DISASTER ASSESSMENT MANUAL

FOR THE

NATIONAL EMERGENCY MANAGEMENT OFFICE

draft

Prepared by the NEMO

19 August 2011

ACRONYMS

CEO	-	Chief Executive Officer
DAM	-	Damage Assessment Manual
DECC	-	District Emergency Coordination Centre
EMA	-	Emergency Management Act 2007
EMP	-	Emergency Management Plan 2008
NEMC	-	National Emergency Management Committee
NEMO	-	National Emergency Management Office
NEMS	-	National Emergency Management System
NEOC	-	National Emergency Operations Committee
NERC	-	National Emergency Recovery Committee
TDS	-	Tonga Defence Service

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FOREWORD

This manual outlines the roles and responsibilities of the National Emergency Management Office immediately after an emergency event in assessing the damages being sustained. It also stipulates the roles and responsibilities of individuals who are assigned the task of assessing the damages. This manual also serves as a guide for other government agencies in forming sectoral assessment teams.

As disasters interrupt the daily chores of any given population, it is crucial that the level of damages are assessed in a timely and efficient manner so that relief and rehabilitative measures are provided to restore normalcy.

This manual is crucial for the National Emergency Management Office (NEMO) as the managing agency for an emergency as outlined in the National Emergency Plan and Emergency Management Act 2007. NEMO has both a coordination and operations role in emergency assessment.

In order for the NEMO to operate effectively, it will rely on the full support of all agencies (governmental and non governmental) to satisfy its requirements for resources in terms of personnel and funding immediately after an emergency. I therefore urge all agencies to render their full cooperation and support to ensure the NEMO will be able to attend to the needy in a timely and proficient manner.

Hon. NUKU
Minister of Works and Disaster Relief Activities

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AMENDMENT LIST

Suggested amendments or additions to the contents of these Standard Operating Procedures are to be forwarded in writing to:

Maliu Takai
Deputy Director, National Emergency Management Office,
Ministry of Works
P O Box 52
Nukualofa
Tonga

Amendments promulgated are to be recorded in the following table to track changes made to these operating procedures.

No.	Summary – Nature of Amendment	Date of Amendment	Authority for Amendment	Authority Signature
		07 July, 2009		

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1.0 GENERAL

1.1. Introduction

The National Emergency Management Office (NEMO) Disaster Assessment Manual (DAM) sets out the detailed arrangements for disaster damage assessment at national level. This manual will therefore provide a guide for the operational methodology to employ to assess damages caused by both natural and/or human-induced event in Tonga.

1.2. Policy Statement

Section 13 (c) of the Emergency Management Act 2007 (EMA) provides legal framework for the National Emergency Operations Committee (NEOC) to conduct initial damage assessment immediately after an emergency.

Further Section 16 (b) of the same Act provides the legal framework for the National Emergency Recovery Committee to conduct detail sectoral assessment after an emergency.

1.3. Hazards & Risks

This SOP will allow the NECC and NEOC to respond to emergencies or disasters as stipulated in Part C of Emergency Management of the NEMP 2008

1.4. DAM Review

The NEMC is to ensure that this manual is to undergo review and be updated regularly in order to account for any changes to national policy in relation to disaster risk management.

1.5. DAM Amendments

The NEMC must endorse any amendments to this manual.

A record of amendments must be maintained in the table as illustrated under the heading - Amendment List

