



# **OVERVIEW REPORT ON THE NATIONAL DISASTER MANAGEMENT OFFICE**

## **General**

1. Fiji is geographically situated in one of the most natural disaster prone areas in the world; because of that a lot of natural hazards occur in Fiji. Some hazards occur as a consequence of tropical depressions and cyclones or as part of tropical weather condition that normally affects the region. Hazards such as landslides, flash floods, storm surges are most common. The cyclone belt is where cyclones usually develop in the southern part of the Pacific. This is around the warmer waters closer to the equator at around 5 degrees and then die down when it reaches the colder waters around 25 degrees south of the Equator. The Fiji Islands happens to be located within this area; between 11 degrees and 21 degrees south of the Equator.

2. Apart from that; Fiji is also within the Pacific Ring of Fire. The Pacific Ring of Fire is the zone of earthquakes and volcanoes that surrounds the Pacific Ocean. The zone covers almost all Pacific Rim island countries such as Japan, Chile the United States and nearby Tonga, Vanuatu and Papua New Guinea. Earthquakes and volcanic actions occur mostly around areas where there are deep sea trenches and fault lines. Despite Fiji having only a few active volcanoes and fewer earthquakes compared to most of the areas mentioned, the risks it has from these two hazards are quiet high by world standards.

3. The National Disaster Management Office (NDMO) was established as the coordinating centre of the Fiji Government in times of national disasters. The NDMO operates under the National Disaster Management Act and coordinates the national management of disaster activities through the Ministry of Provincial Development organisation structures at the National level, the Divisional level, the District or Provincial level and to the local and community levels. The NDMO manages disaster activities at these levels through Disaster Preparedness programs, Disaster Mitigation programs, Disaster Response programs in times of natural disasters and Disaster Rehabilitation programs to restore normalcy after the adverse effect of a disaster hazard.

4. With the recent Government restructure, the National Disaster Management Office together with the National Disaster Management Act was moved/transferred from the Ministry of Provincial Development to the Ministry of Defence, National Security and Immigration. The move is aimed at strengthening the capacity of Government machineries to address and manage Disaster and Emergency activities in times of natural and emergency situations. In doing so, the elements that are paramount in effecting management during these times are the availability of effective and efficient communication to facilitate information flow, the readily available and basing of resources and the available of people with the right knowledge, skills and expertise to manage, coordinate and implement prior programmed disaster management activities.

## **Aim**

5. The aim of this paper is to give you an overview of the National Disaster Management Office. Also the paper intends to update you on the NDMO past proceedings outlining outstanding programs prior to the move/transfer to the Ministry of Defence, National Security and Immigration.

## **Scope**

6. In meeting the aim, the paper will cover the followings:
  - a. Vision, Mission and Principles
  - b. Organisation Structure
  - c. Staffing Arrangement
  - d. Core Functions and Responsibilities
  - e. Corporate and Business Plans
  - f. Finance and Budget
  - g. Office Space and Senior Staff Quarters
  - h. National Disaster Management Arrangements
  - i. Partners in Disaster Management
  - j. Outstanding Programs
  - k. Committee Involvement
  - l. Conclusion, and

## **NDMO VISION, MISSION AND PRINCIPLES**

### **Mission**

7. The mission of NDMO is as follow:
  - a. A Safe and Secure Fiji.

8. In this mission, the NDMO envisages the establishment of the Office and its existence to facilitate, coordinate and management of national disaster risk reduction and disaster management activities to enhancing the provisions of a safer and secure Fiji. The managed activities involves the establishment of development programs aimed at building capacities at the National, Divisional, District and the local and community levels to ensure the safety and security of the Fiji population and its infrastructures.

### **Vision**

9. The vision of NDMO is as follow:
  - a. Building the National Resilience to Disasters.
  - b. Building capacity of the National communities by accelerating the implementation of disaster risk reduction and disaster management policies, planning and programmes to address current and emerging challenges through:
    - i. development and strengthening of disaster risk reduction and disaster management, including mitigation, preparedness, response, relief and recovery systems;
    - ii. integration of disaster risk reduction and disaster management into national sustainable development planning and decision-making processes at all levels (National, Divisional, Provincial, District and Community); and
    - iii. strengthening partnership between all stakeholders in disaster risk reduction and disaster management.

10. With this vision, the NDMO is aligned in establishment and structure to ensure the delivery and maintenance of disaster management programs that yield in building the national resilience to disasters. The tools that assist NDMO to enhance its disaster management programs are the National Disaster Management Act and the National Disaster Management Plan. These two legal instruments details the authority, establishment and structure for NDMO to work within in ensuring the tasks of building the national disaster management capacities, capable for implementation of national management programs and ultimately setting the framework and platform for building the disaster resilience all levels of the national organisations – that is at the national, divisional, provincial, district and at the local community, villages, settlements and to individual household family units.

### **Principles**

11. The NDMO is guided by the following six principles:

a. **Governance – Organisational, Institutional, Policy and Decision-making Framework.**

- i. The Fiji Government has the primary role in disaster risk reduction and disaster management. However, it is a shared responsibility requiring effective partnership between all levels of government and other stakeholders. The applications of good governance principles are also essential to ensure timely and cost-effective outcomes.
- ii. The adoption of a holistic and integrated “whole of Government” and “whole of country” approach and the integration of disaster risk reduction and disaster management considerations into national policies, planning processes and decision-making at all levels and across all sectors is critical. The establishment and /or strengthening of existing decision-making processes and organisational arrangements will ensure timely and effective disaster risk reduction and disaster management outcomes.
- iii. Recognising the presence of limited technical and financial resources and institutional capacity at the national, divisional, provincial, district and community levels, collaborations and partnership between Government agencies and stakeholders in support of national effort, consistent with the Fiji Government vision, is critical in harnessing key disciplinary skills and expertise across the nation.
- iv. Good governance ensures the “whole of Government” and “whole of country” adoption of core principles of accountability and transparency at all levels, which is critical for effective and efficient disaster risk reduction and disaster management.

b. **Knowledge, Information, Public Awareness and Education.**

- i. Information management is a vital element of disaster risk reduction and disaster management necessary for retaining and/or strengthening cultural, traditional and contemporary knowledge. Use of information systems will increase the effectiveness of disaster risk reduction and disaster management at national, divisional, provincial, district and community levels.
- ii. Public awareness and education, incorporating traditional coping mechanisms and local knowledge, will enhance individual and community resilience.
- iii. Formal disaster risk reduction and disaster management training, institutionalised through national, divisional, provincial, district and community levels educational programmes, will improve professional capacities.

c. **Analysis and Evaluation of Hazards, Vulnerabilities and Elements at Risk.**

- i. The starting point for reducing disaster risks, planning for disaster management and promoting a culture of resilience, lies in a greater level of understanding of the cause and

effects of hazards and the physical, social, economic and environmental vulnerabilities to disasters that the nation and its communities face.

- ii. The effects of hazards can be reduced when people are well informed and motivated to take actions towards a culture of prevention and resilience and in addition identify disaster risk reduction priorities, which in turn require the compilation, analysis and dissemination of relevant information and knowledge on hazards and their impacts.
  - iii. Strengthened networks and partnerships will facilitate better integration of available resources, including local expertise.
- d. **Planning for effective Preparedness, Response and Recovery.**
- i. While not all hazards can be eliminated there is considerable scope for reducing their devastating impacts on vulnerable communities by improving disaster management arrangements for preparedness, response and recovery activities.
  - ii. Disaster management planning is a continuous process. A disaster management plan does not provide all the answers to managing disaster – it provides a framework for the coordination of the most effective methods and relationships for dealing with hazard impacts.
  - iii. Funds and resources for disaster management in Fiji are very limited. Fiji should strive to achieve models for disaster management that are both effective and sustainable and include cooperation at all levels.
- e. **Effective, Integrated and People-Focused Early Warning Systems.**
- i. Effective measures for disaster preparedness should include well-functioning early warning systems that deliver accurate and understandable information in a timely manner.
  - ii. The Government has recognised the need to strengthen its early warning systems that respond to specific and urgent needs and the circumstances in the country and communities. This includes the need to communicate over vast ocean distances both within and between the many islands in the Fiji Group and of the generally isolated populations.
  - iii. The early warning systems need to be based on:
    - 1. prior knowledge of the specific hazards and risks faced by the communities,
    - 2. sound scientific and technical monitoring and sustainable warning services for these hazards and risks,
    - 3. dissemination of timely and understandable warnings, and
    - 4. local knowledge and preparedness to act.
  - iv. These systems need to be integrated into the global network supporting early warning and vice versa but must be tailored so that information remains “community focussed” and address all hazards.
  - v. In considering early warning systems, the Government of Fiji should strive to establish sustainable and effective “all hazards” warning systems

