GOVERNMENT

OF

THE REPUBLIC OF VANUATU

NATIONAL DISASTER PLAN
REVIEW OF

OCTOBER 2009 – OCTOBER 2010

National Disaster Management Office
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AUTHORITY TO PREPARE NATIONAL DISASTER MANAGEMENT PLAN

1.1 Title

VANUATU NATIONAL DISASTER MANAGEMENT PLAN – REVISED 2009/2010

1.2 Authority

This plan is prepared for the National Government by the National Disaster Management Office under the provision of Section 9 (1) Part 3 of the National Disaster Act No.31 of 2000.

1.3 Endorsed.

................................................................./........./...... Date
George Bogiri
Chairperson
National Disaster Committee

1.4 Approved:

................................................................./........./...... Date
Hon. MANAREWO
Minister of Internal Affairs
Vanuatu Government
Republic of Vanuatu
AMMENDMENT LIST

Proposals for amendment or addition to the contents of this plan are to be forwarded to:

The Director
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1.0. GENERAL

1.1. INTRODUCTION

This plan subsided the 1987 National Disaster and Emergency Plan, which is a new arrangement under the provision of Section 9 Part 3 of National Disaster Act No.31 of 2000. The planning approach contained within focuses on a comprehensive hazard and disaster management strategy which clearly identifies and documents the essential organizational and procedural ingredients for effective prevention of, response to and recovery from disasters.

The effectiveness of this document will depend on the ability of organizations and departments to understand its components, and also implement actions in accordance with the procedures listed and assigned disaster roles and responsibilities within their means of resources when need be.

1.2. AIM

The aim of the plan is to detail the national arrangement for the effective response coordination of Government, Province, statutory and voluntary, NGO and private resources in dealing with the effects of a hazard impact within the Islands of the Republic of Vanuatu.

1.3. CONCEPT

The basic concept of this plan is based on the effective utilization and coordination of government, Non Government Organization (NGO), private industry and Donor Resources in support of the National Disaster Management arrangements.

This concept obviously depends on a number of essential elements including:

- An effective organizational structure
- Clearly defined disaster roles and responsibilities
- Effective coordination and control
- Good communications
- Effective warning, activation and alerting systems
- Realistic and effective operational procedures.
- Cooperation and Commitment
1.4. NATIONAL POLICY

The policy adopted by the Vanuatu Government is as follows:

- Recognise problems associated with disasters are part of a total government responsibility and to make best possible arrangements to deal with given available resources.
- Recognise reducing underlying risks from disasters is a development issue and that disaster mitigation, prevention, preparedness, response and durable recovery as essential ingredients for national development planning.
- To integrated and mainstreamed disaster risk reduction and disaster management into national and sector policies, plans and decision-making processes.
- To integrated, all hazards into whole of government and whole of country approach consistent with global and regional frameworks and priorities.
- To re-promote and encourage the application of traditional knowledge and practices in the design of DRR & DM programmes and strategies as an important aspect of building safer and more resilient communities through public awareness and education programs.
- Recognise benefits of strengthening partnerships between all levels of civil society, international and regional organisation in implementing DRR & DM.
- To recognise the need for budgetary provisions to support priority actions for disaster risk reduction and disaster management at all level of government and society.
- Establish a strong DRM institutional arrangement with appropriate legislation framework in place.

1.5. RELATIONSHIP WITH OTHER PLANS

This plan shall be used by all Government Departments, Provincial Councils, Municipal Council, NGO, Private Industry and Donor Partners as a guide for preparing their own Internal Disaster and Emergency Response Plans and Standard Operational Procedures. This is to ensure that the National Government achieves a professional coordination of disaster management planning for the Republic through an integrated approach.

1.6. DEFINITION AND ABBRIVIATION

A list of disaster management definitions and abbreviation used in this document can be found at Annex One – Definitions and Abbreviations.

2.0. HAZARD/THREATS

2.1. GENERAL

Republic of Vanuatu has been rated as the highest disaster prone country in the South Pacific, due to geographical background, isolation and remoteness of islands.
and villages, terrain and limited resources to counter disaster situations in a timely manner, is not an easy task. It is important to understand the natural hazards we are living with, and there potential to cause disaster to our communities, environment, economic and social services. Therefore, the Government has an obligation to ensure, there is an establish responsible office whose role is to formulate such plans to facilitate the Government in carrying out its duty to the nation and to ensure there is risk reduction program formulated to reduce risks and hazards in the Republic of Vanuatu.

This section outlines different hazards/threat to the Republic of Vanuatu Islands.

2.2. CYCLONE

Vanuatu is located within the South Pacific cyclone belt. Every year Vanuatu receives minor to major cyclone activity that causes a lot of damage to communities, environment, economy and social services delivery. The cost of cyclone rehabilitation programs is increasing and sets back our economic growth and stability.

Our cyclone session is from November to April the following year. However, cyclones can also form outside of the period indicated.

Storm surge associated with cyclones is regarded as a threat to communities living in coastal low lying areas throughout the country.

Cyclones can also cause associated disasters such as flooding and landslip. These associated disasters affect communities and individuals who should always consider their safety by listening to information form the Meteorological Department and the NDMO.

2.3. VOLCANIC RISKS

Vanuatu sits within the so called “the rim of fire”. The islands of Vanuatu are at high due to volcanic risks. There are seven active volcanoes running from North to Southern part of the country and are located on the following islands:

- Gaua in the Torba Province
- Marum on Ambrym, Malampa Province
- Benbow on Ambrym, Malampa Province
- Vui on Ambae, Penama Province
- Lupevi in Malampa Province
- Kuwai in Shefa Province
- Yasur on Tanna, Tafea Province

These volcanoes pose different risks to the communities such as:

- Volcanic Ash-fall.
- Volcanic Acid Rain
- Volcanic Lava Flow
Volcanic Sulphur Gas
Volcanic Mud Flow

These volcanic risks are continually affecting livelihood and services of certain communities. It is a high priority for the Government, Province’s, and Communities concerned to work together in order to develop mitigation strategies in order to reduce volcanic risks. Further information on the characteristics of each volcano can be obtained from the Geological Department.

2.4. FLOODING

Culturally, communities are most likely located more near river banks in low lying areas which are prone to flooding, as well as coastal low lying areas. These villages are vulnerable every year when there is a cyclone or heavy rainfall, because of the associated threat of flooding.

Floods destroy gardens, houses, personal belongings, and people as well as high river levels which causes infrastructure damage to bridges and roads. With our current growing population, and urban drift it is obvious people move to areas they can afford which generally means low lying areas prone to flooding.

Flooding occurs on Malekula, Santo, and Efate, where there are big rivers as well as Middle bush on Tanna. However, flooding is also experienced on other islands generally following heavy rain fall periods which causes damage to gardens and sanitation problems for villages.

2.5. EARTHQUAKE

Earthquake, present a high, but infrequent risk to Vanuatu. The main threat area is to the northern and central islands, and the islands with active volcanos. Apart from general earthquake damage, volcanic islands can also suffer from landslides which can inundate gardens, roads and bridges, as well as communities.

2.6. INDUSTRIAL ACCIDENTS

Port Vila, Luganville and other main centers are developing at a high rate. However, while safety precautions are high, the potential of an accident involving explosive chemicals and fuel is high at this stage. The towns are beginning to become more crowded, with people, buildings, and an increased number of vehicles on our road. The potential for ‘man-made’ industrial type accidents or disasters is increasing and as a result the risk factor is high especially in Port Vila and Luganville.

2.7. TOWN FIRE OUT-BREAK

Port Vila and Luganville are increasing as popular tourist destinations. Whilst we are building this economic benefit to the Nation, it is just as important to give some priority in putting plans in place as well as strengthening National Fire Services to become skillful, resourced with appropriate equipment to be prepared to fight and rescue victims from the outbreak of fire.

Port Vila is a very narrow and a small town and is vulnerable to this incident. Unfortunately, fuel stations are located in the center of the city as well as businesses,
banks, Post Office and UNELCO. These facilities are important but are located in a vulnerable location in the heart of Port Vila. Therefore, risk level is high. But safer environment for a safer economic sustainability must become priority for the Port Vila Town Council now.

