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FIJI

NATIONAL DISASTER MANAGEMENT • • • PLAN • • •



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NATIONAL DISASTER MANAGEMENT ... PLAN ...



JANUARY 1995

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Printed by Oceania Printers Limited Suva, Fiji

March 1995

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FIJI

NATIONAL DISASTER MANAGEMENT ... PLAN ...



JANUARY 1995

Prepared in cooperation with the
National Disaster Management Council and
Government Agencies

*The National Disaster Management Council of the Government of Fiji
acknowledges, with gratitude, the assistance of the
Australian Government through the Australian Embassy, Suva, Fiji,
for the printing of the Disaster Management Plan.*

Foreword

This Plan is effective by virtue of a Cabinet Directive. It replaces the EMSEC Precautionary Manual for Emergencies, dated September 1979.

The Plan is the result of close cooperation between all affected Ministries and organisations, hereinafter referred to as Agencies. It will be continuously reviewed by the Disaster Management Office of the Ministry of Regional Development and such amendments as are necessary will be issued as and when required.

The Plan is a directive to all Agencies and personnel on the conduct of disaster preparedness and emergency operations. It is to be read and understood by all who are likely to be involved in such operations.

The authority vested in the National Controller, Divisional Commissioners and District Officers on Cabinet's behalf, is effective in law. Legislation, in the form of a National Disaster Act, will follow. Control will be effected by the National Controller, through his Divisional Commissioners and District Officers. The Plan in no way diminishes the roles and responsibilities of the National Disaster Management Council (NDMC). Rather, it is designed to complement and reduce the NDMC workload.

All affected Agencies are to produce their own supporting plans to DISPLAN FIJI, which are to be vetted and approved by the respective Disaster Management Councils or their nominees.

Sitiveni Rabuka
PRIME MINISTER

National Policy Statement

The Fiji Government is committed towards the development, promotion and implementation of measures to prevent and counter the impact of natural disasters in the country. The approach adopted is, as far as possible, to facilitate collaboration of efforts and utilisation of the resources of government, non-governmental and international agencies and also to optimise disaster management plans.

Accordingly Government Directives prescribe the following:

- a) *Reviewing* the Disaster Management Organisation and National Disaster Plan from time to time.
- b) *Establishment of appropriate mechanisms* and facilities to develop strategies to minimise disaster impact in line with the aims and objective of the **International Decade for Natural Disaster Reduction.**
- c) *Establishment of appropriate recovery methods*, systems and practices to help restore life in the community back to normal following a disaster.
- d) *Establishment of appropriate disaster management activities* and programmes to help promote community solidarity and self reliance.
- e) *Conducting regular training programmes* around the country which are principally aimed at relevant government and non government officials to enhance the effectiveness of disaster management at all levels.
- f) *Holding of the National Disaster Awareness Week* annually around the country during the month of September to create awareness at all levels both in public and private sector as well as the community ensuring that we have a well informed/prepared community with an equally good state of readiness.

The following National Disaster Management Plan for Fiji therefore is in line with policy directive (a) above and outlines roles, responsibilities and procedures in line with the other policy directives.

Definitions

AGENCY

For the purpose of this plan, Agencies are Government Ministries, Departments, Organisations, Statutory Authorities and Public Corporations that, have responsibilities in the disaster management organisation.

ASSESSMENT

The Process of determining the impact of a disaster or events on a society, the needs for immediate emergency measures to save and sustain the lives of survivors, and the possibilities for expediting recovery and development.

DAMAGE ASSESSMENT

The preparation of specific, quantified estimates of physical damage resulting from a disaster, recommendations concerning the repair, reconstruction or replacement of structures, equipment, and the restoration of economic (including agricultural) activities.

DISASTER

The occurrence of a sudden or major misfortune which disrupts the basic fabric and normal functioning of a society (or community). An event or series of events which gives rise to casualties and/or damage or loss of property, infrastructure, essential services or means of livelihood on a scale which is beyond the normal capacity of the affected communities to cope with unaided.

DISASTER MANAGEMENT

A collective term encompassing all aspects of planning for and responding to disasters, including both pre- and post-disaster activities. It refers to the management of both the risks and the consequences of disasters.

DISASTER MITIGATION

A collective term used to encompass all activities undertaken in anticipation of the occurrence of a potentially disastrous event, including preparedness and long-term risk reduction measures.

DISASTER PREPAREDNESS

Measures that ensure the readiness and ability of a society to (a) forecast and take precautionary measures in advance of an imminent threat (in cases where advance warnings are possible), and (b) respond to and cope with the effects of a disaster by organising and delivering timely and effective rescue, relief and other appropriate post-disaster assistance.

DISASTER SERVICE LIAISON OFFICER (DSLO)

An officer, nominated by each of the Agencies that are members of the NDMC, who serves as the primary point of contact for that Agency in matters related to natural disasters.

EMERGENCY

An extraordinary situation in which people are unable to meet their basic survival needs, and there are serious and immediate threats to human life and well being.

EMERGENCY OPERATIONS CENTRE

A suitably equipped and staffed area or room, from within which an emergency operation is conducted. Emergency Operations Centres are set up as and when required by the disaster controllers at National, Divisional and District levels. In this plan, these centres are referred to as National Emergency Operations Centre (NEOC), Divisional Emergency Operations Centre (DivEOC) and District Emergency Operations Centre (DEOC).

EMERGENCY PHASE/PERIOD

The period during which extraordinary emergency measures must be taken and special emergency procedures and authorities may be applied to save lives and property. It encompasses both the disaster alert and relief periods. Unless varied by the National Controller, the emergency period ends two weeks after the disaster impact.

EMERGENCY OPERATION

The actions taken in response to a disaster warning or alert to minimise or contain the eventual negative effects, and those taken to save and preserve lives and provide basic services in the immediate aftermath of a disaster impact for so long as an emergency situation prevails.

HAZARD

A hazard is a natural or man-made phenomenon which may cause physical damage, economic losses, or threaten human life and well being if it occurs in an area of human settlement, agricultural, or industrial activity.

NATIONAL DISASTER MANAGEMENT OFFICE (NDMO)

That area, within the Department of Regional Development where the day to day functions of the disaster management organisation are conducted.

NATIONAL DISASTER MANAGEMENT COUNCIL (NDMC)

That body at the National level, chaired by the Minister for Regional Development that is superior to the National Disaster Management Office and subordinate to the Cabinet, responsible for disaster management policy and operations. The National Disaster Management Council consists of Permanent Secretaries of all Ministries that are involved in disaster management. The National Disaster Management Council has three Committees: (1) the Emergency Committee, (2) the Rehabilitation Committee and (3) the Mitigation and Preparedness Committee.

DIVISIONAL DISASTER MANAGEMENT COUNCIL (DivDMC)

That body at the Divisional level comprising the heads of all Agencies and Non-Governmental Organisations in the Division, chaired by the Divisional Commissioner, and responsible for providing assistance to the Commissioner in coping with disaster mitigation and emergency operations.

DISTRICT DISASTER MANAGEMENT COUNCIL (DDMC)

That body at the District level comprising the heads of all Agencies and Non-Governmental Organisations in the District, chaired by the District Officer and providing assistance to him in coping with disaster mitigation and emergency operations.

NATIONAL DISMAC

This acronym encompasses the National Disaster Management Council (NDMC), the National Disaster Management Office (NDMO), and the National Emergency Operations Centre (NEOC) at the National level and is used in communications to refer to these bodies collectively.

DIVISIONAL DISMAC

This acronym encompasses the Divisional Commissioner's office, the Emergency Operations Centre (DivEOC), and the Divisional Disaster Management Council at the Divisional level and is used in communications to refer to these bodies collectively.

DISTRICT DISMAC

This acronym encompasses the District Officer's office, the Emergency Operations Centre (DEOC), and the District Disaster Management Council at the District level and is used in communications to refer to these bodies collectively.

NON-GOVERNMENTAL ORGANISATION (NGO)

That body, whose function it is to provide, administer' and distribute under DISMAC advice and guidance, such material and physical assistance as may be made available from non-government sources both within Fiji and from overseas, in response to a declared disaster.

NATURAL HAZARD

Natural phenomena which occur in proximity of, and pose a threat to, people, structures or economic assets and may cause disaster. They are caused by biological, geological, seismic, hydrological, or meteorological conditions or processes in the natural environment.

RECONSTRUCTION

The permanent reconstruction or replacement of severely damaged physical structures, the full restoration of all services and local infrastructure, and the revitalisation of the economy (including agriculture).

REHABILITATION

Actions taken in the aftermath of a disaster to enable basic services to resume functioning, assist victims' self-help efforts to repair dwellings and community facilities, and revive economic activities (including agriculture).

STATE OF EMERGENCY

That condition, in the whole country or parts of the country, where special emergency regulations are in force to enable the government to cope with a situation in which there are serious threats to human life and well being, or in which people are unable to meet their basic survival needs. In a state of emergency, the National Disaster Controller has control over all government resources in order to address the emergency situation, such as is in line with the National Disaster Management Plan. A State of Emergency is declared by the Prime Minister or the Minister for Regional Development in his capacity as chairman of the National Disaster Management Council.

Notes

General Background Information

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SECTION ONE

General Background Information

The Government of Fiji, in 1989, decided that disaster issues should best be addressed in their totality, *i.e.* prevention, mitigation, preparedness, emergency operations, relief, and rehabilitation, rather than the previous emphasis on response operations. Accordingly, in January 1990, responsibility for disaster management, was vested in the Minister for Regional Development, he having responsibility for the portfolio judged best suited and structured for the task. The Minister now has total responsibility on Cabinet's behalf for all disaster matters other than man-made, the latter remaining with the Minister for Home Affairs.

The Department for Regional Development thus has the overall responsibility for an effective national disaster management strategy, covering prevention, mitigation, preparedness, emergency operations, relief and rehabilitation. Such responsibilities in no way absolve other government agencies of their responsibilities for disaster management, activities peculiar to their everyday role, but under the new organisation, coordination is to be effected between the appropriate agencies through the National Disaster Management Council and its related bodies.

The previous National Emergency Services Committee (EMSEC) has been renamed the National Disaster Management Council and is chaired by the Minister for Regional Development. The Council, is serviced by the National Disaster Management Office which in turn is managed by permanent staff and is responsible to the National Controller *i.e.* the Permanent Secretary for Regional Development.

While the old EMSEC organisation has remained in place since 1979, the EMSEC manual has never been amended and over time, other priorities and commitments led to an element of complacency, even apathy. This has resulted in a steady deterioration in the previously accepted chain of command and control, with

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While the old EMSEC organisation has remained in place since 1979, the EMSEC manual has never been amended and over time, other priorities and commitments led to an element of complacency, even apathy. This has resulted in a steady deterioration in the previously accepted chain of command and control, with

inevitable independent and not always effective action being taken by Agencies.

The National Disaster Management Plan incorporates the experiences of the past and the recommendations and ideas of a series of four disaster management seminars, convened in September 1991 to examine the existing EMSEC Manual and advise on its replacement. In its simplified form, it aims to re-establish essential liaison links and effect the most efficient coordinated national response to disaster preparedness and emergency operations. The plan also seeks to include the experiences during recent cyclones. *The scope of the plan is wider than the previous EMSEC Manual in that the plan also addresses disaster mitigation and rehabilitation after disasters.*

The Plan provides greater autonomy for Commissioners and District Officers, allowing them maximum flexibility in activating emergency operations and the selection and composition of their own Disaster Management Councils. It is in the best interests of the nation that maximum use be made of all Agencies, including Provincial and Advisory Councils and the Non-Governmental Organisations (NGOs).

Flexibility and coordination are the two keys to the success of the Plan. The importance of regular personal liaison and mutual trust at all levels between all Agencies cannot be overemphasised.

Aim of the Plan

The aim of this plan is to outline arrangements for control and coordination of all disaster related activities in Fiji. This will serve to:

- Reduce (or avoid, if possible) the potential losses and other adverse effects of known hazards;
- Assure prompt and appropriate disaster assistance to disaster survivors, when necessary;
- Achieve rapid and durable recovery following any occurrence.

Application of the Plan

The plan applies to all government activities related to disaster management, including mitigation, preparedness, emergency response, relief and rehabilitation.

The plan outlines roles and responsibilities of specific bodies for disaster management, indicates the roles of Agencies and Ministries in relation to natural disasters and gives guidelines for operations and activities in relation to all stages of disaster management.

Users will note the absence of standard operating procedures, other than brief summaries of the responsibilities and key procedures, of Agencies other than the specific disaster management bodies within the government. Detailed plans prepared by other Agencies and vetted by the National Disaster Management Office are to be found in a separate volume titled: "**Disaster Management Plans for Other Agencies**". Detailed procedures for the National Emergency Operations Centres (NEOC) and its supporting Emergency Operations Centres (DivEOC and DEOC) at the Division and District levels are to be found in a separate volume: "**Standing Operating Procedures**".

Sections Two and Three of this plan describe disaster management roles and responsibilities of agencies and bodies from the perspective of the organisation. Section Two clarifies the structure of the organisation, both during emergency operations and in relation to rehabilitation and ongoing disaster concerns. It outlines the activities and responsibilities of government bodies that are set up to address the disaster management needs of the country, such as the National Disaster Management Council and Emergency Operations Centres at national, divisional and district level.

Section Three outlines principal roles and responsibilities of agencies in relation to disaster management. Most government agencies and statutory bodies have roles to play in relation to natural disasters. The plan gives insight into contributions that are expected from agencies in relation to this plan. Agencies are required to prepare detailed operational plans to fulfill their expected contributions. Section Three includes some more detailed requirements for departments that are of strategic importance in the immediate aftermath of natural disasters.

Sections Four, Five, and Six of the plan describe disaster management arrangements in relation to different stages of disaster management. The parts provide guidelines for actions and arrangements for the implementation of emergency operations (Section Four), relief and rehabilitation (Section Five), and mitigation, preparedness and training (Section Six).

Some overlaps will be found between the Sections Two, Three, Four, Five and Six of the National Disaster Management Plan. It was, however, considered useful to provide guidelines for disaster management both from the perspective of the bodies and Agencies involved, as well as in relation to the specific stages of disaster management.

Relation to Other Plans

The National Disaster Management Plan is the central disaster plan for Fiji. Disaster plans produced by all other Government Agencies and Non-Governmental Organisations covering their areas of operation are supportive and subordinate to it and should work in concert. Agency plans that deal with specialist kinds of counter disaster operations (*e.g.* oil pollution) would encompass all possible response facets so that they are workable on their own. Agencies are, however, required to keep the National Disaster Management Office fully informed of their specialist plans and actual disaster operations in the event of disaster. Specialist Agencies will have access to assistance under the National Disaster Management Plan if the impact of a disaster spreads outside their ambit or control. Agencies will be informed of future amendments to the Plan for necessary updating of their own copies of the Plan and also to effect changes to organisational and operational arrangements where necessary.

Natural Hazards in Fiji

The range of natural disasters which could affect Fiji include:

- Cyclone
- Flood
- Earthquake
- Tidal wave (tsunami)
- Whirlwind/freakwind
- Landslide
- Forest fire
- Drought

It is not always possible to predict the phenomena likely to cause natural disasters of the types listed above but in general terms, cyclones, some floods and some tidal waves (tsunamis) should be predictable. In the case of earthquakes, little warning is likely. The responsibility for the issue of warnings to the population, in general, rests with the National Disaster Management Office, or the NEOC when activated.

However, certain warnings will be issued directly by the Meteorological Department through the Fiji Broadcasting Commission, Fiji Posts & Telecommunications Ltd, and the Police. *The details on warning, monitoring and emergency response are given in Section Four of this volume.*

Disaster Management

Disaster Management is a collective term encompassing all aspects of anticipating hazard impacts and responding to disasters. It is used in the sense of managing disaster risks and occurrences. It implies the integration of all disaster-related activities in an overall coordinated approach. This is ensure the efficient use of resources within the framework of policies appropriate to the particular disaster profile of the area concerned, and national development goals.

It is important to recognize that all disasters result from the impact of a hazardous (potentially damaging) phenomenon, event, or series of events on a society which is vulnerable to its particular effects. Disaster management includes a wide range of activities undertaken at different times. These include long term risk-reduction measures, specific precautionary actions taken when there is an immediate threat, and measures to enhance the speed, effectiveness and efficiency of relief and related responses following the impact of a sudden disaster. While it is necessary to be aware of the different aspects, the inter-relationships and inter-dependencies between them must also be understood. All must be integrated within the appropriate phases of pre- and post-disaster planning and assistance. The operational arrangements to manage natural disasters are different for the actual emergency stage, during and immediately after natural disasters, and for rehabilitation and ongoing disaster concerns.

The National Disaster Management Council (NDMC) is the government body that is concerned with the formulation of policies and strategies in relation to the aims of this plan. In times of emergencies, the Emergency Committee of the NDMC undertakes the coordination of emergency activities.

The National Disaster Management Office is a permanent body under the Department of Regional Development. It functions as the central agency to implement, and to coordinate the implementation of, policies of the NOMC including disaster mitigation and preparedness. During emergencies, the NOMO sets up within its precincts the National Emergency Operations Centre (NEOC) to coordinate the

activities of disaster monitoring, warning and immediate post-disaster response including emergency relief work.

To facilitate the cooperation between agencies, each of the agencies involved nominates a Disaster Service Liaison Officer (DSLO). DSLOs work in close cooperation with the NOMO on the implementation of disaster management policies decided by the NDMO. During emergencies, the DSLOs are the point of contact for the operational coordination of emergency operations.

Emergency Operations will be activated as required, on the authority of the National Controller. Supporting Division and District operations will be activated on the authority of the respective Commissioners or District Officers. National level control will be effected by the National Controller through the NDMO and NEOC. Divisional Commissioners and District Officers have autonomous authority to conduct disaster response operations.

Financial Arrangements

Administrative costs, such as meals, subsistence, overtime, etc. should be borne by individual agencies. It is the responsibility of individual agencies to meet, or make adequate arrangements to meet incurred costs arising from the provision of their assistance in the implementation of this plan.

Where financial resources are inadequate to enable an agency to meet its disaster obligations, requests for financial authorisation are to be passed on to the Ministry of Finance to consider immediate approval for such requests. Disaster response operations should not wait for the normal Public Service financial procedures, and the Ministry of Finance should produce appropriate financial regulations and procedures to ensure that the quickest possible approval mechanism is in place.

Personnel Resources

Personnel engaged in the emergency operations should be compensated either by way of overtime payment and/or time off, whichever is applicable.

Search & Rescue

While Search and Rescue (SAR) operations are coordinated by the Ministry of Home Affairs that has a special national plan, it is possible that this Ministry could lack sufficient resources to complete the task (*e.g.* provision of major medical/health and/ or evacuation/ accommodation facilities for the passengers and crew of a cruise ship). Home Affairs may call on the National Controller, for assistance under this plan.

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Organisation

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Organisation

Section Two of the plan outlines the organisational structure and the roles and responsibilities of government bodies that are set up to address disaster management issues. Some of these bodies, including the NDMC, NDMO and OSLO structure have a permanent character, although they have specific responsibilities during emergencies. Others, including the Emergency Operations Centres at National, Divisional and District levels, are only operational during emergencies.

Figure 1 (on page 11-2) shows how permanent bodies involved in disaster management work together in the formulation and implementation of disaster management policies. The NDMC is the forum for the formulation of disaster management policies. The NDMO implements these policies in close cooperation with relevant departments through the OSLO system, and in cooperation with Divisional Commissioners and District Officers. At Division and District levels, the Commissioner and DO respectively, coordinate the implementation of policies with their respective Disaster Management Councils.

Figure 2 (on page 11-3) shows the organisation structure during emergency operations. Each of the government levels now has its own emergency operations centre, from which the emergency operations are implemented. At the National level, coordination and control is provided by the Emergency Committee of the NDMC, which includes the Permanent Secretaries of key departments. At the Division and District levels the Commissioner and DO respectively are responsible for the emergency operation in close cooperation with their respective Disaster Management Council.