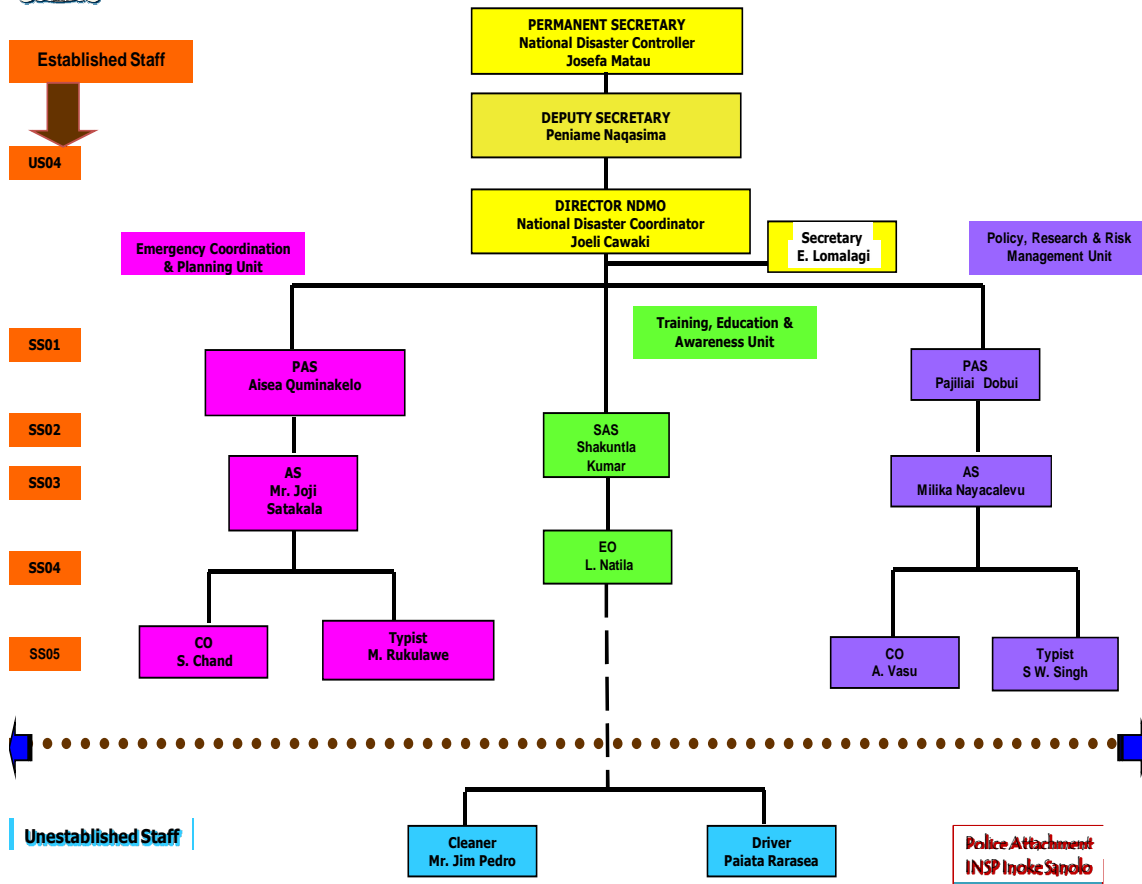
- f. **Reduction of Underlying Risk Factors.**
- i. Underlying risks created by changing social, economic, environmental conditions and resource use, and the impact of hazards, including those associated with climate variability, climate change and extreme weather events must be addressed in national and sectoral adaptation planning and programmes.
  - ii. Food preservation and security is an important factor in ensuring the resilience of communities to disasters, particularly in areas prone to drought, flooding and other hazards that can weaken livelihoods. However, the limited physical infrastructure, housing and capacity for many of the Fiji communities to preserve and secure food stocks needs to be addressed.
  - iii. Critical public infrastructure and housing should be strengthened through proper risk assessment, codes of practice and design standards.
  - iv. Recovery processes should take the opportunity for enhancing disaster risk reduction in order to reduce underlying risks.
  - v. Financial risk-sharing schemes should be considered, particularly insurance and re-insurance and other financial modalities for risk transfer.

#### **NDMO ORGANISATION STRUCTURE**

12. The NDMO has a total of 12 established staff appointments with two unestablished posts. The structure accommodates the three functional areas for the Office. The organisation structure for NDMO is shown below:



# NDMO ORGANISATION STRUCTURE



13. The organisation structure outlined the three functional areas for the Office with 12 established appointments and two unestablished posts. The 12 established appointments are fully occupied and the only vacancy for the Office exists in the posts of Driver.

## NDMO STAFFING ARRANGEMENT

14. The current staff organisation arrangement is bottlenecked and limited in facilitating for developing a career path progression for staff career advancement. The high turn over of staff experienced at NDMO is due to the rigid staff organisation arrangement. This is an issue that this report will endeavour to highlight. The current staff layout is as follows:

- |    |                         |   |           |
|----|-------------------------|---|-----------|
| a. | Director Level          | - | one post  |
| b. | Principal Level         | - | two posts |
| c. | Senior Level            | - | one post  |
| d. | Administrative Level    | - | two posts |
| e. | Executive Officer level | - | two posts |
| f. | Clerical Officer Level  | - | two posts |
| g. | Typist level            | - | two posts |

15. The current staff organisation structure is limited that it restricts the career sustainable progression of staff. The two Administrative Officers will be contesting for only one Senior Officer level post as is the case for the other appointments. The NDMO is a specialised organisation and with the current organisation structure, the continuity and sustainability of staffing as well as the work at NDMO is very much affected. The only available option for progression is for staff to leave NDMO and seek career progression in other organisations that do facilitate career path advancement for its staff. It is the intention of this report to seek your endorsement for a complete review of the NDMO staff organisation arrangement to an organisation that nurture and value the career path progression of its staff. An organisation that facilitates clear career path advancements for its staff stands to prosper in every undertaking and is a healthy organisation. Unfortunately, NDMO lacks in this regard.

### **NDMO CORE FUNCTIONS AND RESPONSIBILITIES**

16. The NDMO is structured into three Units according to the core functions and responsibilities of the organisation. The three core functions and responsibilities are outlined below.

#### **Policy, Research & Risk Management Unit**

17. The Unit is headed by a Principal Officer level and is regarded as the forward looking element of the organisation. The unit conduct its business mainly in collaboration with specialised NDMO partners at the international, regional and national level and harmonised global disaster management technological advancement into its work plan. The Unit is responsible for the achievement of the following sub-outputs.

- a. Policy Development – the formulation and development of disaster risk reduction and disaster management policies for Fiji.
- b. Research and Development – the conduct of disaster risk reduction and disaster management research by specialised disaster management partners and the implementation of programs formulated from the researched activities.
- c. Risks Management – the identification and analysis of risk factor that affect communities with the formulation of risk reduction programs aimed at reducing risks to manageable level.
- d. Information Technology (IT) Development – the development of IT capability within NDMO to support the national disaster risk reduction and disaster management activities. The envisaged IT development initiatives in line for Office are the establishment of NDMO Database, the NDMO Geographical Information System (GIS) and the NDMO Website.

#### **Training, Education & Awareness Unit**

18. The Unit headed by a Senior Officer level and is responsible for the achievement of the following sub-outputs.

- a. Training and Development – the formulation, development and conduct of disaster risk reduction and disaster management training at the national, divisional, district and community level according to the needs and gaps in the disaster management arrangement at the various levels.
- b. Education and Awareness – the formulation, development and conduct of formal education and awareness programs to support the disaster risk reduction and disaster management arrangement at all levels. Very important in the Unit calendar is the planning, preparation and staging of the National Disaster Awareness Week, a national event that is being celebrated annually at the end of September to mark the beginning of a new cyclone season for the country.

