NATIONAL DISASTER MANAGEMENT PLAN

1997
Revised Edition

Produced with the assistance of the South Pacific Disaster Reduction Programme (SPDRP)
Proposals for amendment or addition to the contents of this plan are to be forwarded to:

The Director  
National Disaster Management Office  
PO Box G11  
Honiara, Solomon Islands

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1. GENERAL

1.1 INTRODUCTION

This plan replaces the 1987 national disaster plan, and in doing so retains still relevant sections of that document. The planning approach contained within focuses on a comprehensive disaster management strategy which clearly identifies and documents the essential organizational and procedural ingredients for effective prevention of, preparedness for, response to and recovery from disasters.

The effectiveness of this document will depend on the ability of organisations and departments to understand its components, and also implement actions in accordance with the procedures listed and assigned disaster roles and responsibilities.

1.2 AIM

The aim of this plan is to detail the government policy and disaster management mechanism for disasters and major emergencies which occur within the Solomon Islands.

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 disaster management arrangements.

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

- An effective organisational structure
- Clearly defined disaster roles and responsibilities
- Effective control and coordination
- Good communications
- Effective warning, activation and alerting systems
- Realistic and effective operational procedures.

These elements are reflected in the contents of this plan.

1.4 NATIONAL POLICY

The policy adopted by the Solomon Islands Government is as follows:

- To recognize the problems associated with disasters as being part of a total government responsibility and to make the best possible arrangements to deal with given available resources.
- To recognize the disaster management phases of prevention, preparedness, response and recovery as essential ingredients for national development planning.
• To develop an attitude of self help within the community through public awareness and education programs.

1.5 RELATIONSHIP WITH OTHER PLANS

This plan should be used by all government departments, provincial governments, NGO, private industry and diplomatic missions as a guide for preparing their own internal emergency procedures and response plans.

1.6 LEGISLATION

This plan was originally produced under the provision of the National Disaster Council Act (1989), and this current plan reflects the amendments to this act which were approved by parliament in 1995.

1.7 DEFINITIONS

A list of disaster management definitions and terminology is attached as Annex One to Part One of this plan.
2. ORGANISATION

2.1 ORGANISATIONAL STRUCTURE

The disaster management organizational structure for the Solomon Islands is attached as Annex One to Part Two of this Plan.

2.2 MINISTER

The Hon. Minister for Home Affairs is the Minister appointed with specific responsibilities for disaster management within the country, and as such is responsible to the cabinet for ensuring that adequate disaster management measures exist at all times.

2.3 NATIONAL DISASTER COUNCIL

The National Disaster Council (NDC) is responsible to the Minister for Home Affairs for assisting the National Disaster Management Office (NDMO) in the execution of their normal duties associated with mitigation and preparedness 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 department or organization is provided to facilitate the implementation of plans and achievement of the program objectives.

**Permanent Secretaries**

- Home Affairs (chairman)
- Works
- Health
- Provincial Government
- Agriculture
- Economic Planning
- Education

**Departmental Heads**

- Police
- Meteorological Service
- NDMO
- Geology

The NDC is also responsible for activating the CCG in response to a given threat, and for establishing other committees, or control groups in response to an emergency situation. Other members can be coopted to the NDC by the chairman, as and when the situation warrants such representation.
2.4 NATIONAL DISASTER MANAGEMENT OFFICE

Specific Responsibilities:

- The development, testing and maintenance of disaster plans and operational procedures.
- The development of disaster awareness and education programs.
- The identification and conduct of disaster management training courses, including selection of participants for attendance at regional and international courses.
- Providing assistance and advice to departments, NGOs and private industry in the development of emergency plans and response procedures.
- Developing and maintaining an Emergency Operational Centre (EOC).
- Providing a focal point for regional disaster management activities and for IDNDR purposes.
- Other disaster management related duties as directed by the chairman.

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

2.5 PROVINCIAL DISASTER COMMITTEES

Provincial Disaster Committees will have responsibility for the following disaster management tasks:

- Dissemination of public education material and conduct of awareness activities in accordance with National programs but relative to local requirements.
- Develop Provincial Disaster Plans and Operational Procedures to complement National planning arrangements.
- Develop a provincial disaster assessment and relief coordination mechanisms to compliment and support national arrangements.
- Identify and document Provincial safety/evacuation shelters.
- Information dissemination.
3. MITIGATION AND PREVENTION

3.1 POLICY FRAMEWORK

Population growth and development particularly along the coastal zones will inherently result in increased losses from natural disasters unless hazard mitigation measures are implemented.

3.2 MITIGATION PLANNING AND INSTITUTIONS

The Solomon Islands National Disaster Management Plan, aims to detail disaster management mechanisms, calls on NDC to recognise that effective mitigation management will depend much on institutions and agencies having the capabilities and authority to form clear statements of the problems and to implement prescriptive measures.

3.3 BUILDING CODES

Building codes which were developed in 1989/90 by an AIDAB funded project will be adopted and enforced by the Honiara Town Council Building Inspectors. These codes will greatly improve building standards for the future and as a consequence provide a safer community against the threat of hazards such as cyclones and earthquakes.

