

Fiji

National progress report on the implementation of the Hyogo Framework for Action (2009-2011)

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Strategic goals

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement 2011-2013:

This strategic goal is related to both RFA Theme 1 Governance- Organisational, Institutional, Policy and Decision-Making Framework; and RFA Theme 4 Planning for Effective Preparedness, Response and Recovery.

The national goal set in Fiji's national development strategy or Roadmap is "Building National Resilience to Disasters, Reducing Vulnerability and Risks and Adapting to Climate Change" and this is expected to be reflected in each ministry operational plans (MOPs). There is some achievement across the sectors in development of Ministerial disaster risk management plans. The ministries of Health and Agriculture have developed plans in consultation with partner agencies.

The use of economic measures as cost benefit analysis is still the basis for project approvals but reflection of DRM is weak in the computation. The Roadmap stipulates that MOPs use the "CHARM" approach which is the regional risk management guideline "Comprehensive Hazard and Risk Management". NDMO is seeking the support of SOPAC to raise awareness and training in the use and application of CHARM across the sectors.

At the village and community level NDMO in partnership with PCIDRR will continue with the development of village disaster plans and establishment of management committees for the whole of the Western Division. NDMO will also monitor similar work being done by such NGOs as PCDF in other parts of Fiji.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement 2011-2013:

This goal is reflected in both RFA Theme 1 and Theme 2 Knowledge, Public Education Awareness and Education.

Fiji's 2009 National Disaster Risk Management Arrangement, built on the six thematic areas of the Regional Framework for Action, has a strong aim to institutionalise partnership arrangements particularly with inclusion of NGOs and private sector in the National Disaster Council and its committees. Some achievement in implementation has been made but further promotion is awaiting enactment of an accompanying legislation. The NDRM Arrangement was developed following wide stakeholder consultation and is subject to review every three years.

NDMO recognises NGOs as partners in outreaching to the community where substantial achievement is achieved in increasing the resilience of communities eg through availing of land for better housing, food security programmes, safer and secure water supplies, income generation, livelihood and resource conservation programmes as marine and forestry protected areas. Government supports the promotion of micro-finance schemes complimenting specifically efforts by NGOs under the Mainstreaming of Rural

Development Innovations (MORDI) programme.

Many loose arrangements exist that aim to coordinate efforts towards risk reduction and sustainable development. Formal coordination of NGOs is through the Fiji Council of Social Services but this is weak. In response on calls by some NGOs, NDMO will review the role of FCSS.

NDMO is setting up its Disaster Information Management Systems (DIMS). For a regional information sharing platform, NDMO will continue partnership in the Pacific Disaster Net managed by SOPAC for the region.

NDMO is to continue working with SOPAC and its Pacific Partnership Network on the implementation of activities under RFA Theme 1. In particular work is in progress to formulate a Climate Change Adaptation – Disaster Risk Management National Plan of Action which incorporates establishing an overarching National Platform for DRM including all key stakeholders.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement 2011-2013:

This goal is reflected in RFA Theme 3 Analysis and Evaluation of Hazards, Vulnerabilities and Elements at Risk, and RFA Theme 5 Effective, Integrated and People Focussed Early Warning System, as well as RFA Theme 6 Reducing Underlying Risk Factors.

Fiji's new NDRM Arrangement was designed to increase focus on the involvement of the community in disaster risk reduction and disaster management. In granting new housing assistance to rural and village areas, Government is now seeking evidence of risk reduction measures against floods and tsunami risks as derived from community based vulnerability assessment. Housing designs are to meet National Building Code standards. Multi-hazard and exposure mapping in urban areas and main economic belt will be consolidated with current devolved public education and awareness programmes to strengthen national preparedness at all levels. The changing face of leadership in Fiji brings special challenges. Targeted training is planned to improve better understanding in civil-military coordination particularly during response and recovery phases.

NDMO is establishing public siren tsunami warning systems in the capital city Suva with bill boards on evacuation routes erected around the city. Strengthening of DRM messages through educational institutions will be stressed particularly aimed at better preparing the rural communities.

A new focus will be included in post disaster briefings to identify lessons learnt on the underlying risk factors affecting worst affected communities.

Fiji in common with other Pacific Island Countries looks to SOPAC to coordinate disaster risk management capacity building in the region and consequently is committed dually to the Regional Framework for Action2 and HFA as the overarching DRM policy documents.

Priority for action 1

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 1: Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is DRR included in development plans and strategies? Yes
- * Yes: National development plan
- * Yes: Sector strategies and plans
- * No: Climate change policy and strategy
- * No: Poverty reduction strategy papers
- * Yes: Common Country Assessments (CCA)/ UN Development Assistance Framework (UNDAF)

Description:

In Oct 2006 Fiji Cabinet endorsed a new “National Disaster Risk Management Arrangements” replacing the 1995 Fiji National Disaster Management Plan. The NDRMA mandates to the National Disaster Risk Management Council the overall responsibility for national disaster risk reduction and disaster management and of providing policy advice to government. The Director of NDMO acts as Secretary to the NDRMC but full implementation is awaiting enactment of the accompanying legislation; the delay is creating some uncertainty particularly to those outside of government on assignment of roles and responsibilities under the various committees.

The national development strategy or Roadmap for Democracy and Socio-Economic Development has clear, stated goals in DRM but these are yet to be reflected in MOPs, generally lacking specific provisions for DRR. Hence DRM has not been captured very well in sector strategic plans nor has clear link been established with climate change adaptation projects. However the commitment of institutions is evidenced in various policy frameworks and legislations as illustrated in the Water Policy / Water Authority Promulgation and in the Foreshore Development Act.

The disconnect initially had clouded the awareness of local government and communities on their DRM roles particularly where to coordinate during disasters. To abate this NDMO in partnership with PCIDRR has decentralised training to build DRR knowledge of local authorities, provincial staff and community leaders.

Thus, institutional commitment to DRR exists yet progress in terms of decentralisation of responsibilities is not substantial. Capacities at all levels require strengthening.

Context & Constraints:

Operational commitment is weak as the capacity of institutions to develop DRR plans is lacking. Only two sector plans were developed: the Fiji National Health Emergencies & Disaster Management Plan 2007-2011, and the Disaster Risk Management: A Strategy for the Agriculture Sector.

The two plans are supported with strategies on devolving responsibilities down the organisational hierarchy, and whilst the stronger emphasis is placed on Disaster Management, they emerge beginnings of strengthening of DRR efforts. Risk auditing of built assets and strengthening of health communication network are in the current work plan of Health (NHEDM Plan). In the agriculture sector, strategies on food security, availing of planting materials, irrigation and drainage, bio security and border control reflect on the wide spread of strategies that feature in this inaugural plan. Both these sectors traditionally have strong external technical backing from WHO and SPC respectively.

Many of the existing partnerships and organisational arrangements are programme (development) driven. Other arrangements are sustained by statutes as the Land Conservation Board. The myriad of arrangements reflect the abundance of available financial resources via donor initiated "national" programmes but unfortunately these national initiatives require better filtering mechanism across sectors and government departments (cross sector collaboration) for the nation to optimise on technical resources and cost sharing. A coordinated approach would allow integration of DRR into existing statutory requirements eg consideration in OH& S compliance.

NDMO is working on a two-pronged approach to establish a national Climate Change Adaptation (CCA) / DRM platform tasked to establish a Joint CCA/DRM National Action Plan.

Although knowledge and experience in DRR exist at various levels in all sectors, institutional commitment is limited. The NDMO is prioritising the enactment of legislation to drive the full implementation of NDRM Arrangement and with it to entice the commitment of institutions to DRR.

Priority for action 1: Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Is there a specific allocation of budget for DRR in the national budget?
- * 0 % allocated from national budget
- * 0 USD allocated from overseas development assistance fund
- * 0 USD allocated to hazard proofing sectoral development investments (e.g transport, agriculture, infrastructure)
- * 0 USD allocated to stand alone DRR investments (e.g. DRR institutions, risk assessments, early warning systems)
- * 0 USD allocated to disaster proofing post disaster reconstruction

Description:

The NDMO has an annual allocation of F\$1.5M budget for disaster management. In the event of a disaster, this small sum is topped from capital budget funds and from donor contributions. NGOs independently seek their own sources for disaster management funding during times of disaster. International assistance for response and recovery has been predominantly available in the past disasters.

For DRR there are no specific allocations in the national budget but recovery and rehabilitation activities are undertaken with consideration of DRR in the design and construction e.g. new bridges to be above flood levels, coastal sub-division to be above tsunami and storm surge levels, power cables buried, irrigation and drainage support in agriculture and of watershed authorities being established to control and manage usage of watershed resources. The government has a special programme on housing assistance aimed at vulnerable and low income earners

Though there is no specific DRR allocation in the budget, each Ministry does undertake a range of DRR activities under other budget heads. To compile a better monetary picture, and as an outcome of this review, NDMO will initiate a request to Ministry of National Planning for each Ministry to report on DRR perceived activities in every quarterly progress reporting on the Roadmap.

At the community level, NGOs are very active in incorporating DRM into their programme plans with strong support of local community leaders and the government as in conservation of water system development, establishment of marine and forestry conservation areas, bio-fuel development and environmentally friendly sewerage systems.

In light of the inclusion of DRR aspects in many development initiatives happening throughout the nation, and the strong powers on compliance with DRR in the NDRM Arrangement, substantial achievement has been attained but critical deficiencies exist in commitment and operational capacities.

Context & Constraints:

The major infrastructures of road, communication, power and lifelines primarily target the sugar cane production zone and tourism sectors, and government and its agencies undertake full responsibility of post disaster re-construction with no specific DRM budget for infrastructures. The Ministry of Finance sees catastrophe risk insurance as too expensive for Government on its own. The role of the private sector in DRR initiatives and financial assistance is passive and it needs to be sounded out. Hence no recognition yet of DRR being a Corporate Responsibility, and the private sector remains largely an untapped source for DRM financial and other assistance. In the development of a Hazard Mitigation Plan for Fiji, consideration should be given to setting aside a percentage of development budgets for mitigation funds to support priority hazard-resistant or vulnerability reducing projects within ongoing development projects.

National planners need to fully internalize the importance and need for mainstreaming DRM into development strategies. Though CHARM is approved by Cabinet, without its application, mainstreaming of DRR would be very difficult. The CHARM process would provide a useful DRM checklist for Development Investments & Project Design.

Priority for action 1: Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

- * Do local governments have legal responsibility and budget allocations for DRR? No
- * No: Legislation
- * No: Budget allocations for DRR to local government

Description:

A lot of DRM activities are happening at the local level, but these are controlled centrally at agency headquarters, both government and non-government; resources are not delegated to local levels.

During emergencies, authority is delegated to Divisional, Provincial and District levels. Disaster Management Committees (DISMAC) exists down to district level, whilst Budget allocation for DM is centralised with NDMO and disseminated to local levels as needed. Training is conducted at district level through programmes managed by national headquarters of all agencies. There is great need to improve on cross cutting issues of gender, human right and protection.

