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**REPORT ON IMPLEMENTATION
OF THE HYOGO FRAMEWORK
FOR ACTION:**

PACIFIC ISLANDS REGION

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Progress Report on the Implementation of the Hyogo Framework for Action for the Pacific Islands Region

Pacific Regional Framework for Action - An Investment for Sustainable Development in the Pacific Island Countries - Disaster Risk Reduction and Disaster Management, a Framework for Action 2005 – 2015: Building the Resilience of Nations and Communities to Disasters

SUMMARY

This is a report of the Pacific Islands Applied Geoscience Commission (SOPAC) on the progress of implementation of the Hyogo Framework for Action. The Hyogo Framework for Action has been adapted in the Pacific as a regional DRM policy document entitled “*An Investment for Sustainable Development In the Pacific Island Countries - Disaster Risk Reduction and Disaster Management A Framework for Action 2005 – 2015: Building the Resilience of Nations and Communities to Disasters*” (*Regional Framework*). This report uses the reporting guidelines prepared by the ISDR secretariat to assist countries and organizations to respond to the reporting requirements that are set out in the Hyogo Framework for Action 2005-2015.

Governments of Pacific Islands Countries (PIC) adopted the *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters*, at the World Conference on Disaster Reduction, Kobe, Hyogo, Japan, 18-22 January 2006. In response to the global call for the implementation of the Hyogo Framework the Governments of PIC developed the Regional Framework which addresses the various hazard and disaster risks facing small islands developing states by proposing both preventative and remedial actions to manage the hazards and associated risks.

Hazards in the Pacific pose enormous threats at both community and national levels. The “big ocean, small islands” context contributes to environmental and economic exposure of these nations and communities. Disaster risk reduction and disaster management planning is impeded by resource constraints and a serious lack of capacity in many Pacific island nations and communities¹.

The Regional Framework has six themes as follows:

- Theme 1: Governance - Organisational, Institutional, Policy and Decision-Making Framework
- Theme 2: Knowledge, Information, Public Awareness and Education
- Theme 3: Analysis and Evaluation of Hazards, Vulnerabilities and Elements at Risks
- Theme 4: Planning for effective Preparedness, Response and Recovery
- Theme 5: Effective, Integrated and People-Focused Early Warning Systems
- Theme 6: Reduction of Underlying Risk Factors

There is an emphasis on disaster risk reduction (DRR) to cover mitigation, prevention, adaptation or transfer of disaster risks and; disaster management (DM) to cover preparedness, early warning, response and recovery; and cross cutting issues such as governance, capacity building and awareness and education.

INTRODUCTION

There is ongoing and increasing vulnerability of Pacific Island nations and communities to the impacts of disasters. This has led to increased national and regional commitments to disaster risk reduction and disaster management on an ‘all hazards’ basis in support of sustainable development².

¹ Disaster Risk Reduction and Disaster Management (DRM) Framework for Action 2005 – 2015: An Investment for Sustainable Development in the Pacific Island Countries, paragraph 4, page 3.

² Disaster Risk Reduction and Disaster Management (DRM) Framework for Action 2005 – 2015: An Investment for Sustainable Development in the Pacific Island Countries, paragraphs 1&2, page 3.

The Regional Framework mirrors the *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters*, and which draws on the guidance set by the Yokohama Strategy for a Safer World (1994) and the International Strategy for Disaster Reduction (ISDR). The Pacific Islands Framework of Action on Climate Change (PIFAC), 2006-2015 reflects international commitments made by Forum Leaders, when they signed the UN Framework on Climate Change (UNFCCC). The Forum Economic Ministers and the Forum Leaders have also acknowledged disaster as a development issue in 2003.

These regional frameworks, together with other international instruments endorsed by Pacific Leaders, such as the Johannesburg Plan of Implementation, which gave effect to the Declaration made at the World Summit on Sustainable Development, and the Mauritius Strategy for Further Implementation of Barbados Plan of Action, outline key principles and strategies for disaster risk management (DRM).

The Kalibobo Road Map of the Pacific Plans approved by the Forum Leaders in 2005, also called for the operationalisation of these regional frameworks at the national level to assist member countries to develop national capacity for an integrated DRM approach that focuses on preventative measures to minimize risks, on preparedness in the event of a hazardous event, and on effective and timely post disaster response and rehabilitation. Recognising the presence of limited financial and technical capacity requested regional CROP agencies and development partners to provide country-focused assistance to complement national efforts, including in DRM. Development partners, too, have agreed to coordinate and harmonise their development support under the Pacific Plan reflecting their commitments made in the Paris Declaration of Aid Effectiveness and the Pacific Principles of Aid Effectiveness.

To implement the Regional Framework at the national level, and giving effect to various commitments made by regional organizations and development partners at the regional and international level SOPAC under the Pacific Plan coordinated the formation of a **Pacific Disaster Risk Management Partnership Network (RPN)**³, which comprises of approximately thirty regional and international organizations. The RPN is committed to assist and support PICs to develop and to implement their DRM National Action Plans (NAP), which will seek to identify and address national DRM priority needs.

³ SOPAC is the facilitator of the Pacific Partners Network and they are committed to supporting Pacific Island Countries to strengthen policies and plans for Disaster Risk Reduction and Disaster Management

THE REPORT

Part A: The Reporting Organisation

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| Reporting organization | Pacific Islands Applied Geoscience Commission (SOPAC) |
| Scope of organization's mandate (e.g. national authority for disaster, NGO network) | <p>SOPAC is an inter-governmental, regional organisation that focuses on supporting national and regional initiatives and actions towards sustainable development through the provision of continued assistance to its member countries in the three key programme areas:</p> <p>Ocean and Islands which seeks to improve technical knowledge of ocean and island ecosystems for the sustainable management of natural resources, through: resources use solutions; monitoring physical and chemical change in ecosystems; and, natural resources governance.</p> <p>Community Lifelines is a diversified programme that strengthens and improves community access to energy, water and sanitation, and information and communication technologies through: resources assessment, development and management; asset management; and, community lifelines governance and advocacy.</p> <p>Community Risk which seeks to build safer communities through improved disaster risk management practices by: strengthening resilience to disasters, mitigating the effects of hazards; and mainstreaming disaster risk management.</p> <p>These three key programmes are supported by Corporate Services which maintains an information technology unit, provides publication and library services and offers technical and field services for work programme delivery.</p> |
| Country, region, or other area being reported on | The Pacific Islands Region |
| Reporting on own organization or on behalf of others – please state | <p>Reporting for SOPAC and on behalf of SOPAC member countries: Australia, Cook Islands, Federated States of Micronesia, Fiji, Guam, Kiribati, Marshall Islands, Nauru, New Zealand, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu and Vanuatu. American Samoa, French Polynesia, New Caledonia and Tokelau are associate members.</p> <p><i>Note: New Zealand and Australia have Official Focal Points for implementation of the Hyogo Framework and may report directly to the ISDR Secretariat.</i></p> |
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Part B: Summary Analysis

