

# **Samoa's National Disaster Management Plan**

## **2011 –2014**

**Approved by the National Disaster Council  
under Part III Section 9 of the *Disaster &  
Emergency Management Act 2007* on:**

**(to be inserted)**

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## **1 Introduction**

### **1.1 Plan Purpose and Legislative Requirement**

The purpose of this Plan is to detail disaster risk management arrangements to ensure the sustainable mitigation of, preparedness for, response to and recovery from the impact of hazards.

The development and maintenance of the National Disaster Management Plan (NDMP) is a requirement of Part II of the *Disaster and Emergency Management Act 2007* herewith denote as "the Act".

### **1.2 Plan Development & Maintenance**

This Plan has been produced and endorsed by the Disaster Advisory Committee (DAC) and approved by the National Disaster Council (NDC) of the Government of Samoa under Part III of the *Act*.

This Plan is to be reviewed after every three years of implementation and or following a disaster in Samoa, as per the requirements of Section 17(2) of the *Act*. The DAC is responsible for the review and revision of this plan.

The Plan must first be approved by the NDC before publishing it in the Savali newspaper and one other widely circulated newspaper in Samoa. The published plan must be disseminated to all response agencies and any other organisation or person approved by the CEO of the Ministry responsible for the disaster management function.

All response agency and community plans approved under Part IV of the *Act* are to be considered as incorporated into this Plan.

The NDMP 2011 - 2014 is a revision of the NDMP 2006 – 2009.

### **1.3 Delegations relevant to NDMP development and maintenance**

In accordance with Section 15(3) of the *Act*, in approving this NDMP, the NDC agrees that all plans prepared under Part IV of the *Act* may be approved by the DAC under the condition that the plans contain all the necessary inclusions, and are consistent with the NDMP.

In accordance with Section 9(2) of the *Act*, in approving this NDMP the NDC agrees that amendments and additions to this Plan may be approved by the DAC under the condition

that they do not adversely affect the risk profile of Samoa, or alter the responsibility of any agency.

### **1.3.1 Plan Context**

This Plan is intended to co-ordinate and work in conjunction with programmes, policies, plans and operational response arrangements made by:

- Government Ministries and Agencies which have been allocated disaster management related roles and responsibilities;
- Community Government representatives (Sui ole Nuu and Sui Tamaitai ole Nuu in conjunction with the Ministry of Women, Community and Social Development);
- Non-Government Organizations (NGO) which have been allocated disaster management related tasks or mandates;
- Private sector
- Overseas authorities and organizations which are engaged in rendering assistance to the Government of Samoa in times of a disaster situation occurring.

### **1.3.2 Relationship with Other Plans & Legislation**

This Plan introduces roles, responsibilities and powers that are required of response agencies and associate member agencies of the DAC in addition to any roles, responsibilities and powers they have under other plans, mandates or legislation.

This Plan is supported by, and provides support to response agency plans, community plans, hazard specific contingency plans, and standard operating procedures. These are described in detail in Section 6.4.

The mandates granted to the Samoa Red Cross Society by the Government of Samoa through the Memorandum of Understanding signed on 3rd November 1983 which was revised and signed in April 2010; and the Geneva Conventions and its additional protocols, to which the Samoan Government reconfirmed its participation on the 1st August 1984, are not affected by this National Disaster Management Plan. The NDMP also supports the Government of Samoa's commitments to implement the Regional Framework for DRM, Hyogo Framework for Action (HFA), the international convention on the rights of the child (CRC) and the convention on women's rights (CEDAW).

### **1.3.3 Definitions**

The following definitions are included here for ease of reference. The same definitions are being used in the Act.

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**“Agency”** means any government organisation, non-government organisation, or lifeline utility with a role in disaster management in Samoa.

**“Community plan”** means any plan prepared under Section 13 or 14 of the *Disaster & Emergency Management Act 2007*.

**“Declaration of Disaster”** means the activation of the disaster response provisions of the National Disaster Management Plan by the Chairperson of the National Disaster Council in accordance with section 19 of the *Disaster & Emergency Management Act 2007*.

**“Disaster”** means a situation –

- (a) that arises from any happening, whether natural or otherwise, including –
  - (i) any naturally occurring event affecting the whole or any part of Samoa;
  - (ii) any fire caused by any means;
  - (iii) any aspect of the safety of a ship or aircraft in Samoa’s territory;
  - (iv) any outbreak or spread of disease affecting humans, plants or animals;
  - (v) the supply of water or the quality of water resources in Samoa;
  - (vi) the breakdown of telecommunications in Samoa or between Samoa and other countries; and
  - (vii) any other emergency event resulting from systems failure, infrastructure failure or human error; and
- (b) which involves threat or danger to human life or health, or to the environment; and
- (c) which might require response agencies to respond under this Act.

**“Disaster Advisory Committee”** means the Disaster Advisory Committee established under section 6 of the *Disaster & Emergency Management Act 2007*.

**“Disaster management”** means all activities undertaken in accordance with the *Disaster & Emergency Management Act 2007* in disaster preparedness and response, and for recovery from disasters.

**“Disaster risk management”** means all activities undertaken in accordance with the *Disaster & Emergency Management Act 2007* in relation to disaster risk reduction and for preparedness for disasters and response to and recovery from disaster.

**“Emergency”** means a situation in any part of Samoa;

- (a) which is more serious than a disaster;
- (b) which could result or has resulted in causing widespread human, property or environmental losses throughout Samoa or in any part of Samoa; and

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- (c) which does require a substantial mobilisation and utilisation of Samoa's resources or exceed the ability of Samoa to cope using its own resources.

**"Environment"** includes the physical features of the surroundings of human beings, including the land, water, atmosphere, climate, sound, odours, tastes, the biological features of animals and plants and the social features of aesthetics.

**"Hazard"** means something that may cause, or contribute substantially to the cause of, a disaster or emergency.

**"Lead Agency"** means the agency that makes sure a particular response function is achieved. During a national scale response, lead agencies report to DAC located in the NEOC.

**"Mitigation"** means the application of techniques and tools to reduce the probability and/or consequences of a disaster event. Mitigation is also referred to as **"Disaster Risk Reduction"**.

**"National Emergency Operations Centre"** means a facility approved to be a disaster coordination centre under section 8(1) of the *Disaster & Emergency Management Act 2007*.

**"National Disaster Council"** means the National Disaster Council established under section 5 (1) of the *Disaster & Emergency Management Act 2007*.

**"Preparedness"** means any coordinated efforts and processes taken to ensure communities and response agencies know what to do in the event of a disaster, and include without limitation the development of plans and standard operating procedures, issue of warnings, simulations, training and public education.

**"Period of emergency"** means the period during which –

- (a) a proclamation of emergency has effect in accordance with Article 105 of the Constitution; or
- (b) a declaration of disaster has effect in accordance with section 19 of the *Disaster & Emergency Management Act 2007*; or

**"Proclamation of emergency"** means a proclamation declaring a state of emergency made by the Head of State in accordance with Article 105 of the Constitution.

**"Recovery"** means the medium and long term activities undertaken for physical, social, economic and environmental regeneration after a period of emergency.

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**“Response”** means actions taken in anticipation of, and immediately after a disaster or emergency to ensure that its effects are minimised and that people affected are given immediate relief and support.

**“Response agency”** means the agencies referred to in Section 11 of the *Disaster & Emergency Management Act 2007*.

**“Response agency plan”** means the plans referred to in Section 12 of the *Disaster & Emergency Management Act 2007*.

**“Risk”** means the likelihood and consequences of a hazard.

**“Support Agency”** means any agency that carries out tasks to help a lead agency do a specific function during a disaster. Support agencies report to the lead agency



## 2 Plan Objectives

The NDMP aims to achieve the following objectives:

- To reduce the impact of hazards to Samoa;
- To ensure all communities and response agencies are ready to respond to any disaster;
- To put in place mechanisms to enable prompt and effective response to disasters in Samoa;
- To ensure processes and systems are in place for long term recovery; and rebuilding after disasters in Samoa;
- To strengthen disaster resilience of communities that are exposed to hazards so they are able to reach and maintain an acceptable level of functioning and structure.

Methods of achieving these objectives include, but are not limited to:

- Fulfilment of roles and responsibilities outlined in this Plan and the *Act*;
- Agreed strategies, activities and programmes set out in the NDMP National Action Plan and Implementation Program;
- Response agency plans and activities; and
- Community based programmes supported by response agencies.

Achievement of these objectives is to be monitored by the Disaster Advisory Committee through the development and implementation of an approved monitoring and evaluation tool.

## **3 National Disaster Management Institutional Framework**

### **3.1 Concept and Key elements**

The concept of this Plan is based on the innovative utilization of available resources and effective co-ordination of Government agencies, NGOs, private industry, communities, international donors and other agencies in support of comprehensive disaster management programmes and arrangements.

The essential elements provided for by this Plan include:

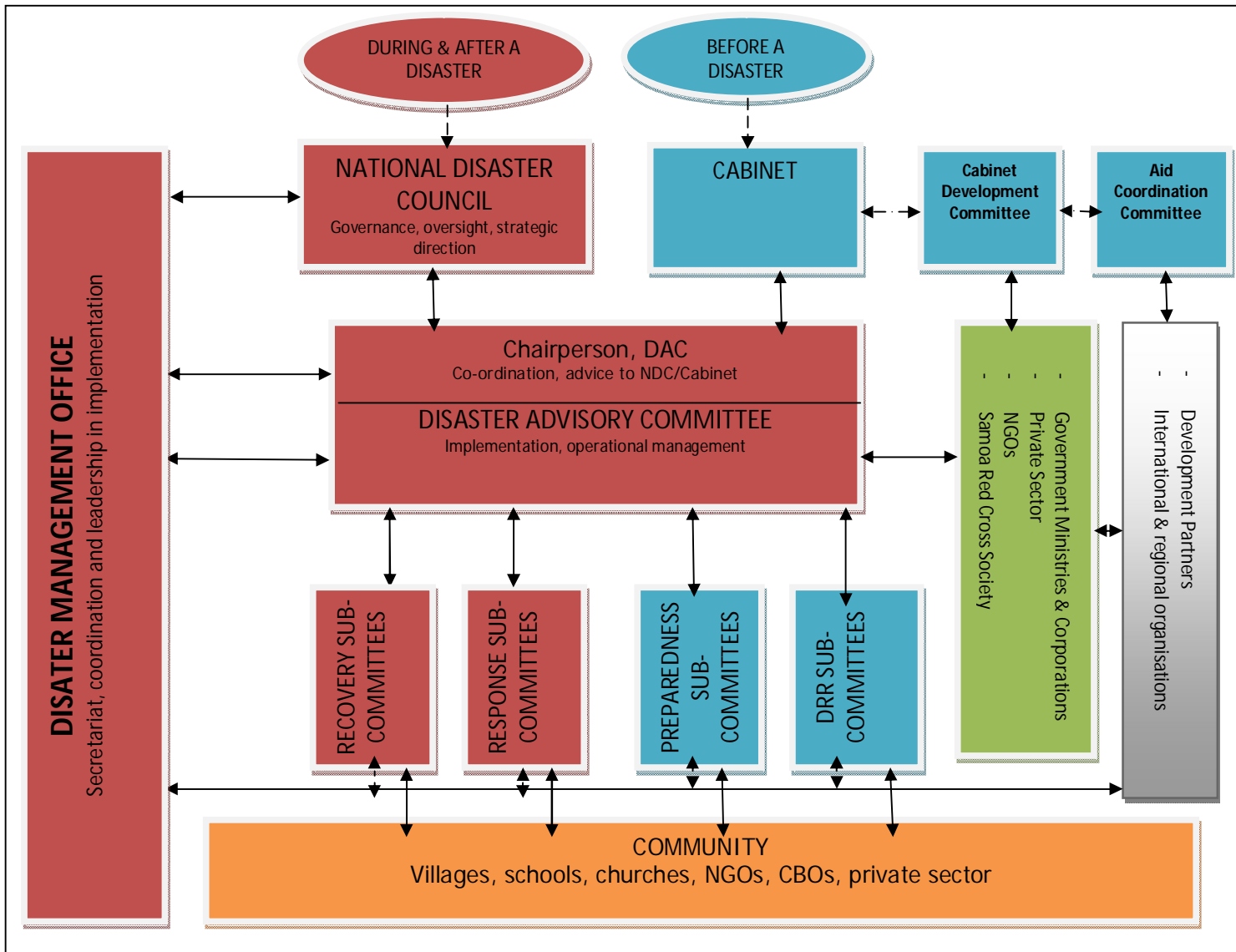
- An effective overall management structure.
- Clearly defined disaster management functions, roles and responsibilities.
- An effective focal point for the management of programmes.
- Reliable programme support systems (e.g. working groups).
- Effective control and co-ordination systems.
- Effective communications.
- Effective warning, activation and community alerting systems.
- Realistic and effective operational procedures.
- An actively involved and prepared community.

All of these elements are reflected in the contents of this Plan.

### 3.2 Organisational Structure

The national disaster management institutional framework comprised of organisational structures before, during and after a disaster with core structure comprising of NDC, DAC, DMO and Community. These structures are illustrated in the diagrams below.

Figure 1 National Disaster Management Core Organisational Structure



The core structure is based on the DMO and DAC forming the focal point for co-ordination and implementation of all disaster mitigation, preparedness, response and recovery programmes and activities. DAC sub-committees are established to coordinate the planning, development and implementation of specific issues pertaining to disaster risk reduction, preparedness, response and recovery. The TORs will be developed once

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the sub-committees are formally established and will be appended to this plan. Figure 2 illustrates how the response sub-committees fit in the organisational structure during a disaster and or emergency event highlighting the linkages with the NEOC and the international humanitarian organisations and the PHT clusters.

The DAC and its sub-committees, development partners, Samoa-based regional and international organisations, overseas missions, private sector, and communities constitute Samoa's National Platform for Disaster Risk Management which is a multi-disciplinary and multi-stakeholder forum for the DRM and CC community.

During disaster response DAC co-ordinates and manages response activities from the National Emergency Operations Centre and reports to the NDC for direction and decision making as required.

The National Disaster Council is responsible for oversight and approval of all response and recovery activities, as advised by DAC.

In the period before disaster strikes DAC coordinates all preparedness and disaster risk reduction activities and reports to Cabinet for direction and decision as required.

### **3.3 National Disaster Council**

#### **3.3.1 Membership**

The NDC is established by Section 5 of the *Act*.

The members of the NDC are:

- The Prime Minister, Chairperson
- The Minister of Natural Resources and Environment (as Minister in charge of the Disaster Management function), Deputy Chairperson
- Other Ministers the Prime Minister appoints.

*The current membership list of the NDC is attached in Appendix 2.*

The Chairperson of the DAC will attend meetings of the NDC as the spokesperson of the DAC, and liaison between the NDC and DAC.

The DAC will attend meetings of the NDC as advisors to the NDC, and should ensure their respective Ministers are fully briefed prior to each meeting of the NDC.

### **3.3.2 General functions, roles and responsibilities**

Overall national responsibility for all disaster management related matters rests with the NDC.

The NDC is responsible for reviewing and approving plans, policies and programmes relating to response and relief/recovery elements, as well as monitoring and evaluation of these. The NDC is responsible for approval of the National Disaster Management Plan (this Plan).

