



Safety and Protection Cluster Standard Operating Procedures

Ministry of Internal Affairs

Kingdom of Tonga

Table of Contents

GENERAL	3
Introduction	3
TONGA NATIONAL EMERGENCY MANAGEMENT SYSTEM	3
National Emergency Management Office (NEMO)	3
EMERGENCY OPERATIONS	4
Stages of Operation	4
The cluster Operational Structure is illustrated in Annex 2.	4
There are 5 basic stages of emergency or disaster operations:	4
District Emergency Management Committee (DEMC)	5
Functions	6
INFORMATION MANAGEMENT	8
Service/activity mapping	8
Situation Reports (Sit Reps)	8
Mission Debriefing	8
Media	9
TRAINING OF AND BY CLUSTER MEMBERS	9
ADMINISTRATIVE FUNCTIONS	9
Finances	9
SOP Review and Amendments	9
APPENDICES	9
Annex 1: NEMO Operational Structure	10
Annex 2: Cluster Structure	11
Annex 3: Sample of NEMO Situation Report (Sit Rep)	12

GENERAL

Introduction

Protection in humanitarian response focuses on the safety and dignity of disaster-affected populations. Protection is defined as all activities aimed at ensuring full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law, i.e. human rights law, international humanitarian law and refugee law.

Generally, women and children are known to have more risks to their survival and recovery after natural disasters, as situation reports after recent cyclones in Tonga have shown. There are also increased risks of gender-based violence that require pre-planned risk management.

It is vital that all humanitarian and development actors uphold and protect human rights but most importantly fundamental human rights such as the right to life, safety, dignity, non-discrimination, and access to basic necessities, to ensure that every person including but not limited to women, children, elderly, people living with disabilities, single headed households, people without formal access to land, people living below the poverty line, and those disproportionately affected by disasters have equitable access to humanitarian and development assistance, according to their respective needs.

The Safety and Protection, Standard Operating Procedures (SOPs) depict the detailed measures and actions to take in emergencies, disaster management and coordination with regards to protection of all affected populations. These SOPs provide a guide for Safety and Protection Cluster members management and personnel as to operations to be employed for effective and efficient disaster management in the Kingdom of Tonga.

TONGA NATIONAL EMERGENCY MANAGEMENT SYSTEM

The organizational structure for NEMO emergency operations is illustrated in Annex 1.

National Emergency Management Office (NEMO)

The National Emergency Management Office (NEMO) is mandated under the *Emergency Management Act of 2007*¹ to coordinate all policy and processes related to national emergencies, and to monitor the implementation of emergency related decisions.

Functions

NEMO has both a coordination and operations role in emergency preparedness, response and planning with the following functions:

- a) Provide support and advice to emergency management committees on emergency management and emergency operations in the Kingdom;
- b) Review and monitor the National Emergency Management Plan;

¹ **2016 Revision** https://ago.gov.to/cms/images/LEGISLATION/PRINCIPAL/2007/2007-0014/EmergencyManagementAct_2.pdf

- c) Implement the policies and decisions of the National Emergency Management Committee;
- d) Co-ordinate all Disaster Risk Management (DRM) activities in the Kingdom;
- e) Regularly report to the National Emergency Management Committee about the performance of the National Emergency Management Office's functions; and
- f) Establish and maintain effective communication within Government and with NGO's and private sector on emergency management.
- g) To overall coordinate the activities and proper functioning of the Clusters, including the Safety and Protection Cluster.

The NEMO will hold emergency meetings as and when required, before, during, and after a declared disaster.

EMERGENCY OPERATIONS

Stages of Operation

The cluster Operational Structure is illustrated in Annex 2.

There are 5 basic stages of emergency or disaster operations:

Stage 1: PREPARATORY

On notification of any imminent state of emergency, NEMO will inform the Safety and Protection Cluster Chair. The Chair will direct the Cluster Coordinator to notify Safety and Protection Cluster members. The Chair will monitor the emergency situation through NEMO and through the Coordinator, Cluster members and assets on the ground.

Stage 2: ALERT

The Cluster Chair, through the Coordinator, will call an initial meeting with Safety and Protection Cluster Management² when any significant event occurs.

Stage 3: ACTIVATION

NEMO will recommend to the Minister of MEIDECC to authorize the activation of emergency procedures upon advice and evidence based recommendation from the core Emergency Services³. The Minister will

² The management of the Safety and Protection Cluster comprises: a Chairperson (CEO MIA); Coordinator (MIA); Gender Focal Point (Women Affairs MIA); People Living with Disability (PLWD) Focal Point (Social Protection & Disability MIA); Child Protection in Emergencies (CPIE) Advisor (Church Leaders Desk MIA) and Ministry in Education & Training (MET) liaison officer.