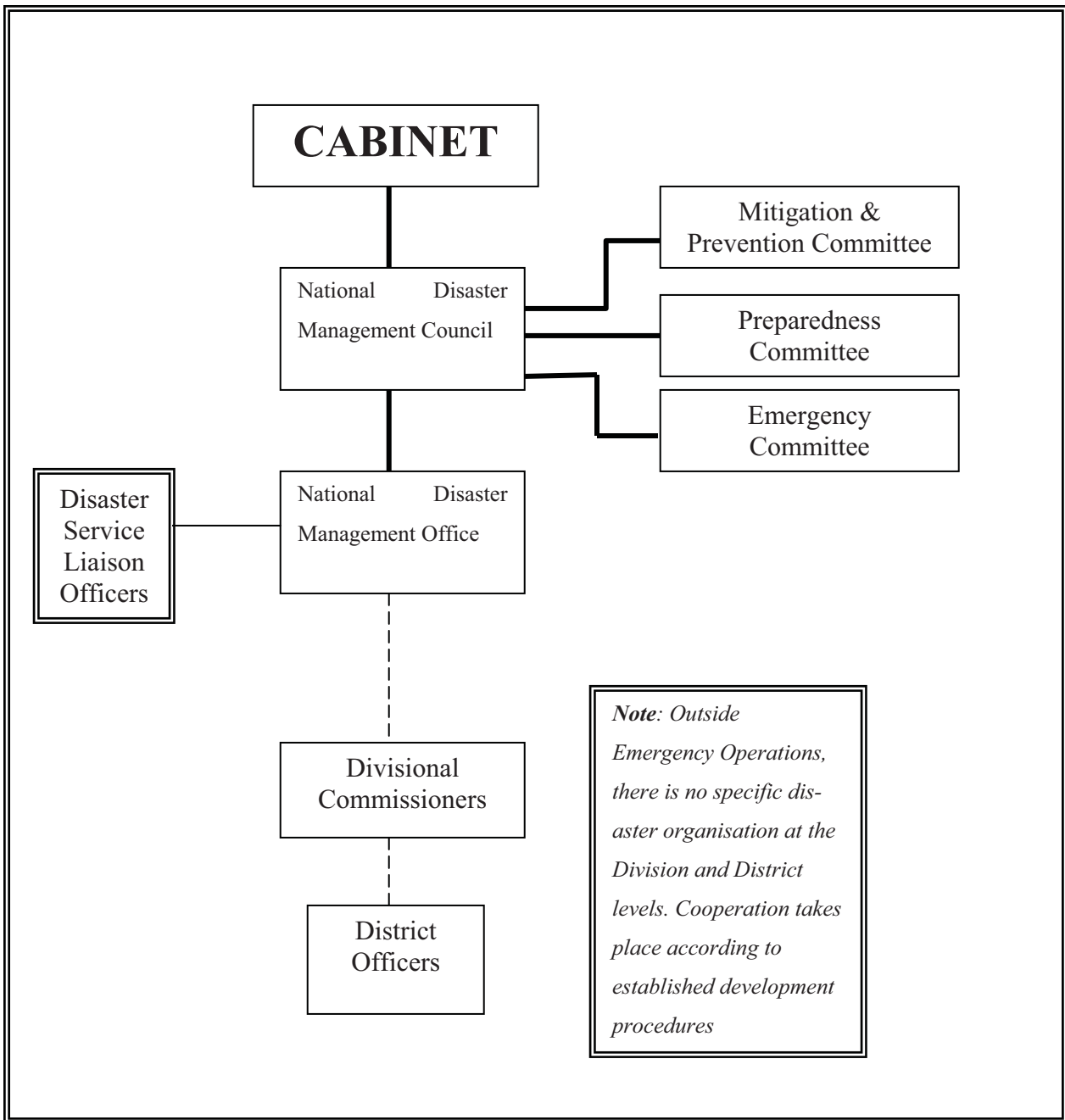


Figure 1: Permanent Bodies of the Disaster management Structure

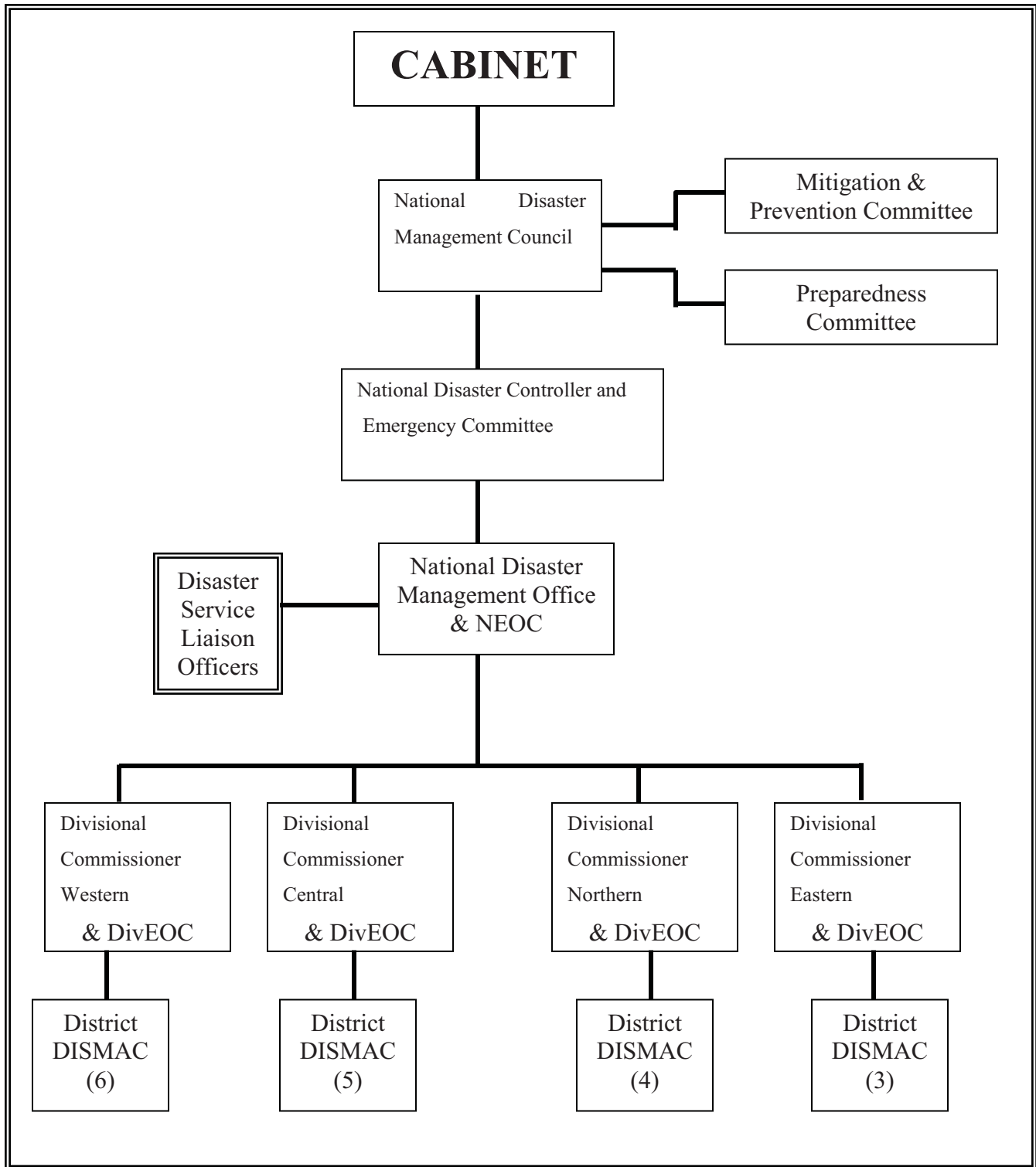


Figure 2: Disaster Management Structure during the emergency operation

KEY PRINCIPLES OF ORGANISATION

COOPERATION & COORDINATION

Departments and Agencies at the National, Divisional and District levels, will plan and coordinate their activities to implement this plan as and when needed. The spirit of cooperation is essential for the success of disaster management, in particular during emergency operations. The National Disaster Management Plan described in this volume outlines the organisation and arrangements within which this cooperation takes place.

RESPONSIBILITIES

The Permanent Secretary for Regional Development, in his capacity as National Disaster Controller, is responsible for the overall disaster management organisation and all pre- and post-disaster operations. The Divisional Commissioner and the District Officer have similar responsibilities in their respective areas. This does not, however, in any way reduce the responsibilities of Heads of Agencies in their respective fields of competence. They remain fully responsible for the preparation of Agency Disaster Plans, for adequate disaster preparedness and efficient and expedient disaster response in line with Agency plans and the National Disaster Management Plan.

COMMUNICATION

Promptness, timeliness and the appropriate form of communication within the organisation, and with the outside environment, must be given due emphasis and attention for information to be useful, decisions and control to be effective, and processes to be efficient.

Both the vertical and horizontal channels of communication within the organisation must be followed. Each level of the organisation (National, Divisional and District) must have in place appropriate timeframes and formats for reports which must be adhered to by the organisations. The National Disaster Management Office will provide guidance in the preparation of these. Attention is drawn to the importance of situation reports upward between Emergency Operation Centres, prompt conveyance of decisions and instructions, and prompt acquisition, receipt, recording and conveyance of information at the Emergency Operation Centres. It is the responsibility of the authorities at the various organizational levels to ensure that adequate emphasis is given to the need for timely and orderly communication.

FEEDBACK & FEEDFORWARD CONTROL

The sources for feedback control are debriefings after emergency operations and experiences of previous disasters. These sources provide feedback information in the form of lessons, guides, shortcomings, excesses, etc. which should be judiciously used for improvement in plans, policy and procedures. Therefore proper records of disaster experience should be kept and debriefings after emergency operations should be held at each organizational level with a view to improving organisational, operational and procedural plans for the future.

Feedforward control during emergency operations should be implemented by key personnel in the organisation. This can be done if authorities can foresee problems that could occur during the course of a task or process and implement corrective measures to prevent the problem from occurring. To develop this capability, key personnel at each organizational level must be provided the opportunity to undergo appropriate training. Programs of training and education at the community level will also develop preparedness and preventive capabilities generally.

National level Organisation

NATIONAL DISASTER MANAGEMENT COUNCIL (NDMC)

The NDMC has overall responsibility for disaster management on a continuous basis irrespective of whether a disaster has occurred or not. It is responsible for the development of suitable strategies and policies for disaster mitigation, preparedness, training, management development and public education. During emergency operations, it will have overall responsibility for the efficient conduct of emergency operations at National, Divisional and District levels through the respective Emergency Operation Centres (EOCs). The Council is responsible for the preparation and implementation of adequate rehabilitation programmes after disasters. The Council has authority to discuss and recommend strategy and policy alternatives to the Cabinet and it is accountable to the Cabinet for reports, briefings and recommendations.

Membership of the NDMC is as follows:

Minister for Regional Development, *Chairman*

Permanent Secretary for Regional Development,

Deputy Chairman & National Controller Emergency Services

(continued)

Permanent Secretary for Home Affairs
Permanent Secretary for Foreign Affairs
Commander, Fiji Military Forces
Secretary, Public Service Commission
Permanent Secretary for Fijian Affairs
Permanent Secretary for Finance
Permanent Secretary for Agriculture
Permanent Secretary for Public Works
Permanent Secretary for Transport
Permanent Secretary, to the Prime Minister's Office Managing Director, Fiji Posts & Telecommunications Ltd
General Manager Fiji Electricity Authority
Permanent Secretary for Health
Commissioner, Fiji Police Force
Permanent Secretary for Information
Permanent Secretary for Women & Culture
Permanent Secretary for Education
Permanent Secretary for Lands
Permanent Secretary for Housing & Urban Development Controller of Government Supplies
Director of Meteorology
Director, Fiji Council of Social Services
Director General, Fiji Red Cross Society

The meetings of the NDMC need not necessarily comprise all of the above for its deliberations. Rather, it is the Chairman's prerogative to call for members' attendance according to each disaster management needs. In addition, the Chairman has the right to co-opt Divisional Commissioners and representatives from any other agencies and to invite those NGOs whom he considers will help to achieve disaster management objectives.

The Chairman of the Council has delegated responsibility for the day to day conduct of disaster management activities and disaster response operations to the National Controller, who in turn delegates the implementation of day to day disaster management activities to the National Disaster Management Office.

NDMC COMMITTEES

To facilitate its work, the Council has formed three committees to execute specific tasks of the Council. The overall responsibility remains with the Council, but the committees are authorized by the Council to take decisions within their specific fields of competence.

The three NDMC committees are:

1. Mitigation and Prevention Committee
2. Preparedness Committee
2. Emergency Committee (NDMC-EC)

The meetings of the Committees need not necessarily comprise all of its members for its deliberations. Rather, it is the Chairman's prerogative to call for members' attendance according to specific discussions within the Committees. In addition, the Chairman has the right to co-opt Divisional Commissioners and representatives from any other agencies and to invite those NGOs whom he considers will help to achieve the specific tasks of the Committee.

Mitigation & Prevention Committee

The Mitigation and Prevention Committee has been assigned the role to prepare policies for disaster mitigation in line with the aims and objectives of the *International Decade for Natural Disaster Reduction*. The Committee will initiate and coordinate the implementation of disaster mitigation activities.

Mitigation & Prevention Committee membership is as follows: Permanent Secretary for Regional Development,

Chairperson Permanent Secretary for Fijian Affairs

Permanent Secretary for Agriculture

Permanent Secretary for Public Works

Permanent Secretary for Lands

Permanent Secretary for Health

Permanent Secretary for Housing & Urban Development Permanent Secretary for Women & Culture

Permanent Secretary for Finance

Preparedness Committee

The Preparedness Committee is responsible for community awareness activities, including the National Disaster Awareness Week, and for the review of public sector preparedness arrangements. It will initiate and guide the preparation of disaster awareness materials and initiate other activities to improve disaster preparedness in Fiji.

Preparedness Committee membership is as follows:

Permanent Secretary for Regional Development, *Chairperson* Permanent Secretary for Fijian Affairs
Permanent Secretary for Agriculture
Permanent Secretary for Public Works
Permanent Secretary for Lands
Permanent Secretary for Health
Permanent Secretary for Home Affairs
Permanent Secretary for Housing & Urban Development Permanent Secretary for Women & Culture
Permanent Secretary for Finance
Permanent Secretary for Education
Permanent Secretary for Health
Permanent Secretary for Information
Controller, Government Supplies
Director of Meteorology
Director General, Fiji Red Cross Society
Director Fiji Council of Social Services

Emergency Committee

The Emergency Committee has the central control during emergency operations. During the emergency stage the Committee convenes daily to review the emergency operations and take policy and operational decisions for the operation. The Committee will be briefed daily by the NEOC and instruct NEOC, DSLOs and the NDMO on the implementation of its decisions. The Committee will fully inform the NDMC and Cabinet on its decisions and operations.

Emergency Committee membership is as follows:

Permanent Secretary for Regional Development, *Chairperson*
Permanent Secretary for Agriculture
Permanent Secretary For Health
Permanent Secretary for Home Affairs Permanent Secretary for
Public Works Permanent Secretary for Transport
Permanent Secretary for Fijian Affairs Permanent Secretary for Finance
Commissioner, Fiji Police Force Commander, Fiji Military Forces
Controller of Government Supplies Director, Fiji Council of Social Services
Director General, Fiji Red Cross Society

NATIONAL DISASTER MANAGEMENT OFFICE (NDMO)

The National Disaster Management *Office*, within the Ministry for Regional Development (more specifically within the Department of Regional Development) is the section responsible for the day to day operations of disaster management. The office operates with permanent special staff under the overall supervision of the National Controller and his deputies. This office is charged with the responsibility to carry out the policies of the NDMC with regard to disaster preparedness, mitigation, prevention and actual emergency operations, relief and rehabilitation during disasters.

Main functions of NDMO include:

- To implement or initiate the implementation of policies prescribed by the NDMC and Cabinet.
- To advise the Permanent Secretary for Regional Development, NDMC and other relevant bodies on disaster related matters.
- To initiate formulation of policies for the development of disaster management organisation and activities.
- To arrange meetings of the NDMC and its Committees and Sub-Committees, provide Secretariat support and initiate follow-up action.
- To deal with disaster management related issues at the National level.
- To initiate and coordinate the preparation of rehabilitation plans after natural disasters.
- To review disaster preparedness arrangements and carry out post-disaster reviews.

NDMO SPECIFIC TASKS

Mitigation & Preparedness

- Maintain liaison with International Agencies on disaster-related projects for Fiji.
- Maintain liaison with DSLOs within the Fiji Government.
- Coordinate pre-disaster activities undertaken by relevant Ministries, Departments, organisations, institutions and agencies including local government councils.
- Prepare and maintain baseline data for disaster management purposes at the National level.

- Prepare formats and provide guidance to Divisions and Districts in the preparation of baseline data at Division and District levels.
- Provide guidance to Divisions, Districts and Agencies in the preparation of their respective disaster plans.
- Take adequate preparatory measures to ensure that the NEOC can be activated at all times without delay.
- Provide guidance to Divisions and Districts in preparations for the efficient set-up of Emergency Operation Centres.
- Formulate, implement and monitor disaster preparedness programmes.
- Ensure that the National Disaster Plan is updated and that Agency Plans, Division Plans, District Plans and Operating Procedures are viable.
- Initiate formulation of strategies on public education and awareness
- Issue cyclone season instructions to relevant agencies before the onset of the Cyclone Season.
- Maintain liaison with Ministries/Departments on preparedness measures under their responsibilities as required under the National Disaster Plan.
- Organise an annual Disaster Awareness Week in cooperation with relevant Agencies, Divisions and Districts.
- Establish a simple but effective database.
- Formulate, plan and organise relevant in-country training programmes.
- Identify overseas training programmes and arrange participation of relevant officials in those programmes.
- Arrange with relevant International Agencies to enlist the service of their resource people to assist in-country training.
- Formulate, plan and organise simulation exercises, where appropriate.
- Visit, at least on a yearly basis, all Agencies, Divisions and Districts to review disaster arrangements and provide guidance and recommendations for improvement and to report findings to NDMC.

Emergency Operations & Rehabilitation

- Organise and manage the NEOC during emergency operations, including the provision of equipment, staffing, reporting, etc.
- Ensure that information and data regarding the disaster are properly collated, assessed and disseminated where appropriate.
- Provide Secretariat support to the Emergency Committee of NDMC and initiate follow-up action where appropriate.
- Advise the National Controller on emergency operation-related matters.

- Conduct a review of each emergency operation and submit report to NDMC
- Conduct a post-disaster review within six months after the disaster, formulate recommendations for revision of plans and procedures and report findings to NDMC
- Coordinate the preparation of a comprehensive rehabilitation programme after a disaster as and when required by the NDMC

NATIONAL EMERGENCY OPERATIONS CENTRE (NEOC)

During emergency operations, NDMO sets up within its precincts the National Emergency Operations Centre (NEOC) to coordinate the activities of disaster monitoring, warning and immediate post-disaster response including disaster relief work. The NEOC is manned 24 hours a day by teams drawn from the Public Service working in eight-hour shifts until immediate emergency response is completed and longer-term rehabilitation programs started by relevant agencies.

The centre will normally be activated when a specific threat develops, in the case of tropical cyclones when a special weather bulletin for Fiji is issued, or when a disaster has occurred. The principal role of NEOC is to gather, collate, assess and circulate information. This includes the screening and issuance of disaster warnings and other informations to the public, forwarding of information to relevant departments for immediate action, collating of assessment reports and briefing of the Emergency Committee of NDMC and others as required. NEOC is the point for information management during emergency operations. NEOC further provides operational and logistic support for the emergency operations.

The Head of NDMO has the overall responsibility for the NEOC He is responsible for the staffing and equipment of the centre during the emergency operation. During the operation, each team leader will be responsible for operational activities within NEOC and will be accountable to the National Controller and the Head of NDMC

The NEOC shall follow Standard Operating Procedures (SOPs) in carrying out its functions. These SOPs are found in a separate volume titled: "**Standard Operating Procedures.**" NEOC has the authority to obtain regular situation reports from the Divisional and District Emergency Operation Centres (DivEOC and DEOC). It will coordinate requests for assistance during emergencies and maintain records of all inward and outward communication.

Staff from the Fiji Military Forces, the Navy, the Fiji Police Force, the Fiji Posts and Telecommunications Ltd, and the Ministry of Information will assist the NEOC operating teams in communication, coordination and reporting work related to emergency operations, including evacuations and movement of relief supplies.

NEOC UNITS

The NEOC operates in three units:

- 1) information and communication
- 2) operations
- 3) assessment.

The *Information and Communication Unit* records and distributes all incoming messages, provides information to the public and Agencies and informs the NDMC-EC as and when required.

The *Operations Unit* provides operational support to agencies, districts and divisions, and arranges for operations initiated from the National level.

The *Assessment Unit* is responsible for the gathering and distribution of all damage and needs assessment information. A more detailed description of the roles and responsibilities of NEOC is found in Section Four.

The National Controller or his deputies have authority to make critical decisions outside normal guidelines or to call upon the National Disaster Management Council to meet for decisions needing advice and higher levels of experience. The National Controller or his deputies will direct emergency operations in the disaster areas through the NDMO and the NEOC.

AGENCIES/DSLO SYSTEM

Agencies include Government Ministries, Departments, Organisation, Statutory Authorities and Public Corporations having responsibility for the provision of material and personnel assistance during emergency operations. All Agencies that are members of the NOMC shall appoint a senior level officer to be its Disaster Service Liaison Officer (DSLO), who is the main point of contact for liaison, coordination and cooperation in all disaster-related matters, including mitigation, preparedness, emergency operations, relief and rehabilitation.

All Agencies must prepare their own detailed disaster management plans as far as their own areas of responsibilities are concerned. These plans will be submitted by the Agencies to the National Disaster Controller for vetting and adoption. The principle responsibilities and function of each agency are included in Section Three which the respective agencies must adhere to as providing an overall framework for their own detailed plans. The detailed plans of each agency are included in a separate volume titled "**Disaster Plans for other Agencies**".

During normal times the Agencies and their DSLOs must, through liaison and meetings with the Disaster Management Office, play an ongoing role in the

coordination and implementation of disaster preparedness, mitigation and prevention programs. Apart from regular and personal liaison, NDMO is empowered to call meetings of DSLOs whenever the need arises to deal with both pre-disaster and emergency issues.

During emergency operations, all Agencies are bound to assist the National Disaster Management Council with their resources, personnel and services during disasters until emergency operations are over. In other words, the National Disaster Controller has control over the resources of all agencies during the emergency period which shall be from the Alert Stage of a disaster to two weeks (earlier or later if varied by the National Controller) after the disaster has passed.

Each agency must submit regular summary reports on the situation regarding its area of operation to the Emergency Committee of NDMC and NEOC during the emergency period. All assessment activities and emergency operations will be coordinated with the relevant District Officers, and NEOC will be fully informed of these activities.

During the emergency operation, DSLOs are the main point of contact for NEOC for the implementation of emergency operations, as directed by the Emergency Committee of the NDMC. They will keep NEOC fully informed of the emergency operations by their respective Agencies and will be informed of the directives of NDMC-EC for the implementation of the operation.

All Agencies are subordinate to the National Disaster Controller and the Emergency Committee of the NDMC during emergency operations. Agency regulations will be regarded as guidelines during emergency operations so that the requirements of the National Disaster Controller are fulfilled in order to complete designated tasks. An Agency failing to respond using the excuse that regulations do not permit it, will result in immediate action to approach the Minister concerned. It is the responsibility of Agency heads to relay the substance of these directives to their line managers down to the Divisional and District levels.

Although Agencies and their resources come under the control of the National Controller during a disaster response period, such control will be exercised through coordination rather than direction, unless the situation is such as to warrant direction of a particular agency or agencies.

