Kiribati's requirements.

Strengthening capability through training and mainstreaming competencies

Strengthening existing services and building capability requires a structured approach so that staff and volunteers can quickly access training resources to meet regional standards. SPC's GEM Division and partners have developed an emergency management competency framework to complement the existing fire and emergency service framework.¹

Both of these regional standards can easily be adapted to meet the requirements of the Kiribati National Qualification Framework.

Steps that would be required are as follows:

- » Determine emergency management/services competencies appropriate for Kiribati and integrate into the National Qualification Framework
- » Conduct a national emergency management/services training needs analysis and identify gaps
- » Implement training programs to build capability and fill training gaps
- » » Advocate for all Kiribati's emergency management and services to become proactive '*Learning organisations*'.²

The resources and experience of PIEMA, PIFESA and CFS are available to facilitate this component.

¹Draft Competency Framework for Emergency Management in the Pacific (NDMOs) and Australian and NZ Fire and Emergency Service Competency framework (EMQUAL and PSTN)

²A learning Organisation is one that actively seeks to learn from the experiences of events within the nation, region and globally then build and mainstream outcomes into continually improvement of policy, procedures and practice.

Implementation arrangements

Since KNEG (Kiribati National Expert Group for DRM & CCA) has representation from emergency services and key EM agencies it is recommended that this body will be responsible for leading and steering the implementation of the Strategic Roadmap. KNEG will be responsible for creating a working group of National Emergency Response Committee (NERC) which will comprise of key actors of emergency management. The process of creating NERC working group will increase the interaction between NERC officers and agencies and help set the stage for stronger relationships and greater interoperability.

NERC will develop ToR which will include their meeting schedule and this committee is expected to report to KNEG on the quarterly KNEG meeting.

The reform of fire and emergency services is a critical step for this Strategic Roadmap. Consequently, it is proposed that a NERC within KNEG be established to oversee the transition process of this key agency.

Reporting of the Kiribati SREM will be undertaken in an annual basis and led by the DRMO through the NERC contributions. Report presented to quarterly meeting of KNEG will form parts of this annual reporting of K-SREM. These reports will track the progress of the implementation of the SREM, any best practices that may emerge as well as challenges. The SREM will also bench mark against the PIEMA SA2020, KDP and KJIP.

Funding is not the backbone of the SREM. This is comprised of Leadership, Relationships and Trust. Funding of the SREM will be led by the Government of Kiribati and supported by donors (through the national donor round table meeting) and partners (such as SPC, PIEMA, CFS).

Approval for SREM

It is expected that NDMO will make a presentation to the Secretaries Forum who will in turn present the SREM to Cabinet to ensure ministers understand the intent of the SREM and support the proposed goals and activities and get high level buy in to the SREM.

An initial paper outlining and seeking approval for the reform process of the Fire Service in partnership with PIEMA (SPC) and the CFS. At a later time, the NERC will make a presentation to Cabinet on the key aspects of the reform process to ensure ministers understand the proposed pathway for the Professionalisation of the Fire Service and the NDMO.

The Cabinet paper should ask for policy approval for agencies to continue to operate, technically outside existing legislation, but in line with the reform agenda. The paper would also indicate that a key component of the SREM is recommending legislative changes to reflect the end state of the planning process.