³ Emergency Services would consist of Ambulance, Fire Department, Search and Rescue, Police and His Majesty's Armed Forces

inform the Prime Minister if and when there is a need for activation of a State of Emergency (SoE). All Cluster leads will be informed of the activation of emergency procedures and a state of emergency.

The Safety and Protection Cluster Chair will then convene a full Cluster meeting, briefing all members on the current situation. The Coordinator will open communications with the international partners and Pacific Humanitarian Protection Cluster (PHPC) and other key stakeholders.

Stage 4: DEPLOYMENT

- a) The S&P Coordinator will, on request by NEMO, identify cluster teams and personnel to prepare, and deploy them to participate in the Initial Damage Assessment (IDA1). This will occur in coordination with NEMO and the Logistics Cluster with the appropriate Island District Emergency Operations Centre, and in liaison with the MIA OICs in the outer islands.
- b) Following an Initial Damage Assessment, the S&P Coordinator will analyze gender and protection information from IDA1 and share it with the NEOC, NEMC, and S&P Cluster members in order to commence emergency response planning within the first 48 hours following an event.
- c) S&P Coordinator and cluster members will support and mobilize all resources (human resource and physical resource) relating to special needs and assistance to NEMO and the Logistics Cluster in order to join the relief distribution.
- d) S&P Coordinator and advisors will conduct and compile its deployment services mapping and 3W's daily and submit to NEMO by 12pm the following day during the emergency or State of Emergency

Stage 5: ENDING EMERGENCY

NEMO Director will recommend to the Minister of MEIDECC to authorize the de-activation of emergency procedures. The Minister of MEIDECC will recommend to the Prime Minister when to stand down the State of Emergency (SoE). The S&P Coordinator, in consultation with S&P cluster members, will downgrade cluster emergency operations into the recovery phase.

District Emergency Management Committee (DEMC)

The District Emergency Management Committee, once activated by NEMO, will establish an Emergency Operations Centre to coordinate emergency response and report to NEMO Head Quarters in Tongatapu. MIA OICs and Focal Point is a permanent member of all the District Emergency Management Committees.

Vava'u District » Office of the Governor » District Emergency Management Committee » Emergency Operations Centre (EOC) » Town Officers/Affected Population

Ha'apai District » Office of the Governor » District Emergency Management Committee » Emergency Operations Centre (EOC) » Town Officers/ Affected Population

'Eua District » Government Representative » District Emergency Management Committee »
Emergency Operations Centre (EOC) » Town Officers/ Affected Population

The Niuas District » Government Representative » District Emergency Management Committee »
Emergency Operations Centre (EOC) » Town Officers/ Affected Population

Functions

The Safety and Protection Cluster was created to prioritize and strengthen the safety and protective capacity of emergency preparedness and response in the Kingdom of Tonga, covering all 12 inhabited islands, in 5 Administrative Districts – Vava'u, Ha'apai, 'Eua, the Niuas, and Tongatapu.

The Cluster Coordinator will be the Emergency Response Focal Point at MIA for the Safety and Protection Cluster, and reports to both MIA CEO and NEMO.

Under the coordination of the Cluster Coordinator and the overall guidance and responsibility of NEMO, the Safety and Protection Cluster members will undertake the following tasks:

Preparedness phase

- a) Facilitate the process of updating the Cluster 12 month Work Plan, and submitting an annual progress report to NEMO prior to the annual management review process.
- b) Make relevant documents and protection guidelines available according to their respective community and constituent groups to provide clarification on issues related to processes and tools
- c) Collaborate with Tonga Statistics Department to provide sex and age disaggregated data, annual gender and social analyses to update on the current gender and social situations in Tonga, prior to the cyclone season. This information will be mainstreamed through NEMO to all other clusters
- d) Coordinate needs assessments – including having a single needs assessment tool responsive to needs of women, children, persons with disabilities; develop assessment teams and provide assessment reports
- e) Provide a **standard protection checklist template** tailored to sectoral use for NEMO and all other clusters
- f) Help share cyclone forecast and weather forecast to Cluster members and further to their respective networks
- g) Maintain regular contact with International Partners and the Pacific Humanitarian Team (PHT) to keep abreast of issues related to safety and protection actions, and to share relevant information