Brief Description: Regional Context

The Regional Framework was agreed to by officials attending the 12th Pacific Regional Disaster Management Meeting, 6 – 8 June 2005 in Madang, Papua New Guinea and endorsed by the Leaders at the 36th Pacific Islands Forum in Madang, Papua New Guinea held from 25 to 27 October 2005.

The Regional Framework aspires to (building) *safer, more resilient Pacific island nations and communities to disasters so that the Pacific peoples may achieve sustainable livelihoods and lead free and worthwhile lives*⁴.

The Framework's Mission articulates: *Building capacity of Pacific island communities by accelerating the implementation of disaster risk reduction and disaster management policies, planning and programme to address current and emerging challenges through:*

- a) *Development and strengthening of disaster risk reduction and disaster management, including mitigation, preparedness, response and relief/recovery systems*
- b) *Integration of disaster risk reduction and disaster management into national sustainable development planning and decision-making processes at all levels; and*
- c) *Strengthening partnerships between all stakeholders in disaster risk reduction and disaster management*

With its six themes:

- Theme 1: Governance - Organisational, Institutional, Policy and Decision-Making Framework;
- Theme 2: Knowledge, Information, Public Awareness and Education;
- Theme 3: Analysis and Evaluation of Hazards, Vulnerabilities and Elements at Risks;
- Theme 4: Planning for effective Preparedness, Response and Recovery;
- Theme 5: Effective, Integrated and People-Focused Early Warning Systems;
- Theme 6: Reduction of Underlying Risk Factors;

Each theme has guiding principles; articulates expected outcomes, by 2015 and identifies key national activities and regional activities.

Summary of Impact

The Leaders at the 36th Pacific Islands Forum, 25-27 October 2005 called for the implementation of the Regional Framework at the national level. SOPAC, which has the mandate for the coordination of regional disaster risk reduction and disaster management capacity building in the Pacific, has since this call achieved the following:

- a) actively promoted the Regional Framework and sought the collaboration of the key CROP agencies and other regional partners in its implementation - through (i) *Advocacy* - a High Level Advocacy Team (HLAT) that visits PICs to promote and get commitment to mainstream disaster risk management through the implementation of the Regional Framework at the most senior levels of national governments and (ii) *Partnership* - establishment in February 2006 of the Pacific Disaster Risk Management Partnership Network (RPN).
- b) ensured that its programme (strategic and medium term) and work plan (operational and annual) priorities are aligned to the Regional Framework, and working with the RPN has developed a process for supporting disaster risk management at national level – **as in the case of the development of the Vanuatu DRM National Action Plan.**
- c) supports member countries to develop and implement their strategic NAPs – **upon the endorsement of the Vanuatu DRM National Action Plan by the Council of Ministers, the RPN has assisted Vanuatu to develop a Provincial Indicative Implementation Programme (PIP) for its NAP and has facilitated donor discussions.**

⁴ Disaster Risk Reduction and Disaster Management (DRM) Framework for Action 2005 – 2015: An Investment for Sustainable Development in the Pacific Island Countries, paragraphs 1&2, page 5.

- d) coordinated the reporting on regional progress in implementing the Regional Framework - **such as this report; as well, SOPAC will facilitate the upcoming 13th Pacific Regional Disaster Managers Meeting in June 2007 in Majuro, Marshall Islands where Pacific Island countries will have an opportunity to report on progress on implementation, at the national level.**
- e) advocated for resources to support the successful implementation of the Framework – **submitted a proposal to the EU Natural Disaster Facility. The project purpose being to support PICs in developing NAPs consistent with the Regional Framework, providing policy and technical support and advisory on national DRM issues and coordinating the inputs of the RPN.**
- f) coordinate a process of review and reporting on the implementation of the Regional Framework – **annual reports to the SOPAC Governing Council on work plan (annual) and programme (strategic plan – 5 years) and to the Forum Leaders (Pacific Plan) utilise the Regional Framework as the benchmark; in addition to contributing to international reporting through ISDR.**

Challenges and how to overcome them

There are numerous challenges facing SOPAC and Pacific island nations as we implement the Regional Framework. The following key challenges, which have already been identified through various consultations, and included in past assessment reports on disaster risk management, still hold:

- Disaster risk management has been generally regarded as either an environmental or humanitarian issue.
- Disaster management has been largely considered in terms of response and recovery from disasters without considerations of risk reduction opportunities in a holistic manner and as an integral element of development planning.
- A lack of government policy, organizational structures and legislative framework to underpin DRM in a holistic, coordinated and programmatic manner.
- Inadequate allocation of national financial resources for DRM .
- Decision-making processes at the national, sectoral, provincial and community levels do not reflect explicit considerations of assessment of hazards and vulnerabilities to disasters.
- Engagement with communities at risk, private sector, women’s groups and other stakeholders, in developing DRM actions and projects is minimal.
- A lack of or in some situations inadequate, quality information about hazards and vulnerability available to all levels of decision-makers.
- An absence of, or weak, information systems available for each key hazard that provides 24-7 monitoring and early warnings to communities at risk.
- Communities at risk lack adequate disaster risk reduction efforts to minimize their exposure to risks, or disaster management arrangements, which can be triggered in times of disaster.

The adoption or adherence by PICs to the following guiding principles could assist in overcoming the mentioned challenges.

- Promote a paradigm shift from treating disaster as an environmental and humanitarian issue to treating disaster risk management as a sustainable development issue, which requires a balanced approach addressing social, economic and environmental goals and objectives.
- Disaster risk management fundamentally involves supporting communities in understanding and managing their hazards and disasters (see Figure 1).
- Effective disaster risk management requires a strong governance framework with clear policies and legislation, accountability issues of institutional and organizational arrangements and connections across, within and between levels of government, sectors and communities.