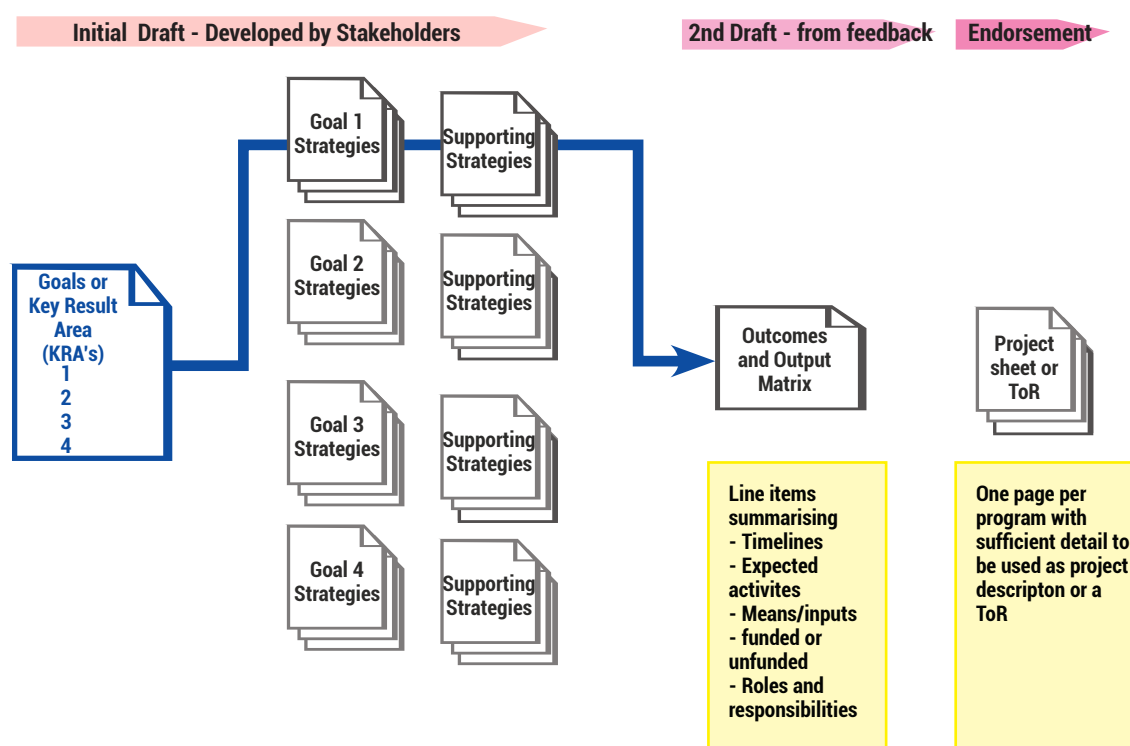
Next steps

The info-gram, attached as Appendix A and the following steps outline the suggested approval and implementation process and timelines for this strategy:

December 2017	2 nd draft released for consultation and comment
December 2018	Draft finalised and presented to Secretaries for agreement
June 2020	Finalised Draft presented to Kiribati Government for Cabinet approval
October 2020	Kiribati SREM Approved and copies printed for distribution
October 2020	Sensitisation Workshop held with agencies and donors to facilitate funding and implementation arrangements

Appendix A Info-gram showing the development of the SREM and the movement from strategic direction to operationalisation