During a disaster response the role of the NDC is to set strategic direction for the DAC, undertake high level strategic decision making including inter-governmental and international relationships and where necessary to advise the Head of State on the need for a proclamation of emergency.

The NDC will meet as often as necessary to fulfil these roles, but will meet in October each year to be briefed on the pre-cyclone season preparations undertaken by DAC.

### **3.3.3 Administration of the NDC**

The DMO is responsible for administrative, secretarial and other arrangements for the efficient functioning of the NDC.

## **3.4 Disaster Advisory Committee**

### **3.4.1 Membership**

The Chairperson of the DAC is the CEO of the Ministry of Natural Resources and Environment as this is the Ministry within which the DMO is located.

The deputy Chairperson of the DAC is as nominated by the DAC.

DAC members include both Government and NGO representation. Core members are those listed as response agencies under the *Act*. All other DAC members are associate members. *The current membership list of the DAC is included in Appendix 2.*

The DAC may choose at any time to establish sub-committees to address particular topics or issues. The sub-committees established for the purposes of this plan are listed under relevant sections of the plan.

### **3.4.2 General functions, roles & responsibilities**

The Disaster Advisory Committee is responsible to the NDC and Cabinet for the identification, implementation and maintenance, and monitoring and evaluation of disaster risk management programmes and activities.

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The DAC is responsible for developing policies and plans, including the NDMP and supporting documents, for approval of the National Disaster Council and Cabinet.

The DAC is authorised by this Plan to approve response and other agency and community plans prepared under Part IV of the *Act*. If these plans are approved by the DAC they become part of this NDMP.

DAC member agencies are responsible for execution of their roles and responsibilities under the NDMP including provision of resources to support the execution of these roles and responsibilities. In addition, DAC member agencies are required under this plan to provide support to the implementation of relevant disaster risk management programmes set out in the National Action Plan and Implementation Program.

### **3.5 Disaster Management Office**

The Disaster Management Office (DMO) is responsible for ensuring the ongoing co-ordination, development and implementation of disaster risk management programmes and activities in Samoa.

The Assistant CEO responsible for the DMO is the Secretary of the DAC and NDC, and is responsible for overseeing all administration and activities of the DAC and the NDC.

The DMO undertakes the service delivery role for national risk disaster management, including:

- Leadership for and relationship building across the disaster risk management sector;
- Supporting development and implementation of plans and policies for mitigation, preparedness, response and recovery including the NDMP and ensure that gender and human rights issues are addressed;
- Support to DAC agencies in their development of their own plans and procedures;
- Liaise and assist DAC member agencies in the performance of their roles and responsibilities in accordance with resolutions and or directives of the NDC/Cabinet and the DAC as advised before and during a disaster;
- Set-up, maintenance (including training for staff), and operational co-ordination of the National Emergency Operations Centre (NEOC)
- Planning and co-ordination of simulations and sector training
- Monitoring and evaluation of implementation of disaster risk management programmes contained in the NDMP and NAP.
- Administration of the activities of the DAC and NDC.

#### **3.5.1 International organisations & development partners**

The arrangements set out in this plan acknowledge and provide for the receipt of relief, recovery and disaster reduction assistance from international and regional development

partners and humanitarian organisations before, during and following a disaster. Agencies should make themselves familiar with these arrangements and link their support mechanisms, such as the Pacific Humanitarian Team (PHT) and the Cluster system (Appendix 4), and the Pacific DRM Partnership Network with the respective sub-committees of DAC. The overall coordination of international support during and after a disaster will be exercised through the DAC in liaison with the Aid Coordination Committee through the Ministry of Foreign Affairs and Trade.

### **3.6 Community**

The Village Council and village organisations, including Women's Committees, are responsible for co-ordinating disaster mitigation and preparedness programmes and activities at the community level, and for co-ordinating village response activities for specific threats. This role includes:

- Initiating community response
- Information dissemination
- Shelter management
- Damage assessment
- Relief co-ordination
- Developing community preparedness and evacuation plans
- Implementation of community vulnerability reduction measures

It is the role of the Ministry of Women, Community & Social Development to support, monitor and liaise with Village Councils and organisations through the "Sui o le Nuu" and "Sui Tamaitai o le Nuu" as they implement disaster management activities, and to keep the DAC informed of the level of village preparedness.

## **4 Risk Profile**

### **4.1 Profile of Samoa**

The natural, social, and built environments of Samoa contribute to the country's vulnerability to disasters, and the ability of the country to effectively manage disasters.

#### **4.1.1 Natural Environment**

Samoa is comprised of two large volcanic islands (Upolu and Savai'i) and several smaller islands with a total land area of approximately 2,935 square kilometres. It lies in the southwest Pacific within an exclusive economic zone of 120,000 square kilometres.

Samoa has a tropical climate with a rainy season from October to March, and a dry season from April to September.

Agriculture and fisheries are the nation's primary sources of revenue, followed by tourism.

Climate change, sea-level rise, environmental degradation, pollution, coastal erosion, water quality and resource management is all important environmental issues being managed in Samoa.

#### **4.1.2 Social Environment**

The population of Samoa in accordance with the official findings of the 2006 census is approximately 180,000. Upolu houses the capital city of Apia, with a population of around 45,000, as well as the Faleolo International Airport and a deep water harbour which is the entry point for international ships. Savai'i has a population of approximately 35,000. Both islands are mountainous and most of the population live in the low lying coastal areas. There are numerous large and small resorts and accommodation complexes located on the two main islands.

Samoa is an independent state with its own Government with the Prime Minister as its leader. It is part of the Commonwealth and has a Head of State. Members of Parliament are democratically elected for a period of 5 years. Samoa also has a traditional system of community leadership whereby Matai play a large role at the national, community and village levels.

Samoa is the official language although English is spoken in most parts of the country, often for business.

The people of Samoa have strong religious ties and Church plays a major role in daily life.



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Diets primarily consist of tropical foods of fish, chicken, pig, coconut, taro, yams, vegetables and fruit.

### 4.1.3 Built Environment

Domestic accommodation for most of rural Samoa is the traditional open fale (with no fixed walls). All buildings must meet government building standards in accordance with the National Building Code of Samoa.

Mobile and land-line telecommunications services are provided on the major islands of Samoa.

Electricity supply is primarily maintained by diesel generators, supported by hydroelectric generation. Electricity service covers most of the islands except some remote areas.

Water supply is primarily sourced from natural springs, with the city of Apia serviced by a dam and treatment facility.

Septic tanks are the most common form of effluent removal, with Apia and some larger facilities being serviced by sewage treatment plants.

Fuel and gas are supplied by ship from international markets.

## 4.2 Hazards and Risks in Samoa

Samoa is exposed to a number of natural and technological hazards. Some of these hazards are seasonal, such as tropical cyclones, floods and droughts. Others are an ever present threat, such as earthquakes, volcanic eruption, tsunamis, epidemics, industrial hazards, and exotic plant or animal diseases.

The emphasis of the disaster risk management arrangements contained with this Plan is on those hazards that have the potential to create a significant disaster in Samoa, and would most likely require some degree of government coordination to manage.

### 4.2.1 Risk Assessment

In order to understand the hazards and vulnerabilities faced by Samoa, a basic risk assessment has been carried out.

The risk assessment was based on **both** the likelihood of a significant disaster being caused by the hazard, and the consequences of the hazard if it did occur.

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The results of the risk analysis are shown in Table 1 below. The risk assessment process is described in more detail in Appendix 3.

*Table 1: Highest risk hazards for Samoa*

<b>Hazard</b>	<b>Level of Risk</b>
Cyclone <sup>1</sup>	<b>Extreme</b>
Volcanic Eruption	<b>Extreme</b>
Tsunami	<b>Extreme</b>
Urban Fire (Apia)	<b>Extreme</b>
Public health crisis	<b>Extreme</b>
Environmental crisis – invasive species	<b>Extreme</b>
Flood <sup>2</sup>	<b>High</b>
Earthquake	<b>High</b>
Landslide	<b>High</b>
Forest Fires	<b>High</b>
Aircraft emergency (airport)	<b>High</b>
Hazchem incident – marine	<b>High</b>
Lifeline Utility Failure – water	<b>Moderate</b>
Agricultural crisis – animal or plant disease	<b>Moderate</b>
Civil emergency – external	<b>Moderate</b>
Lifeline Utility Failure – telecommunications	<b>Low</b>
Lifeline Utility Failure – electricity	<b>Low</b>
Single asset infrastructure failure – building collapse	<b>Low</b>
Single asset infrastructure failure – dam	<b>Low</b>
Drought	<b>Low</b>
Aircraft emergency (other location)	<b>Low</b>
Maritime vessel emergency	<b>Low</b>
Hazchem incident – land	<b>Low</b>
Terrorism	<b>Low</b>
Civil emergency – internal	<b>Low</b>

<sup>1</sup> Includes stormsurge causing coastal inundation and high winds

<sup>2</sup> Inland flooding due to heavy rain

## 5 Disaster Risk Reduction (Mitigation) Arrangements

Disaster risk reduction programmes aim to reduce the likelihood of a disaster happening in Samoa, or to reduce the effects of a disaster when it does occur.

Activities can be non-structural or structural in nature, and are designed to prevent or reduce the harmful impact of hazards upon communities. They may include but not limited to:

- Retrofitting of infrastructure
- Land-use planning
- Policies and legislation (e.g. building codes)
- Insurance to compensate for disaster losses
- Incentives: tax incentives, subsidies, loans
- Penalties and controls
- Education and training (e.g. to increase awareness, or teach certain techniques)
- Human vaccination
- Livestock vaccination
- Crop diversification

### 5.1 General Provisions

Disaster risk reduction is a function that is mainstreamed across all government and non-government agencies. Each agency has a requirement to perform its activities and programmes in a manner which reduce the risk of disasters and avoid decisions that increase existing risk levels. In addition, some government agencies have specific roles that require them to undertake mitigation activities, or develop policies or plan for mitigation.

Mitigation activities may be statutory or non-statutory, and are undertaken by various agencies as a requirement of their own governing legislation, or as part of their best practice risk management programmes.

The DAC may also undertake risk reduction programmes or activities in addition to mitigation work being undertaken by individual member organisations, and may advise the NDC/Cabinet on issues relating to risk reduction if required.

A DAC sub-committee is established to ensure that disaster risk reduction is mainstreamed and considered in development planning and implementation, budgeting, as well as monitoring and evaluation at national and village level. A detailed TOR is to be developed by the sub-committee once formalised. The members of this sub-committee include:

- Ministry of Natural Resources & Environment (Chair)

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- Ministry of Works, Transport & Infrastructure (Vice-Chair)
- Ministry of Finance
- Ministry of Agriculture
- Ministry of Health
- Ministry of Commerce, Industry & Labour
- Ministry of Women, Community & Social Development
- Ministry of Education, Sports and Culture
- Ministry of Police and Prison
- Ministry of Communication and Information Technology
- Ministry of the Prime Minister and Cabinet Secretariat
- Public Service Commission
- Audit
- Office of The Regulator
- Office of the Attorney General
- Fire and Emergency Services Authority
- Samoa Tourism Authority
- Chamber of Commerce
- SUNGO
- DMO (Secretariat)

Other relevant DAC member agencies who are not members of this committee and other relevant NGOs, civil society, faith based organizations who are not members of DAC can be co-opted if their expertise is required in planning and implementation of certain aspects of DRR programmes.

The role of the DMO in disaster risk reduction is to assist agencies, sectors and communities to identify and implement disaster risk reduction activities and programmes in the context of their ongoing initiatives.

### **5.2 Risk Reduction Activities**

A range of the statutory and non-statutory risk reduction activities undertaken in Samoa is described in Table 2.

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*Table 2: Disaster Risk Reduction Activities*

<b>Agency</b>	<b>Disaster Risk Reduction Activities</b>	<b>Relevant legislative mandates for mitigation</b>
Ministry of Natural Resources & Environment	<ul style="list-style-type: none"> <li>• Samoa Planning provisions</li> <li>• Sustainable Management Plans</li> <li>• Development Consents. (Localities and designs of new developments are assessed where Development Consent may be subject to Conditions)</li> <li>• Development Plans</li> <li>• Environmental Impact Assessments</li> <li>• Environment Management Plans (identify mitigation measures needed to reduce adverse impacts and any potential risks).</li> <li>• PUMA advice (e.g. to developers on hazard prone areas and possible adverse and long term environmental and social implications).</li> <li>• Monitoring</li> <li>• Enforcement</li> <li>• Pollution restrictions</li> <li>• Restrictions on development, use and trans-boundary movement of living modified organisms</li> <li>• Disposal and monitoring of wastes</li> <li>• Hazard research and mapping</li> <li>• Forestry operations management and forest fire prevention mechanisms</li> <li>• Watershed areas protection mechanisms</li> </ul>	<p>Planning and Urban Management Act 2004.                      EIA Regulations 2008                      Code of Environment Practice 2006                      Coastal Infrastructure Management Strategy and Plans                      Housing guidelines 2005</p> <p>Land Surveys and Environment Act 1989                      Marine Protected Areas By-Laws 2007                      Marine Wildlife Protection Regulations 2007                      Spatial Information Act 2010                      Water Resources Management Act 2008                      Forest Management Act 2011                      Waste Management Act 2010</p>
Ministry of Works, Transport and Infrastructure – Infrastructure Assets – Building	<ul style="list-style-type: none"> <li>• Building regulations</li> <li>• Risk assessments for construction and maintenance on public assets</li> <li>• Orders in relation to unsafe buildings</li> </ul>	<p>Draft Building Regulations 2003                      National Building Code 1992                      Ministry of Works Act 2002                      Home Building Manual 1992</p>
Ministry of Works, Transport & Infrastructure - Infrastructure Assets –	<ul style="list-style-type: none"> <li>• Code of Environmental Practice Road Planning, Design, Construction and Maintenance</li> </ul>	<p>Ministry of Works Act 2002                      Code of Environmental Practice 2001                      Planning and Urban Management Act</p>

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<p>Roads</p>	<ul style="list-style-type: none"> <li>• Design Specifications</li> <li>• Roadworks Specifications (Designing for whole catchment areas)</li> <li>• Project Specific Specifications (General Environmental Management Plans)</li> <li>• Feasibility Studies</li> <li>• Environmental Impact Assessments</li> <li>• Emergency Maintenance Works/Emergency Response</li> <li>• Cyclone Emergency Recovery Projects (Seawall Construction/Reconstruction, Crossing Structures Upgrade, Beach Nourishment and other Coastal Protection Works, Drainage Upgrade/Installation)</li> <li>• Sanitation and Drainage Project for Urban Area (for the installation, upgrading and maintenance of drainage in flood prone areas in the urban area)</li> <li>• Damage Assessments of government infrastructure assets</li> <li>• Engineering advice and recommendations to private developments (providing information and promotion of awareness)</li> <li>• Supervision and Monitoring</li> </ul>	<p>2004 EIA Regulations 2008</p>
<p>Ministry of Works, Transport and Infrastructure – Maritime, Samoa Port Authority</p>	<ul style="list-style-type: none"> <li>• Requirement for safety equipment to be carried on ships</li> <li>• Seaworthiness Certificates issued by MWTI</li> <li>• Restrictions on vessels entering port during dangerous weather conditions</li> <li>• International shipping safety requirements</li> <li>• Marine pollution restrictions</li> <li>• Use of port facilities and its approaches</li> <li>• Security requirements and threat levels at the port(s)</li> </ul>	<p>Shipping (Small Vessels) Regulations 1998 Marine Pollution Bill 2000 Ports Authorities Act 1998 Samoa Ports Authority – Port Users Terms and Conditions Shipping Act 1998 Shipping (Maritime Security) regulations 2004 International Ships and Port Security (ISPS) Code 2003 ISO 28000</p>
<p>Ministry of Works, Transport and Infrastructure, Samoa Water Authority Ministry of Natural Resources and</p>	<ul style="list-style-type: none"> <li>• Water restrictions and pollution protection</li> </ul>	<p>Water Act 1965 Water Resources Management Act 2008</p>