3.4 MITIGATION COMMITTEE

The mitigation committee will have responsibility for identifying and where possible implementing strategies aimed at disaster mitigation. The committee will be responsible to the Chairman NDC, and will provide technical support and advice to departments, organizations, provincial governments and private industry to ensure that disaster mitigation strategies are included in development plans.

COMMITTEE COMPOSITION

- Physical planning.
- Works.
- Town Council.
- NDMO.
- Geology.
- Water Authority - Rural.
3.5 PROJECT IDENTIFICATION AND FORMULATION

It will be the task of the Mitigation Committee to identify, develop and have implemented, mitigation projects aimed at reducing losses and sustaining development efforts;

- as part of planning, restricting developments that will be vulnerable to future damages;
- as part of efficient and effective recovery efforts following future disasters; and
- as part of making safer existing developments against future damage risks.

3.6 CO-ORDINATING ROLES OF THE MITIGATION COMMITTEE

The wide ranging mitigation activities and operational requirements will demand on this committee to work in close cooperation with NGOs and community groups with tasks to:

- identify key institutions, organisations and committees to assist with project implementation and management;
- develop network mechanisms for operational management, by coordinating activities aimed at improving disaster management capabilities; and
- identify needs in education and public awareness strategies to underpin attitudinal changes and guide policy decisions.

3.7 BROAD PROCESSES

Mitigation management, inculcating disaster impact assessments as a routine requirement in development planning or for retrofitting programmes, will be guided by systematically;

- assessing the hazards, determining vulnerability and vulnerable areas.
- assessing the risks and likely socio-economic damage costs on communities, strategic buildings, infrastructures, critical facilities and services.
- formulating mitigation recommendations based on the level of risks from above assessments.
3.8 COASTAL LAND USE PLANNING

The continuing growth in tourism development along the coasts, much subjected to storm surges and wind damages, has to be the target for proper foreshore land use and development controls to protect the environment and assist with sustaining economic growth.

3.9 LEGISLATION

It will be the joint responsibility of the NDMC, through the appropriate line ministry, to seek enacting legislations and appropriate regulations such as building codes.

3.10 PROTECTION OF GOVERNMENT ASSETS

It is the responsibility of all heads of departments to ensure that government assets are protected from the effects of disaster. This will involve the taking of preplanned precautions for both impact (earthquake, fire) and slow onset hazards (cyclone).

Such procedures are to be clearly identified in departmental emergency procedures and response plans.
4. PREPAREDNESS

4.1 NATIONAL DISASTER PLAN

The NDMO is responsible for the review and upkeep of this plan, and is to report the plans 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’s main function is to ensure that disaster plans are reviewed and updated on a regular basis. The main composition of the group will be:

- Director NDMO - Chairman.
- NGO representative.
- Deputy Police Commissioner.
- Director, Works.
- Director, Meteorological Service.
- Director, Geology.

4.2 SUPPORT PLANS

Operational support plans will be required to facilitate effective response to specific hazards which are likely to effect the Solomon Islands. This includes the development of Provincial disaster plans. The requirement for such plans will be determined by the NDC, however the responsibility for the management of plan development will be with the NDMO.

Likely Support Plans

- Cyclone.
- Aircraft Crash.
- Maritime (Pollution and Sea Search and Rescue).
- Volcanic Eruption.

4.3 DEPARTMENTAL RESPONSE PLANS

Every department and organisation is to develop emergency response plans 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 at Annex One to Part Four of this plan. In addition to these guidelines, the NDMO is, through the conduct of workshops and visits, to assist departments and organizations in the formulation of internal emergency and response plans. Departments and organisations are to report the status of plans to the NDMO by October each year.
4.4 TRAINING

The NDMO is responsible for the management and coordination of all disaster management training activities within the Solomon Islands. This function will be facilitated through the formation of a training management group which will comprise representatives from the following organizations:

**Training Management Group**

- NDMO (chairman)
- Public Service
- NGO
- Police
- Education

**Primary Responsibilities**

- The identification of training needs.
- The development of a training resource register.
- The assessment of training course viability.
- The selection of candidates for regional and international training activities.
- To serve as a focal point for training activities.

4.5 EDUCATION AND AWARENESS

Ultimate responsibility for the development of community education and awareness programs rests with the NDMO. The development of such programs should be conducted in close cooperation with NGO and community groups, and involve key resource organisations.

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, and will be responsible for the following key functions:

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

The management group will consist of representatives from the following organisations:

- NDMO (chairman)  Meteorology
- Provincial Government  Geology
- NGO  Health
- Broadcasting Corporation  Honiara Town Council
- Education  Civil Aviation
- Police  Fire Service
4.6 WARNING AND ALERTING SYSTEM

The key to achieving effective response from participating organisations and the community is to have reliable and equally as effective warning and alerting systems in place. Advice of a developing or impact disaster situation will come from two main sources:

- Official source (meteo/police).
- Unofficial source or member of the public.

It will be the responsibility of the NDMO and Lead Combat Authority (responsible organisation) to verify the accuracy of unofficial reports before activating any organisational response under the authority of this plan.