- c. Publications – the development and printing of pamphlets, handouts, manuals, leaflets, etc to support the drive towards training, education and keeping the general public awareness to the proper means of building the resilience of the Fiji communities from disasters.

#### **Emergency Planning & Coordination**

19. The Unit is headed by a Principal Officer level and is the implementation arm of the NDMO in terms of coordinating the national response to disasters. The Unit is responsible for the achievement of the following sub-outputs.

- a. Emergency Planning – the formulation and development of emergency planning at the national level to address the needs of the communities in terms of coordinating all the response activities required. Planning is the process consisting of the formulation of goals and objectives and the determination of strategies and activities to achieving them.
- b. Emergency Coordination – the bringing together of organisations to ensure effective response and is primarily concerned with the systematic identification, acquisition and application of resources in accordance with the requirements imposed by the threat or impact of a hazard.
- c. Emergency Operations – the management of organised activities and actions performed to address the immediate needs of an emergency and disaster situation.
- d. Operation and Management of the National Emergency Centre (NEOC) – this sub-output involves the process of staffing, planning, organising, leading and controlling the efforts of the NEOC and all other response resources to achieve stated response goals and objectives.

### **NDMO CORPORATE & BUSINESS PLANS**

20. NDMO exists as an organisation with the National Disaster Management Act and the National Disaster Management Plan as the foundation legal instruments to guide the Office in the conduct of its business. Unlike all Government entities, the National Strategic Plan outlines the direction and focus of Government for the next five years. The NDMO Corporate and Business Plan are tailored from the National Strategic Plan. Outlined below are the contents of the two documents.

#### **Corporate Plan**

21. The NDMO Corporate Plan was formulated according the core functions and responsibilities of the Office. The three outputs outlined for the Office very much reflect the three Units of the Office. Attached is a copy of the NDMO Corporate Plan for your consumption and record. It must be noted that the attached NDMO Corporate is being incorporate into the Ministry Corporate Plan as output 7.0, Disaster Management. The Public Service Commission was advised of the changes and a copy of the NDMO Corporate Plan submitted to formalise our correspondence with them.

#### **Business Plan**

22. The NDMO Business Plan was formulated and developed to reflect each of the three individual units of the Office. The Business Plan for the Policy, Research and Risk Management Unit is focussed with the strategies and implementation programs for its four sub-outputs, indicating the expected result, the timelines and targets and the activities that the Unit will perform to undertake in order to achieve the



identified sub-output. The process is the same for the other two Units and for all the sub-outputs stated in the NDMO Corporate Plan. Attached is a copy of the NDMO Business Plan for 2008.

### **NDMO FINANCE AND BUDGET**

23. The NDMO is blessed with an approved budget for its operations as well as provision for capital construction, capital purchase, capital grants and transfers. The approved budget for 2009 is yet to be discussed with the Corporate Services Division of the Ministry of Defence and the Ministry of Finance in order to ascertain what has been allocated and approved for NDMO.

24. The NDMO has disaster risk reduction and disaster management partners that supports and fund a number of NDMO projects and programs. Outlined below are the list and names of partners and stakeholders that supported NDMO and the National Disaster Management Arrangement in building the capacities and the national resilience to disasters.

### **NDMO OFFICE SPACE & SENIOR STAFF QUARTERS**

25. The NDMO manages and coordinate disaster at the national, divisional, district and at the community level with support and collaboration from international, regional and national organisations and with all Government ministries and departments. In times of declared natural disasters and emergencies, the Office is expected to activate the National Emergency Operations Centre to coordinate and management the response activities of Government to address the needs of the general populations using all available resources at its disposal. A need to have a specifically built centre for the NDMO with adequate office space to accommodate the various different functional activities of disaster risk reduction and disaster management coordination and management by the NDMO.

#### **Office Space**

26. The National Disaster Management Office will be required to occupy a building that is large enough to accommodate all its functional requirements. The functional areas that need to be accommodated at the NDMO Centre are:

- a. NDMO Office for daily work of NDMO Staff,
- b. NEOC only to be activated in times of disaster or when conducting exercises,
- c. Training Centre for the conduct disaster related training,
- d. Briefing or Conference Centre for meetings, seminars and workshops,
- e. Communication Room
- f. storage facility
- g. staff rest rooms, and
- h. other ancillary facilities such as kitchen, etc.

#### **Senior Staff Quarters**

27. In light of the nature of employment at NDMO, the requirement to work long hours during times of natural disasters is a necessity. It is the intention of this paper to seek your endorsement for the provision of three government quarters next to each other as permanent staff quarter for NDMO Senior Staff. The requirement is for the Director and the two Principal Officers to occupy government quarters so as to allow their easy access and mobility to NDMO Office when as required in times of natural disasters.

## **NATIONAL DISASTER MANAGEMENT ARRANGEMENT**

### **NDMO Mobility Operations**

28. The NDMO operations involves the management and coordination of government machineries, supplemented by the efforts of disaster management stakeholder to address the immediate and short term needs and requirements of the general populations in times of natural disasters. In building the national resilience to disasters, NDMO operates in the following manner:

- a. coordinating and managing disaster preparedness efforts at all levels
- b. coordinating and managing disaster mitigation efforts at all levels
- c. coordinating and managing disaster operation efforts at all levels
- d. coordinating and managing disaster response efforts at all levels
- e. coordinating and managing disaster relief efforts at all levels
- f. coordinating and managing disaster rehabilitation efforts at all levels, and
- g. coordinating and managing disaster efforts for the before, during and after phases.

### **NDMO Mobility Arrangement**

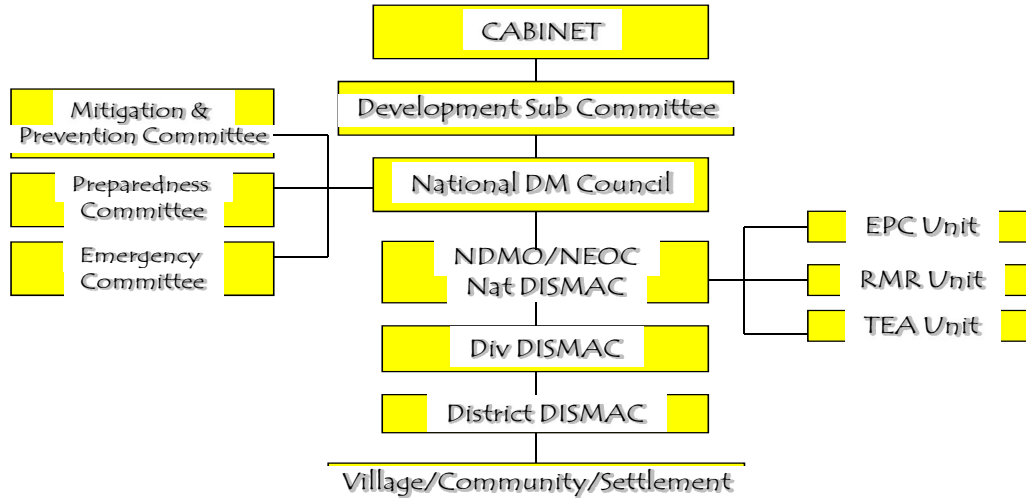
29. The NDMO levels of disaster arrangement spans from the Cabinet level to the extent that it reaches the people at the community and settlement level. The level of disaster arrangement is depicted in the organisation structure which is in the new National Disaster Management Plan due for finalisation before the end of this year.

30. The structure details the various levels that NDMO will need to make advise and representation through the arrangement from the Cabinet level, the Executive level, the National DRM Council, the conduct and management at the NEOC level, the collaboration to the Divisional, District and to the Village and Settlement level. Also depicted in the organisation structure is the NDMO collaboration advisory role with the CCG Task Force, the various Committees at national level and the engagement with the local government at the divisional, provincial and district levels.