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Environment		
Ministry of Works, Transport and Infrastructure, Samoa Airport Authority	<ul style="list-style-type: none"> <li>● International aircraft and airport safety regulations</li> <li>● Inspections and monitoring</li> <li>● Limited access to airport facilities</li> </ul>	Airport Authority Act 1984 Civil Aviation Act 1998
Ministry of Health National Health Services	<ul style="list-style-type: none"> <li>● Surveillance of infectious diseases</li> <li>● Vaccination programmes</li> <li>● Isolation, quarantine and disinfection powers</li> <li>● Prevention of people, animals or things from entering Samoa</li> </ul>	Health Ordinance 1959 Ministry of Health Act 2006 National Health Services Act 2006 Occupational Safety and Health Act 2002
Ministry of Agriculture and Fisheries	<ul style="list-style-type: none"> <li>● Border controls, inspection, quarantine and surveillance</li> <li>● Advice on resilient crops</li> <li>● Regulated use of pesticides</li> <li>● Pest Control measures</li> <li>● Import restrictions</li> </ul>	Agriculture, Forestry & Fisheries Ordinance 1959 Quarantine (Biosecurity) Bill 2003 Plants Act 1984 USP School of Agriculture Act
Ministry of Police & Prisons	<ul style="list-style-type: none"> <li>● Monitoring terrorism threat levels, surveillance</li> <li>● Public safety and security</li> </ul>	Police Service Act
Fire & Emergency Services Authority	<ul style="list-style-type: none"> <li>● Fire prevention and safety requirements for public places, commercial and residential buildings</li> <li>● Risk abatement notices</li> <li>● Forest fire prevention</li> </ul>	Fire & Emergency Services Act 2007 Risk Abatement Regulation 2008 Forest Management Act 2011
Various agencies	<ul style="list-style-type: none"> <li>● Limitations on dangerous businesses and substances</li> <li>● Limitations and controls on biological products</li> </ul>	Business Licences Act 1998 Poisons Act Food and Drugs Act
Community/Village Government representatives	<ul style="list-style-type: none"> <li>● Monitor and notify new diseases or pests</li> </ul>	Internal Affairs Act 1995

## **6 Preparedness Arrangements**

### **6.1 General Provisions**

Preparedness arrangements include activities that ensure provisions are in place that enable response agencies and communities to respond to disaster events in an effective and timely fashion when they occur. All preparedness arrangements ensure the protection of vulnerable populations by following the principles of gender-sensitivity, inclusion, and human rights-based approaches.

Preparedness activities include public awareness programmes, warning systems, operational plans, training, simulations, and the establishment and maintenance of communications networks and operational facilities.

The Disaster Advisory Committee has overall responsibility for co-ordinating preparedness measures, and keeping the NDC informed of activities undertaken. To effectively facilitate the planning, implementation and monitoring of preparedness programmes at national and village level, the following sub committees are setup.

#### **6.1.1 Contingency Planning, Awareness, and Education**

This sub-committee will be responsible for the planning, development and implementation and ensure coordination of all programmes and activities across agencies and sectors related to the development of contingency plans, DRM awareness, education and training and simulations. A detailed term of reference will be developed once the sub-committee is formally established. The members of this sub-committee include:

- Ministry of Education, Sports & Culture (Chair)
- Ministry of Women, Community & Social Development (Vice-Chair)
- Ministry of Finance
- Ministry of Health
- Samoa Red Cross Society
- Ministry of Police & Prison
- Ministry of Agriculture & Fisheries
- Fire & Emergency Services Authority
- SUNGO
- Chamber of Commerce
- Samoa Tourism Authority
- Disaster Management Office (Secretariat and Technical Advisor)



### **6.1.2 Emergency Telecommunication and Early Warning System**

This sub-committee will be responsible for the implementation of the National Telecommunication Plan and the emergency communication requirements under this Plan. In addition, this sub-committee is also tasked to explore, develop and implement ways to improve multi-hazard early warning systems. A detailed term of reference will be developed once the sub-committee is formally established.

The Members of this Sub-Committee include:

- Fire & Emergency Services Authority (Chair)
- Ministry of Communication & Information Technology (Vice-Chair)
- Ministry of Police & Prison
- Ministry of Natural Resources and Environment
- Bluesky
- Digicel
- Samoa Quality Broadcasting
- Samoa Red Cross Society
- Office of the Regulator (Technical Advisor)
- Disaster Management Office (Secretariat)

### **6.1.3 Preparedness activity requirements**

#### **6.1.3.1 National Level**

The following are the main requirements which have to be met at national level:

- a) The DAC is to monitor preparedness programmes and activities and advise the NDC as necessary.
- b) All government Ministries and agencies are to maintain their own operating procedures in preparation to fulfil their responsibilities under this Plan.
- c) All members of the Disaster Advisory Committee are to annually confirm their ability to fulfil their responsibilities under this Plan (prior to September of each year). The DAC is then responsible for reporting to the NDC on preparedness for the cyclone season.
- d) The DMO is to ensure the promotion and co-ordination of training and public awareness programmes and in doing so should endeavour to utilize external support, including opportunities for overseas training assistance.
- e) The DMO is empowered under this Plan to consult with any relevant department or agency, in order to check its state of preparedness.
- f) The NDC/Cabinet may order additional tests of any section of the national emergency management system (by checks, exercise or simulations) if considered necessary.

### **6.1.3.2 Community Level**

The Village Council and organisations including the Women's Committees, with the support of the Ministry of Women, Community & Social Development, the DAC and the DMO are to implement disaster preparedness programmes for their village, including:

- Ensuring, as far as possible, that agreed national programmes and activities are being implemented.
- Ensuring that village members know and are aware of warning procedures and what action to take before, during and after disaster.

## **6.2 Public Awareness**

The DMO, with the support of the DAC sub-committee for contingency planning, awareness, training and education, is responsible for the co-ordination, development, and implementation of awareness programmes for Samoa.

The primary awareness responsibilities of the DMO will include but not limited to:

- The identification of information and awareness needs.
- The identification of available resources (channels).
- The identification and analysis of the target audience and the selection of the most appropriate methods for communicating with that audience (e.g. radio, print, TV, signage, brochures etc).
- The development of a Community Disaster Awareness Strategy.
- The development and co-ordination of annual awareness programmes.
- The implementation and on-going review of the effectiveness of awareness programmes.

## **6.3 Warning Systems**

For some hazards, there is a period of warning during which the public and response agencies can prepare to respond.

Warnings of developing or impending threats or hazards are issued by official sources in Samoa. These official sources interpret information from external agencies and use this in conjunction with local data to provide a specific warning for Samoa. Information contained within a warning will usually be linked to the technical characteristics of the hazard itself, and it will usually be issued in a predetermined format.

**The public should always be directed to the official source of warning information** rather than to any external or secondary sources.

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The official sources of a warning may be different for different hazards, as illustrated in Table 3 below.

*Table 3. Official Sources of warning information*

<b>Hazard</b>	<b>Official Samoa Source of Warning</b>	<b>Who warning is sent to</b>
Weather related hazards including: <ul style="list-style-type: none"> <li>● Cyclone</li> <li>● Storm surge</li> <li>● High waves</li> <li>● Heavy rain</li> <li>● Strong &amp; gusty wind</li> <li>● Floods</li> <li>● Droughts</li> </ul>	MNRE - Meteorology Division	Media DMO DAC
Volcanic eruption including: <ul style="list-style-type: none"> <li>● Ash fall</li> </ul>	MNRE - Meteorology Division	Media DMO DAC
Tsunami	MNRE - Meteorology Division	Media DMO DAC
Public Health hazards including: <ul style="list-style-type: none"> <li>● Disease</li> <li>● Pandemic</li> <li>● Epidemic</li> </ul>	Ministry of Health	Media DMO DAC
Terrorism	Ministry of Police Prisons & Fire Service Transnational Crime Unit	Media DMO DAC

During a disaster response the DMO in collaboration with the official sources of warning will translate the technical warning information into instructions for the public. For more information see Section 7.7.

The DMO with the support of the DAC Sub-Committee on emergency telecommunication and early warning systems is responsible for the establishment of appropriate, robust and cost effective end-to-end multi-hazard early warning systems to disseminate warnings and advisories to the public in a timely manner.

## 6.4 Planning

This Plan covers national level response to all hazards that may affect Samoa. A number of supporting plans are required to give effect to this Plan. These plans focus on agency responses and on hazard specific response plans.

### 6.4.1 Response Agency & Community Plans

Under the *Act*, the following organisations are required to develop internal agency response plans for review and approval by DAC:

- Response Agencies (as listed in the Schedule of the *Act*)
- Educational institutions

If requested by DAC, other agencies and the villages may also be required to prepare plans. These agencies may include hotel and tourist operators, commercial and industrial interests, sectors likely to be affected by disaster, and NGOs.

These agency plans cover how each organisation and villages are prepared to respond, their response procedures, interactions with other agencies, and resources available to respond to emergencies.

These plans ensure that each agency or village is able to deliver any role and responsibility listed in this Plan or in the *Act*.

Agencies are to provide copies of their plans to the DAC for approval. A copy of each approved plan is to be provided to the DMO to be kept in the National Emergency Operations Centre.

Timeframes for plan approval are as agreed by the DAC.

### 6.4.2 National Contingency Plans – Hazard specific

The Disaster Advisory Committee may also choose to require hazard specific contingency plans to be developed to facilitate effective and specialized responses to specific hazards which are likely to affect Samoa and require national level co-ordination. These hazard plans are to be developed by the lead agency with the support from DMO and the DAC Sub-Committee for contingency planning.

Hazard specific contingency plans contain any additional mitigation, preparedness, response or recovery **arrangements that are specific and unique to the hazard** under consideration.

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General provisions such as procedures for emergency declaration, and general roles and responsibilities as listed in the NDMP are not repeated in hazard specific plans unless there is a specific unique procedure required for that particular hazard.

When developed, these contingency plans become supporting documents to the NDMP. As supporting documents they do not form part of the NDMP, but should be provided to the DAC for endorsement as being consistent with the NDMP provided that all national contingency plans shall be submitted to all stakeholder agencies for comments two months prior to the scheduled date of submission to DAC for endorsement.

The following hazard specific plans have been developed and approved:

*Table 4: National Contingency plans*

<b>Hazard</b>	<b>Title</b>	<b>Agency Responsible</b>	<b>Status</b>
Cyclone	National Tropical Plan 2007	Ministry of Natural Resource & Environment	Approved
Pandemic	Samoa Influenza Pandemic Preparedness Plan 2008	Ministry of Health	Approved
Tsunami	National Tsunami Plan 2008	Ministry of Natural Resource & Environment	Approved revised plan in 2008
Invasive Species (plant or animal)	Emergency Response Plan for Animal and Plant Pests (Nov 2005)	Ministry of Agriculture and Fisheries	Complete
Fire (major urban, wildfire)	National Fire Plan 2009	Fire & Emergency Services Authority	Approved

### **6.4.3 Standard Operating Procedures**

Standard operating procedures may be developed by the DMO for a particular disaster management function if required.

Standard operating procedures do not require approval of the DAC, as they are simply a documentation of the processes required to undertake a function agreed by the DAC.

Standard operating procedures are likely to be required for the operations of the NEOC facility and disaster management communications system.

## **6.5 Training**

Each agency is responsible to ensure that their own staff are able to respond to disasters as per their response agency or community plan.

In addition, the DMO with the support of the DAC Sub-Committee for contingency planning, awareness and education is responsible for the management and co-ordination of any required joint disaster management training activities. These include:

- Identification of training needs, including those identified in operational debriefings;
- Development of a training data base and training programme;
- Assessment of training course viability;
- Training of facilitators;
- Adaptation of training material;
- Training of staff of the National Emergency Operations Centre is fully trained so that the NEOC is in a state of readiness at all times; and
- Training of members of DAC Sub-Committees and agencies;
- Training of private sector, NGOs, CSOs, and villages

## **6.6 Simulations**

An annual simulation programme is to be developed by the DMO with the support of the DAC Sub-Committee for contingency planning and approved by the DAC. This programme may require one or more simulation per year, but at least one simulation each year must focus on the national disaster management structure. Simulations may be table-top or operational.

The simulation programme should ensure that DAC member organisations and the NDC are regularly involved, and that response and recovery to a range of hazards are covered. Simulations may be undertaken for specific target audiences such as sector

groups, villages or the NEOC provided that proper consideration must be weighed in consultation with the Samoa Chamber of Commerce where the private business community may be affected, prior to any simulation programmes are undertaken.

In the event of simulation programmes being coordinated by the DMO, proper media coverage of such shall be disseminated through all media avenues to ensure awareness of all persons and or agencies affected, prior to the implementation of simulation programmes.

## **7 Response Arrangements**

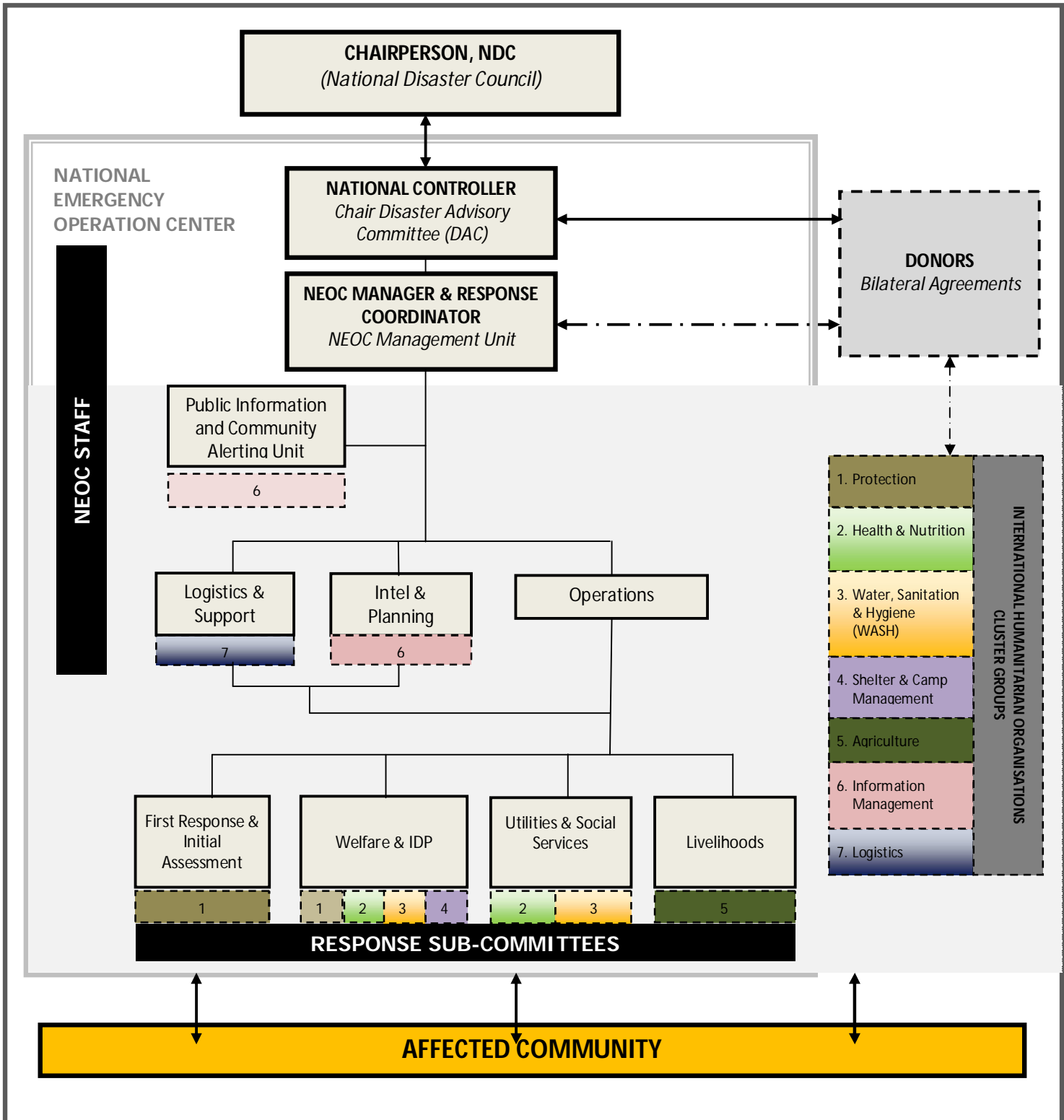
### **7.1 General Provisions**

A national disaster response is required to situations when co-ordination is needed between the agencies involved in responding to a disaster in Samoa. This may be a situation where the Prime Minister orders that these disaster response provisions be activated or a situation where a proclamation of emergency has been made by the Head of State.