It is the responsibility of all departments and organisations 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. Departments and organisations should assist in this process by ensuring that relevant information is forwarded to the EOC.

Details of the national activation system can be found in part five to 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 meteo warnings.

The alerting system refers to the mechanism for informing and activating the departments and organisations, 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 system in place.
5. RESPONSE

5.1 CONTROL

The Commissioner of Police is the nominated disaster controller for all disaster and major emergencies which occur within the Solomon Islands. He will be assisted in the performance of his duties through the provision of technical advice and resource support by the CCG.

In the absence of the Commissioner, the next highest ranking Police Officer will perform this role.

5.2 COORDINATION

The CCG will have responsibility for the coordination of resources during a disaster or major emergency situation. This function will be performed from the EOC, with the NDMO having specific responsibility for developing the operational procedures to facilitate the coordination process.

5.3 EMERGENCY OPERATIONS CENTRE

The Maritime Surveillance Centre is the nominated EOC for all disaster and major emergency operations that may occur. 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 EOC, depending on the location and type of incident when a forward EOC post may be required.

EOC CONTACT DETAILS:

Telephone : 22563/64 - 22566 - 22605
Facsimile : 24013
Radio :

The NDMO is responsible for the development and ongoing maintenance of the EOC to ensure that it can be effectively utilized when required.

Major functions performed within the EOC are associated with;

- The gathering, collation and dissemination of information.
- The coordination of operational action including the deployment of personnel, tasking of aircraft and receipt and distribution of supplies.
- The execution of decisions made by the disaster controller and/or the CCG.
5.4 ACTIVATION

The implementation of this plan will depend on the effective reaction by participating organisations. 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:

- **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 invoked. The NDC will declare this stage in force and alert appropriate organisations of such action.

- **Stage Two - Standby**

Comes into effect when it is established that a threat exists to all or part of the island chain. It requires that all relevant organisations and personnel are placed on standby to begin operations or actions under this plan immediately they are called upon. The NDC in consultation with the NDMO and disaster controller 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.

- **Stage Three - Activation**

Comes into effect when the threat is imminent; or in an impact situation where a disaster or emergency has already occurred. The disaster controller will activate this stage and call upon participating organisations to take action in accordance with planned procedures and/or as directed by the CCG.

- **Stage Four - Stand Down**

The order for organisations 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 organisations 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 through ongoing communication. The stages will also serve as a guide for departments and organisations in the development of internal emergency procedures and response.
5.5 COMMITTEE SYSTEM

The attainment of effective response to hazards will be approached through
the use of committees which will have primary responsibility for the develop-
ment and review of operational procedures and policy for their given func-
tions.

The committees will be small in respect to numbers, however other repre-
sentatives can be coopted as required by the situation at hand. The advan-
tages of such committees are that they can meet more often with more regu-
lar attendances, they can assess situations and make decisions more quickly,
and they have through these representation a specialized core of expertise.

The two key response committees are:

- Central Control Group, and
- Damage Assessment Response Committee.

5.5.1 Central Control Group

Responsible to the Chairman 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 organisations in response to the given threat.
- Liaise with and guide Departments, Provincial Governments, NGOs and
  Community Groups in the execution of their disaster roles and responsi-
bilities.
- Activate disaster assessment systems.
- 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 organi-
sations:

- Police
- NDMO
- Civil Aviation
- Marine
- NGO - DSE

5.5.2 Damage Assessment Response Committee

Responsible to the CCG for the development and implementation of proce-
dures aimed at ensuring a rapid and effective damage assessment of areas
affected by a disaster. This includes obtaining information for immediate
disaster relief purposes and for the development of a report for recovery and
reconstruction purposes.
The main composition of the committee is from representatives of the following departments/organisations:

- NDMO Water Resources - Rural
- Works NGO - DSE
- Health Provincial Government
- Agriculture Education

5.6 RESPONSE PROCEDURES

Specific response procedures for given hazards are documented within the respective support plans. It is essential that such procedures, together with departmental/organizational internal procedures follow the stages of activation as listed within part 5 of this plan.

5.7 MEDIA BROADCASTS

The national radio serves as an important communication link with the community at large and more particularly with the outer islands. 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 Solomon Islands 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 channeled through the EOC for authorization by the CCG. 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 this procedure, and they will continue to be broadcast as and when received.

5.8 DISASTER RELIEF - POLICY

The decision as to which communities receive disaster relief assistance will be made by the CCG following receipt of damage assessment reports from assessment teams. 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.

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.

Criteria by which the need for receiving disaster food relief will be judged includes:

- A recommendation by the department of agriculture that such assistance is required.
• Severe damage has occurred to greater than 60% of all crops and gardens.
• The community does not have the financial capacity to assist itself.
• The community does not have access to alternative supplies or markets.

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, schools 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. 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.

5.9 INTERNATIONAL ASSISTANCE

Requests for international assistance will only be submitted when it has become clear that the situation at hand is beyond the total capabilities of local resources.

The requirement for international assistance will be determined by the CCG, who will submit through the Hon Minister for Home Affairs, a formal request for international assistance.