Strategic Roadmap for Emergency Management - Planning Process



Strategic Roadmap for Emergency Management – Kiribati 2020 – 2024

Appendix B

KIRIBATI SREM <Action Plan> 2020 – 2024

Goals	Key Result Areas	Proposed Activities	Sub Activities/ Outcomes/ Outputs	Lead Agency	Budget	Timeline
(A) Shared responsibility and an "all hazards - whole of nation" approach to emergency management.	1. Integrated and interoperable emergency management agencies and responders.	1.1 Highlight to government the benefit to the nation of an effective joined up approach by a co-ordinated EM sector	Regular briefs to Cabinet on progress of the SREM	OB	11,200.00	Bi-annual
		1.2 Develop a 'whole of nation approach to preparedness, response and recovery planning.	Update the National DRM Plan	OB	72,600.00	2020
			Conduct Annual SimEx	KPS	56,600.00	Annual
			Strengthen the NDC through bi-annual meetings	OB	11,200.00	2020
		1.3 Strengthen EM arrangements with Island Disaster Committees.	IDC DisPlans developed	OB	82,400.00	Not started
			IDC Annual SimEx	MIA	76,000.00	Annual
			IDC provided with Response Kits	MIA	62,500.00	2020
		1.4 Introduce an incident control/management system (like AIIMS, NIMS, CIMS) & realign training programs & SOP's to reflect the new arrangements.	Review existing Incident Management systems in Kiribati	OB	16,800.00	2020
			Adapt an IMS system for Kiribati based on existing systems	OB	26,400.00	2020
			Conduct agency level workshops with support of PIEMA	OB	77,400.00	2020
			Review use of IMS as part of AAR	OB	28,200.00	On-going
		1.5 Formalise a permanent National Emergency Operations Centre (NEOC) as a national focus for emergency management activities.	Review existing EOC arrangements in Kiribati	OB	11,700.00	2020
			Develop a Project Proposal for a permanent Joint NEOC for combined use by Police, Maritime, Fire, NDMO	OB/ KPS	83,700.00	2020
			Train NEOC personnel in WEOC & ICS	OB	78,000.00	Link to 1.5
		1.6 Strengthen formal and informal relationships and networks to build mutual trust and co-operation so that all agencies understand their role in supporting the nation.	Develop a Twinning Partnership with an AFAC Member	OB/ KPS	4,200.00	2020 (Review)
			Facilitate a bi-ennial EM Forum to discuss interoperability, networking, joint ops, knowledge & data sharing	OB	35,100.00	2020
			Conduct Table Top Ex annually on agency roles & responsibilities & coordination	OB	Link to 1.2	
			Bi-annual National Disaster Council Meeting (NDC)	OB	19,200.00	
(A) Shared responsibility and an "all hazards - whole of nation" approach to emergency management.	2. Stronger engagement	2.1 Government understands the role and the potential value to the nation of a stronger EM sector.	Regular briefs of Cabinet and Secretaries, at least quarterly	Link to 1.1		
		2.2 Government and departments are aware of their roles and responsibilities during adverse events and have contingency and consequence management plans in place to maintain service delivery.	Conduct Table Top Ex annually on agency roles & responsibilities & coordination	Link to 1.2		
			6 monthly EM Agency Heads Meeting (CLAG)	Link to 1.6		
			Update the National DRM Plan and Response Arrangements	Link to 1.2		
		2.3 A strengthened fire and emergency services allows officers assist the NDMO deliver national community safety education and awareness programs.	Conduct a Review of the Kiribati Fire Service	KPS	16,800.00	2020
			Develop a Plan to strengthen the Kiribati Fire Service towards a stand-alone entity	KPS	Link to Review	
			Develop community life safety (CLS) programs	KPS/OB	16,800.00	2020
			Implement CLS Programs at national & subnational level	KPS/OB	58,200.00	2020
			Facilitate IDDR annually with EM sector	OB/ MIA	24,000.00	Annual
		2.4 Explore the opportunities to engage volunteers in every aspect of emergency management.	Conduct a study on possible options to engage volunteers to support the EM sector	OB/ PIEMA	16,800	2020
			Work with Twin & PIEMA to develop a sustainable volunteer program	OB	5,000	2020
			Establish KVERT & develop SOPs for the recruitment, engagement and retention of EM Volunteers	OB/ KPS/ KRCS	38,400.00	2020

