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NATIONAL CYCLONE SUPPORT PLAN REVIEW 2013-2014



NATIONAL DISASTER MANAGEMENT OFFICE MINISTRY OF CLIMATE CHANGE AND DISASTER MANAGEMENT PORT VILA

FORWARD AND APPROVAL

The republic of Vanuatu was listed down in a World Risk Report 2011 as the most prone country to natural disasters. As well as cyclones there are other hazards such as volcanic activities, earthquake, flooding, drought, landslides, tsunami and climate change impacts that can caused massive destruction to social, economic, infrastructural, environment and to general development efforts.

This document provides guidelines and information on cyclones to all responding agencies on what needs to be done in a much more coordinated system. It also provides information which other agencies can use to develop their response plans and procedures to address cyclone preparedness, response and recovery efforts. These functions are covered by responding agencies from the Government, Vanuatu Humanitarian Team members (NGOs, Red Cross, UN Agencies), Donor Partners and Private Agencies.

It outlines roles and responsibilities of various agencies which the Government will work with towards common humanitarian safety, before, during and after a disaster. This arrangement was developed as part of the implementation of the National Disaster Management Act NO.31 of 2000 and the Disaster Risk Management National Action plan 2006-2016. The arrangement will vary depending on severity of the cyclone; however it will act as a guide to response to cyclones. Each agency should assess their roles and review their action plans, accordingly.

Disaster management is every body's business; therefore, National coordination system is important to ensure resources are utilized properly to eliminate duplication of efforts. This document is important for all agencies to see how best they can prepare to response to cyclones at the right time, with the right resources, to the affected needy people anywhere in Vanuatu. The document is reviewed every year.

APPROVAL OF THE DOCUMENT

Hon. Thomas Lake Clove DE

This cyclone support plan is approved by:

Minister of Climate Changes and Disaster Management Government of the Republic of Vanuatu

Changes Adaptation,
Meteorology, Geohazards,
Environment & Energy

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List of Acronyms

AC Area Council

ACDC CC Area Council Disaster and climate change Committee

ADRA Adventist Disaster Relief Agency

CDCCC Community Disaster & Climate Change Committee

CCG Central Control Group

CCI Chamber of Commerce and Industry

DLQS Departnment of Livestock, Quarantine Services

DRM Disaster Risk Management
DRR Disaster Risk Reduction
FSA Food and Safety Advocacy

MCCDM Ministry of Climate Change and Disaster Management

MDC Municipal Disaster Committee MOFA Ministry of Foreign Affairs

MOCC Ministry of Climate Change, Energy, Environment and DRM

MOU Memorandum of Understanding NDC National Disaster Committee

NDMO National Disaster Management Office NEOC National Emergency Operation Centre

NGO Non-Government Organization

PDCCC Provincial Disaster & Climate Change Committee

PDO Provincial Disaster Officer
PHT Pacific Humaniterian Team
PSC Public Service Commission
SOP Standard Operation Procedure
TAG Technical Advisory Group
UNICEF United Children's Fund

VAT Value Added Tax

VDC Village Disaster Committee VHT Vanuatu Humanitarian Team

VMF Vanuatu Mobile Force

VMGD Vanuatu Meteorological and Geo-Hazards Department

WASH Water, Sanitation and Hygiene WHO World Health Organization

Introduction

1.1 The Season

The annual cyclone season for the Republic of Vanuatu commences in November each year and extends to the end of April the following year. Whilst cyclones can develop outside of this period, their cyclical nature increases the predictability of such occurrences and thus enables pre-planned measures to be formulated beforehand and community preparedness programmes put in place and promulgated.

1.2 Aim

The aim of this plan is to detail the cyclone preparedness and response arrangements in Vanuatu.

1.3 Authority

This plan is produced under the authority of the National Disaster Committee (NDC).

1.4 Relationship with Other Plans

The cyclone support plan should be read in conjunction with the National Disaster Plan, and should be used by all Ministries, Departments, Provincial Councils, the Civil Society, Non-Government Organizations, Private Sector and Communities as a guide for the development of their cyclone preparedness and response measures.

2.0 Declaration of State of Emergency

The National Disaster Act gives provision to establish the NDC. The Chairperson of the NDC is the Director-General of Ministry of Climate Change and Disaster Management (MCCDM). The Chairman may advise the Hon Minister for the MCCDM to recommend to the Head of State to declare a *State of Emergency* on all or part thereof, of the affected areas of the Country under the Disaster Act. This will be done on the basis of the result of Aerial Reconnaissance and/or significant disaster impact reports from Provincial Disaster and Climate Change Committees (PDCCC) working together with the NDC. **The provisions of part 3 section12 Activation of Plans** (1) The Minister may, on the advice of the National Disaster Committee, activate the National Disaster Plan, a National Disaster Support Plan or a Provincial Disaster Plan. (2) Such a Plan may be activated without the need for a declaration of a state of emergency. The Provision of **Section 13 (1) Part 4 of National Disaster Act** is hereby adhered to in this plan. It gives the Provincial Councils of all the provinces in the country the responsibility to concentrate on their communities first. This approach is based on the Decentralization Policy.

State of Emergency is an Act provided for under CAP.11 section 69 (b) of the Constitution of the Republic of Vanuatu that empowers the President of the Republic of Vanuatu to make a declaration on the advice of the Council of Ministers by reason of natural calamity or to prevent a threat to or to restore public order. The Minister of MCCDM may by order in writing revoke a declaration of a *State of Emergency* at any time.

3.0. National Disaster Committee

The NDC is comprised of 3 permanent members selected from the position they occupy in responding to any disasters in Vanuatu. The Committee meets at such times as may be necessary during times of disasters. Their specific responsibilities are to discuss policy level issues and to support the NDMO which is the operational arms of disaster response component. The NDC members as provided under the Disaster Act [CAP 267] include the following:

Members of NDC

Director-General Ministry of Climate Change Chairman

Director NDMO Secretary

Commissioner Vanuatu Police Force

Chief Executive Officer Vanuatu Red Cross Society

And 3 representatives of NGOs the committee may from time to time determine.