The CCG will be responsible for liaising directly with international aid agency representatives and diplomatic missions after a formal request for assistance has been submitted by the government, to determine the type, quantity and distribution of assistance required. All departments and organisations (including NGOs) which have determined that assistance is required must submit their needs to the CCG, and should under no circumstances make direct requests to aid agencies/donors or diplomatic missions without the consent of the CCG.

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

5.10 CUSTOMS AND QUARANTINE

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

This may include duty exemption for goods which are purchased locally with disaster relief funding.

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, means of transportation, arrival point and estimated time of arrival.
5.11 FINANCIAL CONSIDERATIONS

The CCG 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 which 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.

This procedure will ensure firstly, that the available funds are being committed to those requirements which 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 disasters/emergencies which may occur outside of the cyclone season, and enable the NDMO to provide rapid assistance to outer islands when required.

Details of the criteria and procedures for accessing these funds are listed at Annex Two to this section.

5.12 ROLES AND RESPONSIBILITIES

The allocated specific disaster management roles and responsibilities for departments and organizations can be found as Part Eight to this plan. The NDC is to ensure that the allocation of such roles is made on the basis of the departments/organisations capability to effectively execute the associated duties.

These roles are in addition to the normal functions of departments and organisations. Those departments which do not appear on this list, should standby to provide assistance as directed by the CCG.

5.13 DECLARED DISASTER AREA

Following advice from the Chairman NDC, the Hon Minister for Home Affairs may by order, declare all or part thereof as the case may be - a declared disaster area.

Section 12 of the National Disaster Council Act 1989 will apply in such cases. This section can be found as Annex Three to this Section.
6. 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.

6.1 DEBRIEFING

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

- **Inter - Agency**
  With all departments and organisations that actively participated in the operation.

- **Intra - Organisational**
  (within the organisation) To review departmental operating procedures and to allow staff to submit their views on the operation.

6.2 REVIEW OF PLANS AND PROCEDURES

The NDMO in consultation with the Chairman NDC and CCG, is to review the findings of the debriefing and consider amendments or action to improve the disaster management arrangements of the Solomon Islands. Such action may include:

- Amendment to plans and procedures.
- Restructuring of the disaster organisation.
- Identifying and conducting training activities.
- Arranging and promoting public awareness and education within the communities.
- Amending organisational roles and responsibilities.
7. RECOVERY

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

7.1 DAMAGE ASSESSMENT REPORT

The CCG is responsible for providing a full report on the impact of the disaster to the Chairman NDC within two weeks of the disaster occurrence. The damage assessment response committee will have ultimate responsibility for the preparation of this report for the CCG.

7.2 RECOVERY PROGRAM MANAGEMENT

The Chairman NDC on submitting the damage report will make recommendation for the establishment of a recovery program management committee. The composition of the committee will be determined by the nature of the damage, and they will have responsibility for managing the recovery program and ensuring that the government is informed on the progress of the programs activities.

7.3 CONTINUITY OF RELIEF EFFORT

The NDMO is responsible to the Chairman 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 assured.
# 8. CONTACT DETAILS

## 8.1 NATIONAL DISASTER COUNCIL

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<tr>
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<tr>
<td>Randall Biki</td>
<td>NDMO Secretary to NDC</td>
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## 8.2 CENTRAL CONTROL GROUP

<table>
<thead>
<tr>
<th>Name</th>
<th>Organisation</th>
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<th>Telephone Hme</th>
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<tr>
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<tr>
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### 8.3 Provincial Disaster Committee Chairman

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<th>Name</th>
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## 8.5 EMERGENCY CONTACTS

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Annex 1
CYCLONE RESPONSE PLAN 1997

Produced with the assistance of the South Pacific Disaster Reduction Programme (SPDRP)
LIST OF AMENDMENTS

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

The Director
National Disaster Management Office
PO Box GII
Honiara, Solomon Islands

<table>
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1. INTRODUCTION

1.1 THE SEASON

The Tropical Cyclone Season officially commences each November and extends through to April the following year. Because they are seasonal and subject to being reasonably well predicted, hurricanes enable pre-planned measures to be formulated, and community preparedness programmes developed before the start of each season. It should be noted that hurricanes may form and pose a threat outside of this period.

1.2 AIM

The aim of these procedures is to detail the preparedness and response arrangements for hurricane threats to the Solomon Islands.

1.3 AUTHORITY

The authority for this plan is the National Disaster Council (NDC).

1.4 RELATIONSHIP WITH OTHER PLANS

This support plan should be read in conjunction with the national disaster management plan and should be used by all Departments, NGOs. Agencies and Organisations as the basis from which internal response procedures are developed.
2. RESPONSE MECHANISMS

2.1 CENTRAL CONTROL GROUP

The Central Control Group is responsible to the NDC for the activation of these procedures, and for the management of operations associated with these procedures.

Central Control Group Composition:

- Police Commissioner - Disaster Controller;
- Secretary, NDMO - Executive Officer;
- Director, Meteorological Service;
- Superintendent, Marine;
- Director, Civil Aviation; and
- Chairman, NGO Disaster Management Committee.