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2.0 ORGANISATION - NATIONAL EMERGENCY MANAGEMENT OFFICE

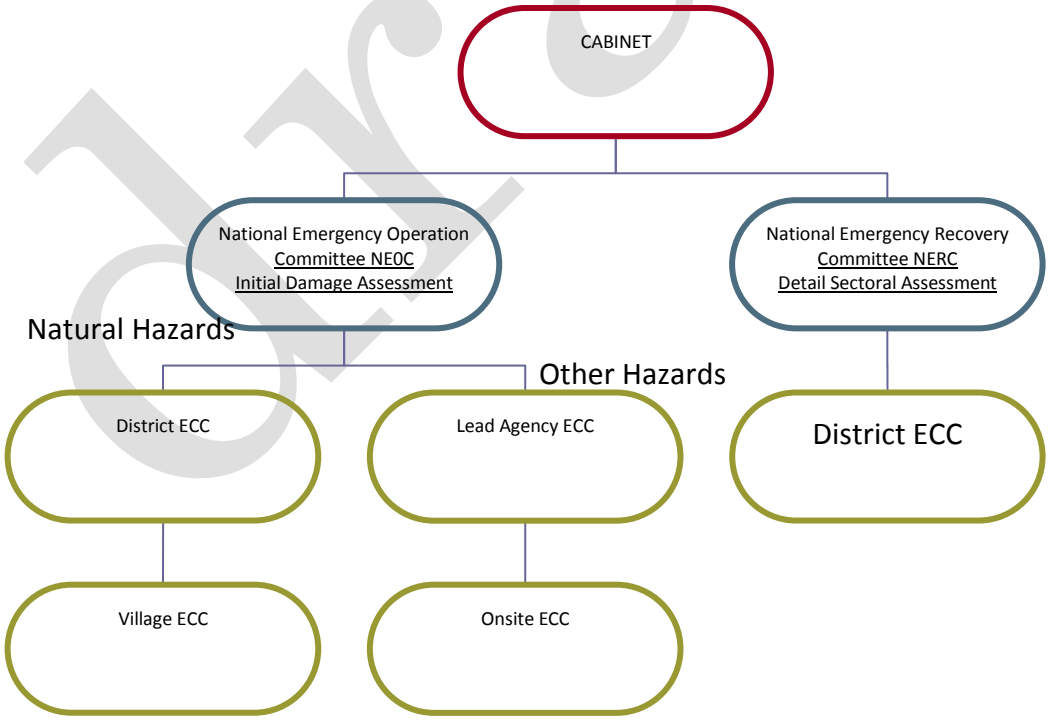
2.1 Introduction

The NEMO is established by Section 7 of the Emergency Management Act of 2007 to carry out the following functions;

- Provide support and advice to emergency management committees on emergency management and emergency operations in the Kingdom
- Review and monitor the National Emergency Management Plan
- Implement the policies and decisions of the National Emergency Management Committee
- Coordinate emergency management activities in the Kingdom
- Regularly report to the National Emergency Management Committee about the performance of the NEMO's functions
- Establish and maintain effective communication within Government and with non government organisations and the private sector on emergency management

2.2 Structure

The organisational structure for emergency operations is shown in the chart below.



2.3 National Emergency Management Committee

The NEMC is the overarching policy advisory body to Government on all matters related to disaster risk reduction and disaster management.

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The members of the NEMC are as follows:

1. Minister of Works (Chair)
2. Chief Secretary and Secretary to Cabinet
3. Director of Works
4. Secretary for Finance and Planning
5. Director of Agriculture, Forestry, Fisheries and Food
6. Director of Health
7. Director of Education
8. Commander, Police
9. Commander, TDS
10. Secretary for Lands, Survey, Natural Resources
11. CEO, Ministry of Transport
12. Manager[1]/Deputy Director, NEMO as Secretary

2.4 National Emergency Operations Committee

The NEOC has central control during national disaster operations including initial damage assessment to determine the priority needs of those affected and can convene daily to review the emergency operations and take policy and operational decisions for the operation.

The NEOC will be briefed daily by the Manager, NEMO on the implementation of its decisions and overall situation on the ground.

The NEOC will fully inform Cabinet on its decisions and operations.

The specific functions of the NEOC are:

a) Activate the emergency management system in response to an event that has happened, is happening or may happen
b) Meet on a regular basis during the emergency operation to guide and direct the operation
c) Liaise with ministries, nongovernmental organisations and community groups in the execution of their emergency management roles and responsibilities
d) Carry out initial damage assessment
e) Collate and prioritise immediate disaster relief requirements
f) Manage the distribution of immediate relief supplies
g) Coordinate the humanitarian response roles of any Government or non government agency
h) Allocate all available resource of the government which the Minister considers necessary
i) Meet during the Alert stage to review preparedness arrangements and prepare for a coordinated response.
j) Provide any other support and assistance that may be required by the Prime Minister or the Cabinet

The membership of the NEOC will be flexible depending on the type of hazard with which it is responding to. However, there are to be six (6) core members as follows:

1. Minister of Works (Chair)
2. Director of Works
3. Commander, TDS

[1] Section 8 of the EM Act 2007

4. Commander, Police
5. Secretary, Foreign Affairs
6. CEO Transport
7. Manager/Deputy Director NEMO (Secretary)

Depending on the nature of the hazard the NEOC may co-opt additional members. In making these appointments the NEOC shall consider the nature of the disaster and the experience and knowledge required to address the disaster.

The NEMO shall provide secretariat and administrative support to the NEOC.

