

EXECUTIVE ORDER NO. 166-99

Adoption of National Disaster Management Plan

WHEREAS the occurrence of disasters and national emergencies represents a special threat to the public safety, health, and well-being of Palau; and

WHEREAS the dangers arising from disasters and national emergencies imperil a wide range of interests and require an equally broad response; and

WHEREAS all bodies of the Executive Branch must be prepared to coordinate efforts and cooperate in order to effectively meet the challenges posed by disasters and national emergencies;

NOW, THEREFORE, IT IS HEREBY ORDERED:

that the Republic of Palau National Disaster Plan dated 18 September 1998 be and is adopted in its entirety;

that the Vice President, as Chairman of the National Emergency Committee, prepare and distribute copies of this Order and the Republic of Palau National Disaster Plan adopted herein to all Cabinet Ministers and members of the National Emergency Committee;

that the Vice President, as Chairman of the National Emergency Committee, prepare and distribute copies of any amendments to or subsequent versions of the Republic of Palau National Disaster Plan to all Cabinet Ministers and members of the National Emergency Committee;

that all Cabinet Ministers and members of the National Emergency Committee maintain a copy of the Republic of Palau National Disaster Plan, including any amendments thereto or subsequent versions thereof as might be adopted in the future, in a readily accessible location within their respective offices; and

that all Cabinet Ministers and members of the National Emergency Committee notify appropriate members of their respective offices of the location and nature of the copy of the Republic of Palau National Disaster Plan maintained in their respective offices.

SO ORDERED THIS 10th DAY OF MAY, 1999.

KUNIWO NAKAMURA
PRESIDENT OF THE REPUBLIC PALAU

REPUBLIC OF PALAU

NATIONAL DISASTER PLAN

18 September 1998

ACKNOWLEDGMENT

This plan is the product of the Palauan National
Emergency Committee (NEC).

Assistance was provided by members of the
364th Civil Affairs Brigade under the auspices
of the United States Embassy in Palau,
Commander in Chief Pacific (CINCPAC),
United States Army Pacific (USARPAC) and
the 351st Civil Affairs Command.

ALL decisions reflected in this plan were made
by representatives of the Palauan people.

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[NOT INCLUDED]

PART ONE-GENERAL

1.0 INTRODUCTION

The Republic of Palau is subject to a number of threats from natural and manmade disasters. Because of the size and geographical location of the Republic, the people are more vulnerable to the effects of such potential disasters than in larger countries. Therefore, every effort should be made to recognize this danger and to protect lives and resources from the effects of unanticipated events.

To ensure an orderly response to emergency situations it must be the duty of the officials and agencies of the Government of the Republic of Palau to provide responsible leadership in order to effectively respond to these events. Such officials and agencies must ensure continuity and coordination during the various phases of the emergency response.

1.1 PURPOSE

This plan provides an organizational structure and set of procedures to be used for effectively mitigating and responding to all disasters. Emphasis is placed in the utilization of existing government resources. Therefore, the basic procedures and processes delineated in this Plan are designed to provide a mechanism for government-wide coordination and integrity, especially in aspects of authority and administrative responsibilities.

This document serves as the comprehensive National Disaster Plan for the Republic of Palau. Therefore, all plans addressing specific hazards or threats must be developed, designed and integrated with this plan.

1.2 NATIONAL POLICY PRIORITIES

The policy priorities adopted *by* the Government of the Republic of Palau in respect to disaster management are as follows:

- a. To save lives;
- b. To protect property and the environment;
- c. To promote public health;
- d. To recognize that the problems associated with disasters require a total government response and the best possible use of available resources;
- e. To recognize that the disaster management phases of mitigation, preparedness, response and recovery are essential for national development planning;
- f. To promote self-help in the event of disasters *by* the community through public awareness and education programs; and
- g. To create and maintain lines of communication with other nations and states in order to facilitate comprehensive emergency assistance.

1.3 AUTHORITIES

This plan has been produced pursuant to Executive Order No _____ [sic] issued pursuant to the Powers of the President to declare national emergencies as enumerated in Section 14 of Article VII of the Palau Constitution and the inherent powers of the President as the Chief Executive of the National Government, as enumerated in section I of Article VIII of the Constitution.