- h) Serve as and/or support Cluster member coordination in capacity building activities and trainings of sector/cluster partners
- i) Identify and monitor pre-existing protection trends and issues (task specific to Cluster members' area of responsibility).
- j) Support NEMO and Logistics Cluster in Evacuation Management prior to any event
- k) Take stock and update inventory of emergency assistance targeted for special needs

Response phase

- a) Through NEMO, prepare to join in undertaking Initial Damage Assessment (IDA1) in the first 24 hours of an emergency, consolidate data and report back to NEMO with numbers and break down of population affected. **Cluster Coordinator will inform NEMO of any deployments of Cluster teams, indicating location and length of deployment.**
- b) Through NEMO, Cluster response teams will join Initial Damage Assessments (DDA) and consolidate fully disaggregated data and reports back to NEMO and Cluster members.
- c) Share updates and information about individual member activities to ensure coordination, avoid duplication and address gaps in provision of assistance and support
- d) Conduct joint strategic and operational planning for Cluster response
- e) Joint resource mobilization and preparation of joint funding applications for the Cluster
- f) Coordinated monitoring and evaluation activities
- g) Provide guidance about standards and processes to cluster members and other clusters for ensuring the most vulnerable are protected and receive assistance (e.g. CPIE, GBVIE, disability, SOGIESC standards)
- h) Gather and compile sex and age (and other diversity) data about affected populations
- i) Provide agreed referral pathways for victims of violence, exploitation and abuse to access assistance
- j) Provide agreed processes to report and address complaints of violence, exploitation and abuse. Participate in other Cluster coordination meetings where necessary (WASH, Health, Shelter, etc.) and make sure that safety and protection issues especially for children, women and other vulnerable at risk groups are taken into consideration.
- k) Contribute to the preparation of communication and documents such as Sit Reps, etc. (task specific to the Cluster member's area)

- l) Contribute to exercise and real time evaluations of emergency response to identify gaps and improve on going emergency responses

INFORMATION MANAGEMENT

To access Safety and Protection Cluster documents such as Terms of Reference, Standard Operating Procedures, Code of Conduct and other important information on activity mapping, meeting minutes, situation reports etc., visit the Ministry of Internal Affairs – Local Government and Community Development webpage.⁴

Service/activity mapping

During both non-emergency and emergency times, Cluster members will contribute to service/activity mapping in an agreed template. Information will be compiled by the Cluster Coordinator and made available on MIA – Local Government and Community Development webpage. During emergency periods, this mapping will detail humanitarian services and assistance, by location, that is available to the affected population. The Cluster Coordinator will support NEMO in providing referrals for people seeking services and assistance.

Situation Reports (Sit Reps)

During disasters, Cluster members will contribute information acquired by their organisations to the production of Situation Reports (Sit Reps) to provide a progressive update of the emergency situation in terms of:

- (1) Details of any protection issues or concerns.
- (2) The areas affected and currently at risk.
- (3) Impact on social well-being of affected people.
- (4) Number and nature of casualties.
- (5) Continuity of essential services – health, police, electricity, water etc.
- (6) Actions taken and progress of cluster response.
- (7) Any other relevant information.
- (8) Maintain SITREP log book.

This information will be compiled by the Cluster Coordinator, who will liaise with the Cluster Chair to produce a Sit Rep to be reported to NEMO daily by 6pm.

A sample of Tonga’s Sit Rep is provided in ANNEX 3.

Mission Debriefing

Following Safety and Protection Cluster mission activities, the Cluster Chair will lead a debriefing exercise to review what activities were conducted, what protection issues were identified, any referrals or follow up issues, any lessons learned to improve further missions. The debriefing should cover all stages of the mission operations. Debriefing findings will be compiled in a final report by the Cluster Coordinator and made available to Cluster members and NEMO. Lessons learned from the debriefings will be used to improve operations systems and procedures.

⁴ <https://www.tongalocal.gov.to>

Following an emergency, an After Action Review (AAR) will be led by the Cluster Chair and engage all Cluster members, to assess the performance of the Cluster and impact of its activities. This information will consider what the Cluster did well during the emergency, what were challenges and opportunities, as well as areas for further improvement. These findings will be compiled by the Cluster Coordinator and presented to Cluster members and NEMO for informing the national lessons learned review process.

Media

The Safety and Protection Cluster Chair and Coordinator will prepare Sit Reps and press releases in consultation with Cluster members as required. All Sit Reps and press releases must be cleared by NEMO and MIA before being released.