Many Agencies have important and parallel roles in the safeguarding of life and property and the restoration of essential services after a natural disaster. It is therefore most important that a spirit of close liaison and cooperation be developed at National, Divisional and District levels, to ensure that no misunderstandings occur with respect to the tasking of the assets of Agencies.

DSLOs will prepare, in close cooperation with NDMO, rehabilitation plans within two months after the disaster. The preparation of these plans will be coordinated by NDMO, and a comprehensive plan, including sectoral plans prepared by DSLOs, will be submitted to NDMC by NDMO.

Divisional Level Organisation

DIVISIONAL COMMISSIONER

The Divisional Commissioners in each of the four Divisions, have overall authority to manage and direct disaster emergency operations. He has powers similar to those of the National Controller as far as the management and control of emergency operations in his Division are concerned. He will be subordinate only to the National Disaster Controller and NDMC-EC He has the autonomy to activate Divisional Emergency Operations on warning of approaching disaster, with powers to control all Agency resources.

The Commissioner will cause the preparation of a comprehensive disaster management plan for his Division. These plans will be submitted to the National Disaster Controller for vetting and adoption. Apart from emphasis on the core emergency organisation, the Divisional plan will also indicate the key roles of the Agencies and NGOs in the respective Divisions. The Commissioner will also cause Agencies and NGOs to produce operation plans which will be vetted and adopted to become part of the Divisional Plan.

The Commissioner will, in close cooperation with NDMO, contribute to the implementation of disaster management policies as formulated by NDMC

During emergency operations, the Commissioner is responsible for all operational activities in the Division. He will inform the NEOC, on a regular basis, the progress of operational activities and on damage and relief needs assessments carried out under his responsibility, in line with the provisions of this plan. At the end of the emergency operation, the Commissioner will submit a full report on damages in the Division, the emergency operation and outstanding relief needs to the National Disaster Controller.

The Commissioner will convene, during the emergency operation, on a regular basis with the Divisional Disaster Management Council, to coordinate and direct the emergency operation in the Division. The Commissioner will coordinate emergency activities with the District Officers, and provide them with operational and specialist support when required.

DIVISIONAL EMERGENCY OPERATIONS CENTRE (DivEOC)

During emergency operations, the Divisional Commissioner will set up an Emergency Operations Centre (DivEOC) within his office, which will be manned 24 hours a day by teams working eight-hour shifts. The Commissioner, through the DivEOC, will be responsible for monitoring disaster situation in the Division and relaying situation reports to the NEOC at regular intervals as directed by the National DISMAC. The DivEOC will be authorised to obtain reports regularly from all District EOC's within the Division, record the contents of all inward and outward communication, and compile and transmit situation reports for the NEOC.

The centre will normally be activated when a specific threat develops, in the case of tropical cyclones when a special weather bulletin for Fiji is issued, or when a disaster has occurred. The principal role of DivEOC is to coordinate the emergency operation at the Divisional level and gather, collate, assess and circulate information. The centre is headed by the Divisional Commissioner, who is responsible for the staffing and equipment of the centre during the emergency operation. The Standard Operating Procedures of DivEOC will be described in the Divisional Disaster Plan.

The DivEOC operates in three units:

- 1) information and communications
- 2) operations
- 3) assessment

The *Information and Communication Unit* records and distributes all incoming messages, provides information to the public and Agencies and informs the Commissioner, the DivDMC, NEOC and others as and when required.

The *Operations Unit* coordinates the actual emergency operation at Divisional level and provides operational and logistic support to emergency operations at District level.

The *Assessment Unit* is responsible for the gathering and distribution of all damage and needs assessment information.

DIVISIONAL DISASTER MANAGEMENT COUNCIL (DivDMC)

Unlike the National Disaster Management Council which is superior to the National Disaster Management Office, the Divisional Disaster Management Council is subordinate to the Divisional Commissioner. The DivDMC comprises the Heads of all Agencies and NGOs represented in the Division. The Commissioner will chair the

Council and also direct most emergency operations of the Agencies, recognising however the need to allow necessary freedom to the Fiji Electricity Authority, the Public Works Department, the Fiji Posts and Telecommunications Ltd (FPTL) to pursue their own operations to restore essential public services.

Heads of Agencies will provide every support to the Commissioner's Office. In addition to their respective headquarters in Suva, the Agencies will be equally accountable to the Commissioner during the period of emergency operations. Agencies must provide regular reports on their own areas of operation to the Commissioner and fully coordinate their activities through the DivEOC and DivDMC. Rehabilitation programmes are to be coordinated with the National Disaster Management Office.

Agencies represented in the Divisions will prepare Divisional disaster plans, which will be submitted to the Commissioner for vetting and incorporation in the Divisional Disaster Plan. Agencies will further contribute to the implementation of disaster management policies as directed by the NDMC.

District Level Organisation

DISTRICT OFFICER

The District Officer will prepare a District Disaster Management Plan and shall cause the various Agencies and NGOs in his district to prepare detailed disaster operation plans which he must vet and adopt as part of the District Plan. District Plans must be submitted to the Divisional Commissioner for approval and incorporation into the Divisional Plan.

The District Officer will, in close cooperation with NDMO, contribute to the implementation of disaster management policies as formulated by NDMC.

During emergency operations, the District Officer is responsible for all operational activities in the District. He will inform the DivEOC and NEOC on a regular basis on the progress of operational activities and on damage and relief needs assessments carried out under his responsibility, in line with the provisions of this plan. The District Officer will be responsible to the Divisional Commissioner for comprehensive reports on the emergency situation activities and needs in his District at intervals prescribed by the Divisional Commissioner. At the end of the emergency operation, the District Officer will submit a full report on damages in the District, the emergency operation and outstanding relief needs to the Divisional Commissioner and the National Disaster Controller.

The District Officer is empowered to control the resources of all Agencies in his district during emergencies. This power is to be exercised, however, in a spirit of cooperation through the District Disaster Management Council (DDMC). Cases of insubordination or non-cooperation on the part of any Agency will be reported up the organisational hierarchy for resolution.

Among the main responsibilities of the District Officer are:

- a) Monitoring of the emergency situation.
- b) Providing immediate emergency relief to evacuees.
- c) Preliminary assessment of emergency needs and distribution of relief supplies
(water, food, shelter).
- d) Detailed assessment for long term rehabilitation needs.

DISTRICT EMERGENCY OPERATIONS CENTRE

The District Officer of each District will establish within his Office an Emergency Operation Centre (DEOC) for the purpose of disaster monitoring and coordination of emergency operations including the issue of public warnings, evacuation, rationing, damage assessment, emergency relief provision, maintenance of communication records and compilation of data for the preparation of situation reports. The DEOC will operate around the clock in eight-hour shifts until the emergency period is over. The District Officer has overall responsibility for the DEOC, including staffing, equipment and tasking. Each team leader of DEOC will be responsible to ensure that Standing Operating Procedures are properly followed and regular situation reports are communicated to the District Officer and to the relevant Divisional EOC.

The centre will normally be activated when a specific threat develops, in the case of tropical cyclones when a special weather bulletin for Fiji is issued, or when a disaster has occurred. The principal role of DEOC is to implement the emergency operation at District level and gather, collate, assess and circulate information. The centre is headed by the District Officer. The Standard Operating Procedures of DEOC will be described in the District Disaster Plan.

DISTRICT DISASTER MANAGEMENT COUNCIL (DDMC)

This council is subordinate to the District Officer and comprises all Agencies as well as recognized NGOs including the representatives to be chosen by the District Officer from the Advisory and Provincial Councils. Its central role is to direct and coordinate the emergency operation at the District level.

It will be compulsory for all Agencies to provide support, make available required personnel and material resources and carry out required tasks for the District Officer and the DEOC during the emergency period. The Agencies must also produce detailed plans for their specific areas of responsibility for vetting and adoption into the overall District Disaster Plans.

To ensure smooth coordination and cooperation, there shall be constant inter-personal liaison between the District Officer and the Heads of all Agencies. Resolutions will be sought at meetings of the District Disaster Management Council as and when the need arises. NGOs shall be required to produce their own operational plans. Their activities shall be subject to coordination by and reporting to the District Officer. The District Officer and the DDMC must collaborate and contribute to the ongoing disaster management policies directed by NDMC or initiated by the NDMO.

NON-GOVERNMENTAL ORGANISATIONS

The role of NGOs is recognized as a valuable contribution to disaster preparedness, relief and rehabilitation. The over-riding principle and national policy with respect to participation by NGOs in disaster operations is that they must have a proven capability and that they must function as part of their respective Disaster Management Councils.

The independent and preferential distribution of assistance by an NGO without the authority of DISMAC will not be tolerated; assistance is to be shared equitably throughout the affected area.

There are 170 registered NGOs throughout Fiji. They are mostly, but not totally, coordinated either through the Fiji Council of Social Services or the Fiji Red Cross. The latter is an integrated entity in itself and operates autonomously as part of the worldwide Red Cross network. Despite this autonomy they are to subordinate to the NDMC and their efforts are to be coordinated by the National Disaster Management Office.

NGOs that wish to take part in emergency operations or relief and rehabilitation should coordinate all their activities with the respective Disaster Controllers. The Divisional Commissioners and District Officers are to ensure that NGOs support is properly coordinated.

In general, the activities and responses of NGOs at the Divisional and District levels should be well coordinated by the Commissioners and District Officers. Effective with the issue of this plan, respective Commissioners and District Officers are directed to include any, and/or all, NGOs in their areas in their DMCs, using their individual judgment as to the validity of such members' participation which will in turn depend on an NGO's capability to assist.

Notes

Principle Roles & Responsibilities of Agencies

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Principle Roles & Responsibilities of Agencies

Section Three outlines the key roles and responsibilities of Agencies. These should be used by the respective Agencies as an overall guidance and framework for the preparation of their own disaster plans covering their specific areas of operation.

All agencies have the following general roles and responsibilities in relation to natural disasters:

- a. Prepare operational disaster plans and submit these to the National Disaster Controller for vetting and inclusion in the separate volume titled "**Disaster Plans for Other Agencies.**"
- b. Ensure that adequate preparedness measures are taken at any stage to protect the assets that are under responsibility of the Agency.
- c. Inform personnel on preparedness and emergency arrangements.
- d. Contribute to the implementation of disaster prevention, preparedness and mitigation policies as decided by the National Disaster Management Council.
- e. Cooperate with Disaster Controllers at National, Divisional and District levels during all emergency operations.
- f. Fully inform the NEOC on damage to assets under the responsibility of the Agency.
- g. Nominate a senior officer as Disaster Service Liaison Officer (OSLO) for liaison purposes in disaster management.
- h. Coordinate the preparation of disaster rehabilitation plans with NOMO.
- i. The head of the Agency, in the case of a Ministry the Permanent Secretary, to be member of the National Disaster Management Council (NDMC).

In addition to these general roles and responsibilities of Agencies, additional specific roles and responsibilities are required from the agencies as described in this section.

Finance Support Services

MINISTRY OF FINANCE

- a. Responsible for issuing specific financial instructions and/or procedures to Ministries/Departments for the maintenance of essential supplies and services and to ensure that the fastest possible approval machinery is in place for the disaster emergency operations, relief and rehabilitation. Such instructions should be updated yearly before the onset of the cyclone season, preferably during the month of September.
- b. Ensure that laid down accounting procedures and financial instructions as in item (a) above are strictly observed by Ministries/Departments and updated from time to time.
- c. Responsible for ensuring that Ministries/Departments have adequate financial resources to meet their obligations in emergency operations.
- d. Issue appropriate instructions to Ministries/Departments for the release of government vehicles for emergency operations before the onset of the cyclone season.

DEPARTMENT OF CUSTOMS & EXCISE

Facilitate entry of all official disaster assistance commodities and waive customs and excise duties, where appropriate.

DEPARTMENT OF GOVERNMENT SUPPLIES

FOOD & SUPPLIES STOCK CONTROL

Before the onset of the cyclone season, preferably during the month of September:

- a. to ensure that a reasonable amount of essential items, viz: tents, blanket and food for emergency relief purposes can be made available for immediate issue if the situation demands.

- b. Liaise with charitable organisations and determine supplies available from them. These supplies shall be recorded separately if not stored together with Government Supplies.
- c. Ensure that adequate stockpiles are located in selected centres particularly in high risk areas in consultation with the National Disaster Management Office.

Items must be obtained on properly completed requisitions in accordance with Stores Regulations. Unless the disaster situation prevents the delivery of food orders, approval may be conveyed by telephone or other means for the acquisition of goods from local sources. Any requests by telephone shall only be accepted from properly authorised officers.

DONATED FOOD & SUPPLIES

All relief stores donated by other governments or donor agencies will in the first instance go to COGS. Such stores will be kept separately on inventory and proper records maintained of issue. Distribution of these relief supplies will be done under responsibility of the National Disaster Controller.

Stores for comfort or temporary shelters such as tents, blankets, etc., shall be held on inventory and issued on requisitions authorized by the National Disaster Controller. No financial adjustments will be made for stores under this category.

STORES ON LOAN

Stores on loan are intended to meet unforeseen needs which also include emergencies. Distribution of these stores, for example for distribution through survey teams, are authorized by the National or Divisional Controller. Stores on loan in the districts will be controlled by the Divisional Commissioners. After the situation reverts to normal, steps should be taken at once to return the items to stock.

TASKING - COGS HEADQUARTERS/LAUTOKA/LABASA

- a. Consult and coordinate with National and Divisional Commissioners the procurement requirement and stock build up policy for essential items like food, fuel, etc.
- b. Issue stock as directed by National and Divisional Commissioner.
- c. Monitor stock issues, update costs and build up stock level again in consultation with National DISMAC.

Infrastructure & Functional Support Services

MINISTRY OF AGRICULTURE, FISHERIES & FOREST

- a. Advise on matters relating to crops preparedness and mitigation measures. Advise on best methods to safeguard crops, livestock, equipment, plants, etc from effects of disasters.
- b. Undertake in the quickest possible time survey and assessment of damage to crops, pine forests, livestock, etc; and that such information should be forwarded to National DISMAC without delay.
- c. Determine the availability of food crops after a natural disaster, determine the duration of shortfall and quantity and duration of relief supplies needed
- d. Render appropriate advice and assistance to disaster victims whose crops, live stock and equipment may have been damaged or destroyed.

MINISTRY FOR PUBLIC WORKS

- a. Provision of engineering assistance where necessary to other agencies facilities, properties, etc, before the onset of the cyclone season.
- b. Establishment of a flood forecasting and warning centre responsible for issuing appropriate flood warnings for the country well in good time and monitoring the flood situation in consultation with National DISMAC.
- c. Take all necessary steps to ensure the safety of all plants, properties, facilities and engineering resources.
- d. Establishment of Emergency Centres in all the divisions who shall maintain regular contact with the various Divisional Emergency Operations Centres on matters relating to damage to infrastructural facilities such as roads, bridges and major installations and disruption to services provided by such facilities installations as well as their restoration.
 - e. Provision of engineering resources to meet other emergency work as required by the Disaster Controller during the emergency operation.
- f. Provide NEOC with an initial report on the extent of damage to properties, facilities, major installations etc. within 48 hours from the time the disaster; provide updates on damage reports as information comes available.

MARINE DEPARTMENT

- a. All marine vessels should immediately seek safe shelter once a strong wind warning is issued by the Weather Office.
- b. Inform National DISMAC of vessels position daily during emergency operations. Vessels are placed on immediate standby for emergency response tasking.
- c. All vessels deployment during the emergency operations shall be undertaken in consultation with National DISMAC.

FISHERIES DEPARTMENT

- a. Provision of boats and personnel where necessary.
- b. Provide support staff to DISMAC operations.

FIJI ELECTRICITY AUTHORITY

- a. Ensure, as a disaster preparedness measure, that power lines and other installations are kept clear of trees and other possible obstructions to power supplies.
- b. Maintain power supplies at best possible level during emergency situations.
- c. Implement public safety measures in areas of danger caused by damage to plant, installations and equipment.
- d. Restore disrupted power supplies in accordance with priorities.
- e. Provide NEOC within 48 hours after the disaster a full report of damage to facilities and services including costs and restoration programme.

FIJI POSTS & TELECOMMUNICATIONS LTD

PRE DISASTER ACTION

- a. The direct teleprinter link between National DISMAC and the FPTL Emergency Control Centre shall be checked once a week to ensure it is operational and such tests shall be entered in the Log Book.
- b. The Hotline that links up with National DISMAC shall be serviced regularly and must be fully operational at all times.

- c. Radio check should be carried out at least once a week during the cyclone season between the P&T Emergency Controller Centre and the DISMAC network.

EMERGENCY OPERATIONS

In the event of an impending disaster, FPTL shall set up a Central Reporting Centre in Suva which is to be called FPTL Emergency Control Centre. Other Control Centres will be set up in the Western, Northern and Central/Eastern divisions. These Emergency Control Centres have the following functions:

- a. To provide National DISMAC with accurate information about the state of telecommunications and Company property and facilities.
- b. To relay relevant information received such as damage reports from outlying islands to the National DISMAC in the quickest possible manner.
- c. To constantly update damage reports and restoration costs of FPTL properties and facilities for the information of National DISMAC.
- d. To provide effective telecommunication link and backup services to the DISMAC agencies involved in the emergency operation.
- e. To ensure that services are restored in the affected areas as soon as possible.

SUDDEN DISASTERS

In the event of a sudden disaster *e.g.* earthquake, the Suva Radio 3DP staff on duty at the time will man the Central Emergency Control Centre, to receive reports, etc., until such time as the Emergency Control Centre staff are in a position to handle the operations.

EXECUTION OF TASKS

FPTL Emergency Control Centres shall be activated immediately when an alert is given for an impending disaster event such as flood or cyclone; this shall be done in consultation with NDMO.

In the course of the emergency operations, FPTL shall carry out a roll call on all RT Operators at least once a day and this will be further transmitted to National DISMAC through the direct teleprinter link or Hotline. Divisional Control Centres shall arrange contacts between Divisional DISMACs and the various RT Operators in those divisions if need be.

If the situation warrants, National DISMAC shall contact RT operators direct through it's own radio network with FPTL providing the necessary linkage.

The Central Emergency Control Centre shall be disbanded in consultation with National DISMAC.

RESTORATION OF SERVICES

During the emergency stage, FPTL shall liaise with National DISMAC on the state of FPTL facilities particularly in the outlying islands and the restoration of services such facilities provide.

FPTL will as soon as possible, provide an initial report of damages in all the Divisions together with estimated costs and timing of restoration of services. This report must be hand delivered or sent by facsimile to the Head of NEOC and must be submitted within 48 hours after the disaster event.

DEPARTMENT OF LANDS

- a. Provide maps and charts as may be needed by DISMAC.
- b. Undertake aerial photographic survey immediately after a disaster the result of which to be relayed to relevant agencies to facilitate damage assessment and analysis in their respective fields of interest.

DEPARTMENT OF METEOROLOGY

- a. Compile, update and advise on procedures for the issuance of Tropical Cyclone Alerts/Warnings as appropriate before the official start of the cyclone season (Nov 1).
- b. Issue alerts/warnings for tropical cyclones (high winds, heavy rain and storm surge) as warranted. This will be in the form of Special Weather Bulletins (SWB). Alerts shall be issued about 36-48 hours before the likely onset of gales or stronger winds. Warnings shall be issued when there is expected occurrence of gales or stronger winds within 24 hours.
 - c. Also ensure that formal announcement is made once it is all clear. Advise NDMC and other relevant authorities of the issue of the first SWB containing alert or warning.
- d. Prepare a report on each cyclone for the information of NDMC as soon as possible after the passage of the cyclone.

DEPARTMENT OF MINERAL RESOURCES

- a. Provide information and advice to NDMC on matters pertaining to earthquake, tsunami and landslides.

- b. Issue tsunami warning messages for the country as soon as practicable.
- c. Recommend evacuation where necessary in areas highly prone to landslides.
- d. Conduct public education and information programmes on earthquake, tsunami and landslide hazards where appropriate.

Administrative Support Services

MINISTRY OF EDUCATION

- a. Incorporate in the school curricula elementary disaster related information programme as advised by the National Disaster Management Office.
- b. On receipt of official warning, schools are to be closed and the safety of school children promptly attended to.
- c. Before the onset of the cyclone season, to make available school buildings and facilities ready to be used, where necessary, as Evacuation Centres for disaster victims, in consultation with District Officers.
- d. Reopening of schools is subject to consultation with National DISMAC.

MINISTRY OF FOREIGN AFFAIRS

- a. Control and maintain procedures on international assistance arrangements.
- b. Provide liaison channel for all overseas involvement in post disaster relief and rehabilitation assistance in conjunction with Ministry of Finance and Department of Regional Development.
- c. Process through diplomatic channels, offers of and requests for overseas disaster assistance. Maintain Guideline on International arrangements concerning International Disaster Assistance.

MINISTRY OF HEALTH

- a. Undertake public education programme on health and hygiene relating to natural disaster.
- b. Provide statistical information concerning vulnerable groups, i.e. lactating mothers, children under five (pre-schoolers), etc.

- c. Provide full assessment on patient's condition for medical evacuation consideration.
- d. Provide emergency medical treatment of disaster victims and subsequent hospitalisation if necessary.
- e. Provide medicine, other medical supplies and equipment.
- f. Institute preventive and curative measures to check and control occurrence and spread of disease.
- g. Maintain sanitary conditions in disaster affected areas.
- h. Check quality of water supplies in disaster affected areas.
- i. Recommend evacuation as necessary and advise on medical resources to cover evacuation requirements.
- j. Provide field hospital and resources at the disaster site, if necessary.

PUBLIC SERVICE COMMISSION

- a. Issue appropriate Circular to all Ministries/Departments regarding release and enlistment of public servants for DISMAC duties before the onset of the cyclone season.
- b. Arrange for the release of public servants from official duties in the event of an impending disaster as well as their return to duty, and inform through radio broadcast as appropriate.