The NDRM Arrangement sets up a Risk Reduction Committee tasked with mainstreaming of DRR into the planning and budgetary processes at national, local and community level. Its core members are government departments with outsiders coming in only as co-opted members. The review of the act will need to consider the strong inputs that community leaders can bring as core members of the RRC.

The drafting of the new legislation for DRM is considering legal implications of complementarity or conflict with existing legislations. Appropriate legal authority at local levels will need to be considered with respect of DRM revenue raising at the local level and community managed hazard warning and response systems. Currently, NDMO carries out its DM responsibilities through local DISMAC and Village/Settlement Councils whilst DRR responsibilities are vested in development committees aligned with the administrative structural hierarchy.

Technical and trade-skilled government employees are available at the local government level. Other departments use NGOs as partners in community outreach activities. Community participation in DRM is recognised as very important.

Current issues regarding a new act and lack of dedicated budget allocation for DRR at all levels indicate that progress is being made but that commitment and capacities are limited.

Context & Constraints:

Unclear policies in terms of responsibility for DRR at the divisional and local levels are problematic and need to be addressed in the review of the NDRM Arrangements. There is currently insufficient knowledge and awareness in local governments and some communities in regard to their DRR roles and responsibilities.

Without a National Plan for DRR, it will not be as simple to delegate authority and allocate resources at divisional, provincial, district and village/ settlement council levels. The technical skills and knowledge of communities in terms of reducing risk varies depending on experiences to the various types of hazards e.g. regular experience in coping with floods and cyclones versus rare exposure to earthquake or other events. Planning institutions and sector ministries need to fully internalise the need for DRR at the national level in order for commitment to feed through to provincial and local levels. Training, awareness raising and implementation of the new DRM arrangements at the provincial level need to be a priority for all sectors. More efforts should be directed at establishing skilled DRR Training Instructors at the

Divisional level.

A new JICA regional project “Strengthening CBDRM” targets Ba River basins (2010-2013) for establishing community managed flood EWS to enhance their capacity for response particularly evacuation. Means of raising revenue by the community to resource its responsibilities would be discussed as participation with the community continues. JICA just supports local counter-parts from WAF, FMS, LAWRM and NDMO under the chairmanship of the Secretary Regional Development and National Disaster Risk Management. This Project will help a lot as Fiji has little experience within government in delegation of authority with resources on DRM to community level mostly on regulatory and bureaucratic reasons.

Priority for action 1: Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Are civil society organisations , national planning institutions, key economic and development sector organisations represented in the national platform? No

* 0 civil society members (specify absolute number)

* 0 sectoral organisations (specify absolute number)

* 0 women's organisations participating in national platform (specify absolute number)

Description:

There is yet to be established a national DRM multi-sectoral platform. However there are a number of forums existing that consider DRM issues.

The NDRM Arrangement provides for an Executive body of key Cabinet Ministers to scrutinise and recommend DRM policy initiatives for Cabinet approval. It manages too the use of the National Disaster Risk Management Trust Fund across the sectors. A National Disaster Risk Management Council is to provide advisory services on DRM to the Executive and to government as well as providing high level national overview of DRM implementation across the sectors by all stakeholders. As the NDRM Arrangement is yet to be fully implemented, the National Disaster Management Council of old continues to function.

A range of interest based groups exist to discuss disaster risk management, but no overarching national platform exists. Partner agencies predominate in the Pacific Partnership Network, whereas at national level, each ministry is represented through a Liaison Officer in the Disaster and Risk Management Training Advisory Committee and in the National DISMAC. The NDMC too has a representative from each ministry. Unfortunately there is uneven commitment across ministries to attend meetings called by NDMO.

To strengthen links with sector agencies, the climate change programme has a number of national platforms through focal ministries of both environment and health. The programme of protection in emergency is also seeking a national forum through the Social Welfare as the focal ministry. NDMO and

DOE are working to establish a National CCA-DRM Platform from early 2011.

Due to the fact that currently no National Platform exists, but that efforts have been made to involve multiple stakeholders in DRR based discussions, it can be stated that some progress has been made against this indicator.

Context & Constraints:

Information sharing and communication between sectors, ministries and NGO's are not effective and need to be strengthened. The NGOs are also constrained in the lack of interest of their mandated coordinating agency FCOSS to establish a coordinating NGO national platform.

The NDMO is committed to establishing a multi-stakeholder National Platform in order to foster discussion and co-ordination in the area of DRR and CCA. It is recognised that special efforts should be made to involve representatives of women's groups and faith based groups due to their particular areas of knowledge and the level of community outreach that would be available through their involvement. As well more effort is needed to include in to existing stakeholder coordinating arrangements those agencies with special interests on gender, rights issues and protection in emergencies.

Priority for action 2

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 2: Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is there a national multi-hazard risk assessment available to inform planning and development decisions? No

* No: Multi-hazard risk assessment

* 0 % of schools and hospitals assessed

* 0 schools not safe from disasters (specify absolute number)

* No: Gender disaggregated vulnerability and capacity assessments

* No: Agreed national standards for multi hazard risk assessments

Description:

No multi-hazard risk assessment is undertaken nor is there a standard approach for single hazard assessments. Hazard and risk assessments are only carried out for particular developments and project areas. A rudimentary assessment of Fiji's main hazards is in the 1995 NDMP.

Assessment information in technical and research reports funded by donors is often in formats that are difficult to use. Some investments are made in hazard monitoring systems such as rain and river gauges and seismic stations though more equipment and systems are needed. Earthquake hazard assessment is quite advanced with a national hazard map; national public awareness campaigns; national seismic risk zone maps; and a detailed seismic risk map for Suva. Tsunami Risk assessment is done for Suva with identified high risk areas; evacuation points; and public awareness boards. Flood risk maps for Nadi, Ba and Navua were developed including thresholds for development of flood control measures.

In the key sectors, disaster management plans are founded on hazard risk assessments that led to mitigation measures, eg Finance relocated their archives onto higher grounds; Health relocated a pharmaceutical warehouse.

For the Water & Sewage sector, hazard risk assessments are based on standard procedures and guidelines. There is a draft Water Safety Plan; a Water Act; and water catchments are assessed in terms of hazard risks. Development investment in essential lifeline services as by FEA & Telecom are guided by hazard risk assessment. Similarly government requires risk assessments for its key infrastructure but the practice is yet to be instilled in rural/community level developments.

Some NGO's conduct vulnerability and capacity assessments, assessing some sectors only.

Fiji's EIA legislation is quite comprehensive and mandatory for all new developments. It is being applied but the process needs to improve on how hazard and risks, including climate risk, are considered.

Context & Constraints:

A number of agencies conduct CVA at the community level. They target some of the most vulnerable and/or distant and remote communities. Mostly they work in isolation and lately are binding together through initiatives with the PCIDRR in Yasawas, Kadavu and Vanua Levu. The outcomes are good but still very project oriented being undertaken in selected locations mostly based on local knowledge.

Improvement in information sharing is essential to ensure that there is sufficient input from technical agencies with focus on mapping of hazards, vulnerabilities and exposures and the development of common understanding of risk terminology. Gender and human rights issues are often overlooked, and training and awareness raising is needed.

Community input is provisioned in the EIA process but in practice contribution is weak due to limited community level technical expertise. Improving hazard awareness is needed and lead agencies need to recognise their responsibility, eg no risk assessment has been conducted on Evacuation Centres in rural areas to ensure they are in safe locations. A multi-hazard coordinated approach at the community level is desired as to avoid uncoordinated and duplication of efforts when technical agencies on their own create multi-entry points at community level. This would also address weaknesses in implementation and enforcement. A very sensitive area is the monitoring of the Foreshore Development Act. The lack of government personnel compounded with little community expertise and empowerment has led to some developers practically ignoring approvals.

A fundamental deficiency is the absence of specific articulation in DRM policy on the use of DRR cost benefit analysis. This is essential for planning investments at all levels, and leaders need to be sensitized to the usefulness of hazard data in sectoral development planning. A policy framework supporting the development of integrated multi-hazard risk assessments is a requirement.

Priority for action 2: Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Means of verification:

* Are disaster losses systematically reported, monitored and analysed? No

* No: Disaster loss database

* Yes: Reports generated and used in planning

Description:

Information is not readily accessible for there is no centralized point or database where hazard/risk information is monitored and archived. DRM data sets are spread across departments and NGOs without a national inventory. Some data sets as with Statistics and Planning are not available to the general public. The development of a national risk exposure database has started. The Pacific Disaster Net it is not yet widely used by national stakeholders.

Systematic dissemination of information becomes a problem given such a spread of sources.

Each agency keeps assessment data mostly for in-house use in planning for response, rehabilitation and development. All sectors submit their development proposals to the Development Sub-committee for approval based on set standards and checklists. DRR is addressed in this process but there is no monitoring system.

Key sector lead agencies are very proactive. Water & Sewage assesses disaster losses in water supply systems; Health assesses and monitors disease outbreaks; the Seismic Unit in MRD maintains an earthquake hazard event database; and Met Office a cyclone event database. Such information kept in key agencies is accessed in EIA processes to assist with incorporation of DRM measures. In practice the integration of assessment information happens with Town & Country Planning (covers urban & rural areas, not squatters) the authority that gives ultimate approval for development interventions.

Community profiles are put together for each village/settlement. This is spearheaded by Health with NGOs support. Community focal points forward information to the provinces where profiles are developed and updated through monthly questionnaires on key baseline in the communities and used for development planning and response work.

There is no systematic policy for monitoring, archiving and disseminating data on key hazards and vulnerabilities. Commitment exists and concerted efforts are being made to improve progress in terms of this indicator.

Context & Constraints:

Generally there is still difficulty to differentiate between Hazard Assessment (HA) and Damage And Loss Assessment (DALA), perhaps from insufficient understanding of the subject of DRM. As noted in Core Indicator 1 there is no common approach or standardized methodology across the sectors for assessing hazards and vulnerabilities. It is the same weakness in impact assessment of disasters which record direct loss assessments and have not included indirect losses and information on social impacts. Both assessments should sufficiently integrate social elements and desegregated data on gender, age, diversity etc.

The absence of a national information network / system is limiting progress in cross-sectoral coordination, sharing of information and improving knowledge in common DRM activities. Technical Agencies are complacent with design and construction standards they use and unless costs benefit analysis show otherwise will not be convinced of DRR assessment approach. Records from past disasters are available and they are important in building a dossier on vulnerable elements, with understanding on attendant shortcomings:-

- NDMO coordinated disaster reports provide comprehensive summaries of humanitarian/ response assistances but limited in the overview of damages/losses/impacts across all sectors.
- MRD maintains an earthquake hazard event database that records events since 1887; does not record damage/loss information.
- Met Office maintains a cyclone hazard event database; does not record damage/loss information.