2.8. TOWN MASS ROAD ACCIDENT

As above, in such a small town, this is another hazard, which must not be overlooked. Whilst Police Officers play their role maintaining public safety, it is important to raise level of competency, skill, adequate resources, procedures and plans to activate when there is an incident. Consider, improving road signs and putting into force new laws to reduce high risk of mass accident in Port Vila and Luganville. This type of incident can be associated with the above hazard. Yet the town is developing very fast, but do we consider disaster risks?

2.9. HAZARDOUS CHEMICAL ACCIDENTS

High volume of chemical transport vehicle especially in Port Vila and Luganville can cause dangerous accident. If such an incident in or around Port Vila were to occur, large areas of the city can be exposed to toxic and flammable materials causing health problems and damage to businesses, buildings, infrastructure and the image of Port Vila as a safe and friendly environment. The risk of an incident is high and planning must considering the potential of this risk.

2.10. MARINE OIL SPILL

Port Vila Bay sets a wonderful scene for the Nation, but we must be mindful that oil tankers, fuel and gas can destroy the Marine Environment if authorities concerned are not careful in abiding to set standards in the management of fuel transfer, storage and handling. Probability is medium but risk is high.

2.11. AIRCRAFT ACCIDENT

The possibility of an aircraft accident at the airport, or elsewhere is high, due to condition of some Airports on the islands. In Port Vila, most landing and take-off paths are directly over residential areas. At the same time some development such as Power Plant which is also located in the same area. These are to be taken into consideration. Airport management has established plans for the airport precinct, these plans do not extend beyond that area.

2.12. EXOTIC DISEASE/EPIDEMICS/Pandemic

Vanuatu’s beef has been declared as the best in the region. However, it is important that safety is observed at all times through regulations to ensure, livestock export trade is disease free. An outbreak of an exotic animal disease would cripple the Vanuatu economy. Therefore, all steps must be taken to prevent this from occurring. The Agriculture Department and Live Stock Department are lead agencies in developing Animal Exotic Disaster Response Plan, which all other Government,
NGO, private operators play an important role to ensure that exotic diseases do not enter the country.

The people of Vanuatu are also exposed to modern transmitted viruses and pathogens. The Ministry of Health are responsible for the monitoring, detection and treatment of any outbreaks. Due to the high travel needs of our people and the tourist trade, the risk of introduce disease is high.

2.13. DROUGHT

Drought is becoming concern for the communities of Southern Islands and some other smaller islands in the Shepherd Groups. This normally leads to lower production of vegetables, root crops and water shortages causing health problems due to unbalanced diet and sanitation problems. This also leads to problems with many schools by causing closure as they cannot continue due to food shortages and pupils not attending.

Therefore, Agriculture, Water Units, and Health Departments need to educate people who are living in these vulnerable areas to change some cultural practices or more technical research information into what further mitigation projects can be undertaken to minimize or reduce the risk.
3.0. ORGANISATION

3.1. ORGANISATIONAL STRUCTURE

The National Disaster Response Coordination structure for the Republic of Vanuatu is attached as Annex Two – National Disaster Response Coordination Structure. This is inline with National Policy on Disaster Management found in Part 1 paragraph 4 of this plan.

3.2. MINISTER’ RESPONSIBILITY

The Hon. Minister for Internal Affairs is the Minister appointed specific responsibilities for disaster management within the Republic, and as such is responsible to the Cabinet of Minister for ensuring that adequate disaster management measures exist before, during and after a disaster. As well as ensuring that Comprehensive Hazard and Risk Management policy is implemented at all levels of the Government as well as NGOs and Private Industries.

3.3. NATIONAL DISASTER COMMITTEE (NDC)

The National Disaster Committee (NDC) is responsible to the Minister of Internal Affairs for assisting the National Disaster Management Office (NDMO) in the execution of their duties associated with mitigation, prevention and preparedness, response and recovery programs, and for the provision of technical advice and resource support to the Central Control Group (CCG) during disaster response operations.

The NDC will through the conduct of meetings, view and discuss disaster plans and related programs identified by the NDMO, and ensure that the commitment of their respective Departments or organizations is provided to facilitate the implementation of plans and achievement of the program objectives. The formation of the NDC is legislated under the provision of Section 4 and 5 Part 2 of National Disaster Act No 31 2000.

Refer to Annex Five – Disaster Management Committee Structure.

3.4. MEMBERS OF NDC

The NDC shall consist of the following members:

- Director General of Internal Affairs (Chair)
- Secretary of the Development Committee of Officials
- Director General of MOH
- Police Commissioner
- Director General of MOFEM
- Director General MOPUI
- Director General MOE
- Director Aid Coordination and Planning
- Director Provincial Affairs
- Director Secretariat (NDMO)
The Chair of the NDRMC may invite representatives from any other department or agency, including public sector agencies, to participate in or report to meetings of the Committee.

The NDC is also responsible for activating the CCG for a given threat upon recommendation from the Director NDMO, and for establishing other committees, or control groups in response to an emergency need. Other members can be co-opted by the chairman, as and when the situation warrants such representation.

However, Liaison Officers from responding and technical government departments must link directly with the NDC, CCG and NEOC in order to prepare to activate their response plans in a given threat at the given time; such as Health Department, PWD, Education Department, Agriculture Department and Geology Mine and Water Department. This committee is established in accordance to Section 5 (1) Part 2 of National Disaster Act No.31 of 2000. Therefore, all members of the committees now have legal responsibility to comply with the requirement.

3.5. FUNCTION OF NATIONAL DISASTER COMMITTEE

The function of the NDC is in line with Section 4 (2) Part 2 of Disaster Act No.31 2000 and as follows:

- To develop strategies and policies for the prevention of, preparation for, response to and recovery from disasters; and
- To ensure that such strategies and policies for the prevention of, preparation for, responding to and recovery from disasters are implemented; and
- To advise the Minister on the need for aid to counter the effects of a disaster and on any agreement proposed to be entered into by the Government in relation to such aid; and
- To advise the Minister on the declaration of a State of Emergency; and
- Subject to the approval of the Commissioner of Police, to determine the number of members of the Vanuatu Police Force to be deployed in the prevention of, preparation for, response to and recovery from a particular disaster; and
- To ensure that government agencies comply with directions given by the Minister under section 16; and
- To advise the Minister on all other matters relating to disasters.

3.6. DISASTER CONTROLLER

The Disaster Controller is responsible for the proper and effective response of lead and support agencies to a disaster situation. This position is one of significant authority and responsibility. There are two levels of Disaster Controller and each does not automatically overrule the other as both have specific roles and responsibilities:
3.7. Disaster Controller – National Level

The Director General Ministry of Internal Affairs is the National Disaster Controller when disasters escalate from the capacity of Provinces to manage and where a National response is required. The role and functions of the Disaster Controller at the national level are:

- Activate the NDC to provide direction to the responding lead and support organizations and agencies in response to an impending or actual disaster;
- Implement the strategies and policies of the NDC to respond to a disaster effecting the nation;
- Manage the response and allocation of national resources to support Provincial Disaster Management Committees;
- Provide support to the National Emergency Operations Centre (NEOC) to ensure that it is resourced to coordinate through the NDMO the national response to support the Provincial Disaster Management Committees;
- Report to the Ministry responsible for disaster management, Council of Ministers and the Prime Minister, the status of response and recovery plans during and post a disaster;
- Authorize and provide reports to the media on the status of response to the disaster; and
- In accordance with the general intent of the National Disaster Act No. 31 of 2000 carry out any other functions or acts to mitigate the effects of the disaster on the community and the nation.

3.8. Disaster Controller – Provincial Level

Provinces are at the front line of response to disaster impacts on the communities in their jurisdiction. The control and coordination of response by lead and support organizations and agencies within the Province is the responsibility of the Provincial Secretary General. It is essential that an effective and coordinated response is implemented to ensure that resources are deployed appropriately and effectively to support local communities. The role and functions of the Disaster Controller at the Provincial level are:

- Activate the Provincial Disaster Management Plan and Provincial Disaster Management Committee;
- Implement the strategies and policies of the Provincial Disaster Management Committee in response to the effects of a disaster in the province;
- Manage the response and allocation of Provincial resources to the disaster in support of local communities and villages;
- Provide status reports and damage assessment reports to the NDMO and Director General responsible for disaster management, on the capacity of the Province to mitigate the effects of the disaster;
- Activate the Disaster Recovery Committee to implement recovery plans to assist communities with recovery and rehabilitation plans;
- Liaise with the NDMO relative to the authorization and release to the media of status reports on the progress of response to the disaster; and
- In accordance with the general intent of the National Disaster Act No. 31 of 2000 carry out any other functions or acts to mitigate the effects of the disaster on the community and the Province.
Note: It is not the Disaster Controller – National Level’s responsibility to manage or direct operations within a Province, this separation is essential to ensure that Provinces utilize and activate their resources in accordance with the prioritization of needs as they have determined. The National and Provincial Disaster Management Plans shall provide direction and guidance to ensure appropriate and effective management of disaster response, coordination and recovery activities.