31. The organisation structure outlining the levels of NDMO Disaster Management is as follows.



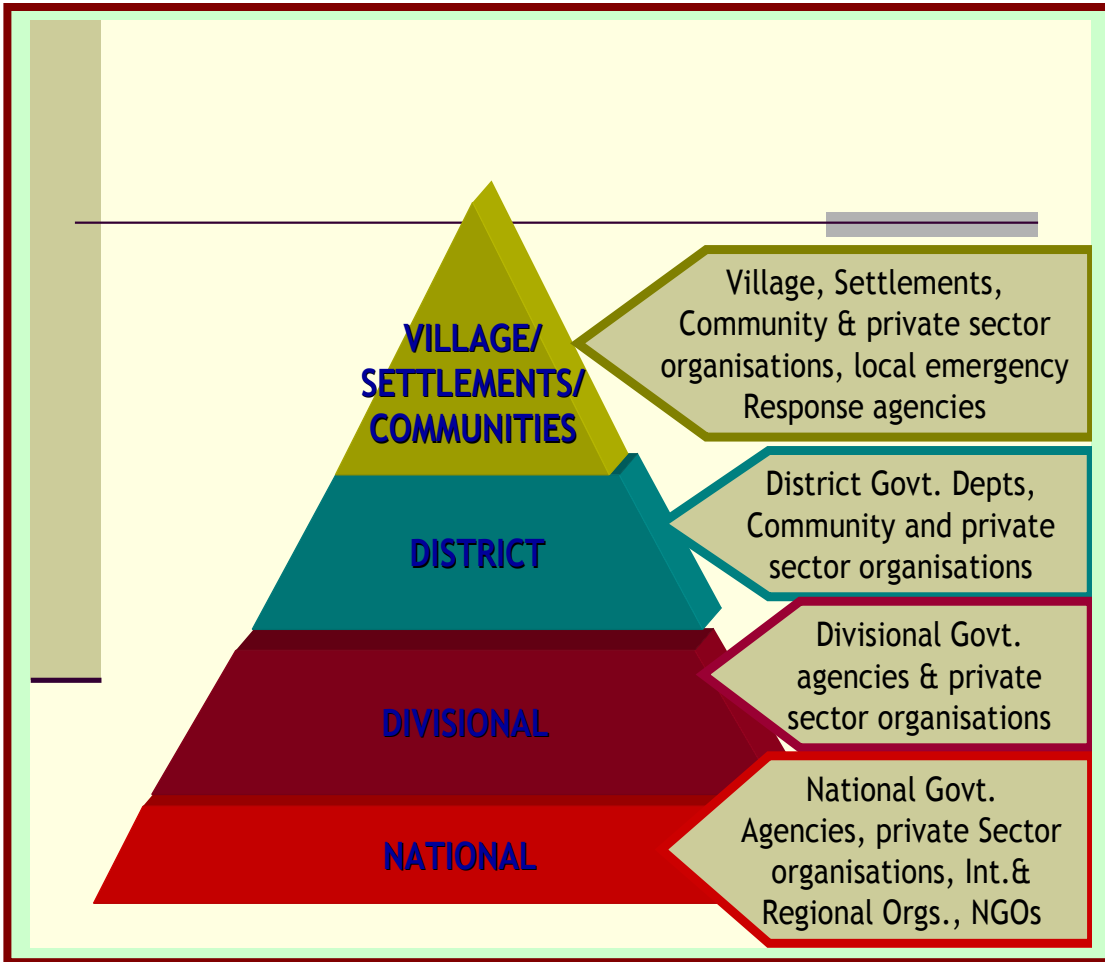
# NATIONAL DM ARRANGEMENT



## NDMO Mobility – Emergency Arrangement/Engagement

32. The emergency arrangement and engagement allows for NDMO to collaborate and advise all agencies and stakeholders at all levels. The NDMO emergency arrangement and engagement is as follows.

- a. National level – the arrangement and engagement with all Government agencies, the private sector organisations, the international organisations, the regional organisations, the non government organisations and the representatives of foreign Embassies and Consulates.
- b. Divisional level – the arrangement and engagement with all divisional based Government agencies and the divisional based private sector organisations.
- c. District level – the arrangement and engagement with district based Government agencies, the District community and the district based private sector organisations.
- d. Village, Settlement and Community level – the arrangement and engagement with people at the village, settlement and community, the private sector organisations and the local emergency response agencies.
- e. the model for NDMO engagement at all these levels is shown below.



#### **PARTNERS IN DISASTER MANAGEMENT**

33. The NDMO conducts its management, coordination and building the national resilience to disasters through support of its partners. The partners contribute mostly to supplement the gaps in national capacity. Listed below are the category of partners that are based in Fiji and very much support the NDMO mission of building the national resilience to disasters.

##### **International Partners**

34. The international organisations that operate in Fiji supporting the NDMO efforts are:
- a. the United Nation organisations, UNOCHA, UNDP, UNCRD, UNDESA
  - b. International Red Cross
  - c. European Union
  - d. World Bank
  - e. World Health Organisation
  - f. Food and Agriculture Organisation
  - g. Foreign Embassies and Missions, and
  - h. all the International NGOs.

**Regional Partners**

35. The regional organisations that are based in Fiji and supporting the NDMO efforts are:
- a. AUSAID
  - b. NZAID
  - c. SOPAC
  - d. SPC
  - e. SPREP, and
  - f. all the regional NGOs.

**National Partners**

36. The national organisations and agencies that operate in supporting the NDMO efforts are:
- a. all Government Ministries and Departments
  - b. all national NGOs
  - c. all Municipalities
  - d. all statutory bodies
  - e. all private sector organisations, and
  - f. the national communities or the whole population of Fiji.

**OUTSTANDING PROGRAMS**

37. As mentioned, the NDMO manages a number of disaster risk reduction and disaster management programs with the support of its partners. Since taking over as the Director Disaster Management, the outstanding programs are listed below which NDMO will now focus its efforts and attention in tying-up the loose ends and facilitate in bringing these outstanding programs to a sustainable closure. The outstanding NDMO programs are as follows:

- a. Review of the Natural Disaster Management Act
- b. Review of the National Disaster Management Plan
- c. IT Development – Database, Website, GIS
- d. Proposal for the engagement of two UN Volunteers in NDMO and National Planning
- e. CHARM – Comprehensive Hazard and Risk Management implementation
- f. UNCRD sponsored School Retrofit Project
- g. Review of Ration Scale
- h. Risk Assessment for Urban Centers
- i. SERMP - Suva Earthquake Risk Management Project
- j. DARMTAC – School Curriculum Project
- k. Emergency Operation Centre Resourcing & Training Program
- l. Pacific Catastrophe Risk Pool Initiative
- m. National Disaster Awareness Week [annual event]
- n. Damage Assessment Manuals

- o. EMWIN installation at NDMO – Emergency Weather Info. System
- p. Generator Installation and Testing
- q. Drought Support Plan
- r. Tsunami Early Warning System
- s. Flood Early Warning System – Navua, Rewa, etc
- t. HF Radio Installation
- u. Guidelines for donated items
- v. News Letter/Information Paper, and
- w. Emergency Management Volunteer Services.

### **COMMITTEE INVOLVEMENTS**

38. With the theme of engagement and collaboration at all levels of the disaster risk reduction and disaster management arrangement, NDMO is part of a number of committees. It must be noted that NDMO will have representation to all these committees. Outlined below are the committees with NDMO status to these committees.

#### **Membership Status**

39. Listed below are the Committees that NDMO is a member to:
- a. Fiji National Land-Care Steering Committee
  - b. Navua Early Warning System Committee
  - c. Integrated Water Resource Management Committee
  - d. Integrated Coastal Development Committee
  - e. Environmental Awareness Committee, and.

#### **Secretariat Status**

40. Listed below are the Committees that NDMO acts as the secretariat. It must be noted that all these committee meetings are conducted at the NDMO Office.
- a. School Retrofitting Project Committee
  - b. Suva Earthquake Risk Management Project Committee
  - c. National Drought Plan Committee, and
  - d. National Tsunami Steering Committee.
  - e. Avian Influenza Taskforce

### **CONCLUSION**

41. The paper has covered the whole spectrum of NDMO activities and efforts towards developing the achievement to the mission of building the national resilience to disasters. I understand the focus was right but with the good number of outstanding programs hanging, yet to be finalised, they set the foundations and challenges for the NDMO team to really put in that extra effort and commitment in bringing the outstanding programs to a sustainable closure. The focus now is to set deadlines and targets; marshalling the right resources and funding; vigorously engage our partners and improve networking at all levels;

embrace the concept of “whole of Government” and “whole of country” approaches as the way forward; and the development of disaster risk reduction and disaster management team building and capacity building at all levels of the organisation.