In a few sectors where risk evaluation is undertaken and information on hazard and vulnerabilities does reach decision makers (such as ITC, Water sector, Health) insufficiency in resources to mitigate risk completely limits implementation of DRR measures. This leads to high level of accepted risk.

Priority for action 2: Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Do risk prone communities receive timely and understandable warnings of impending hazard events?
Yes

* Yes: Early warnings acted on effectively

* Yes: Local level preparedness

* No: Communication systems and protocols

* Yes: Active involvement of media in early warning dissemination

Description:

The level of progress in establishing EWS varies between hazards, is very much agency driven and influenced by the geographical spread of the country. There is no multi-hazard EWS.

Cyclone EWS is the most developed and warnings are received in a timely manner; the public is aware of what action to take; also curfew has helped to protect people from injuries and heighten security. Records indicate much less injuries and deaths in recent years compared to decades ago eg 10 deaths in TC Bebe (Category 4, 1972) and one death TC Tomas (Category 4, Mar 2010). Tsunami EWS is also well established with SOPs, training and drills in place particularly noted in some schools but with limited coverage due to funding constraints. Recent efforts are in progressing flood EWS for Navua, Nadi and Ba all of which are well linked to Nadi Met Office. The rest of the country has traditional flood warning systems based on informal information exchange and traditional flood early warning signs; flash flood is a new flood dimension for some communities compromising traditional EWS. More equipment to support flood monitoring is needed.

Key sectors adapt sector EWS on information from Met Office as well as from traditional warning signs. With Health, procedures are in place including provisions for guidance on trans-boundary hazards like pandemics.

Communication for EW at local level is done via public radio broadcast which has nationwide 24/7 coverage, and reaches distant communities. Other communication systems as mobile and TV are almost at par in achieving nationwide coverage. For Suva, NDMO has arranged to disseminate warnings via mobile phones and is preparing a public siren tsunami warning system. The tourism sector, particularly for surf wave travel, uses its own expert source as well as information from Fiji Met Service.

Context & Constraints:

Even though the media has the best coverage across the country, the effectiveness in delivery widely varies across the various systems, with noted differences too in reporting across the various hazards. There is a need to develop better partnership with the media and develop agreed guidelines or reporting framework but it cannot be done with the lack of personnel in NDMO to initiate and drive this through to completion.

The nation has vastly improved Tsunami EWS with well established SOPs, training and drills but it is limited in coverage due to funding constraints. It needs to be expanded beyond Suva with more public awareness as well. With the improvement of telecommunication technology, the NDMO is exploring

opportunities in relation to effective dissemination of EWS reaching the last mile.

More accurate forecasts on rainfall and severe weather and their dissemination are needed to improve warning of potential flood risks. It's a continuous task enhancing efforts to raise awareness on warnings/warning signs and how to respond appropriately. There has been very little effort to consult with women's organisations or to identify high-risk groups of women and men, boys and girls; this is critical and best addressed in strengthening DRM training.

The existing traditional knowledge on early warning signs and disaster preparedness should be documented and shared, particularly to urban dwellers dislocated from traditional settings and most likely their knowledge has been eroded. The relevance and applicability of traditional knowledge in view of changing hazard characteristics due to the impacts of climate change will need to be analysed.

Priority for action 2: Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Does your country participate in regional or sub-regional DRR programmes or projects? Yes
- * Yes: Programmes and projects addressing trans-boundary issues
- * Yes: Regional and sub-regional strategies and frameworks
- * Yes: Regional or sub-regional monitoring and reporting mechanisms
- * Yes: Action plans addressing trans-boundary issues

Description:

Fiji is vulnerable to a range of hazards that present trans-boundary risks and recognises the need for regional cooperation. These include tropical cyclones, earthquakes and tsunamis, pandemics, volcanoes, and climate change. Cooperation includes the collection, sharing and analysis of data for risk assessments that are essential to guide decision in determination of suitable risk reduction measures including national and regional EWS.

The Fiji Government, through Fiji Met Services, is committed to operating 24/7 the Regional Specialised Meteorological Centre for Cyclone in Nadi. The RSMC—Tropical Cyclone Warning takes wider responsibility in providing effective regional meteorological and climatological services, including regional specialised meteorological and climatological services to the Pacific. Its area of responsibility is delegated from WMO that includes some of the remotest Pacific Island countries as Tuvalu, Kiribati and Niue.

For earthquakes Fiji is linked with the Global Seismic Network and separately maintains a Tonga – Fiji Integrated Seismic Monitoring Systems Network. And for tsunami Fiji is linked to the Pacific Tsunami Warning Centre and participates in the Regional Tsunami Exercise (UNIOC/ PTWC). Being in the Pacific

it shares with island countries a collective concern on Sea Level Rise and Climate Change and collaborates in regional monitoring programmes through SPREP, SPC and WWF supported by WHO, FAO, ADB and regional scientific institutions in mapping of impacts.

Fiji collaborates too in the management of trans-boundary risk impacts through partnerships in a range of regional strategic frameworks and information exchange mechanisms, such as:

- The Pacific Plan and Kalibobo Road Map
- The Pacific Regional DM and DRR Framework of Action 2005 – 2015
- The Pacific Islands Framework for Action on Climate Change 2005 – 2015
- Pacific Health and Disability Action Plan (2002)
- Pacific Education Development Framework (PEDF) 2009-2015. Regional Meteorological Service Directors Meeting
- Annual Meetings of regional Inter-governmental Organisation

Context & Constraints:

Much work has evolved in building regional cooperation to manage trans-boundary risks and to date this remains very much the intelligence of key focal agency with little public awareness on these types of risks so as to feature in local / national hazard and vulnerability assessment. The public at large has little knowledge and information of trans-boundary risks other than tsunamis, sea level rise, climate change, ENSO cycles and tropical cyclones. Social risks driven by drug and alcohol abuse are not widely seen as a trans-boundary risk despite the recent emergence and conviction in Fiji of regional drug operators, manufacturers and traffickers.

Despite that a good level of regional information sharing is existing; more is needed to facilitate information dissemination of regional activities with in-country actors.

Priority for action 3

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 3: Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is there a national disaster information system publicly available? No

* Yes: Web page of national disaster information system

* No: Established mechanisms for accessing DRR information

Description:

Overall Fiji has a strong education institution and a literate population that written media (newspaper, pamphlets, and libraries) is used widely together with audio and virtual public broadcasts in the provision of information on disaster risks. In the development of DRM information systems various progresses have been made at sector and agency level whereas the development of national level systems is just beginning.

A national DM Information System (DMIS) is being developed to be housed at NDMO. For full establishment NDMO still requires in-house technical expertise, funding and additional equipment. Separately the DISMAC (Disaster Management Council) has established a website for information sharing and it is open to the public however usage is predominantly by urban dwellers. This is just one of many web-based information sources available from departmental and agency websites.

To reach the public, many agencies are disseminating information on disaster risks using all available media and training means. Awareness campaigns are run by NGOs, government agencies, civil societies, church groups and youth groups. Radio broadcast is popular, running repeated announcements on preparedness in Fijian, Hindustani and English. An estimated 90% of households have radios, and woman seemed to be more informed than men in villages, more actively seeking information.

Communities are being educated about disaster risks through development of Community Disaster Plans (CDPs) and DRR Programmes. More of these needed to be conducted in local languages.

Traditional knowledge is not practised much with now a greater reliance placed on radio and media broadcasts. In counter moves, some government departments as Health and Agriculture have started implementing projects to revive traditional knowledge like food security and agricultural systems but it's a major challenge to sustain the efforts of preserving and transferring local knowledge from the older generation to the fluid and outward looking younger generation.

Context & Constraints:

Typically information is available at agency level but with varying ease of accessibility which often is not

very facilitative of outside needs as the processes involved in accessing data are slow and time consuming. However changes are happening as it is now seen that NGOs who have very good data bases on village profiles are sharing data with key government departments who use such baseline information to improve on services.

There is an urgent need to prepare an inventory of available information and secondly to establish an information kiosk aimed to assist the public know where to go for information.

NGOs are fully supportive that Fiji has to establish a national information system and are willing to lend expertise to NDMO towards this. Additionally, protocols are yet to be developed that would allow ease of access to individual databases that are housed in different ministries and essential for development purposes eg

- GIS Land Tenure, Topography and Map information with Lands Dept
- GIS Maps on utilities and service information with respective agencies as FEA, Water Authority, NFS
- Hydro-geological and Seismicity Maps with MRD
- Statistical data with Bureau of Statistics.
- Climate and meteorological data with Fiji Met Services

There are practical issues and cost considerations facing NDMO in its current effort to establish a national Disaster Information Management System (DIMS). Lack of in-house expertise and personnel are the critical constraints setting NDMO back from completing DIMS set-up and manage it.

Priority for action 3: Core indicator 2

School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Is DRR included in the national educational curriculum? Yes

* Yes: Primary school curriculum

* Yes: Secondary school curriculum

* Yes: University curriculum

* Yes: Professional DRR education programmes

Description:

DRM is incorporated in the national curriculum of primary and secondary schools and drills are done. The bulk of Fiji schools are owned outside of government and managed by school committees but the curriculum is under the education policies of government. These committees have strong outreach into

the community which support schools in DRM activities with emphasis on safety and security measures for children foremost then next on assets and investments. EW messages as for cyclones and floods are observed strictly and evaluated through checks on school attendance records; children are assigned research projects on DRM topics and schools develop SOPs. New developments consider risks through EIA assessment.

Work continues in the development of a Manual on DRR for Primary Schools with the lead of Fiji Red Cross supported by NDMO, Ministry of Education and Ministry of Youth.

At tertiary level USP offers DRM and CC as course subjects; FNU teaches DRM in its medical school and is discussing with TAF/OFDA cross-crediting of TAF/OFDA courses and qualification in DRM.

Other trainings of relevance include the National Disaster Awareness Week (NDAW), managed by NDMO, for which school children are always the primary target eg in Nadi from 12/10-15/10/10 students from both primary and secondary schools were involved; DRM training of civil servants by the Government Training Institute; National Fire Authority organised activities in primary and secondary schools and the joint PCIDRR-Red Cross organised "Primary & Secondary Schools West Awareness and Simulation Exercises".

As the Ministry and school committees have a culture of cooperation and support, some achievements have been attained in incorporating DRM activities in school curriculum.

Context & Constraints:

The role of the National Disaster Management Committee in developing content of DRM curricula is not clear but it should be involved with Education. For adults, DRM training is coordinated through NDMO with training of civil servants done through the government training institute.

Knowledge in traditional practices is thin and in danger of complete loss as it is not included in training materials nor in school/institution curricula. For this reason SPC is conducting community training on preserving traditional knowledge and practices to support the revival of the traditional means of DRM.

In schools, natural hazards are explained in terms of origins/characteristics and the physical processes involved and information is shared on how to be prepared for or mitigate potential impacts e.g. some schools in Suva have conducted earthquake retrofitting assessments. Government departments receive training from the NDMO as well as from regional and international organisations.