PART TWO - ORGANIZATION AND RESPONSIBILITY

2.0 ORGANIZATIONAL STRUCTURE

During actual emergencies and exercises, the organizational structure for emergency response will consist of three levels. These levels include: the Crisis Leadership Team (CLT), the Emergency Operations Center (EOC) and Incident Command, Posts (ICP). Disaster planning will be conducted by the National Emergency Committee (NEC). The CLT shall consist of the President and the Ministers as shown in figure 1. The membership of the NEC will be selected by the CLT from the senior management of affected organizations, as shown in figure 2. The National Emergency Management Office (NEMO) serves as the staff element for the NEC. Agencies fall into two categories: 1) Lead Response Agencies (LRA) and 2) Support Response Agencies (SRA). LRAs shall establish an Incident Command Post for each incident, consistent with the threat or situation at hand. SRAs shall, assist the LRA on-site and accept the leadership of the LRA representative who shall perform as the Incident Commander.

2.1 CRISIS LEADERSHIP TEAM (CLT)

The President of the Republic of Palau has responsibility for and authority over all aspects of emergency operations. At his discretion, the President may call the Ministers of affected agencies and other persons as needed to form a Crisis Leadership Team (CLT) in response to actual or potential disasters. The CLT issues guidance, resolves disputes, makes major decisions and provides long term planning for recovery and restoration, as shown in Table 1.

Table 1

CRISIS LEADERSHIP TEAM (CLT) POLICY LEVEL DUTIES

(President & All Ministers)	Declares “disaster” or “terminates end of emergency” Declares level of emergency (seriousness of matter) Makes major decision Sets priorities Directs V.P. to open Emergency Operation Center (EOC) Directs V. P. to dose Emergency Operation Center (EOC) Determines long range plans Coordinate requests for external assistance Requests civilian resources Commits internal resources
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Communicates information nationally/internationally
Provides guidance to EOC as to level of authority
Provides Public Information Officer to the EOC

2.2 THE NATIONAL EMERGENCY COMMITTEE (NEC)

The Vice President, as the Chairman of the National Emergency Committee (NEC) is responsible for representing the President by coordinating the Republic's disaster response effort through development, updating, and monitoring of the National Disaster Plan. Assistance will be provided to the Vice President in this effort by the NEC and NEMO. The NEC is the command control and coordinating body for disaster management. In the Vice President's absence, the NEC will be chaired by the Chief of Staff or other appointed person from the Office of the President. During a disaster, the NEC will operate from the 'Emergency Operations Center' (EOC) located in the Office of the Vice President or alternatively in the Olbiil Era Kelulau (OEK) Senate chambers.

The composition of the NEC will include representatives of the following ministries, bureaus, divisions and agencies as shown in table 2:

Table 2

Office of the Vice President (Vice President)
Office of the President (Chief of Staff)
NEMO (Coordinator)
Bureau of Legal Affairs (Attorney General)
Health (Health Services Administrator)
Public Works (Director)
Public Safety (Director]
Ministry of Education (School Administration Director)
Trade and Commerce (Bureau Director)
Civic Action Team (Officer-In-Charge)
Public Utility Corporation (General Manager)
Palau National Communications Corporation (General Manager)
Radio Station T8AA (Station Manager)
Governors' Association (Chairman)
Palau Red Cross Society (Director)
Chamber of Commerce (President)
National Weather Service (Staff)
Environmental Quality Protection Board (Director)

[The next two pages include charts indicating the membership of the Crisis Leadership Team and the National Emergency Committee. The charts have not been included here to improve computer access.]

2.3 EMERGENCY OPERATIONS CENTER (EOC)

The purpose of the EOC is to support response activities with effective allocation of resources. While Incident Commanders have operational site control, the EOC will allocate resources among competing needs. The EOC is the physical location where the National Emergency Committee (NEC) performs the duties as shown in Table 3.

Table 3

EMERGENCY OPERATIONS CENTER (EOC)	COORDINATION DUTIES
(Vice President / Chief of Staff National Emergency Committee) (NEC)	Provides assessments Makes recommendations to Crisis Leadership Team (CLT) Protects life, property and environment Performs Short Term planning Coordinates use of resources Prioritizes use of resources Communicates up / down / between CLT/EOC/ICP Provides status reports Maintains information, maps, logs, status boards Designates Incident Commander (s), if necessary Prepares and presents After Action Report (AAR) Rewrites plan / procedures (s), based on experience Public Information Officer provides information to the CLT

At the direction of the NEC Chairman, the National Emergency Management Office (NEMO) shall contact all NEC members. Upon notification, NEC members are to report to the EOC immediately.