- Acknowledge the importance and relevance of continued assistance by regional organisations as well as regional and international development partners in supporting national activities.
- Mainstreaming disaster risk management and capacity development into national planning and budgetary processes, sectoral and provincial plans and community development plans (see Figure 2)
- Developing time series hazard information and undertaking robust vulnerability assessments supported by traditional knowledge, as a basis for underpinning key decisions at all levels in a country (that is national government (whole-of-government and sectoral) and provincial government agencies, NGOs, communities and individuals).
- Encouraging the relevance and value of traditional knowledge and its integration with scientific information in the design of risk reduction and risk management strategies and activities at all levels.
- Adoption of regulatory and incentive based disaster risk management instruments



Figure 1: DRM Guiding Principles ⁵

The link between national development processes and disaster risk management reflecting the above-mentioned guiding principles is summarized in Figure 2.

⁵ Source: Adapted from Norton J. (2006), Norton Consulting Limited, and New Zealand with inputs from SOPAC, PIFS and the Vanuatu NTF.

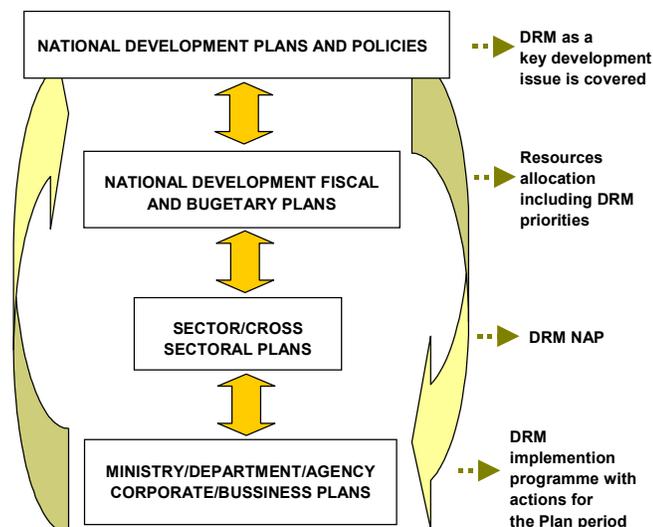


Figure 2: The link between national development and budgetary processes with DRM planning

Part C: Compilation of Information

Section 1:

Hyogo Framework Priority for Action 1: Ensure that disaster risk reduction is a national priority with a strong institutional basis for implementation

Relevant Theme of the Regional Framework - Theme 1: Governance – Organisational, Institutional, Policy and Decision Making Frameworks

SOPAC is assisting member countries in reviewing and recommending institutional arrangements for National Disaster Management Offices and for national disaster management systems.

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| <p>Name of Programme/ Initiative</p> | <ol style="list-style-type: none"> 1. Vanuatu NAP 2. Proposed Bill for Emergency Management Act 2006 for Tonga 3. Samoa Disaster and Emergency Management Act 2006 4. Proposed DRM Arrangements and Legislation for Fiji 5. National Disaster Risk Management Plan for the Cook Islands 2006. 6. Review of disaster plan and legislation in the Solomon Islands |
| <p>Description</p> | <ol style="list-style-type: none"> 1. In the Vanuatu situation analysis for the NAP development it was found that there is a need to develop appropriate institutional structure with relevant policies and legislation. It is possible that a new structure could either continue to be located with the Police under the Ministry of Internal Affairs or be located under an entirely different Ministry altogether. 2. The Bill in Tonga establishes a framework for emergency management through arrangements at the national, district and village levels. This is to enable participation and input from the community and the private sector on policy issues and the decision making process in disaster management. The Bill represents an all-hazards approach covering not only natural but also environmental, technological, and biological events. 3. The Samoa Disaster and Emergency Management Act 2006 provide for all organisational arrangements for DRM in Samoa 4. The proposed arrangements and new disaster legislation for Fiji proposes an all-hazards focus for the Fiji NDMO and more empowerment within the DRM machinery to facilitate improved DRR initiatives at national, local and community levels, and an improved response time by national and local authorities to emergencies and disasters. |

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| | <p>5. The Cook Islands Government approved a new Disaster Risk Management Plan in 2006 and the strengthening of Emergency Management Cook Islands by increasing the level of staff and the provision of resources. The EMCI has in addition been strategically placed under the Office of the Prime Minister as a means of enhancing its coordination role following disasters.</p> <p>6. The Solomon Islands is to receive support for a review of its disaster plan and legislation. This support will be provided through AusAID which will also fund a technical advisor who will coordinate the overall review process.</p> |
| Objectives | <p>1. Vanuatu - To strengthen national policy, legislation, organisational and decision making arrangements for a coordinated and effective DRM⁶ .</p> <p>2. Tonga - To provide for effective emergency management for Tonga through reviewing the existing management structure, authority relationships, and operational procedures in order to protect lives, property, the economy and the environment. While the current arrangements cover all the basic requirements of disaster management at all levels, its implementation has not been effective as legislation was not in place.</p> <p>3. Samoa - Provide the legal framework for the National Disaster Management Plan.</p> <p>4. Fiji - To provide for a new approach for DRR and DM at the national, local and community level.</p> <p>5. Cook Islands - To provide for a new approach for DRR and DM at the national, local and community level.</p> <p>6. Solomon Islands - To provide for a new approach for DRR and DM at the national, local and community level.</p> |
| Main Activities | <p>1. Vanuatu - Define and adopt organizational, decision-making, monitoring, reporting and accountability arrangements for DRM; Review the Disaster Management Act of 2000 to give effect to DRM principles and strategies contained in this NAP; Formulate and implement national legislation and policies for rationalising monitoring and reporting of all natural hazards (geohazard, hydrological and meteorological)</p> <p>2. Tonga - Engage the National Emergency Management Committee as the Steering Committee; Establish and conduct of regular meeting of the Legislation Review Working Group ; Consultation meetings and workshops with a broad range of representatives from Government, NGO's and the private sector throughout the island group except the Niuaus; Drafting of the Bill in close consultation with the Crown Law Office.</p> <p>3. Samoa - Facilitate compliance with the provisions of the Samoa Disaster and Emergency Management Act 2006.</p> <p>4. Fiji - Conduct exercises to test the new emergency/disaster management arrangements for Fiji.</p> <p>5. Cook Islands - Conduct an operational exercise in April 2007 to test the new disaster management arrangements.</p> <p>6. Solomon Islands - Undertake the review process.</p> |
| Achievement | <p>3. Samoa Disaster and Emergency Management Act 2006 enacted and a National Disaster Management Plan developed.</p> |
| Challenges/Lessons Learnt | <p>1. The effective implementation of the Vanuatu NAP relies on the outcomes of this initiative.</p> |
| Next Steps | <p>1. Securing resources to implement the Vanuatu NAP</p> <p>2. Complete the institutional strengthening process for Tonga.</p> <p>4. Complete the testing of Fiji's draft DRM Arrangements and finalise draft legislation.</p> <p>5. SOPAC, The Asia Foundation/Office of US Foreign Disaster Assistance and New Zealand Ministry of Civil Defence and Emergency Management to support the conduct of an operational exercise.</p> <p>6. AusAID to recruit a DRM advisor to support the review process in the Solomon Islands.</p> |