3.9. NATIONAL DISASTER MANAGEMENT OFFICE

The function of NDMO is in line with the provision of Section 6 (2) Part 3 of National Disaster Act N0.31 2000:

- To implement the strategies and policies of the National Disaster Committee;
- To advise the NDC in relation to disaster matters;
- To ensure that aid for disasters is used for the purpose for which it was provided;
- To establish clear communication networks between government and non-government agencies at all levels;
- To develop disaster education programs for the community and to organize disaster training exercises; and
- Perform such other functions as are conferred on it by or under the Act.

The NDMO is responsible to the NDC Chairman for the development, implementation and daily management and maintenance of disaster prevention and preparedness activities, and for the development and maintenance of disaster response/recovery procedures.

3.10. PROVINCIAL DISASTER COMMITTEE (PDC)

Provincial Disaster Committees must be formed by all six Provinces throughout the Republic of Vanuatu. The respective Secretary Generals in consultation with the Director of Provincial Affairs shall be responsible for the establishment of Provincial Disaster Committee’s as required by the provision of Section 11 (1) Part 3 of National Disaster Act N0.31 of 2000. Also the Secretary Generals are to become the Provincial Disaster Controller and is to be assisted by the Provincial Police Commander or Officer in Charge, as his Disaster Operation Officer.

Refer to Annex Five – Disaster Management Committee Structure.

Function of PDC is as follows:

- Dissemination of public education material and conduct of awareness activities in accordance with National programs but relative to local requirements.
- Establish a Provincial Emergency Operations Center.
- Develop Provincial Disaster Plans and Operational Procedures to compliment National planning arrangements.
- Provision of other sub-plans as per respective Provincial Hazards and Risks.
- Provision of immediate response program within provincial resources and seeking support from other provinces before requesting national government assistance.
Conduct Hazard and Risk Assessment, identify, and develop Disaster Mitigation plans and projects in order to reduce risk to their development and economic and social development.

Responsible for Disaster and Risk Management and to ensure risk reduction is part and parcel of Provincial sustainable development plans.

Seek advice from NDMO before, during and after a disaster impact.

Other duties as may be directed by the NDC through NDMO.

3.11. Community Disaster Planning Committees/Groups

Local communities should form committees/groups to develop plans for disasters that affect their communities/villages. These plans are based on local knowledge and experience with assistance and support from Provincial councils, aid organizations, businesses and government organizations i.e. schools, medical, and religious organizations. Plans should be simple and address the following key elements:

- Identified hazards which present significant risk to the community
- Resources available to community members i.e. tools, seed stock, water supplies
- Disaster preparedness work/activities to improve preparedness
- Plans for warning/alerting community members of impended disaster
- Plans for evacuation to a safer area, and/or develop safe shelters

Members of the committee/group should be:

- Community elders/leaders
- School/Religious leaders
- Community aid workers – aid organization representatives

Refer to Annex Five – Disaster Management Committee Structure.

4.0. PREVENTION AND MITIGATION

4.1. POLICY FRAMEWORK

Population growth, economic and social development in Vanuatu will continue to be affected by natural disasters unless hazard prevention and mitigation measures are incorporated into Whole of Government National Development Plans in order to achieve risk reduction by all Government, NGO, and Private Agencies. As a developing island state in the South Pacific, and a disaster prone country, it is important that disaster mitigation strategies are considered along the line of sustainable development and a safer environment for the future of the nation.
4.2. COMPREHENSIVE HAZARD AND RISK MANAGEMENT (CHARM)

The Vanuatu National Disaster Management Plan aims to detail disaster management mechanisms, which calls on NDC to recognize that effective disaster mitigation planning shall become whole of agencies responsibilities. Therefore, it shall be reflected in all National Government Ministries/Dept, Provinces, NGOs and Private Agencies development plans. This is to achieve risk reduction as well as, National Government achievement towards safer environment for a sustainable development progression, livelihood, property and society at large.

A National Disaster “Comprehensive Hazard and Risk Management” (CHARM) is a guideline developed by the NDMO in partnership with all agencies from the National Government and NGOs as a standard tool to be use in identifying hazards, level of risks and then formulating mitigation plans and projects by respective responsible agencies.

CHARM will assist all agencies and communities to;

- Identify and assess the hazards.
- Assess level of risks to economic, social development, environment and community.
- Identify treatment options and resources.
- Identify what mitigation programs or activities are already in place.
- Identify what is yet to be implemented as gaps of opportunity.
- Develop mitigation plans and project to close up the gaps.
- And build it into projects or business plans for implementation.

4.3. CHARM COMMITTEE

The Comprehensive Hazard and Risk Management Committee (CHARM) will be form by respective agencies as detailed below and will have responsibility for identifying and where possible implementing strategies aimed at disaster and risk reduction to development projects and implementation. Secondly, the committee will be responsible to the Chairman of Development Committee of Officials (DCO), and will provide technical support and advice to departments, organizations, Provincial Councils, Municipal Councils, NGOs and private industry to ensure that disaster mitigation strategies are included in their development plans. This is an integrated approach towards a safer community in support of maintaining sustainable economic and social development.

Committee Composition:

- Director General MOFEM (Chairman)
- Director General MOPUI (Deputy Chair)
- Director General MOLGW
- Director Provincial Affairs
- Director DESP (Secretary)
- Director NDMO
Director Environment
Town Planners

Other technical agencies within the Government, NGOs and Private industries can be called to attend specific meetings for the purpose of additional advice and commitment.

4.4. PROJECT IDENTIFICATION AND FORMULATION

It will be the CHARM Committee’s role to identify, and advise respective agencies to formulate mitigation plans and if possible project proposal initiatives:

- As part of planning, restricting developments that will be vulnerable to future damages;
- As part of efficient and effective recovery efforts following future disasters;
- As part of creating a safe environment for development initiative;
- As part of contributing to sustainable development against future disasters; and
- As part of reducing and minimizing the impact or risk on livelihood and development.

4.5. BROAD PROCESSES

CHARM management, including disaster impact assessments, as a routine requirement in development planning or for retrofitting programmes, will be guided systematically:

- Assessing the hazards, determining vulnerability and vulnerable areas.
- Assessing the risks and likely socio-economic damage costs on communities, strategic building, infrastructures, critical facilities and services.
- Formulating mitigation recommendations based on the level of risks from above assessments

4.6. ROLE OF NON-GOVERNMENT ORGANISATIONS

NGO’s play an important role in developing community preparedness, by providing aid and support in a variety of ways. It is important to recognize this support as it benefits not only the local communities, but also the nation. A coordinated approach to planning and delivery of support/aid to communities is essential, this way limited funds and resources can be distributed fairly. NGO’s should advise the NDMO of prevention, preparedness, support or aid programs they are planning or propose, in this way a coordinated approach can be applied.

Guidelines for advising the NDMO of projects:

- Construction works designed to withstand natural disasters.
- Provision of resources to aid community recovery.
- Prevention work or activities designed to mitigate the effects of natural disasters
Training and education programs to develop capability and understanding.

Communities are the best source of information relative to mitigation needs, NGO’s working with communities should advise the Provincial Disaster Planning Committee of proposed project and the NDMO. The notification cluster process:

1. Communities working with an NGO identify need for a disaster mitigation project.
2. NGO and community agree on project proposal and resourcing plan.
3. NGO and community advise the Provincial Disaster Planning Committee of proposed project and its benefits.
4. NGO advises the NDMO of the project.
5. NGO and their partners agree on funding and resourcing the project.
6. NDMO liaises with other NGO’s and Government agencies advising of project proposal.