Disaster response may escalate from a small scale event which slowly grows into a national scale disaster, or from an event which quickly affects much of Samoa needing a co-ordinated disaster response from all agencies.

A diagrammatic representation of the national disaster response structure is seen in Figure 2 below.

Figure 2: National disaster and emergency response structure





### 7.1.1 National Disaster Council

The role of the NDC during disaster response is to provide **strategic** direction and decision making as required. The Prime Minister, as Chairperson of the NDC, is in overall control of the disaster situation.

The **operational** decision making and co-ordination of response activities remains the responsibility of the DAC agencies, operating from the National Emergency Operations Centre, under the co-ordination of the Chairperson of the DAC and National Controller, and the DMO.

The NDC will receive reports from the DAC and should focus on issues and decisions such as:

- Providing advice to the Head of State about whether a proclamation of emergency is required
- Facilitation of international, and inter-governmental relations and communication
- Setting strategic direction
- Conflict resolution

The NDC will be provided with advice on these issues by the DAC.

### 7.1.2 Disaster Advisory Committee

National level disaster response activities and operations are co-ordinated by the Disaster Advisory Committee, operating from the National Emergency Operations Centre.

DAC member agencies and DAC Response Sub-Committees are to provide situation reports at regular intervals through the NEOC information management and reporting system or through other means in the event of the system being affected by the disaster. These reports will be compiled by the NEOC for submission to DAC and NDC.

DAC agencies must appoint their agency representative(s) to provide reports to the NEOC regarding progress within their area of responsibility including the impact of the disaster on their networks or area of responsibility. For example the DAC representative of MWTI will report on the status of road damage and repairs, the DAC representative of MWCSO will report on information received from affected villages on the damage and needs of the village, and the DAC representative of the MESC will report to the DAC on information they have received from schools in affected areas and the damage and needs of those schools.

For DAC Response Sub-Committees, the Chairperson is responsible for ensuring that their reports on their area of responsibilities are submitted.

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DAC agencies will attend meetings of the NDC to provide any other information or clarify any information in the situation report.

### 7.1.3 Chairperson, Disaster Advisory Committee

The Chairperson of the DAC is the national controller, responsible for co-ordination of the overall operational response of DAC agencies to a disaster.

This role is likely to involve:

- reporting on DAC operational response activities and status of a disaster event at meetings of the NDC;
- ensuring DAC agency reports and situation reports are provided to the NDC;
- ensuring NDC decisions are implemented;
- acting as spokesperson for the disaster event;
- ensuring a process is in place for co-ordination of DAC agencies response activities and international, regional and national humanitarian organisations; and
- ensuring the NEOC is operational.

## 7.2 Response Agencies to be involved

Not every response agency may need to respond to each type of disaster or emergency. This is because the types of functions to be performed may be quite different. For example a cyclone may require functions such as immediate evacuations, medical treatment and engineering checks of buildings, whereas a maritime shipping incident may involve search and rescue or oil spill clean-up functions.

During a national scale disaster or emergency all lead agencies report to the DAC located at the National Emergency Operations Centre. Standard reporting formats are provided through the NEOC information management and reporting system and hard copies should be made available to all agencies prior to a disaster occurring.

For smaller events agencies may manage the disaster without the need for national level co-ordination.

Table 5 is a quick guide to the key agencies to be involved in different types of disasters or emergencies.

Additional agencies are likely to be required as well as those listed, however the major lead and support agencies are indicated in the table.

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Table 5: Quick-guide: Key Response Agencies to be involved

Hazard	Key lead agencies	Key support agencies
Cyclone	Ministry of Natural Resources & Environment	Police, MWTI, MAF, MWCSO, SRC, FESA, LTA, SPA, SSC, SAA
Volcano	Ministry of Natural Resources & Environment	Police, FESA, MWCSO, Samoa Red Cross, MWTI, LTA, SAA, SSC
Tsunami	Ministry of Natural Resources & Environment	Police, FESA, MWTI, MWCSO, SRC, LTA, SPA, SAA, Bluesky & Digicel, MCIT
Fire (urban)	Fire & Emergency Services Authority	MNRE, Police, SRC, LTA
Public health crisis	Ministry of Health	NHS, SRC, MWCSO, MAF, SPA, SAA, MNRE
Flood (river)	Ministry of Natural Resources & Environment	MWTI, LTA, FESA, Police, SWA, MoH, MWCSO
Landslip	Ministry of Works Transport & Infrastructure	MNRE, LTA, Police, FESA
Stormsurge (including tidal and coastal erosion)	Ministry of Natural Resources & Environment	FESA, MWTI, LTA, Police, MWCSO
Earthquake	Ministry of Natural Resources & Environment	FESA, Police, MWTI, MWCSO, SRC,
Forest Fires	Fire & Emergency Services Authority	MNRE, SRC, Police, MWCSO, SWA
Aircraft emergency (Airport)	Ministry of Works, Transport & Infrastructure – Civil Aviation	Police, SAA, FESA, SRC, MNRE
Hazchem incident – marine	Ministry of Police & Prisons (Maritime),	MWTI (Maritime), MNRE, SPA, FESA, PPS, BOC, Origin Energy
Lifeline Utility Failure – electricity	Electric Power Corporation	FESA, PPS, MNRE, MoF
Lifeline Utility Failure – water	Samoa Water Authority	MNRE, FESA,
Animal or plant disease	Ministry of Agriculture and Fisheries	MNRE, MOH, MoR
Civil emergency (external)	Ministry of Police & Prisons	FESA, SRC, NHS
Lifeline Utility Failure – telecommunications	Bluesky, Digicel	OoTR, MCIT, MNRE
Major infrastructure failure – building collapse	Fire & Emergency Services Authority	Police, MNRE, SRC, MoF, MWTI, EPC, NHS, MoH,
Major infrastructure failure - dam	Electric Power Corporation	MWTI,
Drought	Ministry of Natural Resources & Environment	MAF, SWA, MoH
Aircraft emergency (other location)	Ministry of Police & Prisons	SAA, MWTI, FESA, MNRE
Maritime vessel emergency	Ministry of Police & Prisons (Maritime),	SPA, MWTI,, SSC, FESA, BOC, Origin Energy, PPS
Hazchem incident -	Fire & Emergency Services	MNRE, BOC, Origin Energy, PPS,

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Hazard	Key lead agencies	Key support agencies
land	Authority	MoH, MAF
Terrorism	Ministry of Police & Prisons	Transnational Crime Unit
Civil emergency (internal)	Ministry of Police & Prisons	MWCSD, FESA,

### 7.2.1 DAC Response Sub-Committees

To effectively and efficiently facilitate emergency response, the following sub-committees of DAC are being established. To be sufficiently prepared, DAC-subcommittees are to undertake joint contingency planning.

#### 7.2.1.1 First response and initial assessment

##### 7.2.1.1.1 Functions, roles & responsibilities

This sub-committee will be responsible for providing an initial situation overview and the coordination of and reporting on first response provided to the affected areas and damages caused by the disaster from its initial assessment of the impact. This sub-committee will also agree on a Code of Conduct to which all responders will comply. First response will include hazard monitoring and early warning, evacuation, search and rescue, first aid, and medical treatment, transport, movement and management of deceased victims. The same group will also be required in advising DAC and the AG whether there is a need for a Proclamation of Emergency and or Declaration of Disaster.

Given the need for this sub-committee to react fast, any agency can start activities ahead of formal activation of the sub-committee.

##### 7.2.1.1.2 Membership

The members of this sub-committee include:

- Ministry of Natural Resources & Environment (Chair and Secretariat)
- Fire & Emergency Services (Vice-Chair)
- Ministry of Police & Prison
- Ministry of Women, Community & Social Development
- Ministry of Communication and Information Technology (MCIT)
- Samoa Red Cross Society
- National Health Services
- Ministry of Health
- Ministry of Justice & Courts Administration
- Samoa Tourism Authority
- Land Transport Authority
- Ministry of Works, Transport & Infrastructure (Roads)
- Electric Power Corporation (EPC)

The relevant PHT Clusters under this sub-committee are the Protection, Health & Nutrition, WASH and Shelter cluster.

### **7.2.1.2 Welfare and internal displaced people (IDP)**

#### 7.2.1.2.1 Functions, roles & responsibilities

This sub-committee will be responsible for the registration of evacuees, setting up and management of evacuation areas/shelters, coordinate the provision of food, water, clothing and temporary shelter. The same sub-committee will coordinate protection and psycho-social aspects of response and ensure integration of protection and gender concerns.

#### 7.2.1.2.2 Membership

The members of the sub-committee include:

- Ministry of Women, Community & Social Development (Chair and Secretariat)
- Ministry of Health (Vice-Chair)
- National Health Services
- Samoa Red Cross Society
- SUNGO
- Ministry of Works, Transport & Infrastructure (Building)
- Ministry of Natural Resources & Environment
- Samoa Water Authority
- Electric Power Corporation
- Samoa Water Authority

For the PHT Cluster System, the following clusters will be working in collaboration with this DAC Sub-committee through the provision of resources including surge capacity in needed. These Clusters include Protection, Health & Nutrition, Shelter, Education in Emergencies, Food Security & Agriculture and WASH.

### **7.2.1.3 Utilities and social services**

#### 7.2.1.3.1 Functions, roles and responsibilities

This sub-committee is responsible for the coordination of sectoral and in-depth assessments, immediate restoration of critical utilities and social service infrastructure, and reporting.

#### 7.2.1.3.2 Membership

The members of this sub-committee include:

- Ministry of Works, Transport & Infrastructure (Chair and Secretariat)
- Ministry of Communications and Information Technology (MCIT)
- Land Transport Authority
- Samoa Shipping Corporation
- Samoa Ports Authority
- Samoa Airport Authority
- Office of the Regulator
- Bluesky
- Digicel
- Ministry of Education, Sports & Culture
- National Health Services
- Electric Power Corporation
- Samoa Water Authority (SWA)
- Samoa Tourism Association (STA)

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- Samoa Bureau of Statistics (SBS)

The relevant PHT clusters to work under this sub-committee are Logistics, WASH, Health & Nutrition, Education in Emergencies and Early Recovery.

### 7.2.1.4 Livelihoods

#### 7.2.1.4.1 Functions, roles & responsibilities

This sub-committee is being established to assess and coordinate response to the immediate restoration of sources of livelihoods such as agriculture, fishing, etc. and consider options to ensure that the sources of livelihoods for the affected community are considered and those alternative sources for immediate availability. A gender analysis will inform livelihoods response to ensure that the key forms of men's and of women's livelihoods are equitably addressed.

#### 7.2.1.4.2 Membership

The members of this sub-committee include:

- Ministry of Commerce, Industry & Labour (Chair and Secretariat)
- Ministry of Agriculture & Fisheries (Vice Chair)
- Ministry of Natural Resources and Environment
- Ministry of Finance
- Samoa Tourism Authority
- Samoa Hotel Association
- Chamber of Commerce
- SUNGO
- Samoa Bankers Association

The relevant PHT cluster to work under this sub-committee is the Early Recovery cluster.

## 7.3 Response Functions

During a disaster there are a lot of different functions to be undertaken. These are achieved by a wide range of agencies which each have a mandate, legal responsibility, agreement or simply the resources to undertake the function.

The agency that makes sure a particular function is achieved is the lead agency for that function. They are responsible for arranging all the support agencies they need to do the job. During a national scale response, lead agencies report to DAC located in the NEOC.

Support agencies carry out tasks to help a lead agency do a specific function during a disaster. Support agencies report to the lead agency.

The functions to be undertaken in disaster situations are described in Table 6, along with the lead and support agencies responsible for undertaking the functions.

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*Table 6: Functions required during disaster response and recovery*

Ref	Response Functions	Lead Agency	Role	Support Agencies	Role
	<b>Health &amp; Medical</b>				
1	First aid	Samoa Red Cross Society	Provide first aid training and first aid services to injured people	MPP, FESA/VERTS, MoH Village Disaster Management Teams	Provide first aid services
2	Transport and movement of casualties	National Health Services	Co-ordinate ambulance services	SRC, FESA, MoH, WHO	Provide ambulance and transport services if available.
3	Medical treatment	National Health Services	Ensure hospital and health services are running	Hospitals/ Medical Centres WHO, MoH	Provide Hospital and health services
4	Public Health	Ministry of Health	Coordinate health sector response Co-ordinate public health response. Control spread of communicable diseases Provide public health advice	SRC Hospitals/ Medical Centres WHO	Assist community based public health activities Provide resources and facilities as requested
5	Management of deceased victims	Ministry of Police & Prisons	Manage the identification, handling, and transportation of deceased victims including personal effects reconciliation, and notifying next of kin.	NHS, Coroner, Funeral Directors, SRC	Provider personnel, facilities and equipment as requested
6	Mortuary services	Coroner	Provide mortuary services		
7	Counselling & support	National Health Services	Provide psychological support services to those affected by the emergency	MoH, MWCSO, SRC, SUNGO, Caritas, WHO, Aid Agencies	Assist with counselling and support as requested.