MINISTRY OF URBAN DEVELOPMENT & HOUSING

- a. Coordinate activities of Local Government Councils.
- b. Provision of personnel and other resources, as required.

DEPARTMENT OF WOMEN & CULTURE

- a. Under normal circumstance shall liaise with relevant community groups on appropriate disaster preparedness education.
- b. Coordinate the involvement of Women's groups in post-disaster work in liaison with the Disaster Controller.

Media Services

MINISTRY OF INFORMATION

- a. Provide factual reports and pictorial coverage of natural or man-made disasters in Fiji where DISMAC is involved.
- b. Provide liaison officers to work on a 24 hour duty roster as part of the National and Division Emergency Operation Centres (NEOC and DivEOC) as soon as an emergency operation is started.
- c. All radio messages, except urgent warnings as stipulated in Section Four, should be cleared by NEOC by the Information Liaison Officer prior to broadcasting by the two local Radio Stations.
- d. Immediately after a disaster, whenever possible, a trained reporter /photographer would accompany whatever official that goes out on the first reconnaissance – if this is an aerial reconnaissance. The task of the reporter / photographer is to furnish the National DISMAC and other interested parties with an eyewitness report accompanied by photographs as soon as possible.
- e. Maintain a reporting and photographic presence in the affected areas for as long as it is considered desirable.
- f. Disseminate disaster preparedness information and campaigns.

FIJI BROADCASTING COMMISSION & FM 96

- a. Provide necessary support in promoting disaster related public awareness as directed by NDMO.
- b. Broadcast warning and public information as required by National Disaster Plan.
- c. Maintain broadcast capability on 24 hour basis during disaster periods, as notified by NEOC.
- d. Advise the public on precautionary measures to take in times of disaster as directed by NEOC.

Disciplined Services

FIJI MILITARY FORCES

- a. Provide a liaison officer to NEOC from the start of the emergency operation.
- b. Provision of communications equipment and appropriate personnel to the
Emergency Operation Centres at the National, Divisional and District levels.
- c. Provision of helicopter for medical evacuation, search and rescue, etc.
- d. Provision of vehicles for general tasking.
- e. Provide engineers to attend relevant tasks such as temporary bridging, etc.
- f. Supply medical team to attend relevant tasks.
- g. Supply tentage, catering staff etc to evacuation centres as and when required.
- h. Provide engineering plant and operators to carry out debris clearance, etc.
- i. Provision of additional manpower to provide urgent support under the District Officers.

POLICE FORCE

- a. Provide liaison officers to NEOC immediately when a Cyclone Warning is issued.
- b. Maintenance of law and order and protection of life and property;
reinforcement of critical areas as necessary in times of disaster.
- c. Assist survey and assessment as required by Disaster Controllers.
- d. Undertaken and coordinate land search and rescue operation.
- e. Control movement in disaster areas and operational key points.
- f. Assist evacuation operations as required by NEOC.
- g. Develop disaster-related training within the Police Force.
- h. Attend to deaths and injured and take action as appropriate.
- i. Assist distribution of relief supplies and provide escort to accompany supplies
to intended destinations.

FIJI NAVAL DIVISION

- a. Provide Liaison Officer to NEOC immediately a Cyclone Warning is issued until such time the emergency operations is over.
- b. Provide ships to undertake specific tasks. Whilst in the outlying islands the ships will provide accommodation to work party and communications between:
 - 1) outer islands and Suva;
 - 2) Fiji and other countries;
 - 3) ground/ sea parties and search aircraft in the event of search and rescue operations.
- c. *Specific assistance includes:*
 - Provide search and rescue teams.
 - Provide diving teams.
 - Communication with aircraft on DISMAC duties.
 - Provide transport for emergency ration and other relief supplies.
 - Assist in medical evacuation missions.
 - Provide limited first aid assistance.
 - Provide limited repair facilities for shore and marine machinery.
 - Render salvage assistance where necessary to beached or sunken vessels.

PRISON DEPARTMENT

- a. Provide a group of prisoners for road clearing, animal carcass disposal, etc. as required by the National Disaster Controller.
- b. Supply manpower for assistance in burial and cremation activities as required by the National Disaster Controller.
- c. Assist in any other work that may be required by the National Disaster Controller.
- d. Utilisation of the above services/resources shall be authorised by the National Disaster Controller in consultation with the Commissioner of Prisons.

Other NGO & Local Government Support Services

FIJI COUNCIL OF SOCIAL SERVICES

The Fiji Council of Social Services provides training programmes for local NGOs working in pre- and post-Disaster activities. It acts as a coordinating body for member agencies at both the national and local level, and as a conduit for the funding of activities at the local level.

FIJI RED CROSS SOCIETY

- a. Assist in public awareness campaign and training through branch officials and national headquarters.
- b. Assist in post disaster survey and assessment particularly in the area of welfare services in liaison with Disaster Controllers.
- c. Issue clothing and basic household items such as cooking/eating utensils and provision of emergency shelter such as tarpaulin if available.
- d. Seek assistance from the International Federation of Red Cross and Red Crescent Societies for international relief when required.
- e. Devise and undertake other relief measures as appropriate in coordination with Disaster Controllers.
- f. Ensure adequate supply of blood is available. g. Assist in tracing of missing persons.

LOCAL GOVERNMENT SUPPORT TO EMERGENCY OPERATIONS

To ensure effective coordination and liaison, there should be a close association and interdependence between the district DISMAC and the local government Council(s) in the district. The District Disaster Management Councils will liaise with Local Government Councils providing whatever support possible. On the same token local government councils should coordinate and liaise with District Officer and support emergency operations where necessary.

LOCAL GOVERNMENT COUNCIL EMERGENCY COMMITTEE

Each Local Government Council shall establish an Emergency Committee. This should be done in consultation with the appropriate District Officer because of the need to include representatives of other Ministries/Departments in the Committee.

The Mayor or his Deputy as Chairman and responsible for overall direction and coordination. The Town Clerk as Secretary/Coordinator. Members to include local government officials such as health inspectors, town engineer and representatives of voluntary/service groups and Non-Governmental Organisations such as Fiji Electricity Authority, Fiji Posts and Telecommunications Ltd and other agencies such as Red Cross and Saint John Ambulance Brigade. Representatives of relevant government Ministries/Departments may be co-opted to the Committee at the discretion of the Chairman.

RESPONSIBILITY

The Emergency Committee is responsible for any relief work, clearance of debris/roadblocks, restoration of essential services, etc., caused by natural disasters that occur within its boundaries.

The Emergency Committee will prepare a plan for its disaster response activities. This plan will include arrangements for coordination of activities and will specify resources available to the committee.

Whenever the magnitude of the disaster is such that the Committee cannot cope, under the terms of this Plan, the District Disaster Management Council is to provide the necessary support. Government therefore is obliged to maintain essential services, etc, and provide the means to deal with the emergencies.

EMERGENCY COMMUNICATIONS

The Committee is to have radio telephone capability at its operations room to ensure communications with DISMAC is not disrupted.

COUNCIL RESOURCES

Before the onset of the cyclone season Local Government Councils will provide District Officers with an inventory of resources under their disposal and lists of contact officers with full details.

NGO Support to Disaster Management Activities & Programmes

ORGANISATION

Non-Government agencies involved in disaster management activities and programmes are to seek effective and efficient coordination of their activities. To this end, the Fiji Council of Social Services is represented at the National level in the Disaster Management Council and is responsible for coordinating NGO support to the government's disaster management activities. At the Divisional and District levels, NGOs will coordinate their activities through the local Council of Social Services. The local Council of Social Services will deal directly with the Commissioners and District Officers and coordinate all their support through these offices. During emergencies, all operational activities will be coordinated by the District Officer.

PLANNING

NGOs and their coordinating bodies are to prepare plans for their disaster response activities. These plans will outline the type and form of assistance that the NGO will provide and specify coordination arrangements with non-government and government activities in emergency operations, relief and rehabilitation.



NGOs and their coordinating bodies play a very meaningful role in the support of disaster relief, for example fundraising, relief distribution and improvement in living conditions of disaster victims.

SUPPORTING ACTIVITIES

NGO assistance to disaster management related activities is summarised as follows:

Prevention/Mitigation

- a. Community education_such as house construction and crop cultivation.
- b. Implementation of development projects_incorporating prevention and mitigation measures.
- c. Information dissemination_

Preparedness

- d. Community education, for example, self-help measures, avenues of assistance and warnings.
- e. Maintaining close consultation and liaison with District Officer_
- f. Production of organisational plans and organizing exercises with other NGOS and government to test the effectiveness of the Plan.
- g. Stockpiling relief supplies.

Emergency Response

- h. Assessment and reporting of needs.
- i. Assistance with search and rescue.
- j. Provision of relief assistance to vulnerable groups such as children the disable, aged or infirm and homeless.
- k. General cleaning up.
- l. Clearance of roads and tracks.
- m. Counseling.
- n. Distribution of emergency assistance.
- o. First Aid.
- p. Help with evacuation.
- q. Information dissemination.
- r. Pastoral care and comfort.
- s. *Provision of:* emergency shelter, shelter materials, clothing, household items, food, water, organised volunteer labour, medicine, comfort, evacuation centres, temporary storage, transport and tracing services.

Rehabilitation

- t. Assessment and reporting of needs.
- u. *Assistance with specific recovery programs such as:* rehousing, replanting, rebuilding, small industries, health, feeding programs and repairing.
- v. Counseling.
- w. Encouraging self-help programmes.
- x. Information dissemination.
- y. Pastoral care.
- z. Regular distribution of relief items.

Notes

SECTION FOUR

Emergency Operations

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Emergency Operations

This part of the plan describes the actions and arrangements immediately before, during and immediately after the disaster. During this emergency stage, the primary concern is to protect life and property, the restoration of essential public services and to provide immediate relief to victims of disaster.

Period of Emergency Operations

Emergency Operations are initiated by the National Disaster Controller who is the Permanent Secretary for Regional Development. Divisional Commissioners can initiate an emergency operation in their area of responsibility after informing the National Disaster Controller. The National Disaster Controller is responsible for advising the Chairman of the National Disaster Management Council (Minister for Regional Development) when the disaster situation should cease to be dealt with under the operational terms of this part of the plan, and when the remaining relief, rehabilitation and other needs can be covered under the normal systems and processes of Government, as described in Section Five. Should the emergency operations period exceed two weeks, approval is needed from Cabinet.

State of Emergency

It is not necessary to have an official declaration of a state of emergency before an emergency operation can be initiated. The State of Emergency can be declared by the Prime Minister or the Minister for Regional Development for the whole country or parts of the country. This Declaration activates or formalizes special emergency regulations to enable the Government to cope with a situation in which there are serious threats to human life and well-being or in which people are unable to meet their basic survival needs. The situation where a state of emergency has not or not yet been declared does not in any way restrict the viability of the provisions of this plan.

Operational Command & Coordination

When emergency operations are initiated, the National Disaster Controller will be in overall command. He will exercise this command in close cooperation with the Emergency Committee of the National Disaster Management Council (NDMC-EC). The Minister for Regional Development will be fully informed by the National Disaster Controller and will provide policy guidance to the emergency operation. At Division and District level, the Divisional Commissioner and the District Officer are in control of the emergency operation as Divisional and District Officer respectively.

During emergency operations, the government resources are at the disposition of the National Disaster Controller. This means that all Agencies, including the Disciplined Forces, are subordinate to the Disaster Controllers at their respective levels. In addition, Agencies will have their own responsibilities for specific tasks within the emergency arrangement, as outlined in the Agency Disaster Plans.

Warning Arrangements

It is not always possible to predict the phenomena likely to cause natural disasters. However, in general terms, cyclones, floods, some tsunamis should be predictable. In the case of earthquakes, little warning time is likely. Knowledge on the factors that trigger landslides in Fiji is increasing but has not yet resulted in operational warnings.

More information on processes and procedures involved in warning arrangements is contained in Appendix B. Drought conditions develop slowly and can be watched over weeks or months of deficient rainfall. This is not covered under the warning arrangements described here.

The agencies most likely to originate warnings applicable to this plan are:

- Fiji Meteorological Services Tropical Cyclone Warning Centre, Nadi TCWC.
(tropical- cyclones)
- Regional Meteorological Centre, Wellington, New Zealand. *(tropical cyclone warning as backup to Nadi TCWC)*
- Fiji Meteorological Services, Nadi TCWC. *floods related to tropical cyclones)*
- Public Works Department, Suva *floods in general)*
- Mineral Resources Department, Suva. *(earthquakes and possible aftershocks or tsunamis, landslides)*
- Any government or non-government agency.
- Members of the public.



FEA linesmen restore essential public service after the disruption by Cyclone

A key principle to the operation of this plan is that the relevant warning information must be passed as soon as possible to Ministers, officials and others who hold key decision making and associated responsibilities.

The relevant warning information is passed onto:

- Minister for Regional Development
- Members of the Emergency Committee of NDMC
- National Disaster Controller
- National Disaster Management Office
- National Emergency Operations Centre (when activated)
- Commissioner of Police
- Divisional Commissioners
- Department of Civil Aviation
- Department of Marine
- Fiji Defense Forces

Agencies responsible for public broadcast of warning information:

- Fiji Broadcasting Corporation
 - Private broadcasting organizations

PUBLIC BROADCAST & DISSEMINATION OF WARNINGS

Special weather bulletins and other weather information is to be disseminated directly to the media for immediate broadcast to the threatened community. Similarly, warnings related to tsunamis and earthquakes are to also be disseminated directly to avoid losing valuable time. Flood warnings issued by the Meteorological Office or the Public Works Department should also be broadcast directly. All other warning information is to be cleared by the National Emergency Operations Centre, once it is activated, or by the National Disaster Management Office.

Operational Activities at the National level

The major and primary operational action carried out from national level is to exercise overall command and coordination especially to provide maximum operational support to the stricken area.

In addition, the following actions will also be normally required during the emergency stage:

- a. **Survey and assessment:** If necessary, arrangements will be made by the National Controller for aerial survey of the disaster area by employing government or chartered local aircraft or by seeking assistance from overseas sources.
- b. **Urgent support personnel and equipment:** As required by the situation, the National Controller will make arrangements for the allocation of support personnel and equipment. In particular, he will make arrangements for urgent medical personnel and equipment, for other specialist support, safeguarding of communications with the stricken areas and the allocation of military staff for emergency tasks.
- c. **International assistance:** During the emergency stage, all international assistance will be coordinated by the National Disaster Controller and requested the Minister of Foreign Affairs.

Operational Activities at Divisional/District level

Much of the actual emergency operation is implemented from Divisional and District level. *Under most disaster circumstances, the likely requirements during the emergency operation for the stricken area are:*

- a. **Survey and Assessment:** To make a survey of the area to establish a preliminary assessment of damage, casualties and relief requirements. This preliminary assessment will need to be augmented from follow-up survey(s).
- b. **Rescue:** To rescue persons who may be trapped under debris, isolated by flood waters, or need rescuing for any other reason.
- c. **Treatment and Care of Casualties:** To dispose of the dead, to render first aid and to identify needs in terms of medical treatment, hospitalisation and medical evacuation and to deal with these needs accordingly.

- d. **Clearance and Access:** To clear main roads, airfields and ports in order to allow access to vehicles, aircraft and shipping.
- e. **Communications:** To re-establish essential telephone and radio links.
- f. **Evacuation:** To determine whether persons need to be evacuated from the area immediately; or whether such a requirement is likely to arise later. To carry out the necessary measures for the evacuation.
- g. **Shelter:** To provide temporary shelter for victims whose housing has been destroyed, rendered unusable or unsafe due to the disaster threat.
- h. **Food:** To organise the transport of immediate relief food supplies to evacuees and other disaster victims. To estimate food reserves available (including unharvested crops).
- i. **Water and Power Supplies:** To re-establish water power supplies; or to make temporary arrangements for them.
- j. **Health and Sanitation:** To take measures to safeguard the health of victims and to maintain reasonable sanitation facilities.
- k. **Security:** To maintain law and order and especially to prevent looting and unnecessary damage.
- l. **Other Requirements:** Other requirements, additional to the above, may be identified in varying disaster circumstances.

Survey & Assessment

A key element in the management of emergency operations is the prompt availability of information on damage and relief needs. Survey and assessment provides the National, Divisional and District Officers with the necessary information to plan and implement the emergency operation.

The two vital areas covered by survey and assessment are:

- 1) to identify the impact of a particular disaster, and
- 2) to indicate what needs to be done in terms of emergency response, relief and (later) rehabilitation.

Emergency Operation Centres at National, Divisional and District levels are responsible for the active collection of information for their respective emergency roles. They will make relevant information available to others involved in the

emergency operation. Survey and assessment information will be made available to the controllers at the respective levels at least on a daily basis during the emergency stage.

PREPARED REPORTS

In addition to the daily briefings, the following reports will be prepared at National and Divisional levels during the emergency stage:

1. Initial damage and relief needs assessment (within 48 hours).
2. Relief needs assessment report (within one week).
3. Damage assessment and outstanding relief needs report (within two weeks).

These reports are to be based on information and reports from DOs and survey teams, findings of air reconnaissance and air-ground surveys, information from departments and other information provided to and acquired by the Emergency Operation Centres.

Detailed information on procedures and arrangements for survey and assessment during the emergency stage, is included in Appendix C.

Emergency Communication

Another key issue in the management of emergency operations are adequate communications arrangements, including appropriate backup systems. The communications arrangements for emergency operations are described in Appendix D.

Debriefing & Review

At the end of the emergency operation, the National Disaster Management Office, in cooperation with DSLOs and NEOC, will prepare a debriefing and review of the emergency operation. The report will be submitted to NDMC for its consideration. The report is based on previous reports and relevant observations. The report will include a description of the disaster, an overview of the assistance provided and

recommendations for improvement of the arrangements for the emergency operation. The report further identifies the outstanding relief needs and proposes a strategy for on-going relief supplies for approval by the NDMC.

Summary of Roles & Responsibilities at the National Level

During the emergency stage, roles and responsibilities deviate from the roles and responsibilities under normal conditions. The following summarises roles and responsibilities at the National level during this stage.

NATIONAL DISASTER MANAGEMENT COUNCIL (NDMC)

- Formulate policies for the emergency operation as far as possible during the emergency stage.

EMERGENCY COMMITTEE OF NATIONAL DISASTER MANAGEMENT COUNCIL (NDMC-EC)

- Provide central coordination for the emergency operation.
- Meet during the alert stage to review preparedness arrangements and prepare for coordinated response.
- Meet on a regular basis during the emergency operation to guide and direct the operation.
- Instruct Agencies on the actions to be taken in the emergency operation.

NATIONAL DISASTER CONTROLLER

(Permanent Secretary for Regional Development)

- Assumes control of the emergency operation and provides maximum operational support to the disaster stricken area in close cooperation with the other members of the NDMC-EC.

- Chair meetings of the Emergency Committee of NDMC.
- Direct other government departments to make government resources available for the operation.
- Informs the Chairman of the National Disaster Management Council of the progress of the emergency operation.

NATIONAL DISASTER MANAGEMENT OFFICE

- Coordinates and manages the National Emergency Operations Centre (NEOC), including arrangements for staffing and equipment.
- Serves as secretary of the meetings of the Emergency Committee of NDMC.
- Serves as secretary of the National Disaster Management Council.
- Liaises with DSLOs to inform on decisions taken by the National Disaster Controller and the NDMC-EC.
- Assists the National Disaster Controller in the coordination of the emergency operation.

NATIONAL EMERGENCY OPERATIONS CENTRE

- Serves as the focal point at National level for all disaster related information during the emergency operation.
- Gathers, collates, assesses and circulates information related to the emergency operation.
- Screens and issues disaster warnings and information to the public concerning preparedness and safety.
- Forwards urgent information to relevant Agencies for immediate action.
- Provides operational and logistic support to the emergency operation.
- Prepares daily briefings on the disaster situation to the National Disaster Controller and other relevant parties.
- Prepares damage and relief needs assessment reports.
- Prepares press releases and other information to the general public or specific groups.

DISASTER SERVICE LIAISON OFFICERS

- Serves as the point of contact within each agency for the emergency operation and disaster management affairs in general.
- Makes arrangements for emergency operations of the department in line with decisions of NDMC-EC and/ or instructions of the National Disaster Controller.
- Informs NEOC on Agency emergency operations.
- Provides timely and accurate information on damage and relief needs to the NEOC in line with the Agency's specific responsibilities.

AGENCIES

- Carry out emergency activities to protect life and property, restore essential services and provide, immediate relief in line with the responsibilities of the Agency and its Disaster Plan.
- Carry out additional emergency activities and make available staff and equipment upon request of the National Disaster Controller.

Summary of Roles & Responsibilities at the Divisional & District levels

The roles and responsibilities during the emergency operation can be summarised as follows.

DIVISIONAL COMMISSIONER

(Divisional Commissioner)

- Initiates an emergency operation in one or more Districts or in the whole Division.
- Assumes responsibility for coordination and control of the emergency operation at Division.
- Chairs the Divisional Disaster Management Council.

- Directs other departments to make government resources at Division and District level available for the operation.
- Request relief supplies, equipment, personnel and other support for emergency operations directly from the National Disaster Controller.
- Informs the National Disaster Controller of the progress of the emergency operation.

DIVISIONAL PLANNING OFFICER

- Assists the Commissioner in coordinating the emergency operation.
- Coordinates and manages the Divisional Emergency Operations Centre, including arrangements for staffing and equipment.
- Serves as secretary of the Divisional Disaster Management Council.

DIVISIONAL EMERGENCY OPERATIONS CENTRE (DivEOC)

- Becomes activated by the Commissioner at the start of an emergency operation.
- Serves as the focal point at Divisional level for all disaster related information during the emergency operation.
- Gathers, collates, assesses and circulates information related to the emergency operation.
- Forwards urgent information to relevant Agencies for immediate action.
- Provides operational and logistic support to the emergency operation.
- Prepares daily briefings on the disaster situation to the Divisional Commissioner, NEOC and other relevant parties.
- Prepares damage and relief needs assessment reports.