TRAINING OF AND BY CLUSTER MEMBERS

Training opportunities will be modulated to have a diverse Cluster which can cover different functions during the preparedness and response phase of an emergency.

ADMINISTRATIVE FUNCTIONS

Finances

Any expenditure incurred related to Safety and Protection Cluster operations will accord with the relevant *Public Finance Management Act of 2002*⁵ and Finance Instructions. Unless directed otherwise, The Safety and Protection Cluster will comply with emergency financial management processes and regulations as directed by the Ministry of Finance and the Fiduciary Services Unit.

SOP Review and Amendments

The Safety and Protection Chair and Coordinator, working with Cluster members will conduct an annual review and update of the SOPs to conform with international/national policy in relation to disaster risk reduction, management and humanitarian response, NEMO must endorse any populations.

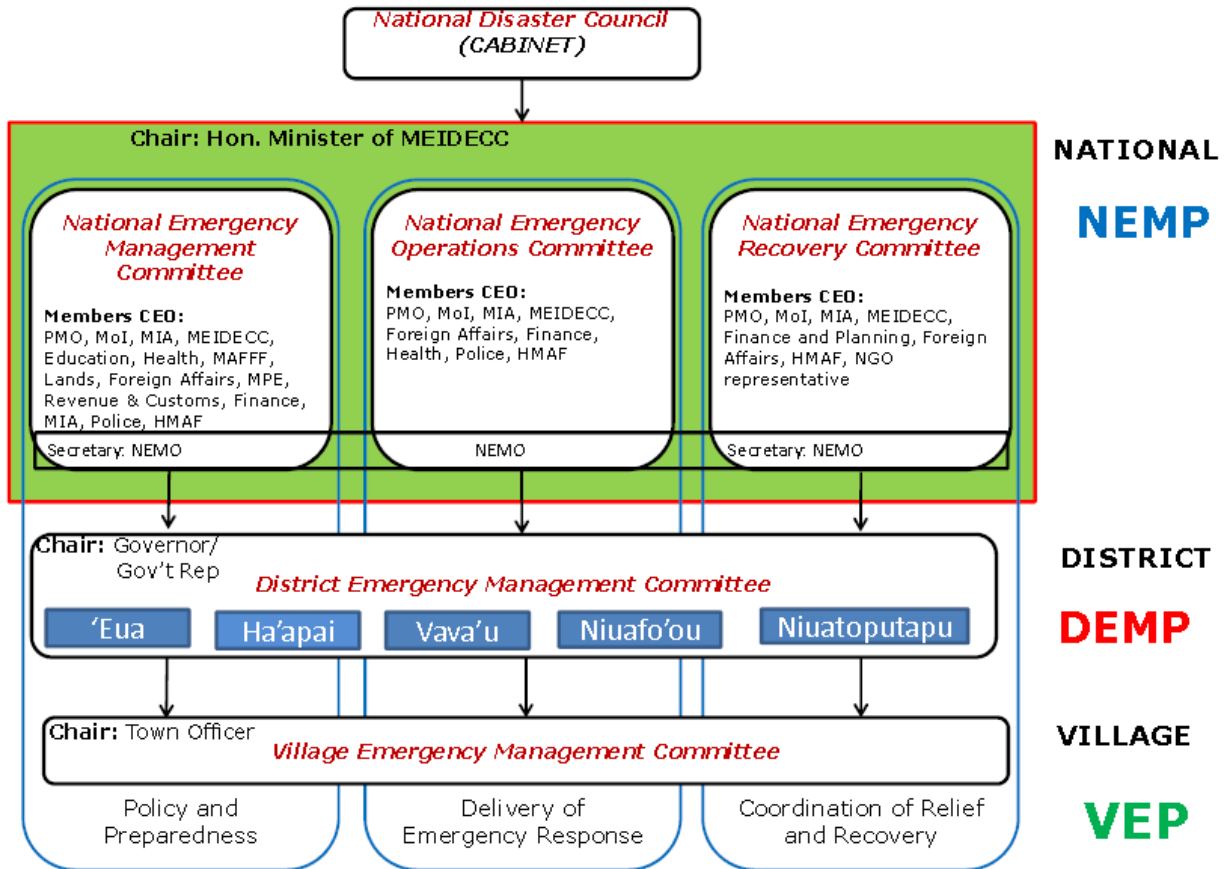
APPENDICES

- Annex 1. NEMO Operational Structure
- Annex 2. Cluster Structure
- Annex 3. Sample of NEMO Situation Report (Sit Rep)