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Ref	Response Functions	Lead Agency	Role	Support Agencies	Role
	<b>Search and Rescue</b>				
8	Land search	Ministry of Police, Prisons	Co-ordinate search activities for people missing on land	MWTI (roads). LTA	Co-ordinate road access if required
9	Land rescue (e.g. structural collapse, accidents)	Fire & Emergency Services Authority	Co-ordinate rescue of people Provide resources for rescue	Samoa Airport Authority  MWTI (buildings)  MWTI (roads)  Ministry of Police & Prison	Provide personnel and equipment for rescue (as per Airport emergency plans) Provide building plans and structural advice Provide personnel and equipment; access to contractors Cordon off area at risk and ensure safety & security
10	Maritime search and rescue (e.g. vessels, aircraft in the sea)	Ministry of Works Transport & Infrastructure – Maritime  Samoa Ports Authority	Provide “On Scene Commander” Co-ordinate maritime rescue activities  Provide, manage and maintain adequate and efficient port services facilities and security in port	Ministry of Police & Prisons Fire Services Overseas navy personnel Samoa Airport Authority	Provide personnel and resources (e.g. vessels, communications etc) for rescue
	<b>Evacuation</b>				
11	Evacuation of people	MNRE  Ministry of Police & Prisons and Fire &	Determine if evacuation is required  Evacuate areas required for public safety	Digicel, Bluesky Foreign Government Reps	Activation of SMS to signal warning  Assist with evacuation from Samoa of foreign nationals



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Ref	Response Functions	Lead Agency	Role	Support Agencies	Role
		Emergency Services Village Disaster Management Teams	Evacuate at risk areas within villages	MWCSD, SQB, Media  SAA, SPA	Utilise communications networks to assist with evacuations  Utilise siren system to signal evacuation
	<b>Community welfare</b>				
12	Registration of evacuees	Welfare & IDP DAC Sub-Committee	Coordinate the identification and recording of information about people affected by the emergency	Hospitals, Caritas/CCJD Aid agencies Churches Village Disaster Management Teams	Provide personnel and information to assist with identification and recording of information about people affected by the emergency as requested
13	Temporary shelter	Welfare & IDP DAC Sub-Committee	Coordinate the establishment and management of shelters and evacuation sites for evacuees	Caritas/CCJD Aid agencies Churches Village Disaster Management Teams	Provide resources and facilities to support evacuees including establishment of shelters if possible
14	Disaster food	Welfare & IDP DAC Sub Committee	Coordinate the provision of emergency food supplies to affected people	Caritas/CCJD, Aid agencies Churches Village Disaster Management Teams	Provide support for food provision Distribute food in accordance with the National Food and Nutrition Policy (PK(96)76).
15	Disaster clothing	Welfare & IDP DAC Sub-Committee	Provide emergency clothing supplies to affected people	Caritas/CCJD Aid agencies Churches Village Disaster Management Teams	Provide support for clothing provision

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Ref	Response Functions	Lead Agency	Role	Support Agencies	Role
16	Animal Welfare	Animal Protection Society (SUNGO)	Provide facilities and supplies to ensure the wellbeing of animals affected by a disaster	MAF (Quarantine) Vets	Provide staff, facilities or services as available
17	Disaster Finances	Ministry for Finance	Co-ordinate the collection, allocation and provision of monetary aid to people affected by a disaster.	Aid Agencies Donors MFAT	Secure monetary aid
	<b>Logistics supply</b>				
18	Incoming resources	NEOC - Logistics & Support Unit	Co-ordinate and prioritise resources (human and physical) needed to respond to emergency event. Co-ordinate procurement, payment, access, staging, distribution and return of resources if necessary	Welfare & IDP Sub-Committee, Aid Agencies	Provide personnel and facilities to assist with delivery of resources to response agencies to manage the emergency and the affected villages.
				Foreign Government Representatives	Access resources from home countries available for emergency response
				SQUIP	Facilitate border control services
				SPA, SAA	Provide facilities for incoming resources
	<b>Information management</b>				
19	Public information	NEOC - Public Information and Community Alerting Unit	Provide information to the public regarding the emergency and the actions they should take. Disseminate warnings as provided by alerting and monitoring agencies  Appoint spokespeople for the emergency event. Co-ordinate the provision of information to media agencies (local and international)	All Media agencies	Disseminate information to the public using communications equipment and personnel
				All response agencies	Communicate with users of own service as to how the emergency will affect their ability to use the service

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Ref	Response Functions	Lead Agency	Role	Support Agencies	Role
20	Enquiries about affected people	Ministry of Police & Prison	Coordinate collection and collation of information from all support agencies and provide collated information about missing people to next of kin and to DAC through NEOC	MFAT	Coordinate collection of information about foreign citizens
				Foreign Government Representatives	Collect and provide information to overseas countries about people affected by the disaster
				Samoa Tourism Authority Samoa Hotel Association Samoa Red Cross	Collect information from Hotels for provision to foreign government representatives through MFAT.  Provide information about affected people using Tracing programme.
				Ministry of the Prime Minister & Cabinet (Immigration)	Provide the list tourists and other foreign citizens that entered Samoa before the disaster take place
21	Communications between response agencies	NEOC – Operations Unit	Ensure physical communications systems are in place for agencies to communicate with each other. Establish communications protocols and reporting processes.	All response agencies	Report on progress with emergency functions to the Lead Agency
				Utilities & Social Services Sub-Committee, All media agencies, MCIT Office of the Regulator	Take all effort to restore communications systems. Make available emergency communications systems
	<b>Impact assessment</b>				

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Ref	Response Functions	Lead Agency	Role	Support Agencies	Role
22	Reconnaissance and needs assessment	First Response & Initial Assessment Sub-Committee Welfare & IDP Sub-Committee  Utilities and Social Services	Co-ordinate initial assessment of affected areas and disseminate information to response agencies through the NEOC Operations Unit  Coordinate assessment of immediate needs of affected villages at the shelters/evacuation sites and other areas of affected villages  Coordinate compilation of assessment findings to determine needs and report them to NEOC Operations Unit	Response agencies	Provide information on how utility operators have been affected by the emergency.
				Utility operators	
				Village Disaster Management Teams	Assess damage to village and report to MWCS D.
				MWCS D	Collect disaster impact information from villages and report to the DAC
				MESC	Collect disaster impact information from schools and report to the DAC.
				NHS	Collect disaster impact information from all hospitals including district and health centres
23	Building Safety Evaluations	Ministry of Works Transport and Infrastructure – Buildings	Assess damages to structures to determine if they can be fixed or not and to determine whether they are safe for re-occupation	Aid agencies	Provide overseas teams for impact assessment if required and requested.
				Consulting Engineers	Carry out engineering assessments of damaged structures.
24	Building health assessment	Ministry of Health	Assess damages to structures to ensure they will not cause health problems if they are re-occupied	WHO, Aid Agencies	Support public health assessments as required.
25	Utility Services impacts	Utility operators	Determine damage to utility services and take action to restore services as soon as possible		
26	Access impacts - roads	Land Transport Authority	Determine damage to road networks and restore roads and transportation networks as soon as possible	MPP	Manage disruption to traffic flows caused by access disruptions
				MWTI	Provide resources to support road networks assessment and restoration

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Ref	Response Functions	Lead Agency	Role	Support Agencies	Role
27	Access restoration - air	Samoa Airport Authority	Determine damage to air transport networks and restore airport facilities and services as soon as possible		
28	Access restoration - Marine	Ministry of Works Transport and Infrastructure – Maritime	Determine damage to marine transportation networks and ensure facilities and services are restored as soon as possible to allow marine transport to resume	SPA SSC	Restore facilities and services as soon as possible Restore maritime transportation services as soon as possible
29	Environmental impact	Ministry of Natural Resources & Environment	Determine impacts to the environment including air, coastal and marine, land and water resources.	MWTI –Maritime SPA, FESA, BOC Gases, PPS, Aid Agencies	Respond to contain and clean up oil pollution Provide resources and support for marine assessments

#### **7.4 Proclamation of a state of emergency**

The Constitution provides for the proclamation of an emergency to be made by the Head of State acting in his discretion.

Proclamation of an emergency may remain in force for a period of up to thirty days. The proclamation has to be laid before the Legislative Assembly as soon as practicable.

The proclamation empowers the Head of State to make Emergency Orders, as appear to him to be necessary or expedient, to secure the public safety and essential supplies and services, and generally to safeguard the interests and maintain the welfare of the community/country.

The Prime Minister may provide advice to the Head of State of the merits, or otherwise, of a proclamation of a state of emergency.

During an emergency, all of the response activities initiated during a disaster continue to be undertaken.

#### **7.5 Declaration of disaster**

The Chairperson of the National Disaster Council may issue a Declaration of Disaster which activates the disaster response provisions of this National Disaster Management Plan in the event of any disaster.

A Declaration of Disaster is only to be made if it is not possible to make a Proclamation of Emergency in accordance with Part X of the Constitution due to the absence or unavailability of the Head of State, if the circumstances do not warrant the formal Proclamation of an Emergency due to the limited extent of their impacts or likely impacts; and if the matters that need to be implemented to address the threats can be implemented within a 48 hour period.

A Declaration of Disaster lasts for 48 hours unless a Proclamation of Emergency is made or the National Disaster Council extends the declaration for another 48 hours because the disaster has not ceased.

#### **7.6 Emergency Powers**

Any powers conferred on any response agency by their own legislation, mandates or government agreements remain in place during a disaster or proclaimed emergency.

All functions, responsibilities and powers provided for under the *Act*, and therefore also this Plan, are to be discharged and exercised subject to any exercise of the powers under Part X of the Constitution.

The powers conferred on any agency, organisation or person under the National Disaster Management Plan shall be exercisable for the period of the emergency unless they are

rescinded or altered by any Emergency Order made by the Head of State under Article 106 of the Constitution. During any declaration of disaster, the National Disaster Council may determine that only some of the powers conferred on any of the agencies, organisations or persons under the National Disaster Management Plan may be exercised as the situation requires.

Under the *Act* the Commissioner of Police may direct police officers to exercise specific powers including:

- Direct people at risk or putting others at risk
- Take steps to ensure compliance with directions
- Use reasonable force to remove a person to safety
- Take steps to protect property
- Require people to leave, or refrain from entering an area where there is a risk to human life or health
- Do anything authorised by this Plan

If any other powers are conferred on a particular agency, these are included in their response agency plan. Approval of that plan by the DAC enables those powers to come into force during any period of emergency.

## 7.7 National Emergency Operations Centre

The National Emergency Operations (NEOC) is the nominated central co-ordination centre for all national scale disasters which may occur.

Major functions performed within the NEOC during national disaster situations include:

- a) Hosting meetings of the DAC
- b) The gathering, collation and dissemination of information.
- c) Gathering information on activities being undertaken by Disaster Advisory Committee member organisations.
- d) The co-ordination of operational action including the deployment of personnel, tasking of organisations and individuals, and receipt and distribution of relief supplies.
- e) Issuing directions as directed by the National Disaster Council.
- f) Gathering information from affected districts and villages.
- g) Preparing situation reports for the National Disaster Council.
- h) The operation of disaster communications networks for management of the disaster.

The National Emergency Operation Center is located at the Faleata Fire Station and the contact details are as follows:

The decision to relocate the NEOC is made by the Chairperson of the DAC on advice of the DMO. Additional alternate facilities may be required if the disaster situation means both the primary and alternate NEOC location are unavailable.

### 7.7.1 Process for activation of the NEOC

Response to a disaster will be undertaken in three stages, as follows:

- Stage 1: Standby
- Stage 2: Action
- Stage 3: Stand-down

This escalation process will avoid over-response, and will serve as a guide for organisations with a role in disaster response as to when they should undertake response activities and implement their own agency response plans.

#### Stage 1: Standby

Standby comes into effect when it has been established that a hazard exists, or threatens to affect all or part of the country.



The DMO will notify all Disaster Advisory Committee member organizations of the hazard, and place them on standby so they are ready to begin operations or actions immediately if they are called upon.

The DMO will also inform the NDC that organisations have been placed on standby.

During this stage all organisations should check their personnel and facilities are ready for disaster response.

### **Stage 2: Action**

This stage comes into effect when the threat or impact is imminent or has already occurred (with no warning).

The National Emergency Operations Centre will operate and DAC members will undertake disaster response as per their agency response plans and DAC sub-committee plans and/or arrangements.

The NDC will be notified that the NEOC is operating, and reports will be provided to the NDC, on behalf of DAC agencies by the Chairperson of the DAC.

### **Stage 3: Stand-Down**

The NDC is responsible for determining when stand-down from a disaster response should occur. This decision is to be made after consultation with the DAC.

A staged stand-down may be necessary with organisations with limited involvement in the operations being stood down in the first instance.

Following stand-down of emergency response the NEOC will close.

Emergency operations then move into the recovery phase. Recovery actions will continue for a significant period of time after disaster response. Recovery activities are described in section 6.4.

## 7.7.2 NEOC Staffing, Functions, Roles and Responsibilities

The DMO is responsible for the smooth operations of the National Emergency Operations Centre.

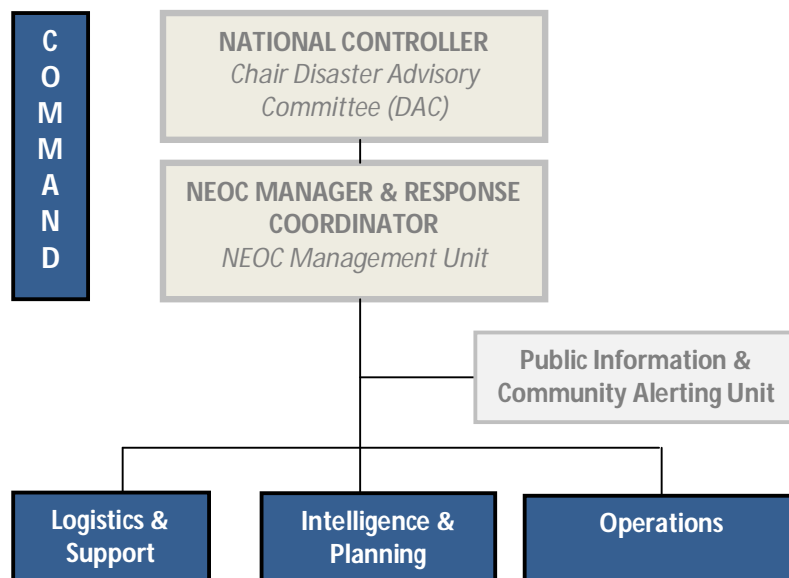
The NEOC is staffed by trained personnel from DMO and other MNRE divisions, along with personnel from the key response agencies involved in the disaster response. The DMO in consultation with these response agencies need to identify appropriate personnel from these agencies to be seconded to the NEOC and put in place arrangements to formalise seconding of these personnel before a disaster occurs. These key response agency personnel may differ depending on the type of event being experienced

All personnel identified as the NEOC staff must complete trainings in NEOC information management and reporting system, the Emergency Operation Centre course (EOC) and the Coordinated Incident Management System (CIMS).

### 7.7.2.1 National Emergency Management Unit

The operationalisation of the NEOC is based on the CIMS methodology. This methodology is widely used by NDMOs and emergency services around the World including New Zealand and Australia to coordinate response and to ensure that support is provided to the response agency to enable them to fulfil their roles and responsibilities during a disaster or emergency.

### 7.7.2.2 Coordinated Incident Management System (CIMS)



#### 7.7.2.2.1 Command

The command function of the NEOC rests with the National Controller. This function includes the establishment of objectives and priorities of response and has overall responsibility of the incident or event. The NEOC manager and response coordinator will support the execution of the command function by the National Controller including the overall supervision of the units of the NEOC and its smooth functioning.