DIVISIONAL DISASTER MANAGEMENT COUNCIL

- Meets during the alert stage to review preparedness arrangements.
- Meets on a regular basis after the disaster on request of the Divisional Commissioner to coordinate the emergency operation.
- Informs the Council on Agency emergency activities in the Division and at District levels.

- Makes arrangements for emergency operations of the department in line with decisions of the Council and/ or instructions of the Divisional Commissioner

AGENCIES (Division & District)

- Carry out emergency activities to protect life and property, restore essential services and provide immediate relief in line with the specific responsibilities of the Agency and its disaster plan and in coordination with the Divisional Commissioner.
- Carry out additional emergency activities and make available staff and equipment upon request of the Divisional Commissioner or District Officer.

DISTRICT OFFICERS

- Assumes responsibility for coordination and control of the emergency operations at District level.
- Chairs the District Disaster Management Council.
- Carries out a survey to establish a preliminary assessment of damage, casualties and relief needs.
- Informs the Divisional Commissioner on damage, casualties, relief needs and required external assistance to cope with the emergency.
- Coordinates and manages the District Emergency Operations Centre.

DISTRICT EMERGENCY OPERATIONS CENTRE

- Becomes activated by the District Officer at the start of an emergency operation
- Serves as the focal point at District level for all disaster related information during the emergency operation.
- Gathers, collates, assesses and circulates information related to the emergency operation.
- Forwards urgent information to relevant Agencies for immediate action.
- Provides operational and logistic support to the emergency operation.
- Prepares daily briefings on the disaster situation to the District Officer, DivEOC, NEOC and other relevant parties.
- Prepares damage and relief needs assessment reports.

DISTRICT DISASTER MANAGEMENT COUNCIL

- Meets during the alert stage to review preparedness arrangements.
- Meets on a regular basis after the disaster on request of the District Officer to coordinate the emergency operation.
- Informs the Council on Agency emergency activities in the District.
- Makes arrangements for emergency operations of the department in line with decisions of the Council and / or instructions of the District Officer.

Notes

Relief & Rehabilitation



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Relief & Rehabilitation

Primary concern of the stage following the emergency operation is to provide ongoing relief to disaster victims, carry out detailed damage and needs assessments and prepare and implement programmes to rehabilitate the country after the disaster, including where possible, measures to reduce vulnerability of communities.

The relief and rehabilitation stage starts at the end of the emergency stage described in Section Four and, depending on the extent of the disaster, can take up to



Primary concern of the stage following the emergency operation is to provide ongoing relief to disaster victims.

Above: A medical officer treats a victim's injuries.
Above right: Stranded victims of a disaster await transport across the Ba River.

Right: School authorities of Loreto Primary School view the damaged school building after Cyclone Kina.



six months or more. Assessments and relief operations already start during the emergency operation.

The ongoing relief assistance to the communities continue to be dealt with under responsibility of the Minister for Regional Development through the National Disaster Controller, NDMO, Divisional Commissioners and District Officers. When required, the NDMO will liaise with OSLO officers for coordination of ongoing relief assistance. As stipulated in Section Four, NDMO will prepare a plan for ongoing relief assistance which will be submitted to NDMC.

Rehabilitation activities are in principle carried out within normal government procedures and regulations, but with specific coordination, funding and project approval arrangements. The National Disaster Management Office will coordinate the preparation of a rehabilitation programme under responsibility of NDMC. The Council will advise Cabinet on the approval of the rehabilitation programme.

This part of the plan describes principles, activities and responsibilities for disaster relief, both during and after the emergency stage, and post-disaster rehabilitation activities.

Principles for Relief & Rehabilitation

The role of the Government of Fiji in the relief and rehabilitation of the impacts of natural disasters, is based on the following principles:

1. The Government is committed to provide relief assistance after natural disasters to fulfil the urgent needs of disaster victims in as far as these needs cannot be met by the communities themselves; government relief assistance supplements community efforts; it should not replace them.
2. The distribution of disaster relief supplies will be based on real, identified needs; relief supplies will be purchased locally at market value when possible.
3. The distribution of relief supplies will take place in an orderly and equitable manner, under responsibility of the District Officers.
4. The supply of relief goods should not in any way slow down or hamper rehabilitation efforts of communities.
5. Rehabilitation after natural disasters should in first instance be based on the principle of self reliance.
6. Public sector rehabilitation efforts after natural disasters will cover rehabilitation of public sector assets as well as support to communities and the private

sector in as far as community and private sector efforts cannot provide effective rehabilitation.

7. Public sector rehabilitation efforts will be based on full assessment of the impacts of the disaster, including direct and indirect effects. Government efforts will be based on a comprehensive plan, integrating all sectoral rehabilitation activities and special programmes. This plan will be drawn up under responsibility of the NDMC.
8. The Government stresses the importance of adequate disaster preparedness measures by communities as well as the public and private sector. With adequate disaster preparedness, the Government will be able to better address needs, both in disaster relief and in rehabilitation.

Disaster Relief Assistance

Disaster relief assistance is the assistance provided by or through Government or recognised NGOs to fulfill urgent needs of disaster victims and restore essential services. Disaster relief assistance is provided during the emergency stage and beyond that stage until communities have restored their self-reliance.

The term 'urgent needs' includes the following:

- Food
 - Temporary shelter
 - Basic clothing
 - Basic household utensils necessary for food preparation
 - Access to safe water
- Living conditions that do not give rise to disease
- Medical attention/first aid



Above: Villagers queue up at the office of the Navua District Officer to request Relief Assistance after Cyclone Kina.

Right: Rations are unloaded after Cyclone Kina at a Navua school for storage before distribution.

TYPES OF DISASTER RELIEF ASSISTANCE

Disaster relief assistance includes the following types of assistance:

1. **Materials and equipment:** required to effectively carry out the emergency operation, including the restoration of essential services.
2. **Immediate relief assistance:** Assistance provided to fulfill the urgent needs of evacuees and heavily affected people during the emergency stage.
3. **On-going relief assistance:** Assistance provided to the affected population to bridge the period between the disaster and the moment that communities have regained self reliance.

MATERIALS & EQUIPMENT

In principle the District Officer will have basic materials and equipment at his disposition through preparedness arrangements with the Agencies. However, additional materials and equipment may be required due to the nature or intensity of the disaster. The need for such equipment and materials should be clear from the damage and needs assessment reports prepared at the District level. The District Officer can request such relief assistance through the Division.

The Agencies should also have basic materials and equipment readily available for the emergency operations in line with the Agency Disaster Plan. However, additional equipment and materials may be required for the restoration of essential services and other key activities during the emergency stage. These can be supplied as part of the disaster relief assistance through the National Disaster Controller. The initial damage and needs assessment report, to be submitted by the Agency within -- 48,

hours of the disaster, will indicate the need of such relief assistance. Relief assistance may include the re-stocking of damaged medical supplies and supplies related to the urgent needs of the population.



Above: Assistance provided by New Zealand and Australian helicopters greatly eased the work of DISMAC in providing relief assistance.

Right: Cyclone Kina victims await the distribution of relief rations.

In exceptional circumstances, the need for materials and equipment for a successful emergency operation may be very extensive. The National Disaster Controller, in close cooperation with the Emergency Committee of NDMC, will in such case decide on the strategy to be followed.

IMMEDIATE RELIEF ASSISTANCE

Immediate relief assistance to disaster victims in designated evacuation centres only to be provided under the responsibility of the District Officer. The District Officer will identify the population in need for such assistance as soon as possible. The initial damage and needs report to be submitted by the District Officer within 48 hours of the disaster, will include a first estimate of the population in need and the type of assistance required. The information will be updated when more information becomes available through the assessments.

The proposed distribution of immediate disaster relief assistance is to be approved by the National Disaster Controller. Relief supplies will be disbursed by the National Disaster Controller, in consultation with the Emergency Committee of NDMC. Logistic support, including aircraft, trucks and manpower will be provided, subject to availability, by the Divisional or National organisation when required in the local situation.

In the identification of required assistance for immediate relief, the District Officer will in particular evaluate the following points:

- Number of evacuees and the availability of food in the evacuation centers.
- The availability of food in communities, including crops that can be salvaged, and the remaining people in need for immediate relief food supply.
- The number of families whose houses have been damaged and destroyed and the subsequent need for temporary shelter.
- The number of people affected by unsafe water conditions and the local availability of water containers.
- The need for household utensils and basic clothing following the people who lost these belongings.

Two Agencies have specific responsibilities in relation to the urgent needs of the population after natural disasters. The Public Works Department assumes responsibility for the provision of access to safe water, including the management of an emergency water supply operation, the distribution of containers and other measures. The **Health Department** takes appropriate measures to ensure that environmental conditions are such that these do not give rise to increased health risks.

Both Agencies work very close with the District Officer to meet these urgent needs of the affected population.

It is stressed that relief assistance is provided on the basis of urgent needs and that communities are expected to be self-reliant to the extent possible. This includes the salvation of damaged food crops, the retrieving of household goods and belongings and the solidarity and mutual assistance within communities.

ON-GOING RELIEF ASSISTANCE

Disaster relief assistance will in many cases have to be provided beyond the emergency stage. The Emergency Committee of NDMC will decide on a strategy for ongoing relief assistance on the basis of a report prepared and submitted by NDMO at the end of the emergency operation. The strategy proposed by NDMO will be based on available reports on damage and relief needs and take into account the disaster relief assistance provided during the emergency operation.

The implementation of disaster relief assistance beyond the emergency operation will be coordinated by NDMO and implemented through the Divisional Commissioners and the District Officers. NDMC will decide on operational and logistic support for these activities upon recommendation of NDMO.

The basic aim of ongoing disaster relief assistance is to provide for the urgent needs of communities and individuals until they have regained their self-reliance. It bridges the gap *e.g.* in subsistence farming areas between the destruction of crops and the availability of new crops. Disaster relief assistance should not in any way reduce or slow down communal and individual activities to regain self-reliance. Such disaster relief assistance is considered counter productive and should be halted.

FOOD RELIEF ASSISTANCE

Disaster relief assistance in the form of food will be supplied on an equitable basis to people that are not able to meet their own needs and cannot be supported by their respective communities to fulfil those needs. Communities and individuals are expected to take adequate preparations before disasters to ensure the availability of food after the disaster, and to recover, to the extent possible, damaged food crops for consumption.

In general, there is at least some food available after cyclones to cover immediate food needs. Food relief supply may not be needed until as long as eight weeks after the cyclone, depending on the situation. The strategy for relief food supply will take fully into account a realistic assessment of the available foodcrops after the disaster. Individuals and communities are expected to take all necessary actions to regain their self-reliance in terms of food as soon as possible. Even then, especially in

communities that rely completely on food crops for their source of income, subsistence crops or cash crops, relief food supplies may be required until up to six months after the disaster.

Relief food supplies will be based on guidelines provided by the National Food and Nutrition Committee. The relief supply strategy will give adequate priority to vulnerable groups like children under age five, pregnant women and elderly people. The supply will, to the extent possible, take into account the cultural and religious food requirements of specific groups.

INTERNATIONAL ASSISTANCE FOR DISASTER RELIEF

International assistance for disaster relief will only be requested by the National Disaster Controller after an official appeal for international assistance is made. All requests for international assistance will be based on identified needs.

All international assistance will be based on a request by the National Disaster Controller or a recognized NGO. Un-itemized and unsolicited relief supplies should not be accepted, other than by the National Disaster Controller.

Other provisions and guidelines for international assistance and NGOs are given in Section Three and in Appendix F at the back of this book.

ROLE OF NGOs IN DISASTER RELIEF ASSISTANCE

The disaster relief assistance provided by NGOs should fulfill the same requirements as disaster relief assistance provided by Government. Assistance should be fully coordinated with the District Officer in order to avoid overlap and duplication. Preferential distribution to specific groups will not be accepted.

Other provisions and guidelines for NGOs are given in Section Three.

Rehabilitation

Rehabilitation, in the context of this plan, are all activities undertaken after a natural disaster, that aim to help disaster affected areas to return to their proper level of functioning. Government is firmly committed towards the provision of assistance to the communities and the nation for rehabilitation. It sees rehabilitation as a coordinated effort, in which sectoral activities and special rehabilitation programmes are carried out on the basis of a rehabilitation plan. If possible, these rehabilitation efforts should also contribute to a reduction of the vulnerability of communities and public

and private assets, in order to reduce the impact of future natural disasters.

Rehabilitation will not start on a large scale until the emergency operation is completed. The rehabilitation period can take up to six months or longer, depending on the scale of the disaster. The implementation of rehabilitation programmes and projects may take up to two or three years after the disaster.

RESPONSIBILITIES

The National Disaster Management Office (NDMO) will coordinate the preparation of a comprehensive disaster rehabilitation plan. The Office will cooperate closely with the Planning Department in order to link the rehabilitation plan to ongoing development planning. DSLOs of all relevant Agencies will contribute to the rehabilitation plan by holding consultations within their agencies on required rehabilitation needs. NDMO will submit the plan to NDMC within three months after the end of the emergency period. NDMC will evaluate the proposal and prepare a recommendation to Cabinet, including proposed funding.

The implementation of rehabilitation activities will be assigned to separate agencies, but the National Disaster Controller will continue to coordinate rehabilitation efforts. NDMO will provide operational coordination in the implementation stage.

TIMING

Preparations for the rehabilitation programming and implementation will already start during the emergency operation, especially for essential services. The National Disaster Management Office will start its consultation for rehabilitation programming immediately after the emergency operation on the basis of the final report of the operation. Additional assessments will start simultaneously with the consultations. A prioritized programme for rehabilitation should be available to the NDMC within three months after the end of the emergency stage. This should lead to an approved programme, including commitments for international assistance, within five months after the disaster. Depending on the scale of the disaster, the schedule for the preparation of rehabilitation programmes can be reduced.

Implementation of programmes can take several years, but it takes place under normal government regulations, with only special reporting requirements to NDMC and operational coordination provided by NDMO.

SUPPORT OF PRIVATE SECTOR & COMMUNITIES

Government involvement in disaster rehabilitation is not limited to the rehabilitation of government assets. It also includes support to communities and the private sector in their rehabilitation efforts. This support is given to complement the efforts of communities and the private sector, and should not replace those efforts.

ADDITIONAL ASSESSMENTS FOR REHABILITATION PURPOSES

The assessments carried out during the emergency period are sufficient for the planning of relief assistance. For rehabilitation purposes however, additional assessments will be required. Because rehabilitation programming is mainly undertaken at national level, the additional assessments for rehabilitation purposes will be coordinated at National level by NDMO.

Assessments for rehabilitation purposes will give accurate information on damage to government assets, including roads, bridges, schools etc. and will seek to obtain accurate information on damage to private and community assets, including agriculture, housing, schools and others. Assessments are to take fully into account previous assessments and the baseline data available at different levels, in order to avoid duplication of the assessments.

NDMO will, on the basis of available information and consultations with Disaster Controllers and DSLOs, prepare a schedule for the additional assessments. Divisional and District level Agencies and Disaster Controllers will be fully involved in the assessments, in order to use their expertise and gain support for rehabilitation plans. Agencies are to provide relevant staff for these assessments. In addition, some agencies will have their own damage assessment requirements, as set out in the Agency disaster plans. These activities are to be fully coordinated with NDMO, and the results will be made available to them.

Once the programme areas are identified, additional assessments may be required to provide a sufficiently accurate cost-basis for rehabilitation proposals. These assessments are considered part of the programme preparation and are the responsibility of the Agency. NDMO will however be informed of the assessments, for coordination purposes.

REHABILITATION PROGRAMMING

The disaster rehabilitation programme is prepared under responsibility of the National Disaster Management Council (NDMC) by NDMO. To identify all relevant areas for rehabilitation planning, NDMO will hold consultations with all Divisional

and District Officers, and with DSLOs of all Agencies. On the basis of these consultations, and the result of assessments, NDMO will request DSLOs to formulate specific programme activities.

Preparation of the rehabilitation programme will be done in close relation to the existing development programmes and programmes for international assistance. The rehabilitation programme will include proposals to modify existing development programmes and programmes for international assistance. Close cooperation is therefore required with the Agencies involved in development planning and programming of international assistance.

The following programme areas will receive special attention in the rehabilitation planning process (main responsible Agency between parenthesis):

1. **Rehabilitation of agriculture after floods and cyclones:** cash crops and subsistence farming, livestock rehabilitation, provision of seeds for garden rehabilitation, replacement of lost fisheries equipment and other relevant measures. *(Ministry of Agriculture)*
2. **Rehabilitation of urban and rural housing after disasters:** provision of assistance through existing schemes or separate, provision of cyclone resistant building materials for risk reduction. *(Regional Development, Housing)*
3. **Reconstruction programme:** for public and committee-run schools, including provision of lost study materials. *(Education)*
4. **Reconstruction and re-establishment of Health facilities:** including replenishment of lost stocks etc. *(Health)*
5. **Rehabilitation of infrastructure:** roads, bridges, government buildings. *(Public Works)*
6. Rehabilitation of urban and rural water supply systems *(Regional Development, Public Works)*

PRIORITIES IN REHABILITATION PROGRAMMING

Depending on the extent of the disaster, and the available resources for rehabilitation, it may be necessary to prioritize rehabilitation activities. If required, a proposal for the prioritization of rehabilitation efforts will be prepared by NDMO for consideration by NDMC. NDMC will then propose a prioritized rehabilitation programme to Cabinet for its consideration.

Principles for assigning priorities by NDMO include the following:

1. High priority for activities that are essential for regaining self reliance of communities and that cannot be met from other sources;

2. High priority for the rehabilitation of public services that are essential for the well being of communities, including education, health care, safe water supply;
3. High priority for the rehabilitation of key infrastructures that are essential for economic activities in the country.

IMPLEMENTATION OF REHABILITATION PROGRAMME

The implementation of the rehabilitation programme will be done through normal, sectoral government procedures. However, operational coordination for the implementation will be provided by NDMO, and the National Disaster Controller will be regularly informed on the progress of the rehabilitation activities. The National Disaster Management Council (NDMC) will review progress of the rehabilitation when required.

INTERNATIONAL ASSISTANCE FOR DISASTER REHABILITATION

International assistance for disaster rehabilitation will be requested when the rehabilitation programme is beyond the national capabilities to cope. The Chairman of the NDMC will advise the Prime Minister on this matter, after consultation with the NDMC.

When it is clear that international assistance will be requested, donors will be briefed regularly on the progress of rehabilitation programming by the National Disaster Controller. This provides the opportunity to, in an early stage, coordinate the programming with possible assistance from donors. When the rehabilitation programme is agreed in principle by Cabinet, a donor briefing will be organized by the National Disaster Controller, in cooperation with the Ministry of Foreign Affairs, to inform donors on the programme and seek their support.

The disaster rehabilitation programme will take into account the existing programmes implemented with international assistance. It will suggest modification of these programmes when appropriate in order to reflect the actual situation after the cyclone or in order to include measures to reduce future risks.

Post-Disaster Review

Within six months after each natural disaster NDMO will carry out a post disaster review. The review includes pre-disaster preparedness of public and private sector, the disaster, the emergency operation, relief and rehabilitation. The review will formulate specific recommendations for revision of disaster plans and other actions to improve the performance in future natural disasters. The report and recommendations will be submitted to NDMO. NDMC will consider the recommendations and direct further action.

For the purpose of the report NDMO has free access to all information it deems necessary to review the disaster and its response, including financial information. In preparation of the report, NDMO will consult all relevant parties, including the affected population, NGOs, District Officers, Divisional Commissioners and DSLOs.

Notes



Mitigation, Public Awareness & Training

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Mitigation, Public Awareness & Training

This part outlines procedures and arrangements for activities that are carried out outside the context of one specific disaster. These activities are sometimes described as pre-disaster activities, since they refer to actions taken to prepare society for the next disaster. Disaster mitigation, preparedness, public awareness and disaster related training are the ongoing concerns in disaster management, and should be part of development efforts in Fiji.

The National Disaster Management Council (NDMC) is responsible for the formulation of policies on disaster mitigation, preparedness, public awareness and training. NDMC has formed two Committees to effectively address disaster mitigation and preparedness. The National Disaster Management Office is the central agency for the implementation and coordination of these policies. The central role of the National Disaster Management Office does not in any way reduce the obligation of other agencies to carry out adequate pre-disaster measures in line with their agency disaster plans.

The National policy statement on disasters stipulates the establishment of mechanisms and facilities for the development of strategies to minimise disaster impact in line with the International Decade

for Natural Disaster Reduction, outlines the need for appropriate training and mentions the National Disaster Awareness Week as a tool to create awareness.

Following the Standard Building Code will save money and heartache in the future.



Main pre-disaster activities include the following:

- Disaster mitigation plans and projects, including hazard assessment, vulnerability analysis and disaster reduction programmes.
- Disaster preparedness activities of government agencies.
- Activities to improve the capabilities of communities to cope with natural disasters by improving their awareness.
- Training of government officials, NGO-staff and communities in disaster preparedness, emergency operations and post-disaster recovery.

Disaster Mitigation & Prevention

Disaster mitigation measures are adopted in anticipation of future natural disaster in order to reduce the impact of those disasters. Disaster mitigation activities are undertaken on the basis of assessment of potential hazards and vulnerable conditions in the society. Disaster mitigation measures can be specific project activities, as well as form part of the overall development efforts of Fiji.

The National Disaster Management Council is responsible for the formulation of policies for disaster mitigation. Starting point of the Council is that substantial disaster reduction can be achieved through disaster mitigation measures in line with the objectives of the **International Decade for Natural Disaster Reduction (IDNDR)**. Central agency for the coordination and implementation of these policies is the National Disaster Management Office, who will involve other departments as appropriate for studies and activities.

The assessment of hazards to which Fiji is exposed is a technical matter, which will be carried out under responsibility of the relevant technical departments. The Mineral Resources Department is the agency for assessments of earthquake and landslide risks in Fiji. Flood hazards, both coastal and riverine floods, are assessed under responsibility of the Department of Drainage and Irrigation.