Priority for action 3: Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strengthened.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is DRR included in the national scientific applied-research agenda/budget? No
- * Yes: Research outputs, products or studies
- * Yes: Research programmes and projects

* Yes: Studies on the economic costs and benefits of DRR

Description:

Technical and scientific researches on DRM are budgeted and executed separately as relevant to each ministry, mainly Meteorological Services, Fisheries, Forests, Health, Environment, Agriculture, Mineral Resources, and the Water Authority. Although NDMO has a research unit, it operates only as fund permits - there is no national research budget on the applied sciences of DRM. In practice, ministries pool their resources where there is common cause eg. Water Authority, Water Resources Management, Mineral Resource Department and Lands conduct in consultation research activities on watershed management, Flood Level Monitoring, hydro-geological studies and aquifer mapping.

Generally researched data and information exist but is dispersed in each ministry. Major DRM related research works of ministries are done with support of external agencies. The primary industry sector conducts research with ministries of agriculture, fisheries and forests maintaining research stations, as well as the Fiji Sugar Cane Research Division.

Land use information is researched and widely disseminated; whilst government organisations are funded on climate change researches eg a new CC and health project will expand researches centred on CCA-DRM issues.

Vulnerability assessments are driven on project basis by different actors with marked differences in tools used both for scientific assessments and for community based vulnerability assessment (VCA). Some social/economic assessments are done, both before and post-disaster. Socio-economic reports for disasters exist but are not detailed. Impact and damage reports of past disasters are kept at NDMO. Work is in progress to demonstrate the economic costs of disasters with scenarios and potential losses particularly on floods following recent extreme events.

Availability of disaggregated (age, gender, diversity) social impact assessments is limited, highlighting the overall need for better social impact assessment to understand the impacts and needs for different groups/persons.

Context & Constraints:

A fundamental constraint in the development of cost benefit analysis is the time consuming data collection given the lack of information sharing and poor information management. The proposals to establish an Information Kiosk would facilitate data collation, in addition to introducing procedures and protocol to facilitate access to and sharing of assessment reports.

Cost benefit analysis is not practised generally at the sector levels for lack of awareness, knowledge and tools. There are tools for assessing national level macro-economic costs of disasters but few tools for sector level micro-economic assessment for the socio-economic costs of disasters. A manual exists for the region to apply at the sector level, i.e. "Economic Impact of Natural Disasters on Development in the Pacific: Volume 2 Economic Assessment Tools". DRM socio-economic cost analyses of actual flood events have been conducted in Navua, Nadi and Ba. Little awareness exists on the existence and application of such sector level micro-economic tools and their potential benefits.

The socio-economic costs assessments need to be built into a bigger framework outlining the economic costs and benefits of DRM. Such analytical studies on the cost and benefit are urgently required in order to support the case for incorporating DRR into development planning. Also lack of human resource capacity to do such an analysis currently limits the implementation of this kind of work.

With the pending review of the NDRMA, these gaps will be highlighted for the attention of the Training

and Preparedness Committee which has the following specific functions:

- Establish an integrated national information system, for collection and management of comprehensive data and information, for disaster risk reduction and disaster management
- Strengthen national capacity for conducting comprehensive disaster impact assessment, and cost benefit analysis of disaster risk reduction and disaster management measures.

Priority for action 3: Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Do public education campaigns on DRR reach risk-prone communities? Yes
- * Yes: Public education campaigns.
- * Yes: Training of local government
- * Yes: Availability of information on DRR practices at the community level

Description:

A framework for public awareness raising in DRM and related issues is in place with responsibilities for individual departments. Sector agencies produce good sector specific information to which the public easily relate to. There is a plethora of materials on DRR available for use at all levels with many targeted at the community level. These are sourced broadly from within government and from outside agencies.

The NDMO runs a National Disaster Awareness Week whilst various other agencies conduct public education campaigns. In general the public is further informed about disaster risks and preparedness through TV, radio, dvd, newspaper, booklets, pamphlets, posters, yellow pages, telephones, school tours and trainings.

The community is well targeted with government conducting community disaster response exercises in collaboration with NDMO & NGOs. This is in addition to normal NGO partnership programmes with government in community development work where use is made of community -based DRM projects to include public education on DRM.

Public education is a daily routine activity amongst the key ministries of Health, Agriculture, Education, Water and Works. In addition they conduct regular radio broadcasts in which they incorporate DRM issues as appropriate.

Government has mainstreamed reporting on DRR activities to come through the Provincial Development Boards where departments, community leaders and private sector consult on development issues. More information is available on the individual web pages of agencies, as well as of the individual NGOs.

There are various ways in which the effectiveness of public education awareness programme is evaluated across the sectors. Health has a comprehensive and integrated monthly in-patient reporting. Education uses the school attendance roll to judge heeding of warnings by the community. Agriculture and Water Authority conduct field visits and assessment. The feedback confirms that messages are reaching the community on time and they are responding effectively.

Context & Constraints:

There are many agencies conducting public education training, awareness and campaign on DRM with varied interpretation in DRM terminology eg storm surges and tsunami waves have the same word “ualoka” in translation. Some standards are needed on translation of technical terms and information on disaster risks as they are disseminated to all communities. An emerging need now is to consider also standards for gender- and rights-inclusive awareness programmes.

From the beneficial values of the NDAW, the NDMO is to consider staging Disaster Awareness Week at district levels, perhaps to be included in the Provincial Council Meeting Agenda. Viewed together DRR/DRM and CCA are two sides of the same coin and there is a need for synergy across specific public outreach campaigns. Both value analysis of traditional coping mechanism and much analysis and promotional work on traditional mechanism is needed to ensure the knowledge from the older generation is documented for the use of future generations.

Substantial achievement has been attained yet more can still be done as there still exist remote and vulnerable communities and disadvantaged groups.

Priority for action 4

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 4: Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Is there a mechanism in place to protect and restore regulatory ecosystem services? (associated with wet lands, mangroves, forests etc) Yes

* Yes: Protected areas legislation

* Yes: Payment for ecosystem services (PES)

* No: Integrated planning (for example coastal zone management)

* Yes: Environmental impacts assessments (EIAs)

* Yes: Climate change adaptation projects and programmes

Description:

Fiji has a number of resource-use policies and legislations nearly all mostly focussing at the sector levels and being diligently applied across the sectors aimed at conservation issues, wildlife, marine and biodiversity protection. Overarching are the EIA and Public Health legislations which are used nationally to regulate activities on protection and restoration of ecosystems in ensuring developments comply with existing resource use legislations eg Catchment Reserves to maintain ground cover protection in designated water catchment reserves.

These wide ranging regulatory mechanisms draw in strong community support eg marine reserves (many reserves are in Fiji). There are provisions for Reserve Parks in urban development, and mandatory reserve areas along river banks, negotiated forestry reserves as the Sovi Basin that includes payment to landowners for eco-system services, and community based re-planting of mangroves (as along the coral coast).

New mechanism on promoting resource use practices would emerge under the ambit of Climate Change Adaptation projects. DOE has started work on developing CCA-DRM policies. These would complement existing community initiatives as that by Health Dept in developing village regulations for protected areas, packaged together with healthy village lifestyles including workers training as in keeping a safe water source. In the Education sector as well strong emphasis is directed in keeping safe water sources and in protection of boreholes. The WAF is drafting policies on safe management of water resources quality and quantity.

The review of land use practices has been completed and amended policies endorsed in Parliament.

However enforcement on compliance with the Land Use & Land Conservation Acts is weak and has to be strengthened.

Context & Constraints:

The EIA legislation is new and quite comprehensive, and processes have been established that are now ensuring the assessment provisions of the Act are being adhered to. There is a lot of improvement needed in EIA application to better outline cost benefit analysis in new development proposals as in resource losses or quality degradation and risk reduction measures eg loss of mangroves, development on flood plains or foreshores. A framework on acceptable standards of assessment should also be developed after wide consultation with resource owners, EIA practitioners, scientists and academia.

Enforcement is a major constraint in Fiji. EIA compliance in particular requires substantial monitoring activities. The lack of institutional experience, manpower and resources affects the ability of the Department of Environment to effectively manage monitoring and enforcement. Additionally a lot of awareness campaign amongst stakeholders is required to improve support.

CCA projects are active at the sector level and national coordination needs to be advocated to optimise use of resources as CCA cuts across all sectors.

Priority for action 4: Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Do social safety nets exist to increase the resilience of risk prone households and communities? Yes
- * Yes: Crop and property insurance
- * No: Employment guarantee schemes
- * No: Conditional cash transfers
- * Yes: DRR aligned poverty reduction, welfare policy and programmes
- * Yes: Microfinance
- * No: Micro insurance

Description:

More than half of the population are rural dwellers. However there is a continuing drift into urban centres in search of educational and work opportunities. Spiral growth in squatter settlement in urban and peri-urban areas are a major national issue in terms of provision of housing and services at accepted standards of living.

A special housing assistance programme targets low income earners with support from NGOs addressing underlying risks related to poverty, overcrowding and high rents. WAF provides community

assisted rural water schemes that are complemented by NGO water scheme projects.

Property insurance is available but is not encompassing as a high 80% of houses are not engineered. After disaster, crop losses are sometimes compensated by government as there is no crop insurance cover. Catastrophe Risk Insurance is not further pursued as presently deemed too costly. There is no employment guarantee scheme but two weeks of lost work are paid if resulting from disasters. Other insurance policies include the common cover on health and life.

NDMO manages food relief and supports agriculture in sourcing planting materials of early maturing crops for quick recovery post cyclone events.

Improving livelihood safety, resilience and security at the community level is widespread and driven by both government and NGOs. Microfinance exists with the support of the Reserve Bank of Fiji. The Health Department runs village clean-up campaign and competitions are conducted on agreed qualifying standards whereby Village Improvement Health Certificates and grants are provided to a winning village to meet its 5-year Action Plan.

The high cost of education is alleviated by a range of assistances to students from poor families as bus fare vouchers, free text books and in some schools free lunches.

These efforts demonstrate formalised institutional commitments by government to provide social safety nets coupled with high community commitment in the rural areas.

Context & Constraints:

The urban drift is a major national issue as it puts pressure on existing services and leaves big gaps in rural areas in terms of reduced labour strength. Government has introduced a zoning policy that will take effect from 2011 whereby students are to enrol in schools within 2km radius of their residence or they will not qualify for education assistance. Uprooting families who are poor to be re-established in their villages will be difficult and still require a lot of financial and moral assistance.

In the housing sector, NDMO has a policy not to assist where people re-build on vulnerable localities particularly to tsunamis and floods. This sector can be assisted with multi-hazard maps on floods, storm surges and tsunamis. People need to be more aware of risk boundaries so safe flood floor level and tsunami levels are demarcated with cognitive information.

Safety at sea continues to be a major issue as people need the ocean resources for sustenance. In the Tourism Sector, the surge in surfing is opening up safety issues. Regulations on safety equipment and boat registration exist but it is hard to police over the vast expanse of Fiji territorial waters. Legislation is not the ultimate but unregulated self assessment through education and public campaign needs to be done nationally. A lack of finance is the major constraint.