#### 7.7.2.2.2 Public Information and Community Alerting Unit

The Public Information and Community Alerting Unit is responsible for the compilation of all situation reports, media releases and other public information. The same unit is also responsible for dissemination of further alerts if further threats exist during any disaster or emergency. The Operations Unit and the Intel and Planning Unit will provide all relevant information to enable compilation of these reports and information as well as alerts by this unit.

#### 7.7.2.2.3 Operations

Operations Unit will be responsible for coordination of all operations on the field including tasking of response agencies. All response agencies who will be on the field or the affected area and the DAC response sub-committees will report to the NEOC through the operations management unit using the NEOC information management and reporting system.

#### 7.7.2.2.4 Intelligence and Planning

Intelligence and Planning Unit will be responsible for hazard monitoring and mapping. The same unit is also responsible for gathering, analysing and disseminating information from rapid and sectoral assessments undertaken by DAC members and DAC sub-committees and on issues that may affect response operations during any disaster. In turn, this unit will also assist the operations unit and DAC response sub-committee in providing maps and mapping damages or information provided through operations unit. The relevant PHT partner for this unit is UNOCHA.

#### 7.7.2.2.5 Logistics and Support

Logistics and Support Unit will provide logistics for the NEOC overall operations and DAC response sub-committee. It monitors costs related to incident, provides accounting, procurement, time recording and cost analyses. The relevant PHT partner for this unit is the Logistics cluster.

### **7.7.3 National Disaster Management Communications System**

The primary communications system used for disaster management in Samoa is the conventional communications systems consisting of:

- Telephone (fixed line and mobile telephone)
- Fax
- Email
- Personal Delivery/Representation at meetings
- Satellite phones

These communications systems are used to communicate with key disaster management agencies during a disaster response.

An alternate communications system is also necessary for communication between key disaster management agencies in times when conventional communications systems (such as phone, fax and email) are not operational.

An alternate communications system allows key agencies to continue operations from their own locations, while still communicating with the NEOC.

The alternate communications system for emergency management agencies in Samoa consists of UHF and VHF radio links to the main offices and vehicles of the organisations listed in Table 8 below and the NEOC:

*Table 8: Location and call sign of stations on the National Disaster Management Communications Network.*

Location	Radio Call Sign
National Emergency Operations Centre	NEOC
Disaster Management Office (Mulinuu)	DMO (vehicles and portable units)
Emergency Communication Unit	ECU
Fire & Emergency Services	Fire Base
Ministry of Police & Prison Services	TBA
Ministry of Works, Transport and Infrastructure (Maritime Division)	MWTI
National Health Services	TBA
Samoa Red Cross Society	TBA
Electric Power Corporation	EPC
Samoa Ports Authority	SPA
UNDP Office	UNDSS

The DMO is responsible for ensuring alternate communications systems are available and operational at all times. The DAC Sub-Committee responsible for emergency telecommunication will support the DMO in the establishment of alternative emergency communication systems and in making arrangements for the deployment of emergency telecommunication support during a disaster or emergency.

Satellite phones are held by many DAC agencies. Where necessary the DMO may request the use of a satellite phone to supplement these systems, or if these systems have failed.

## 7.8 Public information and community alerting

Technical warnings are only one of the pieces of information that the public need to know during a disaster. The public also need to be advised on how to respond, and on the response activities that are being undertaken to assist them. Public information systems should therefore complement the technical warning system in place (refer to section 6.3).

The NEOC's Public Information and Community Alerting Unit is responsible for ensuring public information about the event is disseminated to media outlets and the community, in addition to technical warnings distributed by official sources. This may be achieved by the DMO preparing messages, or by co-ordinating the release of information from lead agencies involved in the disaster response.

Public messages will provide information such as:

- Advice on what to do to prepare for, or respond to, the emergency

- Instructions for specific members of the public to follow (e.g. if evacuations required from a particular area)
- Updates on areas affected by the emergency Updates on what response activities are being undertaken to assist affected areas
- Where to go to give or receive assistance
- What is predicted to happen (e.g. is the situation getting better or worse, and what are the major issues likely to arise next)Who to contact as the official source of technical warning information

Public information messages should be distributed at regular intervals, independent of the timing of the release of technical warning messages. The same messages will be made available on the NEOC information management and reporting system.

### 7.8.1 Official event spokesperson

An official spokesperson is to be appointed for each event.

It is recommended that this be the **Chairperson of the DAC and National Controller** unless alternate arrangements are made at the time of the emergency.

The role of the official spokesperson is to provide information about the overall response to the event and the combined efforts of all response agencies to the media and community.

In addition, technical experts from the lead agency may also provide detailed information about particular aspects of the hazard being experienced, e.g. Ministry of Health during a public health emergency.

### 7.8.2 Methods of public information dissemination

National radio and television are important communication links with the community, in particular those on outer islands or remote areas.

Every effort will be made to utilise **all** available television and radio links during a disaster.

However, in order to ensure essential messages reach the largest possible audiences, those networks with the largest coverage and audiences will be given preference over smaller providers, and the public may be advised to listen to a particular media outlet for updated information.

Methods of communications that will be given highest priority are shown in bold in Table 9 below:

*Table 9: Media outlets to be provided with information during a disaster (if possible)*

Media	Outlet name
<b>Radio</b>	<b>Radio 2AP 540AM, SQB 89.1FM, 98.1FM, 88.5FM, 101.1FM, 86.1FM</b>
<b>Television</b>	<b>SQB TV 1, TV3, Start TV</b>
<b>Print</b>	<b>Samoa Observer, Savali, Newline, Le Weekender</b>

If it is necessary, and telephone contact is available, direct contact may be made with a village representative if specific actions are required of that village. This role is undertaken through the networks of the Ministry of Women, Community & Social Development.

Each district and village is also responsible for disseminating public information to their communities through any of their own networks that are available.

In addition, the same information will be made available through the NEOC social network official addresses. These social networks include the NEOC facebook and twitter which is maintained by the Public Information and Community Alerting Unit of the NEOC.

### **7.8.3 Media Responsibilities**

Media organisations should give priority to broadcasting public information from official sources.

In order to ensure consistent, accurate and relevant information is being broadcast, the NEOC will monitor media channels and provide regular updates to media organisations.

## 7.9 Impact Assessment

Impact assessment is required to ascertain the level and type of impact a disaster has had on communities, and the relief and recovery needs of those communities.

Impact assessment will be overseen by the DAC, with the Ministry of Women, Community and Social Development providing the lead role in liaising with Sui ole Nuu and Sui Tamaitai ole Nuu. Response agencies are required to carry out impact assessment for the networks they are responsible for.

The First Response & Initial Assessment sub-committee is responsible (as per 7.2.1.1) for the coordination of the initial situation overview and/or initial rapid assessment. The Utilities and Social Service Infrastructure sub-committee is responsible (as per 7.2.1.3.) for the coordination of sector and/or in-depth assessments. The Intel & Planning Unit is to provide support in the NEOC to these sub-committees.

The following types of impact assessment may be undertaken:

### 1. Aerial Surveillance:

The aim of aerial surveillance is to identify the extent of damage and those areas worst affected by the emergency. The information gathered will be used to identify the need for a state of emergency to be declared, and also to allocate priorities for emergency response action to specific areas or islands.

Any aerial surveillance activities are to be co-ordinated through the DAC so that the information gathered can be disseminated to all relevant response agencies.

All information collected during aerial surveillance should be provided to the DAC agencies. This includes surveillance information obtained by the Samoa Red Cross under their government agreed mandate.

### 2. Initial Assessment:

Initial assessment is undertaken immediately following a hazard impact or disaster situation to determine the immediate relief requirements.

This assessment involves gathering information from Sui ole Nuu and Sui Tamaitai ole Nuu, Government, NGO and Red Cross officials located in affected villages.

Key information which should be gathered during this stage includes:

- Loss of life and injuries.
- Brief summary of damage and needs.
- Shelter requirements.
- Water and electricity situation, and the problems which may be associated with the loss of one or both.
- Immediate medical or health problems.

A standard format will be provided to carry out initial assessments.

The Ministry of Women, Community & Social Development are responsible for collecting and collating information from Sui ole Nuu and Sui Tamaitai ole Nuu.

**3. Detailed Assessment:**

Detailed impact assessments should be implemented within two to four weeks of the hazard impact or disaster situation.

Detailed assessments aim to provide the Government with a more detailed damage and needs assessment in respect to infrastructure, agriculture, education, health and other long term issues which may have an adverse impact on social and economic environments.

Detailed assessments will be required when recovery programmes are being established to address the damage and needs that are still outstanding. They may be carried out by Disaster Assessment Teams comprising DAC agencies, or by the agency responsible for the aspect of assessment being considered (e.g. health or agriculture impacts).

The detailed assessments will form the basis of any longer term recovery programmes that will require ongoing funding.



## 8 Recovery Arrangements

### 8.1 General provisions

The DAC is responsible for establishing appropriate structures to monitor and co-ordinate disaster recovery. They will continue to report to the NDC as required for strategic direction, and implement any directions of the NDC.

The fundamental objective of recovery is that risks must be reduced in the recovery process to avoid repeating the disaster. Recovery may extend over a long period (sometimes years).

Recovery involves:

- Rehabilitation of essential services
- Physical reconstruction and restoration (short and long term), including personal and community infrastructure
- Social recovery (e.g. physical or psychological services, welfare provision such as food or housing)
- Economic recovery and financial provision for recovery activities
- Environmental recovery

The specific recovery activities to be undertaken will be determined by the DAC based on post-disaster assessments carried out during and after the emergency response. The required activities will be recommended to the NDC for approval.

A list of exemplary recovery interventions includes:

- Assist people's self-help efforts
- Assist the population to repair/rehabilitate their dwellings and community facilities
- Re-establish essential services
- Revive key economic and social activities
- Seed distribution
- Temporary shelter and other temporary infrastructure (e.g. bridges).
- Permanent reconstruction of housing and infrastructure
- Full restoration of all services
- Integrate into long-term development planning
- Incorporate disaster mitigation measures and vulnerability reduction measures to reduce future disaster risks and damage/losses

The role of the NDC is to approve and support the recovery programme being implemented by the DAC agencies. This may be achieved through existing government channels including the Aid Co-ordination Committee or by the establishment of special committees or sections within government if the situation is complex.

The role of the DMO during recovery is to provide advice and support to the DAC and the recovery sub-committees established under this plan or any other sub-committees established by the NDC.

In addition, the DMO in collaboration with the Ministry of Finance and the DAC sub-committees will monitor continuity of the recovery and make recommendations on

building risk reduction activities into recovery activities to mitigate the effects of future disasters.

### **8.1.1 Recovery Sub-Committee**

The following are sub-committees of DAC to facilitate effective and efficient recovery.

- Recovery Preparedness and Planning
- Early Recovery and Recovery Needs Assessment
- Housing and Settlement
- Utilities and Social Services
- Livelihoods

Except for the Recovery Preparedness and Planning Sub-Committee, all the other recovery sub-committees will be activated any time during response and or once the recovery period begins as set out under Section 8.2 of this plan.

#### **8.1.1.1 Recovery Preparedness and Planning**

##### 8.1.1.1.1 Functions, roles & responsibilities

Recovery preparedness and planning lays the necessary foundations for the successful implementation of the recovery process. This will help avoid ad hoc arrangements at a time when stakeholders are preoccupied in meeting the immediate and longer-term recovery needs of the population. The key recovery preparedness steps include:

- Agreement on template for recovery strategies and plans to guide recovery process.
- Strengthening of policy framework to support recovery measures across affected sectors (e.g. standards for housing reconstruction and similar).
- Carry out table top and simulation exercises to predict potential recovery needs.
- Preparation of generic framework to monitor and evaluate the recovery process.

##### 8.1.1.1.2 Membership

The members of this sub-committee include:

- Ministry of Finance (Chair)
- Ministry of Natural Resources and Environment (Vice-Chair)
- Ministry of Women, Community and Social Development
- Ministry of Works, Transport & Infrastructure
- Electric Power Corporation
- Samoa Water Authority
- Land Transport Authority
- Samoa Red Cross Society
- SUNGO
- Chamber of Commerce
- DMO (Secretariat and Technical Advisor)

#### **8.1.1.2 Early Recovery/ Recovery Needs Assessment**

##### 8.1.1.2.1 Functions, roles & responsibilities

The purpose of early recovery and recovery needs assessment is to provide information for developing a strategic plan to guide the recovery process, as well as a portfolio of integrated projects to be implemented. The needs assessment will also highlight any policy gaps that need to be addressed to ensure a successful implementation of any recovery framework, Early recovery needs assessments are followed by more detailed

assessment that identify the medium to long-term reconstruction needs. Socio-economic impact assessments will be conducted to evaluate the overall cost (damage and loss) of a disaster, as well as the financial requirements for the reconstruction process,

#### 8.1.1.2.2 Membership

The members of this sub-committee include:

- Ministry of Finance (Chair)
- Ministry of Natural Resources & Environment (Vice-Chair)
- Ministry of Police & Prison
- Ministry of Women, Community & Social Development
- Ministry of Education, Sports and Culture
- Samoa Red Cross Society
- National Health Services
- Ministry of Health
- Samoa Water Authority
- Electric Power Corporation
- Samoa Tourism Authority
- Land Transport Authority
- Ministry of Agriculture and Fisheries
- Ministry of Communication and Information Technology
- Ministry of Commerce, Industry and Labor
- Ministry of Works, Transport & Infrastructure
- DMO (Secretariat and Technical Advisor)

The relevant PHT Cluster under this sub-committee is the early recovery and protection cluster.

### **8.1.1.3 Housing Reconstruction and Settlement**

#### 8.1.1.3.1 Functions, roles & responsibilities

This sub-committee is responsible for assessing shelter damage, capacity and needs which involves:

- identifying alternative and affordable building technologies for repair and reconstruction that will improve building and planning standards and provide access to affordable and environmentally sustainable building materials;
- Identifying networks of implementing partners; and assess capacities of local building material producers and markets;
- Identifying national building regulations in recovery shelter, and review building codes and enforcement; support the development of housing policy that integrates risk reduction and takes into account gender, vulnerability and non discrimination issues;
- Undertaking demonstrative projects that show risk resilient construction types; train local artisans in hurricane, earthquake and flood resistant building techniques; and
- Promotion and building capacity of communities for building shelter and provide community-based shelter support to people with special needs.

#### 8.1.1.3.2 Membership

The members of the sub-committee include:

- Ministry of Works, Transport and Infrastructure (Chair and Secretariat)
- Ministry of Women, Community & Social Development (Vice Chair)
- Ministry of Health
- Samoa Red Cross Society

- SUNGO
- Ministry of Natural Resources & Environment
- Land Transport Authority
- Samoa Water Authority
- Electric Power Corporation

For the PHT Cluster System, the following clusters will be working in collaboration with this DAC Sub-committee through the provision of resources including surge capacity in needed. These Clusters include Protection, Health & Nutrition, Welfare & Camp Management, and WASH.