The analysis, identification and implementation of programmes will involve many government departments in their own specific field. These may include cyclone resistant rural housing programmes under the Ministry for Regional Development, programmes to reduce the vulnerability of agriculture under the Ministry of Primary Industries, flood control and watershed management by Public works and MPI. Other aspects to be considered under disaster mitigation policies may include flood warning systems, land use management, drainage, forestry and others.

Agency Preparedness Arrangements

All agencies are to have in place adequate preparedness measures and procedures to minimize the damage inflicted by natural disasters to government assets. Prior to the cyclone season agencies will review and update these arrangements, and inform the National Disaster Management Office on the state of readiness of the agency.

Agencies which have a specific role in natural disaster emergencies are to review their disaster response procedures annually prior to the cyclone season. The agencies will report on their response arrangements and name their Disaster Liaison Officers to the NDMO.



Above: Building collapse - Why?

Below: Deforestation, indiscriminate cultivation and poor soil conservation techniques have increased erosion and caused heavy silting of waterways. All of these lead to increased risk of flooding and damaging infrastructure, such as the Ba bridge shown here.

Preparedness Measures

NATIONAL LEVEL

The National Disaster Preparedness Committee, a subcommittee of the NDMC is responsible for planning, promoting and implementing disaster preparedness activities and programmes for the country.

The Committee has adopted the following mission statement:

- a) To continuously raise the level of public awareness and concern over the real costs and downstream impact of the damages from natural disasters;

- b) To recommend improvements to institutional and organisational structures and responsibilities pertaining to natural disaster awareness at all levels in Fiji;
- c) To initiate and suggest improvements to the legislative framework governing all natural disaster-related laws in Fiji and to suggest effective enforcement procedures where necessary;
- d) To analyse and advise on the training needs of the nation for natural disaster preparedness, and the means of attaining coordinated and cost-effective training;
- e) To establish a simple but effective data base on natural disaster damage and protective control mechanisms as a guide for policy direction and programme development;
- f) To look into and advise on the most cost effective means of translating national policy and directions to action programmes in the field.

DIVISIONAL & DISTRICT LEVELS

Commissioners of Divisions and District Officers should take appropriate steps to ensure that the following preparedness measures do exist:

- a) Emergency Plan for the Division/District readily available and operational and updated from time to time;
- b) Conduct simulation exercise to test the effectiveness of Emergency Plans;
- c) Identify evacuation centres and arrange for their engineering survey before the onset of the cyclone season;
- d) Identify and inventories resources for emergency use and ensure that such resources are fully operation;
- e) Plan, organise and coordinate public education programme and training;
- f) Maintain a simple and effective database to facilitate immediate post disaster survey and assessment;
- g) Arrange periodic meetings of Disaster Management Councils to carry out disaster planning and organisation and co-opt other interest parties where necessary;
- h) Ensure that all project proposals take into account counter disaster component prior to consideration.

MUNICIPAL LEVEL

Municipal level administrations will take the following measures to enhance disaster preparedness:

- a) Provide support to public education campaign and training where necessary; b) Conduct regular meetings of the Disaster Committee;
- c) Ensure that Emergency Plan is available and updated;
- d) Provide resources to support DISMAC preparedness activities where appropriate;
- e) Make available an inventory of resources to support DISMAC disaster management activities.

COMMUNITY LEVEL

Provincial and Indian Advisory officials will, in as far as possible render necessary support to the following:

- a) Public education campaign and dissemination of information programme;
- b) Ensure that a simple data base exists in order to respond effectively to community needs;
- c) Establishment of Village/Settlement Disaster Plans;
- d) Identification of projects to minimise disaster impact;
- e) Conduct community survey on certain aspects of disaster management;
- f) Provide representative in the Divisional/District Disaster Management Councils.

Village Disaster Management Council will ensure that:

- a) Preparedness measures mentioned in their disaster plan are implemented in good time;
- b) People are fully conversant with the requirements of the Disaster Plan;
- c) Backup facilities such as water tanks, etc. are readily available and in good working condition.

PUBLIC AWARENESS GUIDELINE

AIM

Government policy aims at developing a programme of public awareness in order to develop self reliance particularly at community level. This is to enable the community to meet their immediate needs following a disaster event and to develop the spirit of community solidarity, leaving government to concentrate on urgent tasks of national interest.

The national public awareness programme therefore aims to as far as possible develop and promote an informed, alert and self-reliant community capable of meeting its own needs in support of Government in all relevant disaster-related matters.

RESPONSIBILITIES

The National Disaster Preparedness Committee is responsible for planning, organising and implementing public awareness activities, with day to day matters being delegated to the National Disaster Management Office. The undermentioned disaster-related agencies are required under the national disaster awareness policy to formulate, develop and promote appropriate awareness programme in their respective fields in cooperation with the national programme:

- Ministry of Health
- Ministry of Agriculture
- Ministry of Lands
- Ministry of Transport
- Ministry of Public Works
- National Food and Nutrition Committee
- Fiji Red Cross Society
- Fiji Council of Social Services
- Ministry of Education, Science and Technology
- Fiji Electricity Authority
- Fiji Posts and Telecommunications Limited

WHAT THE COMMUNITY NEEDS TO KNOW

Fiji's public awareness programme is centered on a number of important considerations, namely:

- The effect of disaster;
- The best immediate action to take personally and by families and other community groups;
- How best to help other members of the community;
- Government plans to assist the community;
- How best to respond to the public warning system;
- How to improvise shelter and sustenance until help arrives.

NATIONAL DISASTER AWARENESS WEEK

The National Disaster Awareness Week programme is conducted annually during the month of September. Planning and Organisation of the week and its actual conduct is the responsibility of the National Disaster Preparedness Committee with NDMO providing support where appropriate. Members of the Committee are obligated to provide whatever support possible in line with the aims and objective of the week.

INFORMATION CHANNELS

Those involved with the following channels should, as far as possible, assist in communicating the required information to the community:

- FPTL for disaster related information in the telephone directory.
- *Radio and Television:* Fiji Broadcasting Commission and Television One.
- *Daily Newspapers:* Fiji Times Limited and Fiji Post.
- Cinema proprietors. (a short film of a previous disaster to serve as a reminder)
- National Disaster Awareness Week.
- Community gatherings/meetings of various kinds.
- Sporting events, shows, festivals, etc.
- Church, mission and similar sources.
- School curricula.
- Voluntary organisations and welfare/social groups.
- Provincial and Indian Advisory Councils network.
- Police information channel.

PROGRAMME EVALUATION

The National Disaster Preparedness Committee is responsible for monitoring and evaluating the national public education programme and should take appropriate steps to review existing arrangements and adopt new strategies. The NDMO will then initiate the implementation of the Committee's decision.

Training Guidelines

The National Disaster Management Office is responsible for the implementation of training programmes necessary to ensure effective utilization of this plan. NDMO will prepare an annual training programme, including budgetary requirements, and submit this to the National Disaster Management Council for approval. The following paragraphs describe guidelines to be used in the preparation of this training programme.

PURPOSE

The purpose of this section basically is to outline training requirements that apply to Fiji, in particular those needed to ensure the effective utilisation of this Plan.

RESPONSIBILITY

The National Disaster Preparedness Committee is responsible for formulating, developing and promoting training strategies for the country. The NDMO Plans, organises and conducts appropriate training programme in line with the policy direction set by the National Preparedness Committee.

IN-COUNTRY TRAINING

Training undertaken includes:

1) DISASTER AWARENESS COURSE

Aim

To train leaders and workers in the rural community, in the whole area of disaster awareness covering the broad spectrum of prevention, preparedness,

response and recovery and the long term relief and rehabilitation to enable them to better understand and cope with disaster management as a whole in their respective communities.

Duration

5 days (in-centre)

Contents

- National disaster management policy
- Preparedness
- Roles and Operational Procedures
- Principles and Practicalities of Disaster Management . Safety and Security of Buildings
- Social and economic implications

Methodology

Presentations, syndicate discussions, exercises, field tour syndicate presentations, panel discussion on the basis of syndicate presentations and formulation of course recommendations.

Resource Persons

Relevant government and non-government officials and overseas disaster officials, if available.

Participants

District Officers, Provincial heads (Roko Tuis) or their deputies, Chairman or their Deputies Indian Advisory Councils.

Sponsorship

Hanns Seidel Foundation

Venue

Centre for Appropriate Technology and Development (CATD)

2) BASIC DISASTER RESPONSE MANAGEMENT COURSE

Aim

The course is aimed at teaching participants the various means of responding to a disaster situation and the management of activities involved.

Duration

5 days (in-centre)

Contents

- Policy and Disaster Management
- Operational Procedures
- Disaster Prevention/Mitigation and their applications
- Practicality of Preparedness
- Emergency Relief Measures

Methodology

Presentations, syndicate discussions, indoor exercises, field trip/exercise, syndicate presentations panel discussion on the basis of syndicate presentations and formulation of course recommendations.

Resource Persons

Representatives of relevant government organisations and overseas disaster officials, if available.

Participants

Key personnel who are responsible for emergency and related areas, officials who may be required to serve in an operation room in times of disaster and those in the course of their normal duties handle operational matters.

Sponsorship

Hanns Seidel Foundation

Venue

Centre for Appropriate Technology and Development (CATD).

3) **DISASTER AWARENESS WORKSHOP**

Aim

To develop participants' effectiveness in planning, organising and conducting activities related to the National Disaster Awareness Week.

Objectives

Key objectives include:

- to identify roles and responsibilities of organisations involved in the conduct of

- disaster education and establish ways and means of strengthening existing arrangements;
- to identify strategies to adopt, to encourage public participation and involvement particularly at village/settlement levels;
 - to devise methods of evaluating the programme in order to gauge its effectiveness or otherwise on the basis of which to develop future programme;
 - to identify major problem areas associated with the programme and seek
 - possible solutions to such problems.

Contents

- Disaster Threat and the need for Public Awareness
- Planning and coordination of Public Education Programme
- Methods of Public Education
- Main Aspects of Public Education Programme
- Government/Community Understanding and Cooperation
- Evaluation of Disaster Awareness Programme
- Final workshop conclusions

Duration

1 day

Participants

Key personnel in government and non-government organisations responsible for emergency and related work who are involved in planning, coordinating and conducting public education and awareness programme.

Resource Persons

Representatives of relevant International and regional organisations and institutions as well as government and non-government agencies.

Sponsorship

Sponsorship is normally secured through the Hanns Seidel Foundation.

TRAINING STAFF & FACILITIES

NDMO is given the responsibility for overseeing day to day training needs. Members of this unit should first receive training at an overseas disaster management establishment. Local resources should be utilised to the full in the formulation and implementation of training programmes. Government Training Centre should as far as possible make available its facilities and assist in the formulation development and promotion of disaster training in the country. GTC should secure appropriate sponsorship through the bilateral aid programme with other countries.

OVERSEAS TRAINING ASSISTANCE

Training assistance has been consistently provided largely through the following institutions:

Asian Disaster Preparedness Centre, Bangkok, Thailand through its six (6) week Disaster Management Course. Sponsorship is secured through International donor assistance such as USAID and AIDAB.

Australian Emergency Management Institute, Melbourne. Training consists of a series of short courses. This is part of the Australia Pacific Disaster Preparedness Programme which Fiji is part of.

Other overseas training institutions that conduct disaster management training which relevant officials could take advantage of are as shown:

Cranfield Disaster Preparedness Centre, RMCS, Shrivenham, Swindon, United Kingdom. The Centre offers an International Course on Counter Disaster (six-week programme) annually during July / August.

University of Wisconsin, Extension, USA. The Disaster Management Centre at the University is developing courses related to a Diploma in Disaster Management and this is available to relevant officials through extension.

University of New England, Armidale, NSW, Australia. The University offers degree programme related to disaster management. This programme is suitable for those who wish to make a career in disaster management related field.



Stages of Emergency Operations

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Stages of Emergency Operations

This appendix gives a summary of characteristics and responsibilities during the different stages of emergency operations. At the National level, each of the stages of operation is activated by the Permanent Secretary for Regional Development, in his capacity as National Disaster Controller, or by his representative. At the Divisional and District levels, the Divisional Commissioner or his representative can activate stages of operation for one or more Districts or for the whole Division.

Stage 1: ALERT (White)

Stage 1 will be activated when:

- a. A tropical cyclone alert is issued by the Tropical Cyclone Warning Centre in Nadi. Stage 1 will then be activated in all areas for which the cyclone alert is given.)
- b. The relevant authorities (Public Works or Meteorological Service) warn of a significant threat of the occurrence of floods in specified parts of Fiji. Stage 1 will then be activated for the Districts or Divisions for which flood warnings are issued. Stage 1 will also be activated at the National level when, to the opinion of the National Disaster Controller or his representative, an emergency operation at the National level may become necessary given the threat.

- c. In the opinion of the National or Divisional Commissioner there is a possible threat of any natural disaster.

When Stage 1 is activated, the following actions will be taken:

NATIONAL LEVEL

- The National Emergency Operations Centre will be activated, initially during office hours, to coordinate information and provide operational support.
- The general public and specific communities at risk will be informed of the disaster threat and of counter measures to be taken. Information will be prepared by NEOC for distribution through relevant channels, in particular national broadcasting.
- The Emergency Committee of NDMC will convene to review preparedness arrangements, and prepare for coordinated disaster response.
- Each of the Agencies will take necessary precautions in line with their agency disaster plans.

DIVISIONAL LEVEL

- The Divisional Emergency Operations Centre will be activated, initially during office hours, to coordinate information and provide operational support.
- Agencies and the population at risk will be warned through the relevant channels.
- The Divisional Disaster Management Council will convene to review preparedness arrangements, and prepare for coordinated disaster response.
- Each of the Agencies will take necessary precautions in line with their agency disaster plans.

DISTRICT LEVEL

- The District Emergency Operations Centre will be activated, initially during office hours, to coordinate information and provide operational support.
- Agencies and the population at risk will be warned by the District Officer through the relevant channels.
- The District Disaster Management Council will convene to review preparedness arrangements, and prepare for coordinated disaster response.
- Each of the Agencies will take necessary precautions in line with their agency disaster plans.

Stage 2: WARNING (Yellow)

Stage 2 will be activated when:

- a. A gale, storm, or hurricane warning is issued for one or more parts of Fiji.
- b. The relevant authorities (Public Works or Meteorological Service) warn of the likely occurrence of floods in specified parts of Fiji. Stage 2 will then be activated for the Districts or Divisions for which flood warnings are issued. Stage 2 will also be activated at the National level when, to the opinion of the National Disaster Controller or his representative, an emergency operation at the National level may become necessary given the threat.
- c. In the opinion of the National or Divisional Commissioner there is a possible threat of any natural disaster.

When Stage 2 is activated, the following actions will be taken:

NATIONAL LEVEL

- The National Emergency Operations Centre will be operational on a 24 hour basis, to coordinate information and provide operational support.
- The general public and specific communities at risk will continue to be informed of the disaster threat and of counter measures to be taken. Information will be prepared by NEOC for distribution through relevant channels.
- Each of the Agencies will inform their staff, put people on stand-by and take necessary precautions in line with their agency disaster plan.

DIVISIONAL LEVEL

- The Divisional Emergency Operations Centre will be operational on a 24 hour basis to coordinate information and provide operational support.
- Agencies and the population at risk will continue to be informed of the threat through the relevant channels.
- Each of the Agencies will inform their staff, put people on stand-by and take necessary precautions in line with their agency disaster plan.

DISTRICT LEVEL

- The District Emergency Operations Centre will be operational on a 24 hour basis to coordinate information and provide operational support.
- Agencies and the population at risk will continue to be informed of the threat through the relevant channels.
- Each of the Agencies will inform their staff, put people on stand-by and take necessary precautions in line with their agency disaster plan.

Stage 3: ACTION (Red)

Stage 3 will be activated when a natural disaster has occurred in Fiji or parts of Fiji. It will normally become operational when the immediate danger has passed.

RESPONSIBILITIES

During Stage 3 the National Disaster Controller has the government resources at his disposal. He can instruct Agencies to make equipment and manpower available for specific emergency operations. The emergency operation is coordinated through the Emergency Committee of NDMC, with possible requests by the NEOC to agencies for immediate action.

At the Divisional level, a similar pattern is followed: the Divisional Commissioner, in his capacity as Divisional Commissioner, can instruct Agencies, at Divisional level, to make manpower and equipment available. The emergency operation is coordinated by the Commissioner through the Divisional Disaster Management Council, with possible direct requests from the Emergency Operations Centre to agencies for immediate action.

At the District level, the District Officer coordinates the emergency operation through the District Disaster Management Council, with the possibility of direct requests from the Emergency Operations Centre to agencies for immediate action.

Stage 4: STEP DOWN (Green)

Stage 4 will be activated when, according to the National Disaster Controller, the emergency operation, with its associated activities and responsibilities can be terminated and when relief and rehabilitation activities can be implemented under normal government rules. This will be no longer than two weeks after the start of Stage 3, except with specific approval from Cabinet.

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Detailed Information on Alerts & Warning

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Detailed Information on Alerts & Warnings

Tropical Cyclone Advisory System

The Tropical Cyclone Warning Centre (TWTC) in Nadi is responsible for providing specific information and advice concerning tropical cyclones occurring in the South Pacific Region. It will issue:

Routine Weather Bulletin

- . Issued at regular times to give weather information and forecasts to the general public or to marine interests.

Special Weather Bulletins

- . Issued whenever the need arises to put the community on the alert, to give progress reports on developments, or to give specific warnings of tropical cyclones or other disturbances. Each Special Weather Bulletin shall contain a serial number and time of issue.

"Flash" Bulletins

- Special Weather Bulletins designated as warnings will normally be issued every three hours. If information becomes available which points to a substantial change in the situation, thus invalidating the current warning, a Special Weather Bulletin will be issued as soon as possible to inform the public of the sudden change in the situation. Such an intermediate bulletin will be brief and contain essential

information including, for example, new areas threatened or changed movement of the cyclone. All intermediate bulletins will be identified for emphasis by the prefix "FLASH" e.g.

"FLASH SPECIAL WEATHER BULLETIN NUMBER 10 FOR FIJI ISSUED
AT 5:30AM ON"

DESIGNATION OF SPECIAL WEATHER BULLETINS

The Cyclone Advisory System adopted for the region is described in the Tropical Cyclone Operational Plan for the South Pacific and South-east Indian Ocean (WMO TP 292 - TCP24).

It consists of essentially two phases:

- 1) ALERT PHASE
- 2) WARNING PHASE

1) ALERT

A tropical cyclone alert is issued whenever there is a significant possibility of a tropical cyclone developing in or moving into the Fiji area, with the possibility of causing gales or stronger winds within the next 36-48 hours.

It is maintained until either the threat no longer exists or until specific warnings become necessary.

It is intended to give members of the community time to check their preparedness and put them on alert for possible warnings to follow.

2) WARNING

Tropical cyclone warnings are issued when there is an imminent threat of a tropical cyclone affecting the Fiji area or parts thereof. Both public and marine warnings will carry the standard designations of GALE, STORM or HURRICANE warning according to the wind force expected, as prescribed for marine warnings by the World Meteorological Organisation.

GALE WARNING

Indicates winds expected to reach gale force, average speeds 63-87 km/hr (34-37 knots), within the specified period. They are first issued when the need becomes apparent and new warnings are issued at least every six hours.

STORM WARNING

Indicates winds expected to reach storm force, average speeds 88-117 km/hr (48-63 knots), within the specified period. They are first issued when the need becomes apparent, reviewed and updated every three hours.

HURRICANE WARNING

Indicates winds expected to reach hurricane force, sustained average speeds over 117 km/hr (63 knots), within 24 hours the specified period. They are first issued when the need becomes apparent, reviewed continuously; and new warnings issued every three hours.

DISSEMINATION OF PUBLIC ALERTS & WARNINGS

Special Weather Bulletins containing alerts and warnings are to be distributed and broadcast under arrangements indicated in Section Four of the main plan.

TIMINGS OF ALERTS & WARNINGS

The timing of the first warning is very important. Warnings should reach the public in time to allow at least several hours of daylight for bringing boats to safety and taking precautions against severe conditions.

To achieve this, warnings should preferably be issued:

- a. Approximately 24 hours ahead of dangerous conditions
- b. At times when the warnings can most readily reach the greatest proportion of the community; ego early in the working day or during the normal hours of the local broadcasting station.

The importance of reaching the public in good time with a warning, even at the risk of a false alarm, will normally outweigh the desirability of waiting until a more precise or confident warning can be given. On occasions of sudden or unexpected developments a full 24 hours warning of dangerous conditions will be possible. If the public has been put on the alert in good time, the harm done by a reduced warning period will be kept to a minimum.

TERMINOLOGY USED IN BULLETINS

In addition to the standard terminology used in routine or Special Weather Bulletins, wherever possible indication is to be given to the public of the likely effects to be expected (*e.g.* in terms of possible damage to housing, crops, etc.)

The National Disaster Management Office is responsible for consulting with Meteorological Department on the best means of achieving this kind of simple warning. NDMO is further responsible for the issuance of practical preparedness and safety tips to the public in conjunction with the alert and warning messages.

TERMINATION OF WARNINGS

When the threat ceases or the danger has passed, a cancellation message is to be sent to the addresses of the original warnings. The message should include an explanation, such as, *'Tropical Cyclone Alice has now weakened and moved South. All warnings for Fiji are now cancelled'*. Warnings should only be cancelled when there is a very high degree of confidence that they are no longer required.

AVIATION & MARINE WARNINGS

In addition to the foregoing information, aviation and marine warnings are covered in full in the Meteorological Service's Disaster Plan. Those organisation and agencies which are particularly concerned with aviation and marine matters should hold a copy of the "Meteorological Services Disaster Plan".