Further it is necessary to build capacity for conducting gender-sensitive disaster risk assessments that capture specific knowledge about hazards, vulnerabilities and capacities in the everyday lives of women and men, boys and girls.

Priority for action 4: Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Are the costs and benefits of DRR incorporated into the planning of public investment? Yes
- * Yes: National and sectoral public investment systems incorporating DRR.
- * Yes: Investments in retrofitting infrastructures including schools and hospitals

Description:

At macro-economic level, cost benefit is incorporated in national investments under National Planning. At the sector level, the impacts of major development projects on disaster risks are assessed through EIA but there is varied commitment across the sectors on inclusion of DRR measures from early stages in the planning processes.

Sugarcane is the major back bone of Fiji's economy. Government has made huge investments over the last 40 years in sugarcane drainage schemes to reduce vulnerability to water logging, inundation from overtopping sea water and to improve soil structures and reduce salinity. Lately flood and drought events have been more frequent impacting adversely on the crop. Watershed management schemes, river dredging and check dams, irrigation and crop variety researches are areas where government and the industry are investing in to reduce emerging risks. The sugar industry also has instituted some financial risk mechanism to cover risks of farmers and the industry as a whole. It is supported with a strong research division.

The tourism industry is the other key economic sector of the nation and closely linked with safety of civil aviation. Both are sensitive to the adverse impacts of natural disasters and have strong commitments to development of EWS, SOPs, training and drills in DM. Hotels have linked communication and network systems under their umbrella association, including self-assessments of their vulnerabilities.

For the manufacturing and retail sectors, particularly in new developments, DRR is addressed in the EIA. They can also access insurance cover for earthquake and cyclone risks but flood risk insurance is more difficult to secure.

There is some institutional commitment to include DRR in the planning processes of major investments with recognised deficiencies in approaches and transparency in cost benefit analytical coverage, especially of social costs and benefits.

Context & Constraints:

A major concern is the absence of a national mangrove management plan as more developments are happening on the foreshores. Removal of mangrove exposes all developments to increased risks of damaging impacts from storm surges, tsunamis and loss of bio diversity.

Drought is a major concern with regards to water supply; and heavy precipitation results in huge storm water runoffs to the sea. Bottling of water is an emerging huge enterprise of the private sector yet there is little control on extraction of groundwater. The Departments of Lands, Mineral Resources and Land and Water Resources all have varied jurisdiction on the water resources of Fiji. To address these and other anomalies government started drafting a national policy on water resources but its yet to be finalised.

Improvements in the above could have potential long-term economic, social and environmental benefits. More economic analysis is required in order to support the case for DRR investment now versus disaster response expenditure later.

Priority for action 4: Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Is there investment to reduce the risk of vulnerable urban settlements? Yes
- * Yes: Investment in drainage infrastructure in flood prone areas
- * Yes: Slope stabilisation in landslide prone areas
- * Yes: Training of masons on safe construction technology
- * Yes: Provision of safe land for low income households and communities

Description:

Recent years have witnessed big growth in squatter settlement. The government has a two-pronged approach on human settlement promoting new housing settlement schemes as well as addressing squatter housing issues.

Squatter settlements spring up as unplanned development and government is putting in place policies to regularise them. These include subdivision of squatter settlements into house lots where feasible and/or financial assistance to relocate tenants to new housing development schemes. NGOs and FBOs are also active amongst squatter community in setting up organisational structures, and providing support on basic food and health issues, religion and education, livelihood with microfinancing, and housing.

Building codes are useful only in legal subdivisions, for engineered houses and for houses built outside of village settlements. The code includes good design provisions for earthquake and cyclone risks. For non-engineered houses the code has an accompanying Building Manual targeted at village carpenters. Recently another Carpenters Masonry Manual has been developed. Both manuals need to be promoted.

In the construction sector, approval processes under the Health Act and the EIA legislation ensure that sub divisional plans and all constructions meet approved design standards which incorporate DRR measures. Some urban centres are ahead of others in conducting urban risk assessments such as in Nadi; Suva has the Suva Earthquake Risk Management Project, and SOPAC with ADB support is undertaking hazard, vulnerability, exposure mapping programme along the Nausori-Suva- Nadi corridor.

In the agriculture sector where sugar cane is a major economic crop, drainage schemes exist but lack of maintenance is a major issue. And at the community level government actively assists village and settlements in construction of seawalls; slope stabilisation projects either using rock piling and/or gabion baskets; and is committed to promoting proper land use planning and management.

Context & Constraints:

Adverse population growth trend around the urban centres is imposing pressures in the housing and essential services sectors. It also indicates a growth in number of localities of highly vulnerable communities. The impact of new education policy on zoning may not be apparent for a number of years

still as urban drift will continue in the search of employment opportunities. Efforts need to continue that address reduction of underlying risk from growth in uncontrolled human settlement.

Housing providers need to agree on an outline for minimum housing standards on designs that are affordable and safe. Much awareness raising, training of carpenters and community support from government in partnership with NGOs and FBOs is needed to enable the poor in these communities to build houses that meet minimum standards. In amongst the squatters are unscrupulous landlords for which legal redress is needed to curb exploitation of the poor.

In legal and village settlements, the gaps in code enforcement need to be addressed strongly by authorities eg for villages in urban and rural areas there is limited policy coverage. The support of Health as the housing approval authority and Provincial administration are needed to enact this policy further.

Priority for action 4: Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Do post-disaster recovery programmes explicitly incorporate and budget for DRR? No
- * 0 % of recovery and reconstruction funds assigned to DRR
- * No: Measures taken to address gender based issues in recovery

Description:

The policy to integrate DRR measures into post disaster recovery and rehabilitation process is set in the National Roadmap. The NDRM Arrangements articulate involvement of all agencies across the sectors. The Rehabilitation Committee is tasked to “identify preparedness activities that may be necessary to support identified future risks associated with rehabilitation activities.” The membership is flexible and called as needed, matching the technical strength of agencies to suit each separate disaster. The key departments of Health, Water, Public Works, Agriculture and Education have individual DM Plans and/or SOPs; and technical expertise to contribute to the Rehabilitation Committee. This was evidenced during Cyclone Tomas when reconstruction incorporated DRR considerations; seed banks or micro-nursery for farmers were established; water tanks and generators were supplied through Health Dept.

Post disaster recovery programmes exist and do meet international standards for civil construction; WHO water standards; and UN risk assessments standards through assessment training provided by SOPAC/OFDA. As the bulk of the relief and recovery funding is sourced internationally, national stakeholders know the requirements of foreign funds.

A lot of sector activities result in DRR, although there is no explicit budget for DRR in post-disaster recovery programmes. For major disasters, departments have established procedures and contingency plans.

The WAF is already developing a Water Standard Plan that would address risk reduction in water sources as well as procedures for treatment options in emergencies and disaster situations. A Disaster

Manual is used by the department in emergencies.

There are no explicit budgetary provisions for DRR in post-recovery programmes but recovery and rehabilitation activities are infused with lessons learnt and cogitated risk reduction measures. Departmental budgets provide for maintenance of infrastructures. However stringent monitoring is needed as funds get desegregated when used to meet DRR activities.

Context & Constraints:

Fiji is not fully implementing the new NDRM Arrangement as the accompanying legislation is still to be drafted. The Arrangement is now due for review for which NDMO is to make preparations. This mid-term HFA-RFA review is useful in providing a guide on issues useful to the review of the NDRMA.

The faces of leadership in DRM at national, regional and international levels are also undergoing rapid changes so as to accommodate cross cutting, underlying risk issues as gender, protection in emergencies, special needs group, social and human rights plus others as generally described in the MDG. In Fiji, the Health Dept DM Plan is the only ministerial plan that provides for women and special group needs. There is now a slow growing awareness and increasing importance of rights issues and gender equality driven by the UN and its implementing partners. It is now accepted that increasing efforts is needed to disaggregate numbers for reporting, to emphasize the importance of women's representation on committees, and ensure participation of equal numbers in training, workshops, etc.

Additionally Fiji leadership has undergone rapid changes to military leadership that needs to be informed of the international processes and approaches of accessing response and recovery assistance including civil-military coordination. Access to Civil-Military Coordination training would help Fiji.

Priority for action 4: Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

* Are the impacts of major development projects on disaster risk assessed? Yes

* Yes: Assessments of impact of projects such as dams, irrigation schemes, highways, mining, tourist developments etc on disaster risk

* Yes: Impacts of disaster risk taken account in Environment Impact Assessment (EIA)

Description:

The EIA legislation is comprehensive and requires risk reduction considerations in construction of major infrastructures and developments. Technical agencies have strong technical capability to design and implement appropriate risk reduction measures. However enforcement and monitoring are weak, due to limited capacity in DOE. At times developers don't fully comply with EIA -DRR requirements.

Major development projects have to follow the approval process of the government. A weakness in the EIA process is the absence of guideline or outlines on accepted standards of impact assessments.

One impact assessment system in place targets structural impacts. The Health Department does risk auditing as a routine activity on its lifeline services; since recently this includes DRR assessments resulting in shifting the Navua hospital to a safer location. The transition of the Water Department into the Water Authority of Fiji is a reform to better address risk on water services. The WAF does cost benefit analysis including DRR for all new projects/investments ensuring structural integrity from design to construction. However this is not systematic as generally very little DRR planning is in place eg no rules and regulations for underground water resources extraction (boreholes). Agriculture is implementing measures to confine and control diseases as identified in its planning of DRR measures as with the new potato development.

Education, in partnership with school committees, incorporates DRR and cost benefit analysis as a standard practice in building new schools. It also invests in retrofitting schools against floods and cyclones but a pilot project in Suva on retrofitting against earthquakes is yet to fall into mainstream activities. Post disaster awareness exists.

The myriad of activities indicate that DRR impacts are being considered in major infrastructure development projects and that more effort is needed in improving assessment and in monitoring compliance to progress DRR implementation substantially.

Context & Constraints:

The EIA when applied diligently should comprehensively cover inclusion and implementation of DRR in development projects. It's a new legislation and hence as expected there are teething problems in the effective implementation of such a comprehensive legislation. Foremost is in-house capability and capacity and a related issue is the non-regulated assessment methodology applied by various agencies doing EIA studies eg impact cost not reflecting true total cost. Other checks and balances need to be instituted.

All sectors are aware that the impact of disaster risk is taken into account in EIA but the cost benefit of DRR is not yet incorporated into planning of public investment. In practice assessing the impact of disaster risks does vary a lot for the assessments are not guided by an agreed standard though government has stipulated that the CHARM approach should be applied. NDMO has no expertise in CHARM application and training in CHARM is stalled because of this. Perhaps it is because there is a lack of analysis of hazard impacts and the potential economic impacts on projects if disaster strikes that is withholding agencies from routinely incorporating DRM considerations into planning processes.