#### **8.1.1.4 Utilities and social services**

##### **8.1.1.4.1 Functions, roles and responsibilities**

This sub-committee is responsible for assessing the availability and sustainability of access to utilities and social services which involves:

- Ensuring basic rehabilitation and reconstruction of primary social services, such as health care facilities, schools, community centres, water and sanitation networks, considering both hard and software so as to promote the sustainability of the services;
- Building the capacity of people and communities to access services such as health care and education, and to contribute to maintaining these services. This includes reducing cost of service and increasing availability;
- Introducing social and community-based safety nets for vulnerable people and those with special needs including psychosocial and post-trauma counselling;
- Promoting basic education as a means to contribute to psycho-social responses and peace-building;
- Ensuring mechanisms for community based schools to be registered into the national system and promote teacher training;
- Ensuring recognition of certificates received during displacement, and reintegration into national systems upon return or local integration.
- Providing access to potable water while promoting sustainable and community-based water systems and maintenance.
- Conducting food and nutrition surveys, and stabilize nutrition ensuring food security and promote food safety at household and community levels.
- Providing access to comprehensive, integrated reproductive health services, including contraceptives, for all persons of reproductive age.
- Raising awareness and build capacities of communities and authorities in the prevention of gender-based violence, particularly sexual violence, and the provision of appropriate support to victims.

##### **8.1.1.4.2 Membership**

The members of this sub-committee include:

- Ministry of Works, Transport & Infrastructure (Chair and Secretariat)
- Ministry of Health (Vice Chair)
- Ministry of Natural Resources and Environment
- Ministry of Police & Prison
- Land Transport Authority
- Samoa Shipping Corporation
- Samoa Ports Authority

- Samoa Airport Authority
- Office of the Regulator
- Ministry of Communication and Information Technology
- Bluesky
- Digicel
- Samoa Quality Broadcasting
- Ministry of Education, Sports & Culture
- National Health Services
- Ministry of Women, Community and Social Development
- SUNGO

One of the relevant PHT cluster to work under this sub-committee is WASH and Protection.

### **8.1.1.5 Livelihoods**

#### **8.1.1.5.1 Functions, roles & responsibilities**

Stabilization of livelihoods aims to provide short-term or temporary jobs that provide quick access to income that may have been lost in the wake of the disaster. Special emphasis is placed on high risk groups such as the poor, youth, single-headed households, vulnerable women, and the elderly. The private sector has a role to play in economic revival and short-term employment creation and together with civil society organizations they will be important partners in this work. Undertaking impact, needs and capacity assessments focused on local economic resources and livelihood opportunities including labour market surveys and analysis may be required. Other livelihood recover interventions may include:

- Identifying detrimental coping mechanisms such as child labour or survival sex, and develop appropriate preventive and responsive measures in collaboration with communities, authorities and other relevant actors
- Promoting transfer of skills, using returnee skills learned during and before displacement
- Promoting micro and small enterprise recovery through short-cycle business-management training, cash grants, access to microfinance schemes
- Restoring and reinstating remittance facilities
- Providing and repairing fishing boats and fishing equipment
- Restoring damaged crops and distribute seeds, seed vouchers, fertilizers, hand tools, provide credit to traders, and promote improved land management techniques, to prevent soil erosion and exhaustion as well as promoting diversification of food crops to improve nutrition, and cash crops to increase biodiversity and incomes
- Repairing of flood control and irrigation schemes
- Protecting and rehabilitating productive assets (fodder production, animal health, management of natural resources)
- Providing support to horticulture, home or school gardens, or re-establishment of orchards
- Assessing the use of natural resources as coping mechanisms in post-crisis situations to supplement normal forms of income, and recommend measures for sustainable management of resources, for reduced reliance on natural resources for income and for rehabilitating impacted areas

#### 8.1.1.5.2 Membership

The members of this sub-committee include:

- Ministry of Commerce, Industry & Labour (Chair and Secretariat)
- Ministry of Agriculture & Fisheries (Vice Chair)
- Samoa Tourism Authority
- Samoa Hotel Association
- Chamber of Commerce
- SUNGO
- Samoa Bankers Association
- Ministry of Natural Resources and Environment
- Ministry of Women, Community and Social Development

The relevant PHT responsible to work under this sub-committee is the Early Recovery Network.

## **8.2 Transition from Response to Recovery**

Recovery begins during the response phase (early recovery) and continues beyond the lifting of the proclamation of emergency and completion of the operational disaster response role of the NDC, DAC and NEOC.

Preparation for recovery activities should begin before disaster strikes by laying the foundations for institutional, policy and implementation mechanisms that will ensure the smooth assessment, planning, implementation and evaluation of the recovery plan.

The National Emergency Operations Centre will be stood down, but the facilities may continue to be used for recovery management personnel if required.

## **8.3 Debrief and Reporting**

Following each national scale disaster it is essential that information is collected to learn from the situation and to enhance future disaster responses.

### **8.3.1 Debriefs**

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

1. Intra-agency (within each agency) debriefing  
Each agency should review their own operational procedures and response plans, and to allow staff to submit their views on the operation.
2. Inter-agency debriefing  
All agencies that actively participated in the operation should be called together to identify lessons learned and enhancements required for future disaster responses.

The aim of the debrief sessions is to accurately record and understand what activities occurred during the emergency response, to record which activities worked well, and which would need to be enhanced for future operations.

### **8.3.2 Implementation of debrief recommendations**

The DMO in consultation with the DAC is to review the findings of the debriefings and consider amendments or action to improve the disaster management arrangements. Such action may relate to:

- Amendments to legislation, policies, plans and procedures, including the NDMP.
- Restructuring of the disaster organization.
- Amending organizational roles and responsibilities.
- Identifying and conducting training activities.
- Arranging and promoting public awareness and education within communities.
- Warning, including origin(s), transmission and receipt, processing, dissemination, action taken (by Government and community).
- Functioning of the NEOC.
- Emergency feeding, shelter and welfare arrangements.
- International assistance arrangements.
- Functioning of control and co-ordination.
- Assessment of public education, information and awareness.

Recommendations of the DAC are to be forwarded to the NDC/Cabinet for consideration and direction.

## **9 International assistance for response or recovery**

International assistance arrangements relevant to this Plan will normally fall into one or other of the following categories:

- a) Direct participation in response operations. For example, use of specialist aircraft, personnel (e.g. United Nations Disaster Assessment and Co-ordination (UNDAC) teams), or technical assistance.
- b) Provision of urgent relief supplies: For example, provision of emergency food and medical supplies; provision of tents for temporary shelter.

Longer term assistance programmes, though they may be related to immediate response operations in some ways, are managed by the Aid Co-ordination Committee.

### **9.1 Process to request international assistance**

Requests for international assistance can only be submitted to aid agencies and donors on the direction of the National Disaster Council and when it has become clear that the situation at hand is beyond the capabilities of the existing national resources.

The DAC is to collate the requests of DAC agencies for presentation to the NDC, and to advise the NDC on the need for international assistance and the availability of that assistance if it has been offered.

After a formal request for assistance has been approved by NDC, the Aid Co-ordination Committee through the Ministry of Foreign Affairs and Trade will be responsible for liaising directly with international aid agencies and donors to solicit and garner requested assistance. All response agencies must determine the type and quantity of goods and services required before submission of request for international assistance.

When aid has arrived, the Aid Co-ordination Committee will be accountable to the aid agencies/donors for ensuring that all relief assistance is distributed in accordance with the guidelines governing the provision of such assistance, and for the preparation of a report on expenditure/distribution of assistance provided by each donor.

The actual distribution of aid to communities for functions such as shelter, food and clothing is to be co-ordinated by the DAC, in accordance with the findings of the detailed needs assessments that were carried out.



## **9.2 Arrival of international aid**

The Aid Co-ordination committee through the Ministry of Foreign Affairs and Trade is responsible for providing information on donors' assistance to boarder control agencies including Samoa Airport Authority, Samoa Ports Authority, Ministry of Revenue (Customs) and the Ministry of Agriculture & Fisheries to facilitate the necessary arrangements for clearance of all donors assistance being provided for disaster relief purposes. This information is to include details on the type, quantity, source and means of transportation, arrival point, and estimated time of arrival of such assistance

Goods purchased locally with disaster relief funding are to be exempt of duty but subject to the decision by the NDC in consultation with DAC.

## **10 Government Financial Support for response or recovery**

### **10.1 Expenditure Management**

There is no designated disaster fund available to cover expenditure during times of disaster or emergency. Each agency is therefore expected to cover the costs of their own disaster response activities. However, the NDC may allocate funds for disaster purposes from other areas of operational spending on the advice of the Minister of Finance.

If such a fund is established, allocation of the fund is at the sole discretion of the NDC. In order to be considered for emergency funding all expenditure committed for disaster response must have been approved by the agency CEO, or if directed by the NEOC then have been approved by the Chairperson of the DAC. Accounts that have not received prior approval for expenditure will be returned to the agency that has incurred the costs.

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

### **10.2 Principles for Government Support**

The NDC may determine any policies and principles necessary in order to allocate emergency funding or supplies to response agencies, or the community. This is relevant for both government funding and international aid.

The DAC or individual DAC agencies may provide advice in development of these policies and principles.

The following principles for allocation of funding for food, shelter and transportation support should be considered.

#### **10.2.1 Food relief**

Consideration should be given to making food relief a priority to a particular area if:

- Recommended by the Ministry of Women, Community and Social Development or the Ministry of Agriculture and Fisheries; or
- Severe damage has occurred to greater than 60% of all crops and gardens; or
- The community does not have access to alternative supplies or markets; or
- The community does not have the financial capacity to assist itself.

All food relief is to be distributed in accordance with the National Food and Nutrition Policy (PK(96)76).

### **10.2.2 Shelter**

Consideration should be given to making the allocation of tarpaulins a priority for:

- Government buildings,
- hospitals,
- churches & major community buildings
- lifeline utility facilities
- private homes when no alternative facility is available (e.g. church or community building or family arrangement)

### **10.2.3 Transportation support**

Where communities have endeavoured to obtain their own assistance, the NDC may consider assistance to cover transport and other costs associated with the delivery of food supplies from external sources and/or markets.

## Appendix 1: Glossary of Abbreviations

Abbreviation	Full text
CEO	Chief Executive Officer
CIMs	Coordinated Incident Management System
CoC	Chamber of Commerce
DAC	Disaster Advisory Committee
EIA	Environmental Impact Assessment
EOC	Emergency Operation Center
EPC	Electric Power Corporation
FESA	Fire and Emergency Services Authority
LTA	Land Transport Authority
MAF	Ministry of Agriculture and Fisheries
MESC	Ministry of Education, Sports & Culture
MFAT	Ministry of Foreign Affairs and Trade
MJCA	Ministry of Justice and Courts Administration
MNRE	Ministry of Natural Resources and Environment
MoH	Ministry of Health
MPMC	Ministry of the Prime Minister and Cabinet
MPP	Ministry of Police and Prisons
MWCSD	Ministry of Women, Community and Social Development
MWTI	Ministry of Works, Transport and Infrastructure
NDC	National Disaster Council
DMO	Disaster Management Office (part of MNREM)
NDMP	National Disaster Management Plan
NEOC	National Emergency Operations Centre
NGO	Non-Governmental Organisation
NHS	National Health Services
OoTR	Office of The Regulator
PHT	Pacific Humanitarian Team
PSC	Public Service Commission
PUMA	Planning and Urban Management Agency
SAA	Samoa Airport Authority
SOPAC	South Pacific Applied Geo-science Commission
SPA	Samoa Ports Authority
SRC	Samoa Red Cross Society
SSC	Samoa Shipping Corporation
SUNGO	Samoa Umbrella of Non Government Organisations
SWA	Samoa Water Authority
UNDAC	United Nations Disaster Assessment and Co-ordination
UNDP	United Nations Development Programme
WASH	Water and Sanitation and Hygiene
WHO	World Health Organisation

## Appendix 2: Committee Membership lists

### National Disaster Council Members

Organisation	Representative
Ministry of Prime Minister & Cabinet	Prime Minister, Chairperson
Ministry of Natural Resources and Environment	Minister, Deputy Chairperson
Deputy Prime Minister and Minister of Trade	Member
Minister of Police, Prison and Fire Service	Member
Minister of Finance	Member
Minister of Women, Community and Social Development	Member
Minister of Works, Transport & Infrastructure	Member
Minister of Health	Member
Minister of Education, Sports & Culture	Member
Minister of Agriculture & Fisheries	Member
Minister of Revenue	Member
Minister of Justice and Court Administration	Member

**Disaster Advisory Committee members**

<b>Core members (Response Agencies as listed in Act)</b>	<b>Representative</b>
Bluesky	CEO (or nominated representative)
BOC Gases	General Manager (or nominated representative)
Digicel (Samoa) Limited	General Manager (or nominated representative)
Electric Power Corporation	CEO (or nominated representative)
Land Transport Authority	CEO (or nominated representative)
Ministry of Agriculture & Fisheries	CEO (or nominated representative)
Ministry of Commerce, Industry and Labour	
Ministry of Communication & Information Technology	CEO (or nominated representative)
Ministry of Education, Sports & Culture	CEO (or nominated representative)
Ministry of Finance	CEO (or nominated representative)
Ministry of Foreign Affairs & Trade	CEO (or nominated representative)
Ministry of Justice and Courts Administration	
Ministry of Health	CEO (or nominated representative)
Ministry of Natural Resources and Environment	CEO (Chairperson of DAC) DMO
Ministry of Police & Prison	Police Commissioner (or nominated representative)
Ministry of Prime Minister & Cabinet	CEO (or nominated representative)
Ministry for Revenue	CEO (or nominated representative)
Ministry of Women, Community & Social Development	CEO (or nominated representative)
Ministry of Works, Transport & Infrastructure	CEO (or nominated representatives) comprising: Maritime Infrastructure Assets – Building Infrastructure Assets – Roads Civil Aviation
National Council of Churches	President (or nominated representative)
Origin Energy Samoa Limited	General Manager (or nominated representative)
Petroleum Products Supplies	General Manager (or nominated representative)
Samoa Airport Authority	General Manager (or nominated representative)
Samoa Fire & Emergency Services Authority	Commissioner (or nominated representative)
Samoa Quality Broadcasting	CEO (or nominated representative)
Samoa National Health Services	General Manager (or nominated representative)
Samoa Ports Authority	General Manager (or nominated representative)
Samoa Red Cross Society	Secretary General (or nominated representative)
Samoa Shipping Corporation	General Manager (or nominated representative)

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Samoa Water Authority	General Manager (or nominated representative)
<b>Associate Members</b>	<b>Representative</b>
Adventist Development and Relief Agency	Country Director (or nominated representative)
Australian High Commission	High Commissioner (or nominated representative)
CARITAS Oceania Samoa/ CCJD	Country Manager (or nominated representative)
Chamber of Commerce	CEO (or nominated representative)
Chinese Embassy	Ambassador (or nominated representative)
Head Office – European Union	Head of Office (or nominated representative)
Japan International Co-operation Agency	Resident Representative (or nominated representative)
LDS	Head of Office (or nominated representative)
New Zealand High Commission	High Commissioner (or nominated representative)
Office of the Attorney General	Attorney General (or nominated representative)
Office of the Audit Comptroller	Audit Comptroller (or nominated representative)
Office of the Regulator	Regulator (or nominated representative)
National University of Samoa	Vice Chancellor (or nominated representative)
Public Service Commission	CEO (or nominated representative)
Samoa Banker Association	President (or nominated representative)
Samoa Hotel Association	CEO (or nominated representative)
Samoa Umbrella for Non Government Organisations	CEO, (or nominated representative)
Secretariat for the Pacific Regional Environment Programme	Director (or nominated representative)
UN Agencies	UN Resident Coordinator (or nominated representatives from UN DMT)
United States of America Embassy	Officer d' Chargé (or nominated representative)
US Peace Corps Samoa	Country Manager (or nominated representative)
World Health Organisation	Resident Representative (or nominated representative)

## Appendix 3: Samoa Register of Hazards and Risks

Samoa is exposed to a number of hazards, some of which are seasonal, such as tropical cyclones, floods and droughts, whilst other present an ever present threat, such as earthquakes, volcanic eruption, tsunamis, epidemics, industrial hazards, and exotic plant diseases.