⁶ Vanuatu DRM NAP, Strategy 1

Section 2:

Hyogo Framework Priority for Action 2: Identify, assess and monitor disaster risks and enhance early warning systems

Relevant Theme of the Regional Framework:

Theme 3: Analysis and Evaluation of Hazards, Vulnerabilities and Elements at Risk

Theme 5: Effective, Integrated and People-Focussed early Warning Systems

Theme 3: Analysis and Evaluation of Hazards, Vulnerabilities and Elements at Risk

SOPAC is currently assisting 14 Pacific ACP countries through the European Union EDF 8 and 9 Fund in Reducing Vulnerability of Pacific ACP States through Integrated Planning and Management (Island Systems Management) at the sectoral level, especially in the sectors dealing with hazards, aggregates and water resources

The project purpose is to strengthen the capacity of the Pacific ACP States including through: the identification of alternative sources of aggregates for construction purposes; the planning of safe and adequate water supplies and sanitation systems; the development of comprehensive hazard and risk management tools for safeguarding of communities; and the provision of database and management tools for Island Systems Management.

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| Name of Programme/Initiative⁷ | Integrated hazard assessment risk reduction solution promoted |
| Objective | To develop scientific solutions that provide a knowledge base for the mitigation of hazards and reduction of vulnerability |
| Main Activities | <ol style="list-style-type: none"> 1. Landslide hazards Assessment in Navua Fiji 2. Flood Modelling and mapping of Vaisigano catchment , Samoa 3. Extreme cyclone run-up Assessment during Tropical Cyclone Heta in Niue 4. Tsunami hazards Assessment of in Vanimo Province, PNG 5. Bathymetry mapping to identify seabed hazards and resources. |
| Achievement | <ol style="list-style-type: none"> 1. Landslide susceptibility Map completed 2. Training in flood hydrology, modelling and mapping; flood model and hazard/risk maps produced; flood management guidelines and action plan developed; Benefit Cost Analysis of 3 priority mitigation options accomplished 3. Wave run-up model for Niue 4. Tsunami Hazard Assessment 5. Submarine Geohazard maps produced |
| Challenges/Lessons Learnt | <ol style="list-style-type: none"> 1. Addressing landslide risk perception 2. Data management and recording practises 3. Workshop on developing a coastal risk policy 4. Work in progress 5. Addressing risk perception. |
| Next Steps | <ol style="list-style-type: none"> 1. Community awareness workshop on landslide risks for the Navua communities involved in the project 2. Provide technical advice on flood mitigation options available to the Government 3. Coastal Risk Policy for Alofi developed 4. Tsunami Response Plan produced 5. Risk maps produced and response plans developed for coastal communities |

Theme 5: Effective, Integrated and People-Focussed Early Warning Systems

SOPAC has collaborated with a number of partners to help develop focussed early warning systems for PICs. A number of initiatives are currently underway.

⁷ More information could be obtained from SOPAC

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| Name of Programme/Initiative | Public Awareness and early warning systems strengthened |
| Objective | To strengthen SOPAC Island members disaster management capabilities through the development of a: 1. Regional Early Warning Strategy - The Early Warning Strategy is aimed at identifying a range of initiatives with regard to early warning for different hazards which PICs and partner/donor organisations can collaborate on. 2. Tsunami Capacity Assessments for PICs - The project with AusAID, Australian Bureau of Meteorology, Geoscience Australia and Emergency Management Australia is intended to gauge the capacity for tsunami assessments in PICs. 3. Flood Early Warning System – Navua, Fiji – The project developed an end-to-end flood early warning system for residents within the Navua River basin |
| Main Activities | 1. Examples include: develop symbology, signage and terminology; Develop and strengthen disaster warning communications; Strengthen relationship with the media and other response agencies. 2. Conduct of a pilot capacity assessment in Fiji and Tonga to test assessment methodology; Carry out capacity assessment in 12 other PICs; Conduct a “drill” to test early warning system 3. Establish a local steering committee; Strengthen integration between key Government agencies; Install flood detection system; Undertake benefit cost analysis; Develop communication strategy, community response plans and awareness material; Conduct system tests. |
| Achievement Challenges/Lessons Learnt | 1. The Regional Early Warning Strategy has been discussed in various regional meetings (Fiji (2005) and Guam (2006), as well as by Asia/Pacific-based organisations in a Tsunami Early Warning Operations Seminar in Kuala Lumpur (April 2007). It will be finalised at the 13 th Regional DM in June 2007 and tabled for endorsement at the 36 th Session of the SOPAC Governing Council in November 2007. 2. The Tsunami Capacity Assessment pilot commences in two countries in May 2007 3. The Navua project is under implementation. |
| Next Steps | 1. Following approval by the Regional Disaster Management and SOPAC Governing Council meetings in June and November 2007, effort toward implementation will be paramount. 2. Commence in-country capacity assessments of all Pacific Island countries in 2007. 3. Complete benefit – cost assessments of flood early warning system for Navua, Fiji. |

Section 3:

Hyogo Framework Priority for Action 3: Use knowledge, innovation and education to build a culture of safety and resilience at all levels

Relevant Theme of the Regional Framework

Theme 2: Knowledge, Information, Public Awareness and Education

In order to provide an information base for decision-making on disaster risk reduction initiatives SOPAC undertakes a number of activities. It is currently developing a regional DRM data base; provides a mentoring role to PICs officers on attachment with the Risk Analysis Unit of the SOPAC Community Risk Programme; produces hazard and disasters fact sheets, news letters, maps and posters.