On existing constructions budget for retrofitting has to be sourced from maintenance provisions as there is no retrofitting provisions from national budget. Two immediate key challenges then are the need to apply CHARM and to ensure compliance nationwide in the use of the building code. NDMO will need technical support specific to these tasks.

Priority for action 5

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Priority for action 5: Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

* Are there national programmes or policies to make schools and health facilities safe in emergencies?
Yes

* Yes: Policies and programmes for school and hospital safety

* Yes: Training and mock drills in school and hospitals for emergency preparedness

Description:

The National Disaster Management Structure is arranged from national to divisional and district level. The declaration and control of emergencies is retained centrally at the national level whereas management of preparedness, response actions to each of the warning stages, evacuation centres, response, relief and early recovery activities are systematically devolved to national and district levels.

The national disaster management arrangement has sub-committees that tap the technical and logistic resources available nationally bringing them in as team players and partners in all stages of preparedness, warning, response and recovery. The National Building Code was formulated as an initiative from the insurance and civil engineering sector on concerns to initiate better preparedness to cyclone hazards. Other inputs from technical agencies specifically address flood problems, earthquake and tsunamis where databases of events have been established and hazard zone maps drawn up. MRD champions the formulation of Tsunami Response Plans that align with the NDMP and with the international tsunami early warning systems as availed to Fiji via the FMS.

DM mechanisms and capacities in ministries and sectors are arranged to suit their operational plans. Some Plans are well developed and exercised regularly with stakeholders, and for some sectors, Plans are awaiting approval. For example:

- Health: Plans in place and drills regularly organized.
- Environment: Policy directly concentrates on Climate Change and of empowering the nation to implement Adaptation measures which inculcates DRR issues.
- Water & Sanitation: Water Safety Plans and mechanisms are in place to promote safe and secure water supply systems that meet international standards. A Disaster Manual exists and a Water Standard Plan is being developed that includes DRR.
- Hydrology: Monitors river flood levels and provide information to Fiji Meteorological Services (FMS) and the NDMO for disseminating flood warning messages.
- Education: School retrofitting and safety manuals developed.

Context & Constraints:

The new NDM Arrangement is to assume the functions and arrangements established under previous Disaster Management and Support Plans. In the last decade NGOs/Faith Based Organisations have grown tremendously in capacity and capabilities with resources (human, data and financial) that could be leveraged in preparedness & response; e.g. NGOs/FBOs have extensive community outreach. However in the new NDM Arrangements it is not clear how NGOs/Faith Based Organisations (FBOs) are integrated into the national DRM arrangements, while some actors e.g. Red Cross are PCIDRR are very integrated into the national plans.

In addition, sectors are awaiting the review and full implementation of the new NDM Arrangement to lead the sectors into fully participating in the new NDRM arrangements via its sub-committees and other functions as stipulated in the arrangement. The national review of the NDM Arrangement would include strengthening national coordination platforms and linkages with special interest groups as the UN and human right organisations on current cross-sector issues of gender, human rights and protection in emergencies.

The sector review to follow would need to emphasise both property and human safety as well as be cued from the national platform regarding establishment / strengthening of new linkages.

Priority for action 5: Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Are the contingency plans, procedures and resources in place to deal with a major disaster? Yes
- * Yes: Contingency plans with gender sensitivities
- * Yes: Operations and communications centre
- * Yes: Search and rescue teams
- * Yes: Stockpiles of relief supplies
- * Yes: Shelters
- * No: Secure medical facilities
- * No: Dedicated provision for women in relief, shelter and emergency medical facilities

Description:

Fiji derives its DRM policies from the Regional Framework for DRM which has two distinctive components of DM and DRR. The separation arises from Pacific Island Countries' concerns to maintain a focus on improvement in disaster management (preparedness and response) as disasters occur frequently with devastating impacts on the environment, lives and economies.

A National DM Plan is in place and all Divisions derive their plans from it with assigned roles for responsible agencies to ensure they incorporate the same standards.

The predictable and seasonal nature of cyclone occurrences resulted in the establishment of the Cyclone Support Plan in 1997. The low depressions of cyclones are the cause of most of the major flooding in Fiji.

Each stage of the cyclone threat has matching preparedness, national readiness and response requirements that clarify who get involved across sectors. Where plans exist, there are usually SOPs in place, and vice versa. Most organisations have internal SOPs but these are rarely shared beyond their organisation.

The common management functions relating to disaster management are applied appropriately across all hazards by departments in the development of departmental contingency plans and operation procedures, infusing technical aspects relating to different hazards as appropriate. During disaster events, emergency operations are coordinated from DISMACs using emergency operation plans and procedures that outline pre-determined roles of agencies across the sector.

To date the nation has managed to cope with devastating floods and cyclones despite some identified short comings in national coordination of preparedness and response activities compounded with lack of technical expertise and funds eg Mineral Resources Department's Seismology Section uses own budget, now expired, to facilitate part of the Suva Earthquake Risk Management Scenario Pilot Project, undertake awareness programmes with schools and with Local Governments as evidenced with the erection of tsunami awareness signboard.

Context & Constraints:

SOPs link agencies under the national DRM Plan and the Act however there are operational challenges. Foremost during emergencies are the inadequate levels of communication and transport resources when the whole nation is affected and yet agencies have their own commitments. A lot of negotiations and consultations are needed to effect better coordination, particularly as the procedures for involving NGOs & FBOs in national preparedness and response activities vary across the sector. Interestingly a need surfaced for NDMO to conduct targeted advocacy and briefings with ministries unaware of their roles in the national preparedness arrangements eg Ministry of Women, Culture & Heritage & Social Welfare is unaware where it should be included.

Drills are costly and in most cases funding to practice emergency procedures and to stockpile preparedness materials is a major problem. As an immediate priority, NGOs and FBOs have identified that a national coordination forum is needed to share information and consult on means on how they can integrate better into the national response arrangements, as they presently undertake a myriad of community level activities. They have developed DRM plans for communities (PCIDRR, Act For Peace, ADRA) and are concerned to ensure that all groups with specific needs such as women, children, elderly, disabled etc. need to be considered in every corporate plan of lead agencies/ sectors. They have identified that there are no standard OHS procedures for shelters and that there is a need to use WHO guidelines for drinking-water quality. In a related initiative OCHA is also developing CP/EPREP (CP with preparedness measures) to assist the international and regional actors to coordinate humanitarian action

Priority for action 5: Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Means of verification:

- * Are financial arrangements in place to deal with major disaster? No
- * Yes: National contingency funds
- * No: Catastrophe insurance facilities
- * No: Catastrophe bonds

Description:

In general Government has small funds for preparedness spread across the operational activities of ministries; in addition to the small sum for response and rehabilitation set-up as the Prime Minister's Relief and Rehabilitation Fund. Departments have no specific emergency or contingency fund and in emergencies Government has recourse to tap into existing budgets. For major response and recovery needs, government looks for international and regional sources to bolster that which it could vire from existing program budget. The UN humanitarian funding for relief assistance has been regularly accessed via OCHA (emergency cash grants).

Some NGOs have access to emergency funds from their networks, e.g. Act for Peace & Fiji Red Cross access funds through their global network and some as ADRA and Fiji Red Cross have built up reserves in place. Donors, NGOs and International humanitarian partners have contingency funds that are available with stringent processes to ensure transparency and accountability. These require a state of emergency declaration in order to be released.

International financial institutions as ADB and WB do support recovery and rehabilitation programmes. This support, likewise with other donors, is channelled to government and regional intergovernmental organisations as appropriate. In all there are a number of external funding sources available.

Context & Constraints:

Fiji has a small insurance base that limits financial risk sharing mechanisms. Fiji is a party with other Pacific island countries to a regional partnership project with the WB to explore Catastrophe Risk Insurance and financial risk sharing modalities for the region. Unless that happens there is not much Fiji can do outside the present support of traditional donors, international NGOs, UN and international financial institutions.

Priority for action 5: Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Means of verification:

- * Has an agreed method and procedure been adopted to assess damage, loss and needs when disasters occur? Yes

- * Yes: Damage and loss assessment methodologies and capacities available
- * Yes: Post disaster need assessment methodologies
- * No: Post disaster needs assessment methodologies include guidance on gender aspects
- * Yes: Identified and trained human resources

Description:

The NDMP and the new NDRM Arrangement stipulate roles of key stakeholders in the early warning stages, during disasters and in the immediate post disaster phase. Once a state of emergency is declared, the NEOC is mobilised and manages information under pre-defined procedures for the demand for information by the public is high.

The media is fully involved in briefing at the NEOC and in actual dissemination of information. International partners, NGOs and government agencies that are well-integrated into the National DRM Plan find information-sharing with the NEOC and the NDMO as very good. Information dissemination and display use both hard and soft copy and is easily accessible.

The NDMO has HF radio network with Divisional Offices but nothing beyond. A number of agencies have in-house radio network, mostly fixed, as FEA, Telecom, Health, Fire, Civil Aviation, and Marine. These are well maintained. The discipline forces (Army, Navy and Police) are mobilised during emergencies and they bring in communication equipment which provide a layer of emergency communication from the field to divisional EOCs. Public radio broadcast services run 24/7 and have nationwide coverage whilst email is widely used within the business community. TV has limited hours and coverage.

Whilst there are sufficient communication systems in use, and information is managed centrally from NEOC during a disaster, the sharing of information for post-disaster review is not happening systematically as is generally described in PFA 3. Intra-government information sharing is challenging before, during and after a disaster - knowing who needs to know what. Post -event reviews are routinely conducted following a disaster a result of which is the present work by NDMO on developing a Standard Initial Damage Assessment format. At the community level, PCIDRR conducts "lessons learnt" consultations in close linkage with NDMO.

Context & Constraints:

The new NDRM Arrangements are welcomed as they have systems in place that should improve the exchange of relevant information during and after an event. At the national level procedures are in place but at below provincial level the support gets thinner. There is an obvious disconnect between information coming from the NEOC and those needed by various actors to prompt actions. During a disaster the NDMO/NEOC calls for joint teams to undertake assessments and poor management of assessment has been identified as the source for information gaps; Lack of harmonized, standard methodologies for post disaster assessments (teams, tools, forms, sectors) and different needs of different groups (children, women, men, elderly, disabled etc.) need to be addressed in the assessments which presently largely focus on infrastructures; Team sizes are too small and no gender consideration so information is missed e.g. 2 people to cover too large a geographical area and complex situation involving children and women not appropriately assessed etc.); During operations there is often multiple, parallel, not necessarily coordinated assessments going on: problematic to verify data across sectors and locations; very problematic when reports do not tally; Evacuation Centres need to be clearly identified by the divisions and training is needed in the management of Centres eg to monitor movement of evacuees; Training is also essential to improve civil-military coordination as the travel logistics of

assessment teams relies heavily on management and provision of military and police personnel, vehicle and communication resources.

Documentation and dissemination of 'lessons learnt' is required, as is ongoing evaluation of procedures and plans that currently exist in order to ensure their alignment with the new NDRM Arrangements.