4.7. DISASTER RESPONSES & RECOVERY

NGO’s provide a broad range of services to communities, villages and the nation during a disaster impact. To ensure an effective and appropriate response and allocation of resources during a disaster, NGO’s are encouraged to implement disaster management plans which support the National Disaster Management Plan and Provincial Disaster Management Plans. Whilst it is not the NDMO’s responsibility to endorse or approve NGO’s plans, they should integrate with the National and Provincial Disaster Management Plans.

To ensure that response and recovery phases of a disaster are managed effectively, NGO’s need to become an integral part of the Provincial and national response by liaising and working with Provincial and National Disaster Management Committees (as appropriate). It is recognized by this plan that NGO’s can support Provinces and the nation with a broad and extensive range of experience and resources which can be utilized for the benefit of affected communities.
5.0. DISASTER PREPAREDNESS

5.1. PREPAREDNESS PROCEDURES

The NDMO is responsible for the review and updating of this plan, and is to report the plan status to the NDC by November each year. Amendments to the plan must first receive the approval of the Disaster Plan Working Group before being included and disseminated to departments and organizations.

The working group main function is to ensure that disaster plans are reviewed and update on a regular basis. The main composition of the group will be:

- Director NDMO – Chairman.
- Deputy Commissioner of Police
- Director Provincial Affairs
- Other Technical Ministries representatives.

Other agencies from, NGOs and private sectors can be called in to attend meetings as decided by the Chairman.

5.2. SUPPORT PLANS

Operational support plans will be required to facilitate effective response to specific hazards, which are likely to affect the Republic of Vanuatu. This includes the development of Provincial disaster plans, Departmental Disaster Plans, Municipal Disaster Plans, NGOs Disaster Plans and Private Agencies Disaster Plans. The requirement for such plans will be determined by the NDC, however all heads of above mentioned agencies are responsible for the development and the management of their respective disaster plans with the provision of Section 10 (1 - 5) Part 3 of the National Disaster Act N0 31 of 2000.

 Likely support plans:

- Cyclone.
- Aircraft Crash.
- Search and Rescue Plan
- Marine Oil Spill response plan
- Volcanic support plan
- Animal and exotic disease plan
- Flood evacuation plan.

And other associated hazards when identified will have support plans developed.
5.3. GOVERNMENT DEPARTMENTAL RESPONSE PLANS

Every department and organization is to develop their respective disaster response plans for different hazard impacts to ensure that preparedness and response requirements are achieved in a timely and coordinated manner.

Guidelines for the development of such plans can be found in Section 9 of this plan. In addition to these guidelines, the NDMO may support individual agencies, through the conduct of table-top exercises and meetings to facilitate in development of their plans. Departments and organizations are to report on the status of plans to the NDMO by October each year. Also assistance may be sought elsewhere by the head of departments and organizations.

5.4. TRAINING

The NDMO is responsible for Training Development and design of Disaster Management Training Guide which can support all agencies in skill training as well as operational capability to undertake their respective function effectively.

However, strategically, some disaster management training will be institutionalized into Human Resource Development as well as other training institutions as part of Whole of Government approach in disaster management development plan.

Therefore, a National Training Management Committee is to be established and will comprised of following departments:

- Human Resource Development (chairman)
- Department of Education (Secretary)
- Police College
- NGO
- NDMO

Refer to Annex Five – Disaster Management Committee Structure.

Responsibilities:

- Training needs analysis based on risk reduction.
- To identify training resources and register.
- The assessment of training course viability.
- Develop training manuals.
- Identify training that can be institutionalized into Whole of Government Training Development.

However, Departments, Provincial Councils, Municipal Councils, NGOs and community are responsible for the coordination of their respective disaster management training program.
5.5. **EDUCATION AND AWARENESS**

Development of community education and awareness programs rests upon all Government departments, Provincial Councils, Municipalities as well as other community organizations. The development of such programs should be conducted in close cooperation with NDMO. The determination of program requirements should be based on support plans and government policy. To assist in this process an education and awareness management group will be established under the provision of Section 22 (1-2) of Part 5 of National Disaster Act No.31 of 2000.

**Responsibility of Public Education Awareness:**

- The identification of program requirements
- The development of programs
- The implementation and research of program effectiveness.
- The review and redevelopment of programs

**Public Education and Awareness Committee Representative:**

- Department of Education (Chair)
- Representative of Teachers College (Secretary)
- Health Department
- Port Vila Municipality
- Provincial Affairs
- Media
- Department of Agriculture
- Department of Geology
- Department of Meteorology
- NGO Representative (Vanuatu Red Cross)
- NDMO
- Telecom Vanuatu
- Unelco Ltd
- Shell Company
- Mobil Company
- Boral Gas Ltd.

Other agencies can be call in to provide special and technical advise as determine by the committee.

Refer to Annex Five – Disaster Management Committee Structure.
5.6. WARNING AND ALERTING SYSTEM

The key to achieving effective response from the Lead Agencies and response organizations and the community is to have reliable and understandable effective warning and alerting system in place.

Information on a developing disaster situation will come from two main sources:

- Official source i.e. Meteorological/Police/Geology and Province), and/or
- Unofficial source or member of the public.

It will be the responsibility of the NDMO and Lead Agency (responsible organization) or Province to verify the accuracy of unofficial reports before activating any organizational response under the authority of this plan.

It is the responsibility of all departments and organizations to ensure that representatives are contactable at all times and particularly so during the cyclone season and after normal working hours. It is the responsibility of the CCG to ensure that timely and appropriate messages are broadcast to the public advising of the degree of threat, and action that should be taken before, during and after and impact. Departments, Provinces and organizations should assist in this process by ensuring that relevant information is forwarded to the NEOC as soon as possible.

Departments and organizations must appoint respective Liaison Officers (LO) to link their organization to NEOC/NDMO before, during and after response operations.

Details of the national activation system can be found in Section 6 paragraph 6.5 of this plan, whilst details on the warning system used by the Meteorological Service are contained within the Cyclone Support Plan.

Care should be taken not to confuse the terminology being used in this section. The warning system does not refer specifically to Meteorological messages – it relates to the system in place that is used to warn the disaster officials and the community that a potential hazard exists. In the case of cyclones it would be the Meteorological warnings. And in case of Volcano it would be the Geological Departmental warnings etc.

The alerting system refers to the mechanism for informing and activating the departments and organizations, and for alerting the community on the degree of threat and action to take. It is used specifically by the disaster officials and should compliment the warning systems in place.
6.0. DISASTER RESPONSE OPERATIONS

6.1. CONTROL AND COORDINATION PROCEDURE

The Director General responsible for Disaster Management is the nominated Disaster Controller (DC) for all disaster and major emergencies, which occur within the Republic of Vanuatu. He will be assisted in the performance of his duties through the provision of technical advice and resource support by the Police/Vanuatu Mobile Force, Response Department Liaison Officers as well as Central Control Group (CCG) under his chairmanship.

In the absence of the Director General responsible for Disaster Management, the Minister responsible for Disaster Management will nominate a relevant Director General based on advice from the NDC, Commissioner of Police and the NDMO.

6.2. COORDINATION

The CCG will be responsible for collecting and collating information and need assessments and coordination of resources during a disaster or major emergency situation. This function will be performed from the NEOC, with the DC having specific responsibility for developing the operation procedures to facilitate the coordination process.

6.3. NATIONAL EMERGENCY OPERATION CENTRE (NEOC)

The Joint Planning Operation Center (JPOC) from Vanuatu Police Force Command Headquarter is the nominated NEOC for all disaster and major emergency operations requiring major coordination. Departments which have been allocated Lead Response roles during disasters and emergencies should ensure that their plans reflect that such operations may be controlled from the NEOC, depending on the location and type of incident when a Forward Operational Base (FOB) may be established as determine by the NDC and DC. Also Liaison Officers must be identified so that they can also be represented in the NEOC in order to link with their respective departments and organizations in times of activations. This procedure is in line with the provision of Section 8 (1-5) Part 3 of National Disaster Act of 2000.

The organizational structure for the NEOC can be found at Annex Three – Organizational Structure NEOC.