Flood Warnings

Coastal flooding is usually caused by storm surge associated with the movement of tropical cyclones onto land. Warnings and cautions will be issued by the Meteorological Service in the likelihood of coastal flooding occurring.

River and stream flooding is caused by heavy intensity rainfall that is usually but not necessarily associated with tropical cyclones. Warnings are based on rainfall measurements and rainfall forecasts (Meteorological Service) and monitoring of river levels (PWD). Warnings are issued for the Rewa catchment by the PWD hydrologist or the Director of Water and Sewerage. Information for the public regarding flood threats in the Rewa district must be screened by these authorities.

Flood warnings should be as specific as possible given the available data. When possible, warnings should indicate villages, settlements or areas at risk, expected flood levels and specific instruction on the measures to be taken.

Tsunami Warnings

A tsunami is a series of ocean waves with extremely long length and period caused by earthquake, volcanoes and landslides on the sea floor. In deep water, the tsunami can travel with speeds of up to 1000 km/hr and, in shallow waters, its speed diminishes and the wave heights increase to dangerous proportions and reach heights as high as 30 to 50 metres. So far there have been 11 tsunamis recorded in Fiji and the most damaging was the 1953 tsunami (caused by an earthquake near Suva), which killed five people.

For a tsunami generated at a long distance from Fiji, information and messages relating to tsunami warnings will originate from the Pacific Tsunami Warning Centre in Hawaii. However, the warning will be issued to the public by authorities in Fiji after studying the information received. A tsunami can strike Fiji in less than 15 hours from anywhere in the Pacific, therefore all models of communication will be used to disseminate the warning.

A strong earthquake within Fiji will mean that a tsunami warning is immediately in force and appropriate actions should be taken. If possible, the Mineral Resources Department will issue a tsunami warning based on the seismic data only.

Following a tsunami warning, inhabitants of low lying coastal areas are to be warned to move to higher ground immediately. No one should return until all clear message is given.

Earthquake Warnings

At the present time there is no method of predicting earthquakes and there is no reputable organisation, which prepares warnings. The Mineral Resources Department in Suva records the earthquakes as they happen and, based upon historical records, the Department has prepared earthquake risk maps for Fiji.

After the occurrence of an earthquake, the Director of the Mineral Resources Department, or his representative will issue warnings for possible aftershocks if necessary. These are to be broadcasted without delay.

Landslide Warnings

The mechanisms triggering landslides in Fiji are becoming increasingly understood and quantified. However, no specific landslide warnings can be issued at this point.

Notes

Survey & Assessment

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Survey & Assessment

Objectives

A key element in emergency management is the prompt availability of information on damage and relief needs. Information is to be available to the disaster controllers at national, divisional and district level, to guide the decision making during the emergency stage. Initially, the information may be incomplete and only very broad, but provision of information should not be delayed until more detail is available.

Survey and assessment covers two vital areas:

- a) It identifies what the particular disaster has done to the area concerned.
- b) It indicates what needs to be done in terms of emergency response, relief and later rehabilitation.

The prime objectives include:

- a) To obtain a first general picture of the post-impact situation.
- b) To establish the state of accessibility into and within the stricken area for purposes of rescue, medical relief supply and other urgent action.
- c) To determine the needs of stricken communities in terms of immediate relief and long term recovery.
- d) To determine the levels of damage sustained by buildings and structures, for purposes of restoration and reconstruction.

- e) To assess or verify crop losses which may serve the basis for emergency food issue and crop rehabilitation.

The survey and assessment activities carried out during the emergency stage provide the national, divisional and district authorities with the necessary information to plan and implement the emergency operation. It also provides the ground work for planning of rehabilitation activities. However, for that purpose more detailed assessments may have to be carried out beyond the emergency phase.

Data Collection & Reporting

Emergency Operation Centres at National, Divisional and District levels are responsible for the active collection of information for their respective emergency roles. They will make relevant information available to others involved in the emergency operation. Survey and assessment information will be made available to the controllers at the respective levels at least on a daily basis during the emergency stage.

In addition to the daily briefings, the following reports will be prepared at the National and Divisional levels during the emergency stage:

1. Initial damage and relief needs assessment (within 48 hours)
2. Relief needs assessment report (within one week)
3. Damage assessment and outstanding relief needs report (within two weeks)

These reports are to be based on information and reports from DOs and survey teams, findings of air reconnaissance and air-ground surveys, information from departments and other information provided to and acquired by the Emergency Operation Centres.

Organisation

The Emergency Operation Centres at National, Divisional and District level are the focal points for all disaster information, including survey and assessment. At

National and Divisional levels, the EOCs have a specific unit to do all the assessment work. At District level, the assessments are carried out under direct responsibility of the DO. During the initial post disaster stage, until the initial damage and relief needs report is completed, the assessment units will be operating on a 24 hour basis. After that it will depend on the situation.

NATIONAL SET-UP

The Assessment Unit at the NEOC (NEOC-AU) provides daily briefings to the Disaster Controller and the NDMC Emergency Sub-Committee. The unit prepares and coordinates all national survey and assessment reports and distributes these to all involved. It also informs Divisions and Districts as required by the situation. The NEOC-AU arranges for air reconnaissance and/or air-ground survey and composes the teams for these missions. The unit has direct access to all DSLOs, DOs and DivEOCs to obtain information on damages. The unit will screen all incoming information in the NEOC for its purposes. All outgoing messages regarding damages will be based on the information provided by the NEOC-AU.

DIVISIONAL SET-UP

The Assessment Unit at the Divisional Emergency Operations Centre provides daily briefings to the Commissioner, with copies to the national unit and to the districts. The unit prepares all divisional damage and relief needs reports. It has direct access to all Divisional departments and DOs to obtain information on damages. The unit will screen all incoming information in the DivEOC for its purposes. The unit mobilizes and organizes assessment teams that are mobilized from Divisional level, and coordinates assessment activities with DOs.

DISTRICT SET-UP

The District Officers are responsible for all assessments carried out in their respective Districts. They will provide initial damage information to national and divisional assessment units within 48 hours after the disaster and organize further assessments of the situation as required. DOs may request assistance from divisional and national level for specific technical inputs in the assessments, or for transport and other facilities. As District level controller for disasters, the DO has access to departments and can co-opt staff in assessment missions.

Main Information Needs for Planning & Implementation

For each of the areas affected, be it national, a division or district, the following are some of the main information that have to be provided through survey and assessment for the emergency operation:

- number of people affected (dead, injured, homeless, source of income devastated)
- number of houses destroyed or damaged
- damage to food crops, cash crops, livestock and availability of food
- essential services and facilities damaged
- roads, bridges damaged, accessibility of areas

BASELINE DATA FOR EMERGENCY MANAGEMENT

Districts, Divisions and the National Disaster Management Office are to have readily available baseline data for emergency management purposes on a permanent basis. This data will include maps of the respective areas, population distribution, agricultural areas, the location of key facilities and infrastructure, contact persons, cyclone shelters and other data. This information is to be reviewed yearly prior to September. The National Disaster Management Office will provide Divisions and Districts with formats and support to prepare and maintain these baseline data. The baseline data of the Districts will be made available to the Division and NDMO and the information of the Division will be made available to NDMO.

AIR RECONNAISSANCE & AIR-GROUND SURVEYS

Especially in the immediate aftermath of a disaster, air reconnaissance and air-ground surveys have proved invaluable. Visual and photographic air surveys are the first stage to estimate damage and identify the worst affected areas. These are followed by the landing of ground survey teams by rotary wing aircraft to the worst affected areas in first instance Aircraft support for assessment purposes can be provided through government aircraft, private chartered aircraft or through international assistance.

If aircraft support for assessment purposes is required, the Assessment Unit *of* NEOC will request the National Disaster Controller to make provisions for reconnaissance and/or air-ground surveys. Assessment teams will be compiled and instructed by the NEOC-AU. They will report directly to the Assessment Unit, who will distribute information to relevant parties. Teams for aircraft-supported assessments will include Assessment Unit staff, Public Works, Agriculture and Health and Meteorology.

AGENCY ASSESSMENTS

Each *of* the Agencies involved in the emergency operation and/or rehabilitation is to make its own provisions for prompt and accurate assessments *of* departmental assets and damage and needs in their specific field *of* competence. These assessment plans are to be part *of* the departmental disaster plans. Information will be made available timely and completely to relevant assessment units *of* NEOC and DivEOC, and departments will coordinate their ground assessments with DOs and other departments. Sectoral specialists will participate in air surveys, air-ground surveys and ground assessments when and where required.

The DSLOs *of* each Agency will inform the NEOC-AU within 48 hours *of* an initial estimate *of* damage sustained in the field *of* their specific responsibility.

DEPLOYMENT OF GROUND ASSESSMENT TEAMS

District Officers are in principle responsible for the assessment *of* damage and relief needs in their respective Districts. The initial damage assessment that is carried *out* within 48 hours after the disaster will often have a somewhat informal character, but the other assessment reports prepared at the District level will be based on standard formats provided by NDMO. These assessments form the basis *of* the damage and relief needs reports to be prepared at National and Divisional levels. The District Officer can be provided with technical assistance from the Division to carry *out* the assessments. The District disaster plan will include arrangements for prompt and accurate assessments, including the composition *of* assessment teams. All results *of* the assessments carried *out* by the DO will be made available to the national and divisional assessment units.

In addition to these assessments, departments will carry *out* assessments in regard to their specific field in line with their respective disaster plans and Assessment Units at the National and Divisional levels may wish to deploy assessment teams to specific areas or in specific fields. Donors or NGOs may also wish to carry *out* assessments. In any case, these activities will be coordinated with the DO, and the DO will be informed fully on the outcomes.

STANDARD OPERATING PROCEDURES

The standard operating procedures (SOPs) of the National and Divisional Emergency Operations Centres will clearly outline specific responsibilities with regard to damage and needs assessments during the emergency stage. It will specify what reports, to what level of detail, will be prepared at what stage of the process.

Summary of Roles & Responsibilities in Survey & Assessment

NATIONAL DISASTER MANAGEMENT ORGANISATION (NDMO)

Pre-Disaster

- Prepare, distribute and instruct on formats for damage and needs assessments in different stages of the disaster operation.
- Provide assistance to Divisions and Districts in the preparation of baseline materials for disaster management.
- Prepare baseline materials for disaster management use at national level.
- Review disaster plans and SOPs on their provisions for survey and assessment

Emergency Stage

Responsibilities carried out in NEOC.

ASSESSMENT UNIT OF NATIONAL EMERGENCY OPERATION CENTRE (NEOC-AU)

Emergency Stage

- Identify and obtain all information needed for running of emergency operation by National Disaster Controller and Emergency Committee of NDMC (*main sources: DOs, DSLOs, DivEOC, incoming messages NEOC*)
- Arrange for air reconnaissance and air-ground surveys where and when required after disaster.
- Prepare daily briefings for disaster controller and NDMC on the basis of available information.

- Prepare initial damage and needs assessment report within 48 hours after the disaster.
- Prepare relief needs assessment report within one week.
- Prepare damage assessment and outstanding relief needs report at the end of the emergency phase.
- Provide relevant information to DSLOs, DOs, DivEOC as and when required.

ASSESSMENT UNIT OF DIVISIONAL EMERGENCY OPERATION CENTRE (DivEOC-AU)

Pre-Disaster

- Prepare baseline materials for disaster management use at Divisional level on the basis of formats and instructions provided by NEOC

Emergency Stage

- Identify and obtain all information needed for running of emergency operation by Divisional Commissioner. *(main sources: DOs, Departments, incoming messages DivEOC, assessment teams, aerial survey findings)*
- Prepare daily briefings for disaster controller on the basis of available information.
- Prepare initial damage and needs assessment report within 48 hours after the disaster.
- Prepare relief needs assessment report within one week.
- Prepare damage assessment and outstanding relief needs report at the end of the emergency phase.
- Provide all relevant information promptly to NEOC-AU.
- Inform DOs and Departments of relevant findings.
- Provide support to ground assessments by DO when required.
- Carry out ground surveys when requested by disaster controller.

AGENCIES

Pre-Disaster

- Prepare baseline materials for disaster management use by the Department on the basis of departmental disaster plans.

Emergency Stage

- Identify and obtain all relevant information to implement the emergency operation in line with the departmental disaster plan.
- Provide NEOC-AU with an initial damage assessment within 48 hours.
- Provide all relevant information promptly to NEOC-AU.
- Inform DOs and other Departments of relevant findings.
- Coordinate ground surveys with DOs.
- Provide staff for survey teams, including aerial surveys, as and when required by the Disaster Controllers.

DISTRICT OFFICERS

Pre-Disaster

- Prepare baseline materials for disaster management use at the District level on the basis of formats and instructions provided by NEOC.

Emergency Stage

- Identify and obtain all information needed for running of emergency operation at District level. (*main sources: Departments, incoming messages, DivEOC, assessment teams, aerial survey findings, own observations*)
- Prepare initial damage and needs assessment report within 48 hours after the disaster.
- Prepare relief needs assessment report within one week.
- Prepare damage assessment and outstanding relief needs report at the end of the emergency phase.
- Provide all relevant information promptly to NEOC-AU and DivEOC-AU.
- Inform Departments of relevant findings.
- Carry out and coordinate ground assessments as soon as possible to obtain all relevant data.

Notes

Emergency Communications Arrangements

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Emergency Communications Arrangements

In the event of natural disaster such as cyclone and flood, it is vital to effect proper control and maintenance of good communication between all agencies.

This section basically deals with general emergency communication arrangements which should be strictly observed by all agencies.

Detailed Communications Procedures are outlined in the DISMAC Standing Operating Procedures.

Communications Equipment & Facilities

Agencies should ensure that Communication facilities and equipment under their disposal are safeguarded against possible damage and/or loss and that they are adequate and fully operational at all times.

BACK-UP COMMUNICATIONS

It is the responsibility of individual agency to ensure that proper back-up equipment are readily available so that communication is not disrupted in the event normal telecommunication system fails. Personnel should also be available to operate such backup resources.

TESTING OF EQUIPMENT

The Emergency telex link and Hotline between FPTL, NEOC, FBC and Police Emergency Operations Centres should be tested once a week during the cyclone season and at other times, once a month. NEOC to coordinate and monitor.

All VHF and HF stations should be tested twice a week during the cyclone season with FPTL coordinating using the assigned emergency frequencies. These include National, Divisional and District EOCs, FMF, Police and Nadi Communications Centre. Any necessary repair and maintenance should be attended to promptly.

The responsible FPTL officer in the respective Divisions will, on receipt of a Disaster Alert, take immediate tests of all main telephone link within the Division and ensure that as soon as possible communications are open from the Divisional Emergency Operations Centres to the National Emergency Operations Centre and also to the various District Emergency Operations Centres within the division.

Functions of Emergency Operations Centres

NEOC assumes overall command and control of the National Emergency Communication network in times of disaster.

In exercising it's function NEOC will direct Emergency Operation Centres of relevant communication requirements for the effective execution of emergency operations.

All Emergency Operations Centres should forward regular Damage and Situation Reports to the NEOC for decision and subsequent action. Essentially SITREPS and Damage Reports should be relayed via fax transmission, preferably.

NEOC Contacts as follows:

Telephone Telex Fax

313400 (switchboard) 311611

304667

2243 DISMAC FJ 303256

HF ICOM Transceiver

Call Sign: 3DV 73

Emergency Communications

Agencies responsible for issuing Alerts or Warnings applicable to this Plan should immediately notify the National Disaster Management Office (NOMO) of any possible disaster that is likely to affect any part of the Fiji Group. This should be relayed through the quickest possible means of communication available.

Upon receipt of a Disaster Warning or Alert, the officer in charge NDMO or his representative will immediately take the following actions:

- Inform the National Disaster Controller and relevant agencies about the said Warning or Alert.
- Setup NEOC and backup RT links with Radio Fiji, Suva Radio, 3DP, Nadi Communications Centre, Police, FMF, Divisional Commissioners and District Officers. NEOC will then conduct test calls with all stations on the assigned frequencies.

After the initial test calls, all stations will revert to their normal operations, but must maintain continuous Listening Watch on the assigned primary frequencies. Suva Radio 3DP will monitor and maintain RT channels for subsequent test calls on hourly basis.

Radio Frequencies							
STATION	DAY FREQS			NIGHT FREQS			REMARKS
	PRI	SEC	BACKUP	PRI	SEC	BACKUP	
Radio Fiji	6850	5460	3310	3310	5460	6850	RT/SSB
DISMAC HQ	6850	5460	5132	3310	5460	5132	RT/SSB
N.S.C	6850	5460	5132	4454	5460	5132	RT/SSB
SUVA Radio	6850	5460	7740	3310	5132	6850	RT/SSB
Div Commis.	6850	5460	5132	3310	5460	5132	RT/SSB
Dos	6850	5460	5132	3310	5460	5132	RT/SSB
RFMF	6850	5460	5132	3310	5460	5132	RT/SSB
Fiji Police	6850	5460	5132	3310	5460	5132	RT/SSB
Mineral Resources	6850	5460	5132		5460	5132	RT/SSB
PWD	6850	5460	5132	3310	5460	5132	RT/SSB
Nadi Comm Ctr.	6850	5460	5132		5460	5132	RT/SSB

FPTL Support

FPTL will provide effective telecommunications link and backup services to the DISMAC agencies involved in the emergency operation.

FPTL LINK FAILURE

In the event the Telegraph, Telephone and Telex links in the country become unserviceable, then the primary means of contact between NEOC and relevant agencies shall be via the RT SSB channel above.

CONTINUOUS RADIO WATCH

No station is to close watch unless cleared specifically to do so by the NEOC. NEOC (3DV 73) will be the Coordinator for all frequency changes.

RT OPERATORS LINK

In the course of the emergency operations, FPTL shall carry out a roll call on all RT operators at least once a day and this will be further transmitted to the NEOC through the direct Teleprinter link or Hotline.

Divisional FPTL EOCs shall arrange contacts between Divisional DISMAC EOCs and the various RT operators in those divisions if need be.

If the situation warrants, NEOC shall contact RT operators direct through it's own radio network with FPTL providing the necessary linkage.

Public Broadcast

All radio messages except Special Weather Bulletins should in the first instance be channeled to the NEOC for appropriate vetting prior to public broadcast. This should be relayed by fax transmission if possible or dictated over the telephone.

Report on Damage or loss of Service

Emergency Operations Centres should relay without delay damage reports, loss of service or any information of importance to the NEOC through the best medium of communication available.

Island radio operators are to report to Suva Radio (3DP) who will relay reports to NEOC.

Radio telephone stations should report to the FPTL Emergency Operations Centre who will arrange further transmission to the NEOC.

FMF Support

Call Signs and frequencies are to be issued by HQ FMF for Units on emergency operations.

When radio sets are deployed to assist civilian agencies, the frequencies and call signs will be allocated by the civilian agency.

All Army sets operating on civilian networks are to conform with instructions issued by the controlling authority of the net.

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Natural Hazard Characteristics

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Natural Hazard

Characteristics

Tropical Cyclones in Fiji

The most frequent and widespread destruction from natural disasters in Fiji is caused by tropical cyclones. The tropical cyclone season is from November to April, with peak occurrences between January and March. However, some tropical cyclones were recorded in October and May.

Statistics so far indicate that Fiji experiences the direct effect of some 10 to 15 tropical cyclones per decade. A number of these would produce only marginal gales. On average about three to five cyclones cause severe damage in a decade. In most parts of Fiji, individual localities would experience the nearby passage (within 70 kms) of a tropical cyclone some three to four times per decade. Not all will have destructive intensity at the time they pass. Individual localities are likely to be exposed to moderate or severe damage about twice in a decade.

There is, of course, a wide annual variation in occurrence with some years recording no cyclones at all, while in some others they are well above average. For example, there were four cyclones affecting Fiji in 1985 with at least two causing extensive damage. Tropical Cyclone Kina (1-3 January 1993) caused widespread destruction and the worst flooding in some sixty years.

Factors causing the damage following tropical cyclones are high winds, heavy rains as well as low atmospheric pressure. Low atmospheric pressure is liable to cause storm surge and trigger coastal inundation and coastal flooding. High winds cause heavy seas contributing to coastal erosion and on land high winds cause structural damage, vegetation damage and damage to transmission lines. Heavy rains are

liable to trigger landslides and cause erosion, and frequently lead to flooding, both of major river systems and of small tributaries. Coastal plains, flood plains and mountain valleys are all affected.

The potential impacts in a tropical cyclone are from high winds, heavy rains and storm surge. The surge is due to the combined effect of the sea surface being sucked up beneath the eye of the cyclone as the pressure falls. The violent winds drive the swell and waves into shallow waters as they approach the coast. This may lead to extensive flooding, especially if the storm surge coincides with the astronomical (high) tide, resulting in coastal erosion and other effects. High winds also cause damage or destruction to infrastructures, to crops and vegetation and to transmission lines. Heavy rains are liable to trigger landslides and cause erosion, and frequently lead to over flooding, both of major river systems and of small tributaries. Coastal plains, flood plains and mountain valleys are all affected.

Disruption of water supply, electricity, breakdown of communication lines and damage to roads are common after many cyclones and much of the efforts during the emergency stage are focused on their rehabilitation. The provision of relief food supplies to victims of cyclones through government channels is often considered after cyclones.

The Tropical Cyclone Warning Centre (TWTC) in Nadi is responsible for cyclone forecasting in Fiji and issues cyclone alerts and warnings. Arrangements are described in Section IV of the plan.

TROPICAL CYCLONES – CHARACTERISTICS CAUSAL PHENOMENA

CASUAL PHENOMENA

- Mixture of heat and moisture forms a low-pressure center over oceans in tropical latitudes where water temperatures are over 26 degrees C.
- Wind currents spin and organise around deepening low pressure, accelerating towards the centre.
- Depression becomes a tropical cyclone when winds reach gale force or 63 km/hr (34 knots/hr).

GENERAL CHARACTERISTICS

- When the cyclone strikes land, high winds, exceptional rainfall and storm surges cause damage with secondary flooding and landslides.