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:

Yes

If yes, are these being applied to development planning/ informing policy?:

-- not complete --

Description (Please provide evidence of where, how and who):

A multi-hazard integrated approach is a strong driver in Fiji due to the geographical spread of its territories over serrated mountainous regions and over a wide expanse of ocean. People learn to live in harmony within their ecosystems and where they are without the benefit of science based information, affected communities to the present generation use anecdotal evidence to reduce risks and advance development. In support is the Government national policy that directs that a Comprehensive Hazard and Risk Management (CHARM) approach to development be undertaken, this being the tool to provide levels of risks between various hazards. Fiji will need trainers in the CHARM approach to effect application across the sectors. Additionally Fiji is signatory to a number of regional and international framework as RFA, IFCCC, Health with a need for information to be shared across the sectors. A national DRR information platform and kiosk is needed.

Scientific multi hazard risk analysis is just starting with focus in the economic belt of Nausori to Nadi. A commitment from individual agencies to share baseline data would facilitate substantial national progress on scientific multi hazard risk analysis. It is so difficult presently to access information. Strong donor support will help ease access as like the JICA support to the seismic monitoring partnership and data sharing by Fiji with Tonga; and the RSMC in Nadi.

NGOs work nationwide in partnership with government and concentrate at the community level. They successfully undertaking CVA & CBDRM approaches and have been setting up village DM structures and developing SOPs in close liaison with NDMO. Livelihood projects with multi-hazard DRR perspectives are sustained in a common approach guided via the platform of Mainstreaming of Rural Development Innovations (MORDI).

At the national level, SOPAC, SPC and SPREP provide technical support and management overview in natural disasters, primary industries, water supply and environment sectors. CC adaptation is a big driver on multi-hazard approach; assessments are on-going and projects now on-line for funding. A CCA-DRM national platform is under discussion to be established in 2011. NGOs are adamant that linkages from sectors to communities through NGOs will need to be strengthened and be better coordinated. Information sharing across the sectors has to improve.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

Gender issues are acknowledged but not translated into DRM policies and programmes. More engagement from government is needed.

Acknowledgement of the differing needs of boys and girls, women and men is well entrenched in extended family living and/or in a community setting. Fiji is traditionally sensitive to gender issues and divisions of labour. Roles and the care of women, children and elderly in a family is nested within larger family circles and strongly disciplined in Fiji's culture to the extent that they are seen to conflict with modern values of individual rights. Gender issue is generally not perceived yet as a driver of DRR achievements even though gender and division of labour are practised during disasters.

Gender concerns are not in "plans", gender is not a nationally "hot" topic that no clear picture emerges as yet that gender is a significant concern. More analytical work on gender issues is needed to demonstrate how gender concerns will inform DRM policy, programme conceptualisation and implementation in a meaningful and appropriate way. Immediate activities would include assessing knowledge in gender issues, proper inventory and accounting of gender perceived good practices, assembling of disaggregated data and inclusion of gender issues into existing plans and activities.

However across the key sectors of Social Welfare, Health, Agriculture and Water there is stronger commitment on gender issues inclusion in sector policy and programmes which as they focus on sustainable livelihood and employment may unwittingly be championing inclusion of gender issues in DRM and developmental activities.

NGOs also demonstrate strong stake in attention to gender issues and with UN partners strongly advocate that more work be done by government/NDMO to guide decision-making on DRM. These agencies should continue with raising awareness and sensitising decision makers particularly amongst those in the NDRM Arrangements.

c) Capacities for risk reduction and recovery identified and strengthened**Levels of Reliance:**

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

The numerous activities in DRM happening across the country and support from UN, regional donors and intergovernmental organisations particularly the mandate to SOPAC to coordinate DRM capacity in the Pacific region show this as the major driver for Fiji. DRM implementation in Fiji can still be boosted by better coordination and sharing of information and professional linkages across sectors. There are adequate base skills and knowledge within agencies and the support of specialised professional and technical agencies is readily available and accessible in Fiji.

NDMO is to start the review of the NDRM Arrangement and it is pushing for finalisation of its accompanying legislation. The Arrangement provides for extending DRM organisational structures to the district levels and of establishing networks with community base agencies and workers. Full implementation of the NDRM Arrangement is crucial as its Training and Preparedness Committee is tasked with strengthening professional development and national DRM capacity as well as developing national information systems. NDMO needs technical assistance to advance a number of key outstanding issues eg expertise in Information Management (it is assessing its need given the current engagement of an information management expert from JICA); review of the NDRM Arrangement.

Government acknowledges the NGO as its partner in DRM community capacity building however the

roles of the NGOs are not clearly articulated in the NDRM Arrangement. Coordination in delivery of NGO community based DRM programmes is being initiated by PCIDRR however coordination at the national level requires some review especially the role of the FCOSS as the NGO coordinator. NGOs have limited resources and cannot cover the whole nation however better national coordination will optimise resource use.

SOPAC, NDMO, DOE in collaboration with UNISDR are in consultation to establish in early 2011 a National CCA-DRM Platform to bolster professional exchanges across the sectors.

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

A strong drive in food security, livelihood and social welfare, limited in its reach across remote vulnerable areas and maritime regions. There is a need to compile databases and measures to be reflected across all sectors.

Addressing the risks of rural-urban drift is a major national concern that is engaging government, privates sector, NGOs and FBOs in multi-pronged activities to improve the livelihood and resilience of displaced and de-populated communities. Mushrooming squatter communities in the urban areas indicate the scale of migration from rural areas and consequential depletion of rural population with stresses on social structures in the areas of origin.

Affordable housing for the low income owners and poor people are provided under programmes of Housing Authority, Rental Board and Housing Assistance and Relief Trust (HART). Government assists all three in addition to its rural housing assistance addressing safe and secure houses for the rural populace. Vocational Training is provided via a number of institutions some specifically geared for rural and distant communities as the Centre for Appropriate Technology and Development (CATD). These range from trade skills to income generation enterprises as small bio-fuel processing. Government pushes food security programmes as well as social welfare schemes of assistance also aimed at socio-economically vulnerable group both in urban and rural areas. NGOs and FBOs are active throughout the nation with involvement on empowering vulnerable and geographically displaced communities, through capacity building, training and income generation. Micro finance assistance is set up to reach distant communities.

Law and order during disasters for distant communities are dependent on community leaders. Drug cultivation uses remote locations and these bring potential for new emergent social risks due to excessive usage of alcohol and drug that awareness in protection in emergencies need to be strengthened.

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

There is a high level of awareness in regards to the value and imperative of working together of the various communities including scientific, faith based, non-governmental, regional and international. Donor, regional organisations and government agencies are increasingly engaging in partnerships with NGO's and FBOs in programme conceptualisation and implementation towards meaningful and appropriate consideration of multi sectoral issues in risk and development initiatives eg MORDI.

CCA and DRM programmes require multi-agency involvement and good access to base data including traditional knowledge. Databases are poorly developed and traditional practices hardly documented and shared. These are areas that would benefit greatly from external support. The move to establish a national CCA-DRM Platform together with the renewed NDMO efforts on full implementation of DIMs is a critical constituent to sustaining cross-sectoral partnerships.

Though much work happens at the grass-root level, much more capital investment is needed on road infrastructures, island wharfs, postal and communication services to really have meaningful rural development innovations. Support to the tourism industry is one of the means how these essential services are being installed in remote areas. Knowledge and application of conservative resource use-exploitation is another key pillar to improve on rural development.

f) Contextual Drivers of Progress**Levels of Reliance:**

Significant and ongoing reliance: significant ongoing efforts to actualize commitments with coherent strategy in place; identified and engaged stakeholders.

Description (Please provide evidence of where, how and who):

Regionalism underpins support to DRM. The Regional DRM Framework and the SOPAC Community Risk Programme are the two pillars underlying the systematic development of DRM capacity and HFA implementation. These are supported by UN agencies and regional intergovernmental organisations (SPREP/SPC), and programmes funded by EU, international financial institutions and traditional development partners in the Pacific.

As a region that gestates cyclones and climate variability as ENSO, the Pacific nations are united in their concerns on climate change and sea level rise and are very vocal in international forums on these issues. Interactions at regional forums across all the disciplines and touching all stakeholders are invaluable drivers of CCA-DRM issues.

Some work has been piloted in the region on earthquake retrofitting of schools but lack of funding constrains extending this nationwide in Fiji. Funding is also a constraint to effective monitoring of compliance on other risk reduction regulations including the building code, land use practices, river and foreshore reserves and flood risk activities. A number of agencies are now beginning to institute risk auditing of assets. This will require more intensive training at operational levels. Fijis high turnover at policy and executive levels require continuous need for championing DRM.

The extended family system provides an informal social safety net to populations affected by disasters. The system is based on kinship ties in collective resource management and a deeply ingrained sense of obligation to provide and care for one's extended family. It is fully accepted by the society and is relied on for delivering assistance but doesn't feature in any formal plans. It is used strategically by community based workers. The risk remains that certain groups or individuals may be overlooked in terms of assistance. Overseas remittances are also important for sustaining families in community living.

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:

Translating the national DRM policy into sector policies and plans has been the main challenge as knowledge in DRM is not institutionalised in each sector. The lack of commitment is perhaps also due to other reasons. Firstly, there is little understanding of the costs and benefits of DRM and the related methodologies (used for project approvals but DRM remains poorly reflected). Secondly, the lack of DRM expert capacity is critical and needs to be addressed. This will require commitment, political and personnel, on officers to attain the appropriate qualifications, also through work attachments in Australia and NZ. The two ministries that have developed sector DRM plans had relied on external lead support.

The Roadmap states the application of the CHARM approach but NDMO has not been able to train others in this as it will need to secure expertise on short-term basis. Community capacity strengthening is happening through vulnerability and capacity analysis as well as resource-use conservation projects driven by NGOs.

Most agencies adhere to design and construction standards for built assets and a few undertake risk auditing on existing structures and services. Elements of risk reduction measures are included in development designs and operational plans.

Other ministries are yet to articulate DRM in ministry operational plans, perhaps placing a lower priority as there is no specific DRM budget but nevertheless disaster risk reduction activities are being undertaken under other programme heads. The NDMO will initiate moves to improve monitoring with a request through the Ministry of Planning that each Ministry identifies DRM activities undertaken in its quarterly reporting to Ministry of Planning on the Roadmap

SOPAC also has strong tools for developing the socio-economic costs of disasters which is useful for application across the sectors.

Future Outlook Statement:

In general, the operational commitment to developing sector DRM plan is difficult as the capacity of institutions to develop DRR plans is lacking. The link with CCA will benefit DRM as it introduces a needed focus approach in properly assimilating DRM concepts within project development, improving on the current officer driven approach. All means of strengthening this linkage and devolving networks and partnership arrangements across sectors down to the grass root level should be a priority in the immediate future in the strategy to strengthen on governance, organisational, institutional, policy and decision-making framework for effective preparedness, response and recovery.