2.2 WARNING SYSTEM

The Meteorological Service will issue cyclone advices appropriate to the given threat, ranging from cyclone alert for the initial information stage to hurricane warning for the highest state of threat. More specific details of each message are as follows:

2.2.1 Cyclone Alert - Linked to stage one - Readiness

(Issued every six hours)

Issued when a developing depression or tropical cyclone is close to the Solomon Islands. Gale force winds are not expected within 24 hours but may occur within 48 hours.

2.2.2 Gale Warning - Linked to stage one - Readiness

(issued every six hours)

Issued when mean wind speeds are expected to reach gale force intensity (34 - 47 Knots) within the next 24 hours.

2.2.3 Storm Warning - linked to stage two - Standby

(issued every three hours)

Issued when mean wind speeds are expected to reach storm force intensity (48 - 63 Knots) within the next 24 hours.
2.2.4 Cyclone Warning - Linked to stage three - Activation

(issued every three hours increasing to hourly as the threat increases)

Issued when mean wind speeds are expected to exceed 64 Knots within the next 12 hours.

2.3 COMMUNITY ALERTING SYSTEM

The timing of the first cyclone warning message is often crucial as it could have a bearing on how effective the placement of the initial community alert will be. The importance of reaching the public, even at the risk of false alarm, will normally outweigh the desirability of waiting until a more precise or confident warning can be given.

The major objective of community alerts is to ensure that the level of community preparedness is equal to the level of existing threat. This is achieved by structuring community action against some form of warning device or measure.

Radio is the primary link or form of communication with the community, and therefore disaster authorities should aim at reviewing the community alert status to coincide with the listening audience being at its peak (Viz a Viz. news programs)

The following is a list and brief description of the community alert stages used in the Solomon Islands, a more detailed explanation can be found on the supporting Public Education material:

<table>
<thead>
<tr>
<th>Blue Alert</th>
<th>Yellow Alert</th>
<th>Red Alert</th>
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</thead>
<tbody>
<tr>
<td>(Linked to Cyclone Alert)</td>
<td>(Linked to Storm Warning)</td>
<td>(Linked to Cyclone Warning)</td>
</tr>
<tr>
<td>First stage of preparedness:</td>
<td>Second level of preparedness:</td>
<td>Highest state of readiness:</td>
</tr>
<tr>
<td>(significant action)</td>
<td>(significant action)</td>
<td>(significant action)</td>
</tr>
<tr>
<td>The cyclone threat has increased and may effect the islands within the next 24 hours.</td>
<td>The threat has further increased with gales and or destructive winds a significant risk within the next 6 - 12 hours.</td>
<td>Cyclone impact with risk of destructive winds is imminent</td>
</tr>
<tr>
<td>Initial preparations should commence, and increased monitoring of the cyclones track should begin.</td>
<td>Final preparations should be completed</td>
<td>All departments, business offices and stores will close</td>
</tr>
<tr>
<td></td>
<td>Safety shelters will open.</td>
<td></td>
</tr>
</tbody>
</table>


2.4 DISASTER RELIEF AND DAMAGE ASSESSMENT

The CCG is responsible for the management of the disaster relief effort following a cyclone impact. This includes the identification of needs, priority for assistance and requests for international assistance.

The Provincial Disaster Committees are responsible for the conduct of damage assessment on their island, and for providing the CCG with a report on damage as soon as possible after the hurricanes impact. The CCG have this responsibility on the island of Guadalcanal.

The Provincial Committees are responsible for the coordination of disaster relief efforts on their islands, with distribution conducted on a needs basis and in accordance with established priorities.

2.5 RESOURCE AND FINANCIAL SUPPORT

The CCG is responsible for the coordination of all major government, private and donor resources assigned to a cyclone operation. This will ensure that duplication of effort is avoided, and that resources are utilised in an efficient and effective manner.

The CCG is responsible for managing the disaster relief fund for disaster response operations, and as such are also responsible for the management and accountability of such funding. Authorisation must be obtained from the CCG prior to committing funds for expenditure, and accounts which are received which have not been previously approved will be returned to the individual or department for payment.

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

2.6 CUSTOMS AND QUARANTINE

Upon notification by the Chairman CCG, the Directors of Customs and Quarantine are to make the necessary arrangements for the ongoing clearance of all donor assistance which is provided for “disaster relief purposes”.

This may also include duty exemption for goods purchased in-country with donor funding.

The Chairman CCG is responsible for providing information on donor assistance to facilitate this process.

2.7 CLOSURE OF SCHOOLS AND GOVERNMENT OFFICES

The Director of Education is responsible for issuing formal notification on the closure and re-opening of schools within the Solomon Islands. He will be assisted in this process by the Provincial Disaster Committees who will advise on local conditions and submit recommendations to the CCG.

As a normal practice, all schools will close once a storm warning (yellow alert) has been issued, however the exact timing will be dependant upon prevailing weather conditions on each island. Minimum disruption and maximum protection of school children should be observed, and therefore the timing of such closures should where ever possible be as close as possible to normal closing/commencement times.
Government Offices will close upon the implementation of stage three (red alert), however staff should be released on a gradual basis before this time so that only essential personnel are on duty once a Cyclone Warning warning has been issued.