Some of the specific activities in terms of risk related information is shown below.

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| Name of Programme/Initiative | <ol style="list-style-type: none"> 1. Integrated hazard assessment and risk reduction solution promoted 2. Development of resource information centre 3. Public Awareness and early warning systems strengthened. 4. Network and systems for information transfer improved |
| Description | <ol style="list-style-type: none"> 1. Development of an up-dated high resolution and geographic information system (GIS) for support of hazard and risk management applications. 2. Web browser with mapping capabilities 3. Hazard fact sheets produced and tsunami awareness kit developed 4. Regional information database (Pacific Disaster Net) developed to assist member countries in the implementation of the Regional Framework for Action |
| Objectives | <ol style="list-style-type: none"> 1. To strengthen technological and information systems to support DRM implementation 2. To develop a resource information centre to facilitate island systems management 3. To promote disaster risk management practises through public awareness activities 4. To develop an information portal for DRR and DM information |
| Main Activities | <ol style="list-style-type: none"> 1. Integration of new hazard and risk related information with existing systems present in-country for DRR applications eg, Vanuatu, reviving VANRIS (Vanuatu Resource Information System) and in Tonga – Component B2 (Cyclone Emergency Recovery and Management Project) to include hazard and risk related information 2. Procurement of ICT equipment, Training of personnel (operators) on how to operate and maintain equipments and development of the web interface 3. Produce hazard fact sheets on Tropical Cyclones, Earthquakes, Tsunami, Landslides, Volcanoes and River flooding sheets with a Pacific context. Develop the tsunami awareness kit (TAK) ie packing tsunami related information on the Pacific 4. Stakeholder consultations in the design and development of the Pacific Disaster Net including selecting a technological solution that would provide for the information needs identified |
| Achievement | <ol style="list-style-type: none"> 1. Successful integration of hazard and risk related information including applications developed 2. Successful integration of information systems, communications and Geographic Information Systems within the Map Server for resource development and management. 3. Tropical Cyclones, Earthquakes, Tsunami, Landslides, Volcanoes and River flooding sheets published and distributed. TAK produced 4. Stakeholder buy-in to the Pacific Disaster Net. Development of both the content management and user interface of the Pacific Disaster Net. |
| Challenges/Lessons Learnt | <ol style="list-style-type: none"> 1. Securing resources for implementation 2. alternative to having the Map Server online due to costs related to internet connectivity and ensuring that the servers are updated 3. TAK needs to be adapted for public dissemination 4. The PDN is still in development. As the database is comprehensive the test would be for a user to easily access and retrieve information as required |
| Next Steps | <ol style="list-style-type: none"> 1. Capacity building 2. Ownership by countries to ensure sustainability 3. Fact sheets for coastal flooding/erosion, drought & Climate change developed. TAK converted into public awareness materials for schools, disaster managers, decision makers and the general public. 4. Promoting Pacific Disaster Net to national users and partners. |

In relation to the use of formal education as a means of building a culture of safety and resilience, SOPAC also, as part of a partnership arrangement with The Asia Foundation/Office of US Foreign Disaster Assistance (TAF/OFDA) provides training courses at regional and national level for PICs. A suite of five courses is offered through this arrangement and these have been accepted as recognition

of prior learning for a post graduate certificate in disaster management offered by the Swinburne University of Technology of Melbourne, Australia.

The TAF/OFDA Programme training courses have been implemented at the sub regional level and at national levels at Cook Islands, Federated States of Micronesia, Fiji, Guam, Kiribati, Marshall Islands, Nauru, Niue, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. SOPAC and TAF/OFDA are currently pursuing the development of a similar programme at the University of the South Pacific in Suva Fiji.

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| Name of Programme/Initiative | 1. TAF/OFDA Courses 2. Swinburne University of Technology (SUT) (Melbourne, Australia) Post Graduate Certificate in Disaster Management |
| Description | 1. A suite of 5 courses: Introduction to Disaster Management; Emergency Operations Centres; Exercise Management; Initial Damage Assessment; Risk Programme Management 2. Post Graduate Certificate in Disaster Management |
| Objectives | 1,2 – To develop and nurture skills in DRM across all PICs |
| Main Activities | 1. Courses at regional, national, local & community level. 2. Post graduate programme by distance learning. |
| Achievement | 1. The TAF/OFDA courses have been conducted in PICs since 1996. More than 1,000 people have undertaken these courses thus far across PICs. 2. Six PIC participants have participated in this programme which commenced in 2004. One has successfully completed the programme. |
| Challenges/Lessons Learnt | 1. Sustainability beyond 2008 when the TAF/OFDA programme funding ends. 2. Develop a “regional” adaptation of the SUT programme with the University of the South Pacific |
| Next Steps | 1. Review TAF/OFDA programme. 2. Continue dialogue with USP on the development of a “local/regional” programme. |

Section 4-

Hyogo Framework Priority for Action 4: Reduce the underlying risk factors

Relevant Theme of the Regional Framework

Theme 6: Reduction of Underlying Risk Factors

Under the Regional Framework a range of activities are identified which have a complementary overlap with other initiatives proposed under other Themes. Some of the key regional activities under this Theme are:

- Provide scientific support and information on hazards and risks to enable the effective application of appropriate disaster risk reduction tools.
- Strengthen information sharing mechanisms on disaster risk reduction
- Support the development of guidelines for hazard resistant buildings including appropriate technology where applicable
- Support the incorporation of disaster risk reduction measures in key areas such as land-use policy, development and practice and physical infrastructure
- Support the development of financial risk-sharing mechanisms, particularly insurance, re-insurance and other financial modalities for risk transfer.

In respect of the proposal to strengthen information sharing mechanisms on disaster risk reduction the Pacific Disaster Net (PACDISNET) is being developed and will be the proxy for the Region’s *Virtual Centre of Excellence for Disaster Risk Management* which was a recommendation of the Regional Early Warning System Strategy and for which it was deemed that there would be merit in expanding this concept to embrace more than theme 5 of the Regional Framework. The collaborating Partners for PACDISNET are SOPAC, UNDP, UNOCHA and the IFRC.