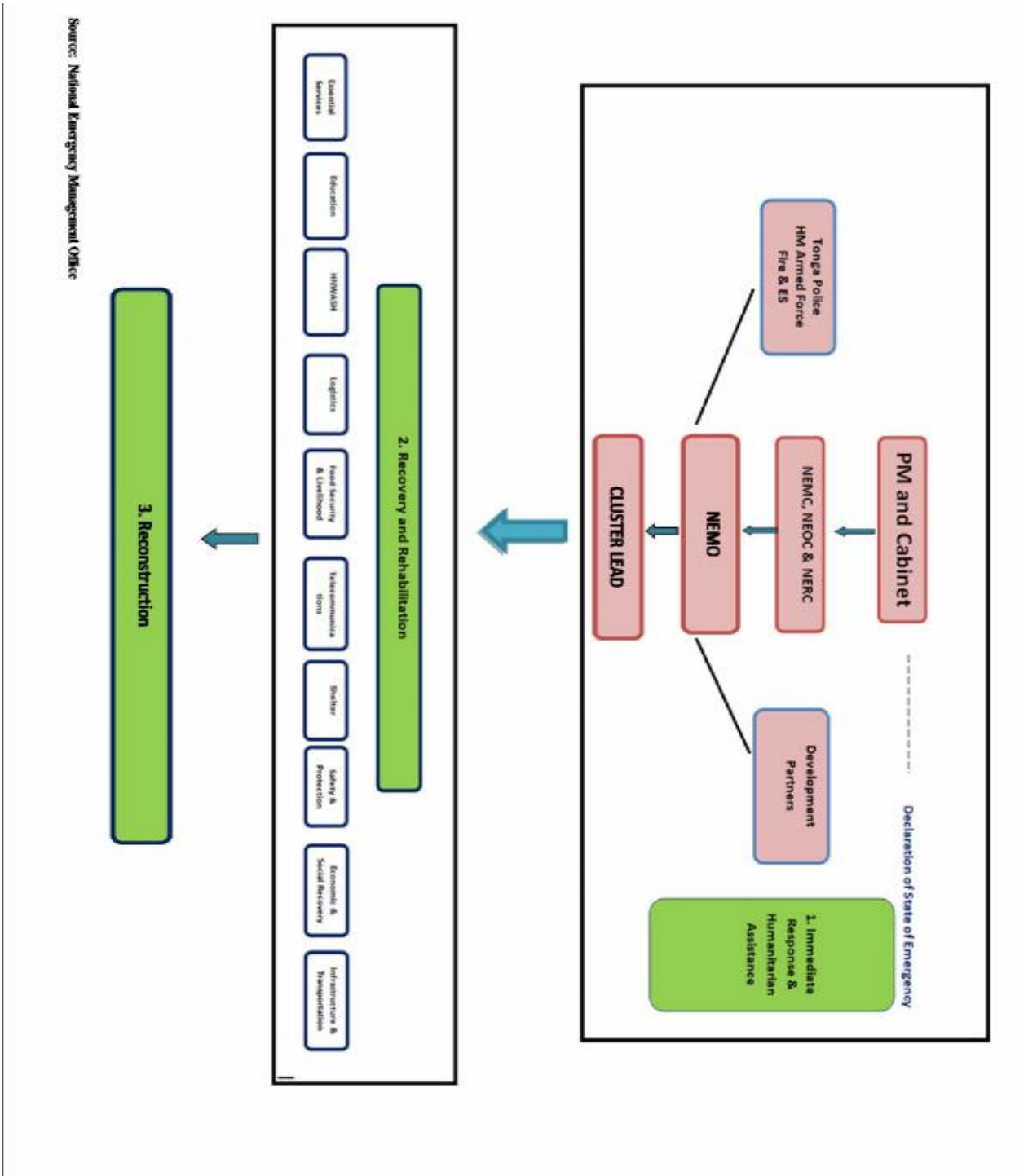
⁵ **2016 Revision** https://ago.gov.to/cms/images/LEGISLATION/PRINCIPAL/2002/2002-0027/PublicFinanceManagementAct_2.pdf

Annex 1: NEMO Operational Structure

STRUCTURE



Annex 2: Cluster Structure



Annex 3: Sample of NEMO Situation Report (Sit Rep)