2.8 SAFETY SHELTERS

The identification of safety shelters should be conducted during the planning stage and is the responsibility of the Provincial Disaster Committees. Management responsibilities and location of keys should be documented and made available to key officials prior to the start of the cyclone season.

Education programmes should not only identify the location of shelters, but also inform the community of the self sufficiency requirement for food, water, bedding, medical supplies(medicines) and toiletries.
3. PRE-SEASON AND PREPAREDNESS ACTIVITIES

The procedures listed in this section are those which represent; 1) the initial pre-season activities, and 2) the ongoing education and awareness programme which continues throughout the cyclone season.

3.1 PRE-SEASON ACTIVITIES

To be completed by mid November each year under the guidance of the NDMO and Police on Outer Islands:

• Disaster Plan and Organisational Operational Procedures review and update.
• Education and Awareness programs reviewed and or developed. This includes visits, pre-recorded tapes and public awareness week activities.
• Formal briefings for Government, NGO, and Private Industry on planning and operational procedural arrangements.
• Safety shelters identified, documented and disseminated to key officials.
• Mechanisms for community alerting, damage assessment and relief coordination established.

3.2 RESPONSE ACTIVITIES

Procedures to implement action should be developed at National and Island level as appropriate:

3.2.1 Stage One - Readiness

• Disseminate Meteo message to Provincial Committees/ Community leaders, supported by either verbal or written comments to provide more information and clarification which will lead to more effective and appropriate decision making
• Conduct NDC meeting and provide briefing on current situation and prognosis for future development - Implement readiness stage
• Provincial Committees to brief Government and NGO organisations on outer islands
• Establish schedule for ongoing meetings of the NDC
• Maintain ongoing liaison with the Meteo
• Increase frequency of pre-recorded education tapes.


3.2.2 Stage Two - Standby

• NDC briefing.
• Activate the CCG - determine meeting schedule.
• Implement the Standby Phase.
• Verbal/ Written briefing for Provincial Committees.
• Community based leaders briefed.
• Maintain frequency of broadcast of pre- recorded education tapes.
• Commence radio interviews (1 - 2 daily).
• Review situation with regard to the closure of schools (if applicable).
• Ensure damage assessment teams have been identified.
• Gauge necessity for safety shelters- place shelter managers on standby.

3.2.3 Stage Three - Activation

• CCG briefing - Implement Activation Phase.
• Brief Provincial Councils - obtain preparedness status for outer islands.
• Close Government Offices (if applicable).
• Increase radio interviews (2 - 3 daily).
• Ensure relocation to safe shelters is completed.
• Issue situation report on preparedness status to UNDHA - SPPO for redistribution to key organisations and missions.

3.2.4 Post Impact - Disaster Relief Phase

• Activate damage assessment teams.
• Establish contact with outer islands.
• Continue with radio broadcasts to ensure the communities remain calm and are aware of what action they can take to assist authorities.
• Obtain preliminary assessment of situation on effected outer islands.
• Issue situation report to UNDHA- SPPO for redistribution to donors, missions and aid agencies.
• CCG meeting - briefing with all departments, NGOs and missions.
• Assessment of disaster relief needs.
• Determine requirement for international assistance - Inform UNDHA - SPPO of decision.
• Maintain liaison with Provincial Committees and coordinate assistance as determined necessary.

• Provincial Committees to establish relief coordination system to facilitate effective receipt, recording and distribution of relief supplies.

**NOTE**

Careful consideration of prevailing weather conditions when deciding on the closure of schools and opening of safety shelters. Release of government employees should be gradually implemented to enable them to make preparations at their own homes. Most essential personnel only should be left on duty until final closure of the offices.

### 3.2.5 Recovery Phase

CCG prepare damage report and report to Government

Conduct recovery operation in accordance with normal OR established Government procedures.
## 4. EMERGENCY CONTACT DETAILS

### 4.1 CENTRAL CONTROL GROUP

<table>
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<tr>
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<td>Frederick Soaki</td>
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<td>Police Asst Commissioner</td>
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4.3 EVACUATION AND SAFETY CENTRES

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5. GUIDELINES FOR ORGANISATIONAL INTERNAL RESPONSE PROCEDURES

5.1 INTRODUCTION

The success of any response operation will depend greatly on the ability of Departments and Organisations to undertake timely and effective action. Such action should be directed towards; 1) protecting important assets, 2) ensuring the safety of employees and, 3) 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 establishment.

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.

5.2 READINESS STAGE

• 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 any necessary equipment is in good working order.
• Ensure cyclone shutters are available and in good working order.
• Monitor the progress of the cyclone.
• Ensure field staff are aware of potential threat.

5.3 STAGE TWO - STANDBY

• Refuel vehicles and emergency power generators.
• Prepare a recall roster for staff to return after the cyclones 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 staff are on hand to complete the major preparations both within and outside the office complex.
• Ensure key employees are aware of the departments 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.
5.4 STAGETHREE - ACTIVATION

- Final briefing for key officers.
- Release all remaining staff.
- Lock and secure offices.
- Attend CCG meeting.
- Activate assessment personnel.
- Receive departmental assessment 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.
Annex 2

NON GOVERNMENTAL ORGANISATIONS DISASTER SERVICES EXECUTIVE

DISASTER CO-ORDINATION PLAN

1995

Produced with the assistance of the South Pacific Disaster Reduction Programme (SPDRP)
AMENDMENT LIST

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

The Chairman
Disaster Support Executive
PO Box
Honiara, Solomon Islands

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1. GENERAL

1.1 POLICY

The Non Governmental Organisations (NGOs) recognise that the primary responsibility for disaster management activities within the Solomon rests with the Government of the Solomon Islands, and that such arrangements can be found within the National Disaster Management plan. The NGOs agree with and support the arrangements contained within this plan.