2.4 NATIONAL EMERGENCY MANAGEMENT OFFICE (NEMO)

NEMO is involved in all aspects of disaster management. It acts with the counsel of and in concert with the National Emergency Committee (NEC). In addition, NEMO, performs the day to day operations associated with disaster management and submits reports to the Vice-President. NEMO's responsibilities include, but are not limited to the following:

- a. Maintaining and testing the National Disaster Plan;
- b. Providing assistance to national and state agencies in the development of Agency Support Plans;
- c. Coordinating the development of public education programs regarding disaster planning;

- d. Coordinating and assisting in the training of specific disaster related skills;
- e. Providing logistical support to the EOC.
- f. Coordinating state and national disaster management planning;
- g. Periodically reviewing state and national legislation and regulations to ensure that all are in compliance and coordination with this Plan;
- h. Performing other tasks as prescribed by law, executive order, regulations or as required by the CLT or the NEC.

2.5 INCIDENT COMMAND POSTs (ICP)

All incidents will be managed on-site by an Incident Commander. An Incident Command Post (ICP) shall be created by the first Response Agency representative to arrive at the scene, regardless of whether that individual is the most qualified. The Response Agency representative serves as the Incident Commander and has operational site control until replaced by a more appropriate person. The ICP shall be formed as near as practical to the site of the disaster. The Incident Commander shall immediately establish communications with the Emergency Operation Center (EOC) and appropriate agencies immediately. In case of conflict over ICP leadership, the Incident Commander shall be designated by the Chairman of the National Emergency Committee (NEC).

Agencies shall assist the NEC in emergency situations to the degree that their involvement is necessary, which depends upon the type of emergency experienced. Agencies fall into two categories: 1) Lead Response Agencies (LRA’s) and 2) Support Response Agencies (SR’s). LRAs shall establish an Incident Command Post for each incident, consistent with the threat or situation. SRAs shall assist the LRA on-site and accept the leadership of the Incident Commander, as shown in Table 4.

Table 4

INCIDENT COMMAND POST (ICP)	ACTION DUTIES
(Several may exist at the same time)	<ul style="list-style-type: none"> Establishes on-site Command and Control Assesses the situation . Reports incident and status to appropriate authority(s) Requests assistance and follow-up Secures, contains and / or restricts access to area Turns over command to experienced person upon their arrival Keeps self and others calm and safe Establishes site layout Provides first aide

Provides limited media information

2.6 CHAIN OF COMMAND

The organizational structure used during a declared emergency or disaster is designed to coordinate all appropriate agencies as shown in Figure 3. [Figure 3 is a chain of command chart. The chart has not been included here to improve computer access.]

PART THREE - MITIGATION

3.0 MITIGATION

Mitigation activities are those that eliminate or reduce the probability of a disaster occurrence. Also included are those long-term activities that lessen the undesirable effects of unavoidable hazards.

3.1 POLICY

The Vice President, with the assistance of the National Emergency Management Office (NEMO) and the National Emergency Committee (NEC), shall promulgate rules, regulations and administrative directives pertaining to disaster mitigation. Mitigation planning is designed to reduce the adverse impact of a disaster. It includes readiness, training and public education as well as specific acts such as establishment of building codes, zoning and public education programs.

3.2 MITIGATION COMMITTEE

The National Emergency Committee (NEC) shall have a subcommittee on Mitigation as designated by the Vice President which shall work with the National Emergency Management Office (NEMO) on mitigation activities and shall report to the Vice President and the whole NEC.

3.3 FUNCTIONS

The National Emergency Committee's (NEC) subcommittee on Mitigation will work in conjunction with the National Emergency Management Office (NEMO) and the appropriate National and State agencies to consider mitigation within the scope of specific Disaster Plans.

PART FOUR - PREPAREDNESS

4.0 PREPAREDNESS

Preparedness activities serve to develop the response capabilities needed in the event of an emergency. Planning, exercising, training and developing public information / education

programs and warning systems are among the activities conducted under this phase.

4.1 NATIONAL DISASTER PLAN

The National Emergency Management Office (NEMO) will ensure that the plan, or components of the plan, will be tested each year. The National Emergency Committee (NEC) will be responsible for the overall coordination and evaluation of the exercise. NEMO, as the coordinator of disaster management training activities, shall be responsible for public education and awareness for such training activities with the assistance of appropriate agencies.