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| Name of Programme/Initiative | Pacific Disaster Net (PACDISNET) |
| Description | A web-based database which should be fully operational by the end of 2007. Pacific Disaster Net is intended to provide information on disaster risk management in PICs at all levels (international/regional, national and sub-national/community) and will involve: <ul style="list-style-type: none"> ▪ Data and analysis of hazards (geological, hydro meteorological, biological, technological), vulnerability (social, economic, physical, environmental) and risks that affect communities in PICs ▪ Maps and asset information for PICs ▪ Past experience (reports) in disaster response and recovery following a natural disaster and subsequently in disaster reduction and preparedness ▪ Overviews and descriptions of institutional capacities, management, coordination and decision making structures and focal points |
| Description continued | <ul style="list-style-type: none"> ▪ National disaster management plans, policies, legislation, regulations and standard operating procedures ▪ Web site links with international agreements and frameworks ▪ Inventory (overview) of NGOs and CSOs active in disaster reduction and risk management: capacity, technical expertise, available resources ▪ Overview of knowledge development (training, education, research, information) in the area of disaster management ▪ Previous, ongoing and planned activities, projects, programs by the various stakeholders on the regional, national, sub-national and community levels |
| Objectives | To provide a range of information to help facilitate robust decision-making to enhance sustainable development. |
| Main Activities | Database development , design and testing |
| Achievement | Database design and development completed. |
| Challenges/Lessons Learnt | The challenges at present pertain to the functionality and practicality of the database from a user standpoint. |
| Next Steps | Completion of web design and demonstration at the Pacific DRM Partnership Network Meeting in April 2007. |

Section 5:

Hyogo Framework Priority for Action 5: Strengthen disaster preparedness for response

Relevant Theme of the Regional Framework

Theme 4: Planning for effective Preparedness, Response and Recovery

Through the European Union EDF 9 B Envelope facility SOPAC is coordinating a multi country project which among other things will address the emergency communication and emergency operation centre needs of 4 PICs namely Papua New Guinea, Federated States of Micronesia, Palau and the Solomon Islands. An overall total of approximately 6 million Euros will be dedicated by the EU for this effort.

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| Name of Programme/Initiative | EU EDF 9 B Envelope Multi Country Project |
| Description | |
| Objectives | Build and strengthen national actions to reduce vulnerability to natural disasters and build resilience. The 8 Pacific ACP States to benefit are: Federated States of Micronesia, Marshall Islands, Nauru, Palau, Papua New Guinea, Solomon Islands, Tonga, and Tuvalu. |
| Main Activities | To establish functional emergency communications systems and emergency operations centres (EOC), a physical location where communities come together during an emergency to coordinate response and recovery actions and resources and optimise communication and coordination. |
| Achievement | A financing proposal for this project has been submitted to the European Union |

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| Challenges/Lessons Learnt | To implement the activities across the target countries within the 38 month period of the project. |
| Next Steps | Finalise individual Country Implementation Plans consistent with the overall objectives of the project. |

Part D: Country Report – Vanuatu Disaster Risk Management National Action Plan

This Part, although not requested specifically under the reporting framework for the HFA, provides a specific country example of the adaptation of the HFA at national level within a PIC. This adaptation was of course preceded through the regional adaptation of the HFA – Regional Framework.

| Name of Programme/ Initiative | Development of the Supplementary Priorities and Action Agenda (PAA) and the Vanuatu DRM National Action Plan (NAP) |
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| Description | <p>The Republic of Vanuatu is one of the most vulnerable nations in the world. Its geographical location in the ‘ring of fire’ and the ‘cyclone belt’ area of the Pacific, and its archipelagic geological characteristics and wide distribution of a number of small islands in a large EEZ, together with limited financial and technical capacity make Vanuatu particularly vulnerable to many different hazards⁸.</p> <p>The impacts of disasters on lives and livelihoods of people, as well as damage to physical infrastructure, are large, affecting both the social and economic fabric of communities. For example, Cyclone Uma in 1987 cost the private sector about US\$25m in damages, together with infrastructure damages of another US\$25m. The Government of Vanuatu in its effort to rebuild the community incurred a national budget deficit increase of about US\$8.5m - US\$10.6m. The 2002 Port Vila earthquake damage and loss was estimated to be over US\$2.5 m, whereas Cyclone Ivy in 2004 incurred a loss of around US\$6m, affected about 50,000 people and the loss of one person’s life (McKenzie et al., 2005)⁹.</p> <p>Historically, Vanuatu has demonstrated resilience to natural hazards and an ability to rebuild its subsistence economy and societies, using traditional knowledge and external disaster relief and other development assistance. However, the capacity of Vanuatu to effectively deal with the impacts of major disasters remains fragile, particularly as parts of the country become urbanized and where traditional knowledge has been lost. The challenge of achieving sustainable development goals, including the reduction of poverty, increasing economic growth and protection of the environment, will be undermined unless the potential impact of hazards on vulnerable communities and economies is addressed.</p> <p>The risks posed by such hazards can only be effectively reduced and managed as part of a sustainable development process that adopts a broader and more integrated approach to disaster risk reduction (DRR) and disaster management (DM) [collectively referred to as disaster risk management (DRM)]. This will involve the proactive management of disaster risks and reduction of vulnerability, expanding beyond the traditional approach to disaster preparedness, response and recovery, and adopting a strategic approach to improve and strengthen development effectiveness and efficiency by mainstreaming DRM.</p> |

⁸ Vanuatu regularly suffer from volcanic eruptions, cyclones, droughts and floods, some of which are increasing in frequency and variability, as well as extreme events due to climatic variability and sea level rise associated with climate change. Increasing population, uncontrolled growth of urban centres and spontaneous peri-urban settlements are contributing to increased levels of vulnerability in Vanuatu

¹⁰ McKenzie, E. et al., (2005), Guidelines for Estimating the Economic Impact of Natural Disasters on Development of the Pacific, SOPAC, Suva, Fiji.