There is no shortage of access to technical and financial resources but lack of coordination in work programmes and in development of information systems are major constraints. The new National DRM Arrangements have comprehensive provision through its Committees to enact better coordination and information sharing. However the shortage of skilled legal draftspersons in the country is delaying the finalising of an accompanying legislation. This is a major hurdle as the review of the NDRM Arrangements and legislation is a prerequisite to the review of sector policies and plans.

Developing the links between DRM and the MDGs would assist improve awareness in DRM. Capacity

support across the sectors is needed to assist focal ministries draw out these linkages and promote DRM approach in support of meeting MDGs.

However the weak monitoring at the national level to take audit and make sectors accountable is best addressed when a National Multi-Sectoral CCA-DRM Platform is set up. SOPAC is leading the efforts to set this up in collaboration with UNISDR.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:

Fiji has adequate formal and informal educational and outreach institutions for use in DRM implementation nationwide. But there is a drastic shortage of DRM training instructors. The bulk of training is biased on DM. NDMO should urgently undertake a training needs assessment to develop training strategies on DRR.

In today's expanding range of global issues, much more is demanded and expected of the nation to either meet international obligations or to tap opportunities for sustainable development through bio-security, civil aviation security, MDGs, carbon trading, food security or health arrangements and frameworks. The negative economic impacts of rising prices, reduced employment and increases in squatter population create underlying risks that reduce resilience of affected communities. These issues cut across sectors and need an improved approach which encourages multi-sector, integrated work. Despite some progress, stakeholders at all levels are decrying the absence of an effective national coordination structure and platform for sharing information.

JICA is just starting a CBDRM Project for the Ba River Basin that is one of a few to empower the community to manage its own Ba River Community Flood Warning System. This is a good pilot for Fiji.

Fiji has a small insurance base that limits financial risk mechanism. In common with the needs of its Pacific neighbour countries, it is in a joint regional partnership with the WB exploring Catastrophe Risk Insurance and financial risk sharing modalities for the region.

The EIA with its comprehensive legislation is aimed to comprehensively encompass DRR measures in development projects. Its application is a mismatch due to insufficient capacity in-house to effectively implement the full range of requirements in the legislation.

More effort in development of appropriate assessment tools, public education awareness strategies and education on DRM and development need to be undertaken.

Future Outlook Statement:

There is a need to explore opportunities to review the current suite of DRM training and to identify additional training opportunities that contribute to the strengthening of key agencies such as lands, meteorological and hydrological services, agriculture, health, and other stakeholders including NGOs and community groups.

Gender issues and protection in emergencies are emerging concerns that are not yet fully incorporated into goals and DRM plans. Awareness and training strategies would need to include these. There exist other training gaps, including on measures to build more resilient communities.

A Manual on DRR for Primary Schools was developed by the Fiji Red Cross supported by NDMO,

Ministry of Education and Ministry of Youth; another development is to credit SOPAC/OFDA courses through university courses. The recognition of these courses in career paths would entice greater professional approach to DRM.

NGOs and Faith Based Organisations have grown tremendously in capacity and capabilities with resources that could be leveraged in preparedness & response. However in the new NDM Arrangements their roles in the national DRM arrangements is not clear. The pending review of the new NDRM Arrangement should involve serious multi-stakeholder consultations to improve the DRM coordination structure.

The national coordination structure will link closely with the administrative structure for effective outreach to rural communities through provincial and district level structures. This will ensure that sharing of information and logistics is happening systematically; also to facilitate establishment of common database and access to individual data bases. The coordination platform would also strengthen the assessment methodologies including those used in EIA studies.

In the immediate future strengthening of partnership arrangements is emerging as the key driver of progressing HFA implementation. However strategies need to be developed to ensure delegation of authority and resources to local level are done to better empower communities.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:

There are no specific sector level DRM budgetary allocations; budget for response activities are contained with the NDMO as the national coordinator. However ministries incorporate risk reduction approaches in designing reconstruction programmes but these are not monitored. As an outcome of this mid-term review, NDMO and Ministry of Planning would jointly seek means to formalise reporting on DRR perceived activities by each ministry in their quarterly reports to Planning.

DRM Cost-benefit analysis has to be done competently to showcase benefits of risk reduction approaches. An inventory of existing cost-benefit methodologies in use is needed and users urged to analyse and report to the DRR Committee how DRM measures are incorporated and where methodologies can be improved.

Underpinning DRM is the quality of information available on analysis of disaster impact assessments. Fiji is to develop a standard assessment form to redress disadvantages with the various methodologies in use. Additionally this review should ensure gender and protection issues are incorporated into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Changes to international requirements regarding funding assistance for response and recovery, as the Cluster Arrangements in UN funded response appeal; these bring in technical lead agencies that highlight what risk reduction approaches are appropriate. These are other drivers of change.

The change in national leadership to Military leadership demands that government civil servants have a better appreciation of military decision making and vice-versa with the aim to improve DRM coordination. Training is available at various levels in military-civil coordination.

Future Outlook Statement:

Organisations face networking and co-ordination challenges with the small numbers of staff available to keep track of numerous other stakeholders with DRM roles and projects. As well new technology is difficult to maintain and sustain requiring specialised technicians and adequate support services which is a major constraint in Fiji.

As a first step visible leadership at the national level is required to call stakeholders in for consultation on better coordination. The inability to call a meeting of the National Disaster Council is the constraint on NDMO to act on key DRM policy issues and provide firm, proactive guidance on implementation of the national DRM framework. NDMO would be calling a meeting of the NDC for the review of the new NDM Arrangement and to present findings of the HFA-RFA mid-term review.

High level DRM advocacy and sensitisation strategies are needed as Fiji has undergone extensive leadership changes since 2006. The Ministry of Planning is a key agency in the drive to strengthen national institutional commitment on importance of DRR in development. There is mixed commitment across the sectors on incorporation of DRM issues in formulation of development projects right through to implementation. The government through NDMO is to take inventory of ministerial activities perceived to be DRR. This should include the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities. This collection of information would also serve as core information for use in sensitisation and promotion of DRR.

The foundation on which to build DRR is good hazard and vulnerability information. Information Systems have to be developed at sector and at national level to allow easier monitoring, archiving, dissemination of data on key hazards and vulnerabilities.

Stakeholders

Departments/organizations that have contributed to the report

- * ADRA (NGO) - Josaia V. Hughes
- * AusAID (UN & Intl) - Tu Tangi
- * Department of Education (Gov) - Avimeleki Qio
- * Department of Education (Gov) - Aseri B Vatucicila
- * Department of Environment (Gov) - Kriti Chaya
- * Department of Environment (Gov) - Aminiasi Qareqare
- * Department of Mineral Resources (Gov) - Sefanaia Seru
- * Department of Mineral Resources (Gov) - Lasarusa Vuetibau
- * Department of Social Welfare (Gov) - Inoke Dokani
- * Department of Social Welfare (Gov) - Sureshni Mudaliar
- * Department of Water & Sewerage (Gov) - Jale Curuki
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- * Department of Water & Sewerage (Gov) - Sitiveni Yanuyanulala
- * Department of Water & Sewerage (Gov) - Vishwa Jeet
- * ECREA (NGO) - Aruna Devi
- * EU (UN & Intl) - Ditra Saumen
- * Fiji Electricity Authority (Private) - Alchana A. Kumar
- * Fiji Island Hotel & Tourism Association (Private) - Michael Wong
- * Fiji Island Hotel & Tourism Association (Private) - Stuart Gow
- * Fiji Military Forces (Gov) - Maika Balainlotu
- * Fiji Military Forces (Gov) - Seremaia K.Tuikoro
- * Fiji Navy (Gov) - Saula Tuilevuka
- * Fiji Police Force (Gov) - Taitusi Lala
- * Fiji Red Cross Society (Networks & Others) - Vuli Gauna

- * Foundation of the People of the South Pacific (NGO) - Jiuta Korovulavula
- * Foundation of the People of the South Pacific (NGO) - Roshni Chand
- * Habitat for Humanity Fiji (NGO) - Losalini Tuwere
- * IFRC (UN & Intl) - Ysabeau Rycx
- * Live and Learn (NGO) - Simione Koto
- * Ministry of Agriculture (Gov) - Adrian Tabualevu
- * Ministry of Finance (Gov) - Jowana Koroituinakelo
- * Ministry of Health (Gov) - Semi Masilomani
- * Ministry of Provincial Development (Gov) - Ifereimi Vasu, Commissioner Eastern Division
- * Ministry of Provincial Development (Gov) - Samuela Delai, Lau Provincial Administrator
- * Ministry of Provincial Development (Gov) - Taniela Tabukarawa, Rewa Provincial Council
- * Ministry of Strat. Planning, Natl Dev. & Statistic (Gov) - Geetashni Chand
- * Ministry of Works & Transport (Gov) - Iliesa Sokia
- * National Disaster Management Office (Gov) - Ropate Tuikenawa
- * National Disaster Management Office (Gov) - Shakuntla Kumar
- * National Disaster Management Office (Gov) - Pajiliai Dobui, Director
- * National Disaster Management Office (Gov) - Inoke Sinolo
- * National Disaster Management Office (Gov) - Aisea Quminakelo
- * National Disaster Management Office (Gov) - Litiana Bainimarama
- * National Fire Authority (Private) - Qionilau Moceitai
- * New Zealand High Commission (UN & Intl) - Arati Sudhakar
- * UNOCHA (UN & Intl) - Anne Thurin
- * PCIDRR Project (NGO) - Manueli Koroituinakelo
- * Partners in Community Development (NGO) - Iliapi Tuwai
- * SPC (Regl Inter-gov) - Akhilesh Prasad
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- * SOPAC (Regl Inter-gov) - Litea Biukoto
- * SOPAC (Regl Inter-gov) - Samantha Cook
- * Telecom Fiji Limited (Private) - Isoa Tawaketolu
- * UNICEF (UN & Intl) - Hamish Weatherly
- * UNISDR (UN & Intl) - Angelika Planitz, Sub-Regional Coordinator Pacific
- * UNISDR (UN & Intl) - Laura Niskanen, Associate Expert in DRR
- * UNISDR (UN & Intl) - Catherine Wallace
- * UNISDR (UN & Intl) - Suzanne Paisley, Consultant
- * UNOCHA (UN & Intl) - Deborah Clifton, Gender Advisor
- * UNDP (UN & Intl) - Sainimili Nabou, Governance
- * UNDP (UN & Intl) - Navin Bahn, Programme Associate
- * UNOCHA (UN & Intl) - Allanah Kjellgren
- * UNOCHA (UN & Intl) - Peter Muller
- * Water Authority of Fiji (Gov) - Opeteia Ravai
- * WHO (UN & Intl) - Kamal Khatri
- * WHO (UN & Intl) - Salote Waqanivalu
- * WHO (UN & Intl) - Steve Iddings
- * WWF South Pacific (NGO) - Akisi Bolabola
- * WWF South Pacific (NGO) - Monifa Fiu