The NGOs recognise their own responsibility to care for people during disasters, and agree to put in place coordination arrangements which will lead to effective response to assist those in greatest need.

1.2 CONCEPT

The concept of this plan is based on the establishment of effective coordination:

• between NGO organisations; and
• between NGOs and the SI Government at National level and Provincial level.

1.3 PURPOSE

The purpose of this plan is to detail the arrangements for effective coordination of NGO efforts to the SI disaster management arrangements.

1.4 RELATIONSHIP WITH OTHER PLANS

The content of this plan must reflect the national disaster management arrangements, and should be used by all NGOs as a guide for the development of internal response and preparedness plans.

1.5 KEY DISASTER ROLES AND SERVICES PERFORMED BY NGOs

NGOs through their extensive community based resources have the ability to provide invaluable service to SI disaster officials. These include:

• education and awareness;
• dissemination of warnings and community alerts;
• monitoring of community preparedness to a given threat;
• damage assessment;
• disaster relief assistance;
• management of safety and evacuation centres;
• advocacy on behalf of those in need;
• first aid and care of disaster victims; and
• serve as a reliable communications link.

Resources available in support of these roles may be drawn from in-country supplies, and/or from international partners such as:

• Overseas Services Bureau;
• Australian Council of Churches;
• International Federation of Red Cross and Red Crescent Societies;
• Save the Children Fund;
• World Vision International;
• Overseas Mission Board;
• Adventist Development and Relief Agency;
• Australian Catholic Relief; and
• Australian Red Cross Society.
2. ORGANISATION

2.1 ORGANISATIONAL STRUCTURE

The NGO coordination structure is contained at Annex One to this section. An outline of the key components of this structure is contained in the following paragraphs.

2.2 DISASTER COORDINATING COUNCIL (DCC)

The DCC is the NGO policy making body, and its composition consists of one representative from each NGO. A meeting of the DCC would be almost indistinguishable from a general meeting of the DSE, and therefore urgent disaster management matters may be addressed by the DSE meetings if required.

The DCC shall meet at least annually, and have as its major tasks the following responsibilities:

- Review work of the Disaster Management Committee (DMC).
- Approve new programs and budget allocations for the DMC.
- Elect DMC members.
- Test and review the NGO disaster coordination plan.

2.3 DISASTER MANAGEMENT COMMITTEE

The DMC is responsible for the coordination of NGO disaster management activities. The chairman will be an active member of the government’s National Disaster Council (NDC), and as such will serve as the link between the government and NGOs.

The primary disaster management activities of the DMC are:

- Liaise with the NDMO and contribute to:
  - Disaster planning at provincial and community level
  - Disaster preparedness program development at national, provincial and community levels
  - Disaster management training activities at provincial and community levels
  - Disaster response procedure development for damage assessment, and relief coordination.
- Other duties as directed by the DCC, or as requested by the NDMO.
3. PREPAREDNESS

3.1 FUNCTIONAL COMMITTEES

The DMC may establish functional committees to address specific disaster management issues which have been identified in consultation with the NDMO. In addition to this the DMC is to provide at least one member to each of the SI disaster management workgroups which have been established for the purposes of:

- Disaster training
- Education and awareness
- Disaster planning review.

Whilst the NGOs have an invaluable resource at the community level, it is important for all disaster preparedness activities such as training, education and awareness and planning, to be identified in close consultation with the NDMO, who have direct responsibility for the development and management of such programs within the Solomon Islands.

Feedback to the NDMO on the effectiveness of existing education and awareness programs, together with the identification of training needs, is a key role for community based NGO personnel.

3.2 KEY NGO PREPAREDNESS MEASURES

3.2.1 Organisational Level:

- Review and maintain internal response and preparedness plans.
- Ensure roles and responsibilities are known to all staff.
- Actively support and participate in SI national disaster management programs.
- Be aware of national disaster management planning arrangements, including policies, procedures and management structure.

3.2.2 Provincial Level

- Encourage the adoption of disaster prevention and mitigation strategies by provincial governments.
- Encourage community based mitigation practices.
- Contribute to the development of provincial disaster plans.

3.2.3 Community Level

- Encourage the building of safe houses/safety shelters.
- Promote and explain education and awareness material.
- Ensure warnings are heard and understood by communities.
• Encourage a self help philosophy among communities, particularly with storage of food and other essential supplies.
• Monitor community preparedness
• Encourage pre cyclone season clean up campaigns
• Encourage crop protection methods and diversification of crops
4. RESPONSE

4.1 CENTRAL CONTROL GROUP

The CCG has the responsibility for overall control and coordination of disaster response operations within the SI. The NGO link with this group is obtained through the chairman DMC being an active CCG member.