Strategic Roadmap for Emergency Management – Kiribati 2020 – 2024

Timeline		
.00	Bi-annual	Via National Disaster Council
.00	2019	AusAssist/ PIEMA (COMPLETED 2019)
.00	Annual from 2019	Airport Drill (ASK), SAR Drills (KPS), OHS Drills (MoEHR), Oil Spill Drill (Marine), SACFS
.00	2019	The NDC is the premier decision making body for DRM and EM and provides guidance and authority to the OB/DMO. As in the 2019 Act, the KNEG is the technical advisory group on all Disaster and CC issues in the country who reports and gives advice to Secretaries and Cabinet to make informed decisions on DRM/DRR and CC issues in Kiribati. The membership of the KNEG is detailed in the Regulation which comprised of all directors from Government Ministries. The Secretaries provide oversight and support to KNEG - individually through supporting their representatives and collectively through the Development Coordinating Committee (DCC). DCC comprise of all Secretaries from Government Ministries who then reports to Cabinet.
.00	Nov 2018	- All Islands have had their 23 Disaster Committee established (COMPLETED 2019) - TORs formulated and disaster preparedness and response guidelines formulated
.00	Annual from 2019	Conduct in 3 islands (pilot)
.00	2020	Kit (Vests, Helmet, Chainsaw, hailer, torch, radio), OB Stats from IDC training - Some items have been delivered to the outer islands such as chain saw, Life Jackets, Solar Lights, etc
.00	2019	SACFS training package; PIEMA ICS/ WEOC trng; DRMCC Act 2019 Regulation; AFP C3; MIMMS/ HMIMMS
.00	2020	PIEMA (WEOC+ICS), AFP (C3), MOH (MIMMS), CFS (AIIMS)
.00	2021	KPS, ASK, MOH, ++; SACFS & PIEMA support; train 60% of responders
.00	Ongoing	Post event analysis
.00	2018	KPS, ASK, MOH, currently OB office KPS EOC Completed
.00	2019	Plan being formalised with survey @ KPS Betio; BSRP? HEOC & Airport EOC also being considered as a need + CXI EOC To explore funding opportunities and also to decide whether to use any existing EOC like the PMU EOC or establish a new one
.00	Link to 1.4 & 1.5; this focus is on EOC personnel	
.00	2016 (Review of MoU by 2019)	Signed by CFS & KPS; update with signature/mention of OB, ASK & SA agencies
.00	2020	Forum discussing key EM issues affecting KIR
1.2		
.00		Meeting of Secretaries for DRM
.00	2018	Review to be undertaken by SACFS & PIEMA; funded by BSRP (COMPLETED 2019)
.00	2018	Plan developed by SACFS 2017 - 2020 (COMPLETED 2019)
.00	2021	CEP developed 2017; to be discussed with partners KRCS, KPS, MOH, FBOs, IDCs
.00	2021	Implement CLS programs at community, schools & agency levels;
.00	Annually from 2020	Request cabinet to declare June date as National Safety Day (as part of National Preparedness Week)
.00	2020	Work with KRCS/ IFRC, KPS, CFS
.00	2021	Work with KRCS/ IFRC, KPS, ASK, Marine, CFS/SES
.00	2021	CFS/PIEMA/SES/IFRC + KPS/OB/ASK/MOH/MIA