Whilst it may be appropriate to list all possible hazards, the emphasis of the disaster management arrangements contained within this Plan is those hazards that have the potential to create a significant emergency in Samoa, and would most likely require some degree of government coordination to manage.

A risk analysis process was undertaken whereby for each hazard, a Maximum Credible Event (MCE) has been identified. These are events which are credible in terms of the magnitude of the consequences and likelihood of occurrence. They are useful to help provide context and understanding of the sorts of events that must be managed, and are also useful for risk assessment purposes.

A qualitative risk assessment approach based on the Australian New Zealand Risk Management Standard 4360 (AS/NZS 4360:1999) has been used as the basis of a preliminary risk assessment.

Each MCE has been assigned a likelihood and consequence rating (refer Tables 2 and 3 for more detail). Together, the likelihood and consequence rating translate to a certain level of risk (Extreme, High, Medium or Low).

The Extreme and High level risks are those that should be the focus of emergency management programmes, including hazard information and monitoring, risk reduction initiatives public awareness and contingency planning.

The level of information upon which this assessment was based varied considerably from hazard to hazard.



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**Table 1: Hazards that have the potential to create a significant emergency situation in Samoa grouped by assessed level of risk.**

Hazard	Likelihood	Consequence	Level of Risk	Maximum Credible Event (MCE)
Cyclone <sup>3</sup>	A	4/5	E	Category 5 Tropical Cyclone with winds gusting to more than 100mph. Destructive storm surge and high surf increasing to 24 feet affects the western and northern coastal areas of Savaii and northern coastal area of Upolu. Very destructive storm surges of 15 to 20 feet will affects most of the northern coastal areas of Upolu and southwest coast areas of Savaii and Upolu. Subsistence crops destroyed, severe property damage and unprotected coastal infrastructure destroyed. Many injuries and some loss of life. Power and telecommunications disrupted for several days possibly weeks. Potential for further deaths due to disease. Estimated damage over US\$130 million.
Volcanic Eruption	C	4	E	Explosive eruption on the east-west or north rift zones on Savai'i within the next 50 – 100 years. It is more likely that areas on the northern half of Savai'i will be more vulnerable to the consequent effects. Damage will be greatest on adjacent flora and fauna, infrastructure and lifelines, tourism, subsistence agriculture and fisheries, and general property damage. The airport will be closed for prolonged periods (due to ash). No loss of life anticipated. Some villages may have to be permanently relocated.
Tsunami	C	4	E	A tsunami with a mean run-up of between 7 and 9 metres has a return period of between 50 and 100 years based on a probability analysis of historical records. Significant damage to unprotected coastal areas will occur. Subsistence crop loss and damage to coastal infrastructure. Fishing industry affected. Significant property damage. Loss of life would be expected for both tsunami generated some distance away (e.g. Chile-Peru region) despite warning of approximately 13 hours, and more significantly for tsunami generated in the region (e.g. Tonga-Kermadec trench) as warning periods will be much shorter.
Urban Fires	C	4	E	Large fire in Apia town area, particularly near the markets. The buildings are all attached/close together with no fire protection, or water supply. Fast moving fire would destroy properties quickly and would be difficult to get under control. Many potential fire sources are present in this area (cooking oils etc). Major economic impact with many injuries and potentially also loss of lives.
Public health crisis	C/D	5	E	Outbreak of <i>Avian Influenza</i> with 2 confirmed cases quickly spreading to affect half of the population, with possibly one third of the population (approx. 55,000) dead within 3 weeks (estimated life of virus). Significant economic impact (reduced workforce), and loss of tourism for a long period. Cost of treatment, funerals, life insurance and NPF payouts crippling for the economy. Destruction of all poultry will be required. Similar effects to 1918 flu epidemic.
Environmental crisis – invasive species	A	4	E	<i>Red Imported Fire Ants</i> are discovered. The ant has a painful bite and makes outdoor living difficult. This impacts on tourism and affects Samoa's outdoor lifestyle. Small animals are also affected and susceptible infrastructure is at risk. Eradication is difficult and very expensive, as they are usually found after becoming

<sup>3</sup> Includes stormsurge causing coastal inundation; high winds and rain induced landslips

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Hazard	Likelihood	Consequence	Level of Risk	Maximum Credible Event (MCE)
				established. An eradication campaign in Queensland (Australia) has cost AUS\$75M over 7 years.
Flood <sup>4</sup>	B/C	3	H	Prolonged heavy rainfall in and around Apia, affects roads, blocks drains, flash flooding in locations with the potential to cause a small number of deaths, crops affected. Most effects short lived.
Earthquake	C	3/4	H	A Richter magnitude 8.5+ earthquake with an epicentre some 200km southwest of Samoa. This event is likely to generate peak ground accelerations of 0.1 to 0.2g and correspond with a local felt intensity of Modified Mercalli (MM) VII to VIII. An event this size is likely to cause landsliding and damage to unreinforced buildings. A small localised tsunami may be generated (as it was for the 1917 event of similar size and epicentre). No major infrastructure damage or loss of life is anticipated. Crops not affected (cf. tsunami or cyclone).
Landslides	B	2	H	Landslides in Samoa are usually caused by heavy rainfall. Earthquakes can also trigger landslides. Landslide hazard zones have been mapped for the whole of Samoa. Instability of soil has also been mapped for the whole of Samoa. If landslides occur, it is highly likely that major damages to infrastructure such as roads, water pipes, electricity, and communication can occur. They are unlikely to cause fatalities as most unstable areas are away from human settlements. There is a lot of quarrying activities which may cause soil instability in the future.
Forest Fires	C	3	H	Large scrub fire threatening one or more villages. Unlikely to cause fatalities as it won't be that fast moving due to fuels being normally fairly moist. Loss of crops likely. Few structures affected. Fire service resources used to protect villages but no capability to fight fire in rural areas. Potential for it to get out of control, particularly on Savai'i.
Aircraft emergency (airport)	D	4	H	A full 747 aircraft (approx. 400 passengers) crashes on approach to the airport. Many injuries and deaths of both locals and tourists on board. Airport is closed for 1 week. Major impact on the economy due to airport being out of action and tourism is affected.
Hazchem incident – marine	C	3/4	H	Incident involving underwater fuel pipe offshore, either an explosion or discharge of fuel by tanker trying to unload product. Large volumes of fuel could be potentially discharged (4000 metric tonnes) causing major environmental problems and affecting the fishing industry.
Lifeline Utility Failure – water	D	3/4	M	Water supply in the city out for more than two days due to a burst main at the start of the system. Most government and private corporations cannot function without water and would have to shut down as there is limited water storage. Many industries (construction, bottling plant) also cannot operate without water. Public health consequences (sanitation); economic consequences for businesses and government. There are many springs that could be utilised as alternate water sources.
Agricultural crisis – animal or plant disease	D	3	M	Taro beetle causing <i>Taro Leaf Blight</i> which seriously affects Samoa's staple crop (taro). Domestic food supply at risk as well as exports. Eradication is difficult and very expensive.
Civil emergency - external	E	3/4	M	Invasion or aggressive take-over. Economic consequences; injuries and possible deaths. Extremely unlikely although consequences would be significant.

<sup>4</sup> Inland flooding due to heavy rain

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<b>Hazard</b>	<b>Likelihood</b>	<b>Consequence</b>	<b>Level of Risk</b>	<b>Maximum Credible Event (MCE)</b>
Lifeline Utility Failure - telecommunications	D	2	L	3 days no landline telecommunications (major substation failure). Other means of communication available (HF; satellite phone).
Lifeline Utility Failure - electricity	D	2	L	3 days no power in Apia. Apia affected (hospital; govt. services); villages ok.
Major infrastructure failure – building collapse	E	3	L	One of Apia’s multi-storied buildings collapses (earthquake or bomb). Immediate area devastated and building collapses. Adjacent buildings also affected. Situation is quickly contained. Some injuries, possible deaths.
Major infrastructure failure - dam	D	2	L	A breach in the face of Afalilo dam (hydro dam) caused by an earthquake. Three villages are located downstream of the dam (in Fagaloa Bay) and would be badly affected. Power supply would be seriously interrupted to those villages relying on power from the dam. An alternative power supply would have to be sourced for the medium long term as the dam is repaired.
Drought	E	2/3	L	A prolonged drought causes the dryout of intakes in rural areas. A lack of adequate water trucks means water supply to these areas is limited initially. Private contractors’ water trucks are used at significant cost. Crops fail and there are significant economic losses. The environmental impact is high as streams dry up, compounded by needing to take water from them to augment town supply. Villages suffer as there is limited water storage. There are many springs that could be utilised and alternate water sources.
Aircraft emergency (other location)	D	2/3	L	A medium passenger aircraft (25 passengers) crashes into hills south of airport. No survivors. Recovery efforts difficult. Mortuary facilities stretched.
Maritime vessel emergency	D/E	2	L	A cruise ship moored at the Port is on fire. 1000 people have to be evacuated and temporarily housed. Situation is quickly contained. No security issues.
Hazchem incident - land	D	2	L	Explosion of underground tanks – destruction up to 5 mile radius suggested. Low probability due to safety measures in place. Additional risk as is adjacent to fuel storage tanks.
Terrorism	E	3	L	Bomb goes off in one of Apia’s government buildings. Immediate area devastated and building collapses. Situation is quickly contained. Some injuries, possible deaths.
Civil emergency - internal	E	2	L	Political stability makes large riots and other major internal unrest unlikely.

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**Table 2: Likelihood and Consequence Parameters used in Assessing the Level of Risk (adapted from AS/NZS 4360:1999)**

<b>"Likelihood"</b>	<p>A = <b>Almost certain</b> - is expected to occur</p> <p>B = <b>Likely</b> - will probably occur</p> <p>C = <b>Possible</b> - might occur at some stage</p> <p>D = <b>Unlikely</b> - could occur at some stage</p> <p>E = <b>Rare</b> - may occur only in exceptional circumstances</p>
<b>"Consequence (Impact)"</b>	<p>1 = <b>Insignificant</b> - no injuries, little damage, low financial loss</p> <p>2 = <b>Minor</b> - medical treatment required, possible deaths, minor building and infrastructure damage, minimal or moderate local financial loss</p> <p>3 = <b>Moderate</b> - medical treatment required, possible deaths, moderate building and infrastructure damage, high financial loss</p> <p>4 = <b>Major</b> - extensive injuries, number of deaths, high level of building and infrastructure damage, major financial loss</p> <p>5 = <b>Catastrophic</b> – massive injuries &amp; deaths, displaced people, wholesale building and infrastructure damage, huge financial loss</p>

**Table 3: Qualitative Risk Analysis Matrix – Level of Risk (Table E3 of AS/NZS 4360:1999)**

		<b>Consequence</b>				
<b>Likelihood</b>	Insignificant	Minor	Moderate	Major	Catastrophic	
	1	2	3	4	5	
A (almost certain)	H	H	E	E	E	
B (likely)	M	H	H	E	E	
C (moderate)	L	M	H	E	E	
D (unlikely)	L	L	M	H	E	
E (rare)	L	L	M	H	H	

- E:** extreme risk; immediate action required
- H:** high risk; senior management attention needed
- M:** moderate risk; management responsibility must be specified
- L:** low risk; manage by routine procedures

## Appendix 4: The Pacific Humanitarian Team - Regional cluster arrangements for international assistance

In 2006, the United Nations General Assembly adopted resolution 60/124 Strengthening of the coordination of emergency humanitarian assistance of the United Nations. Member states called upon humanitarian actors to improve the humanitarian response to natural and man-made disasters and complex emergencies by strengthening the humanitarian response capacities at all levels, by strengthening the coordination of humanitarian assistance at the field level, including with national authorities of the affected State, as appropriate, and by enhancing transparency, performance and accountability. As a way forward, the Cluster Approach was established to jointly meet these needs in partnership with all humanitarian actors.

The cluster approach ensures predictability and accountability in international responses to humanitarian emergencies, by clarifying the division of labour among organisations, and better defining their roles and responsibilities within the different sectors of the response. It is about making the international humanitarian community more structured, accountable and professional, so that it can be an effective partner for host governments, local authorities and local civil society

In line with the above, the Inter-Agency Standing Committee, comprising of the primary UN humanitarian agencies and key partners, agreed that the cluster approach should be the framework for response in all major new emergencies and that it should eventually be applied in all countries with Humanitarian Coordinators.

Global cluster lead agencies were identified for key areas of response. Global leads have agreed to be accountable to the Emergency Relief Coordinator for ensuring system-wide preparedness and technical capacity to respond to humanitarian emergencies, and for ensuring greater predictability and more effective inter-agency responses in their particular sectors or areas of activity.

In an effort to tackle the challenges of disaster response in a vast ocean region with scattered populations on remote islands and to make humanitarian assistance more predictable, humanitarian partners established the **Pacific Humanitarian Team** (PHT) in 2008. The PHT is the agreed collaborative mechanism of all major humanitarian actors (UN, NGOs, Red Cross organizations, regional organizations and donors) that provides assistance throughout the region. Due to the frequency of disasters, and the small and varied in-country presence of disaster response partners, Pacific clusters have been established for preparedness and response on an open-ended basis, in contrast to other parts of the world where clusters are usually activated for the duration of a particular emergency and then stood down.

The PHT structure is being used to strengthen regional and national preparedness and response by supporting: (i) Government and national inter-agency preparedness planning and

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coordination, and, (ii) Regional, open-ended humanitarian clusters. The SRO Pacific supports the PHT as a regional humanitarian network and cluster collaboration under the leadership of regional lead agencies. The PHT to establish the Cluster Approach in the Pacific with the following operational arrangements:

PHT Clusters active in the Pacific	
Cluster	Lead Agency
Health and Nutrition	WHO / UNICEF
Water, Sanitation & Hygiene	UNICEF
Food Security	FAO
Education in Emergencies	UNICEF/Save the Children
Protection	OHCHR / UNHCR
Emergency Shelter	IFRC
Logistics	WFP
Early Recovery Network	UNDP

### These PHT Cluster lead responsibility in the Pacific include:

- Support to national/local authorities, civil society and other relevant actors in disaster preparedness and response
- Needs assessment and analysis
- Participatory and community-based approaches
- Attention to priority cross-cutting issues (e.g. Gender, age, diversity, environment, HIV/AIDS and protection)
- Training and capacity building

International responders, through the agreed collaboration engendered by the PHT, have assisted Pacific island states in over a dozen emergencies since early 2008. In the same period the PHT members have facilitated seven inter-agency contingency planning exercises with national partners and PHT members in Pacific island countries.

The UN Office for the Coordination of Humanitarian Affairs (OCHA) in Fiji helps facilitate inter-cluster coordination and ensures appropriate coordination with all humanitarian partners, including national and international NGOs, the Red Cross/Red Crescent Movement, IOM and other international organizations, as well as with national authorities and local structures.