6.4. FUNCTION OF NEOC:

- The gathering, collation and dissemination of information.
- Damage and need assessment.
- Situation Reports and dissemination.
- Maintenance of Operational information and Maps
- The coordination of all government non Government, Private including donor assistance.
- Logistic arrangement of relief supplies receipt and distributions tasks as approved by NDC.
Refer to Annex Three – Organization of National Emergency Operations Centre (NEOC)

NEOC Contact Details are:

- Telephone: 678 26570
- Facsimile: 678 24336
- E-Mail from NDMO: jesau@vanuatu.gov.vu or dmanses@vanuatu.gov.vu

The Police Department is responsible for the development and ongoing maintenance of the NEOC prior to disaster impact to ensure that it can be effectively utilized when required. A joint effort with Joint Planning and Operation Center (JPOC) and NDMO on the development of NEOC Standing Operation Procedure is required and subjected to exercising and review annually.

### 6.5. ACTIVATION

The implementation of this plan will depend on the effective responses and support by lead and response agencies. The following stages of activation are designed to achieve this goal through a graduated and controlled mechanism which when utilized correctly will ensure that the level of preparedness will equal the level of threat being posed.

The outline of action within these stages is listed below:

### 6.6. STAGE ONE - READINESS:

Comes into effect when some form of information is received which indicates that the provisions of this plan, and/or associated plans, may be activated. The Minister on the advise of NDC with the recommendation of DC will declare this stage in force and alert appropriate organizations of such action.

### 6.7. STAGE TWO - STANDBY:

This comes into effect when it is established that a threat exists to all or part of the island chain. It requires that all relevant organizations and personnel are placed on standby to begin operations or actions under this plan immediately when they are called upon. The NDC in consultation with the DC will determine when this stage becomes operative. In some circumstances there may be no warning or insufficient warning of an impending threat and therefore it may not be possible to progress through stages one and two in a normal fashion. Noting that there are sudden onset disasters and slow onset disaster which will determine different alert level.

### 6.8. STAGE THREE - ACTIVATION:

Comes into effect when the threat is imminent or in an impacted situation where a disaster or emergency has already occurred. The Disaster Controller will activate this stage and call upon participating organizations to take action in accordance with planned procedures and/or as directed by the CCG.
6.8. STAGE FOUR – STAND DOWN:

The order for organizations to stand down will be given by the Disaster Controller once a full assessment has been made, the threat has abated, and/or disaster relief operations are well advanced. This will be a gradual process with organizations, which have limited involvement in the operations being stood down in the first instance. This maximum protection – minimum disruption process will avoid over response, and serve as an effective means of regulating community action to achieve self help policy through ongoing communication with Provincial Affairs and NDMO. The stages will also serve as a guide for departments and organizations in the development of respective internal disaster/emergency plans and procedures.

7.0. COMMITTEE SYSTEM

The attainment of effective response to hazards will be approached through the use of committees which will have primary responsibility for the development and review of operational procedures and policy for their given functions.

The committees will be small in respect to numbers, however other representatives can be co-opted as required by the situation at hand. The advantages of such committees are that they can assess situations and make decisions more quickly, and they have through this representation a specialized core of expertise.

Refer to Annex Five – Disaster Management Committee Structure.

The two key Operational response committees are:

- Central Control Group (CCG).
- Damage Assessment Response Committee.

7.1. CONTRAL CONTROL GROUP (CCG) (OPERATIONAL LEVEL)

The CCG is responsible to the Chairperson of the NDC for the implementation and management of disaster response operations. This includes both pre-impact preparedness measures and post impact relief. In particular the CCG will:

- Activate departments and organizations in response to the given threat.
- Liaise with and guide Department, Provincial Governments, NGOs and Community Groups in the execution of their disaster roles and responsibilities.
- Activate disaster assessment system as well as deploy technical teams.
- Collate and prioritize disaster relief requirements.
- Identify and manage international relief assistance.
- Prepare a damage assessment report for recovery and reconstruction purposes.
Committee composition will include representation from the following organizations:

- Disaster Controller – DG MOIA (Chair)
- Deputy Commissioner of Operations
- Commander VMF
- Director Provincial Affairs
- Director NDMO
- NGO Representative (as determined by the Chair)
- Other Lead Response Agencies as well as Technical Agencies as determined by the Chair ie Director Meteorology etc.

### 7.2. MULTI-SECTOR DAMAGE ASSESSMENT TEAM

This team is responsible for the planning and deployment of multi-damage assessment team to affected areas. Their reports to justify level of damage and humanitarian priority needs and resource allocations to affected areas based on resource availability, access and transport requirements. In reporting to the NDC on the extent and scale of damage, will make recommendations on response base on highest priority humanitarian needs.

Committee representatives are drawn from:

- National Disaster Management Office (Chair)
- Police/VMF Department
- Public Works Department
- Health Department
- Department of Agriculture
- Water supply
- Finance Department
- Department of Foreign Affairs
- Department of Education
- Department of Women and Social welfare
- Other technical agencies
- NGO representatives, as required by the Chair

Refer to Annex Five – Disaster Management Committee Structure.

### 8.0. MEDIA BROADCAST

The national radio serves as an important communication link with the community at large particularly with the outer islands and remote villages. This link is critical for the relay of information and accordingly some control measures must be introduced to ensure that only essential broadcasts are made during periods of highest threat.

The Director of the Republic of Vanuatu Broadcasting Corporation is to ensure that all messages are vetted and only urgent or essential service messages are broadcast once stage three – activation of this plan has been activated.

All broadcast requests related to the operational situation should be channelled
through the DC for authorization. This will ensure that only accurate and relevant information is being broadcast and that the public are not being confused by an avalanche of messages. It also ensures that messages relating to those islands under most threat receive highest priority.

Cyclone warning messages issued by the Meteorological Service are excluded from these procedures, and they will continue to be broadcast as and when received.

All media releases during disaster operations is highly regarded as important to our society and public safety policy of the Government of the day, therefore, they will be regarded as community service on a free of charge to NDMO or the Government.

It is the responsibility of the media staff to link with the NDC and DC for update on situation report of the impact and advise or warning given from gradual basis. Finally, it is important that content of any media release is agreed by DC before it is put out to the ears of the nation.

9.0. DISASTER RELIEF PROCEDURE

The decision as to which communities receive disaster relief assistance will be made by the NDC on recommendation of DC & CCG following receipt of damage and need assessment reports with placement of priorities and urgent need of the community from Provincial Disaster Committees. Relief efforts will at all times be applied on a fair and equal basis, and will adhere to the government’s “self help” concept wherever possible and importantly in a neutral manner.

Government agencies, Businesses, Charitable organization, NGOs, Community organizations, individual responsible leaders including Member of Parliament are to ensure, their relief assistance addresses the need as specified by the NDC’s report. At no circumstances should relief assistance be of a political, religious, or business propaganda. In other words, there should not be a political interference into the decision of NDC in regard to relief assistance. However, political support is required in the event of disaster impact.

With regard to emergency food relief, no distribution will be considered until the Department of Agriculture has submitted assessment reports which recommend that food relief is required after four weeks of the impact. Again this is to ensure self-help policy and utilization of existing resources is applied.

9.1. CRITERIA FOR RECEIVING DISASTER RELIEF FOOD

- A recommendation by the department of agriculture that such assistance is required.
- Severe damage has occurred to greater than 70% of all crops gardens.
- The community does not have the financial to assist itself.
- The community does not have access to alternative supplies or markets.
- When other provinces cannot provide support to affected community following requests.
- When Provincial resource are being exhausted and proven that they can not cope with the situation.
In the event of a cyclone, relief food supplies will not normally be considered within the **first 5-6 weeks** of impact. Communities will be expected to use available supplies and only critical cases, school and hospitals will be exempt from this restriction.

With respect to shelter, the use of tarpaulins should be considered for government buildings, hospitals, churches and community buildings only. Individual household is the responsibility of respective families. Assistance to community houses should be limited to the use of plastic sheeting, as this is seen as a positive measure to further encourage the self help concept among the communities. This is why communities must accept and take serious action during preparedness period. At the same time develop and re-promote our traditional practices in coping with disasters. Permanent materials are not to be considered under emergency phase relief ie iron roofing etc.

Finally, any relief supplies must be channel through NDC although it maybe given by any agencies, or a Member of Parliament. This is to ensure, critical needs and proper coordination of assistance is neutral and effective and not on a political ambition.

### 9.2. INTERNATIONAL ASSISTANCE

Requests for international appeal will only be lodged when it has become clear that the situation at hand is beyond National capabilities or when there are no national resources available either from Government, NGO or private agencies in Vanuatu.