The DMC will meet as often as necessary, and after every meeting of the CCG.

4.2 ACTIVATION AND ALERTING

All organisations, that is: Government Departments, NGO and Private Industry: will be activated in accordance with the four stage national activation system, as set down in part four of the national disaster management plan. These stages are:

- Readiness.
- Standby.
- Activation.
- Stand down.

All internal response and preparedness plans are to be structured according to these stages, as this will ensure that all NGOs are reaching the same level of preparedness at the same time, and thus improving the coordination process. The NDMO will assist NGOs in the development of these plans.

A community alerting system for cyclones has been developed. This system works on a colour code which links community action to a colour (blue, yellow and red). NGOs will have an important role of ensuring that communities are familiar with this system, and are taking action in accordance with the guidelines provided.

4.3 NGO RESOURCES

Each NGO will have responsibility for their own resources. The CCG will however determine priorities as to where and what the greater needs are after a disaster. The DMC will after receiving this advice from the CCG, determine which NGO(s) will be best suited to providing assistance to each need.

Resource support requirements from parent organisations outside of the SI will be addressed in the same manner. That is, through the DMC chairman to the CCG who will coordinate with donors and aid agencies, to ensure aircraft which are earmarked to bring relief supplies, are given priority lists. This will ensure that no duplication occurs, and that the most essential relief supplies are delivered.

The DMC will have responsibility for ensuring that each NGO provides a list of additional support requirements.
4.4 MEDIA BROADCASTS

During stages one and two (readiness and standby) the DMC chairman is authorised to release information messages on behalf of all NGOs. Such messages should be organisational in nature.

Once stage three (activation) has been enforced, only the CCG can issue media releases, and as such any important information for NGO officials must be relayed to the CCG through the DMC chairman.

4.5 COORDINATION CENTRE

The DSE offices will serve as the NGO coordination centre during operations which require a response by most if not all NGOs. During stage two (standby) the centre will be manned during normal work hours only. It will revert to extended manning once stage three (activation) is announced.

4.6 FUNDING AND ACCOUNTABILITY

Parent and sister NGOs should be consulted before any major decisions are made. Records of receipt, expenditure and balances must be kept at all times, and should accompany operational reports at the end of the operation.

NGOs must do all that is possible to ensure that resources are distributed according to agreed lists.

4.7 DAMAGE ASSESSMENT AND RELIEF COORDINATION

NGOs are usually the most reliable source for the provision of damage reports immediately following a disaster. They will also have specific responsibility for the immediate care of their communities including the provision of first aid and relocation of villagers away from dangerous situations.

All reports of damage should be passed to the DMC by the most effective and fastest means. Immediate disaster relief needs should also be identified and passed to the DMC for forwarding to the CCG.

The delivery and distribution of relief supplies can at times create more problems than the effects of the disaster itself. In this respect, NGOs should provide every assistance to disaster officials to ensure that the provision of relief supplies is achieved in a coordinated and orderly fashion.
5. RECOVERY

5.1 GENERAL

The recovery process may extend over weeks, months or as has been the case in most instances, over a number of years. Such programs are therefore best left to the normal or established government channels. NGOs can assist in this process by:

- Ensuring damage assessment reports reach the CCG.
- Liaising with the recovery management committee and providing advice on community needs.
- Providing feedback to the community on progress of the recovery program.

5.2 NGO ROLES

The NGO role during the recovery stage will be strongest at the community level, and as such, most attention should be focused on this level. Recovery roles may include:

- Monitoring of the post disaster relief to ensure that a continuity of effort is maintained.
- Providing assistance with the re-establishment of gardens.
- Pastoral care.
- Encouraging good nutrition by:
  - Education programs.
  - Coordinating food supply from unaffected areas.
- Encouragement for construction of better houses (cyclone resistant).
- Providing support for self help groups.
- Providing general encouragement and motivation to enable communities to better cope with the consequences of the disaster.
- Provide reconstruction assistance on areas not being addressed by government resources.
6. POST DISASTER REVIEW

6.1 RESPONSIBILITY

A thorough and accurate review after each operation is most important in order for lessons learned to be identified and applied for future preparedness, response and recovery procedures. The DMC is responsible for ensuring that this review is conducted with the findings disseminated to all NGO groups.

6.2 DEBRIEFINGS

Debriefings to review, plans, procedures, decision making processes, policy, etc., are to be conducted as soon as possible after the stand down order has been given. Three types of debriefings will be required:

- **Intra-Organisational** - Within each NGO to review their own performance against allocated roles and responsibilities.
- **Inter-Organisational** - Between all NGOs to review coordination mechanisms.
- **Governmental** - A general debriefing of all government, NGO and other participating organisations to review the entire operation, planning arrangements, control and coordination aspects, etc.,

6.3 REPORTS

A formal report is to be prepared by the DMC and presented to the DCC as soon as possible after the debriefings have been completed. The report should outline major issues, including recommendations for amendment to the NGO Disaster Coordination Plan, training requirements, and education and awareness needs.
# 7. CONTACT LIST

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