2.5 National Emergency Recovery Committee

The NERC is the main advisory body to Government on all matters related to detail sectoral disaster assessment and recovery priority.

The specific functions of the NERC are as follows;

(a) coordinate the recovery phase following any event that may Impact on the Kingdom of Tonga;

(b) carry out detail damage assessments in partnership with the District Emergency Management Committees;

(c) coordinate the provision of emergency relief to those areas that have been affected by an event;

(d) coordinate all recovery and rehabilitation works that are carried out in the affected area.

The members of the NERC are as follows:

1. Minister of Works (Chair)
2. Director of Works
3. Secretary for Foreign Affairs
4. Commander, TDS
5. CEO, Ministry of Transport
6. Manager/Deputy Director, NEMO as Secretary

2.6 District Emergency Management Committee (DEMC)

The DEC shall coordinate emergency or disaster operations in their respective district and report to the NEOC.

The Governors and Government Representatives are the District Disaster Controller for his/her respective District.

The District Disaster Controller is responsible for activating and coordinating disaster operations at district level. In this regard the District Disaster Controller will work in close coordination and consultation with the District Emergency Management Committee (DEMC) and NECC.

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2.7 Administrative Functions

2.7.1 Equipment, Transport

The Ministry of Works shall provide all vehicles and equipment to be used by the NERC. These may be supplemented by other equipment and vehicles that the Manager NEMO may deem necessary and will acquire through the assistance of other Agencies.

2.7.2 NERC Staff Welfare, Feeding & Relief

The Manager NEMO will ensure that proper outfit are provided for the staff to effectively conduct initial and detail assessment.

The provision of meals and refreshments for staff during assessment is to be carried out in accordance with the relevant Government instructions.

2.7.3 Financial Management

The incurring of expenditure for any matters related to the operations of the NERC shall be in accordance with the relevant Finance Instructions and the provisions of the Ministry of Works.

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3.0 EMERGENCY DAMAGE ASSESSMENT

3.1 Initial Situation Overview (ISO)

The first step in assessing damage is the ISO which involve fly over the affected area and to be conducted within the first 8 hours of the impact. Since this is a responsibility of the NEOC, the composition of the team would include key members of the NEOC such as;

- Minister of Works - Chair
- Director of Works
- CEO Transport
- Commander Police
- Commander TDS
- Manager NEMO

The team is expected to provide advice to the Prime Minister on the next possible cause of action that the Government need to take and one of which is the declaration of the state of emergency as in Section 32 of EMA of 2007.

3.2 Initial Damage Assessment (IDA)

This is the second step in assessing damage and must be conducted within 48 hours immediately after an impact and is a responsibility of the NEOC. Given restrictions in mobility pose fallen trees, powerlines and other debris, the DEMC will be in a better position to conduct IDA through the Town Officers who are positioned in al villages.

The Manager NEMO must therefore ensure that all Town Officers are provided with training to effectively carry out IDA and to be familiar with the standard forms as in APPENDIX A.

The Government Representative or Governor shall be responsible for collecting forms from Town Officers and submitted to the Manager NEMO.

Upon receiving the completed forms the Manager NEMO would then collate the assessment and submit to the NEOC to determine the priority humanitarian needs of the affected community. The Chair of NEOC is then expected to submit a report on the initial assessment to Cabinet for allocation of appropriate resources to support the relief efforts.

Donor and foreign assistance is determined by the Cabinet who will task the Minister for Foreign Affairs to coordinate.

3.3 Detail Sectoral Assessment (DSA)

This is the third and final stage of damage assessment and may take 2 months to complete after an impact. This is a responsibility of the NERC and each sector is required to compile their detail assessment and submit to the Manager NEMO at a time to be determined by the NERC.

The NERC would then collate all sectoral assessment reports and submit to Cabinet for determination of long term recovery efforts. Cabinet would also prioritise recovery efforts in accordance with the available resources internally and those provided by foreign assistance.

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4.0 GENERAL ROLES & RESPONSIBILITIES

4.1 Director of Works

1. Efficient command, administration and operation of the NEMO
2. Closely liaise with the Chair the NEOC.
3. Provide support to head of Lead Agency responsible for non-natural disaster in the event of such a disaster.