The requirement for international assistance will be determined by the NDC, who will submit through the Hon Minister for Internal Affairs with consultation with the Ministry of Foreign Affairs and Aid Coordination Office under Prime Minister's Ministry. A direct consultation and contact will continue between Aid Coordination Unit and Department of Foreign Affairs to donors when international assistance requirement is made known to international community through damage and need assessment report as presented by the NDC.

A Multi-sector government Agencies including, NGOs, Private and Community organization should assist NDC in compilation of Damage and Need Assessment report. The priority need will be based on *“Life Survival Policy”* before other necessary item need. Under no circumstances Government Agencies, NGOs, make direct requests to aid agencies/distribution or diplomatic missions without the consent of the NDC. All international aid agencies or private company will not action any direct request of assistance should this procedure is breached.

The CCG will also be accountable to the aid agencies/donors for ensuring that all relief assistance is distributed in accordance with guidelines governing the provision of such assistance, and for the preparation of a report on expenditure/distribution of assistance providing by each agency/donor/diplomatic mission.

### 9.3. CUSTOMS AND QUARANTINE

Once an official request for international assistance has been submitted, the Director of Customs and Quarantine are to make the necessary arrangements for the ongoing clearance of all donor assistances providing for “disaster relief purposes”.

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The Department of Customs Rate and Tax is to consider approval of duty exemption for goods, which are purchased locally for the purpose of emergency and relief requirement. The approval of duty exemption will only be consider following NDC’s letter of request.

The CCG is responsible for providing information on donor assistance to Customs and Quarantine to facilitate this process. This includes details on type, quantity, source, and means of transportation, arrival point and estimated time of arrival.

9.4. FINANCIAL CONSIDERATIONS

The NDMO is responsible to the chairman NDC for the management of all funds provided for disaster relief purposes, and prior authorization for the expenditure of such funds must be received.

Accounts that are charged to the disaster relief fund and have not received prior approval for such expenditure will be returned to the ministry, department, organization or individual which has incurred the costs.

The procedure will ensure firstly, that the available funds are being committed to those requirements that are considered as high priority, and secondly, it will avoid unnecessary expenditure on items, which may already be available from other sources.

The NDMO will continue to manage the Disaster Emergency Fund and the Grants to Provincial Governments. These funds are provided for the purposes of responding to smaller disaster/emergencies, which may occur outside of the cyclone season, and enable the NDMO to provide rapid assistance to outer islands when required on behalf of the Government.

The Ministry of Finance Economic Management has the responsibility to allocate 1.5% of annual budget to NDMO for the use of addressing the humanitarian need of victim of a disaster situation pending Cabinet decision on NDC recommendation on level of funds.

Control of disaster fund will rest with the Director NDMO and the Director of Finance. All invoices to be certify by the Director before the Director of Finance can commit LPO on the said request. No certification from the Director of NDMO means no financial commitment. All expenditure ledgers are kept by the Department of Finance. Financial report will be attached to any report as prepared by the Director to NDC at the end of all disaster operations to justified level of government commitment.

9.5. ROLES AND RESPONSIBILITIES

The allocated specific disaster management roles and responsibilities for departments and organization can be found as Annex Four – Government Departments Roles and Responsibilities. The NDC is to ensure that the allocation of such roles is made on the basis of the departments/organizations capability to effectively execute the associate duties following their normal functions.

These roles should not be considered as addition to the normal functions of departments and organizations because they are all part of National Government.
Therefore, **Section 1 paragraph 1.4** of the National Policy reflects total government responsibility and making best possible arrangement to deal with a disaster. However, those departments which do not appear on this list should standby to provide support assistance as directed by the CCG, through their respective liaison officers.

**9.6. DECLARED STATE OF EMERGENCY**

The Chairperson of the NDC may advise the Hon Minister for Internal Affairs to inform the Cabinet for the Cabinet to recommend to the Head of State to declare a State of Emergency on all or part thereof, of the affected areas of the Provinces. This will be done on the basis of the result of Aerial Recon and/or significant disaster impact reports from Provincial Disaster Committees. The Provision of **Section 13 (1) Part 4 of National Disaster Act** is hereby adhered to in this plan. However, also it allows the Provincial Council to be responsible to their communities first. It is part of decentralization policy to take this approach. The Minister may by order in writing revoke a declaration of a State of Emergency at any time.

**10.0. DISASTER RECOVERY**

**10.1. RECOVERY PROCEDURE**

The recovery process may [depending on the severity of damage] take many months or years to complete. In this respect, this aspect of disaster management is best tackled in the worst case and should use the established government procedures. The disaster management officials can assist in this process by performing the following:

**10.2. DAMAGE ASSESSMENT REPORT**

The CCG is responsible for providing a full report on the impact of the disaster and critical and urgent priority needs to the Chairman NDC within two weeks of the disaster occurrence base of the multi-sector assessment team findings. The multi-sector damage assessment team will have ultimate responsibility for the preparation of this report for the CCG based on General Damage and Need Assessment form which can be found at **Annex Six – Damage Assessment Report**. A Cluster approach with other partners can be part of activation of multi-sector assessment team from the beginning.

**10.3. DAMAGE ASSESSMENT TEAMS**

Community and Provincial Disaster Managers are to provided assistance to the Damage Assessment Team as and when required or able. These assessment teams conduct either aerial and/or ground assessments based on the level and scale of damage, and the time they have available to perform the tasks. Disaster Managers can assist with accurate information and basic assessment of recovery needs.
10.4. MONITORING COMMUNITY RECOVERY

Depending on the severity of the damage, communities may require various levels of support for restoration. As assistance is provided (or required) Disaster Managers need to monitor distribution and progress for reporting on the status of community recovery to the Disaster Recovery Committee and the Provincial General Secretaries.

10.5. NATIONAL DISASTER RECOVERY COMMITTEE (NDRC)

National Disaster Recovery Committee (NDRC) plans for and monitors community recovery activities across the nation. The NDRC is activated when there is a Declared State of Emergency or when notified that a Provincial Disaster Recovery Committee determines that the recovery process is beyond local and provincial resources. Disaster recovery begins as soon as emergency response phase is in progress. The NDRC is comprised of:

- Director General Ministry Finance and Economic Management – Chairperson
- Department of Economic and Sector Planning – Secretariat
- Director - PWD
- Director – Rural Water Supply
- Director - Education
- Director – Agriculture, Fisheries and Forestry
- Director – Health Department
- Director of Technical and Scientific Departments
- Donor Reps
- NGO Reps
- Private sector Reps.

Refer to Annex Five – Disaster Management Committee Structure.

**Functions of this Committee:**

- To develop recovery program depending on scale of damage cause.
- Identify immediate recovery activities, including medium and long term recovery programs.
- Document recovery programs based on social services of the Government.
- Formulate donor appeal for long term recovery and reconstruction.
- Follow up on progress of appeal.
- Conduct donor meeting.
- Liaise with the Ministry of Finance and Economic Management
- Advise NDC of progress on recovery.

10.6. DISASTER RECOVERY COMMITTEE (DRC)

The Chairman NDC on submitting the damage report will make recommendation for the activation of Disaster Recovery Committee. The core responsibility of this committee is for managing the recovery program and ensuring that the government is informed of the progress of the recovery program activities.
It is recognized that DRC’s will be formed and managed at Provincial level with local communities also establishing local DRC’s to meet their particular needs. Requests for support or aid are encouraged to come from these committee’s to the Provincial DRC where the Province can prioritize assistance and formally request support outside of the Province.

Members of the Provincial DRC are:

- Provincial General Secretary – Chair and Secretariat
- Community representatives (as travel arrangements allows)
- Representatives from aid and support agencies/organizations
- Other lead response agencies as well as Technical Agencies as determined by the Chair

CONTINUITY OF RELIEF EFFORT

The NDMO is responsible to the Chairperson of the NDC for monitoring the requirement for disaster relief during the recovery period. In many cases this process is overlooked once the initial relief operations have been completed, and therefore the continuity of relief efforts must be re-assured.

10.7. COMMUNITY DISASTER RECOVERY GROUPS.

The best form of recovery is achieved by local communities working together to restore their community back to normal. Local community disaster recovery groups can identify and manage their resources and outside assistance, and to provide status reports and make requests for assistance to the Provincial Disaster Recovery Committee. This plan encourages local communities to work together as disasters effects all communities not just the obviously damaged areas. The unaffected community can also form their disaster groups to provide assistance to affected communities. In exercising Melanesian value, in times of disasters it’s the nation at work collaboratively to restore usual livelihood.