42. An area that the paper wishes to bring to your attention is the limitation in the current staffing arrangement which encourages and facilitated the high rate of staff turn over at NDMO. The structure is bottleneck and as it stands, will not accommodate a career path progression for the staff, i.e. for the staff to progress in the disaster management career, the only way up is to get out of the NDMO organisation structure and begin a new career altogether by joining other ministries. We need to set a conducive staff organisation structure that facilitates the promotion of staff career path progression, ensures the continuity and sustainability of both the work progress and the staff commitment in the organisation. The major problem affecting NDMO is the high rate of staff turn over that directly result in the good number of programs and projects still outstanding. It is now the challenge for the current NDMO administration to tie the many loose ends and bring these outstanding programs and project to a sustainable closure.

43. In summary, the paper was intended to give you an overview of NDMO and to also update you on the NDMO past proceedings outlining outstanding programs prior to the move/transfer to the Ministry of Defence, National Security and Immigration. The report has covered in details the reality of the situation on the ground. We hope that you are now familiar with the NDMO, its vision, mission and its guiding principles; its core functions and responsibilities; the staffing structure arrangement; the need for NDMO mobility in the execution of its roles; our partners in both disaster risk reduction and disaster management; the outstanding programs that challenges this current NDMO administration; the involvement of NDMO in committees; the number of issues raised as discussion points that will require the Ministry attentions; and the three regional disaster seminars scheduled for this year.



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### **General**

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### **Aim**

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  - b. Building capacity of the National communities by accelerating the implementation of disaster risk reduction and disaster management policies, planning and programmes to address current and emerging challenges through:
    - i. development and strengthening of disaster risk reduction and disaster management, including mitigation, preparedness, response, relief and recovery systems;
    - ii. integration of disaster risk reduction and disaster management into national sustainable development planning and decision-making processes at all levels (National, Divisional, Provincial, District and Community); and
    - iii. strengthening partnership between all stakeholders in disaster risk reduction and disaster management.

10. With this vision, the NDMO is aligned in establishment and structure to ensure the delivery and maintenance of disaster management programs that yield in building the national resilience to disasters. The tools that assist NDMO to enhance its disaster management programs are the National Disaster Management Act and the National Disaster Management Plan. These two legal instruments details the authority, establishment and structure for NDMO to work within in ensuring the tasks of building the national disaster management capacities, capable for implementation of national management programs and ultimately setting the framework and platform for building the disaster resilience all levels of the national organisations – that is at the national, divisional, provincial, district and at the local community, villages, settlements and to individual household family units.

### **Principles**

11. The NDMO is guided by the following six principles:

a. **Governance – Organisational, Institutional, Policy and Decision-making Framework.**

- i. The Fiji Government has the primary role in disaster risk reduction and disaster management. However, it is a shared responsibility requiring effective partnership between all levels of government and other stakeholders. The applications of good governance principles are also essential to ensure timely and cost-effective outcomes.
- ii. The adoption of a holistic and integrated “whole of Government” and “whole of country” approach and the integration of disaster risk reduction and disaster management considerations into national policies, planning processes and decision-making at all levels and across all sectors is critical. The establishment and /or strengthening of existing decision-making processes and organisational arrangements will ensure timely and effective disaster risk reduction and disaster management outcomes.
- iii. Recognising the presence of limited technical and financial resources and institutional capacity at the national, divisional, provincial, district and community levels, collaborations and partnership between Government agencies and stakeholders in support of national effort, consistent with the Fiji Government vision, is critical in harnessing key disciplinary skills and expertise across the nation.
- iv. Good governance ensures the “whole of Government” and “whole of country” adoption of core principles of accountability and transparency at all levels, which is critical for effective and efficient disaster risk reduction and disaster management.

b. **Knowledge, Information, Public Awareness and Education.**

- i. Information management is a vital element of disaster risk reduction and disaster management necessary for retaining and/or strengthening cultural, traditional and contemporary knowledge. Use of information systems will increase the effectiveness of disaster risk reduction and disaster management at national, divisional, provincial, district and community levels.
- ii. Public awareness and education, incorporating traditional coping mechanisms and local knowledge, will enhance individual and community resilience.
- iii. Formal disaster risk reduction and disaster management training, institutionalised through national, divisional, provincial, district and community levels educational programmes, will improve professional capacities.

c. **Analysis and Evaluation of Hazards, Vulnerabilities and Elements at Risk.**

- i. The starting point for reducing disaster risks, planning for disaster management and promoting a culture of resilience, lies in a greater level of understanding of the cause and

effects of hazards and the physical, social, economic and environmental vulnerabilities to disasters that the nation and its communities face.

- ii. The effects of hazards can be reduced when people are well informed and motivated to take actions towards a culture of prevention and resilience and in addition identify disaster risk reduction priorities, which in turn require the compilation, analysis and dissemination of relevant information and knowledge on hazards and their impacts.
  - iii. Strengthened networks and partnerships will facilitate better integration of available resources, including local expertise.
- d. **Planning for effective Preparedness, Response and Recovery.**
- i. While not all hazards can be eliminated there is considerable scope for reducing their devastating impacts on vulnerable communities by improving disaster management arrangements for preparedness, response and recovery activities.
  - ii. Disaster management planning is a continuous process. A disaster management plan does not provide all the answers to managing disaster – it provides a framework for the coordination of the most effective methods and relationships for dealing with hazard impacts.
  - iii. Funds and resources for disaster management in Fiji are very limited. Fiji should strive to achieve models for disaster management that are both effective and sustainable and include cooperation at all levels.
- e. **Effective, Integrated and People-Focused Early Warning Systems.**
- i. Effective measures for disaster preparedness should include well-functioning early warning systems that deliver accurate and understandable information in a timely manner.
  - ii. The Government has recognised the need to strengthen its early warning systems that respond to specific and urgent needs and the circumstances in the country and communities. This includes the need to communicate over vast ocean distances both within and between the many islands in the Fiji Group and of the generally isolated populations.
  - iii. The early warning systems need to be based on:
    - 1. prior knowledge of the specific hazards and risks faced by the communities,
    - 2. sound scientific and technical monitoring and sustainable warning services for these hazards and risks,
    - 3. dissemination of timely and understandable warnings, and
    - 4. local knowledge and preparedness to act.
  - iv. These systems need to be integrated into the global network supporting early warning and vice versa but must be tailored so that information remains “community focussed” and address all hazards.
  - v. In considering early warning systems, the Government of Fiji should strive to establish sustainable and effective “all hazards” warning systems