THE KINGDOM OF TONGA
 NATIONAL EMERGENCY MANAGEMENT OFFICE
 NATIONAL EMERGENCY OPERATIONS CENTRE

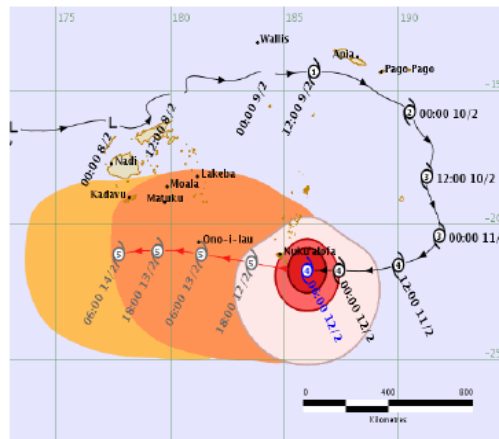
SITUATION REPORT

Event:	Severe Tropical Cyclone Gita (TC GITA)	Sit Rep No:	01
Date:	12-13/02/2018	Period:	6:00pm 12/02/18 – 6:00am 13/02/18

This situation report released by the National Emergency Management Office to inform operational partners on current situation of TC Gita. This Situation report covers the period stated above. Frequency of reports will depend on availability of new information and evolving operation.

Highlights:

- 12 LDS Evacuation Centres (EC) have been identified in the Ha'apai Groups
- 108 EC were activated in Tongatapu
- Nearly 4,000 people have self evacuated to ECs
- Electricity was shut down at 7:55pm (Monday 12/02/18) in Tongatapu
- Prince Ngu hospital still operating using generator.
- Cyclone warning for Vava'u was downgraded to Gale warning only as of Sunday 11th February 2018
- 1 casualty identified as of duration of this reporting period
- Police Commissioner issued curfew within Central Business Area Nuku'alofa from 9pm Monday 12 – 13 February 18.



<p><i>Evacuation Centres</i></p> <p>108</p>	<p><i>Number of Evacuees</i></p> <p>3,939</p>	<p><i>Confirmed Fatalities</i></p> <p>01</p>
--	--	---

Source: NEMO

Situations Overview

Tropical Cyclone Gita was forecasted to be a “Category 5 means that the winds have reached 110 knots. This is around 220 and 230 km per hour winds.”

The National Emergency Operational committee met 3 times to date.

National Response

State of Emergency has been declared commencing at 10:00pm on Monday 12th February 2018 for the Whole of Tongaby the Acting Prime Minister of Tonga Hon. Semisi Sika. This will expire at 10:00am Monday 12th March 2018 unless terminated early by the Prime Minister.

National Emergency Coordination Centre in OG Sanft Building, Nuku’alofa continuous to manage and collate information from actors such as Government Representative, Police, Armed Force, Hospitals, District and Town officers and Red Cross Representatives

Community Response

Most of the communities have been prepared for TC Gita and have activated to emergency mode such as putting up window shutters, using roofing iron, timbers etc. Town officers have been working together with the communities to plan for possible evacuation for some families that need to be evacuated.

Humanitarian Response

Humanitarian Response will be decided later, depending on the information gathered and the impact of TC GITA.

Sector Report

WASH

- 'Eua Hospital is currently operated by a Generator after the Power temporary switched off.
- 'Eua – One male patient admitted with severe injury due to flying debris; currently 7 patient were at the hospital.

EDUCATION

- No report of any damage to education sector yet

HOUSING

Report of Damaged to Housing Caused by TC Gita to Tongatapu, 'Eua and Ha'apai

Islands	House Partially Damaged	Totally Destroyed	Evacuation Centers
Tongatapu	- 969	- 95	- 108 - 3,939 people
'Eua	- 'Ohonua Town Hall - Some residential housing reported to have completely destroyed but number is yet to determined.	Yet to confirm	Yet to confirm
Ha'apai	- Few household reported to have partial damage but yet to determined the numbers	Yet to confirm	12

Refer to attachment for full details on evacuation centers and rapid assessment.

AGRICULTURE

- Minor Damage to root Crop and Fruit trees. Banana and its kind are affected

LOGISTIC & TRANSPORT

- Roads

INFRASTRUCTURE

ELECTRIC /POWER

- Power was shut down in Tongatapu at around 7:55pm – Monday 12th February 2018

COMMUNICATION

- Both Communication provider still operating in all Tongatapu, Ha'apai and 'Eua

LeveniAho
Director,
National Emergency Management Office.