11.0. POST DISASTER REVIEW

The NDMO is responsible for ensuring that a thorough and accurate review of the operation and procedures used throughout is conducted to ensure that the experiences gained and lessons learnt can be applied towards improving future preparedness, response and recovery procedures. This is the responsibility of Disaster Plans and Operation Officer to keep records on areas of improvement to the plan.

11.1 DEBRIEFING

Operational debriefings should be conducted as soon as possible after the event. These should be conducted in two stages:

- **Stage One:**
  - **Inter – Agency:** Within each unit to review their performance against allocated roles/responsibilities.
Inter – Organization: Between each whole organization to review their SOPs and coordination mechanism and identify any areas for improvement.

Stage Two:

Governmental: A general debriefing of all response agencies who actively involve in responding to review the entire operational, planning arrangement, control and coordination aspect.

11.2. REVIEW OF PLANS AND PROCEDURES

The NDMO in consultation with the Chairperson of the NDC, is to review the findings of the debriefing and consider amendments or action to improve the Disaster Management Arrangements of the Republic of Vanuatu. Such action may include:

- Amendment to plans and procedures.
- Restructuring of the disaster management organization/structure.
- Identifying and conducting training activities.
- Arranging and promoting public awareness and education within the communities.
- Amending organizational roles and responsibilities.

12.0. GUIDELINES FOR ORGANISING INTERNAL RESPONSE PROCEDURES.

12.1. INTRODUCTION

The success of any response operation will depend greatly on the ability, resources and capacity of Departments and Organization to undertake timely and effective action. Such action should be directed towards:

- Protecting important assets;
- Ensuring the safety of employees; and
- Providing personnel and resources in accordance with their disaster management roles and responsibilities.

For this to occur, pre – planned and documented procedures must be developed and made known to all key officials within the department and organization.

These guidelines therefore provide some suggestions on action which may be required at each stage of readiness in order to achieve appropriate and timely responses.
12.2. STAGE ONE - READINESS

- Ensure ample supplies of tape and plastic bags for covering essential equipment and papers are available.
- Prepare a roster to facilitate the gradual release of employees.
- Develop lists of personnel to be involved in damage assessment teams.
- Ensure cyclone shutters are available and in good working order.
- Monitor the progress of the cyclone.
- Ensure field staffs are aware of potential threat.

12.3. STAGE TWO - STANDBY

- Refuel vehicles and emergency power generators.
- Prepare a recall roster for staff to return after the cyclone impact – inform staff including field staff.
- Identify assets which can be covered and stored without disrupting normal duties, and commence securing these resources – gradually increase this action as the threat increases.
- Commence graduated release of employees (when threat is increasing); however ensure that sufficient staffs are on hand to complete the major preparations both within and outside the office complex.
- Ensure key employees are aware of the department’s disaster responsibilities and develop a plan to ensure that an effective response will occur – includes field staff.
- Place tape on exposed windows and move furniture to the middle of offices.

12.4. STAGE THREE - ACTIVATION

- Final briefing for key officers/staff.
- Release all remaining non essential staff.
- Lock and secure offices/buildings.
- Attend CCG meeting for briefing.
- Activate assessment report.
- Receive department personnel
- Receive department report.

Provide resource support and technical advice in accordance with assigned roles and responsibilities.

Note: It should be remembered that these suggestions are only a guide to the type of action which may assist departments in preparing for and responding to a cyclone threat. There will obviously be a number of tasks which must be performed depending on the nature and complexity of each department, however the essential criteria is that all factors are catered for. Prevailing weather conditions should be used as a guide for implementation of the
various steps – a word of caution is that such conditions can change very quickly and usually without much warning.

13.0. DISASTER PLANNING GUIDLINES

13.1. INTRODUCTION

Disaster planning sounds like a contradiction in terms, however without effective and thorough planning, disasters will continue to cause considerable hardship for venerable communities, economic hardship and damage to community infrastructure and the environment.

Whilst disaster planning can be done by the NDMO, it achieves better results by starting with the local communities. They generally have the local knowledge of threats and risks which should be identified through the CHARM Committee.

These guidelines are provided to assist with the development of disaster plans. It is important to remember that disaster plans need to be constantly reviewed and updated, especially in areas where communities and provinces are regularly threatened by natural disasters.

13.2. LOCAL COMMITTEES

Each community should form a committee or group to develop disaster plans which they can develop and activate to protect community members. These plans should be kept simple and practical and be based on the following:

- Identified hazards which present significant risk to the community
- Resources available to community members i.e. tools, seed stock, water supplies
- Disaster prevention work/activities to improve preparedness
- Plans for warning/alerting community members of impending disaster
- Plans for evacuation to a safer area, and/or develop safe shelters

Members of the committee/group should be:

- Community elders/leaders
- School/Religious leaders
- Community aid workers – aid organization representatives

Each community committee/group should work with neighbouring communities to share resources and planning so that they can become more self-sufficient and less dependant on outside support.

The community committee/group can identify disaster preparedness works/activities which can be proposed to provincial councils and/or aid organizations to improve community resilience and sustainability.
13.3. PROVINCIAL GOVERNMENT

Provincial councils in accordance with this plan and the Disaster Management Act form a Disaster Management Committee to develop disaster plans for the province. This plan should include the following:

- Primary hazards to the province, based on previous experience and technical assessment
- Risk areas within the province and how those risks are to be addressed
- Response plans for when disaster occurs
- Plans for assisting communities, i.e. evacuation plans, resource requirements
- Plans for recovery after the disaster subsides
- Resources and technical expertise available within the province to respond to the disaster

The above points are not exhaustive, the province disaster planning should be based on the plans developed by communities and reflect the needs of the province. Each province’s plans will be different, due to the different hazards within the Nation.

Many projects undertaken within communities by a range of organizations can be linked to disaster preparedness, examples are; water supplies, medical services/supplies, building design, etc. Provinces are encouraged to review infrastructure works and community development to ensure that exposure to hazards is reduced and/or minimized.

13.4. NATIONAL COMMITTEES

The role of the national committees is to develop national plans for disaster management. These committees are responsible for

- Identifying national needs for managing risks communities are exposed to.
- Coordinating and managing response to disasters
- Establishing the resources needed to sustain communities effected by disaster
- Integrating risk management into whole of government national development policy
- Ensure that aid and support to develop community resilience to disasters is managed in a coordinated and effective manner

The development of national disaster plans will ensure that disaster prevention, preparedness, response and recovery (PPRR) becomes an integral part of community and national development.

13.5. NON-GOVERNMENT ORGANISATIONS (NGO)

Non-Government organizations contribute in numerous ways to the development of the Republic of Vanuatu. These contributions build sustainable communities, which develops resilience to the effects of disasters and improves the recovery phase. NGO's are encouraged to participate in disaster planning at all levels to ensure a coordinated approach disaster planning is achieved.
Many projects undertaken by NGO’s are linked to disaster preparedness and should be recognized as such, therefore NGO’s should include in their community aid programs reference to the disaster planning so that there staff have an understanding of the contribution they can make to community resilience.

13.6. PRIVATE SECTOR

Private sectors in Vanuatu plays a significant role in the development of the nation and without private business, the nation would find it very difficult to sustain government and community services.

To ensure that businesses can survive the effects of disasters the nation is faced with, businesses should:

- Develop their own disaster plan, which should be linked into community/provincial disaster plans
- Develop a business continuity plan, to assist with the recovery of their business following a disaster
- Consider what resources and services they have to offer, which may assist the community, province and nation in times of disaster

Private business provides employment and investment in communities and the nation, and without their active support and participation the government can not ensure that the nation recovers effectively from any disasters.
14.0. ANNEX ONE – DEFINITIONS & ABBREVIATIONS

ACTIVATION

A set of procedures required to bring this plan into operation by all responsible agencies.

AGENCY

Government Agency (i.e. both Ministry/Departments), Non Government Organizations, Private Agency, Provincial Councils, Community Agency, Municipal Councils.

CHAIRPERSON

The Chairperson in this plan refers to

- Chair of the National Disaster Committee is the Director General of the Ministry of Internal Affairs;
- Chair of the Disaster Management Training Committee who is the Principal Human Resource Development;
- Chair of the Public Education and Awareness Committee who is Director Department of Education.
- Chair of the Mitigation Planning who is the Director General of the Ministry of Finance, Economic and Social Development.
- Chair of the National Disaster Recovery Committee who is the Director of Department of Economic and Social Development.