4.2 AGENCY PLANS

Agencies may have Lead Response Agency (LRA) and/or Supporting Response Agency (SRA) responsibilities. State plans are considered to be Agency Plans. Agency Plans are developed by individual agencies or entities. Agency Plans will be reviewed for consistency with the National Plan by the National Emergency Committee (NEC). The Vice President may recommend or require improvement. The National Emergency Management Office (NEMO) and NEC shall assist in the development of such plans.

4.3 TRAINING

The National Emergency Management Office (NEMO) is responsible for the management and coordination of all disaster training activities. A subcommittee, appointed by the Vice President from the National Emergency Committee (NEC), will assist in this function. Outside resources will be utilized as needed.

4.4 PUBLIC EDUCATION AND AWARENESS

The National Emergency Management Office (NEMO) is the primary agency responsible for coordinating public education and awareness programs. In this context, NEMO shall assist other agencies by monitoring, reviewing and making recommendations regarding public education and awareness.

Each agency shall be responsible for the development and submission of its program for public education and awareness. The program shall be submitted to the National Emergency Committee (NEC) for review. Each agency shall then be responsible for implementation of their own program.

PAR T FIVE - RESPONSE

5.0 RESPONSE

During the response phase, emergency services during a crisis are provided. These activities help to reduce casualties, protect property, limit environmental damage and speed recovery. Response

activities include warning, evacuation, rescue and other similar operations to be addressed in specific disaster plans.

5.1 COMMAND

The Crisis Leadership Team (CLT) has overall responsibility for ensuring effective response. The CLT may direct the activation of the Emergency Operation Center (EOC).

The EOC is the control center for all disasters and major emergencies which may occur. All Agencies will ensure that their specific agency plans reflect that operations will be coordinated through the EOC.

The Incident Commander has operational site control until replaced by a more appropriate person. The Incident Commander shall establish communications with the EOC and appropriate agencies immediately. In case of conflict over Incident Command Post (ICP) leadership, the Incident Commander shall be designated by the Chairman of the National Emergency Committee (NEC).

5.2 COMMUNICATION / REPORTS

Progress reports and temporary damage assessments of the incident will be continually submitted to the Emergency Operation Center (EOC) by all appropriate agencies. All communications and reports during a disaster will be coordinated through the EOC. Status reports will be submitted to the Crisis Leadership Team (CLT) by the National Emergency Committee (NEC) Chairman. Public Information Office (PIO) representatives will be assigned by the CLT to both the CLT and EOC for public dissemination of information.

5.3 STAGES OF ACTIVATION

The following standardized designations for stages of emergency will be used in all disaster plans. In an impact situation (e.g. plane crash), where stages three and/or two do not take place, the next condition will be designated.

- a. Condition Three- Readiness: Information is received which indicates that the provisions of the National Disaster Plan may be invoked. Relevant agencies will be alerted by the National Emergency Management Office (NEMO). The Crisis Leadership Team (CLT) or the National Emergency Committee (NEC) Chairman will direct NEC to convene. The NEC will prepare to establish the Emergency Operation Center (EOC) in anticipation of the CLT's activation order. All individuals should begin making preparations to move to a safe; secure location.
- b. Condition Two - Standby: A threat exists. All relevant agencies are alerted and instructed to implement their plans. The CLT may decide to formally activate the EOC. All individuals should begin moving to a safe, secure location.

- c.. Condition One - Response: The threat is imminent or occurring. All individuals, other than emergency personnel may, depending on the nature of the disaster, be required to stay in a safe, secure location. No individuals, other than emergency personnel, should be at the area of the disaster.

PART SIX - RECOVERY

6.0 RECOVERY.

Recovery includes both short-term and long-term activities. Short-term operations seek to restore critical services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. Examples of recovery actions would be temporary housing and food, restoration of non-vital government services and reconstruction of damaged areas.

The Crisis Leadership Team (CLT) is responsible for recovery and restoration to normal conditions. This process may take many months, or even years, to complete. This phase of disaster management is best accomplished using established government procedures and mechanisms.

6.1 DAMAGE ASSESSMENT REPORT

Every agency is responsible for providing a detailed Damage Assessment Report to the National Emergency Committee (NEC). The NEC is responsible for providing a full report on the impact of the disaster to the Crisis Leadership Team CLT. The NEC will furnish the format for the report.

6.2 RECOVERY PROGRAM MANAGEMENT

The Crisis Leadership Team (CLT) may, after reviewing the report, establish a committee to manage the recovery program. The composition of such committee will be determined based on the nature of the damage.