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| | <p>The Government of Vanuatu requested the RPN to develop a Supplementary PAA to raise the profile of DRM and to develop its DRM NAP consistent with the Regional Framework.</p> |
| <p>Objectives</p> <p>Objectives continued</p> | <p>The objectives of the Supplementary PAA are the same as the specific objectives of the National Action Plan, which provides a detailed program of action for addressing the national priorities on DRR &DM. The policy objectives for DRR&DM under the PAA are to:</p> <ul style="list-style-type: none"> • Recognize disaster risk management as a development issue and mainstream all hazards risk management into all sectors and decision-making processes at all levels of government, including national planning and budgetary processes; • Recognise disaster risk management as a whole of country responsibility and actively engage communities, NGOs and private sector in disaster risk reduction and disaster management efforts; • Ensure the establishment of a strong governance framework for DRR & DM, with clear policies and legislation, accountable institutional and organizational arrangements and connections across and within levels of government, sectors and communities; • Ensure adequate resources and appropriate coordination mechanisms are devoted to disaster risk reduction and disaster management; • Integrate disaster risk reduction concerns into policies, plans and programs of all Ministries and departments and all levels of government in order to assist communities reduce the risks and vulnerability to disasters; • Recognise disaster risk management is about supporting communities to reduce and manage risks, and empower communities by providing appropriate and timely information, building their capacity to use this information to make informed decisions and promoting community-based disaster risk management through participatory planning and public – private sector partnerships; • Promote knowledge based decision-making, including traditional knowledge and know-how about disaster risk reduction and coping mechanism in times of disasters; and • Provide for a sustained, coordinated and harmonised support form regional organisations and development partners. <p>The overall goal of the National Action Plan is to promote and ensure a safe, secure and resilient Vanuatu through reduction of social, economic and environmental impacts of disasters on the people of Vanuatu and its economy, thereby facilitating the achievement of national development goals.</p> <p>Specific objectives of the National Action Plan are to:</p> <ul style="list-style-type: none"> • Recognize disaster risk management as a sustainable development issue; • Mainstream all hazards risk management into all sectors and decision-making processes at all levels of government, including national planning and budgetary processes; • Establish a strong governance framework for DRR & DM, with clear policies and legislation, accountable institutional and organizational arrangements and connections across and within levels of government, sectors and communities; • Empower communities through targeted capacity enhancement to reduce their risks to hazards and prepare for, respond to and recover from disasters; • Promote knowledge based decision-making, including traditional knowledge and know-how about disaster risk reduction and coping mechanism in times of disasters; and • Provide for a sustained, coordinated and harmonised support form regional, international organisations and development partners. |

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| <p>Main Activities</p> | <p>There were two main activities in Vanuatu, first is the development of the Supplementary PAA and the second is the development of the NAP:</p> <p><u>PAA:</u> The Vanuatu Priorities and Action Agenda is Vanuatu's national Plan that linked national development planning with budgetary process. Vanuatu produced its first PAA in 2003 and the current one is the second covering 2005-2007. However, the Government of Vanuatu recognises that the current PAA does not fully address disaster risk management issues and challenges, and requested a sub-group¹⁰ of the Pacific Regional DRM Partnership Network (RPN) to help develop a supplementary PAA on DRM, as a compendium to the current PAA, 2005-2007. The Supplementary PAA focuses on an additional strategic priority of, 'Safety, Security and Resilience', of the Vanuatu Government. It is, however, emphasised that disaster risk management is a cross cutting issue that affects all walks of life, as well as all development priorities and programs. As such, DRM considerations need to be reflected in the national Vision, Medium Term Strategic Framework and the Strategic Priorities¹¹. These changes are included in this Supplementary PAA, together with a detailed strategic priority on 'safety, security and resilience'.</p> |
| <p>Main activities continued</p> | <p>The Supplementary PAA identifies key policies and high priority strategies required to increase community safety, security and resilience to disasters using general principles articulated in the Disaster Risk Reduction and Disaster Management Regional Framework for Action. This supplementary PAA was prepared in tandem with the Vanuatu's National Action Plan for DRM, which provides a detailed program of action for addressing the national priorities on DRM. The Supplementary PAA and the Vanuatu DRM NAP was officially launched by the Government of Vanuatu on November 28 2006.</p> <p><u>NAP:</u> The NAP and the Supplementary PAA development process covered six phases:</p> <p><u>Phase 1:</u> A National Workshop on November 2005 on National Implementation of the Regional Framework for Action. At this workshop the need to strengthen the PAA and to develop a NAP was identified. This was followed by a High Level Advocacy Team (HLAT)¹² visits to Vanuatu in May 2006.</p> <p><u>Phase 2:</u> Setting the Framework for developing the Supplemental PAA and NAP (17 – 20 July 2006)</p> <ul style="list-style-type: none"> • A two-day participatory stakeholder workshop • Task Force established • PAA supplementary and draft NAP developed • Presentation and discussions with National Reference Group (DCO) • Preparation of broad consultation programme. <p><u>Phase 3:</u> Broader stakeholder consultations to consolidate the PAA issues and the draft National Action Plan (21 July to 25 August)</p> <ul style="list-style-type: none"> • Taskforce and RPN conducting broader consultations to ensure that all relevant stakeholders have the opportunity to participate in the further development and consolidation of the inputs to the PAA and the draft national action plan. • Completion of the Supplementary PAA and NAP |