COMMUNITY

A group of a commonality of association, by their culture, and generally defined by location, shared experience, and common life.

COMMUNITY SAFETY / SAFETY OF OUR SOCIETY

Used in this document, refers to community safety in a broadest sense and is not confined to crime prevention and law enforcement issues.

CONSEQUENCE

Outcome of an event or situation expressed qualitatively. In the disaster risk management context, consequences are generally described as the effects on person, society, the environment and economy.

DISASTER

An event producing widespread destruction of the functional infrastructure of a community and processes of social organization become disrupted to the extend that normal human existence within a particular location is severely threaten.

DISASTER RISK MANAGEMENT

A systematic process that produces a range of measurers which contribute to the well-being of communities, environment, economic and social development plan. The process considers the likely effects of hazardous events and the measures by which they can be minimized.
DISASTER RISK MANAGEMENT COMMITTEE
The committee charged with the responsibility of managing the disaster risk management process.

DISASTER CONTROLLER (DC)
The Director General responsible for disaster management is the Disaster Controller – National Level and is responsible for the national response to disasters effecting the nation in support of the Provinces. Provincial Disaster Controllers are responsible for the control and coordination of the response and recovery activities in their area of jurisdiction.

DISASTER RESPONSE
Actions taken by response agencies to deploy their resources in order to minimize loss of life, providing assistance to affected disaster area to normalize the situation or impact on livelihood and social services.

DISASTER PLAN (ING)
The process that the documents how a community or group intends to deal with disasters. This must link to other planning arrangement from other agencies.

ENVIRONMENT
Conditions or influence comprising social, physical, biological and built elements, which surround or interact with a community.

HAZARD
A situation or condition with potential for loss or harm to the community, environment, economic and social development plan.

HAZARD ASSESSMENT
Process of finding out what is there that is a hazard to the community, environment, economic and social development plan in existence or about to be built.

LEVEL OF RISK
An expression of the severity of risk derived from consideration of likelihood and consequence.

MITIGATION
The process of developing measurers that reduce the intensity and severity of a potential disaster.

MONITOR
To check, supervise, observe critically, or record the process of an activity, action or system on a regular basis in order to identify change or what further decision and action to be taken.

NON-GOVERNMENT ORGANIZATION - NGO
Refers to all non Vanuatu Government agencies and organizations providing aid and/or support to communities, villages and the national government.
PPRR
The components of comprehensive disaster and risk management; Preparedness, Prevention, Response and Recovery:

PREPAREDNESS
Measures to ensure that, should an impacted situation occur, communities, resources and services are capable of coping with the effects.

PREVENTION
Measures to eliminate or reduce the incidences or severity of impacted situation on society.

RESPONSE
Measures taken in anticipation of, during and immediately after, an emergency to ensure its effects are minimized.

RECOVERY
Measures who support disaster-affected individual and communities in the reconstruction of the physical infrastructure and restoration of emotional, economic and physical well-being.

RISK
A concept used to describe a likelihood of harmful consequences arising from interaction of hazards, community, and environment, economic and social settings.

RISK ANALYSIS
The systematic use of available information to study risk.

RISK IDENTIFICATION
The process of determining what, why, where, when and how.

TREATMENT OPTION
Measures which have been identified to modify the characteristics of hazards, communities, environment, economic reconsideration for risk reduction, social development risk reduction plan.

VULNERABILITY
The susceptibility and resilience of the community, environment, economic and social development to hazards.
15.0. Annex Two- National Disaster Coordination System

- Ministry of Foreign Affairs
- Ministry of Internal Affairs
- Ministry of Finance & Economic Management
- National Disaster Recovery Committee
- Cabinet of Ministers
- (Executive) National Disaster Committee
- (Controller/Operation) Central Control Group
- Donor Organizations/Countries
  - FRANZ
  - High Commissions
- NGO’s
  - Red Cross
  - World Vision
  - US Peace Corps
  - ADRA
  - Others
- National Government
  - Health
  - Agriculture
  - Lands, Geology
  - Infrastructure
  - Education
  - Police/VMF
  - Others/Businesses
- Dept of Provincial Affairs
  - Tafea
  - Sanma
  - Penama
  - Malampa
  - Shefa
  - Torba
  - Island/Villages
- Municipal Council DMC
  - Luganville
  - Port Vila
  - Lenakel
16.0. Annex Three – Organization of National Emergency Operations Centre (NEOC)

Executive Group

Disaster Controller

NEOC Manager (NDMO)

Public Information

Financial

Logistics

Operations

Planning/Intelligence

Communication

Liaison Officers Coordinator

Liaison Officers

National Government Organizations/Department

Emergency Services

Dept of Provincial Affairs

NGO’s

Municipal Councils

Health

Agriculture

Lands

Infrastructure

Education

/ Others

Business

Police/VMF

Fire Service

Medical
### 17.0. Annex Four – Government Departments Roles & responsibilities

The following outlines the roles and responsibilities of various government departments and organizations. These roles and responsibilities are not in addition to normal functions, but utilize current expertise and resources for the effective management of disaster planning, response and recovery, for the benefit of communities, government and the nation.

It is not the purpose of this plan to identify each and every role and responsibility, but to provide general direction of department and organizational contribution. It is each departments and organizations responsibility to review and analyse its services and technical support it can offer for disaster planning, response and recovery.

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<tbody>
<tr>
<td>Disaster Planning</td>
<td>• Ensure Hyogo Framework is reflected in National plan.</td>
<td>• NDMO</td>
<td>• Disaster finance advice.</td>
<td>• Public safety education programs</td>
<td>• Develop Pest disease response plan</td>
<td>• Planing advice to communities and Provincial governments</td>
<td>• Technical advice and support.</td>
<td>• Establish Early warning advice</td>
<td>• Hazard and risk assessments</td>
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<tr>
<td>Disaster Planning</td>
<td>• Readiness on foreign aids.</td>
<td>• Liaison with NGO’s</td>
<td>• Advice all sector to mainstream DRR and DM.</td>
<td>• Disaster health education</td>
<td>• Animal disease plan</td>
<td>• Cyclone monitoring</td>
<td>• Planning advice on development projects</td>
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<td>Disaster Planning</td>
<td>• Relief procedures is developed</td>
<td>• Develop policy statement</td>
<td>• Revised MOH Disaster Plan</td>
<td>• School safety Planning</td>
<td>• Chemical hazard plan</td>
<td>• Hazard and risk assessments</td>
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<td>Disaster Planning</td>
<td>• Review National Disaster Plan.</td>
<td>• Planning awareness.</td>
<td>• MOE Disaster Plan in place</td>
<td>• MOE Disaster Plan</td>
<td>• Risk Reduction planning in all infrastructures.</td>
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<td>Disaster Planning</td>
<td>• Pre-Hazard Briefing</td>
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<td>Disaster Response</td>
<td>• Liaison with donor organizations and countries</td>
<td>• NDC</td>
<td>• Disaster</td>
<td>• Activate MOE Disaster Plan.</td>
<td>• Activate MOA Disaster Plan.</td>
<td>• Issuing of Cyclone warnings</td>
<td>• Technical advice and support.</td>
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<td>Disaster Response</td>
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<td>• NEOC</td>
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<td>• Advice to business on response</td>
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<td>• Supply of resource where</td>
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<td>Disaster Response</td>
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<td>• CCG</td>
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<td>Disaster Response</td>
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<td>• Customs</td>
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<tr>
<th>Disaster Recovery</th>
<th>logistical support (VMF)</th>
<th>medical services</th>
<th>NEOC</th>
<th>possible</th>
<th>assessment.</th>
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<tr>
<td>• Consult Donors to support government recovery plans as approved by the National Disaster Recovery Committee.</td>
<td>• Establish contacts with all affected schools.</td>
<td>• Establish comms with NEOC.</td>
<td>• Establish logistical support</td>
<td>• Develop new risk data for promulgation.</td>
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<td>• Support NDRC with damaged information to facilitate NDRC recovery plans</td>
<td>• Initial Damage assessment.</td>
<td>• Damage assessment.</td>
<td>• Activate PWD Disaster Plan.</td>
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18.0. Annex Five – Disaster Management Committee Structure