PREDICTABILITY

- Tropical cyclones can be tracked from their development but accurate path forecasts are not always possible until a few hours before as unpredictable changes in course can occur.

FACTORS CONTRIBUTING TO VULNERABILITY

- Settlements located in low lying coastal areas (direct impact).
- Settlements located in adjacent areas (heavy rains, floods).
- Poor communications or warning systems.
- Lightweight structures, older construction, poor quality masonry.
- Infrastructure elements, fishing boats and maritime industries.

TYPICAL ADVERSE EFFECTS

- . Physical damage - Structure lost and damaged by wind force, flooding, storm surge and landslides.
- . Casualties and public health - May be caused by flying debris, or flooding.
- . Contamination of water supplies may lead to viral outbreaks and malaria.
- . Water supplies - Ground water may be contaminated by flood waters.
- . Crops and food supplies - High winds and rains can ruin standing crops, trees plantations and food stocks.
- . Communications and logistics - Severe disruption is possible as wind brings down telephone lines, antennas and satellite dishes.
Transport may be curtailed.

POSSIBLE RISKS REDUCTION MEASURES

- Risk assessment and hazard mapping.
- Land use control and flood plain management.
- Reduction of structural vulnerability.
- Improvement of vegetation cover.

SPECIFIC PREPAREDNESS MEASURES

- Public warning systems.
- Evacuation plans.
- Training and community participation.

TYPICAL POST-DISASTER NEEDS

- Evacuation and emergency shelter; search and rescue; medical assistance; water purification; reestablish logistical and communication networks; disaster assessment; relief food supply; provision of seeds for planting.

Floods in Fiji

High intensity rainfall is common during the wet season and floods of variable magnitude are an annual occurrence. Tropical cyclones are a primary cause of high rainfall events, although freak storms produce similar rain. Short rivers and streams with steep slopes make flood forecasting in most of the river systems ineffective. Only qualitative forecasts can be made in these cases.

The largest catchment, the Rewa river system, has a network of six radio telemetry stations that provides real time data which is used for forecasting. A lead time of up to eight hours gives sufficient time for the dissemination of warning and advisories for the public to take action.

All other catchments are small and have *too* short a lead time to provide any useful or effective forecasts.

Deforestation, indiscriminate land cultivation and poor soil conservation techniques have increased erosivity and caused heavy siltation of waterways thereby increasing the risk of flooding. Poor and unmaintained drainage systems and extensive urban development has increased the potential of flooding in urban areas.



Degradation of the environment through indiscriminate cultivation, deforestation, etc has lead to flooding such as this flood of the Rewa River.

FLOODS – CHARACTERISTICS

CAUSAL PHENOMENA

- Naturally occurring flash, river and coastal flooding from intense rainfall or inundation associated with seasonal weather patterns.
- Human manipulation of watersheds, drainage basins and floodplains.

GENERAL CHARACTERISTICS

- Flash floods - Accelerated runoff, dam failure, sudden heavy rainfall
- River floods - Slow buildup, usually seasonal in river systems.

- Coastal floods - Associated with tropical cyclones, tsunami waves, storm surges.
- Factors affecting degree of danger - depth of water, duration, velocity, rate of rise, frequency of occurrence, seasonability.

PREDICTABILITY

- Flood forecasting depends on seasonal patterns, capacity of drainage basin, flood plain mapping surveys by air and land. Some warning is possible well in advance for seasonal floods, but sometimes only a little before in case of a flash flood and tsunami.

FACTORS CONTRIBUTING TO VULNERABILITY

- Location of settlements on floodplains.
- Lack of awareness of flooding hazard.
- Reduction of absorptive capacity of land (erosion, concrete).
- Non-resistant buildings and foundations.
- High risk infrastructural elements.
- Unprotected food stocks and standing crops, livestock.
- Fishing boats and maritime industries.

TYPICAL ADVERSE EFFECTS

- Physical damage - Structures damaged by washing away, becoming inundated, collapsing, impact of floating debris. Landslides from saturated soils. Damage greater in valleys than open areas.
- Casualties and public health - Deaths from drowning but generally few serious injuries.
- Possible outbreaks of malaria, diarrhea and viral infections.
- Water supplies - Contamination of wells and groundwater possible. Clean water may be unavailable.
- Crops and food supplies - Harvests and food stocks may be lost.
- Food plain mapping. Land use control.

POSSIBLE RISK REDUCTION MEASURES

- Flood control (channels, dikes, dams, flood-proofing, erosion control).
- Risk assessment and hazard mapping.

- Land use control and flood plain management.
- Reduction of structural vulnerability.
- Improvement of vegetation cover.

SPECIFIC PREPAREDNESS MEASURES

- Flood detection and warning systems.
- Community participation and education.
- Development of master plan for floodplain management.

TYPICAL POST -DISASTER NEEDS

- Search and rescue; medical assistance; disaster assessment; short term food and water supplies; water purification; epidemiological surveillance; relief food supply; temporary shelter.

Earthquakes in Fiji

Fiji is situated in the Pacific 'ring of fire' and frequent small earthquakes occur in the country. Earthquakes that inflict damage on the country are less frequent, but certainly do happen. An earthquake in 1953 off the coast of Suva with a magnitude of 6.75, and the tsunami it caused, have caused considerable destruction and loss of life. Since then, the vulnerability to earthquakes seems to have increased because extensive new developments have taken place, often on reclaimed land. It should be expected that another large earthquake close to Suva would now result in a great number of casualties and more damage than in 1953.

The building code adopted for Fiji includes specifications to resist earthquakes, which may have contributed to increased strength of buildings to withstand earthquakes. Nevertheless, earthquakes could have a devastating impact.

The public awareness of earthquakes is low compared to cyclones. Although most people are aware that earthquakes pose a possible threat to the country, the infrequent occurrence of damaging earthquakes makes it more difficult to actually influence behaviour.

The Fiji National Seismograph Network (FNSN) operated by the Mineral Resources Department monitors earthquakes occurring throughout the Fiji islands. The Mineral Resources Department has prepared a preliminary earthquake risk-zoning map for Fiji. This macro-zonation gives an indication of the relative probability of the occurrence of a large shallow earthquake in parts of Fiji.

The zones with the greatest level of earthquake activity are the Taveuni-Udu area, the southwestern parts of Kadavu and the Northern Yasawas. The medium activity area extends from the southern part of Taveuni and Vanua Levu, through Koro Island, Gau Island, Ovalau, eastern and southern Viti Levu as far as northwestern Kadavu. The rest of Fiji is a region of relatively low earthquake activity.

Now micro-zonations have yet been prepared for urban areas. Such maps could assist in predicting the potential impact of earthquakes of a certain intensity and can be used as a tool for risk reduction measures.

EARTHQUAKES - CHARACTERISTICS

CAUSAL PHENOMENA

- Slippage of crustal rock along a fault or area of strain and rebound to new alignment.

GENERAL CHARACTERISTICS & EFFECTS

- Shaking of earth caused by waves and below the earth's surface causing:
- Surface faulting
- Aftershocks
- Tsunamis
- Tremors, vibrations
- Liquefaction
- Landslides

PREDICTABILITY

- Probability of occurrence can be determined but not exact timing. Forecasting is based on monitoring of seismic activity, historical incidence, and observations.

FACTORS CONTRIBUTING TO VULNERABILITY

- Location of settlements in seismic areas.
- Structures which are not resistant to ground motion. Dense collections of buildings with high occupancy. Lack of access to information about earthquake risks.

TYPICAL ADVERSE EFFECTS

- Physical damage - Damage or loss of structures or infrastructure. Fires, dam failures, landslides, flooding may occur.
- Casualties - Often high, particularly near epicenter or in high populated areas or where buildings not resistant.
- Public health - Fracture injuries, most widespread problem. Secondary threats due to flooding, contaminated water supply, or breakdown in sanitary conditions.
- Water supply - Severe problems likely due to damage of water systems, pollution of open wells and changes in water table.

POSSIBLE RISK REDUCTION MEASURES

- Hazard mapping
- Public awareness programs and training
- Assessing and reducing structural vulnerability
- Land use control or zoning and building codes
- Insurance

SPECIFIC PREPAREDNESS MEASURES

- Earthquake warning and preparedness programmes
- **TYPICAL POST-DISASTER NEEDS**
- Search and rescue
- Emergency medical assistance
- Damage needs and assessment survey • Relief-assistance
- Repair and reconstruction
- Economic recovery

TSUNAMIS – CHARACTERISTICS

CAUSAL PHENOMENA

- Fault movement on seafloor, accompanied by an earthquake. A landslide occurring underwater or above the sea, then plunging into the water. Volcanic activity either underwater or near the shore.

GENERAL CHARACTERISTICS

- Tsunami waves are barely perceptible in deep water and may measure 160 km between wave crests.
- May consist of ten or more wave crests.
- Move up to 800 km per hour in deep water of ocean, diminishing in speed as the wave approaches shore.
- May strike shore in crashing waves or may inundate the land.
- Flooding effect depends on shape of shoreline and tides.

PREDICTABILITY

- Tsunami Warning System in the Pacific monitors seismic activity and declares watches and warnings. Waves generated by local earthquakes may strike nearby shores within minutes and warnings to public may not be possible or based on seismic activity only.

FACTORS CONTRIBUTING TO VULNERABILITY

- Location of settlements in low lying coastal regions.
- Lack of tsunami resistant buildings.
- Lack of timely warning systems and evacuation plans.
- Unawareness of public to destructive forces of tsunamis.

TYPICAL ADVERSE EFFECTS

- Physical damage - The force of water can raze everything in its path but the majority of damage to structure and infrastructure results from flooding.
- Withdrawal of the wave from shore scours out sediment and can collapse ports and buildings and batter boats.
- Casualties and public health - Deaths occur principally by drowning and injuries from battering by debris.
- Water supply - Contamination by salt water and debris or sewage may make clean drinking water unavailable.
- Crops and food supplies - Harvests, food stocks, livestock far implements and fishing boats may be lost. Land may be rendered infertile due to salt water incursion.

POSSIBLE RISK REDUCTION MEASURES

- . Protection of buildings along coast, houses on stilts.
- Building barriers such as breakwaters.

SPECIFIC PREPAREDNESS MEASURES

- Hazard mapping, planning evacuation routes.
- Establish warning systems.
- Community education.

TYPICAL POST-DISASTER NEEDS

- . Warning and evacuation; search and rescue; medical assistance; conduct disaster assessment, provide food, water and shelter.

Landslides in Fiji

Landslides occur annually throughout Fiji during the 'wet season' between November and April. Their impact on the Fiji community and economy has in many instances been disastrous, with loss of lives and property. Worst affected is the area along coastal southeast Viti Levu. Landslides are often triggered by heavy rainfall, but can also be activated by earthquakes, deforestation, agricultural practice or building and road construction activity.

Landslides often occur in combination with other natural disasters, in particular cyclones and floods, and often block essential emergency communication lines. The most extensive landslides recorded followed cyclone Wally in 1980. The road from Navua to Yarawa in the South-East of Viti Levu was during this event blocked by 45 huge landslides. In the aftermath of cyclone Kina in January 1993, a large number of landslides were recorded. Approximately half of those landslides was related to road construction practices.

The effects of landslides are becoming increasingly important, because many of the urban expansion areas are potential landslide risk areas. It is expected that urban expansion and increased agricultural activity will increase the need for adequate landslide hazard assessments as a basis for the programming of development efforts.

LANDSLIDES - CHARACTERISTICS

CAUSAL PHENOMENA

- Downslope transport of soil and rock resulting from naturally occurring vibrations, changes in direct water content, removal of lateral support, loading with weight, and weathering, or human manipulation of water course and slope composition.

GENERAL CHARACTERISTICS

- Landslides vary in types of movement (falls, slides, topples, lateral spread flows), and may be secondary effects of heavy storms, earthquakes, and volcanic eruptions. Landslides are more widespread than any other geological event.

PREDICTABILITY

- Frequency of occurrence, extent and consequences of landslides may be estimated and areas of high risk determined by use of information on area geology, geomorphology, hydrology and climatology and vegetation.

FACTORS CONTRIBUTING TO VULNERABILITY

- Settlements built on steep slopes, softer soils, cliff tops.
- Settlements built at the base of steep slopes, on mouths of streams from mountain valleys.
- Roads, communication lines in mountain areas
- Buildings with weak foundations.
- Buried pipelines, brittle pipes.
- Lack of understanding of landslide hazard.

TYPICAL ADVERSE EFFECTS

- Physical damage - Anything on top of or in path of landslide will suffer damage. Rubble may block roads, lines of communication or waterways. Indirect effects may include loss of productivity of agricultural forest lands, flooding, reduced property values.
- Casualties - Fatalities have occurred due to slope failure. Catastrophic debris slides or mudflows have killed many thousands.

POSSIBLE RISK REDUCTION MEASURES

- Hazard mapping.
- Legislation and land use regulation.
- Insurance.

SPECIFIC PREPAREDNESS MEASURES

- Community education.
- Monitoring, warning and evacuation systems.

TYPICAL POST -DISASTER NEEDS

- Search and rescue (use of earth removal equipment); medical assistance; emergency shelter for homeless.

Droughts in Fiji

Prolonged periods of rainfall deficiency is of increasing concern to development. Seasonal and inter-annual variation in rainfall over large areas has reduced production of crops and taxed government resources in cartage of fresh water to drought-stricken localities. Of particular concern are small islands where water has to be barged during the dry season (April to November). Small water supply systems are usually affected most and because of the distance they are the most expensive to service.

The 1983, 1987, and 1992 droughts were believed to be induced by the El-Nino Southern Oscillation phenomena when there is reduced amounts of rainfall in our area of the Pacific. There is a four to five year cycle of this phenomena with varying degrees of severity. The impact, however, varies during the 1983 and 1992 droughts government supplied emergency water and food rations to affected individuals while in 1987, only emergency water supply was dispatched. It cost up to a million dollars of government funds to facilitate these emergency supplies during each of the major dry periods.

The most vulnerable are agricultural crops, domesticated farm animals and industries that are dependent on large quantities of water. Our Monasavu Hydroelectricity dam ran short of water for several weeks during the 1992 drought.

DROUGHTS - CHARACTERISTICS

CAUSAL PHENOMENA

- Immediate cause - Rainfall deficit.
- Possible underlying causes - El Nino (incursion of warm surface waters into the normally colder waters of the Eastern Pacific); human induced changes in ground surface and soil.

GENERAL CHARACTERISTICS

- The water or moisture availability is significantly reduced in relation to the norm.
- Meteorological drought - occurs when rainfall is well below expectation in any large area for an extended period.

- Hydrological drought - occurs when there is a sustained deficit in surface runoff below normal conditions or depletion of groundwater levels.
- Agricultural drought - occurs when rainfall amounts and distribution, soil water reserves and evaporation losses combine to cause crop or livestock yields to diminish markedly.

PREDICTABILITY

- Periods of unusual dryness are common in the normal dry season. No known method exists to reliably predict the occurrence, continuation, cessation or recurrence of drought.
- However, analysis of climatological data can help prepare probability assessments of such events. large scale droughts in Fiji have been generally known to occur during major
- ENSO episodes. There appears to be a four to five year cycle of such events.

FACTORS CONTRIBUTING TO VULNERABILITY

- Location in an area where dry conditions are increased by drought.
- Farming on marginal lands, subsistence farming.
- Lack of agricultural inputs to improve yields.
- Lack of seed reserves.
- Areas dependent on other weather systems for water resources.
- Areas of low soil moisture retention.
- Lack of recognition and allocation of resources to drought hazard.

TYPICAL ADVERSE EFFECTS

- Reduced income for farmers; reduction of spending from agricultural sector; increase in price of staple foods, increased inflation rates, deterioration of nutritional status, famine, illness, death, reduction of drinking water sources, migration, breakup of communities, loss of livestock.

POSSIBLE RISK REDUCTION MEASURES

- Development of inter-institutional response plan.

SPECIFIC PREPAREDNESS MEASURES

- Drought and famine early warning systems.

TYPICAL POST-DISASTER NEEDS

- Measures to maintain food security: price stabilisation, food subsidies, employment creation programs, general food distribution, supplementary feeding programs, special programs for livestock and pastoralists, complementary water and health programmes; rehabilitation.

Notes

International Assistance

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International Assistance

This appendix deals with main considerations, which apply to international disaster assistance in Fiji. It outlines different types of assistance in relation to disasters, roles and responsibilities within the Government, international appeals for assistance and indicates the mechanisms for interaction between the Government and bilateral and multi-lateral donors.

Principles

The following are the basic principles for international assistance in natural disasters:

1. An appeal for international assistance, either to specific countries or a general appeal, is made by the Prime Minister on the basis of advice by the National Disaster Controller; international assistance will be sought when the impacts of the disaster go beyond the capabilities of the local and national resources to cope.
2. All international disaster assistance is based on a request from the government of Fiji or from a recognised NGO;
3. All government requests for international assistance are made by the National Disaster Controller through the Ministry of Foreign Affairs; Agencies will not directly request international assistance;

4. The disaster controller will be fully informed of international assistance provided to recognized NGOs;

Types of Assistance

International assistance in disaster management can be related to each of the stages in the disaster cycle. The following illustrates the character of assistance in different stages of disaster management:

ASSISTANCE IN PREVENTION, MITIGATION & PREPAREDNESS

Assistance is normally given through bilateral or regional arrangements and includes technical assistance, training and project assistance. Projects are normally implemented through bilateral or multi-lateral development cooperation arrangements or as specific disaster reduction support. These projects will in general be implemented under normal government procedures. Requests for this assistance are coordinated by the National Disaster Management Office and are approved by the NDMC. The implementation of projects can be by other ministries.



Above: Australian Ambassador Honorable John Trotter discusses the survey and assessment procedures with RAAF personnel during the Cyclone Kina Survey and Assessment Exercise.

At Right: Aircraft support from Australia and New Zealand greatly assisted in the survey, relief distribution-and emergency assistance phases of Cyclone Kina.



Some examples are:

- technical assistance for hazard mapping
capital assistance in dredging projects and coastal management projects
- provision of assistance in the formulation of plans and operations guidelines
- provision of basic emergency equipment such as chainsaws, generators and medical equipment
- improvement of weather observation capacities through capital assistance in purchase of equipment and provision of training

OPERATIONAL ASSISTANCE DURING EMERGENCIES

Assistance is normally provided by countries in the region immediately after the disaster. It includes the provision of aircraft support for survey and assessment and relief distribution, aerial photography and satellite interpretation for damage assessment, and the provision of emergency assistance teams to undertake specialist tasks such as search and rescue and emergency medicare. Requests for this type of assistance are made only by the National Disaster Controller through the Ministry of Foreign Affairs in consultation with the Emergency Committee of NDMC. The provision of operational assistance in general does not interfere with ongoing development assistance programmes.

RELIEF ASSISTANCE

Relief assistance is provided in the form of cash grants or as provision of relief supplies. All relief assistance is based on a request of the National Disaster Controller. He requests for assistance after consultation with the Emergency Committee of NDMC through the Ministry of Foreign Affairs. Relief items include materials for temporary shelter, water containers, emergency equipment, food supplies, medical emergency kits and other materials used to provide relief to disaster victims. The provision of relief assistance does not normally interfere with ongoing development assistance programmes.

REHABILITATION ASSISTANCE

International assistance in the rehabilitation after natural disasters can be given in the form of cash grants, loans, the provision of materials or equipment or in the form of technical assistance. Sometimes this assistance is independent from ongoing

development assistance programmes, but often rehabilitation assistance constitutes a diversion or extension of ongoing programmes. Requests for international assistance are made by the National Disaster Controller in consultation with the NDMC, through the Ministry of Foreign Affairs. Requests for international assistance in rehabilitation are based on a rehabilitation programme that is prepared by NDMO under responsibility of NDMC. Implementation can be carried out by individual ministries, with a coordinating role for NDMC. Operational coordination will be provided by NDMO.

Rehabilitation programmes may include, but are not limited to, the following:

- agriculture rehabilitation programmes
- infrastructure reconstruction
- housing reconstruction programmes
- rehabilitation of schools and health facilities

ASSISTANCE TO NGOs

International assistance to recognized NGOs can be provided in each of the above fields. To avoid duplication and overlap, NGOs will fully inform the Disaster Controller of international assistance that is provided to them.

Appeal for International Assistance

International assistance, other than to recognized NGOs, can not be given unless there is an official appeal for international assistance. Such an appeal can be made to specific countries with which Fiji has a close relation, or it can be a general appeal for assistance. The national disaster controller will, in consultation with the Emergency Committee of NDMC, inform the Prime Minister if, to his opinion, the extent of the disaster is such that it can not be dealt with adequately with national resources.

If the Prime Minister decides to launch a general appeal for international assistance, he will convene a meeting with all diplomatic missions, UN agencies and

regional organisations in the country, on which this appeal will be made public. At this meeting, the potential donors will be informed on nature of the appeal and the type of assistance sought. If international assistance is sought from specific countries only, these will be informed through diplomatic channels.

Mechanisms for Interaction between the Government of Fiji & the International Community

The Government of Fiji recognizes its responsibility to adequately inform the international community in the country of the impacts of natural disasters. It will therefore regularly brief diplomatic missions, UN agencies and regional organisations on the situation in the aftermath of a natural disaster. A first briefing will be held by the National Disaster Controller within 72 hours after the disaster. This will inform the international community of the disaster on the basis of the initial damage and needs assessment report prepared. Subsequent meetings will be held as required.

If there is an appeal for international assistance, general or limited, more frequent consultations will be organized by the National Disaster Controller. At these meetings, donors will be informed of specific needs in terms of operational assistance, disaster relief and rehabilitation. These meetings provide the opportunity for donor countries and agencies to coordinate their assistance and be informed of outstanding needs.

To facilitate cooperation between the international community and the Government of Fiji, the National Disaster Controller will assign one of his staff as the point of contact for international agencies. This person will assist in the coordination of international assistance and provide information to the international community as required.

Notes