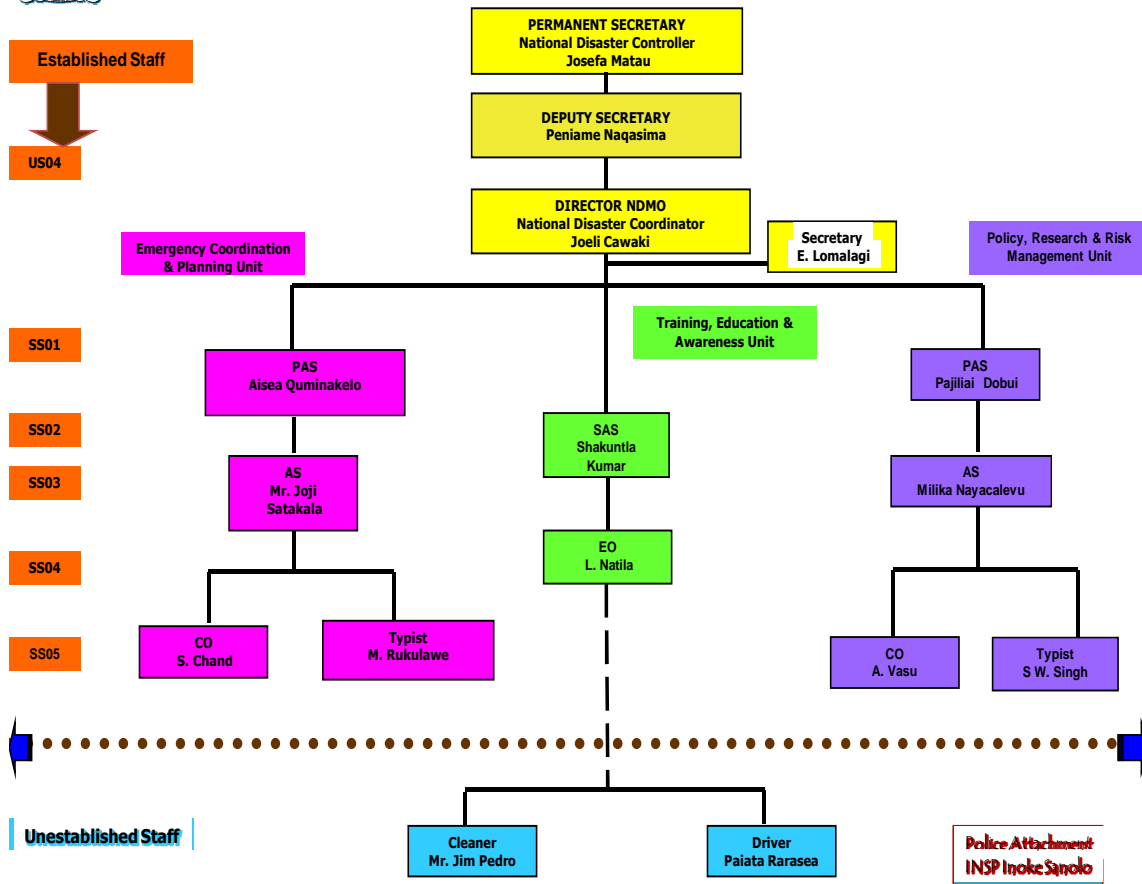
- f. **Reduction of Underlying Risk Factors.**
- i. Underlying risks created by changing social, economic, environmental conditions and resource use, and the impact of hazards, including those associated with climate variability, climate change and extreme weather events must be addressed in national and sectoral adaptation planning and programmes.
  - ii. Food preservation and security is an important factor in ensuring the resilience of communities to disasters, particularly in areas prone to drought, flooding and other hazards that can weaken livelihoods. However, the limited physical infrastructure, housing and capacity for many of the Fiji communities to preserve and secure food stocks needs to be addressed.
  - iii. Critical public infrastructure and housing should be strengthened through proper risk assessment, codes of practice and design standards.
  - iv. Recovery processes should take the opportunity for enhancing disaster risk reduction in order to reduce underlying risks.
  - v. Financial risk-sharing schemes should be considered, particularly insurance and re-insurance and other financial modalities for risk transfer.

#### **NDMO ORGANISATION STRUCTURE**

12. The NDMO has a total of 12 established staff appointments with two unestablished posts. The structure accommodates the three functional areas for the Office. The organisation structure for NDMO is shown below:



# NDMO ORGANISATION STRUCTURE



13. The organisation structure outlined the three functional areas for the Office with 12 established appointments and two unestablished posts. The 12 established appointments are fully occupied and the only vacancy for the Office exists in the posts of Driver.

## NDMO STAFFING ARRANGEMENT

14. The current staff organisation arrangement is bottlenecked and limited in facilitating for developing a career path progression for staff career advancement. The high turn over of staff experienced at NDMO is due to the rigid staff organisation arrangement. This is an issue that this report will endeavour to highlight. The current staff layout is as follows:

- |    |                         |   |           |
|----|-------------------------|---|-----------|
| a. | Director Level          | - | one post  |
| b. | Principal Level         | - | two posts |
| c. | Senior Level            | - | one post  |
| d. | Administrative Level    | - | two posts |
| e. | Executive Officer level | - | two posts |
| f. | Clerical Officer Level  | - | two posts |
| g. | Typist level            | - | two posts |

15. The current staff organisation structure is limited that it restricts the career sustainable progression of staff. The two Administrative Officers will be contesting for only one Senior Officer level post as is the case for the other appointments. The NDMO is a specialised organisation and with the current organisation structure, the continuity and sustainability of staffing as well as the work at NDMO is very much affected. The only available option for progression is for staff to leave NDMO and seek career progression in other organisations that do facilitate career path advancement for its staff. It is the intention of this report to seek your endorsement for a complete review of the NDMO staff organisation arrangement to an organisation that nurture and value the career path progression of its staff. An organisation that facilitates clear career path advancements for its staff stands to prosper in every undertaking and is a healthy organisation. Unfortunately, NDMO lacks in this regard.

### **NDMO CORE FUNCTIONS AND RESPONSIBILITIES**

16. The NDMO is structured into three Units according to the core functions and responsibilities of the organisation. The three core functions and responsibilities are outlined below.

#### **Policy, Research & Risk Management Unit**

17. The Unit is headed by a Principal Officer level and is regarded as the forward looking element of the organisation. The unit conduct its business mainly in collaboration with specialised NDMO partners at the international, regional and national level and harmonised global disaster management technological advancement into its work plan. The Unit is responsible for the achievement of the following sub-outputs.

- a. Policy Development – the formulation and development of disaster risk reduction and disaster management policies for Fiji.
- b. Research and Development – the conduct of disaster risk reduction and disaster management research by specialised disaster management partners and the implementation of programs formulated from the researched activities.
- c. Risks Management – the identification and analysis of risk factor that affect communities with the formulation of risk reduction programs aimed at reducing risks to manageable level.
- d. Information Technology (IT) Development – the development of IT capability within NDMO to support the national disaster risk reduction and disaster management activities. The envisaged IT development initiatives in line for Office are the establishment of NDMO Database, the NDMO Geographical Information System (GIS) and the NDMO Website.

#### **Training, Education & Awareness Unit**

18. The Unit headed by a Senior Officer level and is responsible for the achievement of the following sub-outputs.

- a. Training and Development – the formulation, development and conduct of disaster risk reduction and disaster management training at the national, divisional, district and community level according to the needs and gaps in the disaster management arrangement at the various levels.
- b. Education and Awareness – the formulation, development and conduct of formal education and awareness programs to support the disaster risk reduction and disaster management arrangement at all levels. Very important in the Unit calendar is the planning, preparation and staging of the National Disaster Awareness Week, a national event that is being celebrated annually at the end of September to mark the beginning of a new cyclone season for the country.

- c. Publications – the development and printing of pamphlets, handouts, manuals, leaflets, etc to support the drive towards training, education and keeping the general public awareness to the proper means of building the resilience of the Fiji communities from disasters.

### **Emergency Planning & Coordination**

19. The Unit is headed by a Principal Officer level and is the implementation arm of the NDMO in terms of coordinating the national response to disasters. The Unit is responsible for the achievement of the following sub-outputs.

- a. Emergency Planning – the formulation and development of emergency planning at the national level to address the needs of the communities in terms of coordinating all the response activities required. Planning is the process consisting of the formulation of goals and objectives and the determination of strategies and activities to achieving them.
- b. Emergency Coordination – the bringing together of organisations to ensure effective response and is primarily concerned with the systematic identification, acquisition and application of resources in accordance with the requirements imposed by the threat or impact of a hazard.
- c. Emergency Operations – the management of organised activities and actions performed to address the immediate needs of an emergency and disaster situation.
- d. Operation and Management of the National Emergency Centre (NEOC) – this sub-output involves the process of staffing, planning, organising, leading and controlling the efforts of the NEOC and all other response resources to achieve stated response goals and objectives.

## **NDMO CORPORATE & BUSINESS PLANS**

20. NDMO exists as an organisation with the National Disaster Management Act and the National Disaster Management Plan as the foundation legal instruments to guide the Office in the conduct of its business. Unlike all Government entities, the National Strategic Plan outlines the direction and focus of Government for the next five years. The NDMO Corporate and Business Plan are tailored from the National Strategic Plan. Outlined below are the contents of the two documents.