The members of the response and recovery to disaster who also assisted the NDC include the following:

Director General Prime Minister Office

Director-General Ministry of Finance

Director-General Ministry of Health

Director-General Ministry of Lands,

Director-General Ministry of Agriculture, Forestry and Fisheries
Director-General Ministry of Public Utilities and Infrastructure

Director-General Ministry of Education

Director-General Ministry of Civil Aviation

Director Aid Coordination and Planning

Director Vanuatu Meteorological and Geo-Hazards

Director Department of Local Authority

4.0 National Disaster Management Office

The NDMO is responsible for implementing national Disaster Committee (NDC) decisions and coordination of disaster response and recovery operation. This includes preparedness, predisasters and post disasters cycle. The NDMO office is manned by government officers appointed by Public Service Commission (PSC) that have specific roles during the planning and preparedness and recovery stages to emergencies leading up to disasters. Once in the state of emergency and during the manning of the National Disaster Emergency Operation Centre (NEOC) the roles of existing NDMO staff changes to ensure that an effective and timely response is been coordinated and implement.

The NDC can increase the NDMO resources to include persons with hazard specific knowledge and expertise to provide technical advice as required. Examples may be a health related epidemic or food crop destruction where the technical advice from Health or Agriculture would be brought in. This includes the local scientific monitoring institutions such as Geo-Hazards and Meteorology.

5.0 Provincial Disaster Committee

The Provincial Disaster and Climate Change Committees (PDCCC) has been established in all six Provinces in the country. The Secretary-Generals of the provinces in consultation with the Director of the National Disaster Management Office (NDMO) shall be responsible to establish the PDCCC as required by the provision of **Section 11 (1) Part 3 of National Disaster Act N0.31 of 2000.** The Provincial Technical Advisory Group (TAG) may act in the absence of, or perform the roles of PDCCC at provincial level. The Secretary-Generals are to become the Provincial Disaster Controller and are to be assisted by members of the Provincial Disaster and Climate Change Committee. The Provincial Police Commander or Police Officer-in-Charge shall act as the Disaster Operation Officer. Each Province will eventually have a Provincial Disaster Coordinator who will act as the Secretariat to the PDCCC, a similar role that the NDMO is undertaking to the NDC at national level. See *Annex B*.

6.0 Municipal Disaster and Climate Change Committee

The Municipal Disaster Committees and Climate Change (MDCCC) must be formed in the urban centers of Port Vila, Luganville and Lenakel. The Municipal Town Clerk will assume the role of the Chair of the MDC. Port Vila Municipal Council will be working closely with the national network in Port Vila and therefore getting direct contact from the NDOC. The Town Clerk will also Chair or designate another officer to chair the Ward Disaster and climatwe change Committees working closely with Disaster and Climate Change Committees at the Community Level. (See Annex B)

The Municipalities of Luganville and Lenakel will work closely with the PDCCC or the Provincial and Disaster and Climate Change Committee in their respective provinces of Sanma and Tafea to coordinate and facilitate preparedness, response and recovery programs and activities.

7.0 Community Disaster Planning Committees/Groups

Local communities must form disaster and Climate change committees incorporated into existing development committees and further develop plans for disasters that affect their communities or villages. The Community Disaster and Climate Change Committees (CDCCC) must work together with the Area Council Disaster and Climate Change Committees (ACDCCC)

in their respective Area Councils (AC). Disaster plans at this level are based on local knowledge and experience with assistance and support from line government agencies, Provincial Councils, NGOs, development partners and the private sector. Plans should be simple and address key elements as outlined in the National Plan for Communities.

Members of the Disaster and Climate Change Committee must represent the different age and sex groups of the community. Committees should ensure that all community members are represented, with particular focus on women, youth and the disabled / disadvantaged.

At the Area Council level, representatives of the ACDCCC must be selected from the national government (education, health, agriculture), provincial government (Area Council Secretary), other NGOs, chiefs, church, women, youth and disable people.

The composition of CDCCCs is slightly different from the ACDCCC composition. Therefore, representatives to the CDCCCs must come from community members such as chiefs, church leaders, women leaders, youth leader, disable people, farmers and business people.

8.0 Cluster

During a declaration of a state of an emergency or disaster the Vanuatu Government will respond with assistance from Line Government Agency and the established ClusterSystem coordination. The Cluster System or mechanism has been adopted by the NDMO and the Vanuatu Humanitarian Team (VHT) to strengthen effectiveness of response to emergencies and Disasters. Vanuatu has managed to set up Six cluster grouping namely Logistics, Education, Health & Nutrition, Agriculture & Food Security and WASH and protection & Gender. The NDMO remains the overall Coordinator of all line government agencies and clusters as well as the lead cluster for logistics. From this coordination mechanism the lead agency will be government line ministries and co-chair by UN agencies with VHT members in the absence of designated lead agency.

A <u>Lead Agency</u> is an agency that has primary responsibility for either carrying out or coordinating the implementation of a particular mandated function.

A <u>Co-lead Agency</u> is an agency that supports the Lead Agency in its role and responsibility. The Support Agency may be the one that carries out the task for the Lead Agency; however the Lead Agency is still accountable for decisions implemented.

Cluster	Lead Agency	Co-lead Agency
Logistics	NDMO	Red Cross
WASH	Department of Rural Water Supply	UNICEF/ADRA
Education	Ministry of Education	UNICEF / Save the Children
Health & Nutrition	Ministry of Health	WHO/Red Cross
Agriculture	Department of Agriculture	CCI/FSA
Protection & Gender	Department of Woman Affair	SCA

9.0 National Emergency Operation Centre

The NDMO is responsible for the setting up and ongoing maintenance of the National Emergency Operation Centre (NEOC) to ensure that it can be utilized effectively when required. The NDMO and VMGD are to ensure appropriately NDOC Standard Operating Procedures (SOPs) are in place and to ensure that they are reviewed after each event. The structure of NDOC is in exhibit *annex A*.

Care should be taken not to confuse cyclone warnings issued by the VMGD, with the National Community Alerts issued by NDMO. The format is a general warning to the community that a cyclone exists, whilst the latter provides information specific to the community action to be undertaken required in response to the level of threat.