Strategic Roadmap for Emergency Management – Kiribati 2020 – 2024

Appendix B						
KIRIBATI SREM <Action Plan> 2018 – 2021						
Goals	Key Result Areas	Proposed Activities	Sub Activities/ Outcomes/ Outputs	Lead Agency	Budget	T
(B) Strengthened national resilience.	3.Streamlined governance and structure	3.1 Immediately strengthen the Kiribati police fire service's response capability that allows the ability to deliver additional services to the nation including	Strengthen SOPs for Fire Response	KPS/ ASK	14,100.00	2
			Strengthen SOPs and capability for specialist response (Oil Spill, HAZMAT, Plane Crash, Ship Fire)	KPS/ KOIL/ MICTTD	36,600.00	2
			Strengthen SOP for Oil Terminal Response	KOIL/ KPS	19,200.00	2
			Strengthen SOP for Rescue Operations (Road, Industrial, SAR)	KPS	29,100.00	2
			Develop a Community education and awareness program			
			Strengthen SOP for structural fire and life safety services for commercial, public & critical infrastructure.	KPS	24,000.00	2
			Develop a mutual aid program to support Ambulance Services	MOH	52,800.00	2
		3.2 Explore options for developing a fire and emergency service to meet Kiribati's current and future risks including alignment as the operational arm of the NDMO.	Develop a 4 year Roadmap for the Kiribati Fire Service	KPS/ OB	38,400.00	2
		3.3 Ensure the new airport rescue/fire agency is a key part of integrated national response capability	Develop MOU between Police and Airport Fire Services	KPS/ ASK	2,000.00	2
			Joint training & exercises	KPS/ ASK	56,400.00	fr
		3.4 Legislation updated to authorise the proposed sector reforms.	Provision of a Fire Service Regulation/ amendment to the Police Act	KPS	11,700.00	2
			Develop a National Fire Service Act & Standing Orders	KPS/ OB	38,000.00	2
		3.5 Build in regulatory responsibility for the emergency management sector to support and enforce the life and building safety components of the national building code.	Review regulatory requirements for life and structural safety	MISE	11,700.00	2
			Review/ Develop a Kiribati Building Code/ Regulation	MISE	88,000.00	2
			Develop a Structural & Life Safety Act & Regulation	MISE/ OB	38,000.00	2
		3.6 Common SOP's developed to reflect the EM sector's reform arrangements	Develop Joint SOPs for issues of national interest			
(C) Increased value of the emergency management sector to Kiribati	4. Increased capability	4.1 National EM skills profile developed	EM Skills profile developed	MEHRD	11,700.00	2
		4.2 Training needs analysis undertaken to meet profile.	Annual Training Needs Analysis completed	MEHRD	21,000.00	2
		4.3 Implement a competency framework for the emergency management sector to align with regional standards and increase levels of professionalism.	Aligning EM Skills profile and competency framework with KIT and KQF	MEHRD	26,200.00	2
		4.4 Clarify, build and strengthen the roles and responsibilities of the NDM Office and Officer(s).	Develop training programs to support NDMO TCB	OB	35,200.00	2

Strategic Roadmap for Emergency Management – Kiribati 2020 – 2024

Activity	Timeline	Description
0.00	2020	Support by CFS/PIEMA
0.00	2021	Support by CFS, PIEMA, SPREP, OB, MELAD, MICTTD
0.00	2022	Support by SPREP, Total Fiji, MELAD, MICTTD
0.00	2020	PIEMA, CFS, Marine, ASK
Link to 2.3		
0.00	2020	MISE (Building Code), MEHRD (OHS), MIA
0.00	2021	ASK, KPS, CFS-EMR
0.00	2021	All Ministries & departments; looking at fire service as a stand-alone agency either under OB or SOE
0.00	2019	MICTTD; OB/ off airport fire support
0.00	from 2018	Joint training; joint exercises; Link to 1.2 Fiji Airport has agreed to assist Kiribati Aviation and Fire Rescue courses/training run in Fiji
0.00	2019	Review of text under Police Act & KPS Fire Ops SOPs; CFS
0.00	2021	Link to 3.2
0.00	2019	Review current regulations/ Building Code/ CFS
0.00	2021	KPS, CFS, MEHRD (OHS), MOH
0.00	2021	For discussion on compliance & enforcement
Link 1.2 & 1.5 Progressing through our TA who is drafting our DRMCC Act 2019 Regulations and a number of SOPs		
0.00	2021	Using PCM, KIT
0.00	2021	PSO/OB support
0.00	2022	PSO/OB support, KIT
0.00	2023	PSO/OB, MEHRD, KIT, CFS, PIEMA

KIRIBATI SREM ACTION PLAN				
A	1	Integrated and Interoperable emergency management agencies and responders	753,200.00	
	2	Stronger Engagement	176,000.00	
B	3	Streamlined Governance & Structures	460,000.00	
C	4	Increased Capability	94,100.00	
		SREM ACTION PLAN (estimated cost to implement over 4 years)	\$1,483,300.00	AUD

Kiribati Government, with support from partners, has completed at least 4 activities under the SREM since 2018 with a total investment of of nearly AU\$100,000 over the last 2 years