### **Corporate Plan**

21. The NDMO Corporate Plan was formulated according the core functions and responsibilities of the Office. The three outputs outlined for the Office very much reflect the three Units of the Office. Attached is a copy of the NDMO Corporate Plan for your consumption and record. It must be noted that the attached NDMO Corporate is being incorporate into the Ministry Corporate Plan as output 7.0, Disaster Management. The Public Service Commission was advised of the changes and a copy of the NDMO Corporate Plan submitted to formalise our correspondence with them.

### **Business Plan**

22. The NDMO Business Plan was formulated and developed to reflect each of the three individual units of the Office. The Business Plan for the Policy, Research and Risk Management Unit is focussed with the strategies and implementation programs for its four sub-outputs, indicating the expected result, the timelines and targets and the activities that the Unit will perform to undertake in order to achieve the

identified sub-output. The process is the same for the other two Units and for all the sub-outputs stated in the NDMO Corporate Plan. Attached is a copy of the NDMO Business Plan for 2008.

### **NDMO FINANCE AND BUDGET**

23. The NDMO is blessed with an approved budget for its operations as well as provision for capital construction, capital purchase, capital grants and transfers. The approved budget for 2009 is yet to be discussed with the Corporate Services Division of the Ministry of Defence and the Ministry of Finance in order to ascertain what has been allocated and approved for NDMO.

24. The NDMO has disaster risk reduction and disaster management partners that supports and fund a number of NDMO projects and programs. Outlined below are the list and names of partners and stakeholders that supported NDMO and the National Disaster Management Arrangement in building the capacities and the national resilience to disasters.

### **NDMO OFFICE SPACE & SENIOR STAFF QUARTERS**

25. The NDMO manages and coordinate disaster at the national, divisional, district and at the community level with support and collaboration from international, regional and national organisations and with all Government ministries and departments. In times of declared natural disasters and emergencies, the Office is expected to activate the National Emergency Operations Centre to coordinate and management the response activities of Government to address the needs of the general populations using all available resources at its disposal. A need to have a specifically built centre for the NDMO with adequate office space to accommodate the various different functional activities of disaster risk reduction and disaster management coordination and management by the NDMO.

#### **Office Space**

26. The National Disaster Management Office will be required to occupy a building that is large enough to accommodate all its functional requirements. The functional areas that need to be accommodated at the NDMO Centre are:

- a. NDMO Office for daily work of NDMO Staff,
- b. NEOC only to be activated in times of disaster or when conducting exercises,
- c. Training Centre for the conduct disaster related training,
- d. Briefing or Conference Centre for meetings, seminars and workshops,
- e. Communication Room
- f. storage facility
- g. staff rest rooms, and
- h. other ancillary facilities such as kitchen, etc.

#### **Senior Staff Quarters**

27. In light of the nature of employment at NDMO, the requirement to work long hours during times of natural disasters is a necessity. It is the intention of this paper to seek your endorsement for the provision of three government quarters next to each other as permanent staff quarter for NDMO Senior Staff. The requirement is for the Director and the two Principal Officers to occupy government quarters so as to allow their easy access and mobility to NDMO Office when as required in times of natural disasters.



## **NATIONAL DISASTER MANAGEMENT ARRANGEMENT**

### **NDMO Mobility Operations**

28. The NDMO operations involves the management and coordination of government machineries, supplemented by the efforts of disaster management stakeholder to address the immediate and short term needs and requirements of the general populations in times of natural disasters. In building the national resilience to disasters, NDMO operates in the following manner:

- a. coordinating and managing disaster preparedness efforts at all levels
- b. coordinating and managing disaster mitigation efforts at all levels
- c. coordinating and managing disaster operation efforts at all levels
- d. coordinating and managing disaster response efforts at all levels
- e. coordinating and managing disaster relief efforts at all levels
- f. coordinating and managing disaster rehabilitation efforts at all levels, and
- g. coordinating and managing disaster efforts for the before, during and after phases.

### **NDMO Mobility Arrangement**

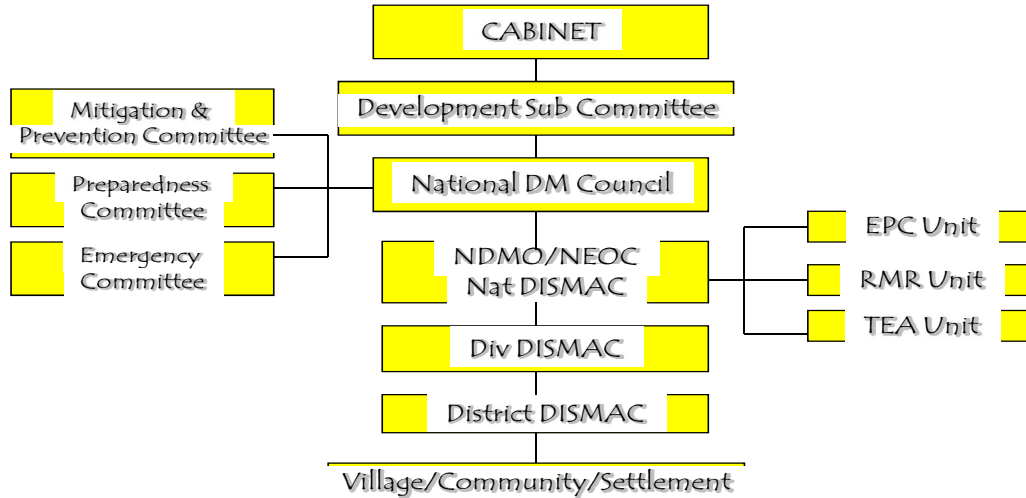
29. The NDMO levels of disaster arrangement spans from the Cabinet level to the extent that it reaches the people at the community and settlement level. The level of disaster arrangement is depicted in the organisation structure which is in the new National Disaster Management Plan due for finalisation before the end of this year.

30. The structure details the various levels that NDMO will need to make advise and representation through the arrangement from the Cabinet level, the Executive level, the National DRM Council, the conduct and management at the NEOC level, the collaboration to the Divisional, District and to the Village and Settlement level. Also depicted in the organisation structure is the NDMO collaboration advisory role with the CCG Task Force, the various Committees at national level and the engagement with the local government at the divisional, provincial and district levels.

31. The organisation structure outlining the levels of NDMO Disaster Management is as follows.



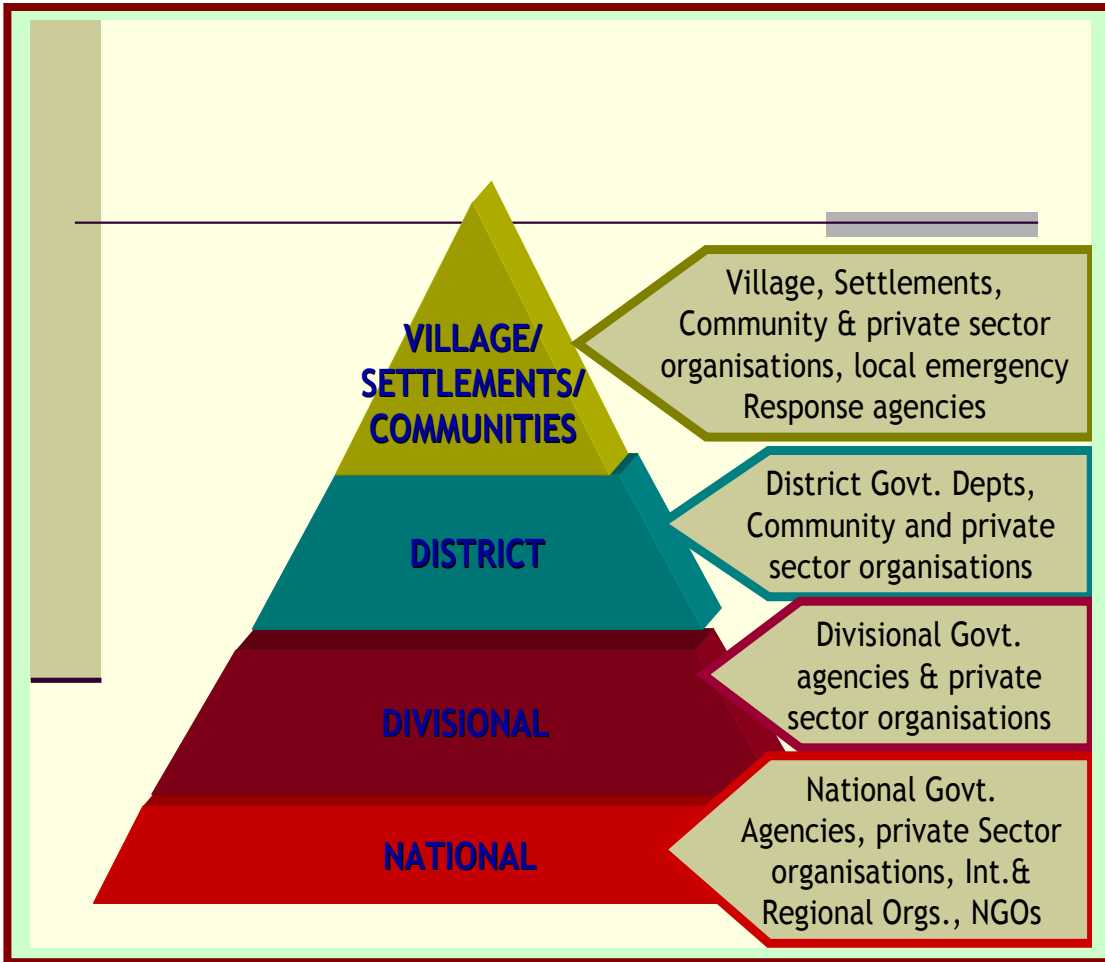
# NATIONAL DM ARRANGEMENT



## NDMO Mobility – Emergency Arrangement/Engagement

32. The emergency arrangement and engagement allows for NDMO to collaborate and advise all agencies and stakeholders at all levels. The NDMO emergency arrangement and engagement is as follows.

- a. National level – the arrangement and engagement with all Government agencies, the private sector organisations, the international organisations, the regional organisations, the non government organisations and the representatives of foreign Embassies and Consulates.
- b. Divisional level – the arrangement and engagement with all divisional based Government agencies and the divisional based private sector organisations.
- c. District level – the arrangement and engagement with district based Government agencies, the District community and the district based private sector organisations.
- d. Village, Settlement and Community level – the arrangement and engagement with people at the village, settlement and community, the private sector organisations and the local emergency response agencies.
- e. the model for NDMO engagement at all these levels is shown below.



### PARTNERS IN DISASTER MANAGEMENT

33. The NDMO conducts its management, coordination and building the national resilience to disasters through support of its partners. The partners contribute mostly to supplement the gaps in national capacity. Listed below are the category of partners that are based in Fiji and very much support the NDMO mission of building the national resilience to disasters.

#### International Partners

34. The international organisations that operate in Fiji supporting the NDMO efforts are:
- a. the United Nation organisations, UNOCHA, UNDP, UNCRD, UNDESA
  - b. International Red Cross
  - c. European Union
  - d. World Bank
  - e. World Health Organisation
  - f. Food and Agriculture Organisation
  - g. Foreign Embassies and Missions, and
  - h. all the International NGOs.

**Regional Partners**

35. The regional organisations that are based in Fiji and supporting the NDMO efforts are:
- a. AUSAID
  - b. NZAID
  - c. SOPAC
  - d. SPC
  - e. SPREP, and
  - f. all the regional NGOs.

**National Partners**

36. The national organisations and agencies that operate in supporting the NDMO efforts are:
- a. all Government Ministries and Departments
  - b. all national NGOs
  - c. all Municipalities
  - d. all statutory bodies
  - e. all private sector organisations, and
  - f. the national communities or the whole population of Fiji.

**OUTSTANDING PROGRAMS**

37. As mentioned, the NDMO manages a number of disaster risk reduction and disaster management programs with the support of its partners. Since taking over as the Director Disaster Management, the outstanding programs are listed below which NDMO will now focus its efforts and attention in tying-up the loose ends and facilitate in bringing these outstanding programs to a sustainable closure. The outstanding NDMO programs are as follows:

- a. Review of the Natural Disaster Management Act
- b. Review of the National Disaster Management Plan
- c. IT Development – Database, Website, GIS
- d. Proposal for the engagement of two UN Volunteers in NDMO and National Planning
- e. CHARM – Comprehensive Hazard and Risk Management implementation
- f. UNCRD sponsored School Retrofit Project
- g. Review of Ration Scale
- h. Risk Assessment for Urban Centers
- i. SERMP - Suva Earthquake Risk Management Project
- j. DARMTAC – School Curriculum Project
- k. Emergency Operation Centre Resourcing & Training Program
- l. Pacific Catastrophe Risk Pool Initiative
- m. National Disaster Awareness Week [annual event]
- n. Damage Assessment Manuals

- o. EMWIN installation at NDMO – Emergency Weather Info. System
- p. Generator Installation and Testing
- q. Drought Support Plan
- r. Tsunami Early Warning System
- s. Flood Early Warning System – Navua, Rewa, etc
- t. HF Radio Installation
- u. Guidelines for donated items
- v. News Letter/Information Paper, and
- w. Emergency Management Volunteer Services.

### **COMMITTEE INVOLVEMENTS**

38. With the theme of engagement and collaboration at all levels of the disaster risk reduction and disaster management arrangement, NDMO is part of a number of committees. It must be noted that NDMO will have representation to all these committees. Outlined below are the committees with NDMO status to these committees.

#### **Membership Status**

39. Listed below are the Committees that NDMO is a member to:
- a. Fiji National Land-Care Steering Committee
  - b. Navua Early Warning System Committee
  - c. Integrated Water Resource Management Committee
  - d. Integrated Coastal Development Committee
  - e. Environmental Awareness Committee, and.

#### **Secretariat Status**

40. Listed below are the Committees that NDMO acts as the secretariat. It must be noted that all these committee meetings are conducted at the NDMO Office.
- a. School Retrofitting Project Committee
  - b. Suva Earthquake Risk Management Project Committee
  - c. National Drought Plan Committee, and
  - d. National Tsunami Steering Committee.
  - e. Avian Influenza Taskforce

### **CONCLUSION**

41. The paper has covered the whole spectrum of NDMO activities and efforts towards developing the achievement to the mission of building the national resilience to disasters. I understand the focus was right but with the good number of outstanding programs hanging, yet to be finalised, they set the foundations and challenges for the NDMO team to really put in that extra effort and commitment in bringing the outstanding programs to a sustainable closure. The focus now is to set deadlines and targets; marshalling the right resources and funding; vigorously engage our partners and improve networking at all levels;

embrace the concept of “whole of Government” and “whole of country” approaches as the way forward; and the development of disaster risk reduction and disaster management team building and capacity building at all levels of the organisation.

42. An area that the paper wishes to bring to your attention is the limitation in the current staffing arrangement which encourages and facilitated the high rate of staff turn over at NDMO. The structure is bottleneck and as it stands, will not accommodate a career path progression for the staff, i.e. for the staff to progress in the disaster management career, the only way up is to get out of the NDMO organisation structure and begin a new career altogether by joining other ministries. We need to set a conducive staff organisation structure that facilitates the promotion of staff career path progression, ensures the continuity and sustainability of both the work progress and the staff commitment in the organisation. The major problem affecting NDMO is the high rate of staff turn over that directly result in the good number of programs and projects still outstanding. It is now the challenge for the current NDMO administration to tie the many loose ends and bring these outstanding programs and project to a sustainable closure.

43. In summary, the paper was intended to give you an overview of NDMO and to also update you on the NDMO past proceedings outlining outstanding programs prior to the move/transfer to the Ministry of Defence, National Security and Immigration. The report has covered in details the reality of the situation on the ground. We hope that you are now familiar with the NDMO, its vision, mission and its guiding principles; its core functions and responsibilities; the staffing structure arrangement; the need for NDMO mobility in the execution of its roles; our partners in both disaster risk reduction and disaster management; the outstanding programs that challenges this current NDMO administration; the involvement of NDMO in committees; the number of issues raised as discussion points that will require the Ministry attentions; and the three regional disaster seminars scheduled for this year.

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