10.0 Designation of Warnings

Tropical Cyclones are usually categorized according to their associated wind intensities (power). These are issued when there is an imminent threat of a tropical cyclone to Vanuatu or parts of the country. Such warning will contain information pertaining to the predicted wind strengths around the systems, movement of the system and locations of the systems expected in specific areas. Such winds strengths are detailed in the following categories:

- ❖ Gale Force Winds: are issued when the wind speeds are expected to reach gale force intensity 34-47 knots (62 87 km/hr) within the next 24 hours.
- ❖ Storm Force Winds: are issued when average wind speeds are expected to reach gale force intensity 48-63 knots (89 116 km/hr) within the next 24 hours.
- ❖ Hurricane Force Winds: are issued every three (3) hours or hourly when available on radar, and when wind speeds are expected to exceed 64 knots (118 km/hr) within the next 12 hours.

10.1 Stages of Alert

The major objectives of the community response system are firstly to ensure that the level of community preparedness is equal to the existing threat and secondly to reduce the terminology problems commonly associated with meteorological services messages, by linking the community action against a colour code.



Blue alert is the first stage, that there is a cyclone threat and may affect parts of the islands within the next 24 hours. Communities within the Blue zone should start cyclone preparations.

- > Check the walls, roof, windows and gutters of houses are secured
- Trim trees and limbs away from houses and buildings
- Build shutters for the windows and glass areas of buildings
- Clear property of loose material that could blow about and possibly cause injury or damage during extreme winds
- > Prepare an emergency kit containing:
 - Portable battery operated radio, torch and spare batteries
 - Fill Water containers, stored dried or canned food
 - Matches, are available fuel for lamp is available
 - First Aid kit is available
 - Recharge battery available
 - Recharge Mobile Phones
 - Prune garden crops such as cassava stems, banana leaves, etc
- > Keep a list of emergency phone numbers.
- Work with community disaster and Climate Change committee member to make sure they are prepared as well
- Continue to listen to Radio Vanuatu
- Move away from flooding Areas if house is located near the rivers banks
- Check evacuation plans and evacuation sites with community leaders and community disaster committee members(CDCCCM)

YELLOW

Yellow alert is the second stage. It explains that the threat has further increased with destructive gales and storm force winds a significant risk within the next 12 hours. Final preparations should be completed.

- Re-check property for loose material that could be blown about and possibly cause injury or damage during extreme winds such as boats, rubbish bins, etc.
- Re-check all water and food supplies
- Re-check emergency kit
- Fill vehicle fuel tanks in case they are needed for evacuation
- Park car in a safe and secure location, NOT under trees.
- Fill all water containers with drinking water
- Ensure everyone knows safest part of structure and what to do in case of further cyclone warning or evacuation
- Ensue enough food items is available
- Tune to local radio / TV for further information or warning
 - Radio Vanuatu Amplitude modulation (AM) Medium Wave, Short Wave
 - o FM 96; FM 107; FM 98; FM 100; Crest FM 104, FM 93
 - Radio New Zealand
 - o Radio Australia
 - o Continue to listen to Radio Vanuatu and other media outlets

Red alert is the last stage. It explains that the Cyclone is imminent and the Area is under threat. If the warning is issued all preparation should have been complete, such as:

- Move into safe house or shelter
- > Park vehicles under solid shelter (activate hand break)
- Close shutters or board up all windows, close curtains and lock doors
- Pack an evacuation kit of clothes, essential medications, important papers, and personal emergency kit.
- Remain indoors (with pets).
- > Continue to ensure that adults, elderly, children and pets located in safe places.
- Do not leave house or shelter, do not move in or out of the house or shelter
- Continue to listen to Radio outlets

11.0 Media Broadcasts

Media broadcasts continue to be are the key sources of information dissemination to communities. The importance of ensuring that such information is provided in a timely and accurate manner cannot be underestimated. In order to achieve this, it will be necessary to enforce some control mechanisms on what is said and by whom. This link is critical for the relay of information and accordingly some control measures must be introduced to ensure that only essential broadcasts are made during periods of highest threat.

The General Manager of Vanuatu Broadcasting and television Corporation is to ensure that all messages are vetted and only urgent or essential service messages are broadcasted once stage three of the activation status of the response arrangements has been activated.

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

Cyclone warning messages issued by the Vanuatu Meteorological and Geo-Hazard Department (VMGD) are excluded from these procedures and will continue to be broadcasted as and when received.

All media releases during and after disaster operations are regarded as highly important to all sections of society consistent with the public safety policy of the Government therefore they will be regarded as community service on a free of charge basis to NDMO or the Government.

It is the responsibility of the Media Staff to liaise with the Media Liaison Officer from the NDOC for updated situation reports of the impact and previous warnings that have been given out. Finally, it is important that content of any media release is agreed by NDC and confirm by the

secretariat of NDC before it is put out to the nation.

12.0 Department and Sector Cyclone response Plans and Procedures

Other responding agencies and sectors are responsible to prepare their own respective cyclone response plans to provide a coordinated support to national response disaster management coordination system. The response plans are to ensure that preparedness measures (to protect assets and business continuity) and response (mobilising resources and information sharing) are achieved in a timely, safe and coordinated manner.

It is also a requirement that all responding agencies are to appoint respective Liaison Officers to represent and coordinate their department's efforts before, during and after a cyclone impact. They are to ensure that they link their agencies with the NDOC and to coordinate their departments' role in providing information and reports to NDC through NDOC coordination unit as required.

13.0 Response Phases

Cyclone response phases will be activated according to different level of impacts that will be justified with five (5) different categories with its level of impacts on livelihood and properties.

CATEGORY 1

Category 1 cyclone strongest winds are Gales will be imminent with typical gusts over open flat land of 90-125 km/h. The impact of this category could be the damage to old traditional that ches buildings and poorly built houses and damage to some garden crops such as banana and fruit trees.

With this category the level of response could be channel down to Provincial Disaster and Climate Change Community, Area council Disaster and Climate Change Committee and Community Disaster and Climate Change Committee to coordinate impact assessment. For relief supplies and recovery phases will be determine by the initial need assessment done by PDC, ACDC and CDC.

CATEGORY 2

Category 2 cyclone strongest winds are destructive winds with typical gusts over open flat land of 125-164 km/minor house damage and significant damage to signs, trees and local thatch house is expected over the islands. Having damages to food crops and fruit trees. Expected risk of power failure.

With this category the level of response are coordinated both from NDOC (National Disasters Operation Centre), PDC, ACDC and CDC depending on the magnitude and scale of impact. The Arial surveillance will be conducted depending on the concrete Initial rapid assessment or impact observation assessment collected and confirm by PDC, ACDC and CDC members.

CATEGORY 3

Category 3 cyclone strongest winds are expected and VERY DESTRUCTIVE winds with typical gusts over open flat land of 165 - 224 km/h. Some roof and structural damage from semi-building to permanent building including the local thatch houses destroyed. Power failures are likely imminent. Possible minor damages to public utilities and Infrastructures.

With this category the level of response is coordinated from NEOC, PDOC and CDCCC during three phases. The Arial Surveillance is necessary and paramount important to be under taken before any Initial Rapid Assessment could be contacted on ground. For initial relief and in depth need assessment will be collaboratively coordinated from NEOC down to PDOC and CDCCCs.

The rapid needs assessment is undertaken to better inform the NDC for their decision on the scale of response after the initial assessment done by the PDCCC and CDCCC members. And should specific areas need to be examine further then a specific cluster assessment will be required to be deployed from the national humanitarian agencies.

International agencies and donor partners eligible to provide assistance in kind during predisasters until recovery phase depending much on the scale of impact.

CATEGORY 4

Category 4 cyclone strongest winds are VERY DESTRUCTIVE winds with typical gusts over open flat land of 225 - 279 km/hrs. significant roofing loss and structural damage are expected. Many thatch houses destroyed and blown away. Dangerous airborne debris. Widespread power failures are expected

With this category the level of response is coordinated from NDOC, PDC and CDC during three phases. The Arial Surveillance is necessary and paramount important to be under taken before any Initial Rapid Assessment could be contacted on ground. For rapid and cluster relief and in depth need assessment will be collaboratively coordinated from NDOC with assistance from national partners down to PDC and CDC'S.

Donor partners and international organizational could be request for assistance in kind during pre-disasters until recovery phase depending much on the scale of impact.

CATEGORY 5

Category 5 cyclones' strongest winds are VERY DESTRUCTIVE winds with typical gusts over open flat land of more than 280 km/h. (Severe tropical cyclone) extremely dangerous with widespread destruction. Building, trees and public infrastructures are expected to badly affected.

With this category the level of response is coordinated from NEOC, PDOC and CDCCC during three phases. The Arial Surveillance vital be under taken before any Initial Rapid Assessment could be contacted on ground. For rapid and cluster in depth need assessment will be collaboratively coordinated from NDOC with assistance from regional partners and external military support down to PDOC and CDCCC'S.

Donor partners and international organizational could be request for assistance in kind during

pre-disasters until recovery phase. Further assistance will be requested from external support for early and post recovery phase, because this will be overwhelming for Vanuatu government.

14.0 Safety/Evacuation Centre

The NDMO will coordinate together with Police Force are responsible for Public Safety, search and rescue or evacuation operations in the main centres of Port Vila, Luganville and all Provincial Headquarters. However, in rural communities, the ACDCCC and CDCCC including Chiefs and community leaders are equally responsible with the help of line government agencies and other institutions such as NGO representatives based at the Community at the time of the cyclone.

The Evacuation Centres or safe-shelters are normally identified as school classrooms, Health buildings, church buildings, community centres (Halls) and other private or public building that is strong enough to sustain a cyclone. Within the main centres of Port Vila, Luganville and Provincial Headquarters, the MDC and PDCCC and the Police Force are responsible to identify the evacuation centres and let the public know during the pre-cyclone planning arrangements. The NDC,NDMO, PDCCC and Southern/Northern Police Commander are equally responsible to ensure that this process has been completed, and that a list of evacuation centres is provided to the NEOC prior to the commencement of each cyclone season.

Education and awareness programs should not only identify the location of shelters, but also inform the community of self-sufficiency requirement for food, water, bedding, medical supplies (medicines, etc.) and toiletries. Only those who have been directly affected by the cyclone, and whose property has been severely damaged will be catered for after the cyclone.

Evacuation centres will be opened and operated for the receipt of those left homeless by the consequences of the cyclone or whose houses are vulnerable to the impending cyclone.

15.0 Closure of Schools and Offices

The Director General of the Ministry of Education or a representative will issue the instruction for closure of schools after liaison with the NDMO. All schools in the affected areas will close upon placement of a Stage Two – Yellow Alert. However, Head Teachers and Principals should at all times use their discretion to close schools if they felt that the level of risk to children is high.

The school classrooms which are built of permanent structures and can out-stand hurricanes should be prepared by the Head Teachers and members of CDCCC to accommodate people whose properties are vulnerable to cyclones.

16.0 Public Service

It is a requirement under the **RISK MANAGEMENT** policy of the Government that all Government Departments must have their own departmental and organizational disaster plans to deal with disaster preparedness, response and recovery program. It is important that all

disaster plans are activated when situation arises.

The Chairman of Public Service Commission will give instructions for closure and opening of Public Offices after liaison with the NDMO. Stand-down of staff should commence on a gradual basis once Stage Two – Yellow Alert has been enforced. Only essential services should remain until the placement of Stage Three – Red Alert. All Government Offices should be fully secured upon announcement of the Red Alert.

Prior to closure of Public Offices all cyclone shutters must be in place and all Government assets must be secure.

17.0 Damage and Need Assessment

National, Provincial and Community Disaster Assessment Teams comprising of Government and cluster representatives are to be placed on notice during Stage One – Readiness and should be placed on immediate standby ready for callout once Stage Three has been activated. Assessment should focus on obtaining information for two distinct requirements:

- ❖ To determine the impact of cyclone on society (extent of damage), and
- ❖ To determine the needs and priorities for assistance (life support policy).

Damage assessment will be undertaken following a cyclone impact or major emergency events anywhere in Vanuatu. There will be three categories of assessment undertaken

17.1 Aerial Surveillance

Aerial Surveillance is usually conducted immediately after a cyclone had passed over the country or the affected part of the country. In the event of immediate mobilization of the Aerial Surveillance to be activated when the category of the cyclone is rate at 2 to 4 and the damage cause by the event is imminent. The aim is to identify the extent of damages to areas affected by the cyclone. The first action will determine areas of concentration for immediate assessment and respond. This assessment will be coordinate by the NDMO in consultation with the NDC. The information gathered being used to determine the need of a State of Emergency to be declared. And also for allocating priorities for emergency response action to specific areas on the islands. Depending on the areas to be covered and availability of Government Officers, this exercise is usually supported by Police/VMF Officers and cluster members as determined by Director of NDMO.

Logistic support for this exercise can be provided by the Franz partners through the French Government in New Caledonia where necessary. It is the duty of the Government to formally request this logistic assistance following the recommendation by the NDC. However, the domestic airline companies and helicopters can also provide the same task but subject to arrangement by the NDMO as directed by the NDC using the emergency fund to undertake this task.

17.2 Initial and Rapid Damage and Needs Assessment

Initial damage Assessment and needs assessments should be conducted by members of the CDCCC and ACDCCC at Area Council Levels and PDCCC at Provincial Levels spearheaded by the Secretary Generals especially in Provinces. Where PDCCC have not yet set up working collaboratively with Community Disaster Committees in each Area Councils as soon as practicable following the impact of a disaster. This should be carried out using an agreed standard reporting process by trained personnel and the results passed on to the NEOC as soon as possible to assist decision-making by the NDC and CCG.

The Initial Damage Assessment should provide the following information: (See Annex D)

- Number of fatalities:
- Number of injuries including urgent and non-urgent;
- Number of missing persons;
- Number of people made homeless:
- Number of and extent of occupied houses destroyed based on different categories;
- ❖ Damage to other public buildings and critical infrastructure;
- ❖ Action taken by the community and government or other agencies within locality;
- Transport systems available and routes open or closed;
- Communication systems available and working or damaged;
- Type of resources required; and
- Name and contact of person in charge.

PDCCC and CDCCC representatives are to provide assistance to the Damage and Needs Assessment Team. In the absence of PDCCC and CDCCC, the Area Council Secretary and National Government Officers based on the island are to provide the necessary assistance to any Damage and Needs Assessment Team in that locality. These assessment teams will conduct either aerial and/or ground assessments based on the level and scale of damage, and the time they have available to perform the tasks. Local community representatives can assist with accurate information and basic assessment of initial relief and recovery needs.

17.3 Rapid Damage and needs Assessment

After the initial damage assessment a rapid assessment will be undertaken by members of responding agencies and cluster groupings to collect more information on different sectors to assist the NDC in their decision making process. This assessment will be undertaken if the NDC is not satisfied with information from the initial assessment.

The detail sectoral damage assessment should be implemented by cluster groupings within two-three weeks of the hazard impact or emergency situation and is designed to provide the Government with a more detailed damage assessment in respect to different sector such as infrastructure, agriculture, health, water, sanitation, communication, shelter and other long term issues which may have an adverse impact on social and economic environments and development. Responsible technical departments from National line government agencies, DC and members of the cluster groupings will undertake this assessment. It is important that reports are compiled so as to provide a much more detailed assessment on the medium and long term affects. The NDC will provide all necessary assistance to ensure that there are no unnecessary delays.

The decision regarding the provision of food relief will be made by the NDC following receipt of damage assessment reports. Relief efforts will at all times be applied on a fair and equal basis (according to needs), and will adhere to the Governments "**Self Help**" concept wherever possible.

No national relief food distribution is considered until the Department of Agriculture have submitted technical food damage and recommendations that such assistance is required to the NDC. Further, no food relief (other than that to long term evacuation centres) will be necessary within 4-6 weeks of impact, as families, communities and individuals will be expected to take proper preparations (self-help for self-sufficiency), and make use of available supplies and resources. This does not apply in extreme cases.

Critical cases, such as hospitals and schools will be exempted from this restriction. Other factors such as flooding and evacuation of people will have a major bearing in the enforcement of this policy, as earlier assistance may be required.

- ❖ A recommendation by the Department of Agriculture of the need of such assistance and for how long. Number of affected households and communities should be provided so as to allow NDC work on a fair distribution list.
- ❖ Severe damage has occurred to more than 70% of all crops and gardens.
- ❖ The community does not have the financial capacity to assist itself.
- The community does not have access to alternative supplies of food or food market outlets.
- ❖ That the Provincial Authorities have exhausted their resources in taking care of the situation thus need extra assistance to sustain the affected people.

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

With respect to shelter, the use of tarpaulins should be considered for Government buildings, hospitals, churches, major community buildings and damaged occupied community houses. Assistance to community housing could be limited to the use of plastic sheeting, if tarpaulins are in short supplies and this could be consider in cases as a positive measure to encourage self-help concept and the adoption of effective preparedness measure by communities.

For water issues the first response to water situation is the provision of the water containers as identified by the initial damage assessment on households that have completely lost their tanks, wells, containers, etc...

The NDC must ensure that the policy associated with disaster relief, and in particular the self-help concept, are included within community education programs and disaster plans.

18.0 Role of the National Government

Vanuatu National Government will take the lead in dealing with disasters in Vanuatu. Therefore, the Government will assume total responsibility as per this policy and the National Disaster Act

(CAP 267). As such there are some indicative roles of the Government through all Government Ministries and Departments:

- ❖ All Government resources to be utilized when a declaration is made by the Government through the Head of State of the Republic of Vanuatu.
- ❖ The Minister responsible for NDMO will have the overall power to utilise all public resources under the Act.
- All Government Ministries and Departments are to assess available resources that can be utilised during response. They are to keep baseline data of these resources at their respective offices and a copy to NDRMO and NDOC for information and coordination purposes.
- Ministry and Department of Finance are to ensure adequate financial resources is in place to meet National Ministries/Departmental obligations in emergency operations when their budgets run out. During national budget closure, the Ministry of Finance must be prepared to coordinate disaster and emergency with funding set aside for this purpose under the public and finance and management Act.
- Undertake National coordination role.
- Liaise with donor partners and members of the VHT and private agencies.
- Maintain link with the United Nation Disaster Assessment Team and UNOCHA (Suva Office).
- Keep the Republic informed of situation.
- Monitor the weather situation through VMGD.
- Sectoral Assessment and reports provision by Agriculture, Education, Water, Health and Logistics and protection clusters.
- Coordinate international appeal and coordinate deployment of relief distribution items to affected communities.

19.0 Role of the Provincial Government

To ensure effective coordination and liaison amongst all stakeholders, a close working collaboration between NDC and PDCCC is important. Therefore, the Provincial Disaster and Climate Change Committees (PDCCC) will undertake the following roles:

- Establish and activate PDCCC in all six provinces;
- ❖ Set up and manned a PDOC during an emergency or disaster situation;
- NDMO will brief the PDC on their roles, before, during and after a disaster;
- Develop and review Provincial cyclone response plans;
- Coordinate Provincial Pre-Cyclone season awareness and other activities during Preparedness Phase;
- Coordinate Provincial response activities during disaster response phase;
- ❖ Maintain Provincial baseline data on all available resource inventories and report regularly to the NDMO.
- Establish point of contacts from each of the main areas and islands within the Provincial boundaries.
- Ensure that there are adequate financial resources for the Province to utilise before National commitment.

- Monitor and keep NDMO and NDOC informed of Provincial boundaries situations on a regular basis.
- ❖ Activate Provincial Cyclone Response Plan first and assess the coping capacity of PDOC.
- Work with and support National Disaster Assessment Team deployed to respective Provinces.
- ❖ Update the provincial Logistics capacity assessment on a regular basis.

20.0 International Assistance

International assistance will be requested once it has been established that the severity of the damage is beyond the capacity of provincial and national resources. This requirement will need to be determined by the NDC, which will submit through the ministry responsible for emergency and disasters, a formal request for international assistance via MOFA.

The NDC will be responsible for liaising directly with aid agencies and potential donors once a formal request for assistance has been made through the MOFA, in order to determine the type and quantity of assistance required, in addition to any distribution and logistic support arrangements. All Departments and Agencies which have identified or determined the need for assistance, must submit their requests through as part of their assessment report to the NDC, and should under no circumstances make direct approaches/requests to aid agencies and donors without the overall consideration and endorsement of the NDC and NDMO.

The NDC and NDMO will also be accountable to the respective donor partners for ensuring that all relief assistance is provided and 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.

Other Regional and International aid agency wishing to assist Vanuatu in times of a disaster should ensure their interest is channel through the MOFA and a copy to NDMO. Regional and International organisation are subjected to direct their request and assistance following this channel referred to above.

21.0 Customs

Upon being notified that an official request for international assistance has been submitted, the Director of Customs is to ensure necessary arrangements for on-going clearance of all disaster relief consignments in a swift and timely manner through all the Customs Ports of entry. The NDC through the NDMO will provide details on donor assistance to facilitate this process. Such information may include; type of assistance, mode of transport, where and when arriving and other special handling requirements. Other shipment documents should include Bill of ladings or Airway Bills, Cargo Manifests as well as donor certificates and packing lists.

Importantly, once international assistance is confirmed, the Director of Customs in consultation with the NDC to waive customs duties and VAT at import under X-67 of the Vanuatu Import Duty Tariff for all goods purchased externally for the purpose of humanitarian assistance in

times of disasters. As there are limitations to conditions on local purchases using disaster relief funds, the Director of Customs must authorize such payments which will be subject to reimbursement of duties and Vat already paid. All Customs import formalities including data entry and declaration of goods shall be complied with such as lodgement of SAD declaration in the Asycuda Customs Data System via a Customs Agent. Depending on the urgency of the situation a provisional SAD entry (IM9) mechanism can be adopted to facilitate immediate release of such consignments where relevant documents are not readily available upon arrival of an emergency Aircraft or Vessel.

Custom Department should also be made aware of items imported by members of the VHT for pre-positioning prior to cyclone seasons and particularly non-food items. Some Government agencies and members of the VHT are involved in this process as part of their DRR program and activities. Such imports will require notification from the NDMO to the Custom Department to waive import tariffs and be clear as relief items for disaster using the procedures described above.

22.0 Quarantine Clearance.

Prior to the arrival of the relief supplies, the aircrafts agents must notify the Vanuatu Quarantine and inspection service (VQIS) on the expected time of arrival of the aircraft. The DLQS will facilitate the quarantine clearance of the relief supplies at the airport. However, such facilitation will be processed in accordance to the quarantine legislations to ensure that no foreign organisms are introduced into Vanuatu.

For container clearance it is more or less the same with the procedure as carried out at the airport. Prior to the arrival of shipping container a ship manifest will be given to DLQS by the shipping agent, from there the DLQS will figure out—which container that needs further inspection based on the description of goods. Inspection will be done on used items such as personal effects, donated used items, second hand clothing, Frozen and chilled foodstuff, used vehicle and used tyres, all are subject to an import permit which will be sought at the DLQS before the container arrived in Vanuatu. The import permit outlines the necessary requirement in order to import any of the above mentioned items. If the consignment does not meet the requirement then officers will treat the container at the expenses of the importer. For stored food items, it should be commercially packaged and clearly label in English and should not be infested with any living organisms. The requirements for importing such items are made in order to safeguard our border from foreign damaging pests and diseases.

23.0 Pacific Humanitarian Coordination Team - PHCT

The United Nations has established a regional Humanitarian Team which can be deployed in support of national responses to hazard impacts and other major emergencies. Team members are drawn from other Pacific Island Countries, and are placed on stand-by for rapid deployment at the formal request of the Governments through UNOCHA regional coordinating agency. Key support activities that can be undertaken by PHT teams or PHT include:

- ❖ Contributing to the rapid assessment and sharing of information to the government through NDC and among active donors in Vanuatu and the region.
- Facilitating coordination with and mobilisation of appropriate resources from donors who might not be operational in the region but are interested to assist.
- Providing additional know-how and expertise to strengthen the national capacity and to increase the accountability and credibility of assessments reports and appeals presented to the donor community.
- Strengthening National capacity by providing sectoral assessment expertise that might be required.
- Assisting in the on-site management of the relief operation and distribution during the emergency relief response operation phase.
- Providing advice on planning for medium term relief, transition to rehabilitation and future mitigation strategies.

PHT Teams are most effective when deployed early in an operation. The teams are activated by UNOCHA Office in Suva, Fiji.

24.0 Role of Non-Government Organizations (NGO)

Throughout out Vanuatu the Local and International volunteers are undertaking Disaster Risk Reduction and Climate Change Adaptation programs and activities. The NGO's works alongside the NDMO to ensure the communities are prepared for disasters and have Community Disaster Plans and School Disaster Plans in place.

The NDMO is currently working together with the civil society to establish a Vanuatu Humanitarian Team (VHT). The VHT is a network made up of NGO's, Red Cross, UN agencies and donor partners working closely with Vanuatu Government Ministries/Departments (particularly the NDMO) and the private sector. The NDMO and VHT are currently working together to build up capacity and capability at the national, provincial and community levels to response to any disaster as soon as possible. From this network, cluster groupings have been established for Logistics, Education, Health & Nutrition, Agriculture & Food Security and WASH and protection & Gender

During the event of a cyclone the VHT with its human resources on the ground are able to assist the NDMO and the government with the assessment of the impact of cyclone. Once a state of emergency has been declared the NDC can request the assistance from the international contingent. This will include the delivery of assistance to the community under the direction of the NDMO.

Cluster groupings will be task with preparedness (awareness) and actively engaged in the development and promotion of education and awareness programs, particularly at the community/village level. However, it is important that a Memorandum of Understanding (MOU) with the NDMO is agreed upon and signed to seal these agreements as part of government and VHT commitment before, during and after a disaster.

25.0 Role of NGO in Response and Relief

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

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

26.0 Alert and Warning Procedures

Activation of the response to a cyclone threat will be conducted in accordance with the stages (readiness, standby, action and stand-down as outlined in the National Disaster Plan). The PDC are responsible for coordinating the initial response as part of their role in taking care of their people, as well as Decentralisation Policy of the Government. They need to be seen as responsible and accountable as expected by their Province.

Departmental Response and Preparedness Plans should be developed to reflect the progression of action through these stages. The benefits of this system are that it allows for a more graduated build up by organisations. It helps to avoid over or inappropriate responses and it provides a certain level of guarantee that all response and preparedness activities will be completed in a timely and complete manner.

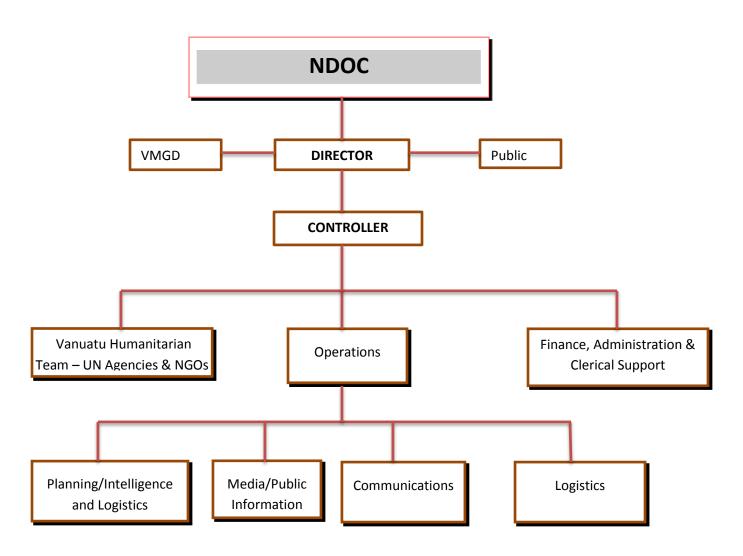
The following is a list of suggested actions for the NDC, Disaster Coordinator (DC) and organisations during the progression through the stages of activation. Whilst serving as a guide only, Disaster Coordination and PDCs should endeavour to mirror the action taken, and thus ensure a consistent response through to community level organisations.

The steps listed should not be viewed as being complete, as many unknown elements will be introduced as the threat increase, which may call for new or premature action.

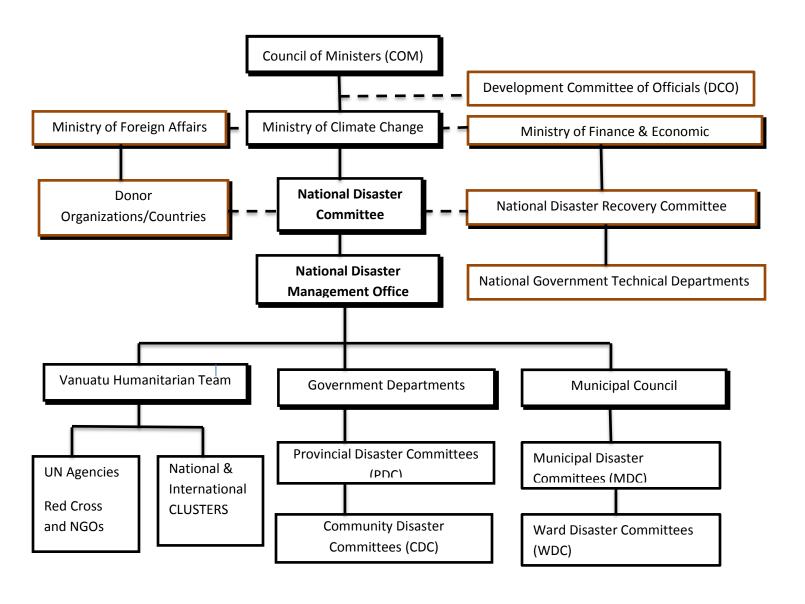
ANNEXES

Annex A-National Disaster Operations Centre (NDOC)

Management Structure



ANNEX B- National Disaster Response Coordination Structure



ANNEX C: ACTORS ROLES AND RESPONSIBLITIES DURING RESPONSE AND RECOVERY

AGENCY	SECTORS	ACTION DURING RESPONSE	ACTION DURING RECOVERY
Ministry of Agriculture Ministry of Health Or	Food &Seedling Nutrition	-Conduct assessment - Calculate the temporary relief food rations - Supply three months crop seedlings	-Supply and introduce new seedling to farmers -Provide training to Farmers - Encourage new farming technique
Government Departments, UN Agencies and NGO'S			
Ministry of Health, Dept. of Rural water development and WASH Cluster Members Or Government Departments, UN Agencies and NGO'S	Water and sanitation	 Supplies quick water containers Fix broken water pipes Contracts temporary toilets Supply purification tablets 	 Contract new water supply for community Erect new water tanks Contract water walls Contract
Ministry of Education and Education Cluster Members	Education in Emergency	 Conduct impact assessment Provide temporary learning space Supply school materials (i.e. Stationaries) Negotiation for school fees exemption for affected students 	 Recontract and Renovate damage class rooms Supply New School materials Liaise with donor partners for funding

Ministry of Infrastructure and Public Utilities Police Force	Infrastructure	 Cleaning up of debris Clearing main access roads Construct temporary bridge Contract Temporary roads 	 Contract and upgrade new roads Contracts permanent bridges Contract proper water drainage
NDMO and Ministry of Finance Police Private Sector Franz Partners	Coordination and Logistic	 Provide transport for rapid and Indepth assessment team Provide transport support for relief supplies to affected population NDMO to coordinate assessment team Police to provide logistic support Franz Partners to supply Logistic support 	 Ministry of Finance and NDMO to provide ongoing logistic support towards reconstruction Franz partners to support the government to provide back-up assist with logistic for reconstruction phase
Red Cross Society and International Red Crescent UN Agencies NDMO	Shelter Management	- Provide temporary shelters - Tarpaulin - Family tent - Camp management - Evacuation centres management	 Red Crescent assist community with designing of house Public Works Department to provide Building standard code for reconstruction
Vanuatu Broadcast and Television Corporation Telecom Vanuatu Digicel	Communication & Media	 Media appeal Dissemination of information's about the impact of a disaster Dissemination of Early warning information 	 Media Appeal for assistances to affected community Provide up to date and information management

Paramedical Ministry of Health VMF	Health	Assist with search and rescuesProvide medical assistance for	 Establish dead house Construct better cemetery Construct and relocate
		injuries - Handle dead bodies - Contact burial - Provide Mortuary service for dead bodies - Set up temporary hospitals	health centre and hospitals

ANNEX D: EMERGENCY CONTACTS

NAMES	POSITIONS	VoIP EXTS.	PHONE NBRS.	EMAIL ADDRESSES	STATIONS
	De	partment of I	Meteorology & Geo-H	lazards	
Administration		VOIP	Direct Line: 24686		
JothamNapat	Acting Director General	5450	7757286	jnapat@vanuatu.gov.vu	
Forecast			Direct Line: 22932		
Public Weather	Public Weather	5281	22932		
AV/TC/Marine	AV/TC/Marine	5282	22932		
David Gibson	Acting Director	5284	5344091 / 22932	dgibson@meteo.gov.vu	
Fred Jockley	Principal Sc. Officer		7793695	fjockley@meteo.gov.vu	Nambatu
MoirahYerta	Principal Sc. Officer	5372	7793696	<u>myerta@meteo.gov.vu</u>	
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Tom Natik	Weather Forecaster	5281	7731412	Naim10tom@yahoo.com	
Levu B. Antfalo	Weather Forecaster	5281	5639875	levuboaz@yahoo.com/la ntfalo@meteo.gov.vu	

NAMES	POSITIONS	VoIP EXTS.	PHONE NBRS.	EMAIL ADDRESSES	STATIONS
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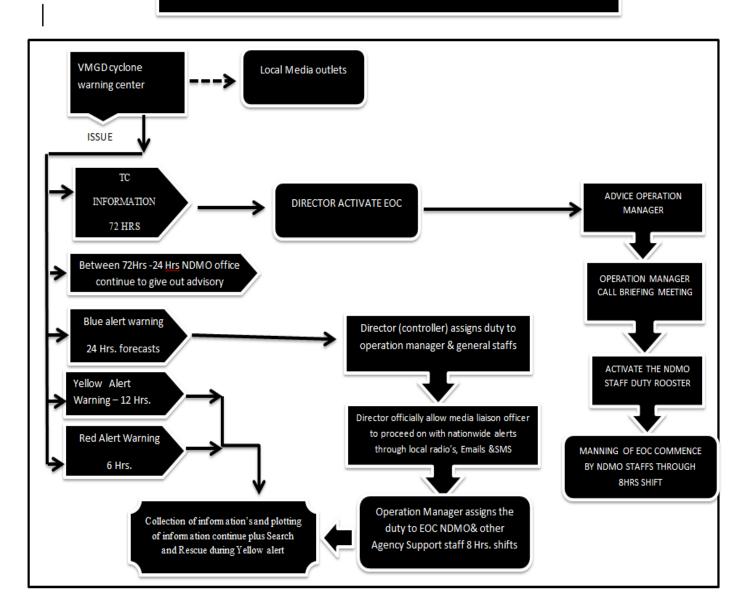
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Gerard Ganada	HEA Director	Work: 678-22161	al

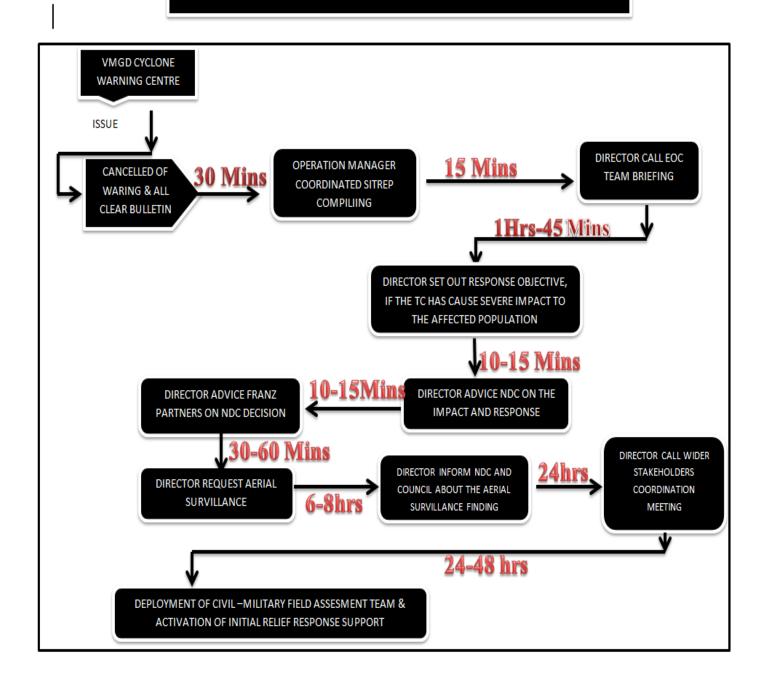
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				Australia
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Paolo Malatu	VHT National Coordinator	678-5963111	Van.humanitarian.team@care int.org	office
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Keith Honda	Country Director	Work: 678- 25500 Mob:678-554-3057	khonda@peacecorps.gov	

Annex E- FLOW CHARTS

TROPICAL CYCLONE MONITORING RESPONSE FLOW CHART



TROPICAL CYCLONE INITIAL RESPONSE FLOW CHART



Annex C: Tropical Cyclone Tracking Map