¹⁰ SOPAC, PIFS, UNDP, World Bank

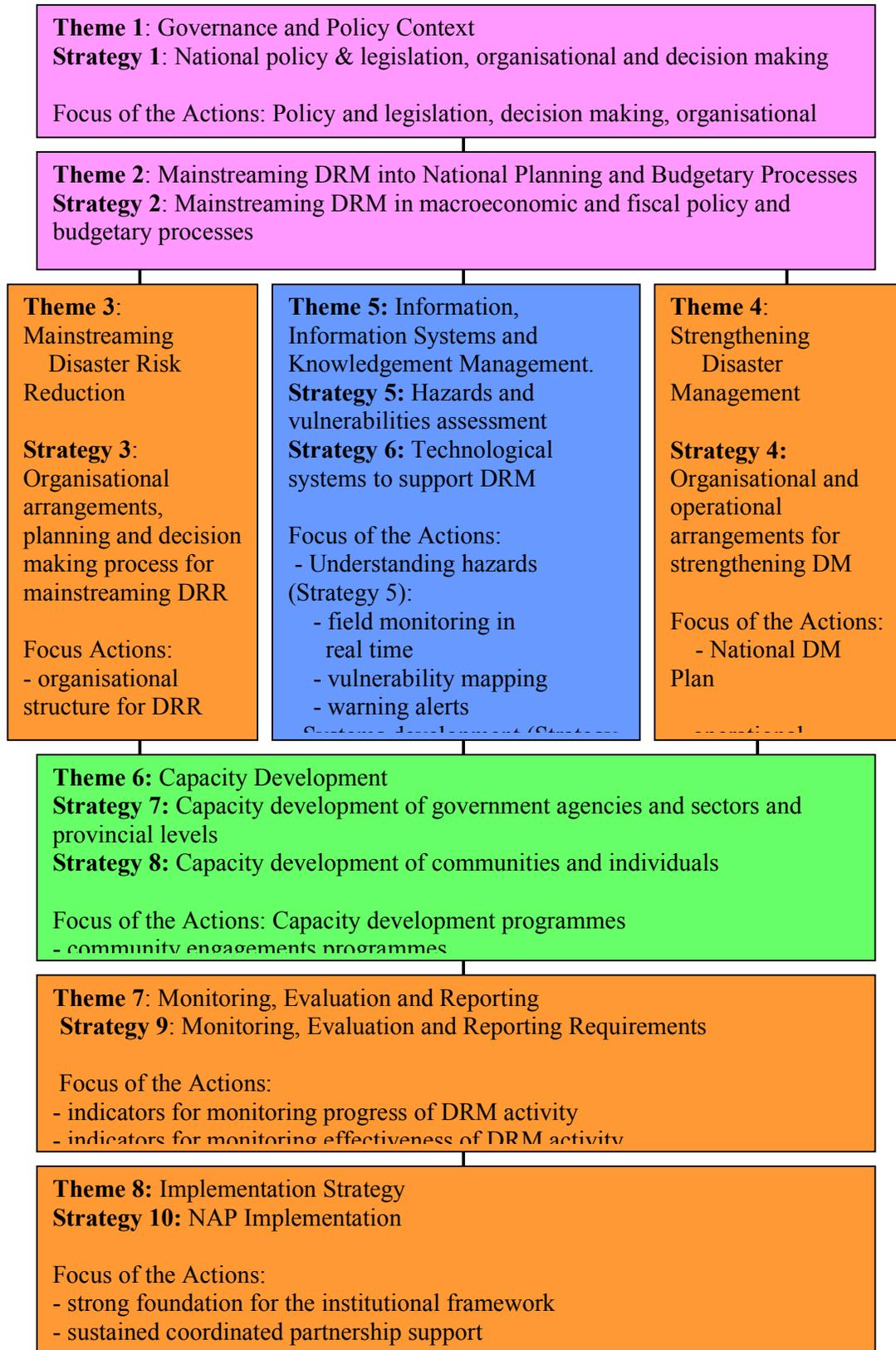
¹¹ In addition changes need to be also made through all the chapters of the PAA to fully reflect that disaster risk management is a development issue and as such needs to be fully considered in all areas of development; the current PAA and the supplementary document is expected to be combined when the PAA is next reviewed.

¹² HLAT was led by Dr Langi Kavaliku, Mr Alan Mearns, SOPAC and Mr Alf Simpson, World Bank and met with the Hon Prime Minister, Mr Ham Lini and Senior Government Officials to confirm and promote the implementation of the Pacific Regional Framework for Action.

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| | <p><u>Phase 4:</u> Broad circulation of the Supplementary PAA and NAP to national stakeholders and RPN for views and comments and consideration and decision by the Council of Ministers of the Supplementary PAA and National Action Plan (August – October 2006)</p> <ul style="list-style-type: none"> • The Task force and RPN to coordinate comments and revised both documents accordingly • National Reference Group to submit the PAA and draft NAP to Council of Ministers for consideration. <p><u>Phase 5:</u> National workshop on managing the implementation process (October 2006)</p> <p><u>Phase 6:</u> Development of a Provincial Indicative Implementation Programme (PIP) for the first three years (January 2007)</p> <ul style="list-style-type: none"> • A costed implementation programme • Donors/RPN and Vanuatu Roundtable meeting • Confirming support for implementation • Implementation of NAP to commence |
| Achievement | <p>Vanuatu is the first country in the Pacific to develop its NAP and incorporate DRM as a priority in its national development plan and strategies as reflected in the Supplementary PAA endorsed by the Government of Vanuatu. The Supplementary PAA now includes strategic disaster risk management goals.</p> <p>The Vanuatu NAP addresses priority national, provincial and local DRM issues and challenges and adopted a consultative and participatory approach when developed. Based on the Vanuatu experience, SOPAC with assistance of the RPN has developed a draft guideline to assist the PRN and the participating PICs in developing their DRM NAPs consistent with the Regional Framework.</p> |
| Challenges/Lessons Learnt | <p>The implementation of the Vanuatu NAP requires a high level of awareness and advocacy on DRM in the various key sectors (lands and natural resources, natural hazards, communication, health, education, etc.). Maintaining national commitments to mainstream DRM and securing adequate resources to implement also remains a challenge to Vanuatu and the RPN.</p> <p>The RPN will assist Vanuatu in securing resources to implement the NAP through facilitating donor consultations.</p> <p>In addition the lessons learnt have been drawn on to develop a guideline for the future development of DRM National Action Plans in other PICs.</p> |
| Next Steps | <ol style="list-style-type: none"> 1. Implementation of the NAP 2. Development of NAPs for other PICs |

Figure 3 is the structure of the Vanuatu NAP containing 8 themes, 10 strategies and summarises the actions under each strategies.

Figure 3: Summary of the Vanuatu DRM NAP



Part E: List of Acronyms and Abbreviations

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| CROP | Council of Regional Organisations of the Pacific |
| DRM | Disaster Risk Management (comprising DRR and DM) |
| DRR | Disaster Risk Reduction |
| DM | Disaster Management |
| HLAT | High Level Advocacy Team |
| ISDR | International Strategy for Disaster Reduction |
| NAP | National Action Plan |
| NTF | National Task Force |
| PICs | Pacific Island Countries |
| PIFS | Pacific Islands Forum Secretariat |
| PIP | Provisional Indicative Implementation Programme |
| PIFAC | Pacific Islands Framework of Action on Climate Change |
| Regional Framework | An Investment for Sustainable Development in Pacific Island Countries, Disaster Risk Reduction and Disaster Management, A Framework for Action 2005 – 2015: Building the Resilience of Nations and Communities to Disasters |
| RPN/Partners | Pacific Disaster Risk Management Partnership Network |
| SOPAC | Pacific Islands Applied Geoscience Commission |
| WB | World Bank |
| UNDP | United Nations Development Programme |