4.2 Manager/Deputy Director NEMO

(i) Provide advice and support to NEOC.
(ii) Provide advice and support to District ECCs on all aspects of emergency operations.
(iii) Provide advice and support to Lead Agency ECCs during non-natural emergencies or disasters.
(iv) Gather the ISO team and secure resources for conducting ISO
(v) Collate ISO team report for submission to NEOC and Cabinet
(vi) Coordinate IDA through Government Representatives or Governor
(vii) Collation of IDA reports for NEOC
(viii) Coordinate DSA reports for NERC .

4.3 Town Officers

(i) Conduct IDA in their village
(ii) Submit completed IDA form to the Government Representative/Governor or Manager NEMO.
(iii) Advice Manager NECC of priority humanitarian needs of their village
(iv) Coordinate distribution of humanitarian aid within their village .

4.4 Government Representative or Governor

(i) Coordinate emergency response in their districts.
(ii) Coordinate emergency assessment in their districts
(iii) Coordinate distribution of relief items in their districts
.

4.5 DSA Teams

This will be formed by the respective government ministries and agencies and their primary roles are;

(i) Gather information on the damages sustained by their sector.
(ii) Provide cost estimates of the damages sustained by their sector
(iii) Identify practical and feasible recovery measures that can facilitate timely return to normalcy
(iv) Compile and submit report to be tabled to the NERC through Manager NEMO

4.6 Other roles

Depending on the nature or scale of the emergency the Manager/Deputy Director NEMO may advise the NEOC to bring in additional staff other than that prescribed. This could include a Technical Specialist who's primary role would be to provide specific technical advice and recommendations in their area of expertise e.g. seismology, hydrometeorology, public health. They should also be able to develop briefings or special reports as needed.

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- Assigns personnel to their specific roles and tasks and goes over the operational periods for a full-scale activation.
- Oversees development of an initial operation report and a plan of action outlining the objectives for the next 24-hour period.
- Attends the planning meetings or briefings where activities will be discussed
- Develops, modifies, proofs and delivers the plan of action in hard copy and electronic form to the NEOC
- Meets with other operational groups to acquire the needed information for the report.

REFERENCES

Emergency Management Act 2007

Draft Revised National Emergency Management Plan 2008

Initial Damage Assessment – Reference Materials, Office of US Foreign Disaster Assistance (August 2006 Edition)

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APPENDICES

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Appendix A – Initial Damage Assessment Forms

COMMUNITY OBSERVATION SHEET

Event _____

Assessor _____

Date Assessed _____

District/Village/Settlement _____

FUNCTIONAL CONDITION								COMMENTS
Water Supplies								
Food Supplies								
Sanitation/ Sewerage								
Communication								
Electricity (if applicable)								
Accessibility: (a) Modes of transportation (bus,cars,etc)								
(b) Are the roads/ bridges/ wharfs/ airfields open?								
Others								

Boxes must be marked with a ✔ or an X. (✔ Yes X No)
Blank boxes indicate information not determined/available.

Event _____

DAMAGE ASSESSMENT
FIELD TALLY SHEET

Assessor _____

Area Assessed _____

Date Assessed _____

RESIDENCES	Level 0 (No damage)	Level 1	Level 2	Level 3	Level 4
Main Family Residence(e.g. single room, or multi-room house, or a flat, or apartment block,etc)	Total	Total	Total	Total	Total
Outbuildings - Kitchens	Total	Total	Total	Total	Total
Outbuildings - Latrines	Total	Total	Total	Total	Total
Outbuildings - e.g. garages or agricultural sheds, etc	Total	Total	Total	Total	Total
Other residential structures	Total	Total	Total	Total	Total
Other observations					

DAMAGE ASSESSMENT
FIELD TALLY SHEET

Event _____ Assessor _____

District/Village/Settlement Assessed _____ Date Assessed _____

BUILDINGS	Level 0 (No damage)	Level 1	Level 2	Level 3	Level 4
Schools: Teachers Quarters	Total	Total	Total	Total	Total
Classroom	Total	Total	Total	Total	Total
Ablution Block	Total	Total	Total	Total	Total
Library	Total	Total	Total	Total	Total
Dormitory	Total	Total	Total	Total	Total
Others	Total	Total	Total	Total	Total
Churches	Total	Total	Total	Total	Total
Health centres (Hospitals, dispensaries, nursing stations,etc)	Total	Total	Total	Total	Total
Community halls	Total	Total	Total	Total	Total
Government buildings (e.g. police)	Total	Total	Total	Total	Total
Other(shops, offices, petrol stations)	Total	Total	Total	Total	Total
Hotel	Total	Total	Total	Total